

## National CMAP Basic Services Report

January 2011 – February 2012



*The Black Sash - in partnership with the Social Change Assistance Trust or SCAT - launched the national Community Monitoring and Advocacy Project or CMAP in 2010 in a bid to help **improve government service delivery**, with a particular focus on poor and vulnerable communities in South Africa.*



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South Africa

*\* "This document has been produced with the financial assistance of the European Union. The contents of this document are the sole responsibility of the Black Sash and can under no circumstances be regarded as reflecting the position of the European Union."*

## Acknowledgements

The Black Sash would hereby wish to thank the following community monitors and their respective organisations who volunteered their time to monitor the Department of Basic Services across six provinces in South Africa.

Eastern Cape	Gauteng	KwaZulu-Natal
<ul style="list-style-type: none"> <li>Adelaide advice office</li> <li>Barkly East community Advice Office</li> <li>Bedford Advice Centre</li> <li>Berlin Advice Centre</li> <li>Burgersdorp Community Resource and Legal Advice Centre</li> <li>Dordrecht Advice office</li> <li>Engcobo Community Legal Advice Centre</li> <li>Fort Beaufort Advice Office</li> <li>Hofmeyr Advice Centre</li> <li>Indwe Legal Advice Office</li> <li>Lusikisiki Advice Centre</li> <li>Marselle/Bushmans Advice Office</li> <li>Masiphakameni Advice office</li> <li>Nonesi Advice Office</li> <li>Patensie Advice Office</li> <li>Qunu Community Advice Office</li> </ul>	<ul style="list-style-type: none"> <li>Transformed Individuals Development Initiative (TIDI)</li> </ul>	<ul style="list-style-type: none"> <li>Ondlunkulu Working Committee of Umzinyathi District</li> </ul>
Limpopo	Mpumalanga	North West
<ul style="list-style-type: none"> <li>Centre for Research and Development</li> <li>Ditenteng Advice Office</li> <li>Kabosadi Disability Centre</li> <li>Khari - Kude (Department of Education)</li> <li>Lusaka Khaphunaneni Shipingwana</li> <li>Relemogile Advice Office</li> </ul>	<ul style="list-style-type: none"> <li>Bavumile Home Community Based Care</li> <li>Bohlabela Resource and Advice Centre</li> <li>Ensalabosho Orphans and Disable</li> <li>Jeppes Reef Home Based Care</li> <li>Quedusizi HBC and Drop in Centre</li> <li>Simile Sonke Tjakastad Kwanda Project</li> <li>Zimiseleni Dots and HBC</li> </ul>	<ul style="list-style-type: none"> <li>Bojanala Advice Centre</li> <li>Dryharts Youth Connection</li> <li>Itireleng Home Based Care</li> <li>Lesedi Home Based Care</li> <li>Letsopa Advice Office</li> <li>Pholontle Home Based Care</li> <li>Rea-Agana Support Group</li> <li>Reagile Advice Office</li> </ul>

In addition we also wish to thank COGTA and various municipalities for their collaboration and openness to facilitate our monitors' access. The Black Sash wishes to thank the following organisations for their financial commitment to the Community Monitoring and Advocacy Project.



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## Introduction

The Black Sash, a human rights organisation active for the past 56 years in South Africa, works to alleviate poverty and inequality; and is committed to building a culture of rights-with-responsibilities in South Africa. We focus specifically on the socio-economic rights guaranteed by our Constitution to all living in South Africa. In this report, we particularly focus on the rights entrenched in Section 27 thereof. For more information see [www.blacksash.org.za](http://www.blacksash.org.za)

Our premise is that quality service is a critical factor that our society should be able to tackle even at a time of economic recession and that we, as civil society, should hold our government responsible for fulfilling its mandate and promise, that includes providing affordable, appropriate, effective services, with dignity as is promised in policy frameworks, legislation, party manifestos and service delivery norms and standards. We argue that active citizens will be able to monitor service delivery as it is experienced by people receiving these services, and by constructively engaging with government at all levels to improve these services.

It is in this context, that the Black Sash's Community Monitoring and Advocacy Project (CMAP) was conceptualised and implemented, in collaboration with other civil society organisations and networks.

The objectives of the project are two-fold:

- To assess and report on the quality of service delivery in specified government departments and municipalities across South Africa as experienced by beneficiaries; and
- To develop a system for civil society organisations and community members to hold government accountable for the principles of Batho Pele (People First) as well as specific norms and standards that govern service delivery and promise excellence.

Working closely with our partners, the Black Sash:

- Ensures widespread, visible, standardised and regular monitoring of service delivery points by Community Monitors that are selected by civil society organisation (CSO)/community based organisation (CBO) networks;
- Co-ordinates the development of the monitoring instruments and the databases; collates and analyses the monitoring information; produces and distributes regular reports to our partners and the public;
- Presents reports to the appropriate government officials in order to affirm good practice and to work together to make improvements where required.

Monitors are selected by civil society networks, community based organisations and faith-based organisations and then trained to monitor selected public services using the monitoring tools. Each of these organisations have a CMAP memorandum of understanding with Black Sash to ensure mutual accountability and to ensure that a normative framework of values and principles underpin this monitoring project. Prior to monitoring, they are also asked to sign a code of conduct. Each monitor identifies the day(s), within a specified timeframe, that they will monitor selected sites in the communities where they live or work. Once the site has been visited and assessed, the completed questionnaires are forwarded to the Black Sash for capturing and analysis. The reports

