



City of Cape Town

**WATER AND SANITATION
SERVICE STANDARD**

PRELIMINARY DRAFT 2

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1. INTRODUCTION

The South African government adopted a policy for free basic domestic services in 2001. Cabinet approved the Water Services Framework in 2003. As part of its initiative to implement a free basic water supply and sanitation policy in South Africa, DWAF established a process to roll out this policy to municipalities who are primarily responsible for implementing it.

This document sets out the City of Cape Town's Service Standard for the implementation of a water supply and sanitation services policy.

While note is taken on the importance of providing water supply and sanitation services to institutions, particularly schools and clinics, this service standard places emphasis on household water supply and sanitation in conformance with ownership rights, Council's zoning requirements and Informal Settlements policy.

1.1 The Vision: basic services for all

The overall vision for the provision of water services in South Africa is encapsulated in Box 1.

<p style="text-align: center;">Water is life, sanitation is dignity</p> <p>All people living in South Africa have access to adequate, safe, appropriate and affordable water and sanitation services, use water wisely and practise safe sanitation.</p> <p>Water supply and sanitation services are sustainable and are provided by effective and efficient institutions that are accountable and responsive to those whom they serve.</p> <p>Water is used effectively, efficiently and sustainably in order to reduce poverty, improve human health and promote economic development. Water and wastewater are managed in an environmentally responsible and sustainable manner.</p>

1.2 The water ladder – (National Government Policy).

National government is committed to eliminating the backlog in basic water services and to progressively improving levels of service over time in line with the original aims of the Reconstruction and Development Programme in 1994. The first step up the water ladder is the provision of at least a basic water and sanitation service to all people living in South Africa. This is the most important policy priority and government will commit adequate funds to make this possible within the next few years. With this right comes a responsibility – not to abuse the right to free basic services and to pay for services where these are provided over and above a basic service. The next step is an intermediate level of service such as a tap in the yard. Water services authorities are expected to assist communities to achieve intermediate and higher levels of service wherever practical, affordable and sustainable without compromising the national policy priority of universal access to at least a basic level of service. National government will increase its commitment of grant funds over time to

support households to step up the water ladder. Basic levels of service will also be reviewed in future to consider increasing the basic level from 25 to 50 litres per person.

The South African government is committed to ensuring that its entire people have access to adequate water supply and sanitation. The government intends to improve on the Millennium Development Goal to halve the sanitation backlog by 2015, by completely removing the backlog by the year 2010.

DWAF, supported and assisted by sanitation role players, has developed and launched a *National Sanitation Programme* that is already showing positive results. The programme focuses on the eradication of the sanitation backlog in the rural, peri-urban and informal settlement areas by the year 2010.

The targets are to be met through the provision of *two primary deliverables*, namely promotion of sanitation, health and hygiene awareness and the provision of a basic toilet facility. Secondary deliverables necessary to create an appropriate enabling environment for a community-based approach includes training and capacity building elements. Projects will be implemented using a community-based approach. The highest priority will be given to those communities that face the greatest health risk due to inadequate sanitation and who cannot afford to meet their own requirements.

Community participation is identified as a key requirement for the success of the implementation programme. Projects are to be demand driven by the community, as demonstrated by the community's willingness to assist in project implementation. Where possible, projects are to be implemented without the use of external contractors to facilitate the upliftment of the local economic situation. Training is to be provided to members of the local community to construct the facilities. Sufficient information is to be provided to the community to enable them to make an informed decision with regard to the type of technology implemented.

1.3 Specific policy provisions from the Water Services Framework

The Framework which has recently been approved by cabinet makes specific provision for free basic sanitation. The relevant text from this Framework is extracted below:

"Providing free basic water services"

Purpose. The primary purpose of the free basic water services policy is to assist in promoting affordable access by poor households to at least a basic level of water supply and sanitation services.

