

# GUIDELINES FOR THE DIFFERENTIATED PROVISION OF SOCIAL SERVICES IN RURAL AREAS

February 2017  
(Final Version 1.2)



rural development & land reform

Department:  
Rural Development and Land Reform  
REPUBLIC OF SOUTH AFRICA

**CSIR**  
our future through science

**Authors:**

Cheri Green

Tansy Argue

***Reference to any material in this document should be cited as follows:***

Green, C. & Argue, T. 2016. *Guidelines for the Differentiated Provision of Social Services in Rural Areas*. Commissioned by the Department of Rural Development and Land Reform

## TABLE OF CONTENTS

---

---

Introduction .....	1
Using the Provision Guidelines .....	1
Detail of Provision Guideline Standards for Facility Types .....	4
Health.....	5
Education .....	8
Social Development & SA Social Security Agency .....	11
Home Affairs.....	15
Labour Offices .....	16
Police Services.....	17
Firefighting Services .....	18
Thusong Service Centres/ Multi-purpose centres .....	19
Community Halls .....	21
Libraries .....	23
Traditional Council Offices.....	24
Magistrates' Courts.....	25
Recreation: Sports and Parks.....	26
Cemeteries .....	28

Annexure A: Facilities included in project scope

Annexure B: Supplementary information on service provision standards

Annexure C: Clustering and multi-use of social facilities

## INTRODUCTION

---

This document contains the finalised guideline standards for the DRDLR project on Developing Differentiated Rural Norms and Standards for Access to Rural Services project undertaken by the CSIR in 2015 and 2016.

The provision guidelines have been refined, updated and finalised through the following processes:

- Testing of the robustness of the guideline standards through case studies undertaken in four areas of South Africa;
- A series of consultations with stakeholders across government sectors and experts in the provision of social facilities;
- Input obtained after presentation of the guideline standards and their circulation at the DRDLR Interdepartmental Workshop held on 25 February 2016.

This document forms part of a compendium of documents developed for this project. The other documents include:

- [Application Guide for Social Facility Provision Toolkit](#) which provides guidelines and support to planners in applying the standards using the [Social Facility Provision Toolkit](#)
- [Development and Prioritisation of Catchments – Technical Report](#) which provides technical detail on the project and the processes followed
- Social Facility Provision Toolkit (<http://www.socialfacilityprovisiontoolkit.co.za/>)

## USING THE PROVISION GUIDELINES

---

The standards are guidelines for the planning of facilities and are not meant to be prescriptive with respect to the exact nature and location of facilities; however, the mandatory application of the guideline standards for the planning and budgeting of government provided social facilities and services and for the provision of suitable land allocations for such services in all human settlements projects in terms of SPLUMA should be considered.

The context in which the guideline standards are to be applied is paramount in deciding where facilities should be placed and what type of social facilities should be provided in a specific area. An application guide for using the guideline standards has been produced which provides users with detailed information on how to plan for different facility types as well as where best to locate facilities in areas of different settlement structures/morphology and the roll-out of services to priority catchments in order to most effectively serve communities. This should be used in tandem with the web-based Social Facility Toolkit.

The standards provided in this document are indicative of the situations and contexts in which social facilities may be provided if **all** the provision requirements are met. Even if all the requirements are met, it is not assured that in the wider context that the social facility is warranted and should be provided in each instance. Where two similar size settlements are

located close together and neither facility can support a facility on its own, choices are required regarding in which settlement the facility should be located. It is stressed that as far as possible facilities should be clustered and that the selection of nodes or subsidiary nodes where there is already existing development or infrastructure should be a key consideration in locating facilities. Resource restraints, particularly around budgets and staffing, mean that particularly in the case of the more specialised and larger facilities that a roll-out of service provision may be required such that the most needy and largest populations are served first and choices are made between two similar locations.

Some preliminary application guidelines are as follows:

- The first and best option is to provide the largest suitable facility and of the appropriate type for a settlement rather than a multiple of small facilities.
- The thresholds given here are the minimum number of people that must be in the area served before a given facility is provided in that area. A facility may serve a larger population than the minimum threshold. As these guidelines are intended for rural areas where population densities are fairly low generally, maximum thresholds have not been specified.
- For health, schools and libraries a combination of different sizes can be selected but there should not be any double counting by doing this – the global threshold to be addressed by a certain facility type should not be exceeded.
- In general, very small remote settlements may be given additional mobile or small fixed facilities which may not strictly be fully sustainable based on the principle of accessibility.
- Small settlements that are well located within reach of larger settlements and their facilities may in some cases not be provided with middle and higher order facilities as they would be expected to access these facilities within adjacent higher order nodes. For example, if the small settlement/node is within 20km of a higher order place of a level 8 or higher or a priority node then most middle order services should rather be provided at the higher order node or priority place. Thus, one should only plan for more local needs in these cases.
- If the catchment is not monocentric, then each area of the catchment will have to be tested to see whether a particular settlement meets the specific requirements for each facility type.

