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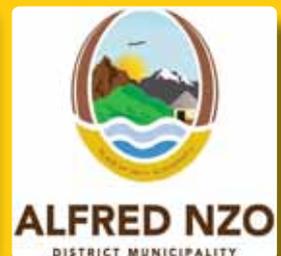
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## SANITATION JOB CREATION

Learning From Alfred Nzo DM's Zonal Distribution Approach



WATER  
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# 1 Background

## Background to and Purpose of the Lesson

Poverty eradication and job creation are high on the South African government's agenda. Government institutions and agencies are responding to this agenda through various initiatives such as the Sanitation Job Creation Programme of the Department of Human Settlements, Working for Water programme spearheaded by the Department of Water Affairs and the Expanded Public Works Programme of the Department of Public Works.

The Sanitation Job Creation Programme (SJCP), established by the National Sanitation Programme Unit (NSPU) in 2003, is a direct response to government's objectives of addressing poverty and unemployment. The programme endeavours to look at ways of enhancing job creation opportunities through implementation of sanitation projects within the Expanded Public Works Programme (EPWP) framework.

Specifically, the SJCP is aimed at:

- Increasing the number of jobs that are created within local communities when sanitation projects are being implemented, also looking at the sustainability of those jobs;
- Ensuring that youth and other designated groups like women and the disabled are provided with job opportunities in the sanitation sector; and

Promoting the adoption of alternative implementation models which enhance job creation and ensuring greater participation of local communities, improving the sustainability and marketability of skills development through accredited training is an essential component of all sanitation projects.

The programme has been implemented in 13 municipalities, one of which is the Alfred Nzo District Municipality (ANDM). A distinctive feature of the ANDM's approach was to establish sanitation programme "zone sites", each serving between four and ten wards. These sites are operations centres which have brought training, employment and services closer to the people, as envisaged by the SJCP.

WIN-SA documented the Alfred Nzo District Municipality Sanitation Job Creation Project in 2005, under the WIN-SA Lessons Series, with the aim of sharing the way the municipality had managed to integrate planning and implementation across various government departments.

This lesson document is an update of the 2005 lesson, and aims to share the lessons and challenges the Alfred Nzo Sanitation Job Creation Project has generated over the intervening years.

## 2 Overview of the Alfred Nzo District Municipality

The Alfred Nzo District Municipality in the Eastern Cape is bounded by the Drakensberg escarpment and the Lesotho border in the west, the Indian Ocean in the east, the KZN District Municipalities of Sisonke and Ugu in the north and the Eastern Cape District Municipalities of Joe Gqabi (formerly Ukhahlamba) and OR Tambo in the south (Figure 1). When it was first demarcated in 2000 it comprised three local municipalities, namely Matatiele, Umzimvubu and Umzimkhulu. After the 2006 local government elections the latter was re-demarcated into Sisonke, and after the 2011 elections the local municipalities of Bizana and Ntabankulu (previously under the OR Tambo district) were incorporated into the ANDM. The population of the district has over the past decade therefore first decreased and now increased. Its present level is estimated at 801 344 people and 169 261 households.



Figure 1: The Alfred Nzo District Municipality shown highlighted on the map of South Africa



Figure 2: The ANDM is now made up of four local municipalities: Matatiele; Umzimvubu; Ntabankulu; and Mbizana

## 3 The Alfred Nzo Sanitation Job Creation Project

Alfred Nzo DM commenced a district-wide sanitation provision programme in 2004, using the zonal distribution approach and adopting the Ventilated Improved Pit Latrine as the standard.

The programme is about to complete its third phase, and will in July 2013 enter its fourth phase, which is expected to run until June 2016.

To date over 80 000 VIPs have been constructed but due to the changes in municipal boundaries the remaining backlog is still in excess of 90 000 households.

### 3.1 Phases of the Programme

The establishment and implementation of the programme has been done through the following phases:

#### Phase 1: Establishment

In August 2003 proposals for engineering and project management services were invited from suitably qualified service providers. Five companies were identified and, after a lengthy period of negotiation regarding exactly what it was that they would be expected to do and how they would be paid, work commenced in August 2004. The first task was the identification of suitable zone sites and the establishment of those sites, including everything that was needed to make production possible. The second task was the recruitment and training of local labour. Once the sites were functional and the workforce was prepared, materials were ordered and production proper could begin. Due to the many unknowns, the variability from site to site and the constantly evolving nature of the programme, the service providers were paid on a time and cost basis.