The challenges of providing free basic water services are threefold:

- **Infrastructure provision.** The key challenge with respect to the provision of free basic water services is the provision of the facilities themselves to poor households (together with the necessary supporting infrastructure). Therefore the free basic water services policy is directly linked to the policies for infrastructure provision.
- **Health and hygiene promotion** must be provided in a co-ordinated manner, be properly managed and adequately funded if free basic water services is to become a reality. This requires close collaboration within the City who is responsible for environmental health, the water services authority and the water services provider.
- **Subsidising the operating and maintenance costs.** If the basic service is to be provided free to the poor then the water services authority must ensure that the costs of

providing the service are covered by the local government equitable share and/or through cross-subsidies within the water services authority area. These funds must be paid to the water services provider who operates the service.

Choice of technology. The definition of a basic sanitation service does not define the technology to be used in providing such a service. This decision, which is made by the water services authority and the communities, is the key to success in providing free basic sanitation services in a sustainable manner. The selection of technology is strongly dependent on settlement conditions. Water services authorities must typically address the following situations:

- In the core of urban areas, where many businesses are located and where residential densities are high, waterborne sanitation is generally the most appropriate technical solution and may be regarded as a basic level of service for the purposes of the free basic sanitation policy.
- In rural areas, where housing densities are low and few businesses are located, on-site technical solutions (for example, ventilated improved pit latrines) are an appropriate basic level of service.
- In intermediate areas (for example, peri-urban areas or rural areas where settlement densities are high), a water services authority must decide on an appropriate technology which is financially viable and sustainable. In most instances, on-site sanitation systems are likely to be the most appropriate solution. Care must be exercised when choosing waterborne sanitation systems in this context. The water services authority must ensure that the water services provider will be able to maintain and operate this system sustainably over time with the available funds.

Operating the service. The arrangements for operating the water services must be properly understood before the financial arrangements for subsidising the operating costs of free basic services can be addressed. In many rural areas it is unlikely in the foreseeable future that water services providers operating in these areas will have the capacity to empty or relocate VIPs and hence it will often be necessary for households to manage the sanitation facilities themselves. The subsidy arrangements need to take these factors into account.

Subsidy arrangements. Subsidies for free basic water services should cover the hygiene promotion costs and the operating costs of providing basic water services to households. Ideally, the subsidy for operating costs should be calculated as a subsidy per household per month for each settlement type and technology used. This subsidy is then paid to the water services provider. These subsidies should be applied in an equitable and fair manner, both in the present context and over time.

The decision process. Water services authorities must first assess what level of subsidy (overall) they are able to provide on an ongoing and sustainable basis for water services. This is based on the allocation of money for free basic services from the equitable share and an assessment of the feasible and sustainable cross-subsidy from other consumers. Water services authorities must then decide on the appropriate technical solutions, allocate subsidies between households based on settlement type and technology (see subsidy arrangements above) and work out what consumer charges will be necessary to sustain the service over time. If these charges are not sustainable or not acceptable, then the decision-making process must be revisited.

Flexibility in application. Local circumstances will vary greatly between water services authority areas. Therefore it is appropriate that the application of the free basic water services policy be flexible and able to take into account the factors identified above as well as any other relevant considerations.

Guidelines. DWAF will develop a free basic water services strategy together with a set of guidelines to assist water services authorities to implement the free basic services policy".

The Water Services Framework has set 19 targets associated with the provision of water supply and sanitation services. Relevant sections are given below:

TARGET		MEANS OF VERIFICATION	RESPONSIBILITY (to achieve target)
Access to services			
1	All people in South Africa have access to a functioning basic water supply facility by 2008.	Census; sample surveys undertaken by DWAF.	Water services authorities supported by the DWAF
2	All people in South Africa have access to a functioning basic sanitation facility by 2010.	Reporting by education sample survey of schools, departments. Results of random surveys undertaken annually by DWAF.	Water services authorities supported by the DWAF and the National Sanitation Task Team.
3	All schools have adequate and safe water supply and sanitation services by 2005.	Reporting by education sample survey of schools, departments. Results of random surveys undertaken annually by DWAF.	Provincial Education Departments supported by National Department of Education and Department of Public Works.
4	All clinics have adequate and safe water supply and sanitation services by 2007.	Census; sample surveys undertaken by DWAF.	Department of Health supported by National Provincial Departments of Health and Department of Public Works.
5	All bucket toilets are eradicated by 2006.	Census.	Water services authorities supported by DWAF.
Education and health			
7	Hygiene education and the wise use of water are taught in all schools by 2005.	Curriculum includes hygiene education and wise use of water.	National Department of Education.
8	70% (100%) of households with access to at least a basic sanitation facility know how to practise safe sanitation by 2005 (2010).	Random household sample surveys undertaken by DWAF every three years, starting in 2004.	Water services authorities, supported by DWAF.
Free basic services			
9	Free basic water policy implemented in all water services authorities by 2008.	Annual reporting by water services authorities; random audits by DWAF.	Water services authorities.