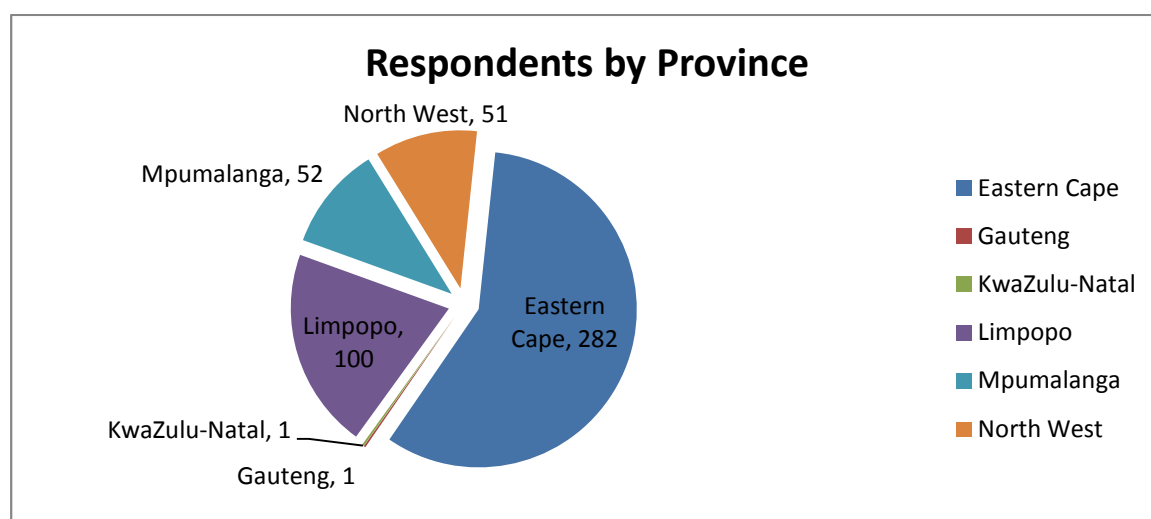
developed as a result of this analysis are forwarded to the relevant government department for response within an agreed period, after which they are made available to the public.

It is important to note that CMAP monitors undertake the monitoring in the areas where they live or work and that the selection of sites to monitor, depends either on where the monitoring organisation is located or where the monitor resides. No scientific formulation is used to select the geographic spread. However, we do encourage organisations that have a diverse presence to participate in the project. However, the monitoring data analysed here is real, and a reflection and perspective of the beneficiaries interviewed at the service site on the particular date of the interview. We also try to ensure the data generated through CMAP does not reflect an urban bias.

## Findings

The efficiency and quality of the service provided by the **various municipalities, municipal service entities, and public entities** (or private sector entities rendering a public service) across six provinces in South Africa has been monitored according to the following standardised questionnaire enquiring about access to, and the quality of **water, electricity, sanitation and, refuse collection**. During the period covered no monitoring was done in the Free State, the Northern Cape and the Western Cape. In Gauteng and KwaZulu-Natal there was only one respondent each, therefore, in provincial breakdowns these provinces are not included. The monitoring took place during the period of **9 January 2011 to 9 February 2012**. Please note that the percentages provided here are rounded off to the first decimal point.

The findings presented in this report takes into account the experiences and opinions of **487 respondents** from **6 provinces** across **South Africa**.

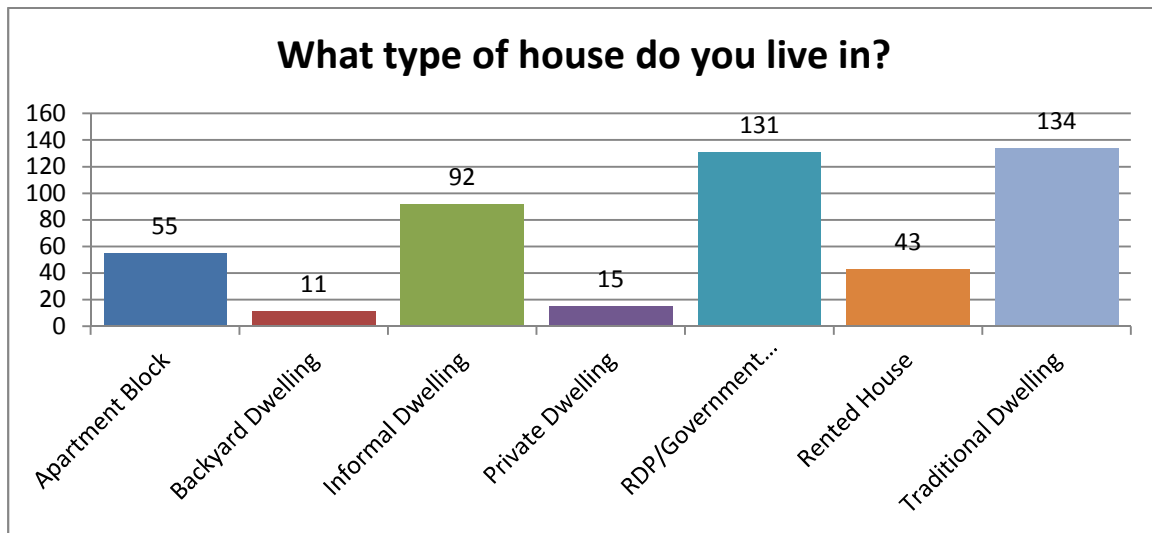


### The towns in which monitoring took place were:

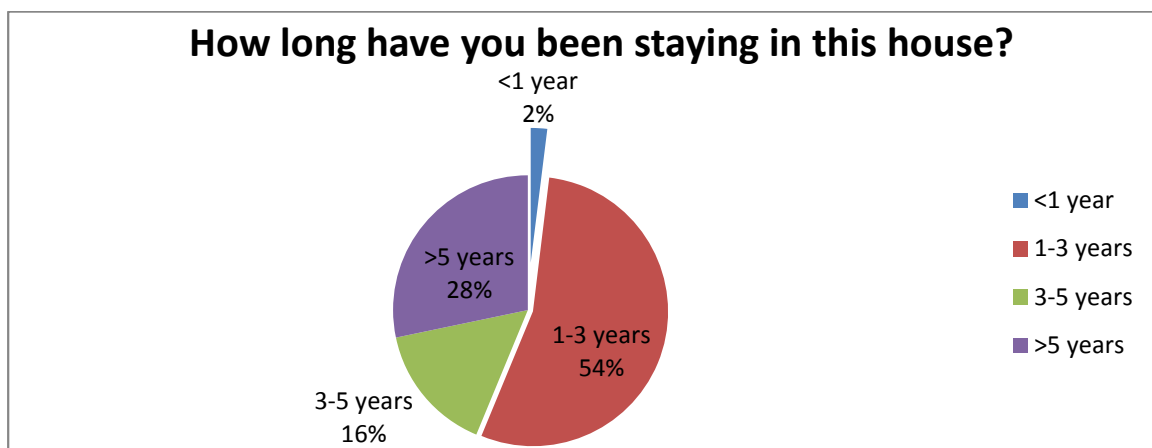
- Eastern Cape
  - Adelaide, Barkly East, Bedford, Berlin, Burgersdorp, Bushmans River Mouth, Engcobo, Fairview, Flagstaff, Fort Beaufort, Hofmeyer, Humansdorp, Indwe, Kanton-On-Sea, King William's Town, Lady Frere, Lusikisiki, Mqanduli, Ngcobo, Patensie, Queenstown and Whittlesea