In all cases, the provision of facilities of a non-essential nature (for instance those services not relating to health, education, SASSA, SAPS and Home Affairs) will require that there is:

- A recognised demand/need expressed by a community;
- That there is not a facility within reasonable reach in another ward, district or node;
- That there is adequate financial support over the longer term to meet all operational, maintenance and staffing requirements;
- That the necessary bulk infrastructure, water, electricity and sewerage is available; and,
- That the funds for capital investment are secured.

## HOW TO USE THE STANDARDS TABLES TO CALCULATE DEMAND

When calculating the demand for facilities it is useful to test what and how many facilities would be needed if there were currently no facilities. Once you know what should be supplied you can test this provision against what is currently available before calculating the shortfall. This may exclude any necessary upgrading or replacement of infrastructure that is outdated or in poor condition. [NB: Priority places should be provided with certain types of services (even if mobile) as identified by the web-based *Social Facility Provision Toolkit*]

The example below shows how to interpret the standards tables using the example of playing fields (see table below).

When an area is being considered for the provision of a playing field it would have to meet **all** the requirements set out in the table, that is:

- population threshold – it would need to have at least 3 000 people;
- the population would also need to be within the specified distance from where the playing field is being considered, in this case 5km;
- these two requirements when jointly met translate into a density of a minimum number of people over a sufficiently large service area to be sustainable in the area concerned, in this case 38 people per km<sup>2</sup> in an area of 79km<sup>2</sup>). [These requirements cannot be considered separately but must be achieved together to support the possible provision of the respective social facility.]

If no area of the catchment meets the requirements and it is further than 20km from a higher order place/priority node, the facility provision may still be considered if it is for a catchment node of a certain level, in the example this is given as a catchment node of 9 or higher (see table column called Provision Criteria). The facility should then be located at the densest/most accessible point within that catchment.

RECREATION: SPORTS & PARKS						
FACILITY TYPE	PROVISION REQUIREMENTS			PROVISION CRITERIA  C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	Comments/ Typical configuration	
	POPULATION THRESHOLD	Distance & the density required to achieve the minimum population threshold				
	Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )		
Level Surface Playing Field (ground/ gravel)	3 000	–	5	38	D (9)	Preferably linked to a school

For some services such as health, education and libraries there are a range of service sizes and types from which to select depending on which best meets the distance and threshold requirements. It is also possible to use a combination of different sizes. However, there should not be any double counting by doing this; the global threshold to be addressed by a certain service type should not be exceeded.

People outside the area being considered can also use the facility once it is provided for if they do not have a closer facility as they may not meet the requirements in more sparsely populated areas. It is often possible to consider the real service area to have a radius of 1½ to 2 times further than the basic threshold distance especially where densities decline sharply.

## DETAIL OF PROVISION GUIDELINE STANDARDS FOR FACILITY TYPES

---

---

The following tables provide detailed information on the guideline standards drawn up after consultation with the relevant government departments and other stakeholders.

The social facility types/services have been given a provision criteria rating (see table below) which indicates whether or not the service is to be funded by any sphere of government and if it is considered essential, non-essential, or non-essential but valuable.

SERVICE PROVISION CRITERIA	
<b>C</b> = <b>Compulsory</b>	<i>Essential basic government provided service</i>
<b>D</b> = <b>Discretionary</b>	<i>Non-essential, valuable government provided service</i>
<b>R</b> = <b>Recommended</b>	<i>Valuable, largely privately operated/ funded service</i>

## HEALTH

Discretionary adjustment of sizes within minimum and maximum ranges (or reduction in special cases) can apply.

HEALTH						
FACILITY TYPE	PROVISION REQUIREMENTS				PROVISION CRITERIA  C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	Comments/ Typical configuration
	POPULATION THRESHOLD		<i>Distance &amp; the density required to achieve the minimum population threshold</i>			
	Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )		
Basic Clinic	5 000	9 999	5	63	C  (Provide mobile/satellite facilities)	Open at least 4 days a week; 2 consulting rooms.
Small Clinic	10 000	19 999	5	127	C  (8)	Open at least 5 days a week; 3 consulting & 1 delivery room/s
Standard Clinic	20 000	39 999	5	253	C	Open at least 5 days a week; 5 consulting & 1 delivery room/s
Large Clinic	40 000	59 999	10	127	C  (7)	Open at least 6 days a week; 9 consulting & 2 delivery rooms; 24 hours (3 beds) may have x-rays, laboratories, physiotherapy.

