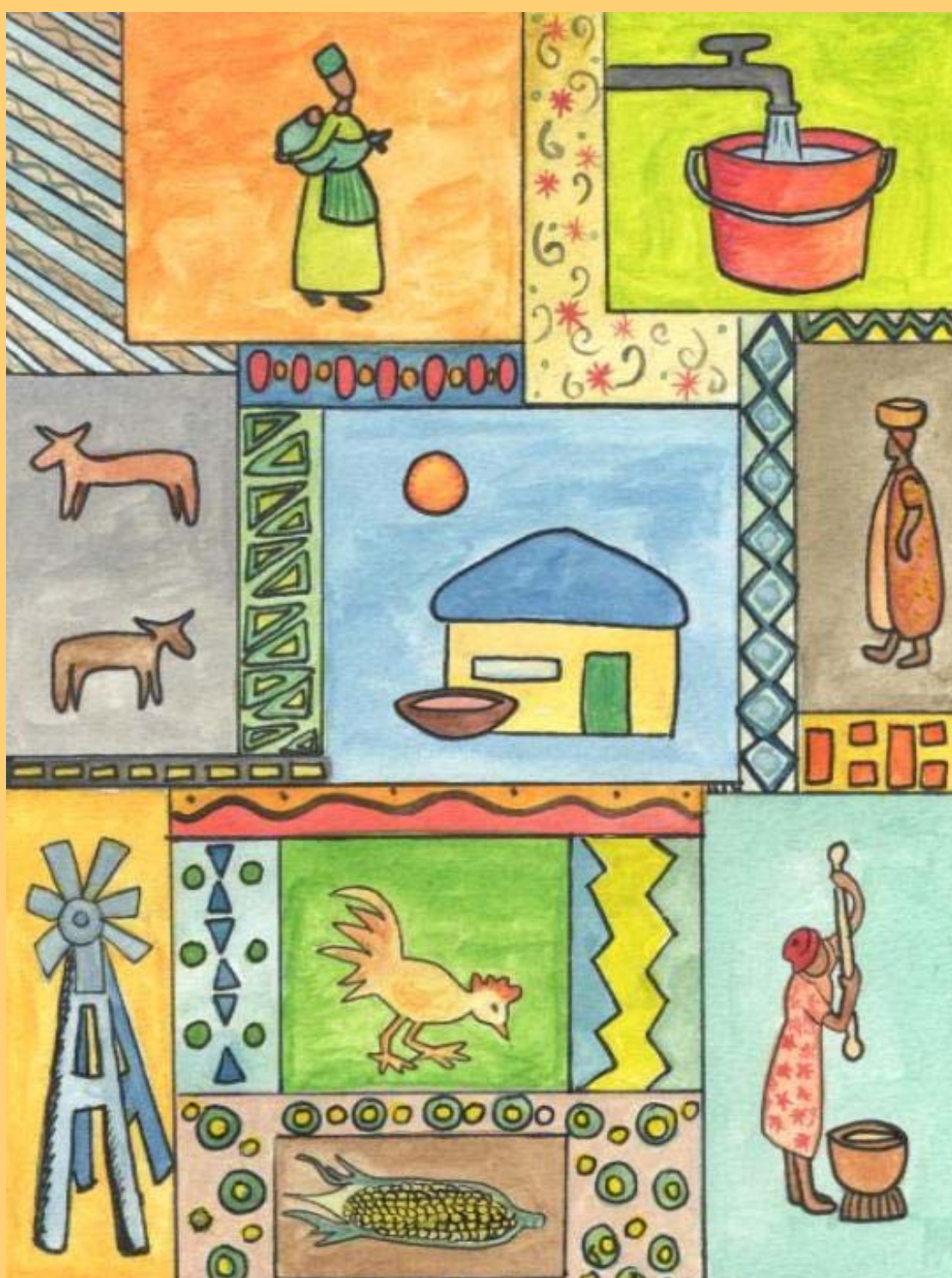


# Community Identified Performance Indicators For Measuring Water Services

G Schoeman and B Magongoa



TT 228/04



Water Research Commission

# COMMUNITY IDENTIFIED PERFORMANCE INDICATORS FOR MEASURING WATER SERVICES

Report to the  
Water Research Commission

by

*G Schoeman and B Magongoa*

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## EXECUTIVE SUMMARY

Performance in the delivery of water and sanitation services must be reported to the Department of Water Affairs and Forestry in terms of the Water Services Act, Act No. 108 of 1997. The Municipal Systems Bill requires all local authorities to measure performance in terms of standard indicators.

This Study forms part of Phase One of the Water Research Commission Study entitled “Pilot Initiative to Facilitate Benchmarking in the Water Services Sector” and has aimed at identifying performance characteristics regarding water services that are deemed relevant by communities. It is intended that such performance characteristics could serve as basis for the development – or confirmation - of valid and appropriate indicators that reflect consumer perception of “good service delivery”.

The Study has, through the use Workshops and field data, aimed at obtaining information about key indicators for inclusion in a benchmarking process. Data collected in this manner were compared to pre-existing indicators formulated by a variety of role-players such as the International Water Association (IWA), the South African Association of Water Utilities (SAAWU) and the Water Research Commission (WRC).

Due to the pertinent nature of the issue this Study has, in a limited context, attempted to establish the factors that consumers believe will promote their willingness to pay for services. It is however cautioned that it has been shown internationally that the expression of conditional willingness to pay by members of a community (typically ‘if – then’ based statements) does not automatically lead to increased levels of cost recovery if such conditions are met.

A remarkable concordance was found between formal performance indicators developed and the perceptions of consumers from this study in terms of what the measure of “good service delivery” should be, where at least eighteen categories of indicators show essential equivalence with each other. It is noteworthy that a significant proportion of the indicators suggested by the WRC, but not reflected in the indicators of the SAAWU or the IWA, are also suggested by the results of this study or should be regarded as particularly important based on specific findings of the study.

The results of the constraints-based approach taken in the Workshops made it clear that non-delivery may also be related to important factors other than inefficiency and corruption such as a lack of capacity. It was deemed important that the process to develop benchmarks should take cognisance that it is not just the absence of delivery that needs to be identified. It will be essential that, in each municipal instance, the core reasons for non-delivery will also require identification. Unless this is done, solutions and interventions may very well only address the symptoms of the problem rather than the root cause.

A significant number of recent studies have indicated that, at least in some cases, non-payment and resultant lack of cost recovery is due to the levels of services not meeting community expectations. Experience gained through working in communities has historically clearly shown that a willingness to pay for water services is dependent on the requirement that supply systems are upgraded to an acceptable standard (i.e. sufficient public water points / yard taps. This position, adopted by most communities, is both safe (no short term financial implications or commitment) and strategic (as it places the onus on government to ‘deliver first’). This ‘something for something’ attitude makes the implementation of cost recovery and tariff structures in the interim (before tangible implementation of

proper water supply infrastructure are in place), extremely problematic if not impossible.

However, there is a worrying additional dimension of strategic bias that appears to have been placed on the negotiation table by community members in respect of the WTP debate. The Study has found that the WTP 'goalposts', initially based on the requirement for tangible implementation of proper water supply infrastructure, are being moved to include the requirement for the implementation of more comprehensive demands (e.g. houses, etc.). It is believed that this requires that the government (national, provincial and local) move away from an attitude whereby it is willing to negotiate issues related to cost recovery and that it, instead, take a firm stance whereby it ensures enforcement of cost recovery.

Based on the information from the study, it would appear that there are questions related to the degree to which success has been achieved in bringing civil society on board through the ward committee process.

The field survey has shown that there is a requirement that the authority communicates information through to communities on their achievements as measured against publicised benchmarks.

A gratifying aspect of the study has been the fact that there appear to be a significant number of organisations and processes that offer participation, especially to consumers from lower income areas.

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# **1 INTRODUCTION**

## **1.1 BACKGROUND TO THE STUDY**

Commercial institutions that operate in competitive markets are under constant pressure to out-perform each other. Water institutions on the other hand, which are monopolistic in nature, are sheltered from direct competition and the ensuing pressure to perform. The result may lead to poor productivity, wastage and negative influence on the economy as a whole, as well as on service delivery.

Water institutions in South Africa need information about the performance of their organizations as well as that of other similar organisations in order to compare performance. Benchmarking is internationally regarded as an effective tool to provide the opportunity for inter-institutional comparisons to assess and monitor performance. The benchmarking process enables an organisation to compare and improve performance in a number of areas, both within the organisation and across organisations. However, such information is not readily and routinely available due mainly to a lack of a common framework within which to communicate and share the information effectively.

South African legislation has created a climate that encourages benchmarking. Performance in the delivery of water and sanitation services must be reported to the Department of Water Affairs and Forestry in terms of the Water Services Act, Act No. 108 of 1997. The Municipal Systems Bill requires all local authorities to measure performance in terms of standard indicators.

The WRC has produced the manual, "Guideline on Benchmarking in the Water Services Sector". These guidelines, which were based on desktop studies, need to be further developed in a practical manner through the implementation of a pilot study, putting the theory into practice and testing its efficacy. It is believed that outputs from this study will not only contribute to improved performance, but will also - by demonstrating the value of the benchmarking process and tools - create the impetus needed for general application of the process.

Performance benchmarking follows a distinct cycle of determining what to benchmark, then identifying the benchmark partners, selecting the people from the organisation to carry out the exercise, planning what to ask and discuss with the benchmark partners, contacting and interviewing them. Finally the information that has been obtained must be analysed and the conclusions drawn up for further action.

## **1.2 PURPOSE OF THIS STUDY**

This Study has, as main purpose, the identification of performance characteristics regarding water services that are deemed relevant by communities. The performance characteristics identified in this manner are to serve as basis for the formulation of indicators or confirmation of existing indicators that are deemed as valid and appropriate in an evaluation of "good service delivery" by the consumers being served.

## **1.3 APPROACH TO THIS STUDY**

Based on the broad objective set for the Study, the following approach was formulated in respect of this project:

- ❖ Undertake two Workshops with Community-based Organisations to identify the likely areas of performance and service delivery, deemed important to consumers, that would need to be included in a community-based survey;
- ❖ Analyse the information from the Workshops in order to abstract variables for assessment;
- ❖ Develop a Questionnaire consisting of open-ended and closed questions, based on the identified variables;
- ❖ Undertake Fieldwork;
- ❖ Analyse the data obtained;
- ❖ Compare the findings with pre-existing indicators;
- ❖ Report on the findings of the Survey.

## **1.4 SCOPE OF THIS STUDY**

The Study forms part of Phase One of the Water Research Commission Study entitled “Pilot Initiative to Facilitate Benchmarking in the Water Services Sector”. It has been undertaken in the urban setting, focusing on assessing responses from four specific urban habitats. These are:

- Middle and Upper Income Residential Area;
- ‘Township’ Residential Area;
- Low Cost Housing Residential Area; and
- Informal Settlement Residential Area.

The Study has, through the use of secondary or field data collection, aimed at obtaining information relevant to the overall purpose of identifying key indicators for inclusion in a benchmarking process. Data collected in this manner were compared to pre-existing indicators formulated by a variety of role-players such as the International Water Association (IWA), the South African Association of Water Utilities (SAAWU) and the Water Research Commission (WRC).

Due to the pertinent nature of the issue this Study has, in a limited context, attempted to establish the factors that consumers believe will promote their willingness to pay for services. It is however cautioned that it has been shown internationally that the expression of conditional willingness to pay by members of a community (typically ‘if – then’ based statements) does not automatically lead to increased levels of cost recovery if such conditions are met.

## **2 METHODOLOGY**

### **2.1 RESEARCH DESIGN**

The research project was completed within the framework of implementation of Appraisal-based Action Research. This is an Ex-post Facto research model that uses an investigative process to gain increasing understanding of a phenomenon and to attain directedness for the study by providing a basis for identifying boundaries for analysis and the key variables involved. In the case of this project,

a literature analysis and workshops with community-based organisations served to identify the specific variables that were assessed in the community study.

## **2.2 RESEARCH PROCESS**

The research was completed over a period of 6 weeks. Based on the aims and the approach to the Study, four distinct areas of focus were identified for the research project and incorporated into specific and directed phases. These areas of focus were:

- The development of a conceptual framework to guide the study, based on a limited overview and synthesis of literature on the research topic. While other works and initiatives (e.g. the Batho Pele Service Delivery Initiative) received attention, the main information source utilised in respect of this work was the Water Research Commission Report entitled “Guideline on Benchmarking in the Water Services Sector”;
- A Workshop process with CBOs to identify broad areas for investigation;
- The undertaking of questionnaire-based data gathering from communities in an endeavour to identify key variables that are believed to provide a sound indication of “effective service delivery”;
- Data consolidation for the formulation of recommendations based on the information gathered during the research process.

## **2.3 SAMPLING PROCEDURE**

### **2.3.1 Introduction**

The specific aims of this study have been set out under point 1.2 of this Report. The research populations, described below, have been selected for this study based on the belief that the four groups meet the characteristics and criteria required for drawing valid inferences from the study results.

### **2.3.2 Research Populations**

Four distinct research populations were identified as target groups for the purpose of this study. These were:

#### **0. Target Group 1**

The research population for this target group comprised consumers who reside in middle to high income residential areas and who are, traditionally supplied with full municipal services that have been offered for extended periods of time, including comprehensive billing and high levels of cost recovery.

#### **1. Target Group 2**

The research population for this target group comprised consumers who reside in ‘black townships’ who are, traditionally supplied with full municipal services that have been offered for at least a decade. These areas have a record of service delivery related problems, including infrequent and/or inadequate billing and metering practices as well as intermittent problematic cost recovery.

#### **2. Target Group 3**

The research population for this target group comprised consumers who reside in suburbs providing low cost housing. Such residential areas have, traditionally

been supplied with varying levels of municipal services and have recorded high levels of indigence as well as service delivery related problems, including infrequent/ inadequate or absent billing and metering practices as well as significant problems related to cost recovery.

