



DEPARTMENT OF WATER AFFAIRS AND FORESTRY

**ROOIBOKLAAGTE COMMUNITY
BASED WATER SERVICES
PROVIDER CASE STUDY**

Bushbuckridge North TLC

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Prepared for the Department of Water Affairs and Forestry by

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PREFACE

Network Community Development Services (NETWORK CDS) was contracted by the Department of Water Affairs and Forestry to examine Community-Based Water Services Provider institutional arrangements within a number of case studies. The purpose of the study is to:

- Document and analyse the institutional arrangements for water services provision between Water Services Authorities and selected community-based water services providers (CBO WSPs)
- Assess the performance of the different CBO WSP models
- Identify the strengths and weaknesses of the different case study examples
- Identify success factors
- Make recommendations concerning CBO WSP models
- Prepare guidelines for Water Services Authorities concerning CBO WSP models

This case was researched and written up by Jean de la Harpe. The research component was facilitated by the Mvula Trust who provided background information and introduced Network CDS to the Rooiboklaagte Water Committee and to the Water Councillor from the Bushbuckridge North TLC.

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This case study has also drawn on and utilised excerpts from Mvula Trust's project appraisal of the Rooiboklaagte project (reviewed by Mosabala Lipholo, Dzunani Nyathi and Eric Harvey) as well as Mvula Trust's Rooiboklaagte Monitoring and Evaluation Report prepared by Bethuel Netshiswinzhe.

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1 Key Institutional Lessons from this Case Study

- ◆ Clarity of roles and responsibilities of different role players is essential to the effective functioning of a Community Based Water Services Provider (CBO WSP). In particular, the community must know both the responsibilities and the authority that the CBO WSP has in relation to the water services provided.
- ◆ Effective cost recovery systems must be established at the same time that the community receives improved (or new) water services. Cost recovery strategies must include commitment from the entire community to pay for the services.
- ◆ Different levels of service with the same tariff undermine cost recovery.
- ◆ Bylaws and tariffs should be communicated to the community so that there is an awareness of the 'rules' governing the provision of water services and that these rules are established by government and are not simply the rules of the CBO WSP.
- ◆ The provider of support services, in particular major maintenance, must have a contractual commitment to the CBO WSP and be held accountable for the services to be provided. Inadequate maintenance arrangements can undermine the entire functioning of the water services as well as reduce the legitimacy of the CBO WSP within the community.
- ◆ Members of the CBO WSP who are responsible for fulfilling specific WSP functions on a day to day basis (e.g. minor repairs, operations, revenue collection, etc.) should be reimbursed for their services. Lack of remuneration may result in disillusionment and potential loss of CBO WSP capacity. It is important that the community knows that certain individuals within the CBO WSP are formally contracted to fulfil certain functions.
- ◆ Cost recovery strategies must address the causes of why there is no payment. If technological issues are part of the problem, these must be addressed upfront where either the problems are solved or where the community understands the limitations and accepts that in the short to medium term that despite the problem there is still a need to pay for the service that they are receiving.
- ◆ CBO WSPs must receive leadership support from the Water Services Authority particularly in relation to matters such as cost recovery and conditions governing the provision of service.
- ◆ CBO WSPs must have mechanisms for dealing with unauthorised connections. Unauthorised connections potentially threaten the supply of services to the entire community as well as undermine cost recovery.

- ◆ A formal WSP office within the community is recommended as a means towards legitimising and enhancing the status and efficiency of a CBO WSP.
- ◆ Community members should receive information about the finances within the CBO WSP and what payments have to be made for the ongoing provision of the water services. Community members should also be aware of the consequences of non-payment, such as an inability to pay for electricity, chlorination, repairs, etc.
- ◆ Mechanisms for ensuring community responsibility as consumers should be addressed.

2 Introduction

This case study focuses on institutional arrangements for water services provision to the Rooiboklaagte community in the Bushbuckridge area. The case study is one in a set of case studies towards identifying different Water Services Provider (WSP) institutional configurations and those factors that contribute towards the success or failure of CBO WSP models in terms of ensuring sustainable, reliable, affordable, cost efficient and effective water services. This case study is an example of a community-based WSP with a DWAF operator fulfilling certain functions.

3 Rooiboklaagte

Rooiboklaagte is a rural township located within the Bushbuckridge area falling under the Bushbuckridge North TLC's area of jurisdiction (prior to demarcation). Rooiboklaagte is situated approximately 25 kilometres north of the town of Bushbuckridge. The Rooiboklaagte community comprises approximately 10 500 people. There are approximately 1300 households within the community. The community has access to local shops, and can be described as being predominantly poor.

