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An analysis of the influence of the indigent policy on the provision of potable water
for rural communities in the Amathole District Municipality

By

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DEDICATION

This dissertation is dedicated to five beloved people who mean so much to me. First and foremost, it is dedicated to my mother, Sis Norah Patricia Nyongo, who taught all three of us that life is not about the privilege of the family you are born into, but about the strides you make of which your family will be proud. Secondly, it is dedicated to my late grandmother, Mbuya Muchaneta Nyongo, who never saw the doors of a school but who taught me the importance of education, Moreover, she always had faith that I would attend my graduation one day. Thirdly, it is dedicated to my two sisters, Tintotenda Yollanda and Ivainesuishe, for always believing in me. Last but not least, it is dedicated to my wife, Dr to be, Molly, for loving me the way I am, even when going to university was just a dream. You gave me hope and courage and I have made it against all odds.

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LIST OF ACRONYMS

ABS	accounting for basic services
ADM	Amathole District Municipality
DPME	Department of Planning, Monitoring and Evaluation
FBS	free basic services
NWA	National Water Act
SDG	Sustainable Development Goal
Stats SA	Statistics South Africa
WHO	World Health Organisation
IDP	Integrated Development Plan
SERI	Socio-Economic Rights Institute

ABSTRACT

This study examined the influence of the implementation of the Amathole District Municipality (ADM) in the provision of water for rural communities and determined possible options for enhancing the policy to improve potable water services delivery. The study was underpinned by social justice theory.

The study followed a qualitative research approach. A case study research design was used, and purposive sampling, which is a subtype of the non-probability sampling technique, was employed. The sample for this study included 5 municipal officials, 5 civil society groups, 5 ward councillors and 20 community members who were affected by the phenomenon. Data was collected using both primary and secondary sources, and the study employed thematic data analysis for analysing the data.

Despite the ADM making great strides in the implementation of the indigent policy, challenges are still notable. In particular, the ADM is characterised by a backlog with regard to its citizens' access to potable water. The implementation of the National Framework for Municipal Indigent Policies by the ADM, without any adjustments to deal with the actual needs of rural communities, reinforces existing socio-economic inequalities. This is detrimental to the pursuit of social justice as it amounts to a denial of social recognition. This researcher submits that this policy fails to meet Fraser's objective precondition for achieving social justice. The researcher recommends that policy reorientation must be prioritised in the ADM in order to meet the needs of the people within its jurisdiction. In addition, there is a need for the robust implementation of the policy to enable the intended beneficiaries to benefit from it. It is imperative for the municipality to prioritise skills development and training programmes in order to capacitate its employees, which may in turn have a positive impact on indigent policy implementation, as they will be able to work effectively and efficiency.

Keywords: *indigent policy, equitable, implementation, public administration*

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CHAPTER ONE

INTRODUCTION AND BACKGROUND OF THE STUDY

1.1 Introduction

South Africa has been characterised by inequitable access to basic services such as potable water, particularly in rural areas, dating back to the apartheid era (Shikwambane, 2017). These inequalities include an inadequate supply of potable water for black communities. In spite of government efforts to rollout water services, close to 38% of rural dwellers in South Africa are poor and mostly unable to pay for the service (Shikwambane, 2017).

In line with the government's social agenda and anti-poverty strategy, the Department of Cooperative Governance and Traditional Affairs introduced the framework for indigent policies in 2003 (Weaver, Keffe, Hamer & Palmer, 2017). The term "indigent" refers to those people who live below the poverty datum line and who are unable to pay for municipal services (Shikwambane, 2017). Fuo (2013) maintains that the term describes anyone excluded from access to sufficient water, refusal removal, basic sanitation and health care, for example. Indigent policies are aimed at "including those currently excluded from access to basic services, through the provision of a social safety net" that will facilitate their "productive and healthy engagement in society" (Fuo, 2013:13).

In 2017, indigent households in South Africa were estimated at 3.5 million, of which 2 million were beneficiaries of indigent support for basic services. This translated to more than 30% of the indigents being unable to enjoy access to free basic services, particularly water and sanitation. Most of the households affected were those in rural communities (Accounting for Basic Services (ABS), 2018). A sound indigent policy is regarded as the bedrock of a fair and equitable solution that will bring relief to millions of poor South Africans (Leburu, 2017).

Water plays an integral part in human existence, as it is a natural ingredient for the development of society. According to the United Nations Sustainable Development Goals (SDGs) (2015), water is important for the sustenance of life; hence, one of the

global goals is to promote access to clean water and sanitation for all by 2030. SDG 6 emphasises that nations should ensure sustainability in water provision and effective management of water resources to achieve sustainable development. This implies that access to water is a fundamental human right. Thus, nations are mandated to ensure that every citizen enjoys this right (World Health Organisation (WHO), 2010).

According to the United Nations Resolution (2010:64, 292), “the human right to water entitles everyone to sufficient, safe, acceptable, physically accessible and affordable water for personal and domestic uses”. SDG 6.1 (United Nations, 2015) advocates the full coverage of safely managed drinking water by 2030, and its indicators include water access on premises, water availability when needed and water that is free from contamination. This goal has proved to be challenging for both developing and developed countries, as the commitment to “leave no one behind” requires a focus on rural areas, which is typically neglected (WHO, 2017). It is estimated that close to 844 million people worldwide still do not have access to potable water, and 79% of them reside in rural areas (WHO, 2017). According to the WHO (2017), a person needs between 50 to 100 liters of water per day in order to meet physiological and hygienic needs, and people facing a limit of 20 liters per capita per day are exposed to a high level of health risks.

The purpose of the study was to analyse the influence of the indigent policy on the provision of potable water for rural communities in the Amathole District Municipality (ADM).

1.2. Orientation of the Study

Maramura (2017:44) asserts that access to potable water plays a more important role in low-income households than it does elsewhere. Moreover, access to potable water is accepted as a human right for all. Access to sufficient potable water entails that 50 to 100 liters of water per individual should be available for house use, and this supply should be continuous and available to everyone (WHO, 2010). In addition, expenditure related to water should not exceed 5% of the income of the household (WHO, 2010).

The WHO (2010) postulates that potable water must be safe and acceptable, which means that the minimum quantity should be suitable for drinking. Moreover, it should be satisfactory with regard to colour, odour and taste. Maramura (2017) argues that

water accessibility implies that potable water is available at home, school and work place. In addition, there should be no discrimination in access and potable water sources should be within a 30-minute collection time. The above stipulations are regarded as the principles of the basic human right to water. In terms of accessibility to potable water, there is a need to orient policies so that they aim to strike a balance between urban dwellers and rural dwellers, as most rural dwellers are affected by having to walk long distances to access communal taps, whilst urban dwellers have access to yard taps (Maramura, 2017). According to a Statistics South Africa (Stats SA) (2016:43) general house survey, almost half (46.4%) of South African households are estimated to have water piped in their homes, 26.8% have access to water on their property, while 13.3% need to share a communal tap, which is most common in rural communities.

Even though access to potable water for all is enshrined in the Constitution of the Republic of South Africa, 1996, to date considerable inequalities remain. The reasons might be attributed to distortion in the allocation and lack of policy orientation towards satisfying the needs of the most vulnerable groups. Equitable barriers in access to potable water include having to travel long distances to reach the communal tap and having to stand in long queues to fetch water. In order to achieve equity, there is a dire need for the provision of necessary services for the entire population inclusive of the urban and rural areas, thereby accommodating the different needs and financial constraints of disadvantaged groups.

To deal with the challenges related to equitable access to basic services, which affects mostly rural communities, there is a great need for effective policies. According to Delamaza (2015:33), for policy objectives to be realised there is a need for the correct implementation of these policies. Hill and Hupe (2014:8) postulate that the policy implementation stage may be expected to undergo changes that include modification. Furthermore, an important characteristic of policy implementation is its ability to twist into different forms and shapes based on the culture and institutional setting.

The indigent policy is a framework that was introduced by the government as a basis for the provision of free basic services to indigents (Stats SA, 2016). In 2001, the government of South Africa adopted the indigent policy with the main purpose of ensuring that poor households have access to free basic services. Municipalities have

the mammoth task of determining the indigent households that should access free services such as water and electricity (ADM, 2018). However, the level of uptake of indigent benefits by qualifying households is relatively low. In 2017, there were 3.51 million registered indigent households and 71.6% had access to free potable water (Stats SA, 2017). The implementation of municipal indigent policies has been negatively affected by challenges attributed to the selection of qualifying household beneficiaries and provision of the benefits. Close to 80% of local government equitable share (LGES) basic service funding does not benefit indigents due to stringent criteria or eligibility requirements that are expected by municipalities. This is worrying since the above may be attributed to municipal administrative incapacity to reach those in need (ABS, 2018).

It is imperative to note that the issue of inadequate potable water supply is both a developmental and human rights concern. The inability of a state to provide adequate potable water has a negative impact on the social wellbeing of communities and the health of individuals, for example (United Nations, 1948). It is undeniable that the standards of free basic water for indigent households are by far inadequate, as the current supply is 25 liters per individual per day, which is far less than the 50 liters per day stipulated by the WHO. Rural communities are heavily affected by this, as they cannot afford to pay for water after they have exhausted the 6000 liters per month given to them for free (Shikwambane, 2017). This is worrisome because close to 33.14% of the total population in South Africa are living in rural areas and in most instances they are the poorest of the poor, and setting minimum standards reduces them to second-class citizens, which is against the principles of social justice that stipulate that every member of the community must participate on an equal footing (Fraser, 2003).

The study was driven by the need to determine how the indigent policy can be used as a tool to advance equitable access to potable water in rural communities. Moreover, the study focused on the feasibility of uncapped potable water access in rural communities and determined whether the current indigent policy is useful in ensuring equitable access to potable water in rural communities.

1.3. Problem Statement

The ADM is located in the Eastern Cape, South Africa, where the majority of households qualify for indigent support, as close to 60% of the population live in poverty, and close to 56% of the population resides in rural areas (ADM Annual Report, 2018). In 2003, the ADM became a Water Service Authority (WSA) and three years later, it also became a Water Service Provider (WSP) (ADM, 2018). A WSA is responsible for ensuring that the requirements that are set out by the regulators are met and for balancing the needs of stakeholders. A WSP is responsible for providing the services and performing the duties as stipulated in the contract, the WSA and the Constitution. Thus, the WSP is accountable to the WSA.

According to the United Nations document on the SDGs (United Nations General Assembly, 2015), "equitable access to water, adequate in terms both of quantity and of quality, should be provided for all members of the population, especially those who suffer a disadvantage or social exclusion." In view of the lack of access to basic services, such as water, by many communities as a result of apartheid disparities, the post 1994 government came up with the indigent policy to increase access to basic services for low-income communities. Indigent policies have become an established feature in South African municipalities. However, effective indigent policy implementation is critical because it determines how past inequalities are addressed by ensuring that every citizen has access to basic services (Leburu, 2017).

Recently, Seri (2013), Qaqamba (2017) and Leburu (2017) have shown an increased interest in the topic of potable water, as there are a number of debates about how municipalities and other institutions can provide potable water effectively and about the implementation of the indigent policy. For instance, Leburu (2017) conducted research on the implementation of indigent policies and concluded that they tend to fail because of institutional arrangements. Similarly, SERI (2013) examined the indigent policy to determine whether it benefits the poor with regard to water and electricity provision. The study established that the policy seemed not to meet its objective because the system employed by municipalities to provide free basic services to poor households was laced with problems that included the standard of the services to be received and the process of qualifying as an indigent. In another study, Qaqamba (2017) illustrates how municipalities are failing to develop mechanisms

ensuring that the overall goal of providing water services is met. However, much of the research on the implementation of the indigent policy in ensuring access to free basic services to date has been descriptive in nature. It has not focused on how the policy can be reoriented. Surprisingly, an examination of the indigent policy in terms of promoting equitable access to potable water has not focused on rural communities. Consequently, little is known about how sufficient potable water can be provided free of charge in rural communities.

According to the ADM Integrated Development Plan (2017), an estimated percentage of 30% of the households within the municipality still do not have access to piped water. In the financial years 2016/17, 2017/18 and 2018/19, the number of indigent households remained the same, sitting at 240 000.

In the financial year 2017/18, more than 25 000 (13%) of indigent households did not have access to potable water; yet, these households qualified for indigent programmes. In the following financial year 2018/19, a 2% decline was noticed, leaving 11% of households without access to free potable water, which was still a significant number of people considering the 2030 SDG aim to ensure access to potable water for all. With the rate the municipality is operating, it needs more than 10 years to ensure that every indigent household has access to potable water.

Failure to provide water to these indigent communities will have dire consequences on the livelihoods of excluded citizens. The challenges that can be attributed to water scarcity include food shortages, poor health and poverty, which all contribute to underdevelopment (Maramura, 2017). Against the backdrop of the above information, the researcher sought to examine the influence of the indigent policy on the provision of potable water for rural communities in the ADM.

1.4. Aim of the Research

Drawing on Fraser's (1996; 2003) social justice theory and the case study of the ADM, the study sought to examine the role of the ADM indigent policy in enhancing access to potable water in poor rural communities

1.4.1. Research objectives

- To examine the national legislative and policy framework for municipal indigent policies in South Africa.
- To analyse the nature and usefulness of municipal indigent policies for equitable potable water service provision in rural areas.
- To investigate the constraints affecting the effective implementation of the indigent policy in the provisioning of water for rural communities by the ADM.
- To explore possible options to enhance the implementation of the indigent policy to improve potable water service delivery in the ADM.

1.4.2. Research questions

- What are the national legislative and policy frameworks for municipal indigent policies in South Africa?
- What is the nature and usefulness of municipal indigent policies for equitable potable water service provision in rural areas?
- What are the constraints affecting the effective implementation of the indigent policy in the provisioning of water for rural communities by the ADM?
- What are the possible options for enhancing the implementation of the indigent policy to improve potable water service delivery in the ADM?

1.5. Research Methodology

This study made use of a qualitative research approach, which focuses on developing explanations of a social phenomenon (Sahu, 2013). According to Creswell (2014:4), a qualitative research approach mainly focuses on understanding aspects of social life and its methods, which in general generates meaning that does not involve numbers as data for analysis. Kumar (2011) postulates that a qualitative research approach tends to focus on how people or groups view a social reality differently. In addition, a qualitative research approach focuses on reports of personal experience or on data that cannot be quantified. The researcher deemed this approach as the most appropriate for this study as it enabled him to study humans and their societies in a bid to understand and interpret customs, ideas and beliefs.

1.5.1. Research design

Babbie and Mouton (2010:34) ascertain that a research design is a blueprint employed by an investigator during a research study that gives a direction to the research. A case study design was used for this study, as it gave the researcher an in-depth understanding of the research problem, which led to a description of the influence of the indigent policy on the provision of potable water for rural communities in the Amathole District Municipality. Zainal (2014) maintains that a case study examines a current real-life phenomenon using a detailed contextual scrutiny of a restricted number of events and their relationships. Sahu (2013) delineates a case study as an in-depth study of a number of aspects of a particular community, social unit or institution. The rationale behind the adoption of a case study research design is to gather detailed (rich qualitative) information.

1.5.1.1. Sample and sampling procedure

A sample is defined as a section of the population elements under investigation (Kumar, 2011:67). It is imperative for the researcher to make use of a sample that is representative, which reduces the level of biasness in the study as it reflects the features of the entire population. According to Thompson (2012: 39), a sample is regarded as selection of a certain part of the population in order for the research to come up with conclusions about the whole population. The researcher used a purposive sampling technique. This method depends on the researchers own discretion in choosing the participants of the study who have adequate knowledge of the phenomenon under review

The adoption of a purposive sample allowed the researcher to have an in-depth understanding of the phenomenon from experts who were responsible for the implementation of the indigent policy. This included 5 municipal officials, 5 civil society groups, 5 ward councillors and 20 community members affected by the phenomenon.

Table 1.1: Categories of Study Participants

Category of Participants	Population	Sample
Community Members	215 (Household heads)	20
Municipal Employees	27	5
Civic Society	12	5
Ward Councillors	18	5

Source : ADM Annual Report, 2019

The researcher interviewed 5 key participants from the municipality, who were responsible for the implementation of the indigent policy: 3 ward councillors who were responsible for monitoring the activities of the municipality, 3 civil society members who advocated for the rights of people within the municipal jurisdiction and 15 community members who were directly affected by the indigent policy.

The researcher kept the number at a minimum due to the accessibility of experts who work within the free basic services (FBS) technical team (municipal infrastructure, municipal finance service, municipal sanitation and water service) who were responsible for implementing the indigent policy. The selection of a sample of less than 50 participants is advised by Creswell (2014) who observes that the goal of qualitative research is to reach saturation; hence, a sample of between 5 and 50 participants is valid. Kumar (2011) claims that data saturation is the point in the research process when no new information is discovered, and data redundancy signals to the researcher that data collection may cease. Gentles, Charles, Ploeg and Mckibbon (2015) support the use of a sample of less than 50 participants, adding that in a case study, the number of interviewees can easily fall in the range of 10-50 units.

1.5.2. Data collection methods

McLaughlin (2016:102) defines the data collection process as a “scientific way of gathering and measuring information from a number of sources and it is done in order for the research to obtain complete and accurate answers to the research questions”. The study employed primary and secondary data collection methods. For primary data

collection, the researcher used semi-structured interviews and open-ended questionnaires. Due to Covid 19, the researcher was not be able to interact face-to-face with the participants. He conducted interviews telephonically with key informants and sent questionnaires via email and other online platforms to community participants. For secondary information, the researcher used municipal publications, such as strategic plans, annual reports, performance reports, peer reviewed journals and books.

1.5.2.1. Interviews

Interviews are regarded as one of the best ways of gathering information from research participants. Creswell (2018) defines an interview as a verbal interchange directly using face-to-face communication or a telephone. Thompson (2012) claims that an interview assists the researcher in obtaining information and recording participants' beliefs and opinions regarding a certain phenomenon. In conducting interviews, the researcher should have the freedom to decide to ask questions as it suits him, which will allow for flexibility in gathering data. Interviews enabled the researcher to obtain in-depth information and clarity regarding the studied phenomena. In the study, 5 municipal officials, 3 civil society members and 3 councillors were interviewed telephonically, and the researcher used a semi-structured interview guide as a tool for data collection.

1.5.2.2. Questionnaire

Community members were given open ended questionnaires to allow them to express themselves in line with the phenomenon under study. Monette, Sullivan, and Dejong, (2011:56) regard a questionnaire as a way to collect data in survey research that contains recorded questions to which people respond to directly on the questionnaire form itself, without the aid of an interviewer. For the purpose of the research, the questionnaires comprised that were used encompassed open-ended questions to gather the requisite information. Blythe (2009: 235) emphasises that open-ended questions allows flexibility and freedom of expression on the part of the respondents, which and in turn helps the researcher to collect detailed relevant information about the phenomenon under study concerning the study. The use of questionnaires is present to be one of the best techniques in gathering data, as the respondents will be

anonymous, which may facilitate the acquisition of appropriate information therefore there is a great chance of acquiring the correct information to facilitate the research. The success of the questionnaire depends heavily on the ability of the researcher's to preparation of the questionnaire and the support he received from the respondents.

1.5.2.3 Documentary evidence

Secondary data collection involved the collecting of data from existing sources that include books, journal articles, newspapers and reports. Creswell (2014) maintains that documentary evidence is applicable mostly in qualitative case studies that are intensive in producing a rich description of a single phenomenon. Kumar (2011: 58) asserts that the employment of document evidence enables the researcher to develop an improved understanding of the studied topic. Document evidence is divided into two categories namely internal and external sources of data. The researcher utilised both published and unpublished secondary sources that included books, journal articles, dissertations from UP library and other institutions of higher learning as well as government documents such as policies, audited annual reports and strategic plans.

1.5.3. Validity and reliability of the instruments

Academics have had debates as to whether the notions of validity and reliability are applicable to a qualitative study. Creswell (2014) is of the view that qualitative research should consider the trustworthiness of a study instead of validity and reliability. Kumar (2011) argues that qualitative researchers do not perceive validity as being applicable to qualitative research. However, Sahu (2013) supports the application of both validity and reliability in qualitative research.

