

CUSTOMER SATISFACTION SURVEY REPORT

2020/21



BUFFALO CITY
METROPOLITAN MUNICIPALITY

ACKNOWLEDGMENTS

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ACRONYMS

BCMDA	Buffalo City Metropolitan Development Agency	MELD	Mdantsane East London Development
BCMM	Buffalo City Metropolitan Municipality	MFMA	Municipal Finance Management Act
BEPP	Built Environment Performance Plan	MGDS	Metro Growth and Development Strategy
CBD	Central Business District	MoA	Memorandum of Agreement
COGTA	Cooperative Governance and Traditional Affairs	MSCOA	Municipal Standard Chart of Accounts
CSS	Customer Satisfaction Survey	MTEF	Medium Term Expenditure Framework
CWP	Community Works Programme	NHNR	National Housing Needs Register
DoRA	Division of Revenue Act	PAIA	Promotion of Access to Information Act
DRPW	Department of Roads & Public Works	SANRAL	South African National Roads Agency Limited
DSRAC	Department of Sport, Recreation, Arts, and Culture	SDBIP	Service Delivery Budget Implementation Plan
EPWP	Expanded Public Works Programme	SMME	Small, Micro, and Medium Enterprise
ERIP	Economic Recovery and Investment Plan	ToR	Terms of Reference
GGD	Good Green Deeds campaign	WPTPS	The White Paper on the Transformation of the Public Service
IDP	Integrated Development Plan		
LED	Local Economic Development		

GLOSSARY OF TERMS

Performance targets	the level of performance that municipalities and their employees strive to achieve. Performance targets relate to current baselines and express a specific level of performance that a municipality aims to achieve within a given time.
Service Delivery Budget Implementation Plan	a detailed plan approved by the mayor for implementing the municipality's delivery of services; including projections of the revenue collected and operational and capital expenditure by vote for each month. Service delivery targets and performance indicators must also be included.
City	if the word City, Metro or Municipality is written in uppercase in this document it specifically refers to the BCMM. If the word city, metro, or municipality is written in lowercase in this document it refers to any city, metro, or municipality in the country or elsewhere in the world.
Residents	in this document, specifically refers to the dwellers of BCMM.
Customers	used interchangeably with residents, in this document specifically refers to the residents of the BCMM. Customers and/or residents in this document are either rate payers or not.
Survey respondents	used interchangeably with survey participants in this document, refers to people who were interviewed and provided information to the survey.
CBD	in this document, it refers to East London town.
Service delivery	in this document, refers to the provision of basic services such as water supply, electricity, roads, traffic controls, refuse collection, sewage disposal and maintenance, as well as municipal parks and recreation, and so forth.

FOREWORD

Fellow residents and customers of Buffalo City

We present to you the customer satisfaction survey of the Buffalo City Metropolitan Municipality. We are at that time in the implementation of our integrated development plan 2016-2021 where we must look back and assess how we performed, as evaluated or as perceived by our customers, the residents of Buffalo City.

Unlike other customer satisfaction surveys conducted before, this survey was conducted during the outbreak of the COVID-19 pandemic. The national government put the country into a national state of emergency from March 2020 to curb the rapid spread of the Corona virus. The country was, for many months, placed under strict lockdown levels, allowing only essential services to be conducted. This delayed major construction projects and other service delivery plans of Buffalo City. However, this did not stop us from providing services we regarded as essential.






The Buffalo City values customer satisfaction hence the reason for conducting this survey to assess the level of our residents' satisfaction. I have a keen interest in the satisfaction of our residents. I have placed this survey at my office as the Executive Mayor of Buffalo City to ensure that it has the prerequisite executive support. We understand that customers' needs and perceptions change with time. We are determined to ensure a high-performance culture of all the employees of the City that will result in improved service delivery to our people. Therefore, we have developed the Metro Growth and Development Strategy (MGDS), Vision 2030, which was a collective effort of the citizens and stakeholders of our City. The MGDS seeks to coordinate all efforts of the Municipality, labour, business, and other stakeholders towards the creation of a Buffalo City that is economically productive, spatially integrated, globally connected, green, safe, and well-governed.

To this end, this survey was not going to be possible had it not been for the participation of the residents of our City. I, therefore, thank all the residents who participated in the survey and provided their honest responses and valuable inputs. This report is, therefore, presented as the outcome of the survey wherein the findings are a barometer that will be used to measure the level of our customers' satisfaction.

We take customer satisfaction very seriously at Buffalo City. The gaps identified in this report will be discussed at various forums, and relevant responses will be implemented to improve the lives of our people. In the spirit of Batho Pele, my office is open to taking inputs from our valued residents, stakeholders, staff, political formations, business, religious bodies, civil society, and the general public. I thank you.

Executive Mayor
Councillor Xola Pakati
Buffalo City Metropolitan Municipality

1 | EXECUTIVE SUMMARY

			
INFRASTRUCTURE SERVICES	33%	14%	53%
REFUSE AND SANITATION	29%	14%	57%
ELECTRICITY AND WATER	21%	16%	63%
ROAD SERVICES	34%	13%	53%
DROUGHT AND DISASTERS	11%	21%	68%
MUNICIPAL PARKS, PLAYGROUNDS, SPORTS FIELDS AND STADIUMS	24%	32%	44%
CEMETERIES AND CREMATORIIUMS	24%	34%	42%
COMMUNITY HALLS	30%	30%	40%
LIBRARIES	25%	36%	39%
TRAFFIC SERVICES AND TRANSPORT	33%	41%	26%
LAW ENFORCEMENT	24%	35%	41%
HOUSING	25%	12%	63%
BUILDING PLANS AND LAND USE APPLICATIONS	14%	59%	27%
FINANCE SERVICES	9%	11%	80%
MUNICIPAL WORKERS	27%	35%	38%
COMMUNICATION	11%	21%	68%
LOCAL ECONOMIC DEVELOPMENT	21%	30%	49%

2 | BACKGROUND AND INTRODUCTION

Municipalities as the local sphere of the South African government are the service delivery points of government plans. Municipalities are directly responsible for maintaining healthy living conditions and improving the quality of life for communities. If the public is dissatisfied, for whatever reason, either by services provided by the municipality or services beyond the control of the municipality, the property managed by the municipality, is unfortunately vandalised.