At the time of the case study research, the Bushbuckridge North TLC was regarded as the Water Services Authority (WSA) for the Rooiboklaagte community. Mvula Trust fulfilled the role of Implementing Agent (IA) in terms of implementing a new water scheme for the Rooiboklaagte community in 1998 as well as addressing associated institutional and social development (ISD) issues. The project was completed in May 1999. Funds for the new water scheme, amounting to R1 180 000 came from the Department of Water Affairs and Forestry as part of the Reconstruction and Development Programme.

The new scheme comprises: a 500kl reservoir as well as the existing reservoir which was renovated; a river abstraction system including a caisson in the Klein Sand River which also includes a pump house and a chlorination system; a electrified borehole

and a rising main and distribution network which serves 19 communal standpipes. There are approximately 633 household connections in Rooiboklaagte.

Rooiboklaagte was identified by the Department of Water Affairs and Forestry as a community-based WSP model from which Water Services Provider institutional lessons could be learnt.

4 Methodology

The methodology used in the research comprised observation of a participatory monitoring and appraisal process undertaken by Mvula Trust together with the Rooiboklaagte Water Committee and with a group of community members. In addition Mvula Trust representatives (as the Implementing Agent), the Rooiboklaagte Water Committee as the CBO WSP and a Water Councillor representing the Bushbuckridge North TLC as the Water Services Authority were interviewed.

The interviews focused on:

- the role, responsibilities and functions of the Rooiboklaagte Water Committee as the WSP
- the role and responsibilities of the Bushbuckridge North TLC as the WSA
- the nature of the contract between the WSA and the WSP
- the responsibilities and tasks of the DWAF operator
- the nature of the technical problems within the scheme
- cost recovery problems
- sustainability issues (operations, maintenance, water quantity, communication, access to support, etc.)

The participatory assessment involving community members focussed on their problems in relation to the water services they are receiving and their perceptions concerning cost recovery and related problems.

The interviews with the Rooiboklaagte Water Committee and the Water Councillor from the WSA took place at a local school since the Rooiboklaagte Water Committee does not have a WSP Office.

The focus of this case study is on the WSP institutional arrangements towards ensuring sustainable water services to the Rooiboklaagte community. Since technical issues contribute towards factors undermining sustainability, a brief overview of various technical issues is provided.

The interviews were conducted in an informal manner based on the questions outlined in Annexure 1.

4.1 Limitations

Since the Rooiboklaagte Water Committee emerged from the Rooiboklaagte RDC which was democratically elected in 1994, it was not possible to determine the overall approach and methodology that was used to establish the CBO WSP. However, Mvula Trust indicated that the Rooiboklaagte Water Committee had received training in the various functions they needed to fulfil as a WSP, for example operations and maintenance, financial record keeping, sanitation health and hygiene awareness, reporting, etc.

The researcher did not have access to any financial records of the Rooiboklaagte Water Committee and thus was unable to make a conclusive assessment of financial management within the Rooiboklaagte Water Committee. Information concerning finances was accessed through interviews.

5 Overall Assessment

The Rooiboklaagte community does not have sustainable, reliable, efficient water services. The underlying problems relate to a number of factors, which span institutional, technical, social and financial issues. The lack of cost recovery and the fact that the community does not have access to water services on a daily basis are perhaps the two most critical factors that undermine sustainability.

Institutional arrangements are also problematic. The combination of the representative Rooiboklaagte CBO WSP and the DWAF operator as a WSP institutional arrangement does not work well.

Since the DWAF operator has sole control over the reservoir, as well as control over the times that the water is turned on and off, the Rooiboklaagte CBO WSP does not have a sense of ownership or responsibility for the main infrastructure. However the CBO WSP is viewed by the community as responsible for provision of water services and all repairs to the reticulation network. The lack of funds to maintain and repair the network places constraints on the CBO WSP in terms of proper operations and maintenance. Whilst the CBO WSP has ensured that taps are replaced and minor repairs are undertaken (through ad hoc collections from the community), the CBO WSP is not reimbursed for their services and frequently has to deal with discontentment from the community, particularly from those who are requested to contribute to the costs of repairs. In addition the Rooiboklaagte CBO WSP does not have control over maintenance, a function that DWAF is currently responsible for. Inadequate maintenance has played a significant role in undermining the reliability and sustainability of water services in Rooiboklaagte.

The relationship between the Rooiboklaagte CBO WSP and the Bushbuckridge North TLC as the WSA are good, however the Bushbuckridge North TLC has not been in a position to provide the type of support required. In particular support is required in

terms of ensuring a culture of payment within the community. Efforts by the Rooiboklaagte CBO WSP to address cost recovery have not been successful since the community does not see the CBO WSP as having the authority to request payment for services. On numerous occasions the Rooiboklaagte CBO WSP requested the DWAF pump operator to turn off the water so that the Committee could force the issue of payment, however the pump operator has refused to do so, indicating that he is accountable to DWAF and not to the Rooiboklaagte CBO WSP. The DWAF pump operator does not participate in the CBO WSP meetings or in meetings with community members.