1.5.3.1. Validity

Leung (2015) defines validity in qualitative research as the appropriateness of the research instruments, process and the data. Sahu (2013) claims that validity in qualitative research assesses whether the research question is valid for the desired outcomes, whether the choice of methodology is appropriate for answering the research question and whether the sampling and data analysis is appropriate for answering research question. In addition to the above, validity is applicable in

assessing whether the results and conclusion of the study are valid for the sample and context. In the context of the study, the researcher reviewed the research questions together with his supervisor to ensure that content validity was achieved. In addition, the researcher ensured validity by using multiple sources of evidence, including in-depth interviews, to determine the influence of indigent policies on the provision of potable water for rural communities and to triangulate the findings.

1.5.3.2. Reliability

Edmonds and Kennedy (2017) define reliability in qualitative research as the purpose of explaining and generating understanding. Bryman (2016) ascertains that reliability in qualitative research deals with consistency. The main relationship between reliability and validity is that if the instrument is not valid, then it cannot be reliable. In the context of the study, in order to ensure the reliability of the research findings, the researcher made use of peer-reviewed articles and audited municipal documents. In addition, the researcher split the responses that were obtained through in-depth interviews into two halves. These responses were later analysed independently to check their relationship. Moreover, the researcher employed a multi-method approach towards the generalisability of the research findings to improve the validity and reliability of the study.

1.5.3.3. Data analysis

Neuman (2011) maintains that data analysis is a manner of systematically organising, integrating and examining data to search for existing patterns and relationships. Data analysis is done once the researcher has fully collected information from primary sources, such as documents, interviews or observation. Since this research is qualitative in nature, the researcher employed thematic analysis. According to Hammond and Wellington (2013), “thematic analysis is a step-by-step approach by which data can be sorted, organised and conclusions reached identifying differences and similarities to make conclusions”. Feza (2015) observes that the main aim of conducting a thematic analysis is to unravel themes that are prominent in the data. The researcher sought to identify emerging themes related to the influence that the indigent policy has on the provision of potable water for rural communities within the ADM.

- **Data analysis procedure**

According to Braun and Clarke (2006: 44), conducting a thematic analysis involves six stages: familiarisation with data; generation of initial codes; themes searching; theme review; defining the themes; and doing a write up. The researcher followed all the stages when analysing the qualitative data.

Braun and Clarke (2006) identified the first step in thematic analysis as familiarising oneself with the gathered data. The researcher read through the data sets to familiarise himself with the gathered data by reading through all the data sets and jotting down notes based on data. In addition, at the data familiarisation stage, the researcher also searched for connotations in the data set.

Secondly, the researcher proceeded with the generation of initial codes based on the collected data set to allow him to organise the data into meaningful groups. At this stage, the researcher starts organising the data in a meaningful and systematic manner (Maguire & Delahunt, 2017). To find the meaning in the data set, the researcher examined the brief notes and used a highlighter to identify themes that were developed based on the data sets. This enabled the researcher to formulate major themes related to the research questions in the next stage of the process.

The third stage involved sorting the data by gathering related data into themes. Fundamentally, the researcher examined various codes, determined the relationship between them and categorised them into themes using mind maps and tables. By the end of this phase, the researcher had collected main themes, and sub-themes. Pertinent themes were then categorised according to their relationship with the research objectives.

According to Braun and Clarke (2006:45), the fourth stage is the refinement and reviewing of themes. The researcher examined and adjusted the potential themes that were identified in the previous stage until he was satisfied that the identified themes responded to the research questions and captured all the data. Towards the end of this this stage, the researcher listed the themes and arranged them according to the story they told about the phenomenon under investigation.

The fifth stage as identified by Braun and Clarke (2006), which was followed by the researcher, was the defining of themes. At this stage, the researcher named and

provided explanations of the themes in preparation for the data presentation. The main aim of this step in the data analysis was to determine the central idea and the relationships between the identified themes. The final stage involved the researcher producing a report of the themes.

1.5.4. Delimitations of the study

This study was focused on the effects of the indigent policy on access to potable water with a specific focus on the ADM. Other municipalities were not taken into account although the challenges they faced were similar in most cases. The study area selected was firstly two sections of the ADM, namely engineering and budget/treasury. The engineering department is responsible for the provision of water to the indigent households, whereas budget and treasury are responsible for the registration of indigent houses and for financing the policy. Secondly, the study area involved community members affected by the implementation of the policy. The research narrowed the participants to be interviewed to less than 50 participants. These participants comprised those who were involved in the implementation process, those who monitored and advocated for the rights of marginalised groups and those who experienced the effects of the implementation of the policy.

1.5.5. Limitations of the study

The main limitation of this research is that it only utilised a qualitative research approach that has its own limitations. In addition, the interviews were carried out telephonically, which did not allow the researcher to capture the participants' non-verbal messages. The questionnaires were sent electronically, which proved problematic, as some of the key participants could not participate in the study because of Internet connectivity issues.

1.6. Ethical Considerations

Andrew (1988:51) maintains that ethics entail a set of acceptable norms that guide people's conduct. Moreover, ethics enable people to differentiate between what is right and wrong. In research, the researcher is responsible for safeguarding and respecting the rights of participants. Ethics played a substantial role in the study as

they prohibited the researcher from making false conclusions, misrepresenting the data, being biased and making errors.

1.6.1. Seeking permission

The first norm that guided the researcher during the conduct of the study was the seeking of permission. It was the responsibility of the researcher to ensure that permission was granted from both the university and the municipality. The main reason for this was to ensure that the study was conducted in line with the university's standards and to allow the authorities within the ADM to be aware of the purpose of the research.

1.6.2. Informed consent

It is imperative for the researcher when collecting data from participants to make sure that they are aware of the study and the risks that are involved. To ensure that participants were aware of the research, the researcher had the obligation to debrief the participants and seek consent from them. According to Kurmar (2011:384), seeking consent is of paramount importance, and the researcher has to explain the primary aim of the study to the research participants and ensure that consent is given on a voluntary basis without pressure of any kind. In addition to the above, the purpose of the study was explained in depth to the participants and the participants were informed that they were free to withdraw from participating in the research at any time.

1.6.3. Voluntary participation

Social research normally involves the researcher studying people's lives or interaction with people. However, most people do not feel comfortable discussing their personal experiences with strangers. Thus, the researcher made sure that the respondents' participation was voluntarily and that they were not coerced to partake in the study.

1.6.4. Confidentiality

Confidentiality plays a vital role in the research process, as research participants express their personal views on the matter under investigation. Thus, the researcher ensured that the participants' identity and the information they divulged was kept anonymous and safe from inappropriate use. This was achieved through using codes

in naming the participants during data presentation. In addition, the researcher made sure that the participants' job titles were not included in the research report.

1.6.5. Avoidance of harm

Avoidance of physical or emotional harm is also an important research ethic that the researcher needs to consider. The researcher ensured that the interviews were conducted telephonically during tea and lunch breaks to avoid harm to the organisation. In addition, the researcher ensured that he did not harm the participants by asking questions with which they were not comfortable. The researcher carefully chose the words to be used during his interaction with participants to ensure that the participants did not feel intimidated or judged. In addition, harm to the participants was avoided by adhering to research ethics and by respecting their dignity.

1.7. Significance of the Study

It was important for a research of this magnitude to be carried out in the ADM. The main reason why the researcher opted for the ADM was that close to 30% of its households have no access to potable water, and the majority of its people live in the rural areas below the poverty datum line (ADM Annual Report, 2018). This required the implementation of the indigent policy to enable poor people from the rural communities to have access to potable water. Thus, the study assessed the effects of the indigent policy on equitable access to potable water in the ADM rural areas, as there has not been much research to determine whether potable water should be free in such areas and to discover strategies to achieve this. The study may assist the ADM management with recommendations regarding the exploitation of existing strategies for providing equitable access to potable water within the municipality's rural areas. In addition, the study may contribute to the field of public management and policy studies by being a point of reference in future research. The study may also play a vital role in ensuring the improvement of human development in terms of the attainment of SDGs.

1.8. Framework of the Research Report

Chapter 1: Introduction and background of the study

This chapter introduced the research topic that was under investigation and orientated the study by unpacking relevant concepts. Thereafter, the problem statement and the

main aim of the research study were clearly articulated. The objectives of the study and research questions were also presented in this chapter. In addition, this chapter explained the research methodology adopted in the study.

Chapter 2: Conceptualisation of water policy implementation within the context of Public Administration-

This chapter conceptualised water policy implementation within the context of Public Administration with specific emphasis on the implementation of indigent policy. In addition, this chapter also highlighted the role of Public Administration in water service delivery.

Chapter 3 Legislative framework related to municipal indigent policies in South Africa.

Chapter 3 analysed the legislative framework related to municipal policies in South Africa. The main aim of this chapter was to determine the different legislations that support the implementation of indigent policies. Moreover, it analysed how the legislations are used in the context of the indigent policy.

Chapter 4: The implementation of the indigent policy – A case of the Amathole District Municipality

Chapter four examined the implementation of the Indigent policy in the ADM. Thus in this chapter, the researcher presented the findings.

Chapter 5: Conclusion and recommendations

This chapter summarised the study and made recommendations for improving implementation of the indigent policy in the ADM.

1.9. Chapter Summary

As the first chapter of the research report, this chapter introduced the readers to the research study and explained its background. The chapter identified the research problem and gaps in existing knowledge about the topic under study. The aim, objectives and research questions were elucidated in this chapter. In addition, the researcher described how the research questions were answered according to a

systematic approach. A qualitative research approach, a case study design and both secondary and primary data collection methods were identified as suitable for the study. The chapter explained the ethical principles guiding the study and towards the end, the researcher explained the significance of the study. The next chapter will conceptualise water policy implementation and related concepts. Moreover, the theories underpinning the study will be explained.

CHAPTER TWO

CONCEPTUALISATION OF WATER POLICY IMPLEMENTATION WITHIN PUBLIC ADMINISTRATION

2.1. Introduction

The preceding chapter introduced the reader to the research and explained the background of the study. The research problem, the main aim of the research, the research objectives and the theory underpinning the study were clearly identified and stated. The researcher went on to explain the research methodology involving a qualitative research approach, a case study research design and non-probability sampling. Towards the end of the first chapter, the researcher explained the rationale for conducting the research. In addition, the researcher mentioned how the study may contribute to the municipality's understanding of (and the body of knowledge about) the phenomenon under study.

This chapter conceptualises water policy implementation in the context of public administration taking in to account the implementation of the indigent policy in general and potable water service delivery in particular. The chapter will examine these aspects to determine the factors affecting the implementation of indigent policies and the challenges encountered by rural communities because of an inadequate water supply. In addition, the researcher will elaborate on the theory underpinning the study.

2.1. Public Administration

Wilson (1887) defines public administration as the most noticeable side of the government, and its main responsibility is the implementation of policies and the execution the law. Public administration can refer to the science or the art of public administration. The science is regarded as the study of public administration, and the art part entails what public administrators do when executing their duties (Williams, 2012). Zikode (2017) maintains that public administration activities entail the management of public policy by public office bearers. Despite public administration having many functions, its most important purpose is its commitment to public

services, which means that public servants are responsible for ensuring that they act in the best interest of the public.

According to Thornhill (2012:90), public administration is a distinct field of work, as it requires public office bearers to abide by the stipulated guidelines and principles during the execution of their duties. This is in line with Wilson's (1887) description of public administration as the comprehensive and systemic implementation of law. Zikode (2017) ascertains that all applications of general action are the art of administration. Thus, in the study the formulation of the indigent policy on water delivery and its implementation is regarded as the art of administration. Wilson (1887) and Zikode (2017) observe that public administration is the visible side of the government as it is responsible for service delivery and it is close to the people.

2.1. Potable Water Service Delivery in Public Administration

Weaver, Keffe, Hamer and Palmer (2017) emphasise that water is a human right and access to it is critical for human development. Maramura (2017) maintains that access to water is a human right that should be promoted in every country to enable human development. Shayamano (2020) observes that effective human development requires access to water as a human right that should be promoted at all costs. However, Hove and Tirimboi (2011) are of the view that water service delivery continues to challenge water utilities in most developing countries, including South Africa. Thus, SDG number 6 is aimed at ensuring access to potable water to all populations by 2030.

Makhari (2016) maintains that integrated water resources management (IWRM), which is an implementation tool for managing and developing water resources, emphasises equitable access to water resources. In most developing country where the state is the water service provider, failure to develop efficient and water supply systems is a product of the interplay of a number of factors. Shayamano (2020) establishes that some of the challenges that affect efficient water supply are related to securing finances to build, maintain and expand water infrastructure.

The researcher maintains that the inefficiency of water delivery in developing states is because government, which is the sole service provider of water, has the dual responsibility of providing a social service to achieve social justice and of generating

revenue to offset costs. Shayamano (2020) argues that most government parastatals responsible for water service delivery fail to recover their operating expenses from their own revenues and remain dependant on government subsidies. Graham (2005), Hall (2006), Maramura (2017) and Shayamano (2020) confirm that close to half of the water in drinking water supply systems in most developing nations is lost through leakage or gained through illegal connections.

2.2. Indigent Policy and Public Administration

The role of Public administration is to ensure the implementation of public policy to ensure public satisfaction (Farrar, 2014). Mosse (2004) maintains that it is the responsibility of public administration to ensure that past imbalances are redressed as well as ensuring that all the citizens within the land are treated in an equitable manner. In line with the above, municipality indigent policies were introduced to ensure that the poor receive services through public administration. An indigent policy can be regarded as a tool introduced by the government to ensure that the poor members of communities are assisted, thereby minimising the gap between the rich and the poor (Leburu, 2017).

The indigent policy aims to deal with the inequality of access to basic services such as water and sanitation. It is instrumental in the implementation of the indigent policy which is critical in assisting those individuals that cannot pay for basic services (Farrar, 2014). In the context of the study, the indigent policy intents to ensure potable water provision to rural communities. Access to potable water is regarded by the South African Constitution as a basic right to which every citizen is entitled. To achieve this right, the South African government introduced the indigent policy, which is aimed at the provision of free basic water to indigents within communities. There is a direct relationship between the indigent policy and public administration since public administrators are responsible for the implementation of the indigent policy.

In addition, there is a relationship between indigent policies and public administration, as the provision of potable water is the responsibility of the municipal government. Shayamano (2020) argues that the relationship between indigent policy and public administration indicates that local government liable to finance water provision and the fulfilment of the government's commitment to provide free potable water to all indigent

households. Leburu (2017) posits that the municipality is responsible for developing an indigent policy that is best suited to the municipal context. Based on the above it can be noted that there is a relationship between the implementation of the indigent policy and public administration. Public administration is responsible for ensuring that these indigent policies are implemented effectively and that they answer to the specific needs of the indigents. In addition to the above it is worth noting that public administration has to ensure that all the required resources are available that allow effective implementation of these policies

2.2.1. Implementation of Indigent Policies

Because of the social inequalities of post-apartheid South Africa, the government introduced a number of programmes and policies aimed at reducing inequality. Policies such as the RDP and the GEAR programme were introduced to advance the lives of poor black people. In 2005, the government introduced the National Framework for Municipal Indigent Policies (2003) that is aimed at the provision of free basic services, such as electricity, sanitation and water, to indigent households. A municipality has a responsibility to develop and adopt an indigent policy to ensure that the indigents within its jurisdiction can have access to the package of services included in the Free Basic Services (FBS) programme (ADM Annual Report, 2018). The National Framework for Municipal Indigent Policies (2003) defines an indigent as anyone lacking the necessities of life, including sufficient water, basic sanitation, basic energy, health care, housing and refuse removal. To qualify as an indigent, an individual must also be a citizen of South Africa. In addition, the qualifying indigent is supposed to reside in a dwelling because FBS are provided to a household.

If the applicant stays in an informal settlement, they should automatically qualify to be indigents. The combined monthly household income of the applicant should not exceed R1600 and a child headed household should be considered as an indigent (ADM Annual Report, 2019). The indigent policy enables municipalities to deliver basic services to citizens who experience a low-quality life. According to the National Framework for Municipal Indigent Policies (2003), an indigent policy is an important planning document that is drafted in line with a municipality's Integrated Development Plans (IDPs) and financial planning instruments. The National Framework for Municipal Indigent Policies (2003) stipulates that the municipality should ensure that

every citizen (indigent) has access to potable water as part of policy implementation. Moreover, failure to provide the minimum standards as stipulated by the policy might result in unsuccessful policy implementation. Municipalities have a responsibility to formulate and implement indigent policies particular to their settings in order to deliver FBS to poor households (Leburu, 2017). Municipalities are required to adopt, maintain and implement a credit control and debt collection policy, which must make “provision for indigent debtors that is consistent with its rates and tariff policies and any national policy on indigents” Leburu, 2017:26).

Municipal indigent policies must be in line with the National Framework for Municipal Indigent Policies (2003) and the minimum basic standards as per the framework are as follows:

Basic water supply facility and service – municipalities are supposed to have the infrastructure to supply 25 litres of potable water per individual on a daily basis within 200 metres of the household. In addition, the minimum flow of this water should be 10 litres per minute if it is supplied through a communal water point. However, if the water supply is through a yard or house connection the municipality is mandated to ensure that each household has access to 6000 litres of water per month. In addition, water is supposed to be available for at least 350 days per year; moreover, it must not be interrupted for more than 48 hours per incident. In other words, people must not be without water for more than two continuous days.

Basic sanitation – municipalities must have the infrastructure for basic sanitation. They should provide “a sanitation facility which is safe, reliable, private, protected from the weather and ventilated, keeps smells to the minimum, is easy to keep clean, minimises the risk of the spread of sanitation-related diseases by facilitating the appropriate control of disease carrying flies and pests, and enables safe and appropriate treatment and/or removal of human waste and wastewater in an environmentally sound manner” (Tebele, 2016). Although this section has explained the ruling on basic sanitation, this study focused on the provision of potable water services.

2.2.1.1. The usefulness of municipal indigent policies in increasing access to basic services

As a result of the South African socio-economic characterised by high unemployment rate, poverty and inequality such a policy is a necessity. Municipalities have a constitutional obligation of ensuring that all the citizens have access to basic municipal services even if they cannot afford them. In this regard the municipality should ensure in its capacity that the indigent have access to basic service.

If implemented effectively, municipal indigent policies may ensure an increase in the provision of basic services. Providing indigents with subsidised services would minimise the gap between the rich and the poor, as indigents would have enough disposable income to maintain themselves, and thus improve food security. Mahamba (2020) postulates that the major benefit of implementing indigent policies is that they address existing inequalities. Shayamano (2020) maintains that the effective implementation of indigent policies has a significant role to play in dealing with issues related to access to basic services.

According to Mahamba (2020:56) indigent policies enhance access to potable water services in rural communities. Obuaku-Igwe (2015), Passchier (2017) as well as Maphumulo and Bhengu (2019) maintain that indigent policies have been long needed in South Africa since the two-tier system widened the gap between the rich and the poor which subsequently resulted in inequality of access to potable water service. Therefore, the implementation of indigent policies has a positive impact on access to potable water service provision in rural communities.

Dealing with existing inequalities ensures that rural communities benefit from potable water provision despite their race and socio-economic status (Shayamano, 2020). Leburu (2017) postulates that the inequality of access to potable water in South Africa results in indigents using unsafe sources of water, as they cannot afford the cost of municipal water.

Gordon, Booysen and Mbonambi (2020) maintain that the main drivers of inequality in the provision of potable water in South Africa are affordability and the ability to pay. Thus, the introduction of an indigent policy is supposed to solve the problem of the

cost of water enabling indigents to access free potable water, thereby reducing the gap between rich and poor and leaving indigents with more disposable income.

Shikwambane (2017) claims that if indigent policy implementation results in the pooling of resources to fund municipal FBS, indigents will be able to access potable water and other municipal services without having to worry about the cost. In addition, indigent policy implementation in South Africa offers an opportunity to enhance the ability to pay for municipal basic services and to address the affordability of such services (Mahamba, 2020). Thus, the implementation of municipal indigent policies in South Africa is significant as it leads to the equitable provision of water services.

