

# WRITTEN SUBMISSION: NELSON MANDELA BAY METRO'S 2021/22 DRAFT BUDGET

DATE: 21 APRIL 2021

Based on an analysis of Nelson Mandela Bay Metro's 2021/22 draft budget, Luthando OVC Care Centre, Community Organisation Resource Centre (CORC) and the South Africa SDI Alliance and International Budget Partnership South Africa, submit the following recommendations:

- The metro must specifically **budget for maintenance and repairs** for infrastructure in informal settlements to fix things like broken taps and toilets, repairing leaks regularly and regularly cleaning and draining the toilets.
- The metro should have a **dedicated budget allocation** for the provision of taps and toilets as well electricity and solid waste services to informal settlements.
- The metro should develop **comprehensive service standards** for provision of dignified basic services to informal settlements, which is at least in line with the national standard.

In addition to the above, this submission makes **specific recommendations** for delivery across each of the basic services by metro departments – water (Page 3), sanitation (Pages 4-5), electricity (Pages 5-6) and solid waste (Page 6) as well as human settlements (Pages 6- 8).

## I. Introduction

This submission is made by Luthando OVC Care Centre, Community Organisation Resource Centre (CORC) and the South African SDI Alliance, as well as International Budget Partnership South Africa. We are three non-profit organisations that are partners in the Asivikelane campaign – an initiative where residents in informal settlement monitor access to basic services in their communities. We hereby wish to make a written input into the Nelson Mandela Bay Metro's (NMBM) draft budget for 2021/22 on behalf of informal settlements across the Nelson Mandela Bay Metro Municipality.

The Asivikelane initiative<sup>1</sup> has given residents in informal settlements a platform to monitor services and engage with the metro on their needs. The most recent data from Asivikelane Initiative shows persistent problems with services provided to informal settlements in the Nelson Mandela Bay Metro Municipality including:

- **Insufficient water access was reported by almost 50% of residents.** This is due to there not being enough taps, broken taps not being fixed and persistent water outages.

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<sup>1</sup> <https://asivikelane.org/>

- **Inadequate sanitation was reported by more than 70% of residents.** This is due to toilets not being cleaned, broken and blocked toilets not being fixed and many residents not having any toilet access.
- **Lack of refuse removal services reported by over 90% of residents.** This is because the metro has not provided a regular refuse removal service and it has not made refuse bags and drop-off sites available.

In this context, we hereby make a submission which focuses on budget allocations for the delivery of water, sanitation, solid waste and electricity services to informal settlements in the NMBM. In our analysis of the Metro's 2021/22 draft budget, we found the following:

- **The metro must specifically budget for maintenance and repairs** for infrastructure in informal settlements to fix things like broken taps and toilets, repairing leaks regularly and regularly cleaning and draining the toilets.
  - The draft budget makes no allocation for repairs and maintenance to informal settlement infrastructure, which is a concern.
  - This should be remedied with a dedicated budget allocation for repairs and maintenance and the municipality should clearly communicate to residents what they can expect in terms of repairs and maintenance (e.g. how often toilets will be cleaned, where residents can report broken infrastructure and how quickly the metro will respond to fault reports etc.).
- **The metro should have a dedicated budget allocation for the provision of taps and toilets as well electricity and solid waste services to informal settlements**
  - The IDP identifies basic services provision to 'communities and informal settlements' as one of six focal areas of metro.
  - However, no reference is made to the exact provision of funds for the delivery of basic services to informal settlements.
  - It appears that the metro's focus is on the delivery of houses and informal settlement upgrading through the Upgrading of the Informal Settlement Programme (UISP), with settlements categorised using the National Upgrading Support Programme (NUSP) tools.
  - This suggests that settlements that are not prioritized in NUSP are not budgeted for and therefore will not receive basic services. This is very concerning, particularly in light of the health and safety risks that informal settlement residents have been exposed to and will continue to be exposed to as a result of Covid-19.
  - The allocation of dedicated funds to informal settlement services must be clearly visible in the budget and the budget must show exactly what the metro will deliver with these funds and by when.
- **The metro should develop comprehensive service standards for provision of dignified basic services to informal settlements, which is at least in line with the national standard:**
  - For **water**, the basic service standard is not 100% clear in the budget but seems to be standpipes within a 200 m radius. However, no standard is given for the ratio of number of households to a standpipe.