Technical issues are highlighted below, since technical problems have played a key role in preventing cost recovery and threatening the sustainability of water services within Rooiboklaagte community.

6 Technical Issues

Technical problems were largely but not exclusively related to the operation and maintenance of the scheme. Problems identified are briefly summarised below.

6.1 Water Source.

Rooiboklaagte is supplied from Klein Sand River and a borehole with a total supply of 10l/s. Based on the 1998 population figures, the water demand was estimated at 8.75l/s. The scheme was designed to provide a minimum RDP level of service, providing 25l/c/d. The scheme was designed for a 5 year life span due to an understanding that the Injaka Dam bulk scheme would be in operation and supplying the whole of Bushbuckridge area including Rooiboklaagte with the 5 year time period. This has not happened, and DWAF has since estimated that the bulk scheme will only be in operation in the next 5 - 10 years. Due to other problems with the network, the 10l/s currently available is unlikely to be sufficient in the longer term. Unfortunately, there appears to be no other immediate measures that can be put in place to augment the water source. Additional boreholes were drilled, but none of these have sufficient water yield for the community.

6.2 Reservoir's Elevation

The two reservoirs are situated at about the same level as the households residing at the highest area of the village. This means that when the reservoirs are not full, these areas do not get any water.

This problem could be solved by installing a 50m³ water tower dedicated to the upper section of the village. This would mean that the village would be divided into two supply zones, with the main reservoirs supplying the lower zone and the tower

supplying the upper zone. In addition this could work effectively if the operator were to fill up the reservoirs over night while there is low (if any) usage of water.

6.3 Pumps

There is only one pump, which pumps from the river to the reservoir. At the time of this study, the pump had been out of order for a period of 4 months. It stopped functioning immediately after the floods. It is assumed that due to high siltation in the caisson, the pump impellers may have been damaged. Since the pump has not been taken for repairs, there is no clear explanation regarding the problem with the pump. The Rooiboklaagte CBO WSP does not have funds to repair the pump since both the emergency funds and O&M funds have been depleted. The Department of Water Affairs & Forestry indicated that they would assist in getting the pump repaired, but to date this has not happened. Until the Rooiboklaagte CBO WSP is able to raise sufficient funds to either repair the existing pump or replace it with a new pump, it does not appear that the problem will be solved.

6.4 Chlorination System

The Chlorinator has been out of order since May 2000. There are plans to replace the chlorinator with a more robust model that works on the same principle as the existing chlorinator, however a new chlorinator cannot be installed until such time as the pump is operational.

6.5 Reticulation Network

The reticulation network is sufficient, however the main problem is that prior to the new project, there were households who had yard connections. Since the old system was incorporated into the new system to form part of the distribution network, households who had yard connections prior to the new project, continue to get water from their yard connections. The system was designed to cater for the minimum RDP level providing 25l/c/d, however consumers with yard connections are on average using 60l/c/d or more. This high usage is exacerbating the water pressure problems in the network as well as problems related to a limited source.

The system in place is entirely compatible with the proposed Injaka Dam regional scheme and will adequately serve the water needs of the Rooiboklaagte community once the scheme is completed.

7 Decisions concerning WSP arrangements

The Rooiboklaagte Water Committee emerged from the Rooiboklaagte RDC, which was democratically elected on the 28th of December 1994. In 1995, the Rooiboklaagte RDC approached Mvula Trust for assistance in addressing their water

problems. Mvula Trust as the Implementing Agent facilitated the establishment of the Rooiboklaagte Water Committee as a CBO WSP with a constitution.

7.1 Why a CBO WSP model for Rooiboklaagte?

The Rooiboklaagte community is not easily accessible to the Bushbuckridge North TLC, being some 25 kilometres away. At the time of the new project, there was already a functioning committee in place that could be established as a CBO WSP. It was also felt that a CBO WSP would be able to provide more cost effective and affordable services, which was an important criteria given that the Rooiboklaagte community is predominantly poor.

8 Institutional Arrangements

The institutional arrangements for provision of water services to the Rooiboklaagte community can be described as follows:

The Bushbuckridge North TLC (a Category B municipality) is the Water Services Authority. However, it needs to be noted that at the time of the study there was still confusion as to whether Category B or Category C municipalities were the Water Services Authorities. De facto, both the Rooiboklaagte CBO WSP and the Bushbuckridge North TLC viewed the Bushbuckridge North TLC as the Water Services Authority.