- Gauteng
  - Nigel
- KwaZulu-Natal
  - Nguthu
- Limpopo
  - Jane Furse, Nkowankowa, Polokwane and Tzaneen
- Mpumalanga
  - Bushbuckridge, Elukwatini, Komatipoort, Malelane and Tweefontein
- North West
  - Koster, Ottosdal, Reagile, Rustenberg, Stella

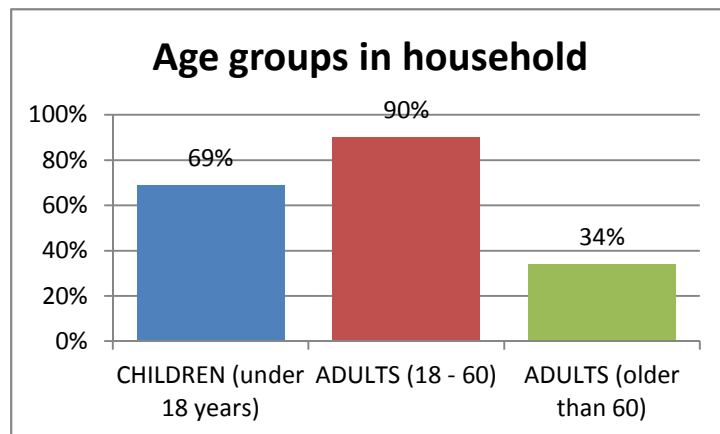
It is important to note that no Category A (metro) is listed in the above towns, and that the municipalities are Category B and Category C municipalities. The largest towns in which monitoring took place were King Williams' Town; Rustenburg and Polokwane.



The top three types of housing that respondents live are as follows; traditional dwellings (27.5%), RDP/government houses (26.9%) and informal dwellings (18.9%). The top type of housing per province is; traditional dwellings in the Eastern Cape (32.3%), RDP/government housing in Limpopo (28%), informal dwellings in Mpumalanga (34.6%) and RDP/government housing in the North West (37.3%).

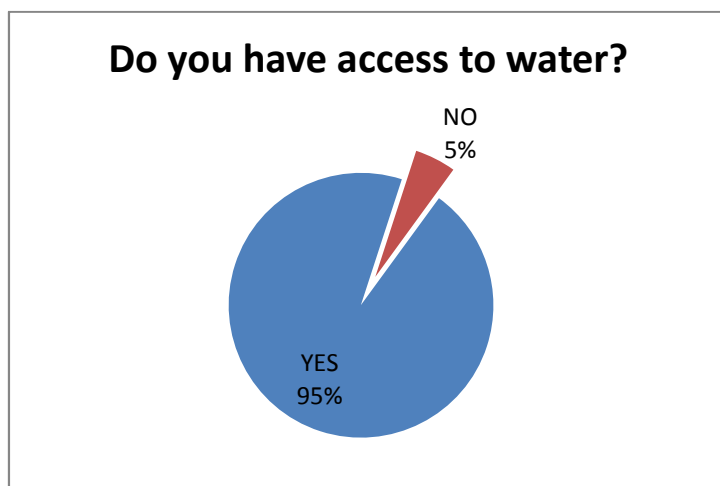


Most of the respondents lived in their homes for between 1-5 years, with just over a quarter for more than 5 years. The respondents were also asked how many people live in the house. The minimum was one person, the maximum was twenty. The latter was a respondent in the Eastern Cape. This respondent lives in a rented house in the town of Lusikisiki. The household consists of 16 adults aged between 18 and 60 years, 3 children under the age of 18 and 1 adult older than 60.



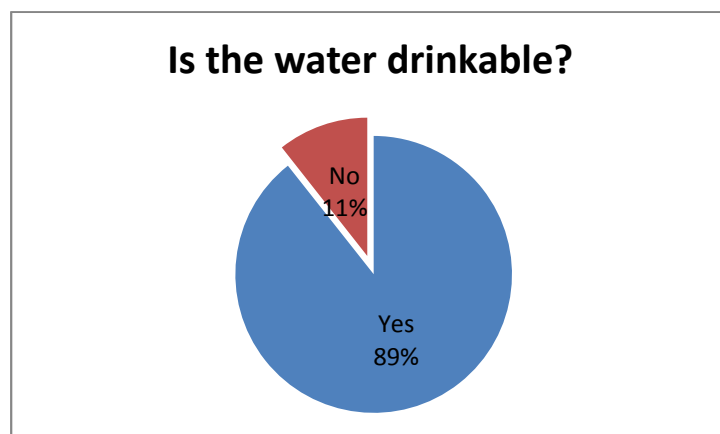
Respondents were also asked to list the age groups of the members of the household. Many of these households had all the age groups present in the home. Respondents also stated how many members of each age group were present in the house. For the 487 respondents interviewed, there were in total 975 children, 1223 adults and 328 elderly in total living in the homes.

## Water



In answer to the question “Do you have access to water?” the Yes/No responses were broken down into further categories.

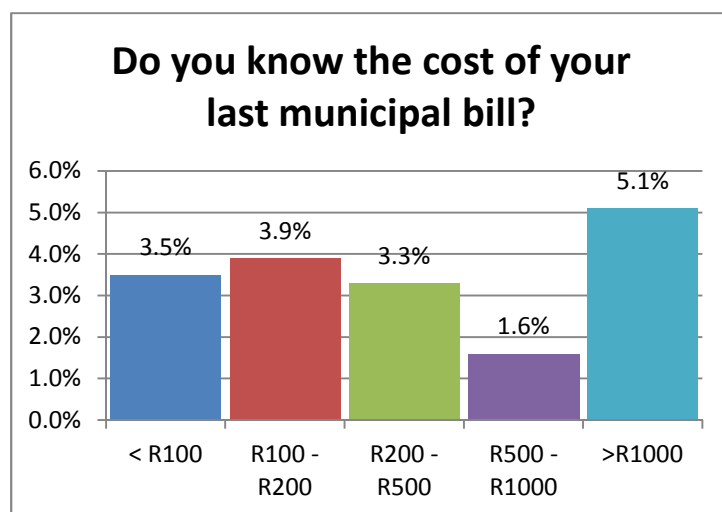
Of those who said that they did have access to water (YES), 12% had access in their homes, 22% in their yards, 19% within 200m standpipe, 32% more than 200m away from their home, 3% in a river or well which was a distance away and 5% had access by way of water-trucks.