- For **sanitation**, the municipality defines a basic sanitation level as any sewerage-connected flush toilet, septic tank flush toilet, chemical toilet, or ventilated pit toilet. However, it has not provided a minimum ratio of households to a toilet.
- For **solid waste**, the minimum service standard is unclear. According to the IDP “87.8% of households within the urban edge (excluding informal areas on privately owned erven and erven not earmarked for human settlements development) receive a weekly domestic waste collection service by the Municipality.” However, it is not clear if informal settlements can expect a weekly service.
- For **electricity**, no minimum service level is given. The IDP states that 90.7% of households are provided with access to electricity; and that 800 (out of 20 000) illegal connections have been addressed through replacement with a cheaper alternative (either an off-grid photo voltage system or a basic 20-amp electrical supply). The IDP also states that “The Municipality continues to explore sustainable approaches towards addressing illegal electricity connections in informal areas on non-proclaimed” – but no specific information is provided on the delivery of electricity to informal settlements.
- The lack of comprehensive service standards could mean that the metro is not adequately budgeting for informal settlement services, which is a major concern.
- The metro should develop service standards which are at least in line with the national minimum. This should be developed in consultation with residents, to reflect their needs.

By making these changes to the draft budget, NMBM will demonstrate a commitment to equity in the budget and will show that the provision of full dignified basic services to those living in informal settlements is a priority. The body of this submission will discuss the key findings from our analysis of NMBM’s 2021/22 draft budget and offer recommendations and asks to departments across each of the basic services.

## II. Department of Infrastructure and Engineering: Water

### **Key finding: the budget allocation for water to informal settlements is insufficient**

- There is a project for the Installation of Standpipes and Association Water Meters in the Water Capital budget (see below), but it is not clear if this is:
  - specifically for informal settlements, and
  - which areas are going to benefit.

	2021/22 Draft Capital Budget	2022/23 Draft Capital Budget	2023/24 Draft Capital Budget
Water: Installation of Standpipes and Associated Water Meters	5 000 000	6 000 000	7 000 000
<b>Total</b>	<b>361 709 720</b>	<b>250 790 280</b>	<b>114 850 000</b>

- The allocation of R5 million in 2021/22 is small and is about 1.4% of the metro’s Water Capital Budget.
- Data collected from communities through Asivikelane shows that nearly 50% of residents in informal settlements do not have enough water.

The budget allocation above therefore seems to be insufficient given the massive need for water services in NMBM’s informal settlement

### **Recommendations**

- Install more taps and ensure that there is a water standpipe within 100m of every dwelling.
- Develop service standards for water provision (taps per household) that is at least in line with the national minimum standard (which is one tap per 25 households) to provide a dignified service to informal settlements.
- Taps should be provided to all informal settlements, including those on private land.
- This will necessitate allocating more funds for the installation of taps/standpipes.
- The metro should indicate which informal settlements will receive taps and when – these targets should be clearly specified in the budget and IDP.
- The Department of Water should engage informal settlement residents when planning for the delivery of taps to ensure that the service provided meets their needs.
- The Department of Water should allocate funds specifically for the repair and maintenance of the standpipes in informal settlements. Given the looming water crisis in NMB, the fixing of leaking taps and pipes is especially important to minimise water losses.

The Water Capital Budget should be increased for the metro to be able to address water -related needs as indicated above.

### III. Department of Infrastructure and Engineering: Sanitation

**Key finding: the budget allocation for sanitation to informal settlements is insufficient to meet the needs of informal settlements**

- There is a very small allocation for the Bucket Eradication Programme, which seems to be for the supply and installation of communal ablutions.
- In the draft 2021/22 budget the allocation of R3 million is only 2.2% of the total Sanitation Capital budget.