The Rooiboklaagte CBO WSP fulfils part of the WSP function, with DWAF fulfilling part of the operations function and the maintenance function. The Rooiboklaagte CBO WSP is responsible for customer relations, revenue collection, communication and operations and repairs to the reticulation network.

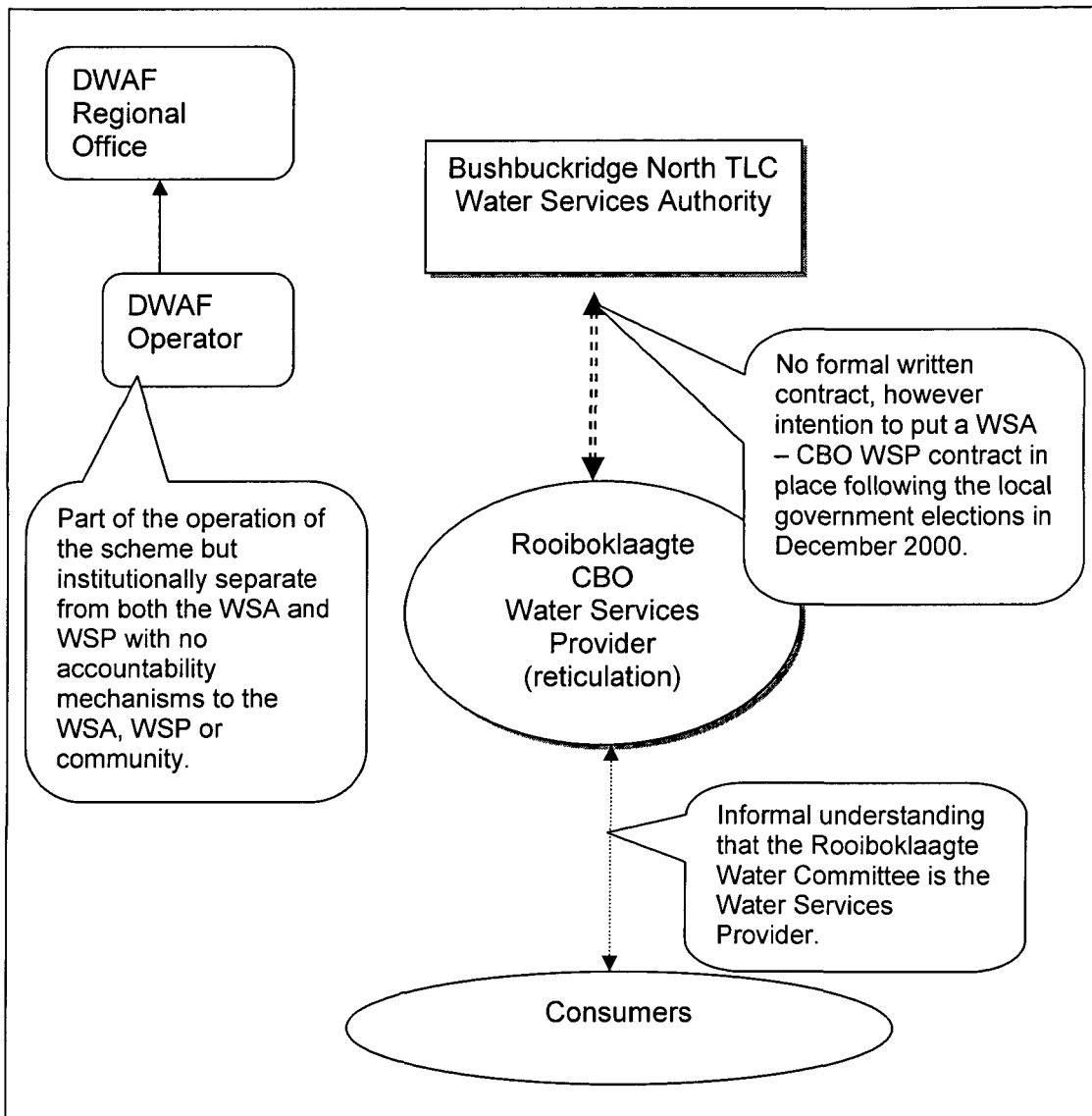


Figure 1: Diagrammatic representation of the WSP institutional arrangements for Rooiboklaagte community

9 WSA-WSP Contract

A contract based on the Mvula Trust Community Based WSP Model Contract was signed between the Bushbuckridge North TLC and the Rooiboklaagte CBO WSP in 1999, for a period of three years. The Water Councillor representing the Bushbuckridge North TLC indicated that at the end of the three year period an assessment of the capacity of the Rooiboklaagte CBO WSP would be undertaken to assess whether the CBO WSP was able to continue fulfilling the role of WSP or whether an alternative WSP should be considered.