10	Free basic sanitation policy implemented in all water services authorities by 2010.	Annual reporting by water services authorities; random audits by DWAF.	Water services authorities.
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2. POLICY INSTRUMENTS

2.1 Legislation

Key roles of national, provincial and local government for sanitation provision are allocated in the Constitution. It tasks local government with the responsibility for provision of sustainable services to communities, with the support of provincial and national government.

Key legislation is briefly discussed below.

The Water Services Act (Act 108 of 1997) is to assist municipalities to undertake their role as water services authorities and to look after the interests of the consumer. It also clarifies the role of other water services institutions, especially water services providers and water boards.

The National Water Act (Act 36 of 1998) legislates the way in which the water resource is protected, used, developed, conserved, managed and controlled. It also governs how a municipality may return effluent and other wastewater back to the water resource.

The Municipal Structures Act (Act 33 of 2000) provides for the establishment of municipalities in accordance with the requirements relating to categories and types of municipality and to provide for an appropriate division of functions and powers between categories of municipality. The Act allocates the responsibility for water services to the District Municipality or the local municipality if authorised by the Minister of provincial and Local Government.

The Municipal Systems Act (Act 32 of 2000) focuses on the internal systems and administration of a municipality. The Act introduces the differentiation between the function of an authority and that of a provider. It also identifies the importance of alternative mechanisms for providing municipal services and sets out certain requirements for entering into partnerships.

The Municipal Demarcation Act (Act 27 of 1998) provides criteria and procedures for the determination of municipal boundaries by an independent authority. In terms of the Act, the Municipal Demarcation Board is established to determine municipal boundaries. Section 24 provides that when demarcating a municipal boundary, the Board must aim to establish an area that would enable the municipality to fulfil its Constitutional obligations, including the provision of services in an equitable and sustainable manner, the promotion of social and economic development and the promotion of a safe and healthy environment. The tax base must also be as inclusive as possible of users of municipal services in the municipality. This is important in that rural and urban areas are consolidated, which ensures a more effective use of resources.

The Division of Revenue Act, which is enacted annually, gives effect to Section 214(1) of the Constitution that provides for the equitable division of nationally raised revenue among the three spheres of government. The Act for 2002 makes provision for the CWSS as an “Indirect Conditional Grant” to fund basic level of water services and the implementation of infrastructure projects where municipalities lack the capacity to do so.

The White Paper on Basic Household Sanitation (DWAF, 2001) emphasises the provision of a basic level of household sanitation to those areas with the greatest need. It focuses on the safe disposal of human waste in conjunction with appropriate health and hygiene practices. The key to this White Paper is that provision of sanitation services should be demand driven and community-based with a focus on community participation and household choice.

2.2 Funding Mechanisms

Sources of funding for sanitation improvement that are available to local government include, the, Municipal Infrastructure Grant (MIG) and Equitable Share funding transfers from national to local government, and the revenue collected by the local authority.

2.2.1 Municipal Infrastructure Grants

Municipal Infrastructure Grants are conditional grants for capital investment provided by national government. It is intended to provide capital finance for basic municipal infrastructure for poor households (those with household incomes of below R1 100 per month) and to a limited extent micro enterprises and deserving institutions. Municipalities in the urban renewal and rural development programmes are favoured for support. The Municipal Infrastructure Grant will have an overall target of removing the backlog with regard to access to basic municipal services over a ten year period.

The grant will be phased in over a three-year period, through the merger of Consolidated Municipal Infrastructure Programme, the Local Economic Development Fund, the Water Service Capital Grant, the Community Based Public Works Programme and the Building for Sports and Recreation Programme. Individual national line departments will continue to lead the monitoring and support of the implementation in their specific functions and priorities.

