



cogta

Department:
Cooperative Governance and Traditional Affairs
PROVINCE OF KWAZULU-NATAL

IMPLEMENTATION EVALUATION REPORT

Kwa-Sani Municipality Ablutions - May 2016



PREPARED BY THE EVALUATION TEAM

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1. Introduction and Background

The Department of Co-operative Governance and Traditional Affairs (COGTA), in collaboration with other stakeholders, implemented the Massification programme formally known as Operation Mbo. The operations for the Massification programme involve the Department alongside other sector Departments working in a coordinated and integrated manner on identified intervention areas as per the Provincial Growth and Development Strategy (PGDS). The Department of KZN COGTA holds funds (conditional grant) which assist in project planning and implementation of bulk infrastructure projects. The funds target projects in areas which are in need of basic services such as water, sanitation, and electrification.

Statistics South Africa (STATS) recently published figures as per the General Household Survey conducted in 2014 which indicates that 4.8% of households are still using the bucket system in the Province of KwaZulu-Natal. A bucket sanitation system is defined as “a toilet with a bucket or other removable receptacle placed directly under the toilet seat for the purpose of collecting urine and faeces” (DWAF, 2007).

The Department has over the years provided support to municipalities; the purpose of the support was to fund priority projects including the eradication of the bucket system in affected areas including Kwa-Sani Local Municipality. The affected areas in Kwa-Sani Local Municipality were identified as Underberg (ward 3) and Himeville (ward 2). Implementation of the project was done in collaboration with the following stakeholders:-

- Harry Gwala Municipality as the water service authority;
- Kwa-Sani Municipality as the recipient of the service provided; and
- Mhlathuze Water as the implementing/service delivery agent.

This report documents findings of the evaluation of the Departments' Kwa-Sani Bucket Eradication Project within Programme 3 as reported in the quarterly progress reports from the Municipal Infrastructure Business Unit. The findings are based on data collected from guided interviews with the above stated stakeholders and from information contained in the Departments' Third Quarter report in the 2015/16 financial year.

This report serves as a means by which the support provided by the Department in the implementation of the project can be assessed, thus enabling the Department to improve its processes by learning from both challenges and good practices.

1.1 Purpose of the evaluation

The purpose of the evaluation process is to verify information as reported by the Business Units on the support provided as well as to:

- Assess if the support received is assisting the Departments' clients;
- Get feedback from municipalities as our clients on the support provided; and
- Assess value for money and effectiveness of the support.

1.2 Methodology

In February 2016, the Evaluation team conducted an evaluation on the Kwa-Sani Bucket Eradication Project. The evaluation asked questions on client satisfaction on the support provided, whether the support assisted its intended beneficiaries, and whether value could be derived from the support provided. A focus group comprising of representatives as per stakeholders mentioned above, including the Departmental Project Manager, Consulting agent, and a community representative was used a method to collect data from the participants. The evaluation used qualitative methods to collect data from the beneficiaries by means of the following:

- **Desktop Review:** Secondary data as contained in the Quarterly Reports of the Department. The information contained in the Quarterly Report provided a basis from which the Evaluators were able to deduce what the project sought to achieve and level at which the project had progressed.
- **In-Depth Interviews:** A joint interview (focused group) was held at Kwa-Sani Local Municipality with the following stakeholders/beneficiaries:
 - Kwa-Sani Local Municipality
 - Harry Gwala District Municipality including the assigned Community Liaison Officer
 - Mhlathuze Water
 - Departmental Project Manager – Municipal Infrastructure Business Unit
 - Mhlathuze Water Consulting agent – Engineer

The above mentioned stakeholders with the exception of the Municipal Infrastructure representative, were the beneficiaries of the project, thus the support was directed to them. A structured interview guide was used with open ended questions so as to probe further on questions asked for more clarity and understanding.

- **Data Analysis:** The data was analysed by means of thematic analysis. The collected data was placed and analysed according to the following themes:
 - Relevance of the support services;
 - Efficiency of the support provided;
 - Effectiveness of the support services;
 - Impact of the support provided; and
 - Sustainability of the project based on the support provided.

1.3 Demographics of Kwa-Sani Municipality

The municipality forms part of Harry-Gwala District and is situated close to the borders of Lesotho. According to the STATS SA Census of 2011, the total population of Kwa-Sani Local Municipality sits at 12 897 people. The main economic sectors that are found in the municipality are commercial agriculture, tourism, and SMME's. The main urban areas that fall within the municipality are Underberg and Himeville. These two urban settlements serve their distinct purpose in the municipality in that Himeville is a small urban settlement that is focused mainly on residential houses and tourism related land use, and Underberg mainly focuses on commercial and agricultural related economic use, as well as tourism enterprises and the transport sector. Underberg also serves the needs of the population as most of the economic activities of the area are found within this urban settlement. Due to the economic activities that are found in Himeville and Underberg, people seeking employment in the above stated economic sectors have formed informal settlements within these locations.