## HEALTH

FACILITY TYPE	PROVISION REQUIREMENTS				PROVISION CRITERIA  C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	Comments/ Typical configuration
	POPULATION THRESHOLD		<i>Distance &amp; the density required to achieve the minimum population threshold</i>			
	Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )		
Community Health Centre  [A hybrid system offering similar services but open for less than 24 hours can be considered (Community Day Centre) subject to local requirements]	60 000	149 999	10	255	C (6/7)	Open 24 hours a day, 7 days a week. 8 beds; 17 consulting & 4 delivery rooms; may have x-rays, laboratories, physiotherapy.  In remote areas with low threshold population, may be used in place of L1
General Hospital (District Hospital L1)	150 000	900 000	30	53	D (4)	Offers range of outpatient & inpatient services and operating theatres, receives referrals from clinics and community health centres for more long-term & specialist treatments.

**NB:** If the catchment is a priority place, then it could receive a 24-hour health facility even if its population is lower than the minimum threshold and it could be provided at a lower order level than indicated in the Provision Criteria column.

HEALTH						
FACILITY TYPE	PROVISION REQUIREMENTS			PROVISION CRITERIA		Comments/ Typical configuration
	POPULATION THRESHOLD		<i>Distance &amp; the density required to achieve the minimum population threshold</i>		C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	
	Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )		
<p><b>The following could be provided in those areas where the requirements for fixed facilities are not met:</b></p> <p>[Note: Health Outreach Teams are supplementary to the health system and are not a complete substitute for health facilities]</p>						
Satellite/ Mobile Clinic	1 000	4 000	5	13	D	Periodic service proportionate to population threshold ( i.e.: 1 day a week for 1 000 people; 2 days a week for 2 000 people, etc.); 1 consulting room
Primary Health Outreach Team	1 000	7 660 people per team	-	-	D	Supplied on a ward basis; team consists of 6 community health workers, a professional nurse & others (each worker allocated average 1 050 people); priority – hard to reach places & vulnerable communities/homes

## EDUCATION

FACILITY TYPE	PROVISION REQUIREMENTS					Comments/ Typical configuration	
	POPULATION THRESHOLD		<i>Distance &amp; the density required to achieve the minimum population threshold</i>				
	Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )			
<i>Use combination of school sizes to reach total population demand</i>							
Primary School – Small	1 000 (enrolment of 135 learners)	2 199 (enrolment of 310 learners)	5	13	C	Learner enrolment is a critical factor (on average 14% of population are of primary school going age but this may differ in certain areas & must be verified)	
Primary School – Medium	2 200 (enrolment of 311 learners)	4 399 (enrolment of 620 learners)	5	28	C		
Primary School – Large	4 400 (enrolment of 621 learners)	6 600 (enrolment of 930 learners)	5	56	C		

EDUCATION						
FACILITY TYPE	PROVISION REQUIREMENTS			PROVISION CRITERIA		Comments/ Typical configuration
	POPULATION THRESHOLD		<i>Distance &amp; the density required to achieve the minimum population threshold</i>		C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	
<i>Use combination of school sizes to reach total population demand</i>						
Secondary School – Small	2 000  (enrolment 200 learners)	3 999  (enrolment 400 learners)	5	25	C	Learner enrolment is a critical factor (on average 10% of population are of secondary school going age but this may differ in certain areas & must be verified)
Secondary School – Medium	4 000  (enrolment 401 learners)	5 999  (enrolment 600 learners)	5	51	C	
Secondary School – Large	6 000  (enrolment 601 learners)	10 000  (enrolment 1 000 learners)	5	76	C	

EDUCATION						
FACILITY TYPE	PROVISION REQUIREMENTS			PROVISION CRITERIA		Comments/ Typical configuration
	POPULATION THRESHOLD		<i>Distance &amp; the density required to achieve the minimum population threshold</i>		C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	
	Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )		
Boarding facilities at schools	-	-	-	-	D (8)	Subject to a detailed investigation; for children who have a travel time of 1.5 hours or more to their nearest school or a walk of 10km or more. Should be situated at the central node of an area. Number of boarders at a primary school boarding facility should be not less than 60 or more than 100 children; and, at a secondary school boarding facility not less than 60 or more than 300 children.

## SOCIAL DEVELOPMENT & SA SOCIAL SECURITY AGENCY

SOCIAL DEVELOPMENT & SA SOCIAL SECURITY AGENCY						
FACILITY TYPE	PROVISION REQUIREMENTS				PROVISION CRITERIA  C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	Comments/ Typical configuration
	POPULATION THRESHOLD		<i>Distance &amp; the density required to achieve the minimum population threshold</i>			
	Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )		
SASSA Office*	30 000	120 000	40	6	C (7)	Urban areas: within 15km; peri-urban areas: within 20km; rural areas within 40km (can extend to 100km in the Northern Cape)
Mobile SASSA Office*	-	-	-	-	C	On needs basis in areas further than 40km (or 100km in the Northern Cape) from an SASSA office
Social Grant Pay Point - Fixed	-	-	20	-	C (7/8)	Distance is the critical factor rather than population numbers
Social Grant Pay Point - Mobile	200 (100 beneficiaries)	-	5	3	C (10)	Distance is the critical factor; at least 100 grant recipients required for each pay point.