2.2.2 The Equitable Share

The Equitable Share is provided by national government to the local government for subsidising operating costs. It was introduced to assist the local government to overcome the burden of service delivery to the very poor.

Where the cost of service delivery exceeds the amount that is billed to very poor households, the subsidy will be used to contribute towards the general operating account of the local authority. This subsidy is an inter-governmental transfer of funds from national to local government. However, the Constitution indicates that inter-governmental transfers like the Equitable Share cannot be conditional, which means that local authorities have used the subsidy for other purposes.

2.2.3 Local Authority Revenue

The Local Authorities' own revenue may be used to cross subsidise between "rich" and "poor" households. A broad assessment of municipal income in rural areas, (the areas with the greatest sanitation need), indicates that currently direct cost recovery is only applied to electricity. Any shortfall in the funding for other services is either carried by the service provider or financed with inter-governmental transfers. The total cost of service provision in rural areas with the exception of electricity, is therefore currently subsidised. Cost recovery in many areas remains a matter that requires urgent attention.

The local authority has discretion in deciding on the composition of the service delivery packages, the levels of service and the manner in which these are funded. The Integrated Development Plan is the mechanism for deciding on priorities and for steering and co-

ordinating service delivery to avoid duplication of subsidies and the construction of houses without services.

2.2.4 Subsidies

Despite the view of the World Bank that service provision should not be subsidised, the South African government believe that this approach is justified. Due to the large disparity of rich and poor in South Africa, the average per capita income in South Africa is estimated to be R3 700 per annum, which exceeds the R3 000 per annum that is defined to be the poverty line. South Africa therefore has the resources to subsidise service provision, specifically to the indigent.

Once-off capital subsidies are currently provided for: housing; water, sanitation and rural electrification.

2.3 Information and Education Programmes

A national Water, Sanitation and Hygiene (WASH) awareness campaign has been launched in collaboration with the United Nations Water Supply and Sanitation Collaborative Council. The aim of the campaign is to increase hygiene awareness and to promote hygienic sanitation practices.

The Department of Education is also assessing the mechanism of including health and hygiene education on the curriculum in order to maximise education impact on hygienic sanitation practices.

The Water and Sanitation Department launched its very successful Hlonipa Amanzi campaign and is also involved in rolling out the Raising Citizens Voice in the Regulation of Water Services initiative. In addition it is an integral part of Health and Hygiene Education spearheaded by the City's Health Department.

Education is considered essential to ensure that all consumers are aware of their responsibilities. These include:

- adhere to acts, municipal ordinances, by-laws and water restriction notices
- be water conservation conscious and make saving water a way of life
- not to flush foreign objects, used oil and materials into the sewer system
- not to discharge rain / surface water to the sewer system
- pay for services over and above any free allocation
- report by-law contraventions to the Water Hotline number
- ensure that the water meter and sewer boundary chamber are always accessible

2.4 Inter Sectoral Approach - Roles and Responsibilities for Providing Services

One of the main obstacles to the effective delivery of acceptable sanitation in the past has been the lack of clarity on the roles and responsibilities of the various role players. The roles and responsibilities of the three levels of government have subsequently been clarified in the White Paper on Basic Household Sanitation.

The *local government* is in the first instance accountable for the provision of sanitation services and, through its Environmental Health Practitioners, to promote health and hygiene awareness and to monitor the health of its communities. The local government must also take responsibility for driving the process set in the White Paper on Basic Household Sanitation at the local level, for creating an enabling environment through its municipal by-laws and for taking responsible decisions on levels of service to ensure that they are both appropriate and affordable. Local government is required to develop an Integrated Development Plan, which is aimed at the integrated development and management of its area of jurisdiction. One component of this plan is a Water Services Development Plan that reviews current service levels and backlogs and sets clear objectives with quantifiable performance indicators. Using these objectives, a domestic sanitation business plan is developed that includes a detailed strategy development process. Councillors and local government officials are encouraged to participate in the development of this coherent strategy and to agree on the priorities and approaches.