The Executive Mayor of Buffalo City Metropolitan Municipality (BCMM) Councillor Xola Pakati said on 21st June 2018, that the R8 billion budget of Buffalo City is not enough to meet the service delivery needs of the City. The Mayor also noted that the inward migration of people from the rural areas of the Eastern Cape is a service delivery challenge to the Metro, which causes a backlog on the delivery of electricity, water, sanitation, and housing infrastructure [1].

To respond to the ever-increasing service delivery demands of the residents of the Metro, the BCMM set up, following the Metro Growth and Development Strategy (MGDS), five strategic outcomes to be achieved by the year 2030 [2].

These strategic outcomes are:

- **An innovative and productive city:** with rapid and inclusive economic growth and decreased unemployment rate.
- **A green city:** environmentally sustainable with optimal benefits from our natural assets. A clean and healthy city of subtropical gardens.
- **A connected city:** high-quality (and competitively priced) connections to information communication and technology, electricity, and transport networks (inside the city and to the outside world). By 2030 the BCMM must be a full logistics hub.
- **A spatially integrated city:** the spatial divisions and fragmentation of the apartheid past are progressively overcome, and township economies have become more productive.
- **A well-governed city:** a smart and responsive municipality (working with other levels of government) that plans and efficiently delivers high-quality services and cost-effective infrastructure, without maladministration and political disruptions.

Despite the efforts of the employees and that of the suppliers of the BCMM, some residents are satisfied and/or dissatisfied with the service they receive.

This is not unique to the BCMM. It is a national phenomenon. Hardly a month passes without a protest, many of them turning violent and resulting in the damage of passing vehicles and millions worth of municipal infrastructure. Road surfaces and traffic lights are usually easy targets for protesters. Due to the critical nature of the damaged infrastructure, the Metro is forced to fix it at a huge cost [3].

Given this complexity, it is, therefore, necessary to constantly monitor and measure the level of customer satisfaction. Of note is that in as much as customer complaints can be associated with and/or viewed as a common indicator of a low level of satisfaction, their absence, however, does not necessarily imply high-level satisfaction. Customer or stakeholder satisfaction is subjective and is not always proportionate to the quality of services provided to customers/stakeholders [4]. Even when requirements have been agreed with the municipality customers and fulfilled, this does not necessarily ensure high customer satisfaction. Therefore, working towards exceeding the expectations of customers, coupled with continuous measuring of the level of satisfaction is the BCMM's goal towards achieving and maintaining high satisfaction levels.

This document is a report that highlights the findings of the customer satisfaction survey (CSS) commissioned by the BCMM. The survey findings refer to the 2020/21 financial year of the BCMM. The report highlights the perception of the customers (also referred to as residents in this document) on the service delivery performance of the BCMM.

Noteworthy is that the customers' needs, expectations, and perceptions change with time, and in this survey, the BCMM measured the level of satisfaction of the customers on services it offered

in the 2020/21 financial year, with an understanding that the findings can look different in other financial years. The survey was conducted by an independent external researcher. This report presents an objective assessment of the level of satisfaction, perception, and opinions of customers on service delivery at Buffalo City.

The researcher's recommendations based on the stakeholders' perceptions are noted towards the end of this document, and the said recommendations focus on the activities that the BCMM must prioritise to improve the experience of the stakeholders.

3 | AIM AND OBJECTIVES OF THE SURVEY

The aim of the CSS survey was to get the community's perception of the quality of services delivered by the BCMM. A customer in this survey did not only refer to the BCMM's ratepayers but all residents of the BCMM. This survey received the "voice of the community". The findings of this survey will be used to initiate strategies that will improve services and governance to the BCMM community.

The ancillary objectives of the survey were to:

- Identify and understand the community's expectations and perceptions of the quality of services delivered by the BCMM;
- Identify the community's perceived service delivery gaps and determine strategies to meet the community's expectations, where they are not met;
- Influence the development of performance standards based on the findings;
- Establish priorities and standards to deduce how well the BCMM meets its goals; and
- Provide feedback to the staff and management of the BCMM based on the results obtained for improvement purposes.

The survey is, therefore, a measure of the correlation relationship between the services delivered by the BCMM and the perception of the community that receives the services. It is a barometer on how and to what extent the BCMM understands, considers, and responds to its customers' legitimate needs and interests.

4 | SURVEY METHODOLOGY AND DESIGN

The survey was conducted using predominately the quantitative research methodology. There were, however, a few instances where the data was collected using the qualitative research methodology. The survey participants were randomly selected from their communities. A minimum of 10 households were selected per municipal ward. The BCMM has 50 wards and all the 50 wards were represented in the survey. A total number of 734 households participated within the one week-long data collection process.

One or two households were selected per street per ward. In the households where people were not available, such households were bypassed. In instances, where the data collectors knocked on the gate and the residents of that particular household were not willing to participate in the survey, such residents were not forced or coerced to participate, but instead, the next household was approached. One person was interviewed per household. The data collectors purposefully selected older people (above 18 years of age) based on the assumption that they had a better experience with the BCMM services.