2.2.1.2. Challenges affecting indigent policy implementation in Municipalities

Ensuring that indigent households have access to potable water requires financial backing as part of the implementation of indigent policies (Maramura, 2017). Without financial assistance, the municipality would not be able to provide FBS, and failure to do so would distort the whole plan (Shayamano, 2020). In many instances, many policies are not implemented for financial reasons (Zikode, 2017).

Another challenge in indigent policy implementation is that there is not a proper definition of what constitutes a household (Leburu, 2017). According to the ADM Annual Report (2018), the National Framework fails to stipulate how municipalities should deal with properties that have a main structure as well as another housing structure within the same property or yard. Nevhunama (2014) posits that indigent policies are silent about dwellings with more than one household.

Further, another challenge associated with the implementation of indigent policies is accessing non-account holders, who are most probably homeless, and other people who do not receive services. The technical methods employed by municipalities to access indigents effectively exclude the aforementioned individuals from benefiting from FBS.

Nevhunama (2014) suggests that municipalities need to adopt different approaches to ensure that citizens are not excluded from access to FBS. Municipalities are supposed to combine more than one method of accessing indigents in order to deal with these exclusions. Shikwambane (2017) postulates that another challenge faced in the implementation of indigent policies is related to exit strategies. These are not clearly

outlined or planned for people who no longer need subsidised services. In addition, another problem is a lack of sufficient funds to support the full-scale implementation of the FBS programme, as municipalities always experience budget constraints (ADM Annual report, 2017).

The lack of capacity of municipal entities, the exclusion of affected parties, the lack of clear policy objectives and political interference all have a negative impact on indigent policy implementation (Greenhalgh & Shumba, 2014). Public policies are failing on their own merit, and their success depends on the process of implementation (Hudson, Hunter & Peckham, 2019). Moreover, the improvement of indigent policy implementation depends on an appreciation of the nature of policy failure (McConnell, 2015). Hudson et al. (2019) argue that the reason why plans fail should guide the quest for potential solutions.

Hudson et al. (2019) identify four main challenges affecting indigency policy implementation, namely poor information management, policy implementation in dispersed governance, inadequate collaborative policymaking and the vagaries of the political cycle.

First, the lack of a coherent integrated mechanism to support the implementation of indigent policies water in South Africa within local governments has a negative impact on the delivery of potable water to rural indigents. For instance, local municipalities are characterised by poor recordkeeping, which results in needless delays for rural indigents in accessing potable water. Kama (2017) argues that rural community members' files are sometimes lost or go missing, causing delays in their accessing potable water. The Department of Planning Monitoring and Evaluation (DPME) (2017) contends that there is a demand for progress in information management within the public sector. If these concerns were tackled, implementation of indigent policies would be effective in South Africa, yielding the desired benefits.

Second, the implementation of indigent policies in dispersed governance is a challenge that affects their successful implementation. Policies formulated at the national level of the government may face the problem of consistency of delivery at the provincial and local level. This is particularly challenging when the provincial or local government has a distinct degree of political authority (Norris, Kidson, Bouchal & Rutter, 2014). The concept of "local universities" can be used to explain the process

where general rules become guidelines designed to fit the local context and to be enacted in practice (Sausman, Oborn & Barrett, 2016). It is not clear how the national government can respond to this reality, specifically when it is hidden from the policy-making authorities.

Indigent policy implementation heavily depends on local contexts even when governance is concentrated instead of being dispersed. The literature suggests that in complex issues, an intervention may be successful in one setting, but may be unsuccessful in another setting (Boyd & Coetzee, 2013; Zikode, 2017; Braithwaite, Churruca, Long, Ellis & Herkes, 2018; Hudson et al., 2019). This calls for policy makers to engage multiple actors in the policymaking process and to use diverse sources of knowledge for successful implementation. A policy will never be successfully implemented if those operating at higher levels (national and provincial government) do not grasp what is happening on the ground, close to the local sphere of the government.

Thirdly, one of the key challenges affecting the implementation of indigent policies is inadequate collaborative policymaking. This results in failure to develop a common ground for problem solving through a constructive management of differences (Hudson et al., 2019). Policy design calls for collaboration with a wide range of stakeholders, including politicians, managers and administrators, as well the engagement of local implementation actors, such as end users and a range of local service agencies. Braithwaite et al. (2018) argue that there is need for policies to be designed to connect actors both vertically and horizontally in the collaboration process and joint deliberations. At this stage, all the stakeholders must participate as equal partners in designing the policy. Consequently, the imperative is for policy design and implementation to become a combined process rather than simply a series of distinct and separate stages. Whether policymakers are furnished with the essential skills, proficiencies, capacities, and capabilities to address such systemic faults and succeed in such an endeavour is another matter (Williams, 2012).

Fourth, public policy tends to be a process that is sometimes politicised, and politicians tend not to be held accountable for the outcomes of their policy initiatives in the event that the policy has failed to attain the desired results (Hudson et al., 2019). In most

cases, these politicians are not accountable for the failure of the policy, as the chances are that they have moved out of office.

The main challenge associated with this is that most politicians may be interested in the prospect of short-term results, which leads them to fast track policies, instead of becoming involved in the messy, protracted and frustrating details of how things might work out in practice. Norris and McCrae (2013) argue that the political will needed to drive long-term policymaking tends to dissolve over time. Hudson et al. (2019) indicate that in most cases, politicians are given credit for legislations that are passed; the implementation challenges are avoided and perceived as someone else's problem.

2.1.1. Potable water service delivery in rural communities

According to the WHO (2010), effective water service delivery entails the reliable availability of potable water in terms of quality and quantity at the place where the end user needs it. Shayamano (2020) observes that water scarcity has been a cause for concern for a long time in rural areas. Moreover, the quantity has decreased, and the quality deteriorated at an alarming rate. The quality of the water is highly questionable, as it is contaminated and characterised by odours, colours and foul tastes (UN, 2015). The lack of continuity and reliability in the potable water supply in most rural areas is another other issue that cripples the effective delivery of water resources (Shayamano, 2020). The World Bank (2010), Hurlbert and Diaz (2011) as well as Shayamano (2020) confirm that in a number of rural communities, only one in every three community taps installed are working at any given time. Many people who were beneficiaries of community taps have since resorted to their traditional dirty water sources. In many municipalities, the safe guiding of investments such as community taps has not been effectively addressed.

Jimenez and Perez-Foguet, (2010) postulate that in most rural areas, support to water users after the construction of new water infrastructure and payment for operational and maintenance costs are not forthcoming. Public water infrastructure is left unattended, resulting in most communal taps being dysfunctional. Little or no attention is given to how rural communities can deal with the challenges of water service delivery. Jimenez and Perez-Foguet, (2010), Hurlbert and Diaz (2011) as well as Shayamano (2020) advance that a small proportion of municipality funds does benefit

indigents. However, this might be because of policy inconsistencies, technical shortcomings and political influence. Chigonda (2011) and Chatiza (2016) are of the opinion that insufficient stakeholder participation, financial constraints, political interference, ineffective institutional governance, ecological issues and misinterpretation of policies are major issues affecting effective water service delivery in rural communities.

2.2.2. Factors affecting effective potable water service delivery in rural communities

Although challenges in potable water service delivery affect urban areas, they are more pervasive in rural areas. The following factors have a negative effect on potable water service delivery in rural areas.

2.2.2.1. Political interference

Corruption and nepotism have contributed to people protesting about poor service delivery (Biswas & Tortajada, 2010). In the South African context, the blame for poor delivery of potable water services has been directed at cadre deployment, which is a strategy used by the African National Congress to reward its own comrades. At times the rewards may not be deserved, which affects service delivery (Mogakane, 2018). This results in community protests, which contributes to the already existing lack of effective service delivery. Communities perceive political leaders as lacking responsiveness to their issues. Lockwood (2019) is of the view that in most instances, political leadership is competent, inefficient and corrupt exhibiting high level of disregard for communities. According to Mogakane (2018), most ward committees are not operational, which has resulted in poor communication between political leaders and community members who feel that political leaders only want to use them to garner votes (Mogakane, 2018).

2.2.2.2. Lack of water infrastructure maintenance

Malima, Kilonzo and Zuwarimwe (2019) identify limited functional water sources due to a lack of maintenance as another factor affecting potable water supply in rural areas. Malima et al. (2019) as well as Obeta and Nwankwo (2015) agree that rural water supplies are affected by frequent breakdowns and poor maintenance of water

infrastructure. The unavailability of adequate and functional water sources within poses a serious health threat, as people resort to collecting water from unprotected sources, such as rivers and fountains (Sandeve, Gidikova & Delivadeva, 2015). Malima et al. (2019) maintain that in most rural areas, the challenge of limited water supply sources is due to a breakdown of water supply systems. Access to spare parts would enable the effective maintenance of water infrastructure. However, an inconsistent supply of spare parts would result in rural communities having little to no potable water when a breakdown occurs (Chowns, 2015). Not only do breakdowns occur because of maintenance and infrastructure issues, they also transpire because of poor security leading to vandalism and theft (Leburu, 2017).

2.2.2.3. Lack of skilled personnel

Potable water service delivery in rural areas is affected by a lack of skill and competent personnel (Shayamano, 2020). Eneh and Nnaji (2016) as well as Muller (2016) perceive inadequate human resources in the water sector as having a negative effect on the delivery of potable water services to rural communities. Human capacity is critical for effective delivery of water services to rural communities; hence, a competent, skilled and motivated workforce is needed. However, in most cases, rural municipalities do not attract appropriate personnel who prefer to work for urban municipalities (Marshall, 2013).

Malima et al. (2019) posit that a lack of skilled technicians in rural municipalities is the major contributing factor to poor water service delivery in South Africa. Moreover, the shortage of staff in rural municipalities due to non-replacement when they retire is also a hindrance (Shayamano, 2020). Authorities need to attract investment aimed at capacity building and innovative learning in municipalities, which will enhance employee competence, thereby improving service delivery.

2.2.2.4. Financial constraints

Effective potable water service delivery in rural communities is affected by financial constraints (Malima et al., 2019). Government depends on taxes and service charges as sources of income; hence, the non-payment of services by rural communities means municipalities do not have enough money for effective service delivery (Marshall, 2013). Lockwood et al., (2018) validate the lack of transparency on the part

of those who are supposed to fund rural water supply, maintenance and operational costs in most developing nations. Consequently, there is a resource disparity due to inadequate financial planning/budgets, and technical faults are not repaired because of a lack of funds.

Proper financial planning and investment would ensure the success of rural piped water schemes. Local municipalities' sources of finance would then pay for the supply expenditure in a sustainable manner. However, Shayamano (2020) observes that the budgets received by municipalities are not enough to deliver and maintain rural water supply systems. In most instances, rural municipalities are not given enough money to deliver water services effectively (Obeta & Nwankwo, 2015). Thus, residents within the municipality should be encouraged to pay for water services and enhance financial resources to allow the municipality to have the finances needed for effective water service delivery.

2.2.2.5. Corruption

According to the literature, corruption is another factor that is negatively affecting potable water service delivery in rural communities (Hsiao, Vogt & Quentin, 2019; Witvliet, Kunst, Arah & Stronks, 2013). The WHO (2010) maintains that the move from the direct payment of services might decrease corruption incidences owing to the fact that direct exchange of money at point of water access will be eliminated. Thus, curbing corruption within the local government may lead to effective provision of potable water in rural communities.

2.2.2.6. Lack of stakeholder participation in potable water service delivery

Potable water service delivery is a shared responsibility of several actors at national, provincial and local levels, which includes government ministries, provincial governments, municipalities, local communities, civil societies, development partners and the private sector (Shayamano, 2020). Potable water service delivery is not solely the responsibility of the local municipality; hence, stakeholder participation is important for effective water supply systems (Bahri, 2012). Shayamano (2020) argues that for effective potable water service delivery, consultations with end-users, policy makers and urban and rural planners must be promoted. Maramura (2017) points out that

public participation must be promoted not only to ensure an effective potable water supply but also to contribute towards the realisation of human rights and democracy.

Stakeholders' participation plays a vital role in effective water delivery as their inputs may result in the successful management and design of water supply systems and the promotion of accountability and transparency within the municipal jurisdiction. However, potable water supply is characterised by a lack of key stakeholder engagement, which has contributed to the failure of local government institutions to provide and manage an efficient water supply (Dos Santos et al., 2017; Panganai & Mangizvo, 2016; Eneh & Nnaji, 2016).

Stakeholder participation has been instrumental in effective water service delivery in certain rural communities where water utilities include partnerships of with external actors. In Zimbabwe, stakeholder participation is through community public partnerships, which improves service delivery in informal settlements that was previously impossible because of community exclusion and financial misrepresentation. Significantly, the engagement of stakeholders leads to the improved technical and financial management essential for maintenance of the existing water supply infrastructure and for procuring a new system (Adams & Zulu, 2015). In South Africa, stakeholder participation has been promoted through water governance.

Clever and Hamanda (2010) postulate that water governance involves a wide series of political, social, economic and administrative systems that are in existence in order to advance the management of water resources and water services at different levels within the society. Generally, the South African government has made great strides in ensuring that water governance and management are part of a participatory and collaborative process by devising several mechanisms that allow for the involvement of different stakeholders, such as community based monitoring and evaluation (Van Buuren, Van Meerkerk & Tortajada, 2019).

Different stakeholders, including the municipality, water board, water users' associations and general citizens can participate in policy formulation, decision making and policy implementation to achieve effective water delivery. Stakeholder participation in this context involves consultations, engaging stakeholders in decision making and empowering them to contribute towards solving public challenges (Van

Buuren et al., 2019). Water governance deals with issues related to equity and efficiency in the water resources allocation; the administration of water; the balance between economic and ecosystem needs; the legislative framework; and institutions. In addition, it determines the role of the government and other stakeholders (Orme, Cuthbert, Sindico, Gibson & Bostic, 2015).

2.2.2.7. Empirical Literature: A case of National Rural Access Programme (NRAP) In Afghanistan

The implementation of the Indigent policy for effective provision of basic services for rural communities if implemented well can aid towards the enhancement of the lives of indigents. There are a number of cases studies that South Africa have can learn from both developed and developing countries. This study will focus mainly on the developing countries in Asia as they have the best practice on how the lived of indigents can be enhanced with a special focus on the rural communities. The best model is that south Africa can learn from is the National Rural Access Programme (NRAP) in Afghanistan. This program is aimed at enhancing equitable economic growth by ensuring that the rural communities have access to basic service. Ever since its inception in 2002 this programme has been successful in achieving its targets.

Esparcia (2014) postulates that the Afghanistan program seem to be successful because of its flexibility in accommodating both local and international stakeholders. International organisations such as World Bank and the United States Agency for International Development (USAID) form part of the programme.

The NRAP is funded by a number of projects such as Japan Fund, World Bank and Jica and GOA Fund. This means that the programme is not heavily depended on the government which is a complete opposite of the Indigent policy which is supported by the taxpayer's money. Esparcia (2014) also note that community is also involved in all the processes regarding this programme. Chauhan (2014) maintains that another factor that makes this model as a best practice is the fact that there is monthly, quarterly and annual monitoring of the programme and the progress reports are published. In addition to that there is an established steering committee that has a responsibility for project oversights.

From the above there are three lesson that South Africa has to learn when implementing the indigent policy and this include taking the international stakeholders

onboard for the successful implementation of the policy. In addition, the funding for this policy must not solely be from the indigent grant rather other non-governmental organisation may be able to assist in this regards and monitoring and evaluation must be prioritising in order for municipalities to learn on what is working and what is not working.

2.3. Theoretical Framework

The study was underpinned by the social justice theory propounded by Fraser (2003). The rationale behind the adoption of this theory in the study is that Fraser's views on social justice are well suited to the context of this study. According to the social justice theory (2003), developing countries have not yet reached the desired level of social justice, as there are a number of factors at play. The issue of structural inequalities in most developing countries has made the achievement of social justice an impossibility. In order to achieve social justice, the state must be willing to redistribute resources to enable every citizen to enjoy a piece of the national cake. However, this has not always been the case, as there has been a lack of resources.

Congenital legacy clarifies why high levels of inequality persist in relation to race, gender and location, which is intensified by inter-generational continuities (Govender, 2016). In the South African context of the study, there are inequalities in relation to access to potable water. The issue of access to potable water has affected people living in rural communities, who have little disposable income (Keeton, 2014). The role of the state in promoting a just society is seen as central in shaping the social justice agenda, through domestic policies, such as the indigent policy, and mediation between external forces.

The theory is a multi-dimensional conception of social justice with assumptions based on redistribution and recognition (Fraser, 2013). It identifies causes of socio-economic inequality, such as apartheid, and suggests the need for policy reorientation in order for municipalities to achieve social justice (Govender, 2016). Fraser's (2003) theory identifies the politics of recognition and distribution as sources of justice. Thus, the South African constitutional values of human dignity, the achievement of equality and freedom are in line with the social justice theory (Fraser & Bourdieu, 2007).

Social justice theory advocates interaction between all people in society as true equals in socio-political life (Fuo, 2014). In line with Fraser's (2013) theory, the affordability and ability to pay for services in South Africa are regarded as the major challenges negatively affecting the attainment of social justice. In this regard, the implementation of indigent policies is necessary, as it enables indigents to access potable water without having to bear the cost, thereby reducing inequality and achieving social justice. Shikwambane (2017) maintains that since indigent policy implementation aims to pool resources to fund municipal FBS, municipalities would achieve social justice. In line with this theory, the government has a responsibility to adopt a multiple welfare program aimed at eliminating different forms of socio-economic inequalities.

Moreover, the government's introduction of the indigent policy as a strategy to enhance the lives of the indigent population is in accordance with the social justice theory. The precondition for establishing a society based on social justice is the redistribution of material resources to satisfy the basic needs of those living in poverty (Fuo, 2014). The theory argues that in order for the establishment and maintenance of a society that is based on social justice, indigents and other marginalised social groups must have sufficient resources and substantive protection to partake in the decision-making process as equals (Fraser, 1996). The other assumption of the social justice theory is that social justice does not rely on only one sphere of government in isolation (Fuo, 2014).

Currently in South Africa, people living in rural areas have to walk long distances in order to access water. In addition, the municipality stipulates that indigent households should access 25 liters of water per individual per day, which is insufficient for domestic use according to the UN guidelines that stipulate at least 50 liters per person per day (WHO, 2013). This is against the tenets of social justice that specify that in order for social justice to be achieved, there must be sufficient resources (Fraser & Bourdieu, 2007). In addition, looking at the ADM indigent policy, one can conclude that it fails to redistribute resources that meet the basic needs of rural communities (ADM Annual Report, 2019). Failure to redistribute resources to disadvantaged people limits their freedom and stifles their ability to engage in socio-political debate. This may result in them being seen as inferior or "lesser" citizens, and thus the precondition for the establishment of a society based on social justice is not met (Fuo, 2014).

2.4. Chapter Summary

This chapter explained different concepts underpinning the study. The researcher elaborated on public administration as an art, policy implementation and the factors that affect the implementation of water policies in South Africa with a special focus on the indigent policy. The researcher went on to explain rural water service delivery and the factors affecting this delivery. The study was underpinned by the social justice theory, which was explained in this chapter. Towards the end of this chapter, the research elaborated on the relationship between potable water service delivery and poverty in rural communities. The next chapter will review the legislations related to the study.

CHAPTER THREE:

LEGISLATIVE FRAMEWORK INFLUENCING MUNICIPAL INDIGENT POLICIES IN SOUTH AFRICA

3.1. Introduction

The previous chapter conceptualised water service delivery in the context of public administration and explained different concepts related to the study. The researcher defined different concepts, such as indigent policy implementation and public administration. In addition, the researcher explained the relationship between public administration and indigent policy implementation as well as determining the challenges faced by public administration in implementing indigent policies.