### 3. Target Group 4

The research population for this target group comprised consumers who reside in informal settlements or 'shanty towns'. Such residential areas have varying levels as well as types of services, frequently record high levels of indigence and unemployment as well as service delivery related problems, including infrequent/ inadequate or absent billing and metering practices as well as significant problems related to cost recovery.

#### 2.3.3 Sampling procedure

A sample of 80 respondents was drawn by means of proportional stratified systematic sampling based on information related to category of residential area. Although there are quantitative differences in the total number of people who reside in each of these areas, a total sample was drawn on a 1:1 ratio basis, with 20 respondents drawn from each of the residential areas.

A proportional allocation of respondents was obtained using a random sampling process within each residential area, with the sampling process adapted to attempt to obtain equal gender representation in each area. No persons under the age of 19 were included in the sample in order to promote accuracy of the data collected. However, no attempt was made to keep the sample equal across all target groups in respect of the different age categories.

## 3 RESULTS OF STUDY

### 3.1 INTRODUCTION

The results of the Study set out in this section represents the information derived from the Workshops with CBOs as well as the fieldwork undertaken in the different urban focus areas as described in the previous section. The Workshops aimed at identifying key areas of municipal performance that were deemed important to consumers, while the questionnaire-based fieldwork aimed at generating quantitative and qualitative information regarding specific indicators and/or processes attached to assessing service delivery.

### 3.2 RESULTS FROM THE WORKSHOPS

#### 3.2.1 Key Performance Areas

Participants to the Workshops identified the following key performance areas:

##### **3.2.1.1 KPA 1: Local Government Expenditure to Reflect Batho Pele Principles**

Suggestions regarding measuring whether or not Local Government expenditure reflects the Batho Pele principles (attached to the Report as Appendix C) on the one hand and the intention of the Constitution and national government to ensure poverty relief to the indigent on the other hand included questions related to the following potential performance indicators:

- a Is there an indigency policy and how is it applied.**
  - Availability of policy.
  - Does the policy address the Batho Pele principles?
  - Is the policy available to the public?
  - Are communities involved in policy formulation and implementation?
- b Evaluate income stream of Local Government.**
  - Evaluate sources.
  - Evaluate allocation.
  - Evaluate Cost (value for money, outreach, and community relations).
  - Evaluate municipality grading.
- c Assess how Local Government utilize funding**
  - Evaluate financial statements and allocations against budget
  - Community participation in budgetary process
  - Allocation of funds according to budget.
  - Does budget reflect local realities?
  - Is money allocated for a specific purpose used for that purpose (e.g. free basic water grants, etc.)?
  - What impact has this had in alleviating problems of the indigent households in the municipal area?

**3.2.1.2 KPA 2: Does the Community Participate Meaningfully in the Municipal Planning Process (IDPs, WSDPs, etc)**

Suggestions regarding the measurement of this proposed Key Performance Area included:

- a Are there formal participatory structures?**
  - What are these structures
  - Who participates in these structures?
  - What participation, and on what issues, are allowed for by the formal structures
- b To what levels are community structures involved?**
  - Evaluate whether structures (e.g. water committees) understand their role?
  - Evaluate the level to which community leaders feel that they are involved.
- c Does the planning process reflect the interests/ aspirations of the people/community?**
  - Do communities participate in a formal fashion?
  - Are community issues reflected in the planning processes?
  - Are community inputs recorded in a formal fashion?

### 3.3 RESULTS OF THE COMMUNITY SURVEY

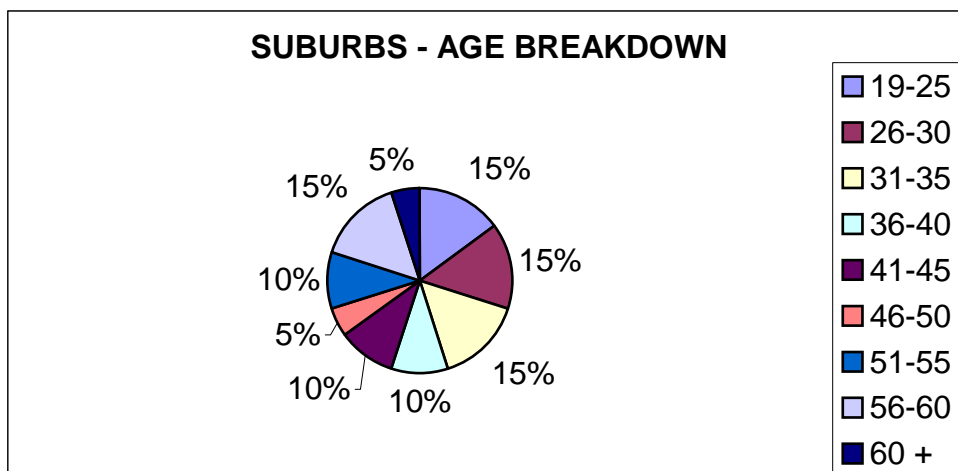
#### 3.3.1 Introduction

Based on an analysis of the questionnaire data, the following results were obtained:

#### 3.3.2 Age of Respondents

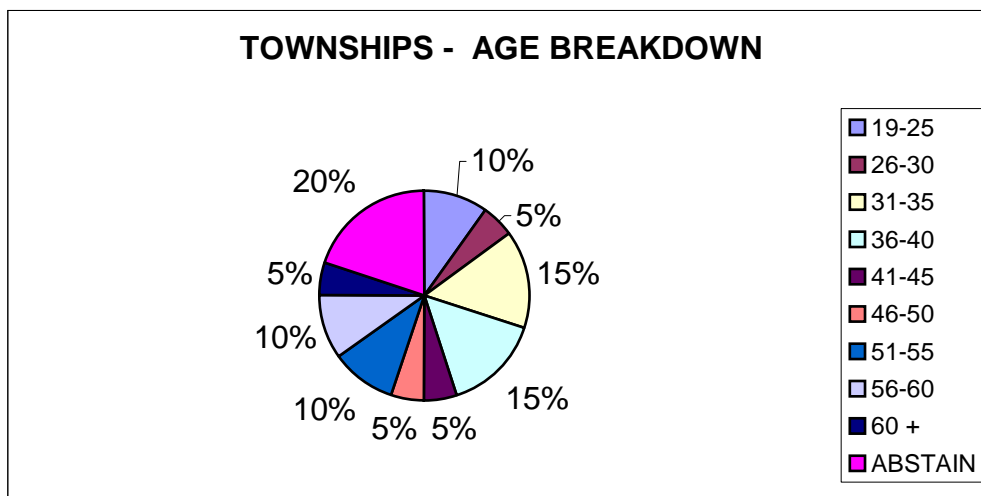
##### 3.3.2.1 Suburbs

The following pie chart provides information about the age breakdown of the respondents from the suburban residential settlement.



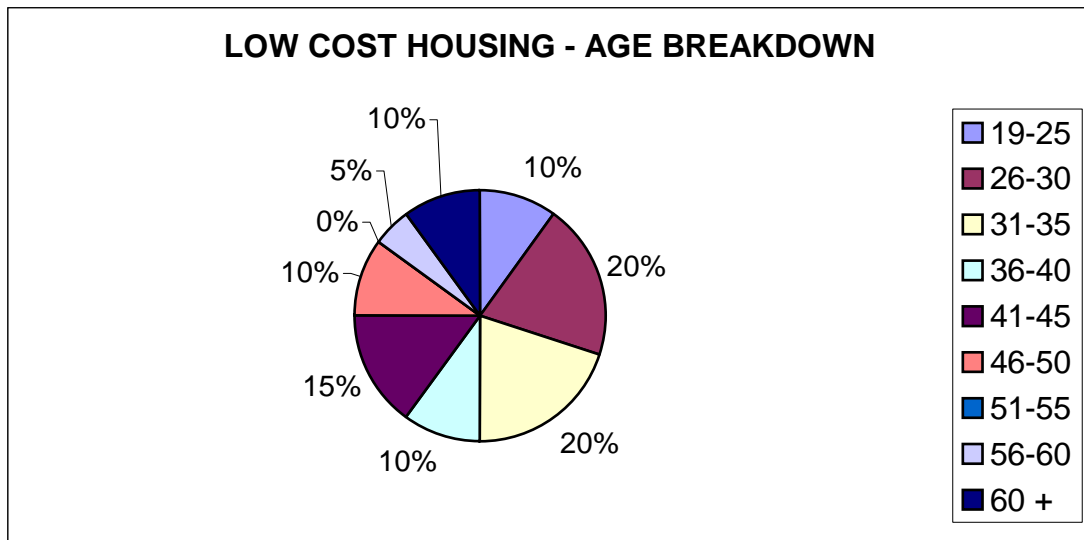
##### 3.3.2.2 Townships

The following pie chart provides information about the age breakdown of the respondents from the township residential settlement.



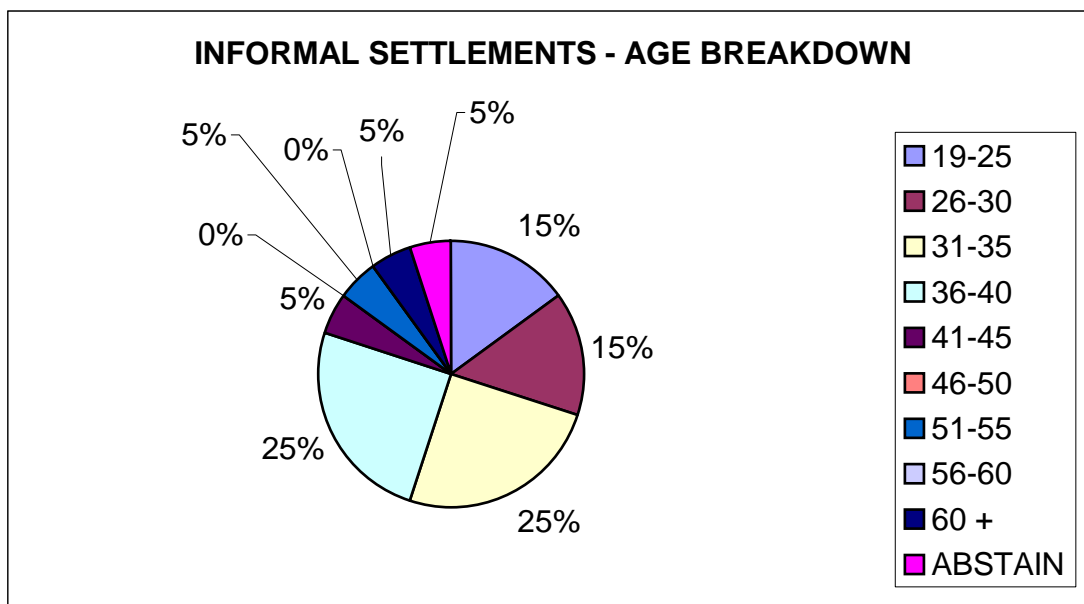
### 3.3.2.3 Low-Cost Housing:

The following pie chart provides information about the age breakdown of the respondents from the Low Cost Housing settlement.



### 3.3.2.4 Informal Settlements

The following pie chart provides information about the age breakdown of the respondents from the Informal residential settlement.



### 3.3.3 Gender of Respondents

The following table provides information about the gender composition of the research sample from each of the four residential focus areas.

AREA	MALE	FEMALE
Suburbs	55%	45%
Township	50%	50%
Low cost housing	40%	60%
Informal settlement	30%	70%

### 3.3.4 Basic Municipal Services Provided

From an analysis of the data it was found that a 100% of the people in suburbs, townships and low cost housing residential areas are provided with water in their homes, while a full 90% of the people in informal settlements have water supplied to their home. The balance of respondents (10%) residing in the informal settlements focus area, report that they collect water from a standpipe.

As expected, all respondents from suburbs report being supplied with waterborne sewerage. The vast majority (95%) of the respondents in townships and 80% of the respondents in low-cost housing report the provision of waterborne sewerage facilities. Sixty-five percent (65%) of the respondents in informal settlements have waterborne sewerage (flush toilets). Within informal settlements, 35% of the respondents report that they utilise either improved or unimproved pit latrines. The balance of respondents from townships (5%) and low cost housing (20%), abstained from answering the question.

Waste was collected from residences in a 100% of cases within the suburbs, 90% of the respondents in townships, 95% in low-cost housing and 25% of the people in informal settlements have waste removal collected at home.

Five percent of the respondents in low-cost housing and 25% of the people in informal settlements have waste removal from a central collection point. A full 10% of the respondents in townships and 30% of the respondents in informal settlements report that they have no waste services whatsoever.

### 3.3.5 Municipal Performance Measurement

Based on the results of the questionnaire data, 25% of the respondents in townships, 65% in suburbs, 60% in low-cost housing and 5% of the people in informal settlements indicated that they were aware of the fact that municipalities were obliged to measure their delivery performance.

### 3.3.6 Consumer Measurement of Municipal Delivery

Fifteen percent (15%) of the respondents in townships, fifteen percent (15%) in suburbs, forty-five percent (45%) in low-cost housing and twenty-five percent (25%) of the people in informal settlements confirmed that they engaged in actions and activities that could be interpreted as monitoring service delivery by the municipality.



Twenty-five percent (25%) of the respondents in townships, thirty-five percent (35%) in suburbs, thirty-five percent (35%) in low-cost housing and thirty percent (30%) of the people in informal settlements indicated that they did not engage in any actions and activities related to monitoring service delivery by the municipality, even although they apparently understood how to undertake such an activity.

Sixty percent (60%) of the respondents in townships, fifty percent (50%) in suburbs, twenty percent (20%) in low-cost housing and forty-five percent (45%) of the people in informal settlements indicated that they do not engage in any actions and activities related to monitoring service delivery by the municipality as a result of the fact that they do not know how to undertake such an activity.