Provincial government is responsible for supporting local government in achieving their objectives and ensuring that they perform effectively. Support can be provided in a number of areas, including financial, human resources and technical. In addition, certain provincial departments, such as provincial departments of the environment, local government, education, health and housing are the implementation arm of their national counterparts.

At a *national government* level, there are a number of role players responsible for sanitation. In accordance with a Cabinet decision, DWAF is responsible for co-ordinating the involvement of national government in the sanitation sector. Other key role players at the national level include the Department of Provincial and Local Government, the Department of Health, the Department of Education, the Department of Housing, the Department of Public Works, The Department of Environmental Affairs and Tourism and the National Treasury.

The Department of Provincial and Local Government is the custodian of the Municipal Systems Act and the Municipal Structures Act. Matters relating to provincial and local government systems fall within this department's ambit. This includes promoting the development by the municipalities of their Integrated Development Plans, ensuring that provincial and local government have the capacity to fulfil their functions, co-ordination of the provincial and local governments equitable share and municipal infrastructure grants, and the provision of financial support to sanitation programmes.

The focus of *the Department of Health* is to provide all South Africans with access to affordable, good quality health care. In co-operation with the provinces, the Department of Health has the primary responsibility to creating demand for sanitation services through health and hygiene awareness and education programmes, developing standards and norms relating to health aspects of sanitation and water supply, co-ordinating interventions when a crisis poses a regional or national health risk, and providing a systematic approach to the proposition of sanitation facilities in clinics, hospitals and other health institutions.

The Department of Housing is responsible for developing norms and standards in respect of housing development and for co-ordinating the application of the housing subsidies administered by the provincial housing departments. The minimum level of service prescribed for sanitation is a VIP per household, unless the situation, such as soil conditions, dictate otherwise.

The National Department of Education is responsible for the development of curricula, while the provincial departments are responsible for the provision of school facilities, including toilets and other sanitation facilities. The Department of Education, together with the

Department of Health, develop curricula, guidelines and other support mechanisms to take up issues relating to health, hygiene and sanitation.

The Department of Public Works acts as the implementing agent on behalf of the national and provincial government departments when facilities, such as schools and clinics, are constructed or rented. The Department has the responsibility in ensuring that adequate provisions made for sanitation facilities in government and public buildings, and ensuring that norms and standards are complied with.

The Department of Environmental Affairs and Tourism is responsible for the protection of the environment. The Department will take primary responsibility for developing policies, guidelines, procedures, norms and standards relating to the impact of sanitation systems on the environment and for monitoring environmental impacts of sanitation systems.

A number of co-ordinating structures have been established at the three levels of government. Co-ordination of sanitation programmes at a national level is through the National Sanitation Task Team (NSTT). In order to achieve greater alignment between sanitation and other municipal infrastructure programmes, the sanitation co-ordination structure will be re-established as a sub-committee of the Municipal Infrastructure Task Team. As the national sphere co-ordinator, DWAF will be responsible for convening the sanitation sub-committee and will ensure participation by all relevant stakeholders.

At a provincial level, Provincial Sanitation Co-ordinating Forums have been established that comprise representatives of the district and metropolitan local authorities and the relevant national government departments, and chaired by provincial representatives.

Co-ordination and integration at the local government level will be the responsibility of the District Municipality or Metro as the Water Services Authority or the local municipality. The Integrated Development Plan is the mechanism for attaining this integration between role players at the local level, as well as between municipalities and their provincial and national government counterparts. Within the Integrated Development Plan, the Water Services Development Plan provides the basis for sanitation provision and operation.

2.5 Policy Principles

2.5.1 Development should be demand driven and community based.

2.5.2 Basic services are a human right

2.5.3 “Some for All” rather than “All for Some”.

2.5.4 Equitable regional allocation of development resources

2.5.5 Water has economic value

2.5.6 The user pays

2.5.7 Integrated development

2.5.8 Environmental integrity

3. IMPLEMENTATION

3.1 Water Supply

The minimum standard for basic water supply service is the provision of appropriate education in respect of effective water use, and, a minimum quantity of potable water of 25

litres per person per day or 6 kilolitres per household per month at a minimum flow rate of not less than 10 litres per minute, within 100 metres of a household, with a maximum of 25 families sharing, and with an effectiveness such that no consumer is without a supply for more than seven full days in any year. The quality of water provided as a basic service should be in accordance with currently accepted minimum standards with respect to health related chemical and microbial contaminants.