This chapter focuses on the legislative frameworks that are linked to municipal indigent policies. Municipal indigent policies do not operate in silos, as a number of legislations support their formulation and implementation; hence, it is important to examine them. The legislative framework considered in this chapter includes the following: the South African Constitution of 1996; the Local Government: Municipal Systems Act 32 of 2000; and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). In addition, it includes the Water Services Act 108 of 1996, the National Water Act 36 of 1998, the Strategic Framework for Water Services (2003) and the National Framework for Municipal Indigent Policies (2003).

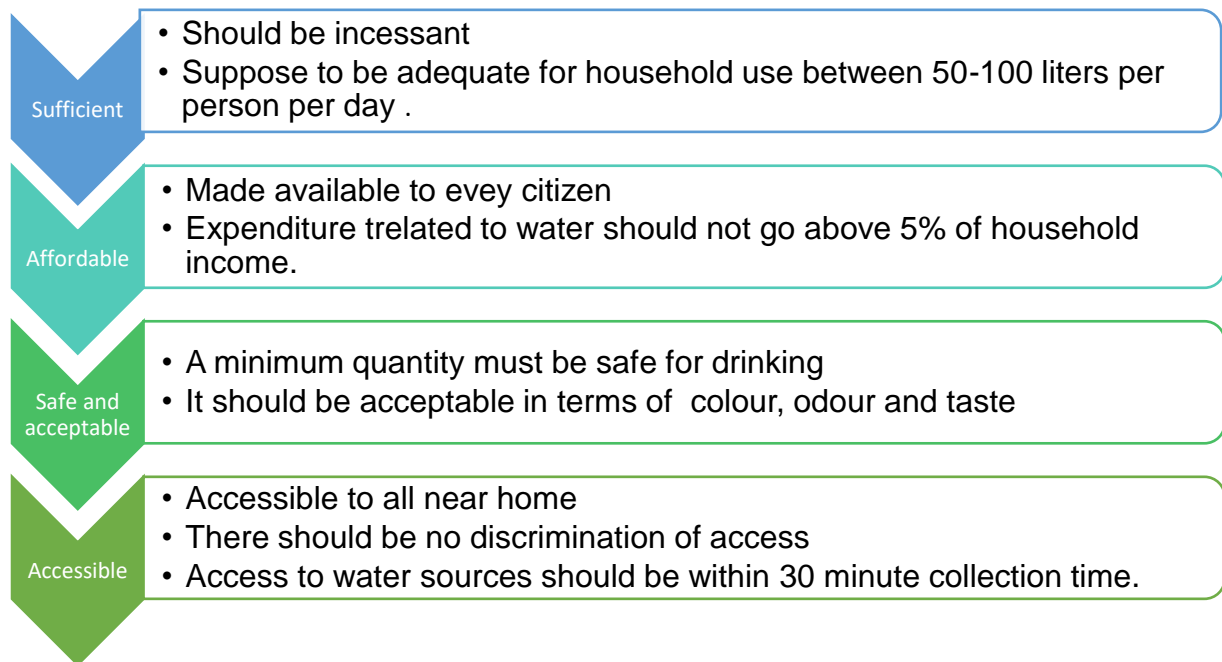
3.2. The Constitution of the Republic of South Africa 1996

The Constitution of the Republic of South Africa as the supreme law of the land was adopted in 1996. It forms the basis for a democratic South Africa where everyone is equal under the law, regardless of race, gender, religion or social class. The Constitution includes a number of clauses that refer to people's rights, including access to potable water that is the topic of the study described in this research report. According to section 11 of the Constitution (1996), everyone has a right to life, and section 9(2) prohibits the state from unfairly discriminating against anyone one on one or more grounds. Thus, the Constitution supports the equal distribution of resources,

such as water, to all South African citizens. In other words, the state must ensure that everyone within the country, whether poor or rich, has access to portable water.

The state should ensure the effective implementation of indigent policies so that the most vulnerable groups, such as the poor, women and people living in rural areas, have access to potable water. Furthermore, section 27(1)(b) of the Constitution stipulates that every citizen has the right to access sufficient clean water, which should be provided according to principals of fairness and equity. In other words, the state needs to “take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation” of everyone’s right to access sufficient water. In line with the Constitution, the United Nations Committee on Economic, Social and Cultural Rights (UNCESCR) (2014) affirms the human right to water by stating, “The human right to water entitles everyone to sufficient, safe, acceptable, physically accessible and affordable water for personal and domestic uses”. This is illustrated by the diagram below.

Figure 3.1. Principles of the human right to water



Source: Adapted from (WHO, 2010)

The Constitution states that every citizen has a right to access potable water. For this right to be achieved, policies must be in line with world standards as stipulated by the diagram above (Constitution, 1996). The state has a responsibility to ensure that water is sufficient, affordable, accessible, safe and acceptable (Fuo, 2014). Thus, indigent policies need to address inequalities related to the provision of potable water and to adhere to the constitutional mandate and world standards (Nevhunama, 2014).

According to the Strategic Framework for Water Services (2003), the government acknowledges that the minimum of 25 litres per person per day is insufficient for domestic uses and advocates the continuous revision of the quantity of basic water supply. However, Fuo (2014) is concerned that the basic national standards reflecting the constitutional right to access to sufficient water have not been revised.

Within the context of the Constitution, there is a misconception that human rights to water equates to free water. However, Maramura (2017) clarifies this misconception by establishing that the right to water refers to the affordability of potable water and the need for citizens to contribute financially. In other words, municipalities are to ensure that indigents have access to free services and that it remains financially viable to support and sustain the indigent policy. Another misconception relating to human rights is that every household is entitled to an individual connection to the water supply. However, the policy states that potable water should be within the immediate vicinity of the household (Maramura, 2017). According to the indigent policy, communal taps are supposed to be within 200 metres of the household. However, communal taps have become an issue for people living in rural communities, as most urban dwellers have individual connections (ADM Annual Report, 2018).

3.3. Municipal Systems Act 32 of 2000

The Municipal Systems Act 32 of 2000 stipulates how municipalities and municipal entities can enhance the socio-economic status of local communities. The act emphasises access to services and the way in which municipalities should exercise their powers and execute their functions. According to section 73 of the Municipal Systems Act 32 of 2000, a municipality has an obligation to prioritise the basic needs of the local community and ensuring access to at least the minimum basic municipal services, which are to be equitable. Thus, municipalities should formulate policies

ensuring equity of access to potable water. In fact, if implemented effectively, indigent policies can ensure that water is accessible and provided equitably to the rural communities. Moreover, municipalities are to ensure monitoring and evaluation of the provision of services. Indigent debtors should have access to basic services, as stipulated in the Constitution of the Republic of South Africa (1996). Therefore, the consumption of metered services by indigent debtors should be maintained at manageable levels to increase the affordability of services. In addition, property tax and tariffs for services must be made more affordable for the poor (Leburu, 2017).

3.4. Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)

CEDAW came into effect in 1979 with the aim of eliminating all forms of discrimination against women, especially those living in rural areas. The right to water is stipulated in Article 14 of CEDAW, which clearly states the following:

State Parties shall take all appropriate measures to eliminate discrimination against women in rural areas in order to ensure on a basis of equality of men and women that they participate in and benefit from rural development and in particular, shall ensure to such women the right:...(h) to enjoy adequate living conditions, particularly in relation to housing sanitation, electricity and water supply, transport and communication.

CEDAW is the first organisation to recognise explicitly the difference between rural and urban women and to declare specific rights for rural women in Article 14. The declaration referred to the right of rural women to access a water supply and emphasised the need for the state to respond appropriately and ensure their access to potable water. The declaration reveals that the international community understands the factors that negatively affect women in rural communities daily and attempts to eliminate those challenges by advocating gender equality and the satisfaction of basic needs, including access to water.

In 1998, the South African government submitted its first CEDAW report, which indicated its achievements and the challenges it had encountered in dealing with various forms of discrimination against women. In line with this report, one of the focuses of government policies and programmes is on women, especially those staying in rural areas who suffer from the scars of the apartheid (Shikwambane, 2017).

In fact, the indigent policy is regarded as a tool for correcting the imbalances of the past, as it affirms the rights of women and people who belong to the marginalised communities (Shikwambane, 2017). Despite the government's efforts to eliminate discrimination against women, the majority of women and girls in rural communities still encounter challenges regarding access to potable water, as they are indigents and cannot afford to pay for municipal services. This situation calls for the reorientation of policies to ensure that women in rural communities can access potable water and that they are not discriminated against (Managa, 2012).

3.5. Water Services Act 108 of 1997

It is the responsibility of the Department of Water Affairs to ensure that every individual in the country has access to water. This includes indigent residents of rural communities who are unable to pay for municipal services. Section 3(1) of the Water Services Act 108 of 1997 declares that every individual is entitled to a basic water supply and states the following: "Everyone has a right of access to basic water supply and basic sanitation." According to the act, water service providers are expected to take reasonable measures to realise this right, and initiatives are supposed to be in their development plan. However, according to section 3(4) of the act, this right is subject to limitations in that every individual is entitled to only 25 litres of free basic water per person per day and 6 kilolitres per household per month. Thus, municipal indigent policies make provisions for potable water as stipulated above. However, an investigation of international practices reveals that South Africa needs to do more to ensure equality and social justice for people living in rural areas (Ramokgopa, 2015). In fact, the amount of potable water to which households can access is minimal.

The High Court declared in the Mazibuko case that the constitutional right of access to potable water should be a minimum of between 42 and 50 litres per person per day (Shikwambane, 2017). Moreover, section 3 (4) of the Water Services Act 108 of 1997 has been criticised by as authors, such as Fuo (2016), Shikwambane (2017) and Shayamano (2019), who argue that the insufficient amount of potable water stipulated by the act is due to the misconception that low-income households use less water. The act fails to consider the needs of indigent households in light of factors such as household size and number of dependents. Despite the government's pro-poor initiatives, the act's water provision is market-driven, emphasising the interests of

large-scale commercial farmers and industrial users rather than indigent people (Leburu, 2017).

Nevertheless, according to section 63 of the Water Services Act, the national minister has the authority to intervene if a municipality fails to meet the stipulated requirements with regard to with water provision. If a municipality as the service provider fails to deliver potable water to indigent rural households, the provincial government can intervene through legislative and other initiatives to foster the realisation of the right to water in rural communities (Mashamaite, 2014).

3.6. The National Water Act 36 of 1998

The introduction of the Constitution of South Africa (1996) led to the enactment of the National Water Act 36 of 1998 (NWA). This was a provision within the Constitution for recognising water as a basic human right. Moreover, this act was introduced to guide the implementation of the basic right to water (Leburu, 2017). The NWA aims to meet the basic needs of both present and future generations, promoting equitable access to water and redressing the effects of past racial and gender discrimination (NWA, 1998). Cornell and Friedman (2011) maintain that the act is one of the most inclusive water laws in the world, as it was passed and implemented in a society associated with socio-economic imbalances. Shikwambane (2017) agrees that the NWA is a robust tool for redressing the inequalities and the imbalances of the apartheid regime.

The NWA plays a pivotal role in ensuring equitable provision of water, as it is responsible for the protection, management and allocation of water resources to marginalised communities. This act calls for community participation in water management, which contributes to the realisation of the right to access potable water. Shikwambane (2017) confirms that the NWA is aimed at disposing the colonial regime's ideal of privileged access to water service delivery and ensuring that everyone has access to potable water. The NWA is based on three main principles, namely sustainability, equity and efficiency. In the context of the act, sustainability entails the promotion of socio-economic development while ensuring that the environment is protected for present and future use. Equity entails the need for every member of the society to have access to potable water. Section 9 (2) of the Constitution (1996) states the following:

“Equality includes the full and equal enjoyment of all rights and freedoms. To promote the achievement of equality, legislative and other measures designed to protect or advance persons or categories of persons, disadvantaged by unfair discrimination may be taken”.

In the context of the act, efficiency implies that water should not be wasted and that it should be used to good advantage from a socioeconomic perspective. The act is a road map for municipal indigent policies, as it speaks of redressing the imbalances of past due to apartheid. It spells out the need to provide potable water in an equitable manner, which is a principle of the indigent policies that strive for equitable provision of services to society’s most vulnerable groups, such as people living in rural areas, women and indigents. The act seeks to ensure that rural communities and urban areas have equal access to potable water.

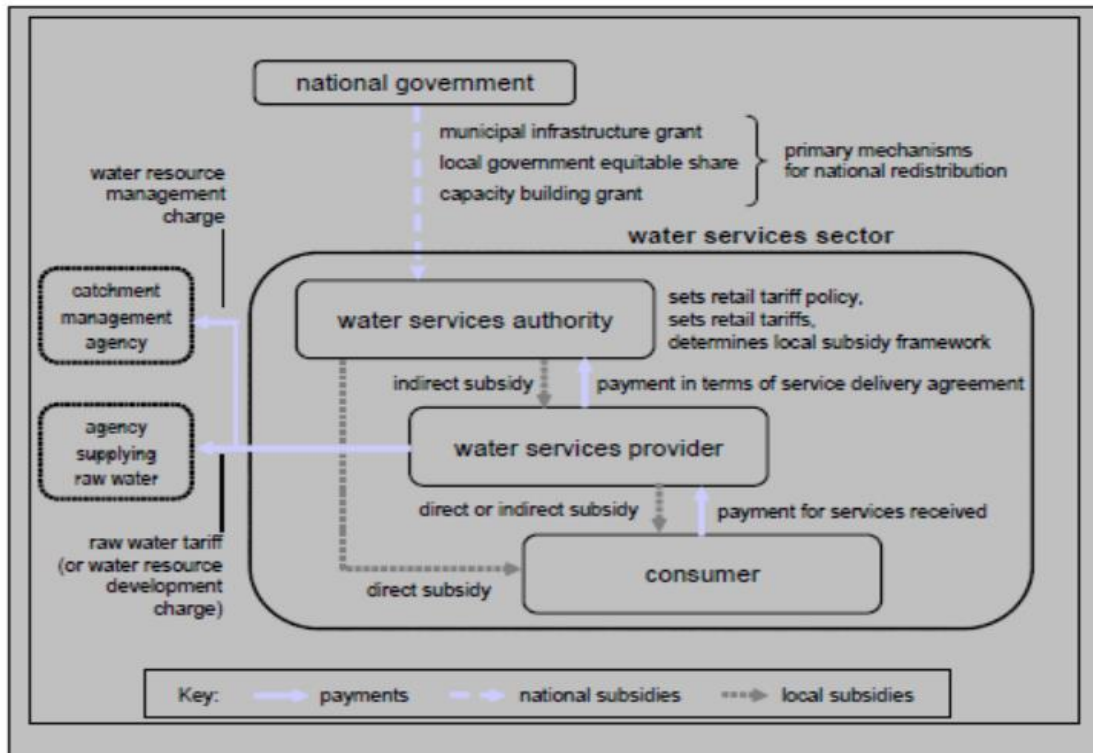
3.7. The Strategic Framework for Water Services (2003)

The Strategic Framework for Water Services (2003) is a comprehensive summary of the Republic’s water services policy, providing a framework for its implementation. After the local government election in 2000, which represented the final phase of the transformation of local government, the framework ensured that local government assumes full responsibility for water and sanitation in line with the Constitution. This framework together with Division of Revenue Act (2002) gave municipalities autonomy as direct providers of water and ensured that the Department of Water Affairs and Forestry (DWAF) would to be the leader and regulator of the sector.

The main vision of this framework is to ensure that all the people within South Africa have access to adequate, safe, appropriate and affordable water. Thus, water must be provided equitably (enough services are provided to all people), affordability (ensuring that no one is left behind from access to basic services because of the cost), effectively and efficiently. In addition, section 2 of the Strategic Framework for Water Services (2003) advocates the sustainable use of resources (economically, environmentally, socially and institutionally). Section 2 stipulates that water provisioning should be gender sensitive and consider the different needs of women. According to the framework, the effective provisioning of water necessitates a financial

mechanism aimed at ensuring the sustainability of water services. Figure 3.1 below presents the financial framework of the water services.

Figure 3.2: Financial Framework for Water Services



Source: *The Strategic Framework for Water Services (2003)*

Figure 3.2 shows that water services are financed mainly by a primary redistributive mechanism that includes the municipal infrastructure grant, the local government equitable share and the capacity-building grant. This mechanism supports the provision of basic municipal service and the implementation of indigent policies. Section (4)1 of the framework establishes that there is a need for the provision of a higher level of water services to households, which should be instituted over time. The main problem with this section of the framework is that it does not specify when exactly all households should have access to higher levels of services.

The framework for water services is a road map for the provision of free basic water and sanitation services. Section 4.4 of the framework stipulates that a free basic water policy should promote sustainable access to a basic water supply taking into account operating and maintenance cost. According to section 4.4, the state is supposed to take reasonable legislative and other measures at its disposal to ensure that every citizen has access to sufficient water. The framework establishes that the local government equitable share should ensure that access to free basic water access is

financed as well through cross-subsidisation between users within a supply system or water services authority area where appropriate. In addition, the framework accepts that 25 litres of water per individual per day is insufficient and makes the national government responsible for ensuring that the subsidy allows poor households to access at least 50 litres per person per day (Mashamaite, 2014).

3.8. The National Framework for Municipal Indigent Policies (2003)

The National Framework for Municipal Indigent Policies (2003) stipulates how local government can cater for those who are directly excluded from access to basic services (Leburu, 2017). According to the framework, the term “indigent” describes individuals who lack the bare necessities of life, such as sanitation, electricity, refuse removal and potable water. People who are incapable of paying for basic services because of their employment status or poverty are regarded as indigents (National Framework for Municipal Indigent Policies, 2003). It is imperative for municipalities to adopt and develop an indigent policy that is suitable for their jurisdiction to ensure that indigents have access to the minimum basic services included in the free basic services programme (Nevhunama, 2014). The National Framework for Indigent Policies (2003) distinguishes different categories of municipalities according to their circumstances.

3.8.1. Varying circumstance of municipalities

Financial and human resources at the municipality’s disposal are critical in ensuring successful implementation of indigent policies. Notably, many South African municipalities have severe resource constraints due to their varying circumstances. The following is a breakdown of these different circumstances:

- Cities (Type A)
- Two types of districts:
 - a) Without a water services authority function, serving primarily urban areas (Type C1)
 - b) With a water services authority function, serving primarily rural areas (Type C2)
- Four types of local municipalities:
 - a) Secondary cities (Type B1)
 - b) Municipalities with a large town as core (Type B2)

- c) Municipalities with a significant urban population but with no large town as core (Type B3)
- d) Municipalities that are mainly rural with, at most, one or two small towns in their area (Type B4)

The National Framework for Municipal Indigent Policies (2003) guides the national initiative in enhancing the lives of indigents. It recognises the role of intergovernmental co-operation in dealing with indigents but focuses mainly on the municipal sphere. This emphasises the importance of local government in ensuring that indigent household needs are addressed effectively (Nevhunama, 2014). However, the municipality needs to be supported by other spheres of the government. The main aim of the framework was to ensure access to basic water and electricity for indigent households (Fuo, 2014). Municipalities are expected to provide essential services to indigent households, including water, sanitation, electricity and refuse collection. The next section outlines the levels of basic services applicable throughout South Africa (Leburu, 2017).

3.8.2. Table 3.1: Range and levels of services

Service	Level
Basic water supply facility	Infrastructure to supply 25 litres of potable water per individual daily, accessible within 200 metres of the household and having a minimum flow of 10 litres per minute, or 6000 litres of potable water per formal connection per month
Basic water supply service	The provision of a basic water supply facility; the sustainable operation of the facility (available for at least 350 days per year and not interrupted for more than 48 consecutive hours per incident); and communication about good water use, hygiene and related practices
Basic energy service	The provision of sufficient energy to allow for lighting, access to media and cooking - fixed at 50kWh per household per month
Basic sanitation facility	The infrastructure needed to provide a sanitation facility, which is safe, reliable, private, protected from the weather and ventilated; keeps smells to the minimum; is easy to keep clean; and minimises the risks of the spread of sanitation related diseases by facilitating the appropriate treatment and/or removal of human waste and wastewater in an environmentally sound manner (DWS, 2017)

Source: National Framework for Indigent Policy, 2003.