2. Support Provided

The main support that was provided by the Department towards the Kwa-Sani Bucket Eradication Project was funding to construct reticulation as well as general facilitation of the project by means of Project Management.

3. Evaluation Findings

3.1 Relevance of the support

The purpose of this section is to assess the appropriateness of the support in relation to the identified needs and priorities of the programme target beneficiaries. The analysis ascertains whether the support continues to make sense.

The municipality felt that the project was relevant as it addressed the current need, and the support received from the Department in the form of funding assisted in addressing the need. The respondents cited that the use of the bucket system in the Himeville and Underberg area was not always there; around 1998 low cost houses with toilets were built to accommodate designated residents within the area, and as such, there was no bucket system used in the area. It was highlighted that the need for the bucket system was triggered by the slums built around the existing structures which has proven to have stressed the existing sewerage system. Unhygienic behaviours resulted from squatter not being allowed inside the houses at night, which resulted in them relieving themselves outside and this led to far reaching social, health, and environmental consequences. The Department and the District municipality felt compelled to provide the bucket system on the streets as an alternative relief system to the current sewerage system being used.



In light of this crisis, the municipality requested funding support from the Department to build proper ablutions as a means to eradicate the bucket system, which the Department granted. The Department of Environmental Affairs granted the permission to implement. The implementing agent which is Mhlathuze Water, alongside Harry Gwala District, facilitated engagements with the Himeville and Underberg communities and private land owners where they had their stakeholder management team introduce the project and have the community's inputs noted before implementation. Even though some communities feared that the introduction of ablutions would affect their "rental business" since they were required to make space, they eventually welcomed the process and granted the implementation. Alongside the process of community engagement, the consultants conducted feasibility studies to ascertain whether the project would be viable within the specified areas, and the report containing this information was sent to the Municipal Infrastructure representative; thereafter implementation began.

3.2 Efficiency of the support

This section examines the extent at which economic resources are converted to results.

The beneficiaries interviewed mentioned that the project is not yet complete, further highlighting that in the context of funding provided and project management support received, the Department has been efficient. The project plan indicates the expected date of completion to be the end of March 2016, the implementing agent has however highlighted that there may be some delays due to challenges around the acquisition of privately owned land which will be used for the sewerage treatment plant site. The project management team stated that the owner of the land was consulted before project inception and there were no problems until the recent change of land ownership. To mitigate this and ensure that no further delays are experienced, a feasibility exercise of moving the treatment plant to another area (municipal owned) was started.

Besides the above mentioned challenge, the infrastructure team has continued to build ablution units, in the process, quality standards were adhered to.

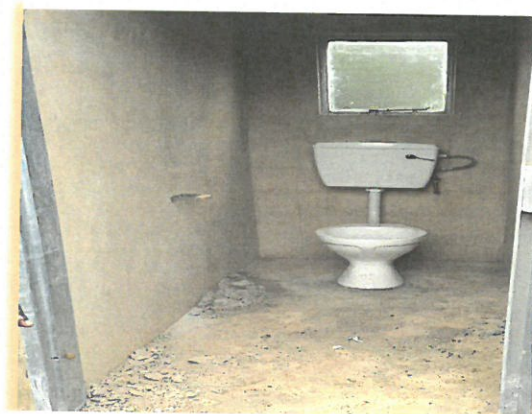
3.3 Effectiveness of the support

This section determines whether project objectives were achieved as planned.

The building of the physical structures is almost complete but connections to the sewerage treatment plant have not yet been started due to the pending location for the treatment plant. The benefits of this project are therefore not yet realised. It was however stated that the community "cannot wait for this project to be completed" because of the expected benefits the project will bring to their lives. Some communities have been tempted to use the ablution facilities but were advised by the municipality to wait for completion.

Overall the objectives to improve hygienic conditions and restore dignity will be achieved once the project has been finalised.

Picture showing the ablution facility



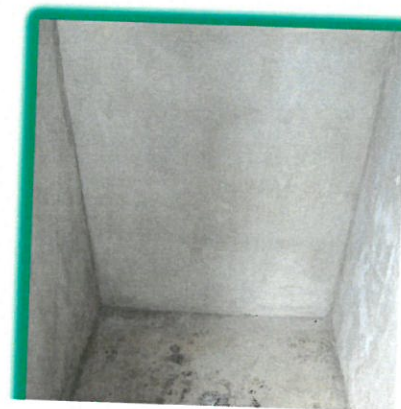
The picture below shows the area initially identified for the treatment plant



3.4 Impact of the Support provided to the beneficiaries

This section examines to what extent the project results have had an impact on the beneficiaries and how sustainable the project will be.