## SOCIAL DEVELOPMENT & SA SOCIAL SECURITY AGENCY

FACILITY TYPE	PROVISION REQUIREMENTS				PROVISION CRITERIA  C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	Comments/ Typical configuration
	POPULATION THRESHOLD		WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )		
	Min	Max				
Children's Home	20 000	60 000	25	—	R (7)	
Children's Home (foster care & outreach programme)	—	—	—	—	R	On needs basis
Home for the Aged	20 000	60 000	25	—	R (7)	
Home for the Aged (home care with outreach programme)	—	—	—	—	R	On needs basis
Early Childhood Development Centre (Crèche)	2 400	3 500	5	30	R	

## SOCIAL DEVELOPMENT & SA SOCIAL SECURITY AGENCY

FACILITY TYPE	PROVISION REQUIREMENTS				PROVISION CRITERIA  C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	Comments/ Typical configuration
	POPULATION THRESHOLD		WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )		
	Min	Max				
Social Development Offices/ Service Points	5 000	-	20	4	D (7)	1 social worker per 5 000 people in rural areas; awaiting comment on minimum staffing of offices
Youth Services	-	-	-	-	R	No minimum developed; non-essential; do not require specific infrastructure; run at halls/ multi-purpose centres and sports fields

**NB:** If the catchment is a priority place, then it could receive a Thusong Centre/ Multi-Purpose Centre/ Services Cluster which has a SASSA office, Home Affairs office, Labour office & Police Station even if its population is lower than the minimum threshold and it could be provided at a lower order level than indicated in the Provision Criteria column.

**Children's Homes:**

- Threshold calculation – DPSA study demand =  
8/1 000 of children 22 years or younger in foster care  
& of these half require care in a Children's Home  
THUS 4/1 000 children require Children's Home care
- StatsSA – 36% of total population 18 years or  
younger
- THEN threshold of 20 000 people will generate  
about 29 children requiring care in a Children's  
Home

**Old Age Homes:**

- Threshold calculation – DPSA study demand = 1.7%  
of those 60 or older require age old home care
- StatsSA – 8% of total population 60 or older & if  
minimum size of home caters for approx. 30 people
- THEN threshold of 20 000 people will generate 27  
people requiring care in an Old Age Home

## HOME AFFAIRS

---

HOME AFFAIRS						
FACILITY TYPE	PROVISION REQUIREMENTS				PROVISION CRITERIA  C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	Comments/ Typical configuration
	POPULATION THRESHOLD	Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )	
Home Affairs Office	20 000	200 000	25	10	C (7)	In the Northern Cape the distance may be extended to 50km or even 100km.
Mobile Home Affairs & Home Affairs birth registration	–	–	–	–	On needs basis. Registration drives/events are held in areas where there are very few people & they are far from fully serviced towns. Birth registrations at health facilities dependent on no. of live births at clinic with obstetrics. Assisted by affidavits by designated Commissioners of Oaths.	

**NB:** If the catchment is a priority place, then it could receive a Thusong Centre/ Multi-Purpose Centre/ Services Cluster which has a SASSA office, Home Affairs office, Labour office & Police Station even if its population is lower than the minimum threshold and it could be provided at a lower order level than indicated in the Provision Criteria column.

## LABOUR OFFICES

LABOUR OFFICES						
FACILITY TYPE	PROVISION REQUIREMENTS				PROVISION CRITERIA	Comments/ Typical configuration
	POPULATION THRESHOLD		<i>Distance &amp; the density required to achieve the minimum population threshold</i>		C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	
Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )			
Labour Office	20 000	200 000	25	10	C (7)	For dense rural areas, a distance of 35km may be appropriate. In the Northern Cape the distance may be extended to 50km or even 100km.

**NB:** If the catchment is a priority place, then it could receive a Thusong Centre/ Multi-Purpose Centre/ Services Cluster which has a SASSA office, Home Affairs office, Labour office & Police Station even if its population is lower than the minimum threshold and it could be provided at a lower order level than indicated in the Provision Criteria column.