The survey was anonymous, in that the participants were not required to identify themselves or the constituents they represent. The participants were assured that their responses will be treated with outmost confidentiality, meaning that their responses were not going to be linked to the respondent. It is, therefore, assumed that the survey findings are a true reflection of the BCMM, customers who provided objective and honest responses without fear of being disadvantaged or hope of being advantaged by the BCMM for their responses.

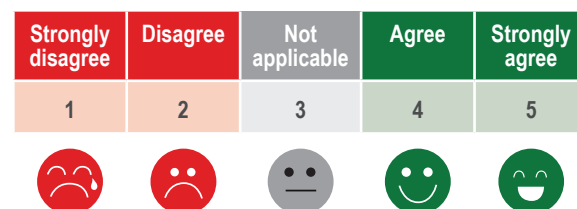
A questionnaire with predominately closed-ended questions was developed and administered through face-to-face interviews. The last question in the questionnaire (see Annexure A) was open-ended, and it enabled the survey participants to express their perceptions in their own words and suggest

service delivery improvements to the BCMM. The questions were divided into 17 main categories or thematic areas that are deemed critical in municipal service delivery. These categories were, namely:

- 1) Infrastructure services
- 2) Refuse and sanitation
- 3) Electricity and water
- 4) Road services
- 5) Drought and disasters
- 6) Municipal parks, playgrounds, sports fields, and stadiums
- 7) Cemeteries and crematoriums
- 8) Community halls
- 9) Libraries
- 10) Traffic and transport services
- 11) Law enforcement
- 12) Housing
- 13) Building plans and land use applications
- 14) Finance services
- 15) Municipal workers
- 16) Communication
- 17) Local economic development

The questionnaire used a five-point Likert scale. A question/statement was posed to the respondents, giving them a single choice to agree or disagree with the statement or be neutral. The choices ranged from Strongly Disagree to Strongly Agree, as indicated in Figure 1.

Figure 1: Likert rating scale used in the survey



The Likert scale also included a mid-point, meaning that the participant neither agreed nor disagreed with the statement. The questions allowed the respondents to have only a single choice for an

answer, therefore, the number of responses or the percentage of responses per question was synonymous with the number of people who responded to that particular Likert scale. The Likert scale and the data analytics system used in the survey enabled average scores to be calculated for all responses. The calculation of average scores also means that statistical analysis can be used to explore changes in the level of satisfaction over time.

An electronic data capturing and analysis system

was created for the CSS. The questionnaire was embedded in the electronic system. A handheld device (a tablet) was used to capture the responses by the data collectors. The electronic system enabled immediate data capturing, immediate data analysis, efficient management of the performance of the data collectors, control of the equitable representation of the wards, and secure keeping and ease of access to the data.

5 | SURVEY LIMITATIONS

The BCMM's CSS was conducted under immense time pressure. A short period of time was allocated to the CSS, in order to discuss the findings with the outgoing political leaders of the Municipality prior to the 2021 local government election. The month of June 2021 was allocated for the entire project, from questionnaire development to presentation of the report, so that the report can be discussed with the political leaders in July 2021.

According to Statistics South Africa's 2011 population survey the BCMM has 223 568 households and a population of 755 200. It should be noted that the survey was conducted in 734 households. This equates to 0.3% of the total number of households in the Metro. Collecting data from a larger percentage of households could have needed more time and a higher budget. As noted, the BCMM was pressed on time to produce the survey report. However, there was a fair representation of all wards in the survey. Whilst it may be statistically questionable to blanket the findings of the survey to the entire population of the BCMM, it should be noted that a similar trend and pattern of responses were noted in all the participants of the survey. Therefore, the researcher assumes that a larger number of participants could have yielded the same results.

Also, worth noting is that the data was not collected in an equal number of residents per type of settlement or per ward. To avoid the presentation of overly skewed findings, the researcher further analysed the data according to the percentage of satisfaction per type of settlement, basing the findings only on the total number of residents who participated in the survey per type of settlement.

The researcher could have conducted the survey through other data collection methods such as an online self-administered questionnaire to reach a larger sample size. However, there was an agreement between the researcher and the BCMM not to implement this approach because data integrity was going to be compromised. It should be noted that the survey was confidential and anonymous, without any predetermined unique identifier of the residents of the BCMM. The risk avoided was untargeted people from other municipalities or parts of the country inputting data. Therefore, face-to-face interviews through door-to-door data collection were the preferred method.

The survey was conducted during COVID-19 Alert Level 2 lockdown in the country. The numbers of Corona (the virus that causes COVID-19 disease) infections were sharply increasing, raising fears of a third wave of the virus in the country. At the time of writing this report (mid-June), the country was officially declared to be in the third wave of the virus and the President put the country into Alert Level 3 lockdown. Therefore, time was of great concern in the collection of the data.

In some areas, especially informal settlements, the data collectors experienced hostility from the community. There were threats made to some data collectors. However, this was sporadic. It was not experienced by all data collectors or in all wards. The lesson learnt in the process was that, whilst it was ideal to brand the data collectors for ease of acceptance by the community, this has its risks, especially where the community is hostile to the municipality.

6 | LEGISLATIVE FRAMEWORK UNDERPINNING MUNICIPAL SERVICE DELIVERY

6.1 Founding Provisions of the Constitution

The South African local municipalities are governed by the Constitution of the Republic of South Africa under Chapter 7. The constitution as the founding legislative instrument provides that a municipality has the right to govern affairs of its community, subject to national and provincial legislation. Section 153 gives the right to municipalities to set policies and initiatives that promote the effective running of their communities in a way that is functional, productive, and equally within the scope of the Constitution. The national or a provincial government may not compromise or impede a municipality's ability or right to exercise its powers or perform its functions [5].