### **3.3.7 Criteria for 'Good Service Delivery'**

#### **3.3.7.1 Townships - Criteria for Good Service Delivery**

Fifteen percent (15%) of the people from Townships indicated that the services currently being provided represented "good service". All of these respondents had also indicated that they had full services, including household waste services provision. Thirty percent (30%) of respondents indicated that the provision of clean water (water of quality) to all citizens comprised a component of "good service", 5% required that water be available for all, 15% required that water be available continuously, 10% of the respondents in this category indicated that water leakages should be attended promptly, 10% believed that municipal monitoring of performance could, in and of itself, be regarded as a dimension of good service delivery, 10% indicated a requirement that free basic water should be provided.. Five percent (5%) of the people indicated that services must be affordable; five percent (5%) indicated that no sewerage blockages should occur and another five percent (5%) indicated that the water pressure should remain constant at all times.

#### **3.3.7.2 Suburbs - Criteria for Good Service Delivery**

Five percent (5%) of respondents from the suburban residential area indicated that they believed the current service provision by the municipality equated to "good service". All of these respondents had also indicated that they had full services, including household waste services provision. Thirty five percent (35%) of the people in suburbs indicated that clean water is needed, fifteen percent (15%) believe water of quality should be provided; another fifteen percent (15%) indicated that water should be available on a daily basis and ten percent (10%) of the people indicated that water services should be reliable.

The following criteria for 'Good Service Delivery' were identified by 5% of respondents in each instance:

- A full complement of municipal personnel would form an essential component of such delivery;
- Pro-active maintenance of the system would be required to prevent problems and ensure good delivery;
- Willingness to communicate with consumers proactively and provide them with timely information about when problems may be experienced (e.g. disruptions in services);

- The need to show that every household in the municipal area (including rural areas and squatter camps) received water supply services and sanitation;
- The supply of purified water;
- Improvement in the quality of service rather than the extent of services;
- A response period of no more than 30 minutes when a drain is blocked;
- Replacement of old pipes prior to leaks and breaks occurring; and
- The need to ensure that meters worked accurately at all times.

### **3.3.7.3 Low-Cost Housing criteria for good service delivery**

Fifteen percent (15%) of respondents in low-cost housing indicated that they believed that the services currently being provided to them conformed with and equated their definition of “good service”. All of these respondents had also indicated that they had full services, including household waste services provision. Twenty percent (20%) of respondents from this residential category indicated that communication with the community is required, while five groups of 10% each indicated that (i) water must be available at all times, (ii) that meters should be kept in good working condition, (iii) that adequate and constant water pressure is required, (iv) that the cost of services should be reduced and, (v) that the practice to deliver different statements in any one month period should be avoided.

The following criteria for ‘Good Service Delivery’ were identified by 5% of respondents in each instance:

- The delivery of clean water/ water of quality;
- The supply of yard taps;
- An absence of water and sanitation related diseases such as cholera or bilharzia amongst children;
- The supply of free water.

### **3.3.7.4 Informal Settlements - Criteria for Good Service Delivery**

Respondents in the informal settlement residential focus area identified the following criteria for ‘Good Service Delivery’:

- The delivery of clean water/ water of quality (20%);
- The supply of yard taps (30%);
- Availability of water at all times (30%);
- The supply of metered water (10%);
- The supply of water services to all (10%);
- Effective management of waste and a clean environment (5%);
- Comprehensive delivery of electricity, water, sanitation and waste services (5%);
- An absence of water and sanitation related diseases such as cholera or bilharzia amongst children (5%);

- The supply of additional amounts of free water than is currently being supplied in accordance with the Policy for Basic Free Water (5%);
- The supply of housing with full services (5%);
- A situation where pensioners were taken care of without being charged for any services (5%).

### **3.3.8 Mechanisms for Measuring Change in Performance**

#### **3.3.8.1 Townships - Measuring Change in Performance**

While 25% of the respondents in the 'Township' residential focus area indicated that they did not know how they would be able to measure any change in the performance of a municipality, respondents identified the following criteria for measuring changes in respect of service delivery:

- The degree to which the cleanliness of the township had improved (10%);
- The extent to which payment of consumer services had increased (5%);
- The provision of water services to all households within a municipal area (5%);
- The provision of water services to households as a percentage of the number of households served in other municipal area (5%);
- No specific criterion/criteria but would monitor on a regular basis and would use the way they had perceived delivery during any specific period of time (5%);
- The appointment of inspectors who would check services and report back about their findings (5%);
- The existence of communication and information dissemination channels, which were used on a regular basis by the municipality and included the provision of information about policies and systems (5%);
- A decrease in the number of water pipe and water main bursts (5%);
- A decrease in the number of sewerage pipe bursts and leaks (5%);
- The degree to which the present quality of service (unfriendly, abrupt and indifferent) showed a positive change (5%);
- Replacement of non-functional, inaccurate and/or old meters (5%).

#### **3.3.8.2 Suburbs - Measuring Change in Performance**

As with residents from the township area, 25% of the respondents from the suburban residential focus area indicated that they did not know how they would be able to measure any change in the performance of a municipality. The balance of the respondents identified one or more of the following criteria for measuring changes in respect of service delivery:

- The degree to which the cleanliness of the residential area and improved waste services had been instituted (10%);
- The absence of water borne diseases (5%);

- The extent to which increasing number of households, including rural and squatter households had been supplied with water, waste and sanitation services (10%);
- The extent to which there had been improvements in the quality of water being paid for (5%);
- The extent to which the municipality had become more 'participative' and/or had moved to an overt position of 'cooperation' with consumers (10%);
- The existence of municipal communication and information dissemination channels that were used on a regular basis. Information dissemination would include the provision of information (statistics) about the extent to which the municipality had met targets for service delivery (5%);
- An increase in the level of feedback through the use of existing and/or additional communication and information dissemination channels (5%);
- Regular and accurate meter reading (5%);
- The extent to which present inefficient staff was fired and replaced by staff who were willing to offer a service of high quality (5%);
- The revenue sources for a municipality could be monitored (5%);
- The measurement and communication (by the municipality) of improvement rates against indicators adopted by the municipality (5%);
- Replacement or repair of non-functional, inaccurate and/or equipment and facilities (5%).

#### **3.3.8.3 Low-Cost Housing - Measuring Change in Performance**

All respondents in the low-cost housing residential focus area indicated that they would be able to measure any change in the performance of a municipality. The following criteria for measuring changes in respect of service delivery were identified:

- The degree to which accounts reflected accurate meter readings (40%);
- The extent to which water provision had improved (15%);
- Changes in the degree to which members of the community experienced satisfaction/dissatisfaction with the service (10%);
- The presence/absence of meter reading activities (5%);
- Whether or not streetlights were working (5%).

#### **3.3.8.4 Informal Settlements - Measuring Change in Performance**

As with residents from the township and suburban residential focus areas, 25% of the respondents from the informal settlements indicated that they did not know how they would be able to measure any change in the performance of a municipality. The balance of the respondents identified one or more of the following criteria for measuring changes in respect of service delivery:

- The degree to which the cleanliness of the residential area and improved waste services had been instituted (10%);

- The extent to which there had been an improvement in the payment of accounts;
- The extent to which increasing number of households, including rural and squatter households had been supplied with electricity, water, waste and sanitation services (10%);
- The extent to which there had been increases in the number of people who had been supplied with water (yard or in-house connections), electricity and flush toilets, either as a comparative percentage between urban and rural areas or a specific linear increase in provision (35%);
- The extent to which the municipality had increased its provision of low-cost housing for the unemployed (5%);
- The extent to which there had been an increase/decrease in complaints received by the municipality (5%);
- The measurement and communication (by the municipality) of percentages in improvement against indicators adopted by the municipality and/or the rates for installations and disconnections (15%).

### **3.3.9 Municipal Information Dissemination**

From an analysis of the data it was found that 10% of the respondents residing in townships, 85% residing in suburbs, 25% residing in low-cost housing and 55% of respondents residing in informal settlements indicated that they regularly participated in information dissemination activities through municipal structures and processes that have been put in place to promote civic awareness.

An additional 60% of the respondents residing in townships, 10% residing in suburbs, 35% residing in low-cost housing and 40% residing in informal settlements indicated that, while they had participated in municipal participative processes and information dissemination activities aimed at promoting civic awareness and involvement, this had happened infrequently or very seldom.

Thirty percent (30%) of the respondents in townships, 5% residing in suburbs, 35% residing in low-cost housing and 5% of the people residing in informal settlements had never participated in municipal processes and information dissemination activities aimed at promoting civic awareness and involvement, while 5% of the people in low-cost housing abstained from answering this question.

### **3.3.10 Mechanisms for Municipal Communication**

#### **3.3.10.1 Townships**

Twenty five percent of respondents residing in the township residential focus area report that they obtain information about the municipality and its activities from newspapers, while an additional 10% of respondents indicated that they receive information at meetings. The balance of the respondents identified one or more of the following mechanisms / channels for obtaining information about the municipality and its activities in respect of service delivery:

- Information from accounts or from account inserts (5%);
- Information from brochures (5%);
- Information from leaflets (5%);
- Information from newsletters (5%);

- Information from rent receipts (5%); and
- Information from counsellors (5%).

### **3.3.10.2 Suburbs**

The largest percentage of respondents residing in the suburban residential focus area (50%) reported that they obtain information about the municipality and its activities from newsletters and newspapers, while an additional 30% of respondents indicated that they receive information from leaflets and account inserts. The balance of the respondents identified one or more of the following mechanisms / channels for obtaining information about the municipality and its activities in respect of service delivery:

- Information provided at meetings (20%);
- Information from their own records (10%);
- Information from flyers and information provided on their accounts (5%);

### **3.3.10.3 Low-Cost Housing**

Fifty percent (50%) of the respondents residing in the low-cost housing focus area indicated that they receive information municipal information via mail, 10% of respondents indicated that they receive information through newsletters, 10% through pamphlets, whilst 5% receive information through their attendance at meetings.

### **3.3.10.4 Informal Settlements**

The vast majority of the respondents residing in informal settlements indicated that they receive information regarding municipal functioning and performance through attendance at one or more types of meeting. The following information is relevant in respect of the information source:

- Municipal Committee Meetings (40%);
- General Meetings (25%);
- South African National Civics Organisation (SANCO) Meetings (20%);
- Community Meetings (5%);
- Ward Forum Meetings (5%)

In addition to the above, information was sourced from newsletters (10%) and through communication with councilors (5%).

## **3.3.11 Preferred Methods of Communication**

### **3.3.11.1 Townships**

The largest percentage of respondents residing in the township residential focus area (45%) indicated that they would prefer to obtain information about the municipality and its activities from meetings and letters, while an additional 20% of respondents indicated that they would prefer to receive information via radio broadcasts. The balance of the respondents identified one or more of the

following preferred mechanisms / channels for obtaining information about the municipality and its activities in respect of service delivery:

- Information from a public representative from the municipality (5%);
- Information from brochures (5%);
- Information through community-based organisations (5%)
- Information through community leaders (5%)
- Information through meetings with the mayor (5%);
- Information from newspaper articles (5%);

### **3.3.11.2 Suburbs**

The largest percentage of respondents residing in the suburban residential focus area (40%) indicated that they would prefer to obtain information about the municipality and its activities from radio broadcasts, 30% would like to receive information through newsletters while an additional 35% would prefer to receive information via e-mail communication and/or a municipal website.

The balance of the respondents identified one or more of the following preferred mechanisms / channels for obtaining information about the municipality and its activities in respect of service delivery:

- Information from brochures and flyers (20%);
- Information through meetings (10%);
- Information from newspaper articles (5%).

### **3.3.11.3 Low-Cost Housing**

The largest percentage of respondents residing in the low-cost housing residential focus area (50%) indicated that they would prefer to obtain information about the municipality and its activities from letters and account inserts. The balance of the respondents identified one or more of the following preferred mechanisms / channels for obtaining information about the municipality and its activities in respect of service delivery:

- Information from a public representative from the municipality (5%);
- Information from newsletters, leaflets and brochures (25%);
- Information from pamphlets (15%);
- Information through public announcements via a mobile loudspeaker system (15%);
- Information through public meetings (15%);
- Information through personal visits to the municipal offices (10%);
- Information from radio and/or newspaper articles (15%).

### **3.3.11.4 Informal Settlements**

Fifty percent (60%) of the respondents residing in the informal settlement residential focus area indicated that they would prefer to obtain information about the municipality and its activities from community and/ or municipal meetings.

The balance of the respondents identified one or more of the following preferred mechanisms / channels for obtaining information about the municipality and its activities in respect of service delivery:

- Information from letters, brochures and flyers (30%);
- Information through radio broadcasts (20%);
- Information from newspaper articles (5%);
- Information from a public representative from the municipality (5%);
- Information from pamphlets (5%);

### **3.3.12 Factors Promoting Willingness to Pay**

#### **3.3.12.1 Townships**

Based on an analysis of the data obtained from respondents residing in the Township residential focus area, the following factors were identified as playing a role in ensuring a positive orientation towards regular payment for services. Increased community-based job creation in water, waste and sanitation related services and maintenance was cited as an important factor by 15% of respondents, while 10% indicated that improvements in the services being offered would play a significant influencing role.

Each of the following sets of factors were identified as important in promoting a willingness to pay by 5% of respondents from the Township focus area:

- Rendering of accurate accounts by the municipality;
- Rendering of timeous accounts by the municipality;
- Accuracy of accounts whereby only charges for what has been used are billed;
- Ongoing monitoring of the activities of members of ward committees;
- A discounted service being introduced for pensioners;
- Equity is introduced whereby everybody is required to pay for services;
- A system of discounting is introduced if consumers do not have any outstanding amounts owing to the municipality;
- The price of water and other services are reduced;
- Meters are reset to zero at each reading in order to ensure the accuracy of metering and billing;
- Meter readers are forced to go from house to house as there is a perception that they do not always do this and provide arbitrary amounts for billing based on consumption from previous months;
- The accuracy of meters are checked monthly or on a regular basis;
- Water of higher quality than present is supplied;
- Separate accounts are rendered to consumers for electricity and other services;
- Services are reliable.