## POLICE SERVICES

FACILITY TYPE	PROVISION REQUIREMENTS				PROVISION CRITERIA  C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	Comments/ Typical configuration
	POPULATION THRESHOLD	Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )	
Police Station	10 000	(Distance & crime rates are critical factors)		24	6	C (8)
SAPS contact point	–	–	–	–	–	C Subject to work study; on needs basis & only if >24km from police station

*Note: In the rural context, many areas are more than 24km from a police station or contact point but due to the low incidences of crime a closer spacing is not relevant. Work studies are required before stations are established.*

**NB:** If the catchment is a priority place, then it could receive a Thusong Centre/ Multi-Purpose Centre/ Services Cluster which has a SASSA office, Home Affairs office, Labour office & Police Station even if its population is lower than the minimum threshold and it could be provided at a lower order level than indicated in the Provision Criteria column.

## FIREFIGHTING SERVICES

COMMUNITY SAFETY: FIREFIGHTING					
FACILITY TYPE	PROVISION REQUIREMENTS			PROVISION CRITERIA	Comments/ Typical configuration
	POPULATION THRESHOLD	Min	Max	Distance & the density required to achieve the minimum population threshold	
	WITHIN DISTANCE (KM)			DENSITY (PEOPLE/ KM <sup>2</sup> )	
FIRE STATIONS	Dependent largely on area's fire risk classification				(IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)
Fire Stations					A station's reach & an area's fire risk classification are of paramount importance. The presence of industry in the area to be served has a major impact on provision.
Integrated Volunteer Emergency Response Teams under the auspices of a municipality	Context specific; in low-density areas the provision of fire-fighting equipment and personnel is often different to that of high density areas, for instance bakkie pumps and part-time volunteers rather than fixed fire stations may be provided, and the particular circumstances in a specific low-density area will determine service provision rather than fixed standards.				

## THUSONG SERVICE CENTRES/ MULTI-PURPOSE CENTRES

THUSONG SERVICE CENTRES* / MULTI-PURPOSE CENTRES									
FACILITY TYPE	PROVISION REQUIREMENTS			PROVISION CRITERIA		Comments/ Typical configuration			
	POPULATION THRESHOLD		<i>Distance &amp; the density required to achieve the minimum population threshold</i>	DENSITY (PEOPLE/ KM <sup>2</sup> )	C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)				
Access distance standards are 15km for urban areas, 25km for rural areas & 40km for the Northern Cape.									
Typical services provided at Centres include: SASSA office, Home Affairs office, Labour office & Police Station									
Large Thusong/ Multi-purpose Centre	60 000	200 000	25/ 40	31/ 12	D	Maximum population threshold of 300 000 in densely populated areas			
Small Thusong/ Multi-purpose Centre	20 000	59 999	25/ 40	10/ 4	D				
Satellite Thusong/ Multi-purpose Centre	10 000	19 999	25/ 40	5/ 2	D				
Mobile Service	2 000	10 000	25/ 40	1/0.4	D				

THUSONG SERVICE CENTRES* / MULTI-PURPOSE CENTRES						
FACILITY TYPE	PROVISION REQUIREMENTS			PROVISION CRITERIA		Comments/ Typical configuration
	POPULATION THRESHOLD		<i>Distance &amp; the density required to achieve the minimum population threshold</i>		C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	
Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )	–	D	
Outreach Project	–	1 999	25/ 40	–	D	

**NB:** If the catchment is a priority place, then it could receive a Thusong Centre/ Multi-Purpose Centre/ Services Cluster which has a SASSA office, Home Affairs office, Labour office & Police Station even if its population is lower than the minimum threshold and it could be provided at a lower order level than indicated in the Provision Criteria column.

\* The **Thusong Service Centres** concept has a range of modalities:

- A **clustering configuration or government precinct** – a number of service providers clustered closely together in separate buildings or over a wider area (in some cases buildings may be shared by service providers)
- A **regional model** – a combination of various types of Centres forming a co-ordinated service network
- **Mobile infrastructure** providing services at defined points along a route

## COMMUNITY HALLS

FACILITY TYPE	PROVISION REQUIREMENTS				PROVISION CRITERIA  C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	Comments/ Typical configuration	
	POPULATION THRESHOLD	Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )		
A-grade Hall	60 000	300 000		15	85	D	Well-equipped with large range of facilities including kitchen, toilets, seating, storage areas.
B-grade Hall	30 000	59 999		15	42	D	Well-equipped with large range of facilities including kitchen, toilets, seating, storage areas.
C-grade Hall	20 000	29 999		15	28	D	200m <sup>2</sup> with toilets, 2/3 offices & kitchen
D-grade Hall	15 000	19 999		10	48	D	150m <sup>2</sup> with toilets & 2/3 offices

COMMUNITY HALLS						
FACILITY TYPE	PROVISION REQUIREMENTS				PROVISION CRITERIA	Comments/ Typical configuration
	POPULATION THRESHOLD		<i>Distance &amp; the density required to achieve the minimum population threshold</i>		C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	
Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )			
E-grade Hall	5 000	14 999	10	16	D	80m <sup>2</sup> with toilets & an office