The respondents who did not have access to water (NO) stated that the reasons for this were: because their water was cut off due to a non-payment of a bill (0.4%); because water is on a drip (1%); because there are no pipes (1%); because there are pipes, but not water (2%).

The quantity of water that was received by respondents ranged from 20 litres per day to having no limit.

Of the households that did have access to water, a significant 11% of the respondents indicated that the water was not drinkable. This percentage rose to as high as 23.5% for the respondents in Limpopo.

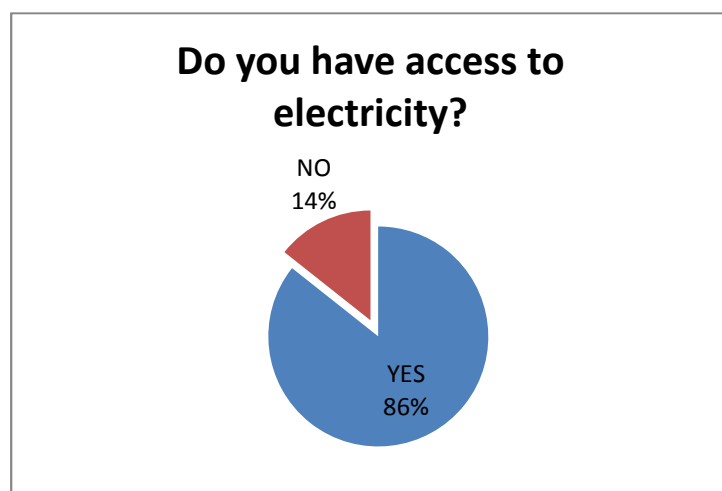


#### Costs of municipal services (monthly costs)

Of the respondents interviewed, 5.1% of them indicated very costly municipal services, in excess of R1000 per month. These are hugely disproportionate costs and points to the unaffordability of the costed norms approach. More than 50% of South Africans live in poverty – and of these respondents – very few of them are above the LSM 6 level. Moreover, the unsustainability of local

government revenue streams, as in the Local Government Review published by the National Treasury, where many of the municipalities in which these respondents reside are situated, point to rising debt levels (more than 90+ days) and confirms this perspective of an unsustainable trajectory.

#### Electricity

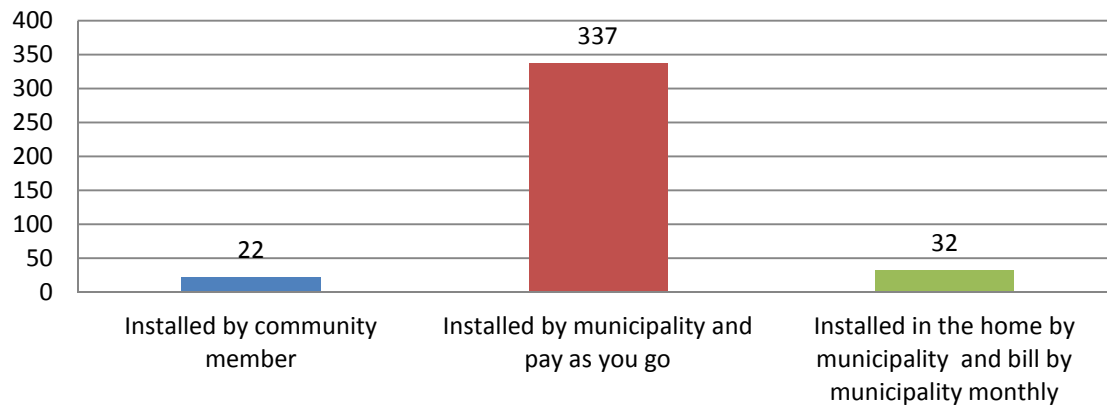


In the question “Do you have access to electricity?” the Yes/No responses were broken down into further categories. The ‘no’ responses were divided as follows. 0.4% of the respondents did not have access to electricity because it was cut off due to an unpaid bill. For 13.1% of respondents there was no infrastructure to get them access to electricity. 0.6% had no electricity because they had no money for pay as you go. The ‘yes’ categories were

divided and answered as follows: 0.8% had enough electricity for cooking; 3.3% had enough electricity for lighting; 15.2% had enough electricity for cooking and lighting; the majority, 65.3%, had enough for cooking, lighting, and other.



### How do you access your electricity?

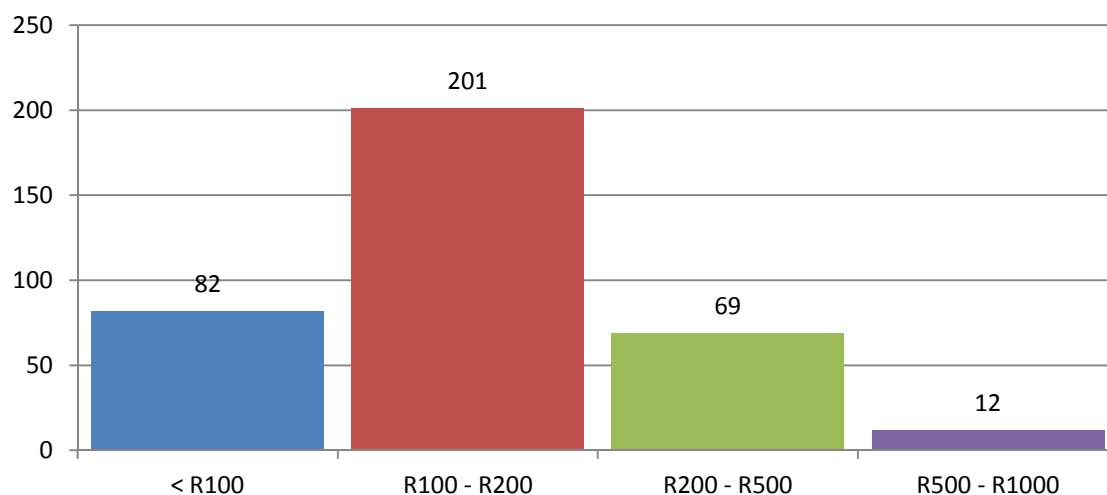


### Have you ever had to pay for more electricity than your bill?



The respondents that had to pay for more electricity than their bill were asked by how much they were overcharged. The minimum was R2.00, with the maximum being R800.00. The latter was from Tzaneen, Limpopo and stated that it was Eskom that had overcharged him.