### **3.3.12.2 Suburbs**

An analysis of data showed that 20% of the respondents from the suburban focus area indicated that their orientation to payment for services would be enhanced if their accounts were to be rendered in a format that was more readily understandable and appeared more reasonable. An additional 35% required that water of a higher quality be delivered, 15% required equity in respect of the enforcement of a system whereby all consumers were obliged to pay for the services they received and an additional 15% required accurate metering. While 10% of respondents indicated that they did not mind paying for the services being provided to them, 10% indicated that they believed that they were being charged too much and wanted a reduction in costs of the services.

Each of the following sets of factors were identified as important in promoting a willingness to pay by 5% of respondents from the suburban residential focus area:

- The provision of an after hours services;
- Greater convenience in respect of facilities for handling payments, consumer services and complaints;
- Rendering of timeous accounts by the municipality;
- The implementation of a discounted rate for the elderly and paraplegics;
- The implementation of a proactive maintenance system for reticulation and sewerage;
- The implementation of a reliable water service;
- The installation of satellite pay points;
- The installation of an updated metering system.

### **3.3.12.3 Low-Cost Housing**

An analysis of data showed that 35% of respondents from the low-cost housing residential focus area indicated that they would not pay for services, irrespective of improvements in delivery and/or services, due to the high unemployment rates in the country. The requirement for improved service delivery was identified by 15% of respondents, verifiable accurate meter reading by 10% and improved communication and feedback from the municipality by an additional 10% of respondents.

The following factors were identified as important in promoting a willingness to pay by 5% of respondents from the low-cost housing focus area:

- Accurate meter reading;
- Sufficient supplies of water for everybody;
- Effective proactive maintenance;
- Enforcement of the “user pays” principle as it is believed that groups of people ‘get away’ scot-free without paying for services thus promoting inequity and lawlessness;
- The price of water and other services are reduced;
- The implementation of a significantly more efficient municipal service delivery system.

### **3.3.12.4 Informal Settlements**

Forty percent (40%) of respondents from the informal settlements residential focus area indicated that they would be positively orientated to rendering payment for services if they actually received accounts, while an additional 35% of respondents would be willing to pay for services if their water use was metered on an ongoing basis. In line with this basic approach, 25% of respondents indicated that they would be happy to pay if working meters were installed. The requirement for equity and the enforcement of a system whereby every water user was obliged to pay for the services delivered to them was identified by 20% of respondents, 15% of respondents required that a discount system be introduced for the unemployed and pensioners. Two additional sets of respondents representing a 10% sample each indicated that they would be happy to pay if there were enough water and/or if they were provided with higher levels of service in the form of yard connections.

The following factors were identified as important in promoting a willingness to pay by 5% of respondents from the informal settlement residential focus area:

- Growth in the employment sector that would allow households to generate an income;
- A reduction in the costs of supply and services;
- The introduction of a proactive maintenance system;
- A significant reduction in leakages;
- The introduction of a system that prevented illegal connections;
- The introduction of a flat rate per household per month;
- The provision of proper low cost housing to residents of informal settlements.

### **3.3.13 Factors Decreasing Willingness to Pay**

#### **3.3.13.1 Townships**

From an analysis of the data provided by the respondents from the township residential focus area, it appeared that the following factors were perceived as playing a role in decreasing willingness to pay for services:

- High costs attached to water supply and services delivery (15%);
- Inequity as a result of non-enforcement of payment for services (10%);
- Water cuts due to arrears and non-payment (15%);
- Increasing rates without telling the community thereof (10%);
- Unchecked and/or broken meters (10%);
- Council relying on Ward Committees to do their work (5%);
- The use of 'middle-men' in water supply (5%);
- Other people being provided with free houses and services (5%);
- Poor quality of water ("dirty water") (5%);
- Poor quality of services (5%);
- "Untarred streets" and "dirty roads" (5%);

- Water wastage due to burst and leaking pipes that are either not repaired or left leaking for “unacceptable” periods of time before repairs are effected (5%).

### **3.3.13.2 Suburbs**

From an analysis of the data provided by the respondents from the suburban residential focus area, it appeared that the following factors were perceived as playing a role in decreasing willingness to pay for services:

- High costs attached to water supply and services delivery (35%)
- Inequity as a result of non-enforcement of payment for services (20%);
- Poor quality of services, as assessed through water that “is not available” (20%);
- Poor quality of water (“polluted water”) (20%);
- Unchecked and/or broken meters (15%);
- Late and/or non-delivery of accounts (10%);
- Inequity as a result of allowing unauthorised connections (10%);
- Differences in municipal rates charged (10%);
- Water wastage due to burst and leaking pipes that are either not repaired or left leaking for “unacceptable” periods of time before repairs are effected (10%).
- Inadequate preventive maintenance of supply systems (5%);
- Frequent sewerage blockages (5%);
- Suspension of services without previous notice and/or warning (5%);

### **3.3.13.3 Low-Cost Housing**

From an analysis of the data provided by the respondents from the low cost housing residential focus area, it appeared that the following factors were perceived as playing a role in decreasing willingness to pay for services:

- High costs attached to water supply and services delivery (20%)
- Water and/or electricity cuts due to arrears and non-payment (15%);
- Incorrectly checked and/or unchecked meters (15%);
- Inadequate or non-existent preventive maintenance of supply systems (5%);
- Poor communication from the municipal authority (5%);
- Poverty in the community (5%);
- Apparent absence of national and/or local employment opportunities (5%);
- Poor quality of water (“dirty water”) (15%);
- Poor quality of services (15%);

### 3.3.13.4 Informal Settlements

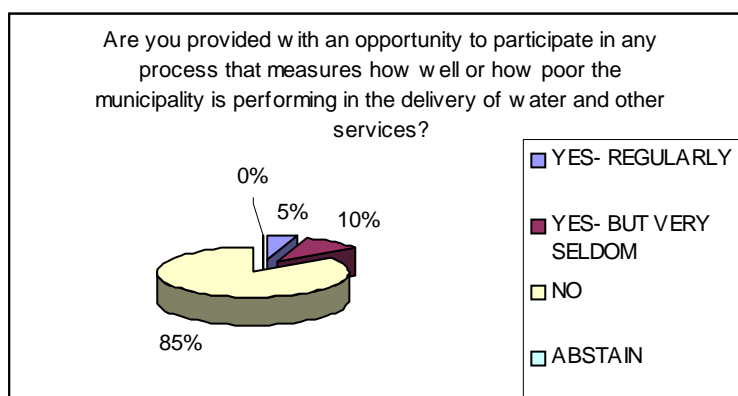
From an analysis of the data provided by the respondents from the low-cost residential settlement focus area, it appeared that the following factors were perceived as playing a role in decreasing willingness to pay for services:

- Inequity as a result of allowing unauthorised connections (40%);
- Non-metering of water consumption (30%);
- Non-delivery of accounts (15%);
- Absence of meters from stands (10 %);
- Non-delivery and/or unreliable delivery of water (10%);
- High costs attached to water supply and services delivery (5%);
- Water cuts due to arrears and non-payment (5%).

### 3.3.14 Opportunities for Consumer Participation

#### 3.3.14.1 Townships

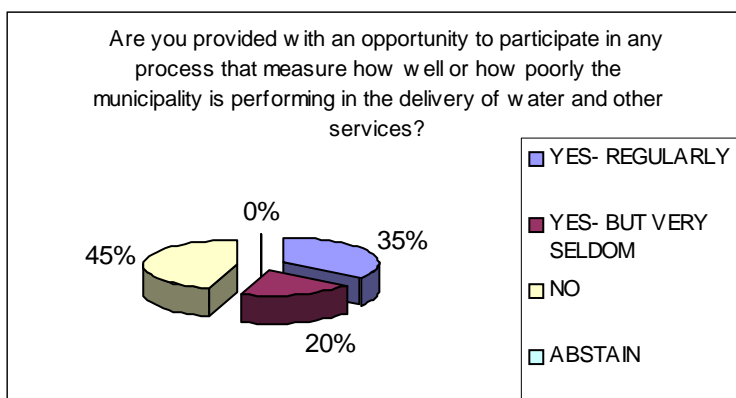
The following pie chart provides a statistical breakdown of the extent to which respondents from the township residential focus area indicated that they were provided with opportunities to participate in activities related to the measuring of service and performance delivery within the municipal context.



As may be seen from the above diagram, 5% of the respondents in this category indicated that they were regularly in a position to participate in processes to measure performance, 10% of the respondents indicated that they were very seldom in such a position, while 85% of respondents indicated that they were not placed in a position where they could participate.

#### 3.3.14.2 Suburbs

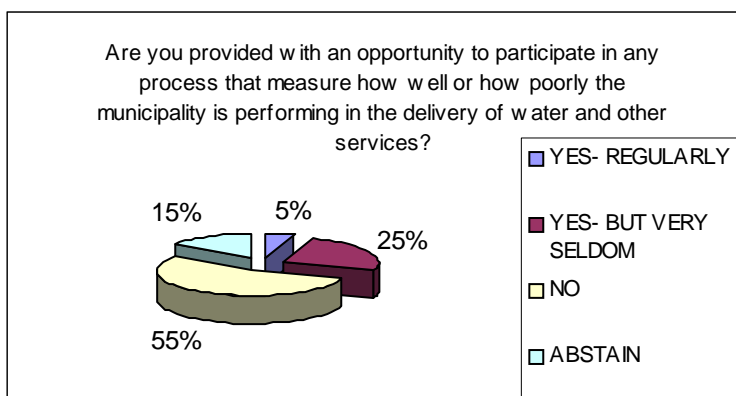
The following pie chart provides a statistical breakdown of the extent to which respondents from the suburban residential focus area indicated that they were provided with opportunities to participate in activities related to the measuring of service and performance delivery within the municipal context.



As may be seen from the above diagram, 35% of the respondents in this category indicated that they were regularly in a position to participate in processes to measure performance, 20% of the respondents indicated that they were very seldom in such a position, while 45% of respondents indicated that they were not placed in a position where they could participate.

### 3.3.14.3 Low-Cost Housing

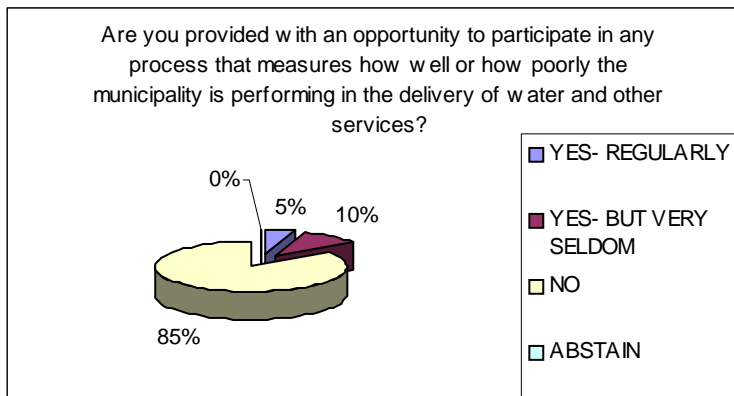
The following pie chart provides a statistical breakdown of the extent to which respondents from the low-cost residential focus area indicated that they were provided with opportunities to participate in activities related to the measuring of service and performance delivery within the municipal context.



As may be seen from the above diagram, 5% of the respondents in this category indicated that they were regularly in a position to participate in processes to measure performance, 25% of the respondents indicated that they were very seldom in such a position, while 55% of respondents indicated that they were not placed in a position where they could participate. Fifteen percent (15%) of the respondents from this focus group abstained from answering this question.

### 3.3.14.4 Informal Settlements

The following pie chart provides a statistical breakdown of the extent to which respondents from the informal settlements residential focus area indicated that they were provided with opportunities to participate in activities related to the measuring of service and performance delivery within the municipal context.



As may be seen from the above diagram, 5% of the respondents in this category indicated that they were regularly in a position to participate in processes to measure performance, 10% of the respondents indicated that they were very seldom in such a position, while 85% of respondents indicated that they were not placed in a position where they could participate.

### **3.3.15 Structured Participation**

#### **3.3.15.1 Attendance at Ward Committee Meetings**

From an analysis of the data related to whether or not respondents attended Ward Committee Meetings, 10% of the respondents in townships, 35% in suburbs, 70% in low-cost housing and 75% of the people in informal settlements reported that they attended such meetings.

Forty-five percent (45%) of respondents in the townships focus area, 20% of respondents in the suburban area, 5% in the low-cost housing focus area and 25% of respondents in the informal settlements focus area indicated that they know somebody who attends Ward Committee Meetings.

Fifteen percent (15%) of the respondents in the townships focus area and 45% of respondents in the suburban focus area indicated that they believe that attending Ward Committee meetings is a waste of time.

While 30% of the respondents in the townships residential area indicated that they did not know what Ward Committees are, 25% of the respondents residing in the low-cost housing focus area abstained from answering this question.

#### **3.3.15.2 Committees, other than Ward Committees**

From an analysis of the data related to whether or not respondents attended meetings of committees, other than ward committees, 10% of the respondents in suburbs indicated the belief that this would be a waste of time. Of the balance, 5% of the respondents in the township residential focus area, 25% of respondents from the suburban focus area, 75% from the low-cost housing focus area and 80% of respondents from the informal settlements residential focus area reported that they attended such meetings.

In addition, 75% of the respondents in the township residential focus area, 50% of respondents from the suburban focus area, 10% from the low-cost housing focus area and 20% of the respondents from the informal settlements residential focus area indicated that they personally know somebody who belongs to a committee,

other than a ward committee, which afforded them an opportunity to participate in activities related to the measuring of service and performance delivery within the municipal context.

Fifteen percent (15%) of the respondents in townships, 15% in suburbs and 15% in low-cost housing do not know of any Committees or processes that specifically provide an opportunity to participate in activities related to the measuring of service and performance delivery within the municipal context. Five percent (5%) of the respondents in the township focus area abstained from answering the question.