The providers were allowed to claim some materials and labour costs in advance to give them the necessary cash flow to ensure that workers were paid on time each month and to ensure that stoppages were kept to a minimum.

By March 2006 all zone sites were functional and the ANDM was confident that it was ready to take them over from the service providers. By this stage nine zone sites and approximately 20 000 VIPs had been constructed. Although costs per VIP were coming down as the programme gathered momentum, they were still approximately 50% above the then MIG VIP limit of R3 500 per site.

#### Phase 2: Municipal Management

After the April 2006 local government elections the ANDM lost the uMzimkhulu Local Municipality, with two of its sanitation zone sites and all their equipment, to the Sisonke District Municipality. Disappointingly the Sisonke District never continued the work that had been started there.

In June 2006 the ANDM appointed its own staff to act as managers of the remaining seven zone sites, and it undertook to procure the necessary materials and manage and pay the labour. This phase lasted until April 2009. It was soon found that under this system it was impossible to maintain productive work on all sites at all times. The supply chain rules and regulations which apply to municipal government mean that flexibility in problem solving and quick turnaround of orders are simply not achievable. By the end of this phase not only was production far below the expected targets, but audit questions were being asked about R28 million which could not be properly accounted for. In addition the equipment at the zone sites was in need of refurbishment. After extensive investigation it was concluded that there was no individual blame but that the funds had been lost due to the inherent inefficiency of the management system.

### Phase 3: Contracted Management

With the lessons of Phases 1 and 2 to draw on, the ANDM in mid-2009 again advertised a tender for the services of external project managers. Two service providers, Amanz' abantu and Gcinasonke were duly contracted to build VIPs at fixed rates, with an allowance for escalation, effectively removing any risk for inefficiency and cost overruns from the ANDM. The service providers were given the latitude to make their own arrangements for the procurement of transport, and while minimum daily rates for labour were specified, they were allowed to determine the appropriate daily tasks. Over the next three years, over 40 000 VIPs were constructed at an average unit cost (after including escalation) of R7 200. This phase is due to end at the close of the 2013 financial year (i.e. 30 June 2013).

### Phase 4: New zone site contracts, inclusion of Bizana and Ntabankulu

In November 2012 the ANDM advertised for service providers to assist with the next, and probably penultimate phase of the sanitation programme. In this next phase the service providers will be contracted only to manage the zone sites and to provide the necessary products and materials at agreed prices. The VIP builders will be contracted direct to the ANDM. Significantly, in the interim the Bizana and Ntabankulu Local Municipalities had been added to the ANDM, increasing its population by over 50%. In this phase it is hoped that the zone sites can start to service development needs other than sanitation (e.g. housing, roads). The ANDM will meanwhile be working with local structures and co-operatives with a view to developing viable mechanisms for the continuation of work at the zone sites after June 2016.

## 3.2 Programme Features & Key Issues

### i. Community Focus

The ANDM sanitation programme has always had a strong community focus. The area defined by each local municipality has typically been divided up into three or four zones, each serving approximately 15 000 homes. A Project Steering Committee (PSC) has been selected to represent each of these zones, and this body has determines priorities in terms of allocation of VIPs between villages and in terms of employment. In line with standard practice, these PSC members receive a nominal amount for attendance of meetings, but are not paid for any time spent on project business between meetings. The PSCs typically have an even gender balance.

From the outset the use of local labour has been maximised, with the professional service providers' role being limited to project management, finance of cash flow, skills transfer and quality control. Community members have been trained to cast slabs, make blocks and pedestals, dig pits (to specified dimensions) and to build toilets. Due to this community focus and the scale of the programme, at any one time several hundred people have been employed within each zone.

A possibly unavoidable outcome of the community focus and the political need to spread resources evenly has been the stop-start nature of the work in each village. Instead of completing sanitation in each village before moving on, the programme has generally been allowed to build only limited numbers of VIPs in each village before having to move to another village, which is inefficient and drives up costs.



Figure 3: The ANDM sanitation programme has always had a strong community focus, with local involvement in both planning and implementation.