The Constitution founds the objectives and/or duties of municipalities, and these are:

- a) to provide a democratic and accountable government for local communities;
- b) to ensure the provision of services to communities in a sustainable manner;
- c) to promote social and economic development;
- d) to promote a safe and healthy environment; and
- e) to encourage the involvement of communities and community organisations in the matters of local government.

The above-mentioned objectives must be met by each local municipality within its financial and administrative capacity. In the process of striving to meet its objectives and/or duties, each municipality must endeavour to structure and manage its administration, and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community, and participate in

national and provincial development programmes. The Municipality must consider the need to provide municipal services equitably and sustainably.

Of note is that there are, however, several legislative instruments that have since been promulgated to give effect to Chapter 7 of the Constitution which are set out to deal with local governance. Such legislative instruments include the Local Government Municipal Systems Act No. 32 of 2000, the Disaster Management Act No. 57 of 2002, the Municipal Finance Management Act No. 56 of 2003, the Municipal Property Rates Act No. 6 of 2004, the Development Facilitation No. 67 of 1995, and the Promotion of Access to Information Act No. 2 of 2000. The discussion below is set to shed more light on how these above-mentioned legislative instruments give effect to the Constitution as the founding legislative framework on local governance.

6.2 Local Government Municipal Systems Act No. 32, 2000

The Local Government Municipal Systems Act No. 32 of 2000 gives effect to the Constitution as far as local governance is concerned. It recognises that the Constitution enjoins local government not just to provide services to people but to be fundamentally developmental in orientation. This can only be realised if the local government sets out core principles, mechanisms, and processes that give meaning to developmental local government. All this can be achieved while empowering municipalities to move progressively towards the social and economic upliftment of communities and the provision of basic services to all people, specifically the poor and the disadvantaged. The Act denotes that the most fundamental aspect of a local government

system is the active engagement of communities in municipal affairs which they are an integral part, and in particular, in planning, service delivery, and performance management. All this must be anchored in on an efficient, effective, and transparent local public administration that conforms to constitutional principles. Local municipalities need to, however, ensure that they are functioning in a financially and economically viable manner which translates to the development of a strong system of governance that is capable of exercising the functions and powers assigned to it [6].

The municipality's administration is governed by the democratic values and principles embodied in Section 195 (1) of the Constitution. The administration of the municipality must-

- a) be responsive to the needs of the local community;
- b) facilitate a culture of public service and accountability amongst staff;
- c) take measures to prevent corruption;
- d) establish clear relationships, and facilitate co-operation and communication, between it and the local community;
- e) consult the local community about the level, quality, range, and impact of municipal services provided, either directly or through another service provider;
- f) (h) promote gender equity in the exercise of the municipality's executive and legislative authority;
- g) give members of the local community full and accurate information about the level and standard

of municipal services they are entitled to receive; and

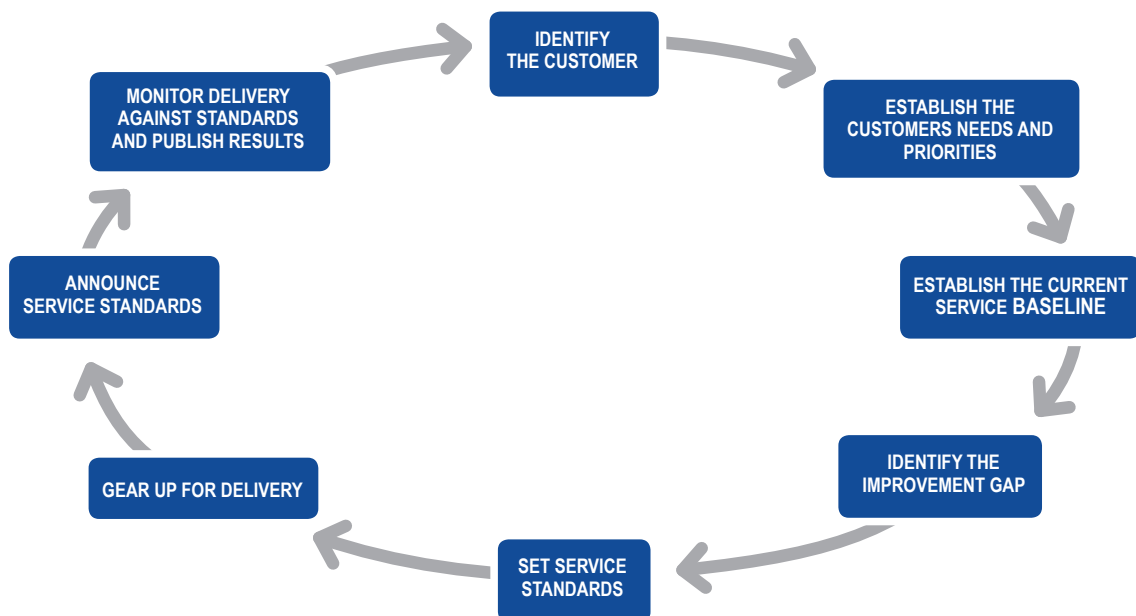
- h) inform the local community how the municipality is managed, of the costs involved, and the persons in charge.