The Water Councillor indicated that he is of the view that the CBO WSP option remains the appropriate WSP institutional option for Rooiboklaagte, however the

contract must be reviewed and redrafted. In this regard he indicated that a process to workshop the contract with the WSA and the WSP should be established.

In terms of the responsibilities of the Rooiboklaagte CBO WSP, the Councillor indicated that they are responsible for customer relations, revenue collection, financial management, and monitoring the services provided. He was of the view that the Rooiboklaagte CBO WSP was not fulfilling any of these functions, however the Rooiboklaagte CBO WSP indicated that they were fulfilling all these functions but in an ad hoc manner due to the lack of funds as a result of poor cost recovery from the community. The Rooiboklaagte CBO WSP is also fulfilling an operations function in relation to the reticulation network – a function that the Councillor indicated was the responsibility of the DWAF operator.

It is clear that there is confusion concerning roles and responsibilities, as well as relationships between the different role players. The contract was not available to review and thus it was not possible to identify the specific responsibilities of the Bushbuckridge North TLC as WSA or the responsibilities of the Rooiboklaagte CBO WSP and DWAF in terms of operations and maintenance. From discussions with the Water Councillor representing the Bushbuckridge North TLC, it was unclear as to whether the contract addressed the relationship of the DWAF operator to either the Bushbuckridge North TLC or the Rooiboklaagte CBO WSP.

10 Role and Responsibilities of the Bushbuckridge North TLC

10.1 Bushbuckridge North TLC as Water Services Authority

The actual role being fulfilled by the Bushbuckridge North TLC as WSA in relation to the Rooiboklaagte scheme is unclear. Communication between the Bushbuckridge North TLC and the Rooiboklaagte CBO WSP takes place through the Bushbuckridge North TLC Water Councillor, Tumelo Mashego.

Information concerning the maintenance of the scheme is received from the Rooiboklaagte CBO WSP and then communicated to DWAF by the Bushbuckridge North TLC Water Councillor.

The Water Councillor indicated that the Bushbuckridge North TLC has developed a draft water services development plan using DWAF's Starter Tables for water services development plans. However support is required to develop a 'proper' water services development plan.

The Bushbuckridge North TLC does not currently have bylaws in place although they have a copy of DWAF's model bylaws. This is a problem in terms of setting tariffs, particularly with respect to household connections.

The Water Councillor also indicated that the Bushbuckridge North TLC needs induction concerning CBOs as WSPs: how they should be structured, what functions they should fulfil, the type of contract that should be established, and the type of relationship that should exist between a WSA and a CBO WSP.

10.1.1 Transfer

A key concern of the Bushbuckridge North TLC is transfer of the scheme from DWAF to the Bushbuckridge North TLC. The Bushbuckridge North TLC has requested DWAF to provide a register of the assets to be transferred to either the Bushbuckridge North TLC or to the Bushbuckridge Water Board. In particular the Councillor indicated that there is lack of clarity as to whom the boreholes linked to the bulk pipe line will be transferred, as well as the associated costs.

The Councillor indicated that ongoing support is required from DWAF for the maintenance of the Rooiboklaagte scheme. The Bushbuckridge North TLC is concerned that DWAF has indicated that by September 2000 DWAF would no longer be covering the electricity payments. In addition the Bushbuckridge North TLC is concerned about the condition of the infrastructure that they will be required to take over as well as all the associated costs. The Councillor indicated that since the water services in Rooiboklaagte are inadequate it is unlikely that there will be sufficient cost recovery to cover all the operation and maintenance costs. Consequently there are great concerns within the Bushbuckridge North TLC with respect to taking transfer of the Rooiboklaagte scheme.

10.1.2 Strategy to Achieve Sustainability

The Bushbuckridge North TLC Water Councillor indicated that he is attempting to develop a strategy to achieve sustainability in Rooiboklaagte. This strategy comprises:

- A process of monitoring the performance of the Rooiboklaagte CBO WSP.
- Development of plans to increase community participation in the scheme and to commence a process of cost recovery.
- A review of the reticulation network. The Councillor is currently attempting to identify the number of stand pipes and the number of unauthorised yard connections. A household 'contract form' is being developed to find out which households have yard connections. Once a register of the yard connections is established, the Councillor intends introducing a billing system. The WSA will then take responsibility for monitoring revenue collection by the Rooiboklaagte CBO WSP.
- Negotiations with DWAF to take a phased approach in terms of addressing the maintenance problems rather than simply transferring the scheme to the Bushbuckridge North TLC with all the associated problems. (The Councillor indicated that DWAF maintenance support is currently inadequate since it is very

slow. It takes approximately two weeks before major repairs are undertaken and this is another factor that undermines efforts to achieve cost recovery.)