## ii. Municipal Service Zone Centres (MSZC)

A distinctive feature of the ANDM sanitation programme is the establishment and use of Municipal Service Zone Centres ("zone sites") within each zone. Each of the zones serves four to ten wards. According to the ANDM the zone site system was "an innovation aimed at meeting the secondary goals of public funding, namely job creation, training and local economic development. Local labour employment is a priority and the combination of the manufacturing of blocks and slabs within the Zone and the construction of the VIPs using local builders ensures that a high proportion of the project expenditure is allocated to local labour".

A zone site or MSZC typically consists of the following:

- a fenced area with all-weather road access
- water supply
- Eskom power
- backup power for essential tasks
- an office for the zone site manager and his assistant (also used for zone PSC meetings)
- storerooms for cement and tools
- storage space for aggregates
- change rooms for workers
- toilets
- machines (pan mixers and block presses) for making blocks
- moulds for making slabs and pedestals
- levelled areas for the various tasks
- levelled hardened surfaces for block casting
- ramps for loading trucks
- a security guard's hut



Figure 4: The MSZC provides a base from which sanitation provision for an area with typically about 15 000 homes can be planned and managed.



Figure 5: The office of the Maggie Resha MZSC at Maluti - one of nine Municipal Zone Services Centres which were built during Phase 1 of the ANDM Sanitation Programme

The investment required for the establishment of a MSZC is in the R1 to R2 million range. At R1.5 million, if 15 000 VIPs are constructed from each site, the cost per VIP will only be R100, which can be absorbed within the Municipal Infrastructure Grant (MIG) allowance for VIP costs. The key to enabling this approach is to have an overarching district-wide sanitation business plan. When business plans are prepared piecemeal one village at a time then district-scale thinking is not possible.

### Long term role of Zone Sites

The ANDM's vision is for Zone Sites ultimately to serve not just their sanitation programme, but also broader community development needs, in particular housing (providing for example blocks and lintels) and possibly also roads (e.g. fabrication of kerbs and culverts). In order for this vision to be realised local municipalities and private builders would need to see an advantage to buying blocks and other products from the zone sites rather than from the nearest alternative commercial sources. This will require an assessment of what the market requires and whether the zone sites are able to produce these items at competitive prices. In the long term the ANDM would like to see community co-operatives leasing the sites and using them to make products for sale, thus supporting jobs and local economic development.

### Products made at Zone Sites

The main products which have been made at the zone sites are blocks, slabs and pedestals.

- **Pedestals**

During Phase 1 and 2 mortar toilet pedestals were made on site using fibreglass moulds. After these had been stripped from the mould the pedestals were painted with two coats of a good quality paint, to prevent urine soaking into the mortar (which causes odour problems). Latterly there has been a switch to plastic pedestals which are easier to transport and, in use, are easier to clean.

- **Slabs**

With up to 100 toilets being built in each zone per week, the space required to cast the slabs presented a problem. A newly cast slab cannot be moved for up to a week while the fresh concrete cures and increases in strength. An innovative system was developed using removable spacers and plastic sheets which allowed the slabs to be cast one on top of each other, greatly reducing the space required for a large pre-casting operation.



Figure 6: During the first two phases pedestals were made at the zone sites. Lately the programme has switched to plastic pedestals, which have the advantage of being easier to transport, and which are also easier to keep clean when in use



Figure 7: The use of an innovative stacking system makes it possible to cast large numbers of slabs in a relatively small area



Figure 8: At the Maggie Resha Zone Site in Maluti a pan mixer is used to prepare the aggregate and cement for the casting of blocks

- **Blocks**

Unlike slabs and pedestals, blocks are available from commercial producers in the towns of Matatiele and Kokstad. However, in the interests of job creation the ANDM took the decision at the outset that blocks should be produced at the zone sites. To make quality blocks one needs good aggregates (clean river sand of the right grade and/or ash), the right machines and good mix control. The two key machines are a pan mixer and a block press. These machines come in many sizes and formats - Figures 8, 9, 10 and 11 show the equipment currently in use at the Maluti and Mt Ayliff zone sites.

The Maluti zone site is capable of producing 2 000 blocks per day and the Mt Ayliff zone site is capable of producing 5 000 blocks per day. The machines were in use before the decision was made to switch to precast superstructures, and therefore the machines and related teams do currently have spare capacity to supply blocks to the local market in addition to meeting the needs of the sanitation programme.

### iii. Job creation

Apart from sanitation provision, a key objective of the programme has always been to create employment and to transfer skills to the local community. The VIP programme has accordingly been one of ANDM's flagship Expanded Public Works Programme (EPWP) initiatives.