6.3 White Paper on Transforming Public Service Delivery

The White Paper on Transforming Public Service Delivery which engraves the Batho Pele (People First) Principles was purposefully established to build a public service capable of meeting the challenge of improving public service delivery to the citizens of South Africa. This instrument recognised that access to decent public services was no longer a privilege to be enjoyed by a few, but the rightful expectation of all citizens, especially those previously disadvantaged.

In line with the Constitutional principles mentioned under 6.1, the White Paper on Transforming Public Service Delivery calls on all spheres of government to make service delivery a priority. To ensure that service delivery is constantly improved, national and provincial departments are required to outline their specific short, medium, and long-term goals for service provision. Municipalities are required to implement the eight steps to improved service delivery, as illustrated in Figure 2.

Figure 2: Eight steps to improved service delivery



Improving the delivery of public services means redressing the imbalances of the past and, while maintaining continuity of service to all levels of society, focusing on meeting the needs of the 40% of South Africans who are living below the poverty line and those, such as the disabled, and black women living in rural areas, who have previously been disadvantaged in terms of service delivery. The improvement of service delivery calls for a shift away from inward-looking, bureaucratic systems to new ways of working which puts the needs of the public first. It also means a complete change in the way that services are delivered. The objectives of service delivery, therefore, include welfare, equity, and efficiency [7].

6.4 Batho Pele Principles

Batho Pele (Sotho-Tswana: “People First”) is a South African political initiative, firstly introduced by the “Mandela Administration” on 1st October 1997 to stand for better delivery of services to the public. The Batho Pele initiative aims at enhancing the quality and accessibility of government services by improving efficiency and accountability to the recipients of public goods and services. Batho Pele requires that eight service delivery principles be implemented, and below is how the BCMM performs in line with these principles.

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

The BCMM regularly and systematically consults residents not only about the services currently provided but also about the provision of new basic services to those who lack them. The City has two main platforms of public engagement, the Integrated Development Plan and Budget Roadshows and the Mayoral Imbizo Programme. The participation of residents is not only limited to the IDP and Budget processes. The BCMM Council has an operating Ward Committee Public Participation Framework whose sole intention is to foster direct involvement of residents and local organisations in decision-making. The results of the consultation process are reported to the relevant portfolio committees of the BCMM and made public, through the website, newsletters, and annual reports of the City. The BCMM always endeavours to deliver to the pleas made on these platforms [1].

2) Service standards: Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect

The BCMM publishes standards for the level and quality of services provided, including the introduction of new services to those who previously did not receive them. The BCMM sets annual performance targets, reviews performance against the targets, and reports on this in annual reports that are published on the website of the City and shared with residents in annual roadshows. The BCMM visibly places the Service Standard Charter in touchpoints of the City offices for the residents to see and know what to expect from the employees and service providers of the City.

3) Access: All citizens should have equal access to the service to which they are entitled

Service delivery strategies and plans of the BCMM specifically sets targets for progressively increasing access to services for those who have not previously received them. The BCMM’s Metro Developmental Goals & Strategy, IDP, and SDBIP are service delivery programmes that are planned to specifically redress inequalities of the past and progressively address current barriers that threaten access.

4) Courtesy: Citizens should be treated with courtesy and consideration

The BCMM has Codes of Conduct that guide and govern the behaviour of employees and suppliers of the City when dealing with residents. These Codes are explicitly publicised in the City’s offices and on electronic platforms. Besides conducting this customer satisfaction survey, the BCMM has a compliments and complaints reporting system whereby consumers of the services of the City are invited to anonymously report their satisfaction or dissatisfaction with the services they received. Portfolio managers are given feedback on the compliments and complaints raised by the consumers for them to act on them. The BCMM introduced a Job Evaluation Project to improve customer care and a high-performance culture for all the City employees [1].

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

The BCMM provides full, accurate, and up-to-date information about the services provided to the residents (through annual reports) and the services that the residents are entitled to (through IDPs). Written information such as performance reports, information brochures, and service delivery plans are placed at service points such as Municipality offices, libraries, museums, and community halls for the public to access. The City extensively uses local media and other stakeholders to diffuse information to residents. The BCMM translates various sources of information in the three main languages spoken in the City, namely: isiXhosa, English, and Afrikaans. Where feasible, the information is provided in graphical form to make it easier to understand for a wide variety of people. Besides documented information, the BCMM implements face-to-face consultation processes to share information with customers and find out what customers need. The BCMM has a Communications Department, where the public can share information with and obtain information about the City.

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

Reports to residents are as much as possible free of jargon and very technical terms. The reports are delivered on various platforms (paper, electronic, and word of mouth) and in various languages to ensure openness and transparency in the way the BCMM conducts its business. The BCMM is committed to the principles of openness, integrity, and accountability as advocated by the King Code on Corporate Governance [1].

7) Redress: If the promised standards of service are not delivered, citizens should be offered an apology, a full explanation, and a speedy and effective remedy; and then complaints are made, citizens should receive a sympathetic, positive response

The BCMM openly shares successes and shortcomings in service delivery in their annual reports. Where the promised service was not delivered or where there was a huge interruption, for example, the COVID-19 lockdown, the Executive Mayor offers an apology to customers. All reports of the BCMM states the remedies to be implemented to redress the situation.

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

The BCMM has sought to contain inflationary pressure by instituting the following cost containment measures: reducing operating expenditure; focus on improving efficiency on employee-related costs; the review of organogram, governance structure, and service delivery model in line with the City's objective and funding affordability; stringent internal controls are enforced on subsistence and travel allowance; and putting measures to reduce overtime. This ensures that the BCMM achieves value for money by delivering services to the residents at a relatively low cost [7].