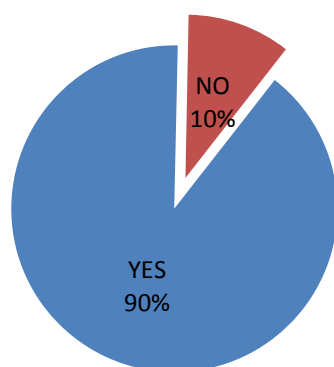
### Approximately how much do you spend on electricity per month?



Data indicates affordability of electricity does not allow monthly needs of households to be met by this source of energy, even though the majority have access. It can be inferred that the rest of the charges are for water, sanitation and refuse removal.

## Sanitation

### Do you have access to toilets?

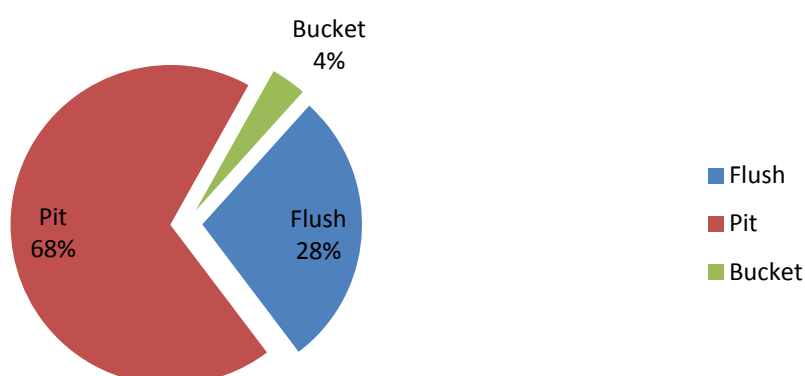


The Yes/No question “Do you have access to toilets?” was further broken down. They had to specify where the toilet was situated. For 69.4% of the respondents the toilet was located in the yard, 6.8% had a toilet in the house. 10.3% had access to a toilet less than 200 metres away, with 1.8% having access to a toilet more than 200 metres away.

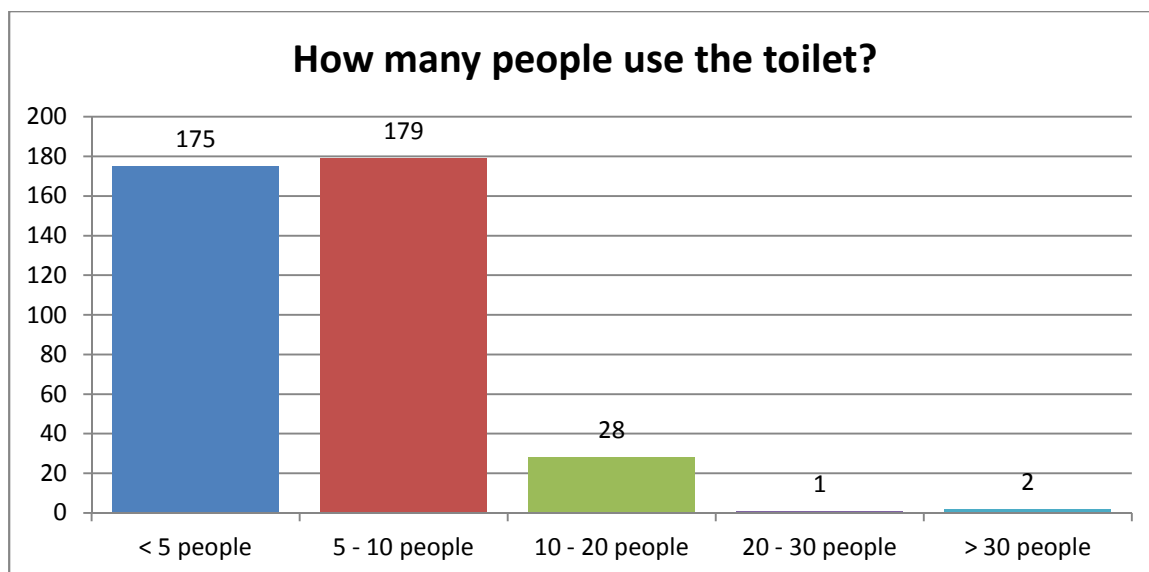
Respondents who did not have access to toilet where asked what they used.

One respondent from the Eastern Cape said that he had made his own toilet. Other examples include using bushes, the toilets of neighbours, pits and buckets. Some respondents who live in informal dwellings in Tzaneen and Polokwane, Limpopo said that they used the bushes near the river. These respondents also stated that they obtained their drinking water from rivers or wells. The fact that defecation occurred so close to these sources raises the threat of water contamination.