Richard Saulez, manager of Amanz' abantu's ANDM sanitation team, reports that 15% of the total project cost has been spent on local wages, and a further 8% has been spent on local transport contractors. He says that over the past three years 4 000 community members have received some kind of employment, some very short term and others for up to 12 months at a time. Similar numbers of people have been employed by the second implementing agent, Gcinasonke, in the Umzimvubu wards. The programme has also procured aggregates from local quarries and suppliers, giving a boost to those businesses.

"The work is not complicated and is easily broken down into a system of tasks, which allows people to work at their own pace and provides opportunity for reward of individual efforts. Basic work skills transfer has taken place through on-the-job training and will provide a good labour base for future infrastructure programmes of the district municipality", says Saulez.



Figure 9: At the Maggie Resha Zone Site a mobile block machine is used, casting blocks four at a time on a large flat slab



Figure 10: At the Mt Ayliff Zone Site cement is purchased in bulk and stored in the silo. On the left is a pan mixer. This installation has a capacity to produce up to 5 000 blocks per day, which is more than the sanitation programme requires. The spare capacity could be used to supply blocks to the local housing market.

All told, the following functions are performed by locally contracted labour: clerical work; storekeeping; security; block making; slab making; transport co-ordination; loading and offloading; pit digging; latrine construction; quality assessment; and liaison with householders.

Between all the different functions, at any one time between 500 and 800 people have been employed across the programme.

#### iv. Transport

Transport is a major logistical and cost component of any rural sanitation programme. In the course of the ANDM sanitation programme thousands of tons of material has had to be moved each month from the zone sites to the sites designated in each village where VIPs are to be built. For this to work efficiently good co-ordination and project management is needed. Failure to get the right materials to the right place on time means that workers either at the zone site or in the villages will be unable to work productively, which means either they will lose income or the project as a whole will waste money. In the first phase of the programme the ANDM selected the main transport contractors themselves, and employed them on a fixed daily rate (not linked to deliveries). The zone site managers were simply told which trucks had been allocated to them, and were asked to keep the trucks as busy as possible. The trucks were paid on a daily rate (standardised for the programme) whether they were actually busy on those days or not. The project managers were refunded all transport costs as a disbursement, and therefore any inefficiencies in the use of the trucks was for the ANDM's account. By the end of Phase 1 of the programme transport costs were running 60% above budget.

The ANDM learned from this experience and in Phase 3 the zone site managers have been given the latitude to source and manage transport contractors themselves, or even to use their own transport. Payment is now linked to tasks, which makes the programme run more cost effectively.

Apart from the trucks which are needed to haul the materials from the zone site to the villages, a certain amount of transport is required within the villages. Local tractor owners are contracted to move these materials for an agreed rate per load. A challenge is to ensure that the vehicles are roadworthy and do not endanger the lives of the workers who travel around with them.



Figure 11: At the Mt Ayliff site blocks are cast by the static block press on to wooden pallets which are then moved and placed on the ground in the surrounding area. This system obviates the need for the large flat concrete slab which is needed for a moving block press (Figure 9).



Figure 12: Transport is a major component of a rural sanitation programme. The ANDM have made extensive use of community based transport contractors.

## v. VIP Design

From Phase 1 to midway through Phase 3 the ANDM standard has been a concrete block VIP. The different service providers in Phase 1 used their own designs, with the result that there were several designs used concurrently. There were variations in pit volume, pedestal design, door type and material, roof design and vent pipe design.

Midway through Phase 3 the ANDM decided to switch to precast VIPs. The motivation for this decision was to obviate the need for the emptying of full latrines. However, the DM will have to budget in future for the construction of new substructures when VIPs are due to be moved.

## vi. Quality Control

To date several hundred million rands have been spent on the ANDM sanitation programme. An inspection of some of the work that has been done since 2004 indicates the result of either not always having adequate design and construction standards in place, or of not always enforcing them where they have existed. Figures 19 to 23 illustrate the following problems:

- Substandard arrangements for doors and frames
- Precast superstructures not lining up with block substructures
- Inadequately galvanised steel components
- Precast structures not built plumb – i.e. leaning to one side
- Vent pipes poorly aligned

To achieve good quality outcomes on all VIPs, the following is required:

- A set of minimum design standards
- A set of minimum construction standards
- Adequately trained quality assessors who are equipped with suitable check lists
- Adequately trained higher level inspectors who audit the work of the quality assessors
- External quality assessment by individuals who are adequately trained and who have no link to the company who are to be paid for the completion of the work



Figure 13: On-site delivery of everything that is required for the superstructure, ready for assembly: two floor slabs, a galvanised steel frame, nine wall panels, the galvanised steel door and the galvanised steel roof (complete with frame).

