



5

Dr J S Moroka
basic
household
sanitation
programme

Lessons series - issue five



"Making knowledge work for us"

PROJECT AIM

To provide all households in Dr JS Moroka Local Municipality (LM) with a basic level of sanitation service in order to break the cycle of poverty and to empower local people to earn income from the jobs created by the sanitation infrastructure programme.

PROJECT IMPLEMENTATION APPROACH

Programme management

Dr JS Moroka LM is the implementing agent for the basic household sanitation programme. The municipality has contracted local emerging contractors according to the Expanded Public Works Programme (EPWP) framework. The sanitation project has incorporated the EPWP criteria, namely, employment creation for the poor, women and youth and the development of portable skills through the provision of accredited training. The municipality is working in close cooperation with the Department of Water Affairs & Forestry (DWAFF)-Mpumalanga, which is providing hands-on support to the sanitation programme.

Institutional and social development

Local emerging contractors have been appointed to provide institutional and social development support and management of toilet construction. They are working in close cooperation with the municipal officials and village Project Steering Committees in the roll-out of the basic household sanitation programme.

Monitoring of project progress

The emerging contractors report progress to the municipal management on a regular basis and problems encountered are addressed on time. Trained local quality assessors are responsible for assessing the quality and quantity of ventilated improved pit (VIP) toilets constructed.

Funding

Three sanitation projects with a total budget of approximately R13.5 million were initially funded under the DWAFF-Community Water Supply and Sanitation (CWSS) programme and these projects were later transferred to the Municipal Infrastructure Grant (MIG) Programme. These projects commenced in 2003/04 and are due to be completed in the 2006/07 financial year; a total of 4 500 VIP units are to be constructed during this period. Four new sanitation projects were initiated in 2005 with MIG funding; these projects are due to be completed in 2006/07 with an estimated budget of R10.5 million and 3 200 VIP toilets are to be constructed from this budget. These seven sanitation projects will deliver 7 700 VIP toilets covering 13 villages.

Community involvement

The project has a strong community-based focus; at the onset of the project, the municipal management and the DWAFF-Regional Office sanitation support manager convened a community mass meeting to inform the local people about the project, opportunities for employment and payment rates for the different project tasks.

Job creation

The municipality has trained local people as project managers, toilet builders, health and hygiene promoters and quality assessors. Trained local people are engaged to undertake the various tasks associated with the implementation of basic household sanitation infrastructure. All trainees have received accredited training and they were issued with certificates in order to make sure that their skills could be used to gain future employment in other development projects. The municipality has set standard payment rates for the different project tasks.

Health and hygiene education promotion

Local health and hygiene peer educators were responsible for educating the local community about good hygiene practice and prevention of sanitation related diseases such as cholera.

Old pit toilet



Inside view of a new VIP toilet



Dr J S Moroka local municipality basic household sanitation programme

Dr JS Moroka Local Municipality (LM) is accelerating sanitation delivery by fast tracking the capacity building for local emerging contractors and establishing strong partnerships with DWAF-Regional Office and other local stakeholders.

Prior to July 2003, a national NGO was contracted by the Department of Water Affairs & Forestry (DWAF) to implement sanitation infrastructure in Dr JS Moroka LM. It used a community-based approach to implement sanitation projects. The project funds were paid into a bank account managed by the project steering committee (PSC) and this committee was responsible for day-to-day management of the sanitation project implementation process and payment of the project labour. During this period the progress in the delivery of sanitation infrastructure was very poor. When Dr JS Moroka LM acquired a water services authority (WSA) status in July 2003, it took over the full responsibility for the implementation of sanitation projects.

The DWAF-Regional Office has assisted the municipality with the preparation of business plans (BPs) for accessing funds from the DWAF-CWSS programme. DWAF-Regional Office has also assisted the municipality with conducting baseline surveys, understanding of the national sanitation policy, sanitation norms and standards, setting up of systems for appointment and management of the performance of emerging contractors. All BPs were prepared to include all the households in the selected villages in order to ensure 100% coverage.