The beneficiaries made mention of the fact that the project is still in its implementation phase, and as such, no changes have been derived from the project as yet in terms of the actual use of the ablution units and the intended effects this will have in the community. However, since the implementation of the project the noticeable changes observed in the community were that the locals employed in the construction of the ablution units learnt new skills such as plumbing and building, and those that had prior skills enhanced their skills base and would add to their work profiles. It is projected that once the project is completed there will be socio-economic benefits that will be derived from the project.



3.5 Sustainability of the Support provided to the beneficiaries

This section examines to what extent the project results and effects will be expected to continue after the project has ended.

In terms of the sustainability of the project, Mhlathuze Water stated that their engineers and consultants conducted studies which showed that the project would be able to run smoothly upon completion as long as it remained well maintained. A system is currently being designed by Mhlathuze Water in consultation with Harry Gwala so that when Mhlathuze Water gives over the system, Harry Gwala District and Kwa-Sani LM as the custodians will be able to understand and run it. This is also done to ensure that the system does not malfunction or collapse, leading the community back to their prior state.

A couple of challenges were raised regarding the sustainability of the project, those being; Harry Gwala District Municipality stated that in order for them to operationalise the project, they would need funding towards personnel employment to operate the systems in the plant. The Department of Water and Sanitation regulate the working of sewerage treatment plants and have their own standards on who can work the plants and how many people work in those plants. In order to comply, the district would need to employ the specified personnel.

Another challenge raised regarding the sustainability of the project is the fact that the community is largely indigent and as such, collection of revenue from both communities towards the sanitation services would not be feasible. The municipality has in the meantime requested assistance from COGTA to handle the revenue collection issue.

4. Evaluators Observations

The concept is observed as a good initiative from the Department and will assist the community to a great extent, however, it was noted that the squatters have built their shacks in such a manner that the builders had to make alterations on where the basin was meant to be placed as per the design. This minor alteration has not diminished the quality of the work produced. It was also noted that the community is receptive of the intervention and that a good working relationship exists between the community and the contractors.

5. Conclusion and Recommendations

The KwaSani Bucket Eradication Project has been a means by which a sustainable sanitation system could be delivered to the people of Himeville ward 2 and Underberg ward 3. The project is pegged to have benefits that will see the dignity of the community being restored as well as the health and environmental aspects of the community being addressed. The KwaSani Bucket Eradication project has responded to the identified crisis and it is projected that upon completion, there will be noticeable changes in the lives of the residents within these two communities.

5.1 Recommendations

- Umhlathuze Water admitted that the acquisition issues surrounding the land needed for the waste treatment plant has been a learning curve for them. It follows then that
 - land acquisition issues should be dealt with in the planning phase of the project, not during implementation, as this adds further delays to the completion of the project.
- The Department should be more involved in the engagement with land owners and municipalities over land acquisition matters and facilitate this process as they have more access and clout than the implementing agents.

5.2 Pictures of Kwa-Sani Bucket Eradication Project

Pictures of receptacle bucket system before intervention



Pictures of Himeville Ward 2 and Underberg Ward 3 communities



Pictures of newly constructed ablution units



5.3. IMPROVEMENT PLAN

Name of Evaluation	KwaSani Ablutions					
Type of Evaluation	Implementation Evaluation					
Date of Evaluation <i>(year and quarter)</i>	May 2016					
Name of Recommendation	Responsible Branch	Leading Business Unit	Supporting Business Units	Monitoring Implications <i>(which aspects of the recommendation can be monitored)</i>	APP implications <i>(explain incorporation into the APP process and how this can be linked to the SO)</i>	Budgetary implications <i>(where applicable, costing must be provided to guide the budgeting process of the Department)</i>
Department to facilitate engagements with land owners and municipalities over land acquisition matters	Municipal Infrastructure	Municipal Infrastructure				

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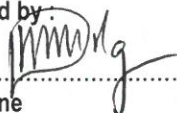


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28/03/2017

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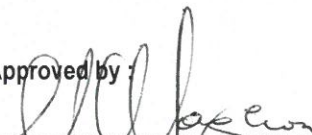


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2017/03/29

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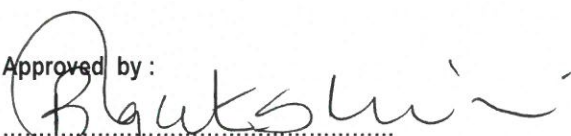


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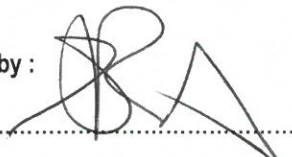


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