*At minimum, a hall of suitable size should preferably be provided in all nodes.*

*[In traditional authorities areas provision for office space for traditional council offices within community halls is recommended.]*

## LIBRARIES

LIBRARIES & INFORMATION SERVICES						
FACILITY TYPE	PROVISION REQUIREMENTS			PROVISION CRITERIA	Comments/ Typical configuration	
	POPULATION THRESHOLD	Min	Max	<i>Distance &amp; the density required to achieve the minimum population threshold</i>		
Basic Public Library	5 000	24 999	5*	63	D (7)	Only if not within 10km of a branch library
Branch Public Library	50 000	150 000	10	80	D	
Community Book Units	1 750	2 749	5*	22	D	Only if not within 10km of a branch library
Container Library	2 750	3 799	5*	35	D	Only if not within 10km of a branch library

\*To support functional efficiencies, a distance of 5km which aligns to that of schools was given for these types of libraries.

## TRADITIONAL COUNCIL OFFICES

FACILITY TYPE	PROVISION REQUIREMENTS					Comments/ Typical configuration	
	POPULATION THRESHOLD		<i>Distance &amp; the density required to achieve the minimum population threshold</i>				
	Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )			
Traditional Council office	-	-	-	-		Proposal is to link to the provision of community halls but subject to investigation.	

## MAGISTRATES' COURTS

JUSTICE: MAGISTRATES' COURTS					
FACILITY TYPE	PROVISION REQUIREMENTS			PROVISION CRITERIA	Comments/ Typical configuration
	POPULATION THRESHOLD	Min	Max	Distance & the density required to achieve the minimum population threshold	
				WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )
Magistrates' Court	1 district court in each magisterial district supplemented by branch courts in large areas				Place in the highest order place within a magisterial district (a process of alignment of magisterial districts with municipal boundaries is currently being undertaken). Level 5 places should have access to branch courts.

## RECREATION: SPORTS AND PARKS

RECREATION: SPORTS & PARKS							
FACILITY TYPE	PROVISION REQUIREMENTS				PROVISION CRITERIA  C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	Comments/ Typical configuration	
	POPULATION THRESHOLD	Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )		
Land requirement not to exceed 0.56ha/1 000 people	Level Surface Playing Field (ground/ gravel)	3 000	–	5	38	D (9)	Preferably linked to a school
	Single hard surface court	3 000	–	5	38	D (8)	Preferably linked to a school
	Prepared surface (2 football fields equivalent)	15 000	–	10	48	D (8)	Preferably linked to a school
	Grassed surface (2 football fields equivalent) AND 500-seat stand	30 000	–	10	96	D (7)	
	Combi-court surface (x2)	15 000	–	10	48	D (7)	
	Swimming Pool 25-metres	30 000	–	10	96	D (6)	

RECREATION: SPORTS & PARKS							
FACILITY TYPE	PROVISION REQUIREMENTS				PROVISION CRITERIA  C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)	Comments/ Typical configuration	
	POPULATION THRESHOLD		<i>Distance &amp; the density required to achieve the minimum population threshold</i>				
	Min	Max	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )			
Sports Complex (grouping of fields and/or sports complexes) AND/OR athletics stadium/ cricket oval	60 000	–	15	191	D (5)		
Multi-purpose Sports Hall	100 000	–	10	318	D (5)		
Community Park	2 000	–	5	25	D (8)	Overall provision ratio of <b>0.4ha/ 1 000 people</b> for 1 or more parks (can be provided at identified recreation points, i.e. beaches, dams, etc.)	
Play equipment (at schools, clinic or youth centre/ church)	–	–	–	–	R	Supply at fixed facilities, e.g. schools, clinics, MPCs  Preferred alternative in sparse rural areas with plentiful open space	

## CEMETERIES

FACILITY TYPE	CEMETERIES					Comments/ Typical configuration
	PROVISION REQUIREMENTS			PROVISION CRITERIA		
	POPULATION THRESHOLD	WITHIN DISTANCE (KM)	DENSITY (PEOPLE/ KM <sup>2</sup> )	C=Compulsory D=Discretionary R=Recommended  (IF: requirements not met & >20km from a higher order place, then could provide at this order level or higher)		
Min	Max					
Cemetery	Provision ratio of 0.26ha/1 000 people		Distance & the density required to achieve the minimum population threshold		C (9)	The ratio provided is for a 30-year period and assumes an annual death rate of 1.6%, that 100% of the dead are buried and that there is no recycling of graves.

[NB: If recycling of graves and cremation are practiced, the provision ratio could be dropped considerably. However, these are sensitive issues for many communities.