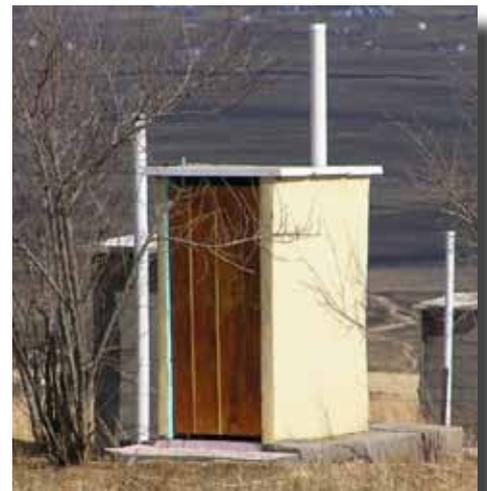


Figure 14: From 2004 to 2010 concrete block VIPs were the standard used in the ANDM sanitation programme. In 2011 the decision was made to switch to precast superstructures



Figure 15: Since 2011 precast superstructures are the norm for the ANDM's sanitation programme. The change was motivated by long term maintenance considerations – it was felt that it would be preferable to build a new substructure and move the superstructure than to empty the pit.



Figure 16: Blocks are still used for the substructures and pits are fully lined for structural stability. Below ground level the vertical joints of the blockwork are left open to enable leaching – this is very important. Failure to do so results in sealed or semi-sealed pits which can be expected to need emptying at least once every year, if not more often.



Figure 17: The internal usable volume of a pit should be at least  $2 \text{ m}^3$  if a pit is to last a family of six more than seven years before emptying or moving is required. Where the water table is high or where the soil depth is shallow the pit must be raised and extended (Figure 18).

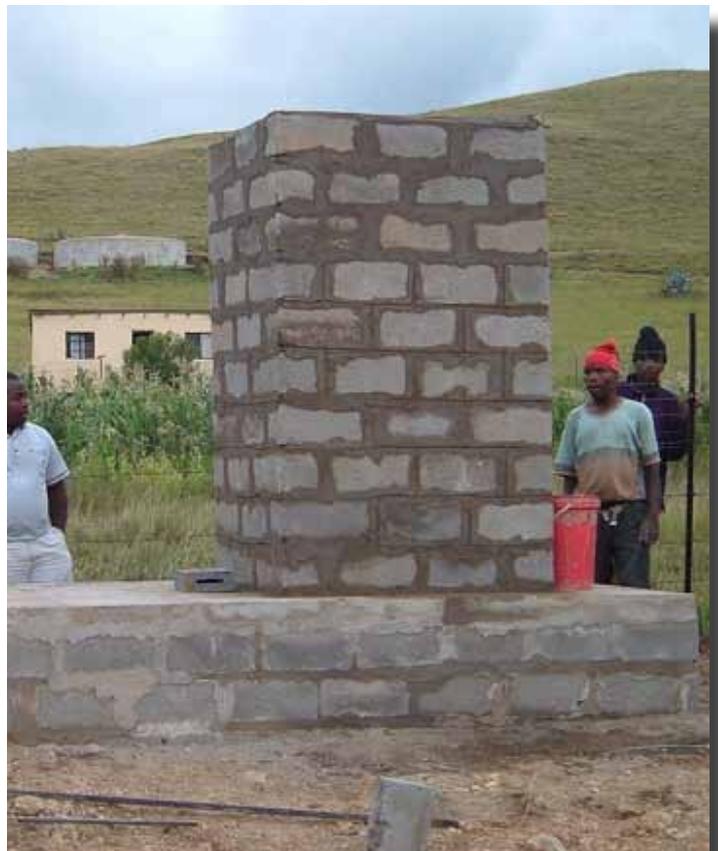


Figure 18: A raised and extended pit is used where there is inadequate soil depth. The usable pit volume should be at least  $2 \text{ m}^3$  to give a pit a design life of 7 years or more, but larger is better.