DWAF cooperated with the Department of Local Government and Housing (DLGH)- MIG unit in Mpumalanga to ensure continuity and a smooth transition from DWAF-CWSS funding to MIG funding. Dr JS Moroka LM was the first municipality in Mpumalanga province to have four sanitation BPs approved under the new system of DWAF/DLGH approval and appraisal in 2005/06 financial year. This has created an opportunity for the municipality to increase the

pool of emerging contractors involved in the delivery of sanitation infrastructure. The WSA is working closely with DWAF-Regional Office in the preparation of BPs for the sanitation coverage of the remaining villages in this municipality. The progress achieved has been possible because of good cooperation between the municipality, DWAF-Regional Office and the provincial MIG unit. A MIG sanitation forum has been established for lesson sharing and it is chaired by George Muthimunye, Municipal Manager of Dr JS Moroka LM.

According to Benny Magoele, the Councillor responsible for the villages covered by the sanitation project, the sanitation delivery target for the municipality was originally set at 10 000 VIP toilets per year; this rate would ensure that all households would have access to basic sanitation service by 2010, but due to funding delays, it has not been possible to achieve this target. Currently, the municipality is building about 4 000 VIP toilets per year. He estimated that it would cost approximately R153 million to clear the sanitation service backlog in this municipality. To date 7 244 VIP toilet units have been constructed with a budget of R21.2 million (as at January 2006).

VIP (ventilated improved pit) toilet





“The success achieved by Dr JS Moroka Local Municipality in the acceleration of sanitation service delivery has earned us an award from South African Local Government Association for the best performing municipality in the delivery of sanitation service,” indicated Benny Magoele, Ward Councillor, Dr JS Moroka LM.

Accountability of the service providers

According to Patrick Ngoepe, Technical Manager of Dr J S Moroka LM, before July 2003, the sanitation project encountered problems because the national NGO, which was appointed by DWAF to be the implementing agent for Dr J S Moroka LM, was not accountable to this municipality. The municipality did not have access to the project records. When the municipality acquired WSA status in July 2003, it re-appointed the national NGO to continue with project implementation because the municipality believed that it could benefit from the NGO's experience. This partnership was unsuccessful because the NGO continued paying project funds into the account of the PSC; this approach was not supported by the WSA. No support was provided to the PSC and there were no processes in place to assess quality and quantity of work done. Due to poor delivery, the municipality had to terminate the contract with the national NGO; fortunately, the municipality did not incur any financial loss from the termination of this contract.

“Even if you think your service provider is experienced, as a client, you must monitor progress closely in order to ensure that projects are on target. When appointing service providers, the client must have systems in place to monitor progress and assess quality and quantity of toilet

units. Processes must be established to verify work done on-site before invoices are approved for payment,” says Patrick Ngoepe, Technical Manager, Dr JS Moroka LM.

Commitment and support for the sanitation project by all stakeholders

Tozi Mahlangu, chairperson of the PSC for the sanitation project, emphasized the importance of the commitment of the PSC to the success of the sanitation project. Patrick Ngoepe who is very passionate about sanitation delivery shared the same sentiment; he acknowledged that the success achieved with the sanitation infrastructure delivery in his municipality was only possible because of the commitment and support given by his municipal manager, the municipal council and the rest of his staff.

“The commitment and support provided by Patrick Ngoepe, the Technical Manager and George Mthimunye, the Municipal Manager of Dr JS Moroka LM, have played an important role in fast tracking the capacity building for emerging contractors and the acceleration of sanitation service delivery in this municipality,” explains Linda Tyers, Sanitation Support Manager, DWAF-Mpumalanga.

Community involvement

Carol Zulu, Assistant Water Service Manager for Dr JS Moroka LM highlighted the importance of focusing on the project benefits for the community such as the number of jobs to be created and rates of payment for the different jobs when introducing a sanitation project to the community. This approach has helped her to gain the community acceptance and support for the sanitation project.

Builders laying the slab





VIP Pedestals built by the local builders

Stephina Mathabathe (Emerging Contractor) believes that her success as a service provider for Dr JS Moroka LM was due to her approach to community involvement and partnership with all the stakeholders. Transparency and sharing of information on budgets with the PSC has helped in creating a partnership that is based on trust. Good cooperation between the service provider and local builders has ensured that all projects were completed on time. According to Mathabathe, institutional and social development (ISD) is essential to the success of the sanitation project; technical aspects alone cannot lead to successful sanitation projects.