### **3.3.15.3 Committees and Bodies Offering Participation**

The following table provides a breakdown of the different structures, processes and/or bodies identified by the participants from the four residential focus areas that are believed to offer consumers the opportunity to participate in activities related to the measuring of service and performance delivery within the municipal context.

The respondents were requested to provide responses in respect of municipal as well as non-municipal processes that are being used or could be used to afford participation in performance evaluation.

<b>MEETING SITUATIONS IDENTIFIED AS OFFERING PARTICIPATION</b>	
<b>Townships</b>	<ul style="list-style-type: none"> <li>• Ward Committee meetings</li> <li>• Community meetings</li> <li>• Metro Council meetings</li> <li>• Municipal office meetings</li> <li>• Municipal councillor meetings</li> <li>• Sanco meetings</li> </ul>
<b>Suburbs</b>	<ul style="list-style-type: none"> <li>• Ratepayers Association meetings</li> <li>• Community meetings</li> <li>• Ward Committee meetings</li> <li>• Community policing forum meetings</li> </ul>
<b>Low-cost Housing</b>	<ul style="list-style-type: none"> <li>• Development Foundation meetings</li> <li>• Community Policing Forum</li> <li>• Municipal office meetings</li> <li>• Ward Committee meetings</li> </ul>
<b>Informal Settlements</b>	<ul style="list-style-type: none"> <li>• Community meetings</li> <li>• Sanco meetings</li> <li>• Committee meetings</li> <li>• Ward Committees</li> <li>• Area meetings</li> <li>• Council meetings</li> <li>• Section meetings</li> </ul>

### **3.3.16 Knowledge of Consumer Service Contact Detail**

An analysis of the data related to whether or not respondents knew what municipal department or division to contact in the event of consumer related issues and/or problems it was found that 85% of the respondents in townships, 50% in suburbs, 75% in low-cost housing and 60% of those in informal settlements could not provide any indication that they had such contact details.

Five percent (5%) of the people in townships, 10% in low-cost housing and 10% in informal settlements, abstained from answering the question.

### **3.3.17 Consumer Services Provision**

An analysis of the data related to whether or not respondents had actually contacted a municipal consumer service centre and/or hotline, 35% of the respondents in townships, 5% in suburbs, 30% in low-cost housing and 35% of respondents in the informal settlements focus area indicated that, while they may have felt the need to do so, they could not access the service due to the fact that they were not clear about who should be contacted.

Fifteen percent (15%) of the respondents from the township residential focus area, 35% from the suburban area, 15% from the low-cost housing area and 10% of the respondents from the informal settlement focus area indicated that they had never needed to contact the municipality for any problems, issues and/or queries.

It was found that 30% of the respondents in townships, 50% from suburbs, 30% from low-cost housing and 20% from informal settlements indicated that they had been required to contact the municipality and that they were satisfied with the response they received to this contact. However it was found that, in contrast, 20% of the respondents in townships, 10% in suburbs, 20% in low-cost housing and 35% in informal settlements indicated that they had contacted the municipality but had not received a satisfactory response in respect of such a complaint, query and/or issue.

Five percent (5%) of the people in low-cost housing abstained from the question.

### **3.3.18 Knowledge of Metering Services**

An analysis of the data related to whether or not respondents were able to assess the accuracy of meter readings as reflected on their accounts, 5% of the respondents in townships and 45% of the respondents residing in the informal settlements residential focus area indicated that they do not have a metered service. Ten percent (10%) of the respondents in townships and 20% of the people in low-cost housing abstained from the question.

However, 40% of the respondents from the township residential focus, 20% from the suburban area, 60% from the low-cost housing and 20% of the respondents from the informal settlements residential focus area indicated that they did not know how to assess the accuracy of meter readings as reflected on their accounts.

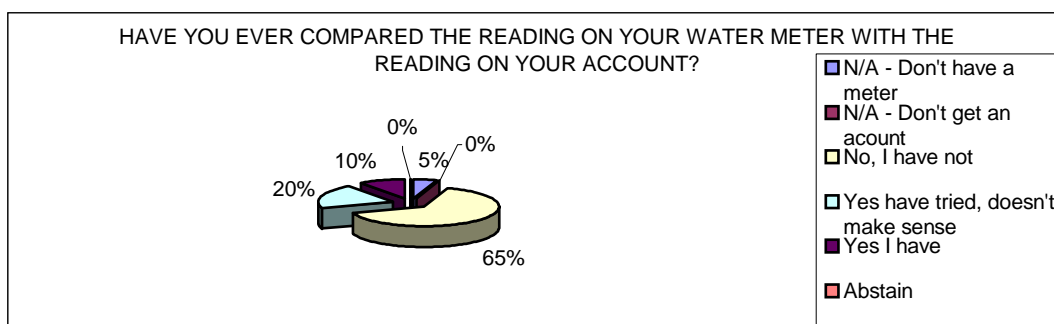
### **3.3.19 Accuracy of Accounts**

The data in respect of this section relate to the question posed to respondents in the different focus areas as to whether or not they habitually or intermittently checked the accuracy of their accounts against the meter readings.

#### **3.3.19.1 Townships**

The following pie chart provides a statistical breakdown of the extent to which respondents from the township residential focus area indicated that they checked the readings on their accounts with that on their meter.

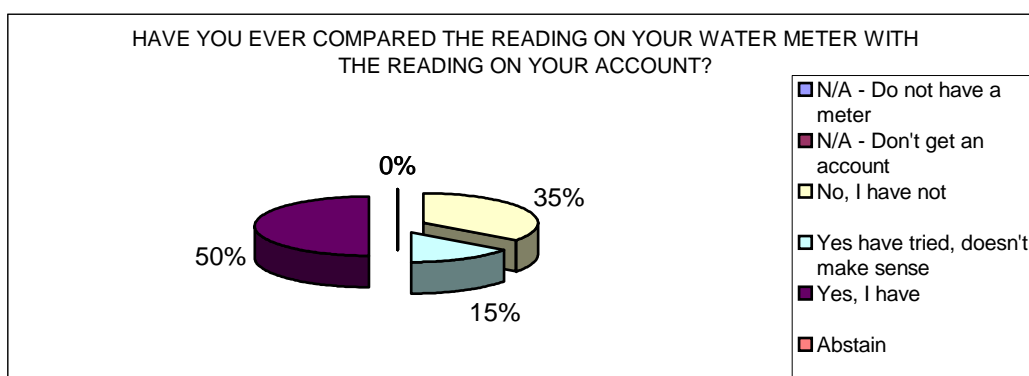




As may be seen, 5% of the respondents indicated that they do not have a metered service, 65% indicated that they have not compared the reading on their water meter with the reading on their account, 20% indicated that they have compared the reading on their water meter with the reading on their account, but it did not seem to make sense, while 10% indicated that it was a regular, straight-forward process that they undertook on regular or intermittent basis.

### 3.3.19.2 Suburbs

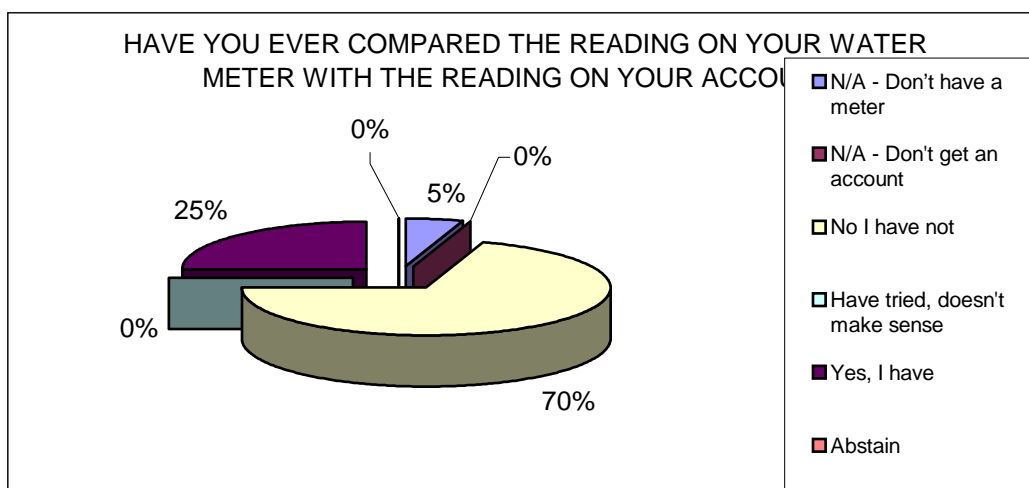
The following pie chart provides a statistical breakdown of the extent to which respondents from the suburban residential focus area indicated that they checked the readings on their accounts with that on their meter.



It may be seen that 35% of respondents from this focus group indicated that they have never compared the reading on their water meter with the reading on their account, 15% that they have compared the reading on their water meter with the reading on their account, but that it did not appear to correlate or make sense, while 50% indicated that they do or have compared the readings on their water meter with the reading on their account.

### 3.3.19.3 Low Cost Housing

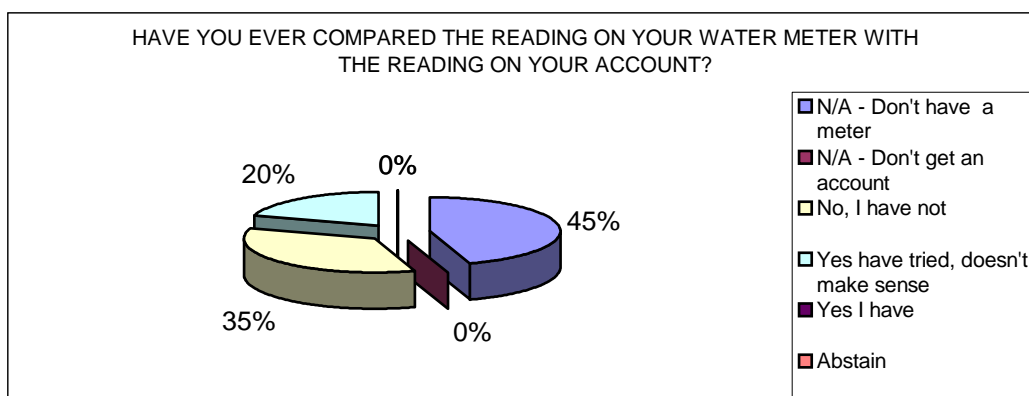
The following pie chart provides a statistical breakdown of the extent to which respondents from the low-cost housing residential focus area indicated that they checked the readings on their accounts with that on their meter.



It may be seen from the above that 25% of respondents from the low-cost housing residential focus area indicated that they do not receive an account, 5% indicated that they do not have a metered service and 70% indicated that they have never compared the reading on their water meter with the reading on their account.

### 3.3.19.4 Informal Settlements

The following pie chart provides a statistical breakdown of the extent to which respondents from the informal settlements residential focus area indicated that they checked the readings on their accounts with that on their meter.



It may be seen that 45% of the respondents from informal settlements indicated that they do not have a metered service, 35% that they have not compared the reading on their water meter with the reading on their account while the balance of 20% indicated that they have compared the reading on their water meter with the reading on their account, but it did not seem to make sense.

## 4 DISCUSSION OF RESULTS

### 4.1 INTRODUCTION

The following section of the report provides a brief synopsis and discussion of pertinent aspects of the results of the study.

### 4.2 BASIC MUNICIPAL SERVICES PROVIDED

The following table provides information about the level of services provided within each of the four residential focus areas, as reported by respondents.

AREA	YARD CONNECTION	WATERBORNE SEWERAGE	WASTE COLLECTION
Suburbs	100%	100%	100%
Township	100%	95%	90%
Low cost housing	100%	80%	95%
Informal	90%	65%	25%

From the above it may be seen that all residential focus areas report either a 100% or relatively high levels on water and sanitation related services. While the suburban, township and low-cost housing developments appear to be completely or extensively covered in respect of the provision of waste services, the situation in the informal settlement is less rosy with only 25% of respondents indicating a waste collection service of any kind.

What is surprising in respect of this information category is the high incidence of yard connections (90%) and waterborne sewerage systems (65%) reported in the informal settlement service. It is known<sup>1</sup> that, in line with the high levels of urbanisation, there is a rapid increase of informal housing in urban areas. While there has been close on a 100% increase in the incidence of informal housing in rural and urban South Africa for the period 1995 to 1999, 97% of these informal houses occur in the urban settlement context. In contrast, the number of formal housing units in urban areas has risen by only 5%. This means that the large majority of 'new' urban dwellers are housed in dense, informal settlement areas. Although the study has not included an evaluation of levels of municipal cost recovery, it is believed that sustaining such high levels of yard connections and waterborne sewerage systems as found within the research focus area across all informal settlement areas is not deemed sustainable from a financial point of view.

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<sup>1</sup> Schoeman, G. (2003). National Strategy for the Provision of Sanitation for Informal Settlements.

#### 4.3 MUNICIPAL PERFORMANCE MEASUREMENT

The following table provides a summary of the information about the degree to which respondents indicated an awareness of the fact that municipalities were obliged to measure their delivery performance.

Area	YES	NO
Suburbs	65%	35%
Township	25%	75%
Low cost housing	60%	40%
Informal settlement	5%	95%

The highest levels of lack of knowledge about the onus on municipalities to measure their own performance were identified within the township (75%) and informal settlements (95%) residential focus areas.

While it could be assumed that suburban dwellers have a relatively high incidence of information about the requirements placed on municipalities through access to the more sophisticated communications channels such as e-mail and internet, this knowledge base is only marginally higher (5%) than that for low-cost housing settlements where it could be assumed that there is a far lower level of access to sophisticated communications channels.

#### 4.4 CONSUMER MEASUREMENT OF MUNICIPAL DELIVERY

The following table provides information about the extent to which respondents actively engaged in the monitoring of municipal service delivery.