## vii. VIP Costs

At the inception of Phase 1 all service providers were required to procure materials through a contractor who had been appointed to supply materials on a then current DWAF provincial materials tender. This proved cumbersome, caused delays and moreover the prices were 20% to 30% higher than the going market rates. Fortunately sense soon prevailed and the service providers were freed to purchase materials from whomever they chose.

During Phase 1 average costs worked out at approximately R5 000 per VIP, whereas during Phase 3 the average costs after escalation have worked out at just over R7 200 per VIP (all costs excluding VAT). After adjusting for inflation the real costs are approximately the same.

During Phase 3 the cost breakdown for Amanz' abantu, the service provider working in the Matatiele District, has worked out as follows:

- Zone site refurbishment and operation      3%
- Materials and labour                              80%
- Management costs                                 17%

Amanz' abantu's current labour costs (excluding fabrication, loading and transport) per pit latrine are as follows:

- Dig pit                                                 R170
- Build substructure                                R580
- Build superstructure                             R290



*Figure 19: A problem with the ANDM sanitation programme and many similar programmes elsewhere in South Africa is a lack of quality guidelines and/or quality control. The latrines in the background were built by one of the service providers in the first phase of the programme. The doors proved to be not durable and now need to be replaced.*



Figure 20: The precast slab in this design (seen in a village near Mt Ayliff) does not fit evenly on the substructure



Figure 21: All steel components must be hot dip galvanised or they will not last. Also, attention needs to be given to the alignment and strength of the door swivel pins and the swivel sockets.



Figure 23: The opening for the vent pipe should be unobstructed. In this case most of the opening sits on top of the wall of the pit lining, thus making it much less effective.



Figure 22: Many of the precast VIPs seen near Mt Ayliff are not vertical. Better specifications and quality standards are needed.

## 4 Lessons Learnt

### i. Zone sites

The zone site concept works well, bringing services closer to the people and providing a well- equipped base from which to operate. A key requirement for adopting this approach is district wide programme planning, as opposed to piecemeal village by village planning. The investment required to set up a zone site is in the order of R1.5 million. Given a large enough sanitation programme (say 10 000 or more VIPs per zone site) then the upfront cost is a sound investment. However, plans must be put in place for the long term operation of the site after the programme is complete.

### ii. Contractual arrangements

A lesson from Phase 2 of the programme where all the zone sites were for three years managed directly by the ANDM, is that municipalities should be very cautious about taking on the functions of contractors. Government supply chain management rules and regulations do not allow for quick turnaround of orders, for rapid problem solving and for the raising of loan finance, all essential requirements for the success of contractors. Government can protect itself from the risk of cost overruns by entering into contracts with private sector companies which undertake to deliver specified services at agreed prices.

In Phase 1 the ANDM selected and employed the transport contractors. Their contract specified that they were to be paid on a daily rate, regardless of how much work their trucks did on those days. This system was inefficient and costly and was discontinued at the end of Phase 2. In Phase 3 the zone site managers were given freedom to make their own transport arrangements.

At the beginning of Phase 1 the zone site managers were initially required to purchase materials through a contractor who had been awarded a provincial DWAF materials supply tender. There were chronic delays with materials delivery, and the provincial tender prices were on average 20 to 30% higher than could be obtained on the open market. The zone site managers were later afforded the freedom to source their own materials at the best prices available.

The best contractual arrangement is to agree on the rate to be paid for a completed VIP of a specified design and quality. Minimum labour rates should also be specified to prevent exploitation. The contractor will make his own arrangements regarding the procurement of materials, the management of labour and the management of transport. The moment a client involves itself in the business of the contractor, it removes from the contractor the responsibility for the efficiency of his operation, and consequently it puts itself at risk of cost overruns.

### iii. Quality control

Although contracts with the private sector can provide protection against cost overruns, they will not guarantee the quality of the product unless the specifications are well defined in the contract and unless the specifications are enforced. If a government client is not sure what specifications should be in the contract, then they should get professional help to draft the specifications before the contract is issued.