"I have developed such a good relationship with local builders; I inform them when there are delays in receiving payment from the municipality. Because of the trust I have built, they are willing to continue working while waiting for payment. Consequently, projects are completed on time," explains Stephina Mathabathe, Emerging Contractor.

Quality assurance

The service provider has trained local quality assessors who are responsible for monitoring both quality and quantity of completed VIP toilet units. Quality assessors received accredited training and certificates that can be used to seek employment in other sanitation projects.

Creation of employment opportunities

The municipality has set standardized rates for all the different tasks of constructing the VIP toilets and payment is based on the number of units completed. The service provider has ensured that women and youth also earned income from sanitation projects by allocating them the responsibility of casting concrete slabs. The PSC members are working full-time, motivating builders and conducting community meetings. Sanitation delivery targets are being met because of the commitment of the PSC members and other community members who are employed by the project. The project has created 5000 jobs since 2003 and about 300 certificates were awarded to trained local people.

"Involving the community in the project contributes to the increase in the demand for sanitation because those community members that are earning income from the project act as agents for recruiting more households to register for toilets," explains Patrick Ngoepe, Technical Manager, Dr JS Moroka LM.

Capacity building and training

Tozi Mahlangu, the PSC Chairperson and David Sithole, her secretary, were grateful for the training they received in project management. David has in turn transferred his knowledge to local builders. Tozi has also learned to manage builders with a firm hand in order to ensure that they meet the sanitation delivery targets on time.

Patrick Ngoepe has mentored and supported the local emerging contractors and this has contributed to the strengthening of their capacity to accelerate sanitation service delivery.

"We need to believe in our own local emerging contractors; when given the right support they can perform better than big national NGOs and professional engineering consulting firms," says Patrick Ngoepe, Dr JS Moroka LM.

Based on his experience in working with local emerging contractors in the implementation of sanitation projects, Patrick Ngoepe is convinced that conventional contractors and consultants are not suitable for the delivery of sanitation projects to rural villages because of their lack of understanding of the local context. Emerging local contractors are flexible and resourceful with regards to the use of local resources.

Linda Tyers, Sanitation Support Manager for DWAF Mpumalanga commended the municipality for its ability to fast track the capacity building of local emerging contractors. Due to the support and mentoring provided by Patrick Ngoepe and Carol Zulu, all the emerging contractors were planning to complete their projects by December 2005, six months ahead of the end of financial



year for the municipality. Linda Tyers also acknowledges the contribution made by Carol Zulu in facilitating good relationships and partnerships among all the sanitation stakeholders (contractors and the PSC) in Dr JS Moroka LM.

“The approach used by Dr J S Moroka LM to turn around a failing sanitation programme into a success story by fast-tracking the capacity building for local emerging contractors should be shared and replicated in other municipalities within the Mpumalanga Province and nationwide with other municipalities that are struggling to meet the sanitation delivery targets”, says Linda Tyers, Sanitation Support Manager, DWAF- Mpumalanga.

Health and hygiene education

According to George Mthimunye, Municipal Manager of Dr J S Moroka LM, the municipality has realized the important role to be played by health and hygiene peer educators in educating the community about the prevention of sanitation-related diseases such as cholera. A health and hygiene education centre has been established for the community to access information on health and hygiene education. The municipality has formed a partnership with the Health SETA and the Local Government SETA for the training of H&HE peer educators in a learnership that will provide them with accredited training equivalent to that of auxiliary nursing.

“Our objective is to comply and meet the objective set for the municipality in the municipal human resource development strategy for community skills development and capacity building,” indicates George Mthimunye, Municipal Manager, Dr J S Moroka LM.



Building of the VIP toilet in progress

Members of the PSC



Slab casting process



Profile of Dr JS Moroka Local Municipality

Dr JS Moroka Local Municipality is situated in the Western Region of the Nkangala District Municipality in Mpumalanga Province. The LM is based in Siyabuswa, which is the biggest town within this LM. The municipality has 72 rural villages with communities dispersed across the municipality. The 2005/06 Integrated Development Plan (IDP) review process estimated the number of households without access to a basic level of sanitation service at 41 794 households.