### Type of toilet

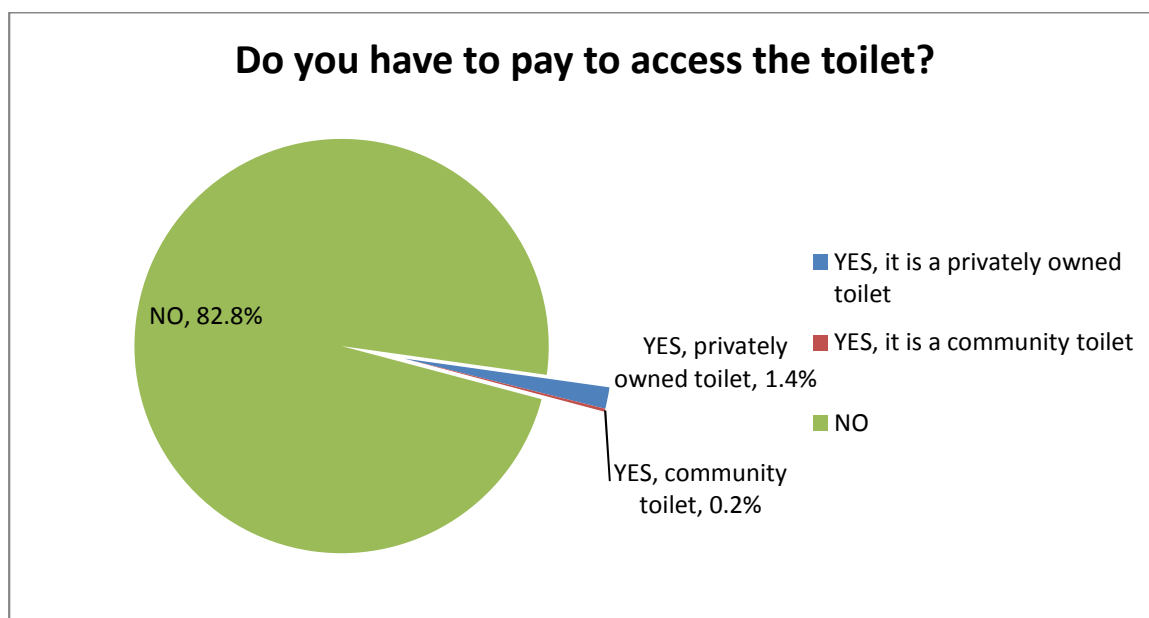


Just over 25% of the respondents have flush toilets, and the majority use pit latrines. This points to significant work required in this area to provide an acceptable form of sanitation. The respondents who utilise buckets where asked how often the municipality removes or replaces them. 73.3% of respondents stated that these buckets were removed or replaced every week, with 20% saying that this only happened every month.



The two respondents who stated that more than 30 people utilise the toilets are both from the province of Mpumalanga. The toilet that these respondents were referring to is actually a pit, alternatively, they go the veld to defecate. They were both from the Mbuzini area (Ward 13) in Komatipoort (110 kms east of Nelspruit).

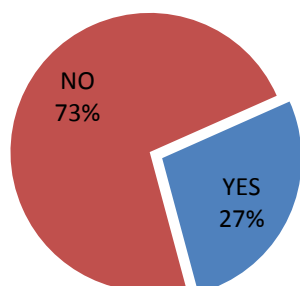
One of these respondents stated that their source of water was a river/well some distance from their home and that the water was not drinkable. Furthermore, he/she said that infrastructure existed in the forms of pipes, but that there was no water. In order to get water they had to carry 20 litre buckets to and from the water source. There was no access to electricity because of a lack of infrastructure. There is also no refuse collection in the area.



There were seven respondents (1.4%) who had to pay to access a privately owned toilet. The respondents who had to pay to access the privately owned toilets in the Eastern Cape lived in the towns of Bushmans River Mouth, Kenton-On-Sea, Berlin and Fort Beaufort. The respondents in Limpopo who had to pay to access the privately owned toilets all lived in Moletjie, Polokwane.

## Refuse Collection

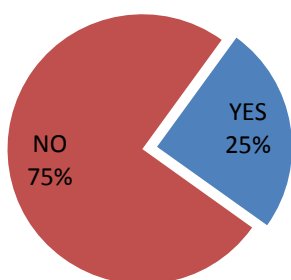
### Does the municipality/ agency collect your refuse?



The question regarding whether or not the municipality/agency collects the refuse was further broken down to specify where the refuse removal took place. For 20.3% of the respondents the refuse removal took place at their homes, 3.7% at a communal point less than 50 metres from the house, 0.4% at a communal point 50 – 100 metres from the house, and for 0.4% it took place at a communal point more than 200 metres from the house.

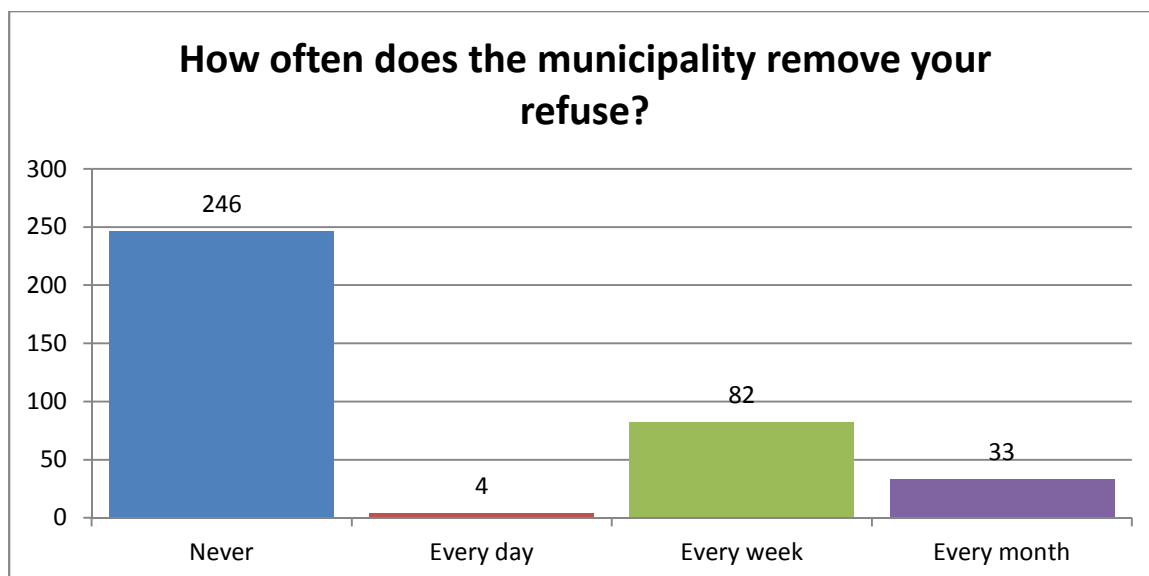
The respondents who did not have their refuse collected by the municipality or an agency were asked how they disposed of their refuse. Most of the respondents disposed of the refuse in their backyard, with a large portion of these burning it, with a few burying the refuse. One respondent from Lusikisiki in the Eastern Cape said that they “burn [the refuse in] their yard but metals are buried in the open field”. Other methods of disposal include dumping sites (which are not always official disposal sites) or the bush, and burning it in the veld. One respondent in Polokwane, Limpopo said that they dispose of it anywhere. While another in Ottosdal, North West said they disposed of it “at the corner of the street”.