6.5 Public Participation Framework

The National Policy Framework for Public Participation identifies minimum requirements that municipalities must meet to fulfil the obligations of participatory governance. The Framework advises municipalities to implement a Community Complaints Management System. Staff must act on concerns raised by the residents. Municipalities must publish and distribute a Citizen's Participation Charter which includes the Public Participation Principles and outlines the various local structures to contact and processes to follow for communities to participate in municipal governance. It is also recommended that municipalities explore the possibility of using Citizen Satisfaction Surveys as a means of becoming informed about the community's views on municipal delivery.

The Framework notes that municipalities must empower and support ward committees, as well as require them to operate in a participatory and democratic fashion. In respect of empowerment, ward committees must (i) be involved in the key municipal processes of development planning, the budget, the performance management system, performance assessment, and service delivery agreements as required by the Systems Act. In addition, (ii) municipalities must incorporate representatives from ward committees on audit committees. Lastly, (iii) it is recommended that municipalities facilitate

discretionary ward budgeting where ward committees have their own funds which they disburse using community-based planning methods.

Municipalities must empower and support the IDP forum, as well as require it to operate in a participatory and democratic fashion. In addition, a comprehensive local Stakeholder Register must be compiled and maintained to ensure the full inclusion of as many local players as possible. While the IDP forum is a consultative forum and not a decision-making one, councillors must give feedback on the recommendations from the forum. Lastly, the IDP forum does not replace the role of izimbizo but supplements them [8].

6.6 Disaster Management Act No. 57, 2002

The Disaster Management Act provides that each municipality must establish and implement a framework for disaster management aimed at ensuring an integrated and uniform approach to disaster management in its areas [9].

6.7 Municipal Finance Management Act No. 56, 2003

This Act aims at securing sound and sustainable management of financial affairs of municipalities and other institutions in the local sphere of government, to establish treasury norms and standards for the local sphere of government, and to provide for matters connected therewith [10]. This Act ensures transparency, accountability, and appropriate lines of responsibility in the fiscal and financial affairs of municipalities and municipal entities in:

- a) the management of their revenues, expenditures, assets, and liabilities and the handling of their financial dealings;
- b) budgetary and financial planning processes;
- c) borrowing;
- d) the handling of financial problems;
- e) supply chain management; and
- f) other financial matters.

6.8 Division of Revenue Act

The Division of Revenue Act (DORA) provides for the equitable division of revenue raised nationally among the national, provincial, and local spheres of government for the 2013/2014 financial year and the responsibilities of all three spheres pursuant to the relevant division [11]. This Act gives effect to Section 214 (1) of the Constitution of the Republic which provides for the requirement for an Act of Parliament that provides for:

- (a) The equitable division of revenue raised nationally among the national, provincial, and local spheres of government;
- (b) The determination of each province's equitable share of the provincial share of that revenue; and
- (c) Any other allocations to provinces, local government from the national government's share of that revenue, and any conditions on which those allocations may be made.

6.9 Medium-Term Expenditure Framework

The Medium-Term Expenditure Framework (MTEF) is one of the most important reforms of the budgetary process that the Government introduced. The MTEF is a transparent planning and budget formulation process within which the Cabinet and central agencies establish credible contracts for allocating public resources to their strategic priorities while ensuring overall fiscal discipline. It sets out three-year spending plans of the national and provincial governments and aims to ensure that budgets reflect Government's social and economic priorities and give substance to Government's reconstruction and development commitments.

Government must make choices about the relative priorities of different services. These are political and social choices. In the past, the budgetary process was largely technical, giving political office bearers insufficient opportunity to shape spending plans. The MTEF changes this. It articulates choices systematically and comprehensively by linking the amount of funds spent on service with the quality and quantity of the service provided. The government can

assess the costs and benefits of competing priorities and policies. The MTEF enhances the transparency of the budget process and budget documentation so that policy goals and resource allocation are set out. In this way, it empowers government to determine priorities and deliver change.

Improved efficiency is fundamental to the delivery of more and better services to South African society. The government will not transform society until it has delivered better housing, sound education, basic healthcare, a welfare support network for those who have no other means of support, proper roads to underpin the economy, and effective protection against crime. To achieve this, substantial efficiency improvements in service delivery are required. The MTEF provides an initial analysis of the efficiency of service delivery and indicates areas that demand more attention [12].

6.10 Municipal Property Rates Act No. 6, 2004

The Municipal Property Rates Act aims at regulating the power of a municipality to impose rates on the property, to exclude certain properties from rating in the national interest, to make provision for municipalities to implement a transparent and fair system of exemptions, reductions, and rebates through their rating policies, to make provision for fair and equitable valuation methods of properties, to make provision for an objections and appeals process, and to provide for any matters that have a connection to the municipal property rates. This Act gives effect to the Constitution regarding local governance in that it entitles municipalities to impose rates on property in their areas, subject to national legislation. The Act enjoins local government to be developmental, in addressing the service delivery priorities of the country and in promoting the economic and financial viability of municipalities.

Local government needs to provide access to a sufficient and buoyant source of revenue which is necessary to fulfill developmental responsibilities. This is obtained from the property rates which is a critical source of revenue for municipalities to achieve their constitutional objectives, especially in areas that have been neglected in the past due to racially discriminatory laws. However, of note is that

municipalities must exercise their power to impose rates within a statutory framework that considers historical imbalances and the rates burden on the poor [13].

6.11 Promotion of Access to Information Act No. 2, 2000

The Promotion of Access to Information Act 2 of 2000 (PAIA) is a legislation in the Republic of South Africa which allows access to any information held by the State, and any information held by private bodies that may be required for the exercise and protection of any rights. It applies specifically to South Africa but is part of the global drive towards freedom of information. The Act recognises that the system of government in South Africa before 27 April 1994, amongst others, resulted in a secretive and unresponsive culture in public and private bodies which led to an abuse of power and human rights violations.