LOOKING AT THE LESSONS

1 Fast tracking of capacity building for local emerging contractors

Capacity building for local emerging contractors to deliver sanitation infrastructure can provide a solution to the slow delivery of sanitation infrastructure. This approach has several benefits such as increasing the demand for sanitation because project benefits accrue to local people. Dr JS Moroka LM has succeeded in building a pool of local emerging contractors with the capacity to deliver sanitation projects on time through the following:

- The technical manager and his assistant adopted a hands-on approach to the mentoring and support for the emerging contractors
- Frequent progress reporting meetings were held with the emerging contractors in order to ensure that problems encountered were addressed on time
- Experienced emerging contractors were encouraged to mentor new ones and this has increased the pool of emerging contractors that are involved in sanitation projects within this municipality

“Conventional contractors and consultants are not suitable for the delivery of dry sanitation projects to rural villages because of their lack of understanding of the local context.” Patrick Ngoepe, Technical Manager, Dr JS Moroka LM.

“The use of local emerging contractors and regular monitoring of their performance has worked well for our municipality; lessons learned from our experience could give guidance to other struggling municipalities.” Benny Magoele, Ward Councillor, Dr JS Moroka LM.

2 Commitment of the municipality and other local stakeholders

The success of the sanitation project depends on commitment of the municipal council, municipal management, DWAF-sanitation support manager and other stakeholders. This commitment was demonstrated by the following actions:

- The municipal manager and DWAF-sanitation support manager jointly addressed community mass meetings to inform the local community about the project benefits and responded to the concerns of the community
- Both technical manager and his assistant were hands-on in the implementation of the sanitation projects
- The PSC members were employed to work full-time on the sanitation project and they played an important role of motivating builders and increasing the community demand for the sanitation facilities.

“The commitment of the PSC is an important factor to the success of our sanitation project.” Tozi Mahlangu, Chairperson of village PSC.

3 Making the service providers accountable to the municipality and the community

Dr JS Moroka LM has succeeded in ensuring that the emerging contractors were accountable to it and to the communities that they served. The municipality took the following steps:

- It put systems and processes in place to ensure that the emerging contractors were accountable to it
- The outcomes-based contract signed by the emerging contractors helped the municipality in improving the control and management of project expenditure and performance of the local emerging contractors
- Open communication, transparency with regards to budgets and standardized payment rates have contributed to the achievement of support and commitment of all the stakeholders

“Know and understand the target communities and build a relationship that is based on trust, transparency and accountability. Disclose full details of project budgets and rates to be paid for the different jobs.” Stephina Mathabathe, Emerging Contractor.

4 Ensuring sustainable health and hygiene promotion

The municipality has realized the importance of on-going health and hygiene promotion to ensure sustainable improvement in the health of the local community. This has been achieved through the following actions:

- Establishment of health and hygiene community centre so that local people can continue to have easy access to health and hygiene information beyond the project implementation phase.
- Forming training partnerships with Health SETA and Local Government SETA to ensure that local health and hygiene peer educators are provided with accredited training.
- Optimization of the use of resources through the planned integration of HIV/AIDS awareness into health and hygiene promotion.

“We aim to use the health and hygiene peer educators to promote awareness about HIV and AIDS as part of health and hygiene promotion.” George Muthimunye, Municipal Manager, Dr J S Moroka LM.

WIN-SA lessons series

The WIN-SA lessons series aims to capture the innovative work of people tackling real service delivery challenges. It also aims to stimulate learning and sharing around these challenges to support creative solutions. To achieve this, the lessons series is supported by ancillary learning opportunities facilitated by WIN-SA to strengthen people-to-people learning. WIN-SA's "Bringing in the harvest" campaign provides the vehicle for this.

To find out more about these and other WIN-SA services go to the WIN-SA portal at www.win-sa.org.za or contact the network directly.

For further information on the Dr J S Moroka household sanitation programme visit www.win-sa.org.za/ud

WIN-SA mission

Our mission is to ensure the body of knowledge in the sector is well managed, readily accessible and applied, leading to improved decision-making and performance, especially of local government.



Contact details

Address: 491 18th Avenue, Rietfontein, Pretoria

Postal Address: Private Bag X03, Gezina, 0031

Tel: (012) 330 9076 **Fax:** (012) 331 2565

E-mail: lessons@win-sa.org.za

Website: www.win-sa.org.za