10.1.3 Water Services Authority as Support Services Agent

The Bushbuckridge North TLC Water Councillor indicated that once the new Category C municipality (Eastern DC) is established following demarcation, the municipality will have the capacity to fulfil the role of Support Services Agent to the Rooiboklaagte CBO WSP in terms of maintenance support.

11 Role and Responsibilities of DWAF

DWAF is currently subsidising the scheme through taking responsibility for maintenance and through paying the electricity bills and salary of the pump operator, however this will be discontinued in the near future. As indicated above, maintenance of the scheme is inadequate.

11.1 DWAF Operator

The responsibilities of the DWAF operator are not clear. The operator indicated that he is responsible for operations of the reservoirs and turning the pump on and off. He indicated that he is not responsible for the reticulation network. The operator was operating the old scheme at the time the new scheme was built and thus was inherited by the new scheme.

The operator does not sit on the Rooiboklaagte CBO WSP and communication between the CBO WSP and the operator is infrequent. The operator is accountable to DWAF and thus does not take instructions or requests from the Rooiboklaagte CBO WSP.

It is not clear whether the operator will be transferred to the future WSA or whether the operator will become part of the Rooiboklaagte CBO WSP. The operator is paid the DWAF operator salary (of approximately R1 500 per month), which is regarded a high salary by the Rooiboklaagte CBO WSP, particularly since they are not being paid for their services. The Rooiboklaagte CBO WSP would not be willing to take over the payment of the DWAF operator's salary, but would rather fulfil the functions of the operator themselves and share the salary amongst the CBO WSP members who take responsibility for the operations function.

12 Role and Responsibilities of the Rooiboklaagte CBO WSP

The Rooiboklaagte WSP is responsible for the following functions:

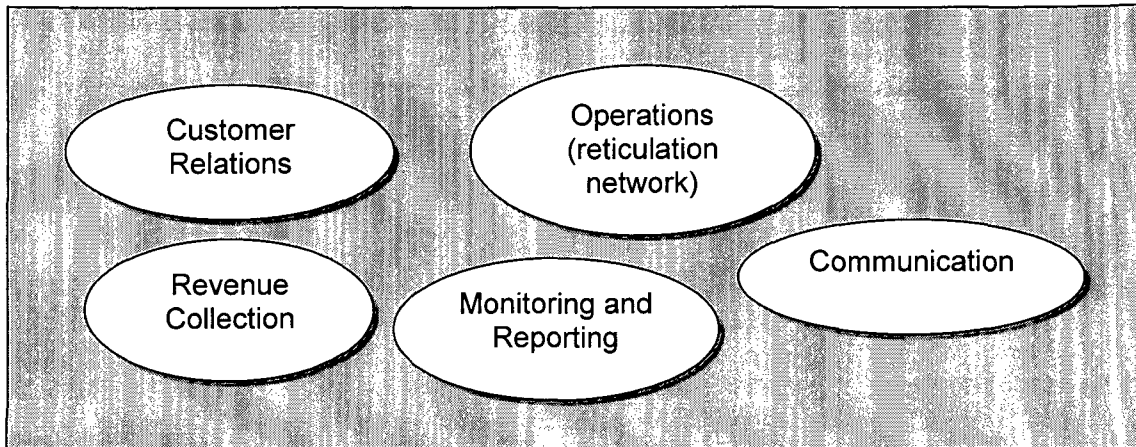


Figure 2: Functions of the Rooiboklaagte CBO WSP

12.1 Operations

The Rooiboklaagte WSP is responsible for operations and repairs to the reticulation network (pipe network and standpipes). In cases where taps have been stolen, the Rooiboklaagte WSP has collected funds from the community to replace the taps. Previously funds from the 'emergency/ initial fund' were utilised for repairs and replacements, however these funds have long since been depleted.

12.2 Revenue Collection and Payments

There is no billing or cost recovery system in Rooiboklaagte. Revenue collection is ad hoc as and when emergency repairs are needed. The Rooiboklaagte CBO WSP undertakes door to door collections for specific repairs within the area where the repairs are required. Focus group discussions with community members revealed that community members feel that revenue collection is not undertaken on an equitable basis. It was felt that the same households are always being asked to make contributions whilst other households never contribute towards the costs of repairs.

Since some households have yard connections, those households that utilise standpipes are of the view that they should not have to pay for water services until they also have yard connections.

It was indicated that someone needs to be employed on a full-time basis to collect tariffs and that the community should elect this person.

The Rooiboklaagte CBO WSP makes payments for spare parts and for the chlorination system. Payments are a continual problem due to the lack of a cost recovery system.

12.3 Customer Relations and Communication

The Rooiboklaagte CBO WSP communicates with the community and other representative structures in the community, including the traditional structures, through meetings. Communication with the community takes place on a weekly basis. Communication and decision making appears to be transparent. Customer relations has not been developed as a clear function although the CBO WSP receives complaints from the community and attempts to deal with these as best they can.