Section 32 (1) (a) and (b) of the Constitution provides that everyone has the right of access to any information held by the State and for the horizontal application of the right of access to information held by another person to everyone when that information is required for the exercise or protection of any rights. The right of access to any information held by a public or private body may be limited to the extent that the limitations are reasonable and justifiable in an open and democratic society based on human dignity, equality, and freedom as contemplated in section 36 of the Constitution. This in return fostering a culture of transparency and accountability in public and private bodies by giving effect to the right of access to information and actively promoting a society in which the people of South Africa have effective access to information to enable them to fully exercise and protect their rights. The objectives of PAIA are thus set to promote transparency, accountability, and effective governance of all public and private bodies, to assist members of the public to effectively scrutinize and participate in decision making [14].

7 | BASELINE SURVEY RESULTS

The BCMM did not conduct a CSS from the financial year 2017/18 to 2019/20. The below baseline results refer to the CSS conducted in the 2016/17 financial year. Based on Table 1 an assumption can be made that the BCMM achieved a 41% customer satisfaction level on the 2016/17 survey. This 2020/21 CSS builds on this baseline and assesses whether there was an improvement in the satisfaction levels from the previously reviewed financial year.

Table 1: Baseline survey results

SERVICE	LEVEL OF SATISFACTION
1. Refuse and sanitation	51%
2. Road maintenance	31%
3. Electricity and water	54%
4. Traffic and transport services	31%
5. Sports facilities	29%
6. Housing	55%
7. Community halls	40%
8. Libraries	33%
TOTAL	324%
AVERAGE SATISFACTION LEVEL	41%

Source: Adapted from the BCMM 2019/20 Annual Report



8 | SURVEY FINDINGS

8.1 Demographic characteristic of the survey participants

8.1.1 Gender and race of survey participants

Out of the 734 households who participated in the survey, most of the survey participants were females, at 52%, as illustrated in Figure 3. Male participants were 46%. The balance of 2% preferred not to be

classified or mention their gender. As illustrated in Table 36, the level of satisfaction on the services of the BCMM on female survey participants was 23%, males at 23%, and the other at 3%.

Figure 3: Gender of survey participants

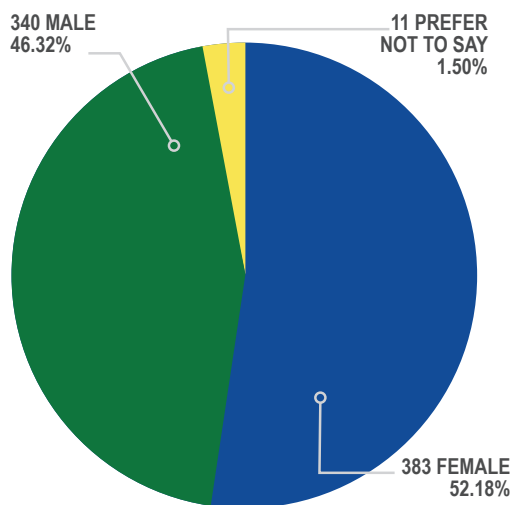
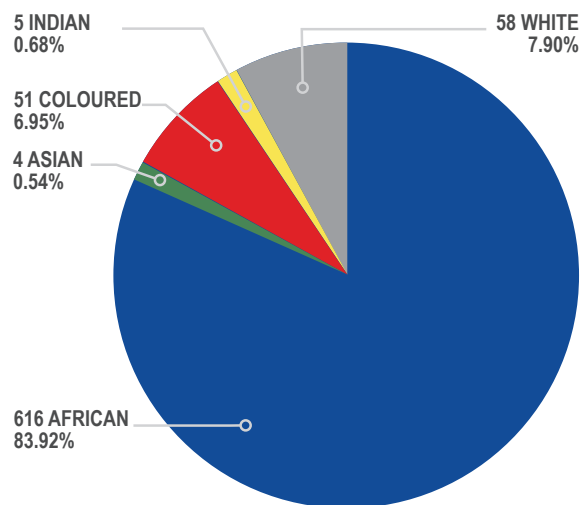
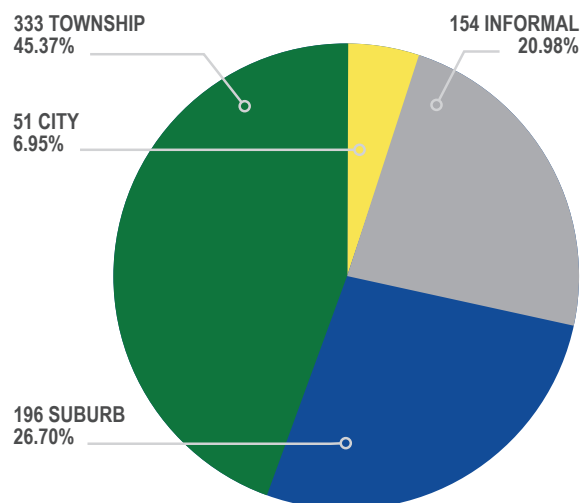


Figure 4: Race of survey participants



A large portion of the survey participants were Black Africans at 84%, followed by whites at 8% and coloureds at 7%. Table 37 illustrates that the level of satisfaction among Black Africans was 20%; whites 48% and coloureds 26%.