AREA	YES	NO	DON'T KNOW HOW
Suburbs	15%	35%	50%
Township	15%	25%	60%
Low cost housing	45%	35%	20%
Informal settlement	25%	30%	45%

From the above summary table it is interesting to note that respondents from the low cost housing residential focus area report significantly higher levels of monitoring (45%) of municipal performance than suburban respondents (15%), township respondents (15%) and informal settlement respondents (25%). The low cost housing respondent category also have the lowest percentage number of persons who report not monitoring municipal performance on the basis that they "do not know how to do this" (20%) as opposed to 50% of respondents from the suburban focus area, 60% from the township focus area and 45% from informal settlements.

#### 4.5 CRITERIA FOR 'GOOD SERVICE DELIVERY'

The following summary table provides information about the municipal performance measures that respondents believed could be used to monitor good service delivery from a consumer point of view. A breakdown has been provided in respect of the criteria identified by each of the respondent categories.

SUBURBS	TOWNSHIPS	LOW-COST HOUSING	INFORMAL SETTLEMENTS
<ul style="list-style-type: none"> <li>• Clean water/ water of quality</li> <li>• Reliable/available on a daily basis</li> <li>• Accessible, well-staffed services</li> <li>• Maintenance of the system</li> <li>• Comprehensive delivery</li> <li>• Efficiency measured in reduced costs</li> <li>• Timeous notice of disruptions</li> <li>• Upgraded systems</li> </ul>	<ul style="list-style-type: none"> <li>• Clean water/ water of quality</li> <li>• Reliable/available on a daily basis</li> <li>• Absence of water and sanitation related diseases</li> <li>• Free basic water for all</li> <li>• Maintenance of the system</li> <li>• Comprehensive delivery</li> <li>• No blockages and/or leaks</li> </ul>	<ul style="list-style-type: none"> <li>• Clean water/ water of quality</li> <li>• Maintenance of the system</li> <li>• Reduction in costs</li> <li>• Adequate water pressure</li> <li>• Comprehensive delivery</li> <li>• No blockages and/or leakages</li> <li>• Working meters and improved billing</li> <li>• Improved communication</li> </ul>	<ul style="list-style-type: none"> <li>• Reliable/available on a daily basis</li> <li>• Water of quality</li> <li>• Yard connections for all</li> <li>• "Proper" sewerage systems</li> <li>• Free basic water</li> <li>• Cost reduction for e.g. pensioners</li> <li>• Maintenance of the system</li> <li>• Adequate water pressure</li> <li>• Comprehensive Delivery</li> <li>• No blockages and/or leaks</li> <li>• Working meters and improved billing</li> <li>• Improved communication</li> </ul>

In large part, all respondent categories emphasise the need for water of quality, supplied on a comprehensive, reliable basis. Requirements for proactive maintenance of supply systems rather than reactive repair is deemed important by all categories, while improved communication is seen as a requirement of the informal and low-cost housing residential focus areas. It would have been expected that, in the light of the fact that respondents from the suburban and township focus areas would have been more likely to express the need for effective communications, given the lack of knowledge and awareness regarding municipal performance monitoring found in these two sample groups.

#### 4.6 MECHANISMS FOR MEASURING CHANGE IN PERFORMANCE

A diverse set of mechanisms for measuring changes in municipal performance were identified by each set of respondents, which nevertheless showed significant correlation across the different categories of respondents. The most important mechanisms for measuring change identified by all groups were:

- Improvements in environmental 'cleanliness';
- Water of quality, including a reduction/absence in waterborne diseases;
- Comprehensive supply coverage and service provision;
- Effective communication and reporting from the municipality;
- Effective mechanisms for participation should this be required;

- Efficient proactive maintenance of systems;
- 'Visible' monitoring of services by the municipality (e.g. through the appointment of inspectors) and reporting of such findings on a regular basis.

#### 4.7 MUNICIPAL INFORMATION DISSEMINATION

The following summary table provides information about the extent to which respondents indicated that they had been provided with channels and mechanisms for civic participation and information dissemination to obtain information about municipal activities.

AREA	YES-REGULARLY	YES-SELDOM	NO	ABSTAIN
Suburbs	85%	10%	5%	
Townships	10%	60%	30%	
Low-cost housing	25%	35%	35%	5%
Informal settlements	55%	40%	5%	

From the above table it is interesting to note that respondents from the low-cost housing residential focus area indicate one of the lowest levels of concurrence that the municipality has provided the mechanisms and channels for participation and information dissemination regarding municipal activities. This is despite the fact that respondents from this focus group indicated the greatest degree of awareness about the requirement that municipalities monitor their own performance and the highest degree of involvement in instituting their own monitoring processes.

Respondents from the suburban focus area show the highest level of agreement with the statement that they were in a position to participate in municipal structures and processes (85% often and 10% seldom) as opposed to townships (10% often and 60% seldom) and informal settlements (55% often and 40% seldom).

#### 4.8 MECHANISMS FOR MUNICIPAL COMMUNICATION

The following summary table provides information about the various mechanisms currently being employed by the municipality to communicate with consumers as identified by the respondents from each focus area. A breakdown has been provided in respect of the most commonly used communication channels/mechanisms in respect of each of the respondent categories.

SUBURBS	TOWNSHIPS	LOW-COST HOUSING	INFORMAL SETTLEMENTS
<ul style="list-style-type: none"> <li>• Newspapers</li> <li>• Newsletters (with accounts)</li> <li>• Meetings</li> <li>• Flyers</li> <li>• Accounts</li> </ul>	<ul style="list-style-type: none"> <li>• Newspapers</li> <li>• Meetings</li> <li>• Accounts</li> <li>• Ward councillors</li> <li>• Newsletters</li> </ul>	<ul style="list-style-type: none"> <li>• Mail</li> <li>• Newsletters</li> <li>• Pamphlets</li> <li>• Community meetings</li> </ul>	<ul style="list-style-type: none"> <li>• Ward committee meetings</li> <li>• SANCO meetings</li> <li>• Newsletters</li> <li>• Councillors</li> </ul>

From the above table it may be seen that while newsletters are identified as information source throughout, accounts do not feature as a vehicle for the delivery of information to residents of low-cost housing and informal settlements. However, both these categories identify community (mass) meetings arranged by one or other civics association (e.g. SANCO) as a mechanism currently being used for information dissemination.

#### 4.9 PREFERRED METHODS OF COMMUNICATION

The following summary table sets out the different communication channels through which respondents in each of the residential focus areas have indicated that they would prefer to obtain information about municipal service delivery and performance.

SUBURBS	TOWNSHIPS	LOW-COST HOUSING	INFORMAL SETTLEMENTS
<ul style="list-style-type: none"> <li>• Radio</li> <li>• Website</li> <li>• Newsletter</li> <li>• Meetings</li> <li>• Flyers</li> <li>• E-mail</li> </ul>	<ul style="list-style-type: none"> <li>• Letters</li> <li>• Meetings</li> <li>• Radio</li> <li>• Community leaders</li> <li>• Community Organisations</li> </ul>	<ul style="list-style-type: none"> <li>• Mail</li> <li>• Loudspeakers</li> <li>• Public meetings</li> <li>• Newsletters</li> <li>• Pamphlets</li> <li>• Meetings</li> </ul>	<ul style="list-style-type: none"> <li>• Ward committee meetings</li> <li>• SANCO meetings</li> <li>• Newsletters</li> <li>• Councillors</li> <li>• Officials</li> </ul>

From the above table it may be seen that a number of suggestions for additional communication vehicles have been identified by respondents from each of the focus areas. These are as follows:

- Suburban focus area - e-mail and internet based communication;
- Township focus area – individualised letters and radio;
- Low-cost housing area – community information dissemination through loud-hailers; and
- Informal settlements – officials reporting directly to the community.

#### 4.10 FACTORS PROMOTING WILLINGNESS TO PAY

The following summary table sets out the factors that have been identified by the different respondent categories that would positively impact on their willingness to pay.

SUBURBS	TOWNSHIPS	LOW- COST HOUSING	INFORMAL SETTLEMENTS
<ul style="list-style-type: none"> <li>• Accounts are reasonable and understandable</li> <li>• Water is clean</li> <li>• Everybody pays</li> <li>• Good quality water</li> <li>• Water is metered</li> <li>• After hours services</li> </ul>	<ul style="list-style-type: none"> <li>• Job creation</li> <li>• Availability of water</li> <li>• Accurate accounts</li> <li>• Accounts send on time</li> <li>• Everybody pays</li> <li>• Discount for pensioners</li> </ul>	<ul style="list-style-type: none"> <li>• Job creation</li> <li>• Delivery is good</li> <li>• Communication</li> <li>• Proper meter reading</li> <li>• Enough water for everybody</li> <li>• Good maintenance team</li> </ul>	<ul style="list-style-type: none"> <li>• Receive accounts</li> <li>• Reliable supply</li> <li>• Meters installed</li> <li>• Everybody pays</li> <li>• Discount for unemployed and pensioners</li> <li>• Yard connections</li> </ul>

<ul style="list-style-type: none"> <li>• Timely accounts send</li> <li>• Elderly and paraplegics get discount</li> <li>• Satellite pay points</li> </ul>	<ul style="list-style-type: none"> <li>• Proper meter reading</li> <li>• Meters working</li> </ul>	<ul style="list-style-type: none"> <li>• Reduced costs</li> </ul>	<ul style="list-style-type: none"> <li>• Reduced costs</li> <li>• Job creation</li> <li>• No illegal connections</li> </ul>
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It is interesting to note from the above table that job creation is viewed as a factor that will improve willingness to pay in all respondent categories bar the suburban focus group, while the requirement that an after-hour payment facility be provided is unique to this group.

All focus area respondents see the requirement for equity through special arrangements for the poor and disabled, enforced payment of accounts and the provision of water of quality on a reliable basis as important. Informal settlement respondents identify the need to prevent illegal (unauthorised) connections to promote a positive orientation to payment for services.

#### 4.11 FACTORS DECREASING WILLINGNESS TO PAY

The following summary table sets out the factors that have been identified by the different respondent categories that would negatively impact on their willingness to pay and serves to identify the issues/factors that would appear to promote dissatisfaction and resistance to pay for services.

SUBURBS	TOWNSHIPS	LOW-COST HOUSING	INFORMAL SETTLEMENTS
<ul style="list-style-type: none"> <li>• High cost</li> <li>• Other people not paying</li> <li>• Availability</li> <li>• Polluted water</li> <li>• Illegal connections</li> <li>• Not receiving accounts</li> <li>• Meters not read</li> <li>• Frequent leakages and blockages</li> <li>• Poor quality</li> </ul>	<ul style="list-style-type: none"> <li>• High cost</li> <li>• Others not paying</li> <li>• Water cuts due to arrears</li> <li>• Unchecked meters</li> <li>• Relying on the ward committees</li> <li>• Free houses and services for others</li> <li>• Polluted water</li> <li>• Non-consultation</li> <li>• Leakages</li> </ul>	<ul style="list-style-type: none"> <li>• High cost</li> <li>• Polluted water</li> <li>• Meter reading</li> <li>• Water cuts</li> <li>• Lack of income</li> <li>• Poor communication</li> <li>• Poor maintenance</li> </ul>	<ul style="list-style-type: none"> <li>• High cost</li> <li>• Water is not metered</li> <li>• UCs</li> <li>• Others getting free water</li> <li>• Not receiving accounts</li> <li>• Not getting water</li> <li>• Disconnections</li> <li>• Poor maintenance</li> <li>• Proper roads and electricity.</li> </ul>

It may be seen from the above table that municipal failure to ensure that the requirement for equity (prevention of unauthorised connections and enforcement of payment for services by all) is met is seen as a seminal factor in countering resistance in willingness to pay for services. In addition, municipal failure to render accounts timeously, to adequately maintain infrastructure and services and to provide water of quality is seen as key factors.



Extensive national and international studies performed over the years, which served to identify factors that play a role in preventing or promoting a willingness to pay had focussed fairly exclusively on the need for improved water and sanitation related services and facilities. It is particularly interesting to note from this study that respondents from townships and informal settlements have introduced additional variables affecting willingness to pay, not previously found. These relate to the requirement that “free houses and services” and “proper roads and electricity” be provided. This approach, coupled with the fact that employment creation is deemed an important factor in promoting willingness to pay (WTP) as identified under point 4.10 above, appears to significantly move the goalposts in respect of WTP and needs to be monitored in future.

## **4.12 OPPORTUNITIES FOR CONSUMER PARTICIPATION**

### **4.12.1 Introduction**

The assessment of opportunities for participation in municipal activities related to evaluating delivery and performance has been undertaken under three sub-component headings. These are (i) attendance at ward committees, (ii) participation in meetings other than those offered by ward committee meetings and (iii) the identification of municipal and non-municipal bodies and committees that offer consumers an opportunity to participate in assessing municipal performance. The findings in respect of each of these are discussed in greater detail hereunder.

### **4.12.2 Attendance at Ward Committee Meetings**

The following summary table sets out the degree of participation reported by respondents from each of the focus areas in ward committee meetings.

AREA	YES - ATTEND REGULARLY	YES- KNOW SOMEBODY WHO DOES	NO, DEEMED A-WASTE OF TIME	DO NOT KNOW WHAT THESE ARE	ABSTAINED
<b>Suburbs</b>	35%	20%	45%		
<b>Townships</b>	10%	45%	15%	30%	
<b>Low-cost Housing</b>	70%	5%			25%
<b>Informal Settlements</b>	75%	25%			

From the above table it may be seen that, despite the fact that respondents from the low cost housing focus group had indicated that they did not believe that the municipality offered regular mechanisms for participation in performance evaluation as discussed in section 4.7 (35% stated irregular provision, 35% stated no provision and 5% abstained), 70% of respondents from this category report that they attend ward committee meetings regularly.

Respondents from the township area have, throughout, provided information that leads to an interpretation either of gross marginalisation in respect of opportunities to participate in municipal performance or, alternatively, of apathy and a lack of willingness to become involved. Only 10% of respondents from this category indicate that they participate in any ward committee processes regularly, while 30% state that they do not know of such committees. This is the only respondent category that has respondents who profess not to have any knowledge of such committees. This is in line with the fact that only 10% of

respondents from this category report that they attend ward committee meetings regularly (section 4.7).