12.4 Reporting

The Rooiboklaagte CBO WSP reports to the Bushbuckridge North TLC Water Councillor as well as the community. They also report maintenance problems to the DWAF Office in Thulamahashe, which is 15 kilometres from Rooiboklaagte (transport costs approximately R50 for a return trip).

12.5 Monitoring

The Rooiboklaagte CBO WSP monitors the infrastructure.

13 Structure of Rooiboklaagte CBO WSP

The Rooiboklaagte CBO WSP is part of the Rooiboklaagte RDC, which comprises approximately 60 members, and is responsible for both water and other developmental activities within the community. The CBO WSP committee comprises 15 members with a Chairperson, Deputy Chairperson, Treasurer, Secretary and additional members.

The Rooiboklaagte CBO WSP is a voluntary committee and thus is not paid for its services. It meets on a monthly basis whereby it addresses problems related to water services as well as cost recovery problems.

The Rooiboklaagte CBO WSP does not have an office.

14 Cost Recovery

Cost recovery is one of the biggest challenges facing the Rooiboklaagte CBO WSP and is also a major threat to the ongoing delivery of water services in Rooiboklaagte. There are a number of reasons why cost recovery is not taking place. These include:

- Inadequate provision of water services (water on alternate days, some parts of the village are not receiving water at all, and poor water quality – brown in appearance).

- The hours when the water is available are not always convenient to the community (often the water is turned on late in the day and then turned off early, depending upon availability of the DWAF operator).
- Lack of a culture of payment for services including belief that government must provide water for free.
- Not everyone contributed to the initial fund and this has caused problems when the Rooiboklaagte CBO WSP has attempted to collect further funds from the community. Households have referred the CBO WSP to those households who did not contribute to the initial fund.
- Conflict within the community structures is a further problem, where a group within the community, known as the 'Opposition Party', apparently influenced certain community members to not contribute towards the emergency fund or to pay for water services based on the argument that government provides water for free.
- Theft of taps has been a problem. It takes time to replace the taps because of lack of funds to replace them.
- Different levels of service with no differential in tariff.
- No revenue collection system.
- Authority of Rooiboklaagte CBO WSP to collect revenue on a regular basis is not recognised by the community.
- There is approximately 95% unemployment in the community and therefore affordability is also an issue.
- Since there are no bylaws, tariff setting is a problem.
- The real costs of the scheme have not been determined due to lack of sufficient information.
- Some parts of the village do not receive water at all and therefore use standpipes in other parts of the village.

15 Risk

15.1 Risks for Rooiboklaagte CBO WSP

The primary risk taker is the Rooiboklaagte CBO WSP since they are contractually responsible for collecting revenue and for ensuring that water services are provided. The CBO WSP is also the body that interfaces with the community and thus has to account for the inadequate services. However the CBO WSP does not have control over all the functions necessary to provide reliable and sustainable water services, since DWAF is fulfilling some of the operations and maintenance functions.

Once DWAF discontinues subsidising the scheme, additional pressure will be placed on the Rooiboklaagte CBO WSP since they will be responsible for covering electricity costs and maintenance costs. With the current technical problems, it is unlikely that the Rooiboklaagte CBO WSP will achieve cost recovery and thus without significant support, it is unlikely that the CBO WSP will be able to provide reliable and sustainable water services.

15.2 Risks for Bushbuckridge North TLC as the Water Services Authority

Since the municipality as WSA is ultimately responsible for water services to the consumers in their area of jurisdiction, the municipality will need to address the problems so that the right conditions are created for the CBO WSP to provide a sustainable service.

A current risk for the Bushbuckridge North TLC (or future WSA) is the outcome of the transfer process. Clearly additional capital funds are required to address the technical problems prior to Rooiboklaagte being connected to the new bulk water system. Until the technical problems are addressed, the scheme is likely to require ongoing subsidisation. The continued services from the Rooiboklaagte CBO WSP are also not guaranteed without support from the WSA.

15.3 Consumer risks

The consumer is already at risk since they are not receiving reliable and sustainable water services. Once the DWAF subsidy is discontinued the consumer runs the risk of receiving no water services unless the CBO WSP is able to achieve cost recovery. The unauthorised connections will continue to jeopardise the water services due to over-use of the resource and lack of cost recovery associated with yard connections.