Although the above table presents and describes the levels of all basic services, this discussion focuses on the provision of potable water. The indigent policy framework was introduced to ensure that everyone in the country has access to at least a basic level of service at no cost. Despite the introduction of this initiative, South Africa is encountering a number of challenges in the implementation of indigent policies with regard to potable water provision in rural communities (Leburu, 2017). These challenges include inadequate water infrastructure and a lack of personnel with skills in the fields of engineering and science in rural areas (Shikwambane, 2017). A study

conducted in Limpopo rural areas in 2013 established that municipalities experienced a lack of capacity, unequal distribution of available water resources, poor operation/maintenance of available infrastructure, political interference and illegal connections (Shikwambane, 2017).

3.9. Other Policies aimed at enhancing the lives of Indigents in ADM

The ADM Indigent policy is not the only policy within the municipality that is aimed at enhancing the lives of the indigents, there are other policies such as the Extended Public Works Program (EPWP) and the Local Economic Development (LED). The EPWP programme have been instrumental within the district towards enhancing the lives of indigent especially the ones staying in rural communities as managed to create more than 3000 job opportunities (ADM, 2019).

The EPWP has been a government intervention programme to reduce poverty by the reduction of unemployment. Its design was to create labour absorption and income transfer to poor households in the short to medium term. It further became a means of creating a high volume of employment in a context of crippling unemployment faced by the communities, by offering opportunities to otherwise marginalised groups, such as the rural communities, youth and women who have difficulty accessing the labour market (.Obuaku-Igwe, 2015). However, this programme has been crippled by a number of factors that include but not limited to lack of finance and lack of motivation from participants as they are often delays in the processing of their salaries.

On the other hand, the ADM LED policy is focused on decreasing poverty by creating jobs for the local communities especially the indigents there by growing the local economy. As systems of the integrated development plan, key stakeholders including the indigents are supposed to come together and reach agreement and take informed decision on how to make the economy grow. National government makes policy and provides funds, research and other support for local economic development. Municipalities decide on LED strategies and the process of arriving at a LED strategy must be part of the Integrated Development Planning (IDP) process (ADM, 2019).

3.10. Chapter Summary

There are several legislations related to municipal indigent policies in South Africa. Moreover, although not mentioned in this chapter, the Freedom Charter played a vital role in shaping post-apartheid South Africa, even though it was part of party policy. However, the Constitution set the tone for the legislation that followed with regard to equitable access to potable water for rural communities in South Africa. The National Framework for Municipal Indigent Policies (2003) is a legally binding document to which all municipalities must adhere in implementing indigent policies. The Municipal Systems Act 32 of 2000, the Water Services Act 108 of 1996, the National Water Act 36 of 1998 and the Strategic Framework for Water Services (2003) are other pieces of legislation that guide the municipalities' implementation of the indigent policies. The next chapter will present the case study of the ADM, which will include a description of the economic, demographic and organisational structure of the municipality.

CHAPTER FOUR

THE IMPLEMENTATION OF THE INDIGENT POLICY BY THE AMATHOLE DISTRICT MUNICIPALITY

4.1. Introduction

The previous chapter provided a detailed account and discussion of the legislative and policy framework governing the implementation of indigent policies in South Africa. This framework governs both the formulation and implementation of the indigent policy of the ADM that is the focus of the current chapter. This chapter presents the findings of the case study of the influence of the indigent policy on the provision of potable water for rural communities in the ADM. The chapter provides an overview of the study and the ADM; presents the demographic profile of the study participants; and discusses the themes and subthemes that emerged from the data analysis. In addition, since the social justice theory underpinned the study, components of the theory are used to support the study findings. The literature reviewed in previous chapters is also linked to the findings of the study.

The findings of the data analysis are presented in the light of the research objectives of the study that aimed to do as follows:

- To examine the national legislative and policy framework for municipal indigent policies in South Africa.
- To analyse the nature and usefulness of municipal indigent policies for equitable potable water service provision in rural areas.
- To investigate the constraints affecting the effective implementation of the indigent policy in the provisioning of water for rural communities by the Amathole District Municipality.
- To explore possible options to enhance the implementation of the indigent policy to improve potable water service delivery in the ADM.

In a bid to meet the research objectives, a qualitative questionnaire (open-ended questions) was administered to 15 community members in the ADM and key informant interviews (5 municipal officials, 3 civil society groups, 3 ward councillors) were utilised

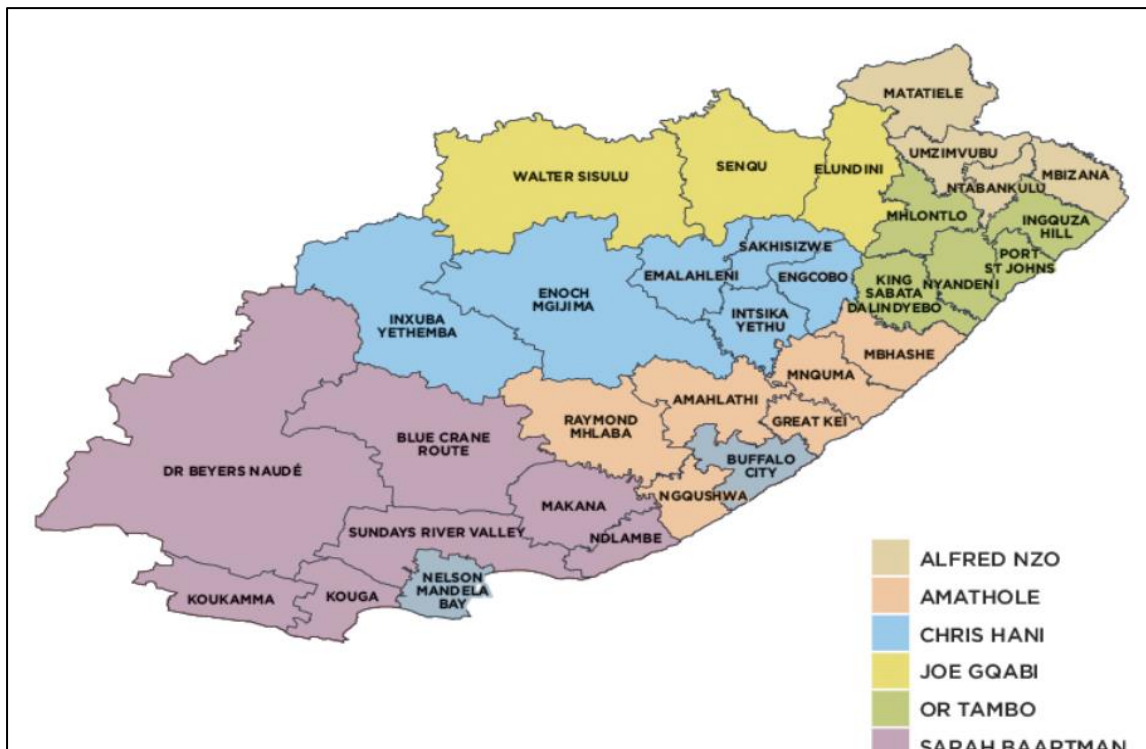
to gather data from the participants. The collected data was then analysed through thematic analysis; the results of the analysis are presented in this chapter. Data was gathered from four different groups: municipal employees, community members, political heads within the municipality and members of civil societies.

4.2. Overview of the Amathole District Municipality

This section provides an overview of the ADM from the perspective of the study of the influence of the indigent policy on access to portable water.

The ADM is one of 6 district municipalities within the Eastern Cape (ADM, 2028). The Eastern Cape was formed in 1994 through the amalgamation of the former Transkei, the Ciskei and the eastern portion of the former Cape Province (OTP, 2019).

Figure 4.1: Map of the Eastern Cape



Source: ADM Annual report, 2019

The population of the Eastern Cape is characterised by high levels of poverty and social inequality partially due to the apartheid legacy and the Bantustan system (Ngwira, 2010).

The ADM is a Category C municipality with an area covering 22 595km². According to RSA (1996) a Category C is a “municipality that has municipal executive and legislative

authority in an area that includes more than one municipality”. Amathole municipality is situated in the central part of the Eastern Cape (ADM Annual Report, 2019). It stretches along the Sunshine Coast from the Fish River Mouth, along the Eastern Seaboard to just south of Hole in the Wall on the Wild Coast. Established in 2000, the municipality comprises six local municipalities namely Amahlathi, Raymond Mhlaba, Mngquma, Mbashe, Great Kei and Ngqushwa, which are mostly rural communities. Before the municipality became known as the Amathole District, it was known as the Amatola Regional Council. Figure 4.1 below shows a map of the ADM.

Figure 4.2: Map of the ADM.



Source: ADM Annual Report 2018

The main cities or towns in the ADM are Adelaide, Alice, Amatola Coastal, Bedford, Butterworth, Cathcart, Dutywa, Elliotdale, Fort Beaufort, Hamburg, Hogsback, Kei Mouth, Kei Road, Keiskammahoek, Kentani, Komga, Middeldrift, Morgan Bay, Ngqamakhwe, Peddie, Seymore, Stutterheim and Willowvale.

4.2.1. Demographic profile of the ADM

The population of the ADM had a negative growth in the ten-year period from 2006 to 2016 with a -0.35% decrease. With a total population of 862 000, the ADM housed 1.5% of South Africa’s total population in 2016. According to the ADM Annual Report (2017), the ADM was ranked as the most populous district municipality in the Eastern Cape. Most people in the ADM are female, sitting at 451 000 with males at 411000. In

other words, the population consisted of 91.0 males per 100 females; hence, women constitute 52.35% of the population.

The municipality having a high number of females may be because it fails to attract much needed investment. Thus, males leave the municipality to go to places like Cape Town and Gauteng in search of greener pastures (ADM IDP, 2017). Most of the people residing in the ADM are black Africans consisting of 97.4 % of the population. In addition, the ADM has a young population with close to 54% being between 0 and 25 years old.

There is a significant young working-age population made up of individuals aged from 20 to 34 years old (24.8%) in the ADM, which can be compared to the national percentage (28.6%) (ADM Annual Report, 2019). In the financial year 2017/17, the number of unemployed people in the municipality was 68 000, which was an increase of 2630 from 65 600 in 2006 (ADM Annual Report, 2017). In 2016, the ADM comprised 228 000 households, which was an increase of 0.40% compared to the previous year.

Armstrong and Taylor (2017) postulate that if the number of households grows at a faster rate than the population, there might have been a decrease in the average household size. In fact, the ADM population had an annual growth rate of -0.35% between 2006 and 2016, which implied that it decreased. The ADM had a lower average annual growth rate than the rest of the Eastern Cape at 0.40%. South Africa as a whole had 15.8 million households, which translates to a 1.97% growth rate (ADM Annual report, 208).

4.2.2. Household income

Household income in the municipality is as follows: 14 percent of the households have no income; 7 percent earn between R1 and R400; and 11 percent earn between R401 and R800. In addition, 27 percent of the households earn between R801 and R1600; and 24 percent earn between R1601 and R3200 (ADM, IDP, 2018). ADM Vision 2030, (2015) claims that the people who fall in these income brackets are considered to be ultra-poor, which may be owing to the unfair distribution of the country's resources. Less than 18 percent of the households earn above R3200. In 2018, it was estimated that about 23 percent of the households in the ADM earned a maximum of R30 000 per annum. The 30 000-42 000-income category has the highest number of

households with a total number of 38 400, followed by the 18 000-30 000-income category with 37 600 households. Only 27 households fall within the 0-2400 income category. Given the information above, it is evident that the majority of the people in the municipality qualify for indigent support.

4.2.3. Poverty

In 2015 close to 580 000 people out of 862 000 (67.3%) were living in poverty in the ADM (ADM Integrated Development Plan, 2019). However, in 2019 the number of people living in poverty declined by 8.74% from 76.01%. Despite this being a significant drop, a lot still needs to be done since most of these people live in rural areas and in informal settlements. According to the Eastern Cape Planning Commission (2014), the challenges of poverty that seem to affect the province are attributed to structural factors, which results in the confinement of poor citizens to a life of continual deprivation.

An inadequate water supply hits the poor hardest and they face severe water-related problems. From the statistics provided above, close to 80% of poor people who lack water live in rural areas. Poverty in rural areas is due to a number of factors that may include a lack of employment opportunities and skills that are required in the job market. Since most of the areas in the ADM are rural, the municipality fails to attract investment, which has a negative effect on the economy, exacerbating poverty.

Ngumbela (2019) argues that possible solutions to these challenges may include the provision of social assistance and basic services to vulnerable groups as a means of improving safety nets and the quality of lives. However, Shayamano (2020) is of the opinion that social grants and indigent policies are not poverty alleviation strategies if they are not sustainable. They lead to citizens becoming dependent and a burden on the government.

Thus, municipalities need to launch initiatives engaging rural people in self-employment, for example, or training them in marketable skills. In addition, Shayamano (2020) proposes that the state attract business investment by giving tax holidays and tax reliefs to potential investors. Moreover, the state should ensure the effective implementation of local economic development programmes as a sustainable initiative to attract and as retain investors.

4.2.4. Rural nature of the ADM

One of the major problems affecting ADM is an underdeveloped and dilapidated infrastructure mainly due to poor maintenance (Ngumbela, 2019). This reduces the value of infrastructure assets, especially in the rural areas, despite the existence of programmes and plans to mitigate the challenges (EC Vision 2030, 2014). In most cases, the implementation of plans and policies aimed at enhancing the infrastructure do not take place as intended, which mainly affects the rural population. In the ADM, rural villages are in areas that are characterised by complicated topography, which results in high delivery costs for bulk services such as water and electricity. Thus, these areas may be characterised by both infrastructure and service backlogs (EC Vision 2030, 2014).

The rural nature of some areas within the ADM makes the population vulnerable to having inadequate infrastructure. As a result, such areas may have an underdeveloped economic status that perpetuates the problem of inadequate potable water supply. Poverty and insufficient water supply are interconnected, and since in South Africa, 72% of people live in rural areas of which 70% are poor, significant numbers of households must be deprived of access to potable water (EC Vision 2030, 2014). The dominance of poverty in rural areas when compared to urban areas makes people in rural areas more vulnerable to the challenges of water access. Therefore, the government needs to ensure that efforts are done to implement programmes that ensure water access in rural areas and eradicate poverty.

4.2.5. Households by type of water access in the Amathole District Municipality

The ADM has 243 266 households and 68.49% of that number comprises of households in rural areas (ADM, 2019). The table below gives details of the number of households under each water connection type in ADM rural communities. (165420).

Table 4.1: Rural Households' type of water access

Type of Connection	Number of Households
Piped water inside dwelling	21, 456

Piped water in yard	31, 392
Communal piped water less than 200m from dwelling (At RDP-level)	48,719
Communal piped water more than 200m from dwelling (Below RDP level)	21,157
No formal piped water	42, 696

Source: ECSECC, 2016

The table above indicates that the ADM has made significant progress in the provision of piped drinking water on rural household premises, which should have had a positive effect on individuals' health. Access to piped water on household premises increased significantly by close to 200% when compared to 2006 (ADM, 2019). However, despite this progress, piped water on household premises remains largely an urban privilege, as the majority of rural dwellers use communal piped water or do not have formal piped water. Shayamano (2020) maintains that rural communities are deprived of access to potable water because of a lack of infrastructure.

ADM has 48,719 households with communal piped water that is located less than 200m from the dwelling and 21,157 households with communal piped water that is more than 200m from the dwelling (ADM, 2019). According to UN (2015), to realise the human right to access to potable water, communal piped water must be less than 200m from dwelling. However, ADM is not fulfilling the UN recommendation as 21,157 households still have access to communal tap more than 200m away from their dwelling.

4.3. Presentation of research findings

The following section presents the findings of the data analysis in terms of the themes and subthemes that emerged.

4.3.1. Demographic profile of the study participants

This section presents the demographic characteristics of the community members who took part in this study. The researcher was interested in the demographics of the community members as opposed to the other participants, as they assisted in determining the characteristics of indigents in rural communities. Table 4.2 below illustrates the profile of the community members. The demographic characteristics were gender, age, income, highest education qualification and number of years resident in rural areas.

Table 4.2: Demographic characteristics of the participants

Participant	Gender	Age	Income	Education	Years in rural areas
Participant 1	Male	45	R 2 000	Matric	45
Participant 2	Female	42	R20 000	Honours	30
Participant 3	Female	51	R1000	No education	30
Participant 4	Female	57	R21 000	Diploma	30
Participant 5	Female	36	R0	Matric	20
Participant 6	Female	40	R17 000	Honours	5
Participant 7	Male	26	R7 000	Honours	23
Participant 8	Female	61	R1 600	Standard 6	44
Participant 9	Female	44	R1 300	Certificate	42
Participant 10	Female	53	R600	Grade 10	20
Participant 11	Male	45	R1 480	Matric	45
Participant 12	Female	27	R3 000	Matric	27

Source: Researcher's own Construction

Table 4.2 above gave demographic characteristics of community participants as the research was interested in analysing these characteristic for the purpose of the study. The demographic characteristics of other groups of participants such as municipal

officials, political heads and civil society groups were not included in the table above. The table indicated that there were more female participants as compared to male participants. The community members who took part in the study comprised 9 females and 3 males. The reason for more female participation in the study can be attributed to the fact that the ADM is generally characterised by a large female population; females constitute 53.1% of the population and males constitute 46.9% (ADM, 2018). In South Africa, there are also more females than males (Stats SA, 2011). Thus, the results of the gender analysis mirrored the gender distribution statistics in South Africa and the ADM. The greater representation of women can also be attributed to the fact that females are also more accessible than males.

In relation to age, most of the participants were 35 years old and above (10 participants). This showed that the majority of the participants were adults, and youths only comprised a small portion. This may be because youths do not favour rural areas; they usually migrate to urban areas in search of greener pastures, leaving the rural areas dominated by older individuals.

The income levels indicated that more than half of the participants earned less than R2000 monthly, 2 participants earned R10 000 and below but above R2000, and only 2 participants indicated earning above R20 000. This analysis led to an understanding of the financial situation of the sampled population who were mostly low income and would ordinarily qualify for indigent policy support.

In terms of educational qualifications, only 2 participants had a qualification below matric, 4 participants had matric, 4 participants had honours degrees, 1 had a certificate and 1 had a diploma. Thus, the level of education was relatively high. The researcher analyse the educational levels of the study participants in order to demine their understanding of the policy and how they would interpret it.

The study also sought to know the number of years the participants had been in rural areas. As indicated in Table 4.3 above, 11 of the participants had been staying in the rural areas for 20 years and above, with only 1 participant who had been in the rural areas for 5 years. This shows that the participants had knowledge and experience of the situation and life of people in South African rural areas.

Discovering the participants' demographic characteristics facilitated an understanding of the individuals who may have benefitted from the implementation of the indigent policy to provide free potable water in the rural communities of the ADM. The following themes emerged about the nature and usefulness of the indigent policy in the provision of equitable potable water services in rural areas.

4.3.2 ADM Indigent Policy

ADM as a developmental institution is committed to providing supportive measures aimed at assisting and empowering the community. According to the ADM Indigent Policy (2013), the municipality has a responsibility of ensuring that all the citizens have access to their constitutional rights of having access to a basic level of service. In 2013, the municipality adopted an indigent policy which embodies an indigent support to increase the quality of life of the beneficiaries by assisting them to exit from their indigence (ADM Annual Report, 2018).

The main objectives of the policy are aimed at providing sustainable basic municipal services to locals within the confines of the municipality's administrative and financial capacity as well as establishing a framework to identify and manage indigent households inclusive of a socio-economic analysis (ADM, Annual Report, 2017). In addition, the policy seeks to enhance cooperative governance with other spheres of the government as well as the provision of procedure and guidelines for the subsidization of basic charges and the provision of free basic services to indigent households (ADM Indigent Policy, 2014). The grant is dependent on the availability of funds from the government and also the grant is only given if the occupier of the property or owner is staying on the premises. Individuals who are guilty of any malpractices will forfeit the payment of the grant (ADM Indigent Policy, 2014).