### iv. VIP Design

From inception eight years have passed so it is possible to see which aspects of which designs have worked well, and which not so well. From this reflection it can be concluded that a good VIP design should have the following minimum specifications:

- The pit should be fully lined so that the VIP can be fully emptied without risk of the VIP collapsing
- The pit should not be sealed, thus enabling liquid to leach from the pit. If the pit is sealed it will require emptying at least every year (if shallow groundwater is a problem an alternative design such as a sealed vault urine diversion – UD – toilet should be used)
- For fixed structures at least one of the pit cover slabs should be removable to facilitate emptying
- The usable pit volume should be at least 2 m<sup>3</sup> - preferably more. A pit should be considered full when the top of the pit contents are within 300 mm of the underside of the floor slab (500 mm on average – the pit does not fill up evenly)
- The floor slab must be at least 100 mm above the surrounding ground level to keep out surface water
- The floor should be finished off with a smooth mortar topping which slopes at 2% towards the door
- A steel door should be used, not a wooden door
- It must be possible to latch and unlatch the door from either the inside or the outside
- All steel components used should be hot dip galvanised
- Pedestals must be smooth, impervious to urine absorption, and the inside should be vertical or flared outwards (not inwards)
- There must be no protrusions where the pedestal meets the floor slab (any rough edges or protrusions quickly become soiled and are hard to clean)
- Vent pipes should extend at least 500 mm above roof level and must be fitted with a fly screen made from a durable material (not plastic)
- The vent pipes must be unobstructed and straight
- The vent pipes must not extend below the pit cover slab
- The inside of the structure should be spacious enough for a large person to turn around (i.e. minimum 0.8 m by 1.0 m)
- The roof should not leak – a single concrete slab or galvanised steel sheets are preferable

## 4.1 Challenges to be addressed

The following challenges will need to be addressed as the programme moves into the next phase.

- **Long term use of sites**

The ANDM is aware that even with the successes of the sanitation job creation programme, they have still not addressed the goal of sustainable job creation since the current concept does not include the commercial potential of the zone sites.

In three years' time the sanitation programme is expected to be mostly complete (although with new homes being built there will always be a need for new toilets). Significant investment has been made in the zone sites, and the ANDM would like to see the sites continuing to function and meeting other development needs, such as local housing. Exactly how the transition is made from serving one programme paid for by the ANDM to serving the open market still has to be worked out. 

- **Ongoing job creation and skills development**

The ANDM's plan is that during the course of Phase 4 of the programme, the beneficiaries will be registered into business entities i.e. community trusts and cooperatives. These entities will link directly with business support centres e.g. the Small Enterprise Development Agency (SEDA) and the District's skills training centre to provide additional support and training in skills such as entrepreneurship, business management, construction methods and project management. It is expected that the ANDM's Local Economic Development (LED) department will play a key role in driving the process forwards.

- **Quality control**

During the last eight years quality control on the ANDM sanitation programme has been uneven. Systems must be worked out to ensure that all VIPs are built to a sound quality standard. This will involve both the development of a standard set of specifications, and the employment and training of staff to ensure that those specifications are followed.

- **Maintenance of VIPs**

The sanitation programme has been running since late 2004. It can be expected that some of the VIPs built during the first phase will now be full or close to full. These are permanent structures and so will have to be emptied if they are to remain in use. Although emptying is not an easy or pleasant task other municipalities such as eThekweni and Amatole DM have commenced emptying services and have established good systems and cost benchmarks. A reasonable budget figure for emptying a full VIP is R1 500 including overhead costs, and this is less than it will cost to relocate a precast VIP. The ANDM will need to put in place budgets, policies and procedures for the on-going maintenance of its VIP stock.



## 5 Conclusion

The ANDM Sanitation Job Creation Programme commenced in 2004 and has proved the success of its zone site service centre approach. Two of the original nine zone sites were lost to the Sisonke District Municipality, but the other seven are still in operation. Several thousand jobs have been sustained from these sites, and in the process over 80 000 VIP latrines have been built. Job creation and skills transfer have been major aims of the programme, and by and large these aims have been achieved. A key prerequisite for this approach is district wide long term sanitation planning, as opposed to piecemeal village by village planning.

As the programme moves into what will probably be its penultimate phase, the District will be looking to find ways to ensure that both the zone sites and the workers and small contractors associated with them are able to continue contributing to the on-going development of the region.

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The WIN-SA lesson 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.

To find out more about these and other WIN-SA services go to the WIN-SA portal at [www.win-sa.org.za](http://www.win-sa.org.za) or contact the Network directly.

This document hopes to encourage ongoing discussion, debate and lesson sharing. To comment, make additions or give further input, please visit [www.win-sa.org.za](http://www.win-sa.org.za) or send an email to [info@win-sa.org.za](mailto:info@win-sa.org.za).



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.

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