	2021/22 Draft Capital Budget	2022/23 Draft Capital Budget	2023/24 Draft Capital Budget
<b>Programme: Bucket Eradication (10043)</b>	<b>3 000 000</b>	<b>1 000 000</b>	<b>1 000 000</b>
BEP: Supply and install communal ablutions	3 000 000	1 000 000	1 000 000
<b>Total</b>	<b>133 728 850</b>	<b>191 750 000</b>	<b>102 750 000</b>

- Data collected from informal settlement residents through Asivikelane shows that almost 80% of residents report having inadequate access to clean, safe toilets. This is due to toilets not being cleaned, broken and blocked toilets not being fixed and many residents not having any toilet access.
- The budget allocation above therefore seems to be insufficient given the massive need for sanitation services in NMBM’s informal settlements.

#### **Recommendations**

- Install more flush toilets and ensure that flush toilets are provided (not chemical or plastic toilets which are deemed to be undignified).
- Develop service standards for sanitation provision that are at least in line with the national minimum standard (which is one toilet per 5 households) to provide a dignified service to informal settlements.
- Flush toilets should be provided to all informal settlements, including those on private land.
- This will necessitate allocating more funds for the installation of flush toilets.
- The metro should indicate which informal settlements will receive toilets and when – these targets should be clearly specified in the budget and IDP.
- The Department of Sanitation should engage informal settlement residents when planning for the delivery of toilets to ensure that the service provided meets their needs.
- The Department of Sanitation should allocate funds specifically for the repair and maintenance of the flush toilets in informal settlements, including regular cleaning of communal toilets.

## IV. Department of Electricity and Energy

### **Key finding: the budget allocation for electricity to informal settlements is unclear**

- When reviewing the budget, there are a number of projects in the Department of Electricity and Energy that *might* provide electricity to informal settlements. However, the budget documents do not provide additional information than what is presented in the table below, including no indication of who will benefit from these projects.

	2021/22 Draft Capital Budget	2022/23 Draft Capital Budget	2023/24 Draft Capital Budget
<b>Programme: Customer Requirements (10003)</b>	<b>74 244 700</b>	<b>46 942 700</b>	<b>-</b>
Undeclared informal Electrification	36 000 000	36 000 000	-
<b>Programme: Informal Housing Electrification (10012)</b>	<b>14 598 700</b>	<b>14 544 780</b>	<b>26 839 200</b>
E&E-Electrification of State Subsidised Houses	14 598 700	14 544 780	26 839 200
<b>Programme: Street Lighting (10017)</b>	<b>16 442 500</b>	<b>19 161 000</b>	<b>10 648 150</b>
Public Lighting Refurbishment /Retro Fit	6 442 500	9 161 000	648 150
E&E - Public Lighting	10 000 000	10 000 000	10 000 000
<b>Total</b>	<b>208 882 100</b>	<b>170 456 330</b>	<b>93 917 350</b>

- Specifically, there is no additional information on what “Undeclared informal electrification” is – a project under the Customer Requirements Programme.
- Under the Programme “Informal Housing Electrification”, the name of the project suggests that this is electrification of state subsidised houses.
- There are 2 public lighting projects which *might* benefit informal settlements but the budget documents do not specify this.
- The lack of electricity in informal settlements exposes residents to a number of safety risks which should be urgently addressed.

### **Recommendations**

- All informal settlements should be electrified to ensure safe and reliable electricity access.
- NMBM’s budget should clearly indicate the electricity service that will be delivered to informal settlements, as well as setting targets for which settlements will be received electricity and when.

## V. Solid waste

**Key finding: NMBM's allocation for solid waste services to informal settlements is unclear**

It is unclear from the metro's budget how much funds have been allocated to solid waste in informal settlements. This is concerning as residents have struggled with an inadequate waste service which has posed a health and safety risk. For solid waste it is recommended that NMBM:

- (a) Provide a weekly waste collection service to all informal settlements.
- (b) Provide waste bins and refuse bags to all households to reduce dumping of waste.