Further investigation is required in those areas where informal burial practices are still prevalent as burials are subject to legal restrictions.]

## Annexure A: Facilities included in project scope

---

Sector	Function	Constitutional Priority	Level of state influence	Include in Scope	National	Provincial	Local	SOE	Private	Other
					<i>Functional responsibility</i>					
Social	Pension pay points	1	Direct	✓	✓	✓				
Social	Social grant pay points	1	Direct	✓	✓	✓				
Health	Mobile clinic	1	Direct	✓		✓				
Health	Primary health care clinic	1	Direct	✓		✓				
Health	24 hour clinic	1	Direct	✓		✓				
Health	General Hospital	1	Direct	✓		✓				
Social	Mobile Home Affairs	1	Direct	✓	✓					
Social	Home Affairs	1	Direct	✓	✓					
Community Safety	Police services	1	Direct	✓	✓					
Community Safety	Magistrates courts	1	Direct	✓	✓					
Education	Primary school	1	Direct	✓		✓				
Education	Secondary/high school	1	Direct	✓		✓				
Infrastructure	Water	1	Direct	■			✓			
Social	Social Development Offices	1	Direct	✓	✓	✓				
Social	Children's Homes	1	Direct	✓	✓	✓				
Infrastructure	Sanitation	1	Direct	■			✓			
Infrastructure	Electricity	1	Direct	■			✓	✓		
Community Safety	Firefighting	1	Direct	✓			✓			
Social	Early childhood development centres (Crèche)	1	Direct	✓		✓				
Social	Old age homes	1	Direct	✓	✓	✓				✓
Culture/Rec	Community halls	3	Direct	✓			✓			
Culture/Rec	Traditional Council offices	3	Direct	✓	✓					
Culture/Rec	Parks	3	Direct	✓			✓			

Culture/Rec	Playgrounds	3	Direct	✓			✓			
Culture/Rec	Youth centres	3	Direct	✓		✓	✓			
Culture/Rec	Libraries	3	Direct	✓		✓				
Culture/Rec	Sporting facilities	3	Direct	✓		✓	✓			
Social	Cemeteries	3	Direct	✓			✓			

[Key: ■ Facilities marked with this are not included in the scope of the study but information obtained from the current research being undertaken for the Department of Water and Sanitation will be included if it is suitable and available in time]

## Annexure B: Supplementary Information on Service Provision Standards

---

### FIREFIGHTING SERVICES

RISK CATEGORIES AND THEIR RESPONSE TIMES		
RISK CATEGORY	BROAD LAND USE / DEVELOPMENT TYPE	REQUIRED RESPONSE TIME
A – High	CBD; extensive commercial and industry	Within 8 minutes
B – Moderate	Limited CBD; smaller commercial or industry	Within 10 minutes
C – Low	Residential (of conventional type)	Within 13 minutes
D – Rural	Vegetation and limited buildings in remote areas	Within 23 minutes
E – Special	Various, including noxious industries, squatter areas, large shopping centres	Must be reached within time associated with development type, but are generally high risk – thus 8 minutes

The above required response times include the provision of 3 minutes for the capturing of the call and mobilising a resource to deal with the reported emergency.

#### Area Coverage of Fire Station

The table below gives the average area that a fire station can effectively reach based on the average travelling speeds on a road network and a single land use (risk category) for the area being considered. One should always use the criteria for the highest risk category found in the area for calculation purposes.

HECTARES COVERED PER STATION AT AVERAGE SPEEDS OF:			
Risk Category	Hectare @ 25 km/hour	Hectare @ 35 km/hour	Hectare @ 50 km/hour
A – High	800	1 500	3 000
B – Moderate	1 500	3 000	6 000
C – Low	3 000	6 000	12 000
D – Rural	12 000	24 000	48 000
E – Special	800	1 500	3 000

Source: Based on SABS 10090:2003 Edition 3. Extracted and converted to hectare equivalents from Table 3 – Examples of station areas. Average road-based travel speeds.

(CSIR Guidelines for the Provision of Social Facilities in South African Settlements, August 2012)

## MULTIPURPOSE CENTRES AND THUSONG CENTRES

POSSIBLE OFFICE SIZES – INTERNAL FLOOR AREAS ONLY (PPDC 2008)	
GOVERNMENT INSTITUTION	OFFICE SIZES
Home Affairs	62 m <sup>2</sup>
Social Welfare	42 m <sup>2</sup>
Labour	42 m <sup>2</sup>
Health	42 m <sup>2</sup>
Vehicle Licensing	42 m <sup>2</sup>
GCIS Office	42 m <sup>2</sup>
Computer Centre	60 m <sup>2</sup>
South African Police Services	42 m <sup>2</sup>