#### **4.12.3 Consumer Participation in Municipal Committees**

From an analysis of the data related to reported attendance at community and/or committee meetings other than ward committees that offer the opportunity for obtaining feedback regarding municipal delivery and participation in the evaluation of municipal performance respondents in townships, yet again, showed the lowest levels of participation (5%) while a quarter of suburban respondents indicated that they participated in this manner. As with ward committee activity, respondents from the low cost housing (75%) and informal settlements (80%) showed the highest levels of active participation in committee activities.

#### **4.12.4 Committees and Bodies offering Consumer Participation**

Based on the types of structures identified that promote consumer participation, it would appear that a number of viable mechanisms exist that promote participation of residents from low cost housing and informal settlement residential areas. These range from participative structures and processes promoted by civic organisations (such as SANCO) to ward and section committees and meetings. It is frequently assumed that informal and low cost housing settlements are characterised by divergence and potential instability due to the rapid growth and densification found in settlements. Also cited are that the level of migration and rate of turnover of people negatively impact on social cohesion and community leadership resulting in inadequate structures for participation. This 'fact' is frequently cited as an impediment to the promotion of Demand Responsive Approaches (DRA) to service delivery. While utilising relatively small samples and focusing on settlements that have existed for a number of years, the findings in respect of this study appear to challenge the stereotype that low-income urban communities lack the necessary processes and structures to promote meaningful participation.

The variety of committees and processes that exist in all the residential focus areas means that it is possible for municipalities to target a large number of diverse consumers from all walks of life without needing to put additional structures and processes in place.

#### **4.13 COMMUNICATION WITH CONSUMER SERVICE PERSONNEL**

The following summary table sets out the extent to which respondents from each of the four residential focus areas indicated whether or not they knew how to make contact with the relevant municipal department / division or services centre should this be required.

AREA	NO	YES	ABSTAINED
<b>SUBURBS</b>	50%	50%	0%
<b>TOWNSHIP</b>	85%	10%	5%
<b>LOW COST HOUSING</b>	75%	15%	10%
<b>INFORMAL SETTLEMENT</b>	60%	30%	10%

It is surprising that only half of the respondents indicated that they had contact details for obtaining assistance for a problem or issue should it be required that they contact the municipality. This is coupled with low percentages obtained from

the other focus areas. Despite this, 50% of respondents from both the township and low cost housing focus areas indicated that they had previously contacted the municipality. Given this coupled with the fact that the telephone directory provides a breakdown of numbers in respect of different service divisions within a municipality, it must be assumed that this could indicate a fairly negative attitude to the authority, especially amongst respondents from the township focus area.

#### **4.14 KNOWLEDGE OF METERING SERVICES**

The following summary table sets out the extent to which respondents from each of the four residential focus areas indicated that they were able to compare the information on their account with their meter reading.

From the summary table it may be seen that 5% of respondents from the township focus area and 45% of respondents from the informal settlement focus area report that they have no metered service. This is despite the fact that a 100% of respondents from the township focus area report household water supply and 95% of respondents from the informal settlement focus area report either house or yard connections. This information supports the contention amongst respondents that not all residents pay for what they use.

<b>AREA</b>	<b>YES</b>	<b>NO</b>	<b>NA-NO METER</b>
<b>SUBURBS</b>	80%	20%	0%
<b>TOWNSHIP</b>	45%	40%	5%
<b>LOW COST HOUSING</b>	20%	60%	0%
<b>INFORMAL SETTLEMENT</b>	35%	20%	45%

## 5 SUMMARY AND CONCLUSIONS

### 5.1 INTRODUCTION

The information obtained in respect of this study has not only provided data about the factors deemed to comprise good service delivery. It has raised interesting issues related to the essential nature of the relationship between different types of residential areas and the municipality.

### 5.2 LESSONS FROM THE FIELD STUDY

The WRC manual, "Guideline on Benchmarking in the Water Services Sector" provides a comparison of the top national and international performance indicators adopted by the Water Research Commission (WRC), South African Association of Water Utilities (SAAWU) and the International Water Association (IWA). This comparison sets out categories, concepts and measures in respect of thirty indicators (attached as Appendix B to this report).

There is a remarkable concordance between the performance indicators developed and the perceptions of consumers from this study in terms of what the measure of "good service delivery" should be, where at least eighteen categories of indicators show essential equivalence with each other. It is noteworthy that a significant proportion of the indicators suggested by the WRC, but not reflected in the indicators of the SAAWU or the IWA, are also suggested by the results of this study or should be regarded as particularly important based on specific findings of the study. These specific indicators are:

1. Service Reliability: Wastewater – Dealing with the concept "Blockages leading to overflow of sewage into areas accessible to public due to all causes";
2. Customer Response - Dealing with the concept "Average time of responses to queries and complaints";
3. Customer Response: Sanitation - Dealing with the concept "Time to respond to request to empty septic tank, conservancy tank or pit latrine";
4. Local Authority Water Services Statistics - Dealing with the concept "Employee complement";
5. Sewer Tariff - Dealing with the concept "The average tariff charged for the entire system with water borne sanitation";
6. Sanitation Charges - Dealing with the concept "The average tariff charged for the entire system using on site sanitation"

The first four categories of indicators are directly in line with the 'informal measures' suggested by respondents in this study. However, in addition, although not identified as performance measures by respondents themselves, the last two categories of indicators (related to sewer tariffs and sanitation charges) are deemed of extreme importance. While it is obvious from this study that there are high levels of supply of waterborne sanitation systems to low income and informal settlements, it is also widely acknowledged that such systems may frequently not be environmentally and financially sustainable.

The process to develop a National Strategy for Water Quality Management in Dense Settlements found that a significant proportion of the water pollution problems found at local level may be directly associated with higher levels of services that are failing due to a lack of funds for the O&M costs of these systems. The community's ability to pay for the services or, alternatively, the

ability of the authority to generate sufficient “additional income” to cross-subsidise this service, becomes a critical part of this process. Local government is primarily responsible for implementing the vision of a better South Africa for all. This has resulted in a great number of new demands on local government over the last few years, and it can be expected that these demands will grow.

Given the growth in informal settlement development and the constitutional requirements on local authorities to provide in needs such as basic housing (already embodied in legislation through the Constitutional Court ruling in the Grootboom Case<sup>2</sup>), onerous financial and human resource demands are foreseen. While it is envisaged that these services will need to be funded through income generated across the whole of the local authority’s area of jurisdiction as well as some subsidization from national level (e.g. the equitable share distribution of funds) it may confidently be predicted that many authorities will be faced with a situation where total income will not stretch to meeting the costs of effectively operating and maintaining the services and that in many existing cases as well as future cases, the O&M costs of such higher level of services will not be affordable to the community.

### **5.3 LESSONS FROM THE WORKSHOPS WITH CBOs**

The Workshops with CBOs identified the fact that any benchmarking exercise should take note of the Batho Pele service delivery process initiated at national, provincial and local government levels. The principles of Batho Pele aimed at “putting the consumer first” and, at the same time, to promote accelerated socio-economic delivery at local level and addressing “inefficiency and corruption” in a problem-solving manner. The results of the constraints-based approach taken in the Workshops made it clear that non-delivery may also be related to important factors other than inefficiency and corruption such as a lack of capacity.

It was deemed important that the process to develop benchmarks should take cognisance that it is not just the absence of delivery that needs to be identified. It will be essential that, in each municipal instance, the core reasons for non-delivery will also require identification. Unless this is done, solutions and interventions may very well only address the symptoms of the problem rather than the root cause.

While it was agreed that these were not necessarily comprehensive, Workshop participants identified the following broad indicator areas that could be included in the scope of the field survey:

1. The degree to which authorities meet the requirement that they ensure participative planning in the development of e.g. Integrated Development Plans (IDPs) and Water Services Development Plans (WSDPs). In addition, the concept of ward committees has been introduced to promote ongoing citizen participation in municipal affairs. The existence of such committees as well as the degree to which success had (or had not) been achieved in bringing civil society on board in this process would need to receive attention.
2. The requirement that authorities are obliged to communicate with civil society to ensure information dissemination, awareness creation and informed decision-making, amongst other things will need to be assessed.

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<sup>2</sup> As confirmed by the Constitutional Court decision in the Grootboom Case, 2000

It was agreed that the following broad indicator areas, although deemed extremely important in the development of benchmarks over time, could not realistically be included within the scope of the proposed field survey:

1. The need to assess the amounts of monies being paid to authorities in respect of various allocations (other than income derived from sources provided for in accordance with Section 229 of the Constitution) from national and provincial fiscus. Such allocations include payment of the equitable share, grants for free water, etc. In addition, there is a need to assess how the authority is utilizing this. A key focus would be whether or not such monies are being applied for the purpose for which it was intended and, if not, what the major cause(s) of such non-application are.
2. While Good Governance is a requirement set for authorities, the concept has not necessarily been clearly developed in terms of how this can be adequately measured. It is accepted that the concept 'Good Governance' embraces both a social development objective as well as an objective that promotes or ensures politically responsible behaviour. In general, 'political responsibility' and 'social development' flowing from good governance does not lend itself to easy mechanisms for setting Key Performance Indicators and for subsequent measuring. Despite this, simple, clearly defined indicators and/or proxy indicators will need to be sought for assessing this vital requirement from authorities.
3. Authorities (councillors and officials) are obliged to be both efficient and honest. While this aspect requires assessment, it would be difficult to ensure within the scope of the existing study.
4. The degree to which authority plans and infrastructure and social development projects, processes and programmes make provision for and/or enhance Local Economic Development will require assessment but, as with the previous focus area, would be difficult to assess within the scope of the existing study.
5. The degree of diligence and commitment exercised by authorities in the local execution of (or support to NGOs/CBOs) provincial programmes aimed at poverty alleviation (e.g. distribution of food parcels, etc.) will need to be assessed over time.

#### **5.4 WILLINGNESS TO PAY**

A significant number of recent studies have indicated that, at least in some cases, non-payment and resultant lack of cost recovery is due to the levels of services not meeting community expectations<sup>3</sup>. Experience gained through working in communities has historically clearly shown that a willingness to pay for water services is dependent on the requirement that supply systems are upgraded to an acceptable standard (i.e. sufficient public water points / yard taps. This position, adopted by most communities, is both safe (no short term financial implications or commitment) and strategic (as it places the onus on government to 'deliver first'). This 'something for something' attitude makes the implementation of cost recovery and tariff structures in the interim (before tangible implementation of proper water supply infrastructure are in place), extremely problematic if not impossible.

For a variety of reasons, respondents may not accurately respond to 'willingness to pay' questions truthfully. In large part, this lack of response accuracy is as a result of strategic bias. Within this context, community members either overstate their willingness to pay or, alternatively, understate the amount that they are able

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<sup>3</sup> Schoeman (2002) & Cardone & Fonseca (2003), inter alia.

to contribute, depending on what they perceive as the real risk of actually having to pay the amount indicated. Where there is a high likelihood of payment being enforced, communities understate their ability to pay. Where there is a history of lack of enforcement of payment (as is frequently the case in South Africa), there is a high tendency to overstate both ability as well as willingness to pay for services.

The requirement that users pay for the product and services that are being provided them is not an alien one in the South African culture. The large number of persons (including unsophisticated consumers who may or may not be functionally literate) who purchase and regularly pay for goods on account or lay-by systems show that there is a firm consumer ethic in place. Respondents in this study have equated the concept equity with the requirement that users pay for services provided them.

However, there is a worrying additional dimension of strategic bias that appears to have been placed on the negotiation table by community members in respect of the willingness to pay (WTP) debate. The finding that the goalposts in terms of WTP, initially based on the requirement for tangible implementation of proper water supply infrastructure, are being moved to include the requirement for the implementation of more comprehensive demands (e.g. houses, etc.) requires that the government (national, provincial and local) move away from an attitude whereby it is willing to negotiate issues related to cost recovery and that it, instead, take a firm stance whereby it ensures enforcement of cost recovery.

## **5.5 WARD COMMITTEE FUNCTIONING**

It has been stated that ward committees had been introduced at local authority level, specifically to promote ongoing citizen participation in municipal affairs. The results from this study indicating that a significant proportion of respondents from the suburban (45%) and the township (15%) focus areas believe that attendance at ward committee meetings constitute a waste of time are worrying. This, coupled with the fact that 30% of respondents from the township focus area indicated no knowledge of ward committees on the one hand and that 15% of respondents also indicated that the reliance placed on ward committees by the authority decreased their willingness to pay for services, should be noted by municipalities and investigated. Based on the information from the study, it would appear that there are questions related to the degree to which success has been achieved in bringing civil society on board through the ward committee process.

## **5.6 REQUIREMENTS FOR COMMUNICATION**

The field survey has shown that municipalities use a fairly large variety of communication channels to provide information through to members of communities. A number of issues that have been identified require attention. These are the need expressed by respondents that the authority communicates information through to communities on their achievements as measured against publicised benchmarks. The need to provide a process whereby communication of information via an official of the municipality rather than through third party sources has been identified.

The suggestions for alternate channels of communication with consumers as identified by respondents from each of the focus areas should also be noted. These included a request for e-mail and internet based communication in suburban areas and could even, potentially, include billing. Additional suggestions related to use of the radio in dissemination of information (all

respondent categories) and community information dissemination through loudhailers (low-cost housing focus area).

## **5.7 REQUIREMENTS FOR PARTICIPATION**

A gratifying aspect of the study has been the fact that there appears to be a significant number of organisations and processes that offer participation, especially to consumers from lower income areas. In this regard, the fact that 70% of respondents from the low cost housing focus area and 75% of respondents from the informal settlement focus area indicated that they attended ward committee meetings and that, in addition, that 75% of low cost housing respondents and 80% of informal settlement respondents indicated that they attended meetings where municipal service delivery and functioning were discussed.