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## VI. Department of Human Settlements

**Key finding: NMBM's allocations for housing delivery is unclear. The metro's budget is not transparent on how it intends to provide incremental services to all informal settlements.**

### *Delivery of housing and serviced sites*

- It appears as if the metro's focus is on the delivery of houses and informal settlement upgrading through the Upgrading of the Informal Settlement Programme (UISP), with settlements categorised using the National Upgrading Support Programme (NUSP) tools.
- No reference is made to the provision of incremental services in any of the metro's documents (i.e. basic water, sanitation, electricity and solid waste services to informal settlements not part of the housing programme). Incremental services are what the metros usually roll-out to informal settlements to ensure a dignified living standard in the interim. Incremental services include providing water standpipes, communal toilets, waste removal services, basic road access and footpaths as well as electricity connections.
- The draft 2021/22 IDP lists the following "priority areas" identified for upgrading in terms of the upgrading of Informal Settlements Plan submitted to the national Human Settlements Department:
  - Qunu 1060
  - Vastrap
  - Moeggesukkel
  - Riemvasmak
  - Bloemendal Ext
  - Walmer Airport Valley
  - Walmer G
  - Walmer G West
  - Walmer Federation
  - Walmer E
  - Walmer N
- The draft 2021/22 capital budget only includes reference to Walmer Development as one of the projects that received services for housing delivery, while there is a reference to a renewal of water pipeline project in Bloemendal. However, it is unclear if these projects are linked to the upgrading referred to above.
- There is no indication of how informal settlements that are not part of the priority list above will be served by NMBM.

### *Programme: Services for Housing Delivery*

There are two capital programmes in this department, namely "Programme: Services for Housing Delivery" and "Programme: Investment Property".

### *Programme: Services for Housing Delivery*

- The draft budget documents are unclear on exactly what is being delivered, however we assume that this programme provides infrastructure (roadworks, sewer reticulation, water reticulation, stormwater, parks) for Housing or Upgrading projects in the following areas:
  - Kwanobuhle Area 11
  - Kwazakhele: Ekhuphumleni
  - Jagvlagte (Chatty 11-14)
  - Seaview Housing
  - Walmer Development
  - Nkatha Seyisi
  - Kleinskool Kliprand
  - Uitenhage Infill Site/In situ
  - Mandela Village 71 Sites
  - Malabar Ext 6 Phase 2
  - Bethelsdorp Ext 32, 34, 36
  - Missionvale
  
- There is also a separate project under this programme called “Connections and Water Meters” but it is unclear exactly what this project delivers and to which areas.

*Programme: Investment Property*

- There is only one item under this programme – for “Land Acquisition”, with no additional detail.

*Funding for Informal Settlement Upgrading*

The draft Budget 2021/22 includes the new grant, the Informal Settlements Upgrading Partnership Grant. The executive mayor’s foreword notes in this regard:

“A new grant, namely the Informal Settlements Upgrading Partnership Grant, has been gazetted, amounting to R316.05 million, R334.88 million and R349.50 million over the three-year period.

The budget does not provide specific information on which projects are being funded by this grant.

***Recommendations***

- Incremental services should be provided to **all informal settlements** – whether on private or public land.
- Informal settlements are growing in numbers and size. We recommend that NMB:
  - **Plan** to develop new towns to accommodate the growing need for housing
  - Allocate **erf numbers** to informal settlements while the wait for subsidized housing
- The metro needs to clearly indicated what the Informal Settlements Upgrading Partnership Grant will be used for including what will be delivered, where and by when.

***VII. Provision of basic services in privately owned land***

Section 27(1)(b) of the Constitution of the Republic of South Africa provides that, “everyone has the right to have access to sufficient water. Section 27(2) obliges the municipality to take reasonable legislative and other measures, within its available resources to realise the progressive realisation of the right to access to water and other socio - economic rights. The realisation of these constitutional rights extends to both public land and privately owned land.

In the 2019 High Court case of *Mshengu v Msunduzi Local Municipality and Others*, the Pietermaritzburg High Court ordered Msunduzi Local Municipality, uMshwati Local Municipality and uMgungundlovu Local Municipality to develop plans to provide sufficient water, basic sanitation and refuse collection for all farm dwellers residing within their areas of jurisdiction.

## VII. Contact information

Should the metro wish to engage further on the issues raised, please feel free to contact us at:

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