### Is the refuse contained in a closed container?

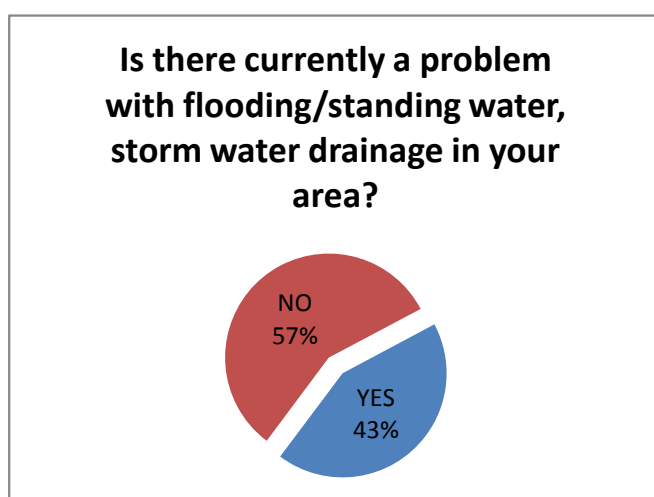
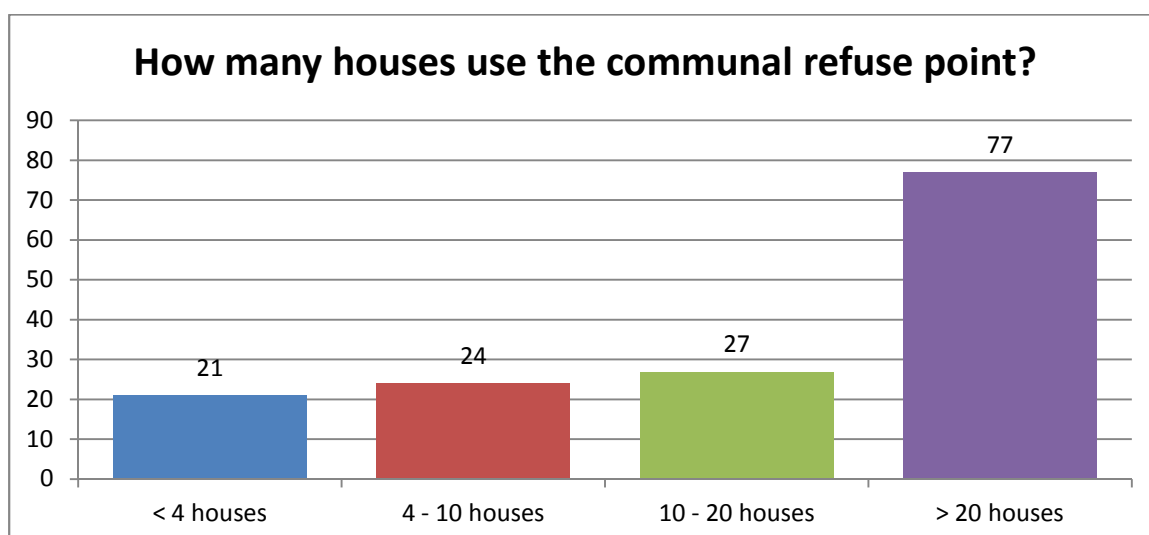


Please note that the national result for the question ‘Is the refuse contained in a closed container?’ is skewed because of the fact that such a large percentage of the respondents came from the Eastern Cape. 76.2% of the respondents from the Eastern Cape said that their refuse was not in a closed container. The results, however, were different in the other provinces monitored. The results in Gauteng and KwaZulu-Natal are negligible because of there was only one respondent in

each province. The respondent in Gauteng said ‘yes’ and the respondent in KwaZulu-Natal said ‘no’. For Limpopo only 28% of respondents’ refuse was not contained in a closed container; and Mpumalanga and the North West had 34.6% and 49% respondents answer ‘no’, respectively.



In the cases where the refuse was only removed 'every month', the respondents were asked how many times in the month the refuse was removed. 66.7% of these respondents had their refuse removed once a month, and 30.3% 2 – 5 times a month.



The respondent from the Eastern Cape who said that they have had a problem with flooding or standing water, storm water drainage for over 25 years, was from Ramaphosa Village in Patensie. The respondent who stated that they had the problem for more than 30 years in the North West was from Reagile in Koster.

How long has the problem with flooding, standing water, water drainage existed?	Eastern Cape	Gauteng	KwaZulu – Natal	Limpopo	Mpumalanga	North West
Minimum	2 weeks	-	-	5 months	1 year	1 months
Maximum	25 years	20 years	-	6 years	14 years	30 years

## Monitor's Observations and Client's Comments

Besides interviewing beneficiaries and monitoring service sites, the monitors recorded their own observations. Clients were also asked to provide comments. Some of these are listed below.

### Monitor's observations Limpopo

In Limpopo, there were **complaints about the lack of services, and facilities**. The **lack of toilets raises concerns due to the possibility of the outbreak of diseases such as cholera**. The **self-made refuse disposal sites also pose a danger to health**. This is true in **both rural and urban areas**:

- “Mbamba-Mencisi is a village occupied by a population since 1992. The area has been no basic service at all and remains as an unsettlement site since.”
- “Nkowankowa is a more urban area. However there are no tar roads.”
- “The area is underdeveloped and most of the households have no toilets or decent houses.” (Rhulani, Tzaneen)
- “I have observed that there is no service delivery in the village.” (Schonoord, Jane Furse)
- “[It is] very crucial to address the back log in service delivery as our growing population has no basic service or jobs.” (Mariveni, Nkowankowa)
- “The Phulani area is inhabited by people of which 80 % of them do not have toilets.”
- “The refuse place is imposing a health danger to the community as it is very dirty with a bad smell.” (Khujwana, Tzaneen)
- “The community of Born is underdeveloped. They do not have decent houses, no toilets, no electricity, etc.”
- “The lack of toilets in the area is a serious problem as there is a high risk of cholera.” (Zhangoma, Tzaneen)
- “The refuse removal remains the municipality's biggest challenge across its jurisdiction specifically at Tzaneen Town and the urban areas of Lenyenye and Nkowankowa.”
- “The situation at hand needs an immediate intervention regarding the unavailability of toilets. While assessing the village, I come across faeces on more than 20 occasions.” (Khujwana, Tzaneen)
- “The lack of basic service such as water, electricity, houses and sanitation remains a challenge in this village [Lusaka Village, Tzaneen] which has 11 years of existence.”
- “The utilization of self-made refuse disposal areas endangers the health of our communities across many villages as some citizens use it to dispose of cats, dogs, snakes etc.”