Devices for water management may be installed at the homesteads of eligible indigents with the aim of reducing consumption to affordable levels a registered indigent holder is supposed to receive, and this is mainly aimed at rural households that have yard connections. A registered indigent holder is supposed to receive minimum standards of basic services such as water services (ADM Indigent Policy, 2014). In line with the above the municipality has embarked on installation of prepaid water meters within its jurisdiction and this ensured that the indigents have access to

the minimum of standards as stipulated by the policy (ADM, Annual Report, 2018). This is so to ensure that indigents do not accumulate services debt that they will not afford to pay.

Indigent Qualifying Criteria as stipulated by the ADM Indigent Policy

- In order for one to qualify for indigent benefits the applicant is supposed to be a resident within the Amathole District with possession of a valid South African identity document and a marriage certificate if married (ADM Indigent Policy, 2014).
- The gross income of all occupants within a single household should not exceed two times the government grant.
- The applicant must be the property owner (has a proof of ownership given by the local chief in case of rural households) or occupier who receives municipal services and is registered as an account holder on the Municipality's financial system.
- Any person applying for indigent support should complete a formal municipal indigent form for approval by the ADM (ADM Annual Report, 2018).
- Proof of unemployment, all pay pension slip (bank statement) or salary advices must be submitted together with the application form.
- The indigent household (Household comprises of 8 people) should have access to a minimum of 6kl and a maximum 10kl of water per month that is fully subsidized and the account holder will be liable for all payments relating to monthly water consumption if it exceeds 10kl.

The policy is said to be targeting the poor and this include people living in rural areas, informal settlement and those groups that were previously disadvantaged by past discriminatory laws.

The ADM provides portable water for rural communities in two ways, yard taps and communal taps. Indigent rural communities who have access to yard taps receive a standard of a minimum of 6kl potable water each month. In order to ensure that the indigents are within the stipulate standards there are a number of mechanism that are being implemented within the municipality such as the installation of prepaid water meters. In addition, the municipality also employs a ensures that if indigents exceed

their minimum standard and fail to pay for the excess the municipality disconnect water services for non-payment.

On the other hand, some rural indigents access potable water using communal taps. Communal taps provide free potable water to recipients.

The study analyses the data that was collected from the study participant using thematic analysis and there are a number of themes that appeared frequently during the data analysis process. The collected data was used to generate themes and subthemes that link to the broader theme as discussed below. Table 4.3 below indicates the themes and subthemes generated in this study.

Table 4.3 Themes and subthemes

Main Themes	Subthemes
Redressing of past imbalance	<ul style="list-style-type: none"> • Respect of human rights • Minimising the gap between the rich and the poor in access to potable water • Minimising health risks
Decline in potable water service delivery protest	
Decline in indigent registration	<ul style="list-style-type: none"> • Lack of proper documentation • Lack of awareness and knowledge of the indigent policy. • Dissatisfied with the registration process.
Inadequate provision of potable water for rural communities	<ul style="list-style-type: none"> • Financial constraints • Poor maintenance of infrastructure • Lack of adequate infrastructure • Corruption • Lack of municipal capacity
Tainted stakeholder relationship	<ul style="list-style-type: none"> • Lack of stakeholder participation

Stigmatisation of rural communities and beneficiaries	
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Source: Researcher's own Construction

4.3.3. Redressing of past imbalances

The study sought to establish the usefulness of the ADM indigent policy. It established that the indigent policy plays a significant role in redressing the past imbalances. South Africa still bears the scars of the apartheid rule where potable water was provided according to race. In addition, there were huge inequalities and the poor, women, and people living with disabilities were marginalised. Despite numerous challenges, the participants argued that the indigent policy is useful in addressing inequality, as it ensures that indigents who are not able to pay for basic municipal services are catered for. One of the political leaders indicated the following:

“... government to address the inequalities of the past.” (Participant 18)

This statement indicates that the policy strives to address past inequalities. To date, the policy has made great strides in achieving this, as many people benefit from it. Through this policy, most households in rural communities have been able to access potable water when compared to before its implementation within the ADM, despite the existence of some constraints more than 33,000 households have had access to potable water in ADM since 2014 when the indigent policy was introduced.

A municipal employee ascertained that:

“The Indigent policy is supposed to ensure that these services such as water and electricity are provided free to the indigents. The main problem that made many people not to have access to potable water is attributed to cost of water thereby making it free and subsidising it will enable people to have access.” Participant 15

This shows that people, particularly in rural communities, were disadvantaged in relation to water access owing to its unaffordability. Therefore, through the indigent policy, those who cannot afford to pay are afforded an opportunity to enjoy basic

services. Community members and municipal officials maintains that the indigent policy redresses the imbalances of the past.

Thus, the indigent policy is being implemented with the aim of redressing these imbalance and ensuring access to potable water for rural communities. The indigent policy has played a significant role in redressing the post imbalances within the ADM. However, Leburu (2017) argues that there are existing inequalities in potable water delivery and access in South Africa, particularly in rural communities. Factors that resulted in limited access to potable water in rural communities are multifaceted, including poverty and the unaffordability of water costs for most indigents (Gordon et al, 2020).

This study established that the ADM indigent policy plays a vital role in redressing past imbalances and this is in contrary to the findings of Leburu in 2017 which did not recognise the influence of indigent policy in redressing past imbalance. The findings may have differed because of the research settings. The research by Leburu (2017) was conducted in Cape Town municipality and in urban areas which is dominated by whites and in such a setup it's difficult to determine the significance of the policy in redressing past imbalance. Whereas in the context of this study it is noticeable as it's done in a rural setup which did not have access to potable water before, hence a positive derived from the policy is noticeable.

4.3.4 Respect for human rights

The findings of the study also identified that the indigent policy is very important as it contributes to the realisation of human rights in this case relating to access to potable water. Access to piped potable water for the residents enhances human development through eradicating water related ailments. One of the political leaders who participated in the study highlighted that;

“The indigent policy contributes to the realisation of the right to water from the government. The government is therefore supposed to ensure that the water services are provided to the citizens” (Participant 15)

This therefore shows that the indigent policy is an imperative instrument to enhance as well as contribute towards the realisation of human right to water. It is through the

indigent policy that the government seeks to ensure that citizens have access to a reliable source of water within a 200m radius and within the vicinity within which they reside. Another participant further alluded that;

“It is responsibility of the municipality to ensure that all the residents can access water as it is an indispensable human right. The policy itself also stipulates that the government is responsible for ensuring that people have access to bulk services in this case water services.” (Participant 16)

This therefore implies that the local government is well aware of this responsibility which has also propagated the implementation of the indigent policy by the ADM especially in the rural areas. This bridges service delivery gap between urban and the rural setup thus enhancing the realisation of the right to potable water for all. This is also substantiated by international initiatives and global goals such as the SDG number 6 which specifically declares that access to water is significant towards achieving sustainable development. Reviewed literature also supports this view demonstrating that access to water is a basic human right that should be available to every individual (Maramura,2017; Weaver *et al*, 2017). This therefore shows that the indigent policy in ADM aims to ensure the realisation of human right to water.

4.3.5. Bridging the gap between the rich and the poor towards access to potable water

The study also established that the ADM indigent policy is also useful as it plays the role of eliminating the gap between the rich and poor in terms of water access within the District. Although there is still much that still needs to be done to ensure the full realisation of this role acknowledgement has to be made on the progress made so far in relation to eliminate the economic gap. The policy according to the district municipality is a strategic tool to eliminate the income gap within the communities in terms of accessing potable water. A participant indicated that;

“The policy is aimed at to reduce inequality between the rich and the poor.” (Participant 7).

This implies that the ADM indigent policy has a prerogative obligation to reduce income disparity within the communities. The secondary data collected also support

these findings showing that more than 80% of the households in the municipality earn between R0 and R3 200, these households are considered ultra-poor (ADM, IDP, 2018). Thus, the ADM policy aims to bridge this gap between the poor and the rich thus qualifying the poor to benefit from this indigent policy. Through the implementation of the indigent policy enabling the rural indigents to access free water entails that the poor are left with disposable income to cater for themselves there by bridging the gap between the poor and the rich. These findings are in line with a study conducted by Mashapha (2015) which indicated that the policy is aimed at providing a decent livelihood for the poor as well as incorporating them to receive basic services. This therefore accentuates that the ADM indigent policy has played a significant role towards bridging the gap between the rich and the poor in terms of potable water access in the communities.

4.3.5.1. Minimising health risks

The study also highlighted that access to water through the indigent policy entails that there will be a minimal risk of health-related disasters. Access to clean water is essential towards the ensuring a healthy community free from water related sicknesses and water borne diseases such as cholera, diarrhoea and typhoid. The ADM comprehended this view through the enactment of the policy as one of the major roles it aims to achieve within its area of jurisdiction. The participant from the municipality alluded that;

“The indigent policy aims to significantly reduce health related disasters caused by lack of water supply services”. (Participant 7).

The implication of the above statement points out that access to potable water is imperious to fight against health risks thus ensuring strong communities and human development. These findings are also supported in literature indicating that access to potable water reduces water related health disasters as citizens collect water from unprotected sources which is contaminated for consumption purposes (Malima *et al*, 2019; Sandeva *et al*, 2015).

4.3.5.2. Decline in potable water service delivery protest

Prior the implementation of the Indigent policy in ADM there were frequent water service delivery protest in rural communities surrounding the municipality. These protests were mainly triggered by lack of access to potable water as well as lack of clarity from the municipality regarding water challenges in rural areas. This study found that the implementation of the policy has been useful in curbing public protests regarding service delivery. The ADM officials who participated in this study indicated that the ADM had been characterised by many service delivery protests before the implementation of the policy. However, post the implementation of the indigent policy, the number of protests declined. To elucidate this view, one of the participants argued,

The policy is good and there are few protests now on service delivery
(Participant 15)

The above statement was also supported by a political head who indicated that:

Since the implementation of the Indigent policy we are at peace as people now have free access to potable water (Participant 17)

This statement indicates a positive outcome of the implementation of the indigent policy. The policy has afforded many indigents access to potable water through subsidies. These finding are similar to the findings by Qaqamba (2017) whose study was assessing the implementing the free basic water service policy in the Ingquza Hill Municipality. It established that the implementation of the indigent policy played a significant role in minimising water service delivery protest in Ingquza Hill Municipality. Qaqamba's study is valid as it was done in the same rural set up and within the Eastern Cape.

Despite these seeming advantages regarding the usefulness of the indigent policy in ADM, by and large there are a lot of challenges around implementation which needs to be addressed. These challenges are discussed below.

4.4 Challenges affecting the Implementation of the Indigent Policy

4.4.1. Decline in indigent registration

In the financial year 2014 more than 3412 rural indigent households registered for indigent benefit. However, the number declined significantly in the financial year 2019 as only 2 031 rural households registered for indigent support. Statistics so far shows that since the beginning of the financial year 2019 there has been a 40% decline on rural indigent registration when comparing it to 2014. The study established that the municipality had seen a decline in the number of indigents registering. A community member (Participant 9) noted the following:

“I am no longer interested in registering for indigent support because I have been registering for the past 3 years but I still do not have access to potable water.”

The above statement about the decline was supported by a municipal official who remarked as follows:

“In the past two years the municipality has received a decline in the number of people who are registering for indigent support.”

The above statement reveals that people are no longer registering in large numbers for indigent support from the municipality. A decline in the number of registrations may be attributed to the municipality’s slow response in processing indigent applications and a lack of motivation on the part of indigent households who are reluctant to register for support that they have to wait a long time to receive, leading them to perceive it as not beneficial to them.

Another reason that may cause low registration numbers may be unforeseen circumstances, such as death, change of economic status and a lack of awareness of the indigent policy among rural community members. The decline in the number of households registering for indigent benefits seems to be prevalent in ADM only as other studies (Leburu, 2017; Mashapha, 2015) shows an incline regarding indigent registration in Tshwane. This research argues that the difference in terms of the

registration might be attributed to the advanced registration systems that are employed in Tswane municipality as compared to the poor systems being implemented at ADM.

4.4.2. Lack of proper documentation

With regard to the nature of the indigent policy, it was identified that the indigent policy involved a long and strenuous process requiring many documents to be registered. The study findings showed that lack of proper documentations from the households is a critical challenge that has drastically contributed to a decline in the registration process. In the interviews conducted with the community members, the participants expressed dissatisfaction in the registration process owing to the prolonged process involving many supporting documents. Participant 2 said the following:

“Some of us are unable to register because we do not have all the documentations that are needed for one be accepted as an indigent.”
(Participant 1)

The above statement reflects the reason why the municipality is registering less indigents. Thus, low registration figures may not be the result of changed economic circumstances; it may be because of the ineffectiveness of the process itself. This finding corroborates a similar finding that was made by Leburu (2017) who also revealed that the process of registration for indigent households is not an easy one, as it requires a lot of paperwork in relation to the study conducted in Tshwane Metro Municipality. This therefore shows that the documentation required for a household to qualify for indigent cannot be easily accessible thus further widening water access gap in ADM impacting on the poor rural communities.

4.4.3. Lack of awareness and knowledge of the indigent policy

This study found that potable water service delivery in the ADM is also affected by a lack of awareness of the indigent policy itself leading to a decline in registration number of indigent households. A civil society member argued the following:

“...people are not well aware of the policy [...] this lack of knowledge has a negative impact in widening the gap of potable water demand against the supply.” (Participant 22)

The above quotation shows that the community lacks adequate knowledge of the policy which is another factor that can be attributed to the decline in the number of household registrations. Adding on, some of the community members who were part of this study indicated that;

“We are not even aware of a policy called the indigent policy” (Participant 10).

This implies that there is no adequate awareness and knowledge of the policy within the communities hence it is highly unlikely there can be more registrations that can be done. Although the policy clearly stipulates that the municipality shall utilise some communication strategies to ensure public awareness, the situation on the ground is different as indicated by the respondents. A similar problem was identified by a study conducted by the Centre for Development Support (2011) which established that many community members in the Nelson Mandela Metropolitan Municipality lack understanding of the indigent policy. Likewise, Zikode (2017) also asserted that when the general public are not aware of the existence of a policy, the implementation of the policy itself becomes problematic.

The municipal officials who also took part in the study were sceptical on their knowledge of the policy. This makes it difficult for the citizens to understand a policy that municipal officials themselves are not confident and knowledgeable about. An official from the ADM alluded that:

“I feel that we do not really understand this policy fully as it involves a lot of departments such as finance and engineering. At times finance would question why the municipality is using all these funds which is a clear indication that they really do not have an understanding of the policy.”
(Participant 16)

Another ADM official substantiated the above perception citing that;

“We do not understand everything about the policy... the engineering department to a certain extent seems not to understand the policy as they are drilling dispersed community taps which is not in-line with the tenets of the policy that stipulates that the taps must be 20m apart. It is a clear indication that the level of understanding is somewhat low.” (Participant 17)

Thus, it appears that even the implementers of the policy do not possess adequate understanding and knowledge of the policy. The lack of awareness and knowledge on the part of the municipality can be as a result of the nature of the policy involving a number of actors that fail to work comprehensively to foster development of the communities. This has crippled the effectiveness of the policy since it is implemented by individuals who lack understanding. This therefore shows that lack of awareness and adequate knowledge of the policy continue to haunt the municipality as such the intended beneficiaries of the policy fail to fully benefit from the policy. This also leads to a reduced number of households applying for the indigent policy. These findings are in line with the findings made by Mashapa (2015) in the City of Tswane who found that there is little awareness of the policy. This led the mayor to give a directive that the issues related to the policy be discussed in meetings to propagate the policy principles to the public.

4.4.4. Dissatisfaction with the registration process.

Dissatisfaction with the registration process was also identified as another challenge that has contributed to a decline in the number of rural indigents registering within the ADM.

A community member expressed that;

“I am no longer interested in registering for indigent support because I applied for indigent 3 years and I am still waiting for approval that I qualify for indigent support.” (Participant 9)

The above statement reveals that people are no longer registering in large numbers for indigent support from the municipality even when they do qualify because the waiting period for approval is too long. The implication of this statement shows that regardless of the existence of the ADM indigent policy, the policy is continuously failing to address its intended objectives as the citizens have expressed great concern with the registration process itself. A municipal official who took part in the study remarked that:

“In the past two years the municipality has received a decline in the number of people who are registering for indigent support.” (Participant 17)

The decline that the municipality has witnessed over the years is a direct implication of the registration process failure. A decline in the number of registrations may be because of the municipality's slow processing of indigent applications and a lack of motivation on the part of indigent households who are reluctant to register for support. Indigents have to wait a long time to receive a confirmation if their application was successful, leading them to perceive it as not beneficial to them. Another reason that may cause low registration numbers may be the distance between municipal offices and where indigent people are living, unforeseen circumstances, such as death, and a lack of awareness of the indigent policy among rural community members.

The findings of this study are a reflection of the findings made by Zikode (2017) and Nevhunama (2014). Their findings highlighted that the implementation success of a policy rests upon sound management and administration on the part of the government in providing services to the public. On the other hand, Ortigara, Kay and Uhlenbrook (2018) supported the notion of distance between offices and where rural indigents stay by arguing that municipal offices in many rural municipalities are too distant from where rural indigent people are living and this makes accessibility very difficult leading to citizens dissatisfied with the registration process. The study also noted that the indigent policy registration process is not user friendly and therefore leading to dissatisfaction of the indigent beneficiaries. In line with the above, a study by Farrar (2014) revealed that the registration process fails to distinguish between bona fide applicants and those who want to benefit in a mala fide way.

4.4.5. Inadequate provision of potable water for rural communities

The provision of insufficient water services to rural communities has also been identified as a challenge associated with the ADM indigent policy. As such, the participants were asked if they received water from the ADM. All 12 participants (community members) indicated that they did not have access to sufficient potable water. The following responses indicated the inadequate water supply

“No, it is not sufficient because we have big families so the 20 litre buckets, we fetch won't sustain us for long. We depend on a few communal taps”
(Participant 12).

Another community member noted that:

“The water is not adequate” (Participant 8)

The provision of inadequate potable water was also confirmed by a municipal representative who ascertain that:

“The policy entails a certain standard to be provided for free after that indigents have to pay on their own.” (Participant 16).

A representative of the civic society said that:

“The minimum standards stipulated within the policy promotes inadequate provision of water services for rural communities.”

The argument made by the civil society representative, can be observed in the ADM Indigent Policy (2014) which stipulates that indigent households should have access to a minimum of 6kl of water per month that is fully subsidised, and that the account holder will be liable for all payments relating to monthly water consumption if it exceeds that amount. This means that every person can access up to a minimum of 25 litres of water per day, which respondents argued is insufficient.

The above supports the finding of Qaqamba (2017) who maintains that the minimum standard stipulated in the National Water Act and the indigent policies is insufficient for human survival. This is in line with WHO (2010) which postulate that in order for people to benefit from the right to water, potable water provision must be sufficient, translating to between 50 litres and 100 litres per individual per day. Thus, the policy is not in line with the Constitution, as section 27(1)(b) emphasises the right to sufficient water. Therefore, considering the social justice theory, the ADM is deviating from the tenets of social justice since it fails to provide rural communities with access to sufficient potable water.

Evidence gathered from interviewees reveal that although the policy is said to be targeting the poor, including people who live in rural areas and informal settlements, as well as those who were previously disadvantaged by past discriminatory laws, the policy provides inadequate access to potable water. This has a negative effect on these people. Unfortunately, thousands of people, especially children, die yearly as result of diseases resulting from a lack of potable water (WHO, 2018). Moreover, the

policy fails those who live in rural areas because it excludes this category of people (Shikwambane, 2017). The way the ADM's indigent policy is structured and being implemented is not satisfactory, as the National Framework for Municipal Indigent Policies encourages municipalities that have the necessary resources to provide services at a level higher than that outlined in the Water Service Act. The municipality is supposed to be a flexible mechanism that implements levels of free basic services to indigents according to their needs and available resources.