Service Level Categories for the City Of Cape Town

Category	WATER
Inadequate	No access to basic water supply as defined below. (Water would generally be obtained at great difficulty from other residents supplied at an emergency, basic or full level of supply.)
Essential	Partial access to basic water supply, as dictated by site-specific constraints (e.g., high dwelling densities).
Basic	<p>a) The provision of potable water (usually through communal taps/standpipes):</p> <ul style="list-style-type: none"> • within 100 metres of a household; • at a ratio of not more than 25 households per tap (based on 25 litres per person per day at a flow rate of 10 litres per minute); • with an effectiveness of not more than 7 days interruption supply to any consumer per year; and <p>b) the provision of appropriate education in respect of effective water use.</p>
Full	House connection

Full level of service.

Service levels of existing formal developed and informal areas (excluding rural areas) generally meet the minimum standards as required by the Water Services Act 108 of 1997. These households have either a metered water connection to the house or to a yard toilet with water tap (uncontrolled volume supply). The first 6 kilolitres per month are supplied at no charge (free basic).

Basic and essential level of service.

These are provided to households in informal settlements. Informal areas have communal standpipes and water is provided free.

The following practices for formal housing are to be noted:

- A single water connection to be provided per erf

- Mounting meters against house walls is not permitted, as this compromises access, security, vandalism and pilfering.
- All new water connections after June 2009 will consist of a water meter and may include a water management device. Where water consumption exceeds 1500 ℓ/p/d a water management device may be installed to encourage water demand management.
- In other than Council developments, in cluster housing and blocks of flats, only the bulk water meter will be read by Council and used for billing purposes in terms of its by-laws.
- Pressure management will be applied in selected areas.
- Pressures shall be monitored by Council at predetermined points within the distribution system.
- In order to ensure that houses are connected as soon as beneficiaries move in, it is to be noted that:-
 1. Where properties are registered and billable – free flow through the meters will be allowed
 2. Where properties are not registered – meters and connection will be made but flow will be restricted to free amount. Where this is necessary because subdivisions are not registered, community liaison will be required.
 3. A mock-up of a typical plumbing installation with proposed fittings for each project should be assembled for approval by water inspectors.

The City Of Cape Town has pledged the following with regard to water supply and sanitation per its Consumer Charter:

- ensure availability and reliability of water resources at all times
- build consumer satisfaction and an enabling environment for the development of meaningful relationships with all stakeholders
- build community awareness, knowledge transfer and other skills
- establish a fair tariff that ensures all residents have access to basic water and sanitation, including indigent households
- ensure the implementation of best management practices in the provision of water services
- provide 6 000 litres of free water per month per erf as determined by tariff policy
- provide 4 200 litres of free sanitation per month per erf as determined by tariff policy
- resolve technical complaints within 24 hours
- minimise the impact on the environment by ensuring efficient operation of the wastewater system
- promote use of alternative water sources for irrigation and industry

In addition the Water and Sanitation Department is installing a quality management system to meet the requirements of ISO 9001:2000. A hotline number 0860 10 30 54 has also been

established to receive all comments, suggestions and reports of blocked sewers, burst water mains, leaking pipes and taste complaints.

3.2 Appropriate Sanitation Technologies

A range of toilet technology types are currently used in South Africa, including: buckets, chemical toilets, simple pit toilets, ventilated improved pit toilets – with the possible addition of microorganisms to reduce cleaning frequency (VIP’s are unsuitable in most parts of the City due to the high water table), dehydrating and composting toilets, vacuum technology toilet systems, anaerobic toilets, aqua-privies, flush toilets with septic tanks, flush toilets with conservancy tanks, flush toilets with small bore solids free sewers, and, flush toilets with full waterborne and central treatment works. The choice of technology is influenced by many factors, including the following criteria:

- Affordability to the household.
- Operation and maintenance (O&M) requirements. High service levels, such as flush toilets, have onerous and costly O&M requirements. Local community members can readily undertake maintenance of on-site toilets.
- Sustainability: The system should be manageable by the local community and be sustainable over the long-term.
- Improvements to health.
- Compliance with environmental protection regulations.
- Ability of community based contractors to implement.