(CSIR Guidelines for the Provision of Social Facilities in South African Settlements, August 2012)

## RECREATION: SPORTS AND PARKS

### Formal Sports Fields Dimensions for Common Outdoor Sports Fields

(Note – not strictly required for informal sporting activities)

SPORTING CODE	FORMAL FIELD DIMENSIONS
Soccer	65 m x 105 m (6 825m <sup>2</sup> )
Rugby	69 m x 125 m (8 625m <sup>2</sup> )
Cricket – oval	128 m x 128 m (16 384m <sup>2</sup> )
Hockey	50 m x 87 m (4 350 m <sup>2</sup> )
Volleyball	9 m x 18 m (162 m <sup>2</sup> )
Basketball	14 m x 26 m (364 m <sup>2</sup> )
Netball	15 m x 30 m (450 m <sup>2</sup> )

(The 'Red Book' Chapter 5.4, p11)

(CSIR Guidelines for the Provision of Social Facilities in South African Settlements, August 2012)

## CEMETERIES

### Formulae to calculate cemetery size

Step 1  $E = A \times B / 1\,000;$

Step 2  $X = B1 \times C \times D1;$

Step 3  $Y = B2 \times C \times D2;$

Step 4  $Z = X + Y$

[ $E$  = Total deaths

$A$  = Total population for which cemetery is planned

$B$  = Average amount of deaths per 1 000 of population per year

$B1$  = 40% of  $E$  = total deaths of children

$B2$  = 60% of  $E$  = total deaths of people over 10 years of age

$C$  = a minimum of 30 years

$D1$  = 2,37m<sup>2</sup> being gross area of graves for children

$D2$  = 5,33m<sup>2</sup> being gross area of graves for adults

$X$  = need for graves of children

$Y$  = need for graves for adults

$Z$  = total area needed for cemetery]

Gross areas, including pathways and surrounds: 2.37 m<sup>2</sup> for child's grave; 5.33 m<sup>2</sup> for adult's grave. eThekweni Municipality uses 2.4 m<sup>2</sup> x 1.1 m<sup>2</sup> as a standard grave site size. (Source: PPDC 2008)

**NB:** The above formulae need to be adapted to take into account the recycling practices of the authority.

(CSIR Guidelines for the Provision of Social Facilities in South African Settlements, August 2012)

## Annexure C: Clustering and Multi-Use of Social Facilities

---

### Matrix of cluster potential of mainly local facilities

---

		Compatible facilities																	
		Compatible facilities																	
		Library	Primary school	Secondary school	Tertiary education/Trade schools	Community centre	Indoor sports hall	Sports stadium	local sports field including multi-purpose outdoor courts										
	•		•						•	•	•								Library
	•		•	•	•	•	•		•	•	•	•	•	•	•	•	•	•	Primary school
	•		•	•	•	•	•		•	•	•	•	•	•	•	•	•	•	Secondary school
	•		•	•	•	•	•		•	•	•	•	•	•	•	•	•	•	Tertiary education/trade schools
	•	•		•	•	•	•		•	•	•	•	•	•	•	•	•	•	Community centre
			•		•	•	•		•	•	•	•	•	•	•	•	•	•	Indoor sports hall
									•	•	•	•	•	•	•	•	•	•	Sports stadium
									•	•	•	•	•	•	•	•	•	•	Local sports field incl. multi-purpose outdoor courts
	•	•	•		•	•	•		•	•	•	•	•	•	•	•	•	•	Parks: Neighbourhood
	•		•		•	•	•		•	•	•	•	•	•	•	•	•	•	Parks: District
	•		•			•	•		•	•	•	•	•	•	•	•	•	•	Parks: Regional
	•					•	•		•	•	•	•	•	•	•	•	•	•	Swimming pool (25 m - 50 m)
	•					•	•		•	•	•	•	•	•	•	•	•	•	Urban agriculture
	•		•	•	•		•		•	•	•	•	•	•	•	•	•	•	Cemetery/Crematorium
				•	•	•	•		•	•	•	•	•	•	•	•	•	•	Primary health care centre
				•	•	•	•		•	•	•	•	•	•	•	•	•	•	L1 Hospital
				•	•	•	•		•	•	•	•	•	•	•	•	•	•	Police station
				•	•	•	•		•	•	•	•	•	•	•	•	•	•	Fire station
				•	•	•	•		•	•	•	•	•	•	•	•	•	•	Worship centre
									•	•	•	•	•	•	•	•	•	•	Nature conservation area

(CSIR Guidelines for the Provision of Social Facilities in South African Settlements, August 2012)

## Matrix of functional potential for multiple-use of social facilities

(CSIR Guidelines for the Provision of Social Facilities in South African Settlements, August 2012)