4.4.6. Stigmatisation of indigent beneficiaries in rural areas

Currently, the ADM's indigent policy leads to the stigmatisation of people living in rural areas, rather than alleviating their poverty. Stigmatization can be defined as attributes that deeply discredit and diminishes someone from being perceived as a normal person to a more reduced person (Chen & Courtwright, 2016). In the context of this study stigmatisation relates to the negative stereotypes that are aligned to indigent beneficiaries living in the rural areas being viewed as inferior to the socially acceptable norm. To substantiate this view, one participant noted that:

“It is stigmatised, at time you feel ashamed to say you are a beneficiary of indigent support from Elalini (Rural areas) because of the stigma.”
(Participant, 5)

Another participant also reported that although the policy aims to alleviate poverty and to ensure adequate access to potable water to the people living in the rural areas, there is stigma that emanates when other villagers know that you are benefiting from the ADM indigent policy programme. Participant 6 also adds that;

“we are stigmatised because we are poor and we also excluded in some community projects and fail to be included in other community administrative responsibilities”

The statement implies that the failure of the policy to protect the beneficiaries from stigma further reinforces social as well as economic inequalities within the communities in ADM. This therefore contradicts with the theory that underpinned this study. The findings are also supported by Fuo (2014) who emphasised that some government programmes that aim to improve the lives of citizens through resource

redistribution fail to eliminate stigma that is characterised with the wellbeing and welfare of the beneficiaries. This further widens the gap between the rich and the poor. This therefore implies that the implementation of the indigent policy is leading to the stigmatisation of the beneficiaries of the policy in the rural communities within the ADM.

4.4.7. Financial constraints

According to the study results, the ADM faces financial difficulties which is contributing to the provision of insufficient water services for rural communities and this has been exacerbated by the Covid-19 pandemic. Many ADM officials in this study indicated that the municipality is not financially stable to fully implement the indigent policy. One official argued the following:

“... cannot even afford to pay for the Cost of Employment. For now the indigent policy is not financially sustainable as the municipality is heavily affected by budget cuts and they cannot keep on borrowing from the treasury to finance this policy.” (Participant 17)

A community member indicated the following:

This policy is not backed by enough finances ... it should also be noted that this policy is failing on developing infrastructure for rural communities. (Participant 6)

These statements show the level of financial challenges within the municipality, which is affecting the implementation of the indigent policy. Without adequate financial resources, it is impossible to ensure adequate water service delivery in the ADM. A study conducted by Malima et al. (2019) testifies to the impact of financial resources on service delivery. The financial constraints experienced by the ADM can be attributed to the failure of the community to pay their municipal bills and the municipality relies heavily on these payments (Marshall, 2013).

4.4.8. Poor infrastructure maintenance

Poor infrastructure maintenance has been identified as a barrier to water service delivery that deters access to potable water for the ADM rural communities. This is supported by the community members' arguments. A community member argued that

"...broken communal taps are never fixed which makes a lot of people relying on the remaining taps" (Participant 11)

A member of civil society corroborated the argument of poor maintenance:

"In cases where a number of communally owned taps have been installed, they were not effectively maintained as such some are malfunctioning, and others have completely been closed." (Participant 22)

This indicates that rural communities in the ADM are failing to access potable water due to poor maintenance by the municipality. For example, there are broken taps that the municipality has not repaired. These broken communal taps are supposed to service the community, but the municipality is making little or no effort in resuscitating them. Research studies conducted on potable water service delivery have also established that dysfunctional water sources, broken taps, obsolete water infrastructure and poor maintenance affect access to potable water in most rural communities (Chowns, 2015; Obeta & Nwankwo, 2015; Sandeva et al., 2015; Malima et al., 2019). Thus, the findings of this study corroborate previous studies.

4.4.9. Lack of adequate infrastructure

Despite the ADM failing to maintain broken taps, this study also found that there is a lack of adequate infrastructure to support potable water service delivery. This finding was supported by arguments presented by community members who stated the following:

"The community taps are very few so they are very far from and we spend most of our time travelling to fetch water." (Participant 8)

"The community taps in our rural community are not enough to cater for the whole community, we rely on the very few taps available." (Participant 1)

Another community member aided that:

“We depend on few communal taps for water” (Participant 12)

One of the politicians argued that

“... another challenge is obsolete infrastructure for provision of water services”

An official from the ADM corroborates this finding:

“Many people have benefited from the indigent policy and now have access to potable water. However, the main problem is that in most rural areas there is poor infrastructure which has resulted in the policy having a low positive impact”
(Participant 13)

The above remarks reveal the sad reality of the failure of the ADM to ensure potable water service delivery. According to the ADM (2018), the communal taps are supposed to be within a radius of 200m from households. However, the situation on the ground shows a significant deviation from this objective. The participants indicated that they walked long distances to access potable water. This finding corresponds with the existing literature that confirms that most people in rural communities travel long distances to fetch clean water (WHO, 2013; Maramura, 2017).

In addition, the lack of adequate communal taps has placed a great deal of strain on the members of the ADM’s rural communities, as they have to travel long distances to the nearest tap and stand in long queues at the available taps. This is reinforced by the participants’ remarks. One community member observed the following:

“Long queues are a challenge, we are many in the village and we have to a few taps” (Participant 10)

Another community member argued that

“...there is a long distance from home to the tap, and if you do not have a wheelbarrow to carry the water it will be challenging” (Participant 1)

A similar constraint was identified by Shayamano (2020) who conducted a study on potable water provision in local government and found that a lack of adequate infrastructure for water service delivery was a challenge that hindered sustainable water service delivery. Owing to a lack of adequate functional communal taps, the ADM's rural communities are unable to access clean and safe potable water. A community member stated the following:

“We do not have taps that have clean water, so we are using the same water that is drunk by cows. Sometimes dogs fall into the water and die, so it is not healthy at all.” (Participant 2)

Another community member commented as follows:

“...the community is using water that is not clean and people are sharing water with animals since there are no water taps in my community” (Participant 7)

The sad reality is that in the ADM's rural communities, people are exposed to health hazards by using non-potable water sources. Other community members explained that the dirty water available to them is not safe for consumption, and therefore they opt to travel long distances in search of clean and safe water. One of the community members stated the following:

“To avoid consumption of unsafe water we wake up very early to fetch water from communal taps which are usually far so it is not safe for us since we will be outside during the wee hours of the morning.” (Participant 4)

Another community member was explicit about the danger of rape they faced when accessing communal tap water:

“At time our girls are being raped because of these long distances' early morning to the communal taps.” (Participant 9)

The above statements indicate that rural community members in the ADM expose themselves to danger even when accessing clean and safe water for household use. Moreover, the community is exposed to numerous diseases in accessing both untreated and treated water:

“We get rush as the water is not supposed to be used for human consumption but because we do not have taps we end up using the water.” (Participant 4)

Participant 9 adds that;

Walking the long distances and the long queues at the taps exposes us to diseases such as Covid-19 which is transmitted when there is no social distancing (Participant 9)

The above remarks reveal the realities of rural life in the ADM in relation to access to potable water. However, research has shown that these constraints are not unique to the ADM; other rural communities across the globe are faced with the same challenges (Maramura, 2017; Shayamano, 2020).

4.4.10. Corruption and mismanagement of funds

Participants predominantly raised the issue of corruption and mismanagement of funds in the ADM as another major challenge towards effectively implementing the indigent policy. A community member stated that:

“The current policy is sufficient to address issues, but the problem is that public funds that are meant to provide community with basic services are misused by the municipality” (Participant 5)

This implies that the municipality is characterised by issues of corruption and mismanagement of public funds most especially in relation to the tendering process and unauthorised expenditure. This weakens the integrity of the ADM and undermines its authority to provide equitable water service provision to the local communities. Participants allege that the municipality gives tenders to undeserving service providers characterised with bribes and nepotism. It is very difficult to dismiss the views of the participants regarding corruption within the ADM as the municipality has been in the media regarding its improper procurement processes.

An example can be drawn from the corruption scandal known as the toilet saga whereby the municipality awarded Siyenza Group a controversial tender to build pit latrine in villages in 2015. The auditor General’s report (2017) revealed that the toilets

were not built, or the work was substandard, and this resulted in the group letter charged with fraud, corruption and money laundering in terms of the Prevention of Organised Crime Act. These findings are also in line with Leburu (2017) and Mashamaite (2014) who concur that corruption and mismanagement of funds are a significant challenge towards effective implementation of policies in South Africa. Furthermore, Weaver et al. (2017) also hold the same sentiments indicating that potable water service delivery in the Makana Local Municipality is degrading due to mismanagement of funds and corruption. A study conducted by Shayamano (2020) corroborates this finding by concluding that corruption and characterised by mismanagement of funds, preclude effective potable water service delivery.

4.4.11. Lack of capacity

This study established that effective water service delivery in the ADM is also affected by a lack of capacity. The study found that the ADM lacks capacity to provide potable water adequately to rural communities within its jurisdiction. This is supported by arguments given by ADM officials:

“The ADM lack enough capacity to implement the indigent policy. The municipality lacks human capacity such as the ones working in water services”
(Participant 19)

Capacity is crippled by a lack of skilled personnel such as engineers and unclear policy objectives formulated by the parties responsible for spearheading implementation in the ADM. According to the ADM Annual Report (2019) the municipality had a vacant rate of 31% in the water service department and there was high labour turnover of skilled personnel such as engineers as they are leaving in search of greener pastures since the municipality is struggling to pay its employees. In a similar study, Greenhalgh and Shumba (2014) found that capacity is critical in facilitating the effective implementation of the policy for positive outcomes. Shayamano’s (2020) also established that municipalities’ lack capacity in engineering professions and this has a negative impact in ensuring effective and sustainable water service delivery.

4.4.12. Lack of Stakeholder involvement

There is lack of stakeholder involvement in the provision of water service delivery in the ADM. This is supported by comments made by community members, politicians and members of civil societies. The study identified a number of relevant stakeholders whose efforts are fundamental, such as community members, the municipality, civil societies, political leaders, local government, national government, private sector organisations and traditional leaders. A community member indicated the following:

“We are also stakeholders, but we are not consulted at all” (Participant 12)

A civil society member argued as follows:

“Our voices are not heard at all ... we are often excluded from decision making” (Participant 22)

A politician corroborated this argument:

“I cannot say that we are happy because the municipality is not involving us in the implementation. We are part of the stakeholders, so we have to be involved” (Participant 21)

These statements indicate that most relevant stakeholders are playing a low-key role in championing potable water service delivery in the ADM, whereas others are side lined during implementation. For instance, the civil society members who participated in this study indicated that they were not consulted or involved in anything related to indigent policy implementation. One member said that even if they were invited to meetings, their voices were not heard, and they were not involved in decision-making (Participant 1). This halted the effective implementation of the policy in rural communities in the ADM.

Shayamano’s (2020) established that the provision of potable water is a responsibility that should be shared amongst different actors. Another study established that the municipality should not be the only entity responsible for water service provision (Bahri, 2012). Thus, every stakeholder in the ADM needs to be involved in efforts directed at potable water service delivery. A study conducted by Maramura (2017)

confirms the need for stakeholder participation in water service delivery, as this contributes to the realisation of the human right to access water.

4.5. Linking the Research Findings with the Social Justice Theory

The implementation of the ADM indigent policy without any adjustment to deal with the actual needs of rural communities reinforces existing socio-economic inequalities, which is against the pursuit of social justice and a denial of social recognition (Fraser, 1996). The current ADM indigent policy's contribution to the pursuit of social justice is impeded because it is incapable of properly responding to the basic water needs of rural communities. This indigent policy tends to reinforce rather than alleviate social hardships occasioned by poverty (Fuo, 2014).

The researcher submits that this policy fails to meet Fraser's precondition for achieving social justice. In a bid to manage water infrastructure sustainably, the municipality has embarked on cost recovery mechanisms, such as the installation of prepaid meters, which has negatively affected indigent households (ADM Annual Report, 2019). The installation of prepaid meters forces indigents to accept "substandard services", as they receive 6000 litres of water per month, which is inadequate for their domestic needs (Fuo, 2014). It can be noted that the implementation of cost recovery mechanisms in the provision of potable water reinforces existing socio-economic inequalities.

According to Fraser (1996:8), "institutionalised arrangements that reinforce socio-economic inequalities and gross disparities in access to social services should be eliminated, as they deny indigents the means to interact as peers with others". Therefore, the current cost recovery mechanism and the need for proof of poverty denies the indigents social recognition. In addition, the ADM indigent policy does not provide a strategy on how to address the stigma usually associated with the beneficiaries. Fraser (1999) argues that failure to deal with the stigma experienced by beneficiaries amounts to a denial of social recognition, which reinforces socio-economic inequalities. This calls for policy reorientation which means that this policy must be in accordance to international standards in the provision of water service. In addition, the policy must determine how it's going to be financed in a sustainable manner without straining municipalities as well as taking into account that new reality

that have been paved by the emerge of Covid-19. If all this is taken into account, it may play a significant role in dealing with the identified challenges.

4.6. Chapter Summary

This chapter presented the analysis and interpretation of data related to the influence of the indigent policy on the provision of potable water for rural communities in the ADM. The data collected from primary sources were a product of in-depth telephonic interviews conducted with municipal employees, political heads and members of civil societies. In addition to the above, the findings were the result of questionnaires with open-ended questions that were answered by community members.

In addition, the chapter referred to data gathered from secondary sources, including legislation. In the chapter, the researcher noted that there have been some positive benefits of the indigent policy, namely respect of human rights, minimising the gap between the rich and the poor in access to potable water and reduced health risks. However, despite such a positive contribution of the indigent policy, there are a number of challenges that this study identified. These are Lack of proper documentation, lack of awareness and knowledge of the indigent policy, dissatisfaction with the registration process, financial constraints, poor maintenance of infrastructure, lack of adequate infrastructure, corruption, lack of municipal capacity, wastage of free potable water and lack of stakeholder participation. The next chapter will be the final chapter of this research report and will present a summary of the findings of the data analysis; the conclusion; recommendations; the implications of the study findings on the policy; and suggestions for further research.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.1. Introduction

This final chapter of this research report builds on the previous chapter that presented the research findings. The study was aimed at analysing the influence of the indigent policy on the provision of potable water for rural communities in the ADM. The study was based on research objectives that were in line with the broad aim. In pursuit of the aim of the study, the following research objectives were formulated:

- To examine the national legislative and policy framework for municipal indigent policies in South Africa.
- To analyse the nature and usefulness of municipal indigent policies for equitable potable water service provision in rural areas.
- To investigate the constraints affecting the effective implementation of the indigent policy in the provisioning of water for rural communities by the ADM.
- To explore possible options to enhance the implementation of the indigent policy to improve potable water service delivery in the ADM.

In light of the above objectives, the researcher used both primary and secondary sources in collected data that were then analysed. This chapter will present a summary of the findings of the data analysis; the conclusion; recommendations; the implications of the study findings on the policy; and suggestions for further research.

5.2 Chapters summary

Chapter one introduced the research to the reader and gave a background of the study. In addition to that is clearly defined the problem this study seeks to address and gave the main aim of the study, research objectives and research questions. The chapter also gave the significance of the study and research methodology. The study employed a qualitative research approach and a case study design where ADM was utilised as a case. The population of the study was people living in rural communities, municipal employees working in engineering and finance, civic societies and political

heads. The sample for the study was 31 and non-probability sampling techniques were employed. The study used a purposive sampling techniques to identify interviewees among municipal officials, political heads and civic communities as well as a convenient sampling technique for community members. Data was collected using both primary and secondary data collection methods and it was analysed using thematic analysis.

Chapter two answered objective number one. The objective was focused on examining water policy implementation within the context of public administration as well as factors that affect effective implementation of the indigent policy in South Africa. The chapter also discussed the social justice theory which was the theoretical lens guiding the study. The chapter also elaborated on the relationship between potable water service delivery and poverty in the rural communities.

Chapter three explained the legislative framework influencing municipal indigent policies in South Africa. This chapter played a significant role in answering research objective number one which was aimed at examining the national legislative and policy framework for municipal indigent policies in South Africa. The study noted that there are a number of legislations that support the implementation of indigent policies in South Africa. These include the Constitution of the Republic of South Africa (1996), Municipal Systems Act 32 of 2000, the National Water Act, Water Services Act 108 of 1997, The Strategic Framework for Water Services (2003) and the National Indigent framework.

Chapter four presented the findings of the research. The findings answered the all the research questions that were presented in chapter one. The chapter also helped in addressing objective two and three. Objective number two was aimed at investigating the nature and the usefulness of the indigent policy for equitable potable water service provision in rural areas. It was noted that the policy is indeed useful in bridging the gap between the rich and the poor, the redress of past imbalances and lead to citizen satisfaction. However, the third objective was aimed at determining the constraints affecting the effective implementation of the indigent policy in the provision of water for rural communities by the ADM. It was revealed that corruption, mismanagement of funds, inadequate finance, lack of infrastructure and lake of municipal capacity are some of the constraints affecting the implementation of indigent policy.

5.2. Research Findings Summary

This section of the study will focus on summarising the findings based on the research objectives.

5.2.1. The national legislative and policy framework for municipal indigent policies in South Africa

The researcher sought to examine the national legislative and policy framework for municipal indigent policies in South Africa, which was the first research objective of the study. This objective was met by using secondary data: government and policy documents. It was noted that there are a number of legislations guiding the implementation of the indigent policy.

The first legal document that guides its implementation is the South African Constitution section 27 (1)(b) that stipulates that every citizen has the right to access sufficient clean water, which should be provided fairly and equitably. This means that it is the responsibility of the government to ensure that potable water is provided to every citizen without discrimination based on social class. This supports the implementation of the indigent policy, which aims to take care of the poorest of the poor community members.

The Municipal Systems Act 32 of 2000 acknowledges that the indigent policy is a tool that could ensure that water is accessible and provided equitably to rural communities if used effectively. In line with this act, municipalities are to make sure that monitoring and evaluation of the provision of services are promoted. The National Water Services Act 36 of 1998 states that every individual is entitled to basic water. The act establishes that every individual is entitled to a free basic water supply of 25 litres per person per day and 6000 litres per household per month. According to this act, any municipal indigent policy in relation to water must meet the minimum standards of potable water as stipulated above.

5.2.2. The nature and usefulness of municipal indigent policies for equitable potable water service provision in rural areas.

The researcher sought to analyse the nature and usefulness of municipal indigent policies for equitable potable water service provision in rural areas, which was the second research objective. This objective was achieved through collecting data from primary sources through the use of questionnaires and interviews techniques collected with the community members, municipal officials, civil society members and ward councilors. Secondary sources were also consulted. A number of themes emerged, including the nature of the registration process of indigents.

The study established that the policy has been useful in a number of ways. The policy has significantly contributed to redressing past imbalances. The participants argued that the policy is useful in addressing inequality as it ensures that indigents who are not able to pay for basic municipal services are catered for. Through this policy, most households in rural communities have been able to access potable water regardless of their economic status. The policy thus helps in bridging the gap between the rich and the poor in accessing potable water.

Although a lot still needs to be done to ensure equitable access to potable water, the policy has contributed towards the realisation of human rights to water as well as minimising health related ailments caused by lack of sufficient potable water. This therefore enhances human development as well as the respect for indispensable basic human rights.

In addition, the policy has reduced service delivery protests caused by lack of access to potable water within the municipality. The ADM officials who participated in this study indicated that the municipality had been experiencing a great deal of service delivery protests, but after the implementation of the indigent policy, the protests have declined.

However, the study established that sound implementation of the policy has been characterised with a number of challenges thus negatively impacting on access to potable water in the ADM. The study noted that the registration process is a long and

strenuous, as it requires people to complete a lot of paperwork and provide proof that they are indigent. This process has had a negative impact on the process because people are not keen to register when they do not possess the necessary documentation. Thus, there has been a decline in the registration of indigents in the municipality. In addition, poor registration may be because of the municipality's slow processing of indigent applications and a lack of motivation to register on the part of indigent households that might perceive the policy as not beneficial to them. Moreover, the indigent policy's qualifying criteria has excluded a number of qualifying indigents because they do not have certain documents; yet, they truly deserve indigent support.

With regard to the nature of the policy, it was also noted that the policy provides insufficient water services. The policy stipulates that a person should access 25 litres of water per day for domestic purposes, which is far less than international standards. The WHO maintains that each individual should have access to at least 50 litres of water on a daily basis.