The South African Constitution provides the basis for defining the promotion of equity, equality and the advancement of the quality of life of all people of South Africa. The Water Services and various Municipal Acts provide a promising legal framework within which to implement equitable and sustainable local authority functioning. This framework mandates a process of bringing together all stakeholders for the purpose of building partnerships and networks and promoting consensus on local authority planning and management issues in an empowering, democratic and transparent manner. A core focus is the need to ensure an effective and efficient approach to the structured promotion of stakeholder participation. Participation is seen as providing a constructive vehicle for promoting understanding between different interest groups about their needs and problems, assists in communication between stakeholders and ensures that implementation and management of local authority functioning is grounded in increased understanding and co-operation.

In particular, the need has been identified for participative processes to ensure that a balance is found between the strong, frequently well organised and resourced “voice” of suburban dwellers and relatively under resourced, less represented and organised low income communities. From this study, it would appear that public participation processes have been structured in a way that promotes initiatives to redress past inequities, imbalances and discrimination.



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## 7 APPENDIX A: QUESTIONNAIRE

### COMMUNITY-BASED SURVEY FOR BENCHMARKING IN THE WATER SECTOR

ENUMERATOR DETAILS	
Name	
Date	

RESPONDENT DETAILS	
Area	
Age	
Gender (m/f)	

<b>1. Which of the following basic Municipal services are provided to your household?</b>		
Water in Yard/House		V1
Water at Standpipe		V2
Waterborne sewerage (Flush toilets)		V3
Non-flush sanitation system (VIP/Pit latrine)		V4
Waste removal - collected at home		V5
Waste removal – central collection point (e.g. skip)		V6
No waste services		V7
<b>2. Are you aware that the municipality should measure their own performance in terms of delivering services to the people (Chapter 6 of the Municipal Systems Act, 2000)</b>		
Yes		V5
No		V6

<b>3 Do you measure the performance of the municipality on service delivery?</b>		
Yes		<b>V7</b>
No		<b>V8</b>
Don't know how to do this		<b>V9</b>
<b>4. What would need to happen for you to feel that you could say that the municipality offers a good water service?</b>		
		<b>V10</b>
<b>5. If you were given the task of measuring whether services are getting better or getting worse how would you do this (what would you use to measure a change)?</b>		
		<b>V11</b>
<b>6. Do you get information from the municipality about their services?</b>		
Yes - regularly		<b>V12</b>
Yes – but very seldom		<b>V13</b>
No		<b>V14</b>

<b>7. How does the municipality communicate this information?</b>		
Not applicable (answer to 6 is No)		<b>V15</b>
They communicate by:		<b>V16</b>
<b>8. In what way would you like the municipality to communicate information to you?</b>		
Not interested in hearing from them		<b>V17</b>
I would like them to communicate by:		<b>V18</b>
<b>9. What would be the things that would make you positive about paying for your water services?</b>		
		<b>V19</b>

<b>10. What would be the things that would make you negative (unhappy) about paying for your water services?</b>		
		V20
<b>11. Are you provided with an opportunity to participate in any process that measures how well or how poorly the municipality is performing in the delivery of water and other services?</b>		
Yes - regularly		V21
Yes – but very seldom		V22
No		V23
<b>12. Do you or anybody you know attend Ward Committee meetings?</b>		
Yes – I do		V24
Yes – somebody I know does		V25
No – I/we think it is a waste of time		V26
No – I do not know what Ward Committees are		V27
<b>13. Do you or anybody you know belong to any other Committee and/or participate in any process that provides information about the work of the municipality (please specify the committee or process)?</b>		
Yes – I do. In:		V28
		V29
Yes – somebody I know does. In:		V30
		V31
No – I/we think it is a waste of time		V32
No – I do not know of any Committees or processes		V33

<b>14. Do you have contact details and people responsible for water provision in your area?</b>		
No I don't		V34
Yes – I do		V35
The contact details are as follows:		V36
<b>15. Have you ever needed to contact such a person?</b>		
Not applicable - I do not have contact details		V37
No I have never needed to contact anybody		V38
Yes and I was satisfied with the response		V39
Yes but I was not satisfied with the response		V40
<b>16. Do you know how to read your water meter?</b>		
Not applicable - I do not have a metered service		V41
No I do not know how		V42
Yes I do		V43
<b>17. Have you ever compared the reading on your water meter with the reading on the account?</b>		
Not applicable - I do not have a meter		V44
Not applicable – I do not get an account		V45
No I have not		V468
Yes I have tried but it didn't seem to make sense		V47
Yes I have		V48

## 8 APPENDIX B: COMPARISON OF TOP THIRTY PERFORMANCE INDICATORS<sup>4</sup>

### DEFINITION OF INDICATORS

No.	Category	Concept	Water Research Commission	South African Association of Water Utilities	International Water Association
	<b>Service Delivery</b>				
1.	Water Supply: House connection	Percentage of total houses and businesses served with potable water	No. of houses and businesses served / total number of houses and businesses x 100	Number of people served / total number of people	Number of households and businesses connected to the public network / total number of households and business x 100
2.	Water Supply: Yard or communal tap	Percentage of total houses and businesses served with potable water	No. of houses and businesses served / total number of houses and businesses x 100	Not specified but included in an overall indicator.	Resident population served by the water undertaking through public tap or standpipes / total resident population
3.	Customer Coverage: Waterborne sewerage connections	Percentage of total houses and businesses served with waterborne sewerage connections	No. of houses and businesses served with waterborne sewerage connections / total number of houses and businesses x 100	Not applicable	Resident population served by sewerage systems / total resident population x 100

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WATER RESEARCH COMMISSION - COMPARISON OF TOP THIRTY PERFORMANCE INDICATORS

No.	Category	Concept	Water Research Commission	South African Association of Water Utilities	International Water Association
4.	Customer Coverage: On site sanitation	Percentage of total houses and businesses served with On site sanitation	No. of houses and businesses served with waterborne sewerage connections / total number of houses and businesses x 100	Not applicable	Not covered
5.	Service Reliability	Supply infrastructure failures	Total number of supply infrastructure failures	Total number of supply infrastructure failures	
6.	Service Reliability: Wastewater	Blockages leading to overflow of sewage into areas accessible to public due to all causes	Total number of spills / 100 km of sewer per year	Not applicable	Number of sewer blockages during the year / total sewer mains length <i>NB. This does not imply overflow.</i>
7.	Liquidity Analysis	Debt service ratio	Net income excluding interest paid and depreciation / total debt service	Net income excluding interest paid and depreciation / total debt service	Cash Flow / annual financial debt service x 100.
8.	Financial Efficiency	Collections efficiency – amount	Total amount received / total amount billed in accounting period x 100	Total amount received / total amount billed in accounting period x 100	Not applicable
9.	Profitability Performance	Operating surplus	Net income / operating revenue x 100	Net income / operating revenue x 100	No comparable indicator
10.	Unaccounted for Water	Volumetric financial loss	Total value of water that has been billed / total value of water that has been put into the networks x 100	Quantity of water abstracted from the primary source less water lost in treatment less the water sold / actual water production at treatment works x 100	<i>Non-revenue water / system input volume x 100</i>
11.	Equipment Availability	Assurance of supply – delivery capacity	Average available delivery capacity / required delivery capacity	Available delivery capacity per day / annual average daily demand x peak factor	No comparable indicator



No.	Category	Concept	Water Research Commission	South African Association of Water Utilities	International Water Association
12.	Customer Response	Average time of responses to queries and complaints	Average time of responses / total number of calls	No comparable indicator	Response to written complaints. <i>Number of written responses within the target time / number of written complaints during the year x 100.</i>
13.	Customer Response: Sanitation	Time to respond to request to empty septic tank, conservancy tank or pit latrine	Average time from receipt of request to the actual emptying of the tank	Not applicable	Not considered
14.	Water Tariff: Bulk Water	The average tariff paid for the entire system	Total amount paid for potable water for the year / the total volume put into service in mega litres	Total amount charged for potable water for the year / the total volume put into service in mega litres	Annual water sales revenue from residential, commercial, industrial, public, institutional and other customers (exported water excluded; public water taxes excluded) / (total annual authorised – exported water)
15.	Service Reliability	Supply infrastructure failure leading to disruption of service	Total period in hours during the reporting period for which service was disrupted as a result of a supply infrastructure failure / total number of hours in period x 100	Total period in hours during the reporting period for which service was disrupted as a result of a supply infrastructure failure / total number of hours in period x 100	Defined as water interruptions. $\Sigma$ (Population subject to a water interruption x duration of interruption in hours) / (population served x 24 x 365) x 100
16.	Service Reliability: Wastewater	Blockages leading to overflow of sewage into areas accessible to public due to ingress of roots	Total number of spills / 100 km of sewer per year	Not applicable	Number of overflow discharges occurred during the year / number of overflow devices

No.	Category	Concept	Water Research Commission	South African Association of Water Utilities	International Water Association
17.	Commercial Equity	Percentage of orders placed with previously disadvantaged companies (PDC)	$\frac{\text{VALUE OF ORDERS PLACED WITH PDC'S}}{\text{TOTAL VALUE OF ORDERS PLACED}} \times 100$	$\frac{\text{VALUE OF ORDERS PLACED WITH PDC'S}}{\text{TOTAL VALUE OF ORDERS PLACED}} \times 100$	NOT COVERED
18.	Equipment Availability	Assurance of supply – delivery capacity	Average available delivery capacity / required delivery capacity	Available capacity per day / annual average demand x peak factor.	Not covered
19.	Storage Capacity: Available	Percentage of utilised capacity to available capacity	$\frac{\text{UTILISED IN M}/\text{D}}{\text{AVAILABLE M}/\text{D}} \times 100$	$\frac{\text{AVAILABLE WATER STORAGE CAPACITY PER DAY}}{\text{ANNUAL AVERAGE DEMAND} \times \text{PEAK FACTOR}}$	$\frac{\text{TOTAL CAPACITY OF TRANSMISSION AND DISTRIBUTION STORAGE TANKS (PRIVATE STORAGE TANKS EXCLUDED)}}{[\text{AUTHORISED CONSUMPTION (INCLUDING EXPORTED WATER)} + \text{WATER LOSSES}] \times 365}$
20.	Staffing Issues	Staff turnover percentage	Total number of exits / total number employed x 100	Total number of exits / total number employed x 100	Not covered
21.	Staffing Issues	Staff absenteeism percentage	Total number of days absent / total available days x 100	Total number of days absent / total available days x 100	Total number of days of absenteeism occurring during the year / total number of full time equivalent employees.
22.	Local Authority Water Services Statistics	Employee complement	Average number of employees on a monthly basis	Not covered	Number of full time employees of the water undertaking / number of service connections.

No.	Category	Concept	Water Research Commission	South African Association of Water Utilities	International Water Association
23.	Local Authority Water Services Statistics	Water sold	Average number of megalitres sold on a monthly basis	Not covered	Annual input of the transmission system / 365
24.	Customer Response: General	Percentage of unsatisfied complaints or queries	No. of repeat calls where the customer has not received satisfaction / total number of calls x 100	No. of repeat calls where the customer has not received satisfaction / total number of calls x 100	Defined as 'continuity complaints'. Number of continuity complaints during the year / number of service complaints during the year x 100
25.	Sewer Tariff	The average tariff charged for the entire system with water borne sanitation	Total amount charged for water borne wastewater services of for the year / the total no. of sewer connections	Not applicable	Note: treatment and collection treated separately. Also sub-divided into capital and running costs. <i>(WWT annual running costs + WWT annual capital costs) / treated wastewater in WWTP.</i>
26.	Sanitation Charges	The average tariff charged for the entire system using on site sanitation	Total amount charged for on-site sanitation services/total number of properties with on-site sanitation	Not applicable	Not covered
27.	Energy Efficiency	Energy cost for the treatment of wastewater	Total electricity costs for the treatment of wastewater / megalitre of wastewater treated	Not applicable	Energy consumption at WWTP / treated wastewater in WWTP x100
28.	Equipment Maintenance	Unplanned to total maintenance cost	Unplanned maintenance cost / total maintenance cost x 100	Unplanned maintenance cost / total maintenance cost x 100	<i>Not specifically covered. The maintenance costs for different components of the schemes are called for in relation to the number: capacity etc.</i>

No.	Category	Concept	Water Research Commission	South African Association of Water Utilities	International Water Association
29.	Liquidity Analysis	Debtors days – debtors collection period	Trade debtors / credit sales x days in accounting period	Trade debtors / credit sales x days in accounting period	Defined as late payments ratio. [1-(annual debt from customers / annual amount billed during the year) x 100]
30.	Health and Safety	Man days lost percentage	<i>Total man days lost / Total available man days x 100</i>	<i>Total hours lost / total available hours x 100</i>	Note: Time lost due to working accidents and to absenteeism dealt with separately. <i>Number of working accidents requiring medical care during the year / total number of full time equivalent employees.</i>

## 9 APPENDIX C: BATHO PELE PRINCIPLES

### BATHO PELE: PEOPLE FIRST TRANSFORMATION PRIORITIES:

- Representivity and affirmative action
- Human resource development and training
- Employment conditions and labour relations
- Rationalisation and restructuring
- Transforming service delivery
- Information technology
- Promoting a professional service ethos
- Institution-building and management, and
- Democratising the State.

#### The Batho Pele PRINCIPLES:

**Consultation:** Citizens should be consulted about the level and quality of the public services they receive and, wherever possible, should be given a choice about the services that are offered.

**Service Standards:** Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect.

**Access:** All citizens should have equal access to the services to which they are entitled.

**Courtesy:** Citizens should be treated with courtesy and consideration.

**Information:** Citizens should be given full, accurate information about the public services they are entitled to receive.

**Openness and transparency:** Citizens should be told how national and provincial departments are run, how much they cost, and who is in charge.

**Redress:** If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when the complaints are made, citizens should receive a sympathetic, positive response.

**Value for Money:** Public services should be provided economically and efficiently in order to give citizens the best possible value for money.