Service Level Categories for the City Of Cape Town

	SANITATION
Inadequate	No access to sanitation as defined below. (Residents would either share with other residents, supplied at a basic or full level of supply, their sanitation facilities, or would provide for themselves – often through unhygienic means. In many instances these residents are being serviced by the CCT through the weekly removal of 20 litres open stercus “black bucket” containers, a service which is to be replaced.)
Essential	Partial access to sanitation (more than 5 households per toilet), as dictated by site-specific constraints (e.g., high dwelling densities),
Basic	<p>a) The provision of a shared toilet (at a ratio of not more than 5 families per toilet) which is safe, reliable, environmentally sound, easy to keep clean, provides privacy and protection against the weather, well ventilated, keeps smells to a minimum and prevents the entry and exit of flies and other disease-carrying pests; and</p> <p>b) the provision of appropriate health and hygiene education.</p>
Full	On-site Waterborne, Conservancy Tank or Suitable Waterless Technology

Essential and basic sanitation services are provided free of charge.

Bucket systems of sanitation are not considered as adequate from either a health perspective or in terms of community acceptability. Cape Town's vision is to eradicate the 20 litre black bucket by 2011 / 2012 or earlier as funds allow.

The City Of Cape Town aims at providing sanitary conditions for every household in the formal housing sector. This could be a flush toilet or suitable waterless technology toilet. The first 4,2 kilolitres of sewage is conveyed at no charge (free basic). In the informal housing sector the various alternative technologies are evaluated on merit. Community participation forms an essential part of the installation...

3.3 Phased Implementation

The Community Water Supply and Sanitation (CWSS) Programme was launched by the Department of Water Affairs and Forestry (DWAF) to address backlogs in these areas. The *first phase* of the programme that was initiated in 1994, involved the identification and immediate implementation of key water projects. However, provision of sanitation services lagged behind water, and only in 1997 was the National Sanitation programme initiated.

During the *second phase* of the programme, the focus was on increasing the rate of delivery of water and sanitation services, in order to meet the government target of eliminating the backlog within 10 years. DWAF was assisted in this task by a large number of implementation agents and project teams, including NGOs and small-scale private sector support teams, who undertook the project work on the ground. They worked to support local committees to assist in delivery and training in building and health and hygiene promotion.

The third and final phase of the programme is currently ongoing. The Masibambane (an isiZulu word meaning 'lets work together') Programme has been integrated with the CWSS programme. Masibambane is a sector support programme intended to enable the provision of basic water supply and sanitation services through a variety of activities with a focus on rural communities in the provinces of Limpopo, KwaZulu Natal and Eastern Cape, as 80% of the national backlogs in water supply and sanitation delivery are in these areas. The emphasis is placed on support to the entire water sector rather than specific projects. It signals a new way of working in the water and sanitation sector with joint decision-making involving all players in a government led sector-wide initiative.

The latest details for the City Of Cape Town can be found in the WSDP.

3.4 Hygiene Promotion

Although by early 2002, in excess of 7 million people had been provided access to water supply at a basic level of service, only half a million people had been positively impacted by the National Sanitation Programme. There are many role-players who believe that this prioritisation on water supply is misplaced, including the Human Rights Commission and NGOs who are promoting sanitation. Although it is a worldwide trend to prioritise provision of good quality drinking water over good sanitation, experience has shown that good health requires three essential components, i.e. water, sanitation and hygiene. Poor water and

sanitation undermines immune functioning and increases vulnerability to infections. This is particularly significant given the prevalence of AIDS in South Africa.

Affordable services should be promoted to ensure the broadest coverage within the shortest time frame. As a minimum basic requirement, sanitation services and potable water within 200m of a dwelling should be provided in the short-term, and upgraded when feasible. In addition good hygiene practices, i.e. hand washing, safe water storage, and food hygiene and good waste management should be promoted through implementation of appropriate awareness campaigns.