Lack of awareness and knowledge of the indigent policy on the part of the citizens and ADM employees respectively have also been a serious challenge in ADM hindering effective implementation of the policy.

Adding on, stigmatisation of the beneficiaries of the policy is also another challenge that was identified as affecting sound implementation of the indigent policy. The citizens thus shun away from registering for the indigent programme worsening poverty levels and widening the gap between demand and supply. Lack of stakeholder involvement in the implementation process was another challenge affecting the implementation of the indigent policy within ADM.

Financial constraints were noted as a particular challenge, as the municipality does not have the financial muscle to bankroll the effective implementation of the policy. Without adequate financial resources, it is impossible to ensure adequate water service delivery in the ADM.

Poor infrastructure maintenance as a constraint also emerged as a theme in the data analysis. Rural communities in the ADM are not accessing potable water owing to the municipality's failure to maintain the infrastructure. For example, broken communal

taps used to service the community are not repaired. Thus, inadequate infrastructure has also affected the implementation of the policy. Another constraint is that communal taps are not within the stipulated radius of 200m from households. Participants indicated that they walk long distances to access potable water.

Corruption was revealed as another issue to be considered in ensuring effective indigent policy implementation for access to potable water within the ADM's rural communities. In addition, a lack of clarity on the indigent policy was established as a constraint. Even the implementers of the policy claimed that they did not understand the policy. This has crippled the effectiveness of the policy since it is implemented by individuals who lack understanding of it. Moreover, the community also lacks adequate knowledge about the policy.

Another challenge that emerged from the data analysis was a lack of capacity as a constraint to the effective implementation of the policy. The ADM lacks capacity to provide potable water adequately to rural communities within its jurisdiction. Capacity is crippled by a lack of skilled personnel, such as engineers, and a lack of clear policy objectives by the parties responsible for spearheading policy implementation in the ADM.

5.4. Recommendations

This section of the chapter focuses on offering recommendations based on the study findings to fulfil the fifth research objective: to explore possible options to enhance the implementation of the indigent policy to improve potable water service delivery in the ADM

- This study established that there is a decline of registration due to failure by the policy to meet the needs of the rural communities. Therefore, the study recommends that the policy be tailored to meet the needs of the ADM rural community. This mean that the municipality should not use a blanket approach for both the rural communities and urban dwellers as they have different needs. Policy reorientation may increase the chances of successful implementation of an effective system.

- Another challenge that was noted was the delay in the processing of indigent applications. To enable the municipality to register its indigents effectively, the researcher recommends that the municipality automate its indigent registration system. The municipality should move away from traditional procedures, become more innovative and adopt an electronic registration system that would allow individuals to register from the comfort of their homes. In addition, indigents should be able to register once in a period of five years, instead of annually. The nature of the South African economy rules out the likelihood of the economic status of an individual changing in a period of one year; hence, updating the register every five years would be preferable and not frustrate indigents.
- Another problem noted in the study is the provision of inadequate water for rural communities especially those using yard taps. This can be addressed by the strengthening of municipal monitoring and evaluation mechanism to check on the progress of, and setbacks in, indigent policy implementation. The Department of Cooperative Governance and Traditional Affairs should ensure regular monitoring and evaluation so that the issues that threaten the successful implementation of the indigent policy can be tackled before they escalate. For instance, the provincial department, such as the Eastern Cape Department of Cooperative Governance and Traditional Affairs, could support district municipalities in carrying out monitoring and evaluation, whilst district municipalities could support the local municipalities.

In addition, these evaluations could be conducted periodically to ascertain the areas of success and failure. The provincial government, metropolitan municipal and district municipal officials could therefore support one another in addressing failures, if any. This initiative would ensure the successful implementation of the indigent policy in the ADM and in South Africa as a whole.

- Participants in the study noted that the municipality lacks the capacity to implement the indigent policy effectively with regard to equitable access to potable water in rural communities. The study identified skills development and training as vital to equip policy implementers with skills and knowledge for effective implementation of the policy. The researcher recommends that the

municipality prioritise skills development and training programmes to broaden its skills-landscape and enhance worker capacity. It is imperative to utilise the 1% skills levy as stipulated by the Skills Levy Act to ensure that employees are trained, as this will have a return on investment. The rationale for this recommendation is that when people are knowledgeable about what is expected of them, they are likely to be productive, thus contributing positively to the success of the indigent policy.

- Another constraint of the effective implementation of the indigent policy that was identified in this study is finance. The policy refers to equitable shares and grants to support the implementation of the policy. The government grant is dependent on the availability of funds. The researcher recommends establishing other sources of finance for the municipal indigent policy to ensure the effective implementation of the policy.
- The study findings revealed that there is still lack of reasonable access to potable water in rural communities. Thus, the researcher recommends that the municipality and the government shift their focus and channel efforts towards improving infrastructure and the availability of resources availability in the rural areas to ensure adequate access to potable water. It is recommended that all rural dwellers should automatically qualify for indigent support. In addition, the government should finance their having free and adequate access to potable water, which means a minimum of 50 litres per person per day.

5.5. Implication of the findings for policy and public administration

5.5.1. Policy implications

The findings of the research significantly contribute to enhanced implementation and adoption of the indigent policy in ADM. This is because the study helped in identifying the current constraints hindering effective implementation of the policy in order to improve potable water access to the rural communities. Based on the findings, a number of recommendations were identified including that the municipal officials must continuously monitor and evaluate the implementation of indigent policies so as to improve their effectiveness. This will also aid in the review of the policy to meet international standards in terms of water access. This research for instance established that the amount of water to be provided to indigents is 25 litres per person

per day this is further supported by the National Water Act and the National Framework for indigent which is insufficient as international organisations such as WHO advocating for access of 50 litres.

5.5.2. Public Administration implication

The findings of this study are expected to compel policy implementors (public administrators) to provide rural communities with sufficient potable water as well as strengthening the relationship between the municipality and its stakeholders (civic societies and community members). The study revealed that some community members did not know about the existence of the indigent policy. Therefore, public administrators should ensure that the public is fully aware of the indigent policy, its benefits and the process to be followed for one to qualify for the benefits. In relation to dissatisfaction of community members with the indigent policy, the municipality, community and civic societies should be involved in policy formulation, policy review and the development of the intervention plan when assisting rural communities with issues related to access to potable water.

5.5.3. Implication of the research to the Academia

The study has contributed to research focusing on understanding of the influence of indigent policy in the provision of potable water in rural communities. Therefore this study can be used for future references in the studies of public administration and public policy implementation.

5.6. Future Research

Indigent policy implementation is multifaceted and this research focused on the provision of potable water within rural communities. In the future, an intervention based research can be conducted on the implementation of the indigent policy in the context of an urban set-up or a comparison analysis between the rural and urban set-up. This approach will bring about strategies aimed at ensuring that the intended policy outcomes are achieved. This will further assist policy makers and municipalities to strategically plan as well as implement responsive policies most especially integrating the new normal ushered in with the novelty of the Covid-19 pandemic. Based on the assertions, the researcher proposed some possible research topics namely:

- Determining the feasibility of electronic systems for effective implementation of the indigent policy may constitute an important research area in view of the need to account for water consumption in rural communities.
- Progress and challenges on the implementation of the indigent policy in South Africa: A comparison analysis between the rural and urban municipalities.

5.7. Chapter Summary

This chapter was the final chapter of the research report, and thus the researcher gave a summary of the research findings. In addition, this chapter concluded that the indigent policy has had little influence in ensuring the provision of potable water for rural communities, as it is crippled by a number of factors. The implications of the study findings for the policy were also discussed. Moreover, this chapter gave recommendations that might enhance the implementation of the indigent policy and made suggestions for future research.

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Appendices

Appendix 1 Ethical Clearance letter



RESEARCH ETHICS COMMITTEE

Faculty of Economic and Management Sciences

Approval Certificate

3 March 2021

Mr IR Kuhlengisa
Department: School of Public Man + Admin

Dear Mr IR Kuhlengisa

The application for ethical clearance for the research project described below served before this committee on:

Protocol No:	EMS200/20
Principal researcher:	Mr IR Kuhlengisa
Research title:	An analysis of the influence of the indigent policy in the provision of potable water for rural communities in the Amathole District Municipality
Student/Staff No:	20717114
Degree:	Masters
Supervisor/Promoter:	Dr T Masiya
Department:	School of Public Man + Admin

The decision by the committee is reflected below:

Decision:	Approved
Conditions (if applicable):	
Period of approval:	2020-12-18 - 2021-11-30

The approval is subject to the researcher abiding by the principles and parameters set out in the application and research proposal in the actual execution of the research. The approval does not imply that the researcher is relieved of any accountability in terms of the Codes of Research Ethics of the University of Pretoria if action is taken beyond the approved proposal. If during the course of the research it becomes apparent that the nature and/or extent of the research deviates significantly from the original proposal, a new application for ethics clearance must be submitted for review.

We wish you success with the project.

Sincerely

pp PROF JA NEL
CHAIR: COMMITTEE FOR RESEARCH ETHICS

Appendix 2 Proof reading Certificate



Proofreading Certificate

It is hereby certified that this dissertation has been proofread and edited for spelling, grammar and punctuation by a professional English language editor from www.OneStopSolution.co.za

Client

IMPI R KUHLENGISA (u20717114)

An analysis of the influence of the indigent policy on the provision of potable water for rural communities in the Amathole District Municipality

Submitted in fulfilment of the requirements for the degree of
MAdmin: Public Management and Policy
in the School of Public Management and Administration at the University of Pretoria.

Editor

Dr. Maureen Klos

Name



Signature

15 March 2021

Date

I cannot guarantee that the changes that I have suggested have been implemented nor do I take responsibility for any other changes or additions that may have been made subsequently. The track changes of the language editing will be available for inspection upon enquiry, for a period of one year.

Contact

One Stop Solution
18 Woltemade str
Kabega Park
Port Elizabeth
6045

Redène Wynand
076 481 8341 / 060 520 1047
www.onestopsolution.co.za

Appendix 3: Informed Consent Form

RESEARCHER'S DETAILS	
Title of the research project	An analysis of the influence of the indigent policy in the provision of water for rural communities in the Amathole District Municipality

DECLARATION BY OR ON BEHALF OF PARTICIPANT		Initial
I, the participant and the undersigned	(full names)	
I confirm that I am over 18 years of age.		

A.1 HEREBY CONFIRM AS FOLLOWS:		Initial
I, the participant, was invited to participate in the above-mentioned research project		
that is being undertaken by	Impi Kuhlengisa	
from	Department of Public Management	
of the University of Pretoria.		

THE FOLLOWING ASPECTS HAVE BEEN EXPLAINED TO ME, THE PARTICIPANT:				Initial	
2.1	Aim:	The investigator is studying..... The information will be used for			
2.2	Possible benefits:	As a result of my participation in this study there will be no financial or other benefit to me.			
2.3	Confidentiality:	My identity will not be revealed in any discussion, description or scientific publications by the investigators.			
2.4	Voluntary participation / refusal / discontinuation:	My participation is voluntary	YES	NO	
		My decision whether or not to participate will in no way affect my present or future care / employment / lifestyle	TRUE	FALSE	

A.2 I HEREBY VOLUNTARILY CONSENT TO PARTICIPATE IN THE ABOVE-MENTIONED PROJECT:
--

Signed/confirmed at		on	20
Signature or right thumb print of participant	Signature of witness:		
	Full name of witness:		

Appendix 4: Interview Guide for Municipal official

Interview questions Municipal Officials

Interview schedule to examine the influence of the indigent policy in the provision of water for rural communities in the Amathole District Municipality.

Opening

My name is Impi Rungano Kuhlengisa; I am a student at the University of Pretoria, conducting research for my Masters research in Public Administration and Policy. The title of my dissertation is: ***The influence of the indigent policy in the provision of water for rural communities in the Amathole District Municipality***, under the supervision of Dr T. Masiya at the School of Public Management and Administration (SPMA). The problem statement underpinning this study is to analyse the influence of the indigent policy in the provision of water for rural communities in the Amathole District Municipality. My study will thus suggest alternatives that can be put in place to improve the implementation of the Indigent Policy in the ADM to ensure that the poor marginalised households have access to potable water.

Introductory questions included: name, position in the municipality, overview of responsibilities.

1. What are the legislations that underpins the implementation of the indigent policy?
2. How does the indigent policy address the problem associated with access to potable water for rural communities?
3. What are the magnitude, reach, and distribution of benefit and burden (including impact on risk factor, quality of life, morbidity and mortality)?
4. Do you think that the indigent policy is effectively addressing issues related to access to potable water for rural communities within the Municipality?
5. What are the existing strategies that are aimed at identifying indigents within ADM?
6. What are the measures that are being implemented to enable for successful operation of the Indigent Policy towards ensuring access to potable water within the ADM?
7. Do you think that the indigent policy is financial sustainable?
 - a. *If yes- what are the measures in place that are aimed at ensuring its sustainability?*

- b. If no- what other poverty alleviation strategies that are aimed at assisting the indigent policy?*
8. Do you have any contingency plan in the event that the number of indigents increases substantially in the short, medium and longer terms?
 9. What is the level of understanding of the Indigent Policy by those responsible to implement it?
 10. What are the positive changes on the ground that are as a result of implementing the indigent policy within the Municipality?
 11. What additional policy action that may be needed to overcome barriers to effective implementation towards ensuring access to potable water?
 12. How are implementers of the indigent policy trained to implement the policy? How will funding for new initiatives be ensured?
 13. Do you have anything that you want to put to the attention of the researcher?

***** Thank You for Participating*****

Appendix 5: Interview Guide for Political heads

Interview questions for Councillors

Interview schedule to examine the influence of the indigent policy in the provision of water for rural communities in the Amathole District Municipality.

Opening

My name is Impi Rungano Kuhlengisa; I am a student at the University of Pretoria, conducting research for my Masters research in Public Administration and Policy. The title of my dissertation is: ***The influence of the indigent policy in the provision of water for rural communities in the Amathole District Municipality***, under the supervision of Dr T. Masiya at the School of Public Management and Administration (SPMA). The problem statement underpinning this study is to analyse the influence of the indigent policy in the provision of water for rural communities in the Amathole District Municipality. My study will thus suggest alternatives that can be put in place to improve the implementation of the Indigent Policy in the ADM to ensure that the poor marginalised households have access to potable water.

Introductory questions included: name, position in the municipality, overview of responsibilities.

- I. In your own understanding what does the ADM indigent policy entails?
- II. What are the current political forces, including political history, environment, and policy debate?
- III. Who are the stakeholders, including supporters and opponents? What are their interests and values in line with indigent policy?
- IV. What is the extent of stakeholder involvement in the indigent policy implementation and the nature of the relationships and collaboration amongst different stakeholders?
- V. What are the potential social, educational, and cultural perspectives associated with the policy option (e.g., lack of knowledge, fear of change, force of habit)?
- VI. Do you think that the Indigent policy has been effective towards ensuring access to water for rural communities?
- VII. What are the potential impacts of the indigent policy on other sectors and high priority issues (e.g., sustainability, economic impact)?
- VIII. What are the challenges that are faced by the leadership (decision makers) of the Indigent Policy and how are they resolved?
- IX. What do you think can be done to deal with the above identified challenges?
- X. What additional policy action may be needed to overcome barriers to effective implementation of the indigent policy?
- XI. Do you have anything that you want to put to the attention of the researcher?

***** Thank You for Participating*****

Appendix 6: Interview Guide for civic society

Interview questions for Civil Societies

Interview schedule to examine the influence of the indigent policy in the provision of water for rural communities in the Amathole District Municipality.

Opening

My name is Impi Rungano Kuhlengisa; I am a student at the University of Pretoria, conducting research for my Masters research in Public Administration and Policy. The title of my dissertation is: ***The influence of the indigent policy in the provision of water for rural communities in the Amathole District Municipality***, under the supervision of Dr T. Masiya at the School of Public Management and Administration (SPMA). The problem statement underpinning this study is to analyse the influence of the indigent policy in the provision of water for rural communities in the Amathole District Municipality. My study will thus suggest alternatives that can be put in place to improve the implementation of the Indigent Policy in the ADM to ensure that the poor marginalised households have access to potable water.

Introductory questions included: name, position in the municipality, overview of responsibilities.

- I. Are civil societies happy with the manner in which the ADM is implementing the indigent policy in line with the realisation right to access of water?
- II. How effective is the indigent policy in dealing with issues related to access to potable water?
- III. In its current setting, is the ADM indigent policy useful towards ensuring equitable access to potable water?
- IV. What do you think can be done by the municipality to ensure that rural community has equitable access to water?
- V. Are civil societies consulted in annual review of the ADM indigent policy?
- VI. What is the role of civil society in decision making to address water challenges for rural communities and in engaging rural communities in support of such decisions?
- VII. How can the municipality provide conditions for civil societies to be effectively involved in indigent policy review process?

*****Thank You for Participation*****

Appendix 7: Questionnaire for community Members

APPENDIX 2: QUESTIONNAIRE FOR HOUSEHOLDS

Household questionnaire

Introduction

My name is Impi Kuhlengisa (student no.20717114) and I am a Master's in Public Administration degree student in the school of Management and Economics sciences at the University of Pretoria, South Africa. I am undertaking a research study entitled, **"An analysis of the influence of the indigent policy in the provision of water for rural communities in the Amathole District Municipality.** This study is purely for academic purposes and the information obtained will be treated with outmost confidentiality. Your participation is greatly appreciated."

Researcher contact information: Email: impikuhlengisa@gmail.com
Phone number: +27789694595

Initials of Participant

Date

Signature

Instruction: Please complete the following questions by ticking or cross on your response.

Section A: Respondent information

1. Gender

1	Male	
---	------	--

2	Female	
---	--------	--

1	18-25	
---	-------	--

2	26-35	
---	-------	--

3	36-45	
---	-------	--

4	46-55	
---	-------	--

5	56 +	
---	------	--

2. Age

3. Highest educational Qualification

1	No education	
---	--------------	--

2	Matric	
---	--------	--

3	Certificate or Diploma	
---	------------------------	--

4	Degree	
---	--------	--

5	Postgraduate	
---	--------------	--

4. Total Income level

1	R0- R500	
---	----------	--

2	R501- R1000	
---	-------------	--

3	R1001 - 2000	
---	--------------	--

4	R2001- 3500	
---	-------------	--

5	R3501 and above	
---	-----------------	--

5. Period you have lived in Rural Area

1	Less than 5yr	
---	---------------	--

2	5 to <10 yrs	
---	--------------	--

3	10yrs < 15yrs	
---	---------------	--

4	15yrs < 20yrs	
---	---------------	--

5	20yrs +	
---	---------	--

6. Which type of water Connection do you use?

1	Community Connection		2	Individual connection	
---	----------------------	--	---	-----------------------	--



SECTION B: Characteristics of rural community's water demand and supply

7. Do you normally experience water shortages in your area?

.....
.....
.....

8. What factors are influencing potable water demand in your area?

.....
.....
.....

9. Do you think that the water you are receiving is sufficient for all your needs?

.....
.....
.....

10. How have you been affected by water shortages?

.....
.....
.....

11. What do you think are the major causes of water shortage in this area?

.....
.....
.....

12. What are the challenges that you encounter on a daily basis that are related to water?

.....
.....
.....
.....

12.1. What solution can you identify?

.....
.....
.....

13. Who needs to be part of improving water shortage in this community?

.....
.....
.....

14. What other issues do you think the municipality should look into in order to sustain water provision for rural communities?

.....
.....
.....

15. What is your feeling with regard to municipality water provision for your community?

.....
.....
.....

16. Do you participate in water indaba in your communities?

.....
.....
.....

17. Have you ever heard about the Indigent policy?

.....
.....
.....

17.1. If yes: Do you think it is assisting, you and people within your community in accessing sufficient free water?

.....
.....
.....

18. Do you think the current Indigent policy is sufficient to address issues related access to water for rural communities in the Amathole District Municipality?

.....
.....
.....

19. What other issues would you like to bring to the attention of the researcher?

.....
.....
.....

THANK YOU FOR PARTICIPATING.



Appendix 8: Plagiarism report

Research Chapter 1-4

ORIGINALITY REPORT

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