There were also **praises for the services that have been provided**:

- “The area [Nkowankowa, Polokwane] is an urban settlement with roads, toilets, and decent houses for the community. “
- “The refuse is now collected as scheduled weekly” (Tzaneen)

Multiple comments were made **regarding the ward councillors and the manner in which the ward committee is elected**. Furthermore, monitors highlight the **importance of an informed citizenry in**

**helping to ensure that community members understand their rights and the recourses that are available to them:**

- “The ward councillor doesn't have meetings with community members. The community members do not know their right[s] as per the Constitution. The people on the ground need to be taught in a workshop about their constitutional rights. Ward committee is not effective because it's chosen by the ward councillor and he chooses his people who are the members of his party.” (Schonoord, Jane Furse)
- “There is no service delivery at all. The community members are confused because their village is divided into two wards. They don't even know their ward councillor. Due to the literacy problem, the community voted for the party because they like it but the people do not know their rights about voting for the candidate of their choice. The candidate was placed by the party, not the community. That is why the councillor is not working together with the people on the ground. No proper communication. Community members do not know where to raise their grievances. The councillor doesn't care about the community. Human Rights education is needed in the community so that they can be informed about their rights as per the constitution of RSA.” (Schonoord, Jane Furse)

There were **complaints** from some of the respondents regarding the **billing process**:

- “The billing process is problematic across The Greater Tzaneen municipality [because of] constant overcharge[s].”

## **Client's comments Mpumalanga**

In Mpumalanga, **the main complaint was that the councillor did not live in the area in which he/she served and chose his own ward committee member**. This is illustrated by the following comment:

- “Councillor is living in the town of Caroline in Albert Luthuli Municipality .They choose his own ward committee member.” – The respondent lives in Elukwatini.

Further complaints were regarding the fact that there was a **lack of water and housing**.

- “No water for a long time” (Elukwatini)
- “No water. No RDP house” (Elukwatini)

## **Recommendations from the Black Sash**

### **General**

Since many of the monitoring observations and findings have taken place in rural areas of South Africa, we are aware that infrastructure challenges will take longer than in areas where this exists. A lot of work is also required to help inform residents of their rights in these areas.

However, many of the reports record blatant violations of rights and non-compliance with Batho Pele principles, regulations, norms and standards that are implemented and upheld in other areas.

Of the 6 provinces where monitoring took place, municipalities are also struggling to comply with basic service delivery, fiscal, and financial requirements. It is unacceptable that the poor and most vulnerable so often suffer the brunt of these shortcomings.

## Water

- These initial findings (regarding the drinkability of water) require further scrutiny and comparisons. It is important to note however that averages provided by government reports, whilst more accurate, often does not highlight the much skewed levels of access by indigent and poorer households.
- We would recommend that the concerned Chapter 9 Institutions, such as the SAHRC, and Parliament establish further mechanisms where frameworks for future statistical analyses highlight such important considerations and that civil society lobbies strongly to have progressive recommendations to access to water become a reality.
- Given that we are the 30<sup>th</sup> most water scarce country in the world, we agree with government that water status needs to be elevated as THE critical resource and primary element of decision making – and that water resources planning and management must be integrated and aligned with all growth and development, as well as social and government outcome strategies. It remains unacceptable that clinics, hospitals and places of care, as well as schools have no water at times in some parts of South Africa.

## Electricity

- Disaggregation of costs require further scrutiny, but points to electricity not being the most expensive basic service paid for by the respondents.
- The year on year increases by Eskom follows a cost recovery model that again has disproportionately affected lower income earners to the extent that an increasing number of days per month require families to use other sources of fuel for heat and cooking in particular.
- We recommend that Cabinet and the Treasury find ways to subsidise lower income earners to prevent the above phenomenon from taking root.

## Sanitation

Shortly after this cycle of monitoring took place, the report on the status of sanitation services was published – in March 2012 by the Department of Human Settlements and the DPME in the Presidency.<sup>1</sup>

The findings and recommendations in this government published document draws attention to the dire status of sanitation services in South Africa that, according to the report, requires an additional R50.3 billion in funds to correct. The report states that:

The sanitation need in South Africa may be defined as a combination of:

- service delivery backlogs (people who have never been served);
- refurbishment backlogs (sanitation infrastructure that has deteriorated beyond regular maintenance requirements);

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<sup>1</sup> For more – see [www.sahrc.org.za/home/21/files/Quality%20of%20sanitation%20-%20Exec%20Summary%20Mar12%20\(Fin\).pdf](http://www.sahrc.org.za/home/21/files/Quality%20of%20sanitation%20-%20Exec%20Summary%20Mar12%20(Fin).pdf)



- extension backlogs (existing infrastructure that needs to be extended to provide the service to new households in the communities)
- upgrade needs (infrastructure that does not meet the minimum standards)
- Operation and maintenance (O&M) backlogs (infrastructure that has not been properly operated and maintained, but can be adequate if funds are allocated to ensure proper operation and maintenance)

The overall conclusion of the study is that approximately 11% of households (Formal – no services and Informal – no services) still have to be provided with sanitation services (these households have never had a government supported sanitation intervention). Additionally at least 26% (rounded) of households within formal areas disturbingly have sanitation services which do not meet the standards due to the deterioration of infrastructure caused by a lack of technical capacity to ensure effective operation, timely maintenance, refurbishment and/or upgrading, pit emptying services and/or insufficient water resources.

The startling finding is that while access to sanitation is increasing (albeit at less than an optimal pace) from a functionality and adequacy point of view, as many as 26% (or about 3.2 million households) are at risk of service failure and/or are experiencing service delivery breakdowns. Add to this the 9% (or 1.4 million households) in formal settlements that have no services and the 584 378 households or 64% of households in informal settlements making use of interim services and we get a picture of service delivery failure on a massive scale”.

## **Refuse Collection**

- Every municipality should have a waste management strategy in place. Yet, many rural areas have policies that should be challenged in terms of the Constitution.
- Example: in a strategic plan for the Hoedspruit area (Limpopo), a consultant merely stated that villages should burn their refuse since the municipality can only afford to clean around the centre of the town!
- From the monitoring reports, there are high levels of non-compliance related to waste management. We strongly urge compliance of all municipalities to the National Domestic Waste Collection Standards. These are critical to reduce illnesses acquired by children playing in areas where there are unhealthy conditions.