16 Problems and Constraints

The problems and constraints in achieving sustainability can be summarised as follows:

- Lack of clarity of roles and responsibilities and the relationships between the different role players, namely Bushbuckridge North TLC, Rooiboklaagte CBO WSP and DWAF.
- Inadequate maintenance where there is often a two-week delay before maintenance problems are addressed. The pump remains broken after months.
- The quality of the water is not to the satisfaction of the community. Since the chlorinator is not operating the colour of the water is brown. In addition there are no funds to pay for the chemicals required.
- Different households have different levels of service with some having yard connections whilst others receive water from communal standpipes. This undermines cost recovery, particularly since those with yard connections are not paying for their services.
- Access to water on alternate days as opposed to every day is a major problem. Until this problem is addressed it is unlikely that the community will pay for water services, including those with yard connections.

- The community views water services as a service that government should provide for free and thus there is no culture of payment for services.
- The Rooiboklaagte CBO WSP has become despondent since they have to deal with the community's dissatisfaction with the inadequate water services as well as with ongoing repairs and problems related to the scheme. Since there is no cost recovery the CBO WSP members are not reimbursed for their services and thus there is little incentive to continue with the tasks they are fulfilling.

17 Success Factors

Given the current problems with water services in Rooiboklaagte, it is difficult to identify factors that have contributed to 'success'. However there are elements within the institutional arrangements that lay a foundation for a successful retrofit process. These include:

- ✓ Regular communication between the Rooiboklaagte CBO WSP and the community (although the acceptability of the Rooiboklaagte CBO WSP within the community is not clear due to conflicts within the community structures).
- ✓ Access to support from Mvula Trust where a strong relationship exists between Mvula Trust staff and the Rooiboklaagte CBO WSP.
- ✓ Committed and skilled members of the Rooiboklaagte CBO WSP who have the potential capacity to provide reliable and sustainable water services if (a) the right technological conditions are created; (b) they receive support from the WSA towards achieving cost recovery; and (c) they receive additional training and capacity building to fulfil all the necessary WSP functions.
- ✓ Commitment by the Bushbuckridge North TLC to address problems related to unauthorised connections and cost recovery.
- ✓ Opportunity to revisit the institutional and contractual arrangements of the Rooiboklaagte CBO WSP where the WSA remains committed to a CBO WSP model.

18 Recommendations

18.1 Retrofit Process

It is strongly recommended that the Rooiboklaagte scheme receive support for a retrofit process that addresses the technical, institutional, social and financial problems within the scheme.

Technical issues to be addressed:

- Refurbishment of the raw water pump.
- Installation of an elevated tank and a transfer pump.

- Provision of electricity at reservoir site.

Institutional and financial issues to be addressed:

- Establish whether the Rooiboklaagte CBO WSP is still acceptable as a WSP to the community and establish whether the members of the Rooiboklaagte CBO WSP are still willing to fulfil the WSP functions.
- Provide additional training to the Rooiboklaagte CBO WSP (revenue collection, financial management, conflict resolution, operations and maintenance).
- Facilitate new contractual arrangements for the provision of water services where there is a very clear understanding amongst all role players concerning the different roles and responsibilities of the various institutions and stakeholders involved.
- Establish a cost recovery mechanism and the necessary financial management systems.
- Ensure that the WSA has bylaws and tariff structures in place and is able to fulfil its overall WSA responsibilities.
- Establish contractual arrangements for support services to the Rooiboklaagte CBO WSP.
- Establish mechanisms to deal with unauthorised connections and defaulters.

Social issues to be addressed:

- Strategy for cost recovery and consumers taking responsibility for the water services as customers.
- Health and hygiene education and promotion.
- Awareness concerning problems related to unauthorised connections and lack of payment for services.
- Awareness concerning roles and responsibilities for water services.

18.2 Transfer

The transfer process provides an opportunity to ensure that a sustainable service is transferred to the WSA. It is essential that the transfer process address the issue of the DWAF operator and the current subsidies that DWAF is providing to the scheme. In the case of the DWAF operator, it is important that if the operator is to continue within his current position, his position becomes properly integrated into either the WSA technical structures or into the CBO WSP. In terms of the latter, it needs to be borne in mind that problems are likely to arise with respect to the operator's salary given that the existing CBO WSP members have not been remunerated for their services and yet have taken responsibility for most of the operation functions and problems related to the scheme over the past few years.

It is critical that the real costs of running the scheme are made known to both the WSA, the CBO WSP and the community. In particular households with yard connections should be billed for the water they are using.

19 CONCLUSION

Whilst the Rooiboklaagte CBO WSP has the potential to provide sustainable, cost efficient, affordable and reliable water services to the Rooiboklaagte community, factors beyond the control of the Rooiboklaagte CBO WSP have prevented this. Once the key problems (technical, social, institutional, and financial) are addressed, there is a much higher possibility of the scheme achieving cost recovery and thus the provision of sustainable water services. A CBO WSP remains the most appropriate institutional option for Rooiboklaagte since any other option is likely to be more costly and less responsive to the community.