3.5 Social Issues

Good sanitation is as much about people and their personal dignity as it is about public health, infrastructure provision or environmental management. Government policy states that basic sanitation is a human right, and emphasizes the importance of involving ordinary people in choosing, planning and implementing sanitation improvements that meet their needs and aspirations.

Social issues are often not considered or properly integrated into sanitation programmes. Inadequate sanitation frequently results in the loss of privacy and dignity, and increases risks to personal safety when toilets are placed at a distance from the home. This is particularly true for women and the elderly. Poor sanitation and unusable facilities in many rural contributes to absenteeism and an uncongenial learning environment, and is cited as an important reason why many girls drop out of school (UNICEF, 2002).

The national sanitation programme has immense potential to alleviate poverty: directly, through sanitation improvements which break the cycle of ill-health, lost income, foregone opportunities and economic impoverishment; and indirectly, through investment in local knowledge, skills and implementation capacity. Where local representative structures and SMMEs drive sanitation improvement, that knowledge is entrenched locally, and funds intended for rural development remain within targeted communities, rather than flowing straight back to urban centres.

Community-based (rather than contractor-based) approaches that focus on sanitation improvement for people are encouraged by government. Although contractor-driven approaches offer speedy delivery, community-based approaches are more likely to ensure long-lasting benefits with significant positive implications for community health and local economic development (Netshiswinzhe and Eales, 2002). Awareness is also raised about the link between health, sanitation and waste management, which leads to more sustainable health improvements. Skills and jobs developed in the context of sanitation improvement remain within the community, and can be extended to other development initiatives. Community-managed projects have been shown to be more sustainable, because projects reflect local priorities and preferences, and result in a greater sense of ownership.

3.6 Mitigation of Groundwater Contamination from On-Site Sanitation

Groundwater pollution problems associated with on-site sanitation systems have given rise to concern in terms of its potential negative impact on the environment. As the water table in Cape Town is high and these pollution problems very real, Ventilated Improved pit Latrines cannot be considered.

3.7 Monitoring and Evaluation

The progress of water services implementation are monitored and evaluated against key performance indicators and focuses on outcomes rather than inputs. Broad categories of monitoring and evaluation include progress related to:

- Programmes to clear the backlog,
- The promotion of health and hygiene education,
- The impact of sanitation improvement programmes on the health of communities,
- The allocation, application and management of funds,
- The involvement of communities,
- Development of common norms and standards, guidelines and other tools.

Key performance indicators are being developed for each of the broad categories. Data collection and measurement is taking place at the level of implementation. The data collected is being evaluated, interpreted, summarised and reported to the various spheres of government through the co-ordination structures that have been established. This monitoring and evaluation system will be used to guide skills development and capacity building to bring about behavioural changes in regard to health and hygiene practices

4. CHALLENGES

South Africa has made significant progress in the field of sanitation service provision since the introduction of the democratically elected government in 1994. Appropriate sanitation policies have been developed, adapted and refined in the light of practical experience with implementation. Many lessons have been learnt and these have been used to refine implementation strategies.

The major challenges now facing South Africa in promoting sustainable, affordable and efficient service delivery, includes:

- Promoting the Water Service Development Planning Process, within the framework of the Integrated Development Plan, as the key instrument for planning, monitoring and regulating water services, with full community involvement. Service provision should be demand-responsive rather than supply driven to ensure appropriate choices of technology, lower costs, better uses of resources and more sustainable services. The Water Service Development Plan should guide strategies related the choice of service levels and technology implemented.
- Developing an appropriate regulatory framework that ensures the effective, efficient, equitable and sustainable provision of at least basic sanitation services to all people living in South Africa, and cost-effective, reliable services to businesses and institutions.
- Finalisation of the institutional framework. Currently the local government structures must deal with a range of approaches to service provision that span both urban and rural areas. The allocation of powers and functions between district municipalities and local municipalities needs to be resolved.
- Rationalising the financial framework in order to support sustainable service provision, specifically with regard to the provision of free basic services and implementing appropriate pricing for services.

- Managing the transition to local government as the service provider and DWAF to become the supporter and regulator.

Furthermore, South Africa wishes to share its experience with its neighbours and all African countries, as well as learning from their experiences in order to realise its vision to clear the backlog in sanitation by 2010 in a sustainable manner.