Figure 5: Settlement type of survey participants



8.1.2 Type of settlements where survey participants stay

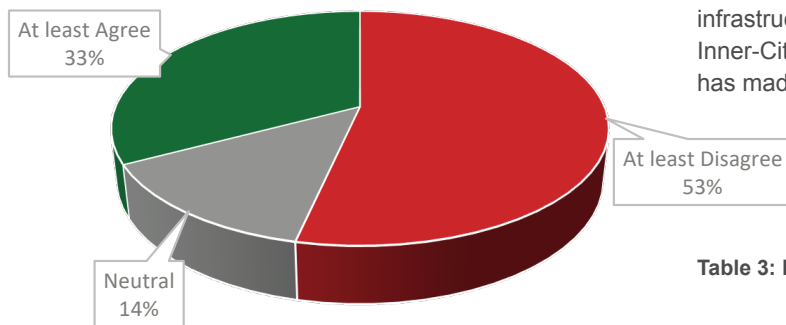
Most of the survey participants, at 45%, were from townships. This was followed by suburb residents, at 27%, informal settlement (at 21%), and the city (also known as central business district) residents (at 7%), as illustrated by Figure 5. The level of satisfaction of the residents is as follows: township 20%; suburbs 37%; informal settlements 9% and CBD 31%, as illustrated in Table 35.

8.2 Infrastructure services

The BCMM has a Built Environment Performance Plan (BEPP), which is a document that is produced annually for the coordination, planning, and budgeting towards strategic intervention in the built environment. The BEPP lists the infrastructure projects targeted for implementation and the investment rationale or reasoning behind the prioritisation. The BCMM's BEPP has been rated as the best amongst of all municipalities in South Africa, scoring 90% in terms of National Treasury's ratings [1].

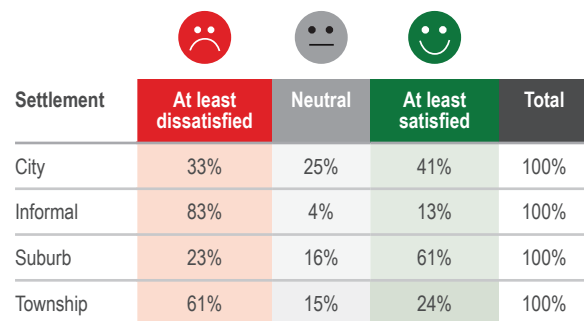
At least 33% of the survey respondents noted that they were satisfied with the infrastructure services provided by the BCMM. Whilst at least 53% noted that they were unsatisfied. The remaining 14% could not tell if they were satisfied or not.

Figure 6: Overall level of satisfaction with infrastructure services



As illustrated in Table 2 suburb residents are the most satisfied (at 61%) with infrastructure services for the Metro, followed by city residents. Informal settlement residents are the least satisfied, with only 13% of the survey participants noting that they are satisfied with the infrastructure services of the Municipality. Wards with high levels of satisfaction on infrastructure are wards: 4; 9; 18; 20; 21; 23; 28; 29; 31 and 43. Wards: 1; 2; 3; 5; 7; 12; 35; 44 and 46 highlighted dissatisfaction. Respondents in wards: 7; 18; 47 and 47 could not tell if they are satisfied or dissatisfied with the infrastructure services of the BCMM.

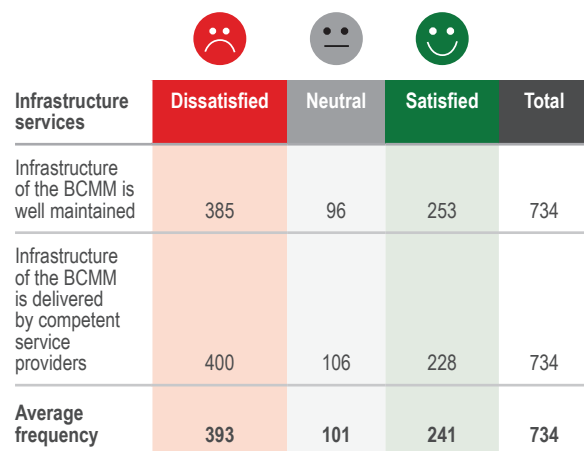
Table 2: Average satisfaction by settlement type: Infrastructure



Settlement	At least dissatisfied	Neutral	At least satisfied	Total
City	33%	25%	41%	100%
Informal	83%	4%	13%	100%
Suburb	23%	16%	61%	100%
Township	61%	15%	24%	100%

Table 3 illustrates that half of the households in the survey were of the view that the Municipality does not adequately maintain infrastructure and does not adequately appoint competent service providers to deliver on infrastructure services. Respondents in some wards pointed the data collectors to the uncompleted and/ or damaged water and sewer infrastructures. Through the East London CBD and Inner-City Regeneration Programme, the BCMM has made visible investments in the CBD and inner-city area and this will spur additional investments [16].

Table 3: Households frequency: Infrastructure services



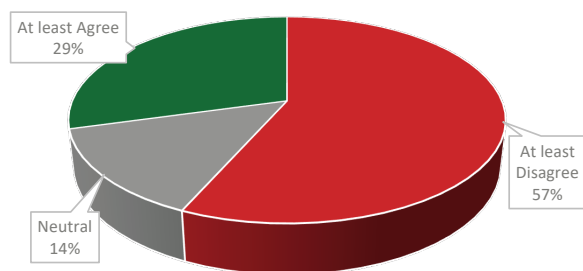
Infrastructure services	Dissatisfied	Neutral	Satisfied	Total
Infrastructure of the BCMM is well maintained	385	96	253	734
Infrastructure of the BCMM is delivered by competent service providers	400	106	228	734
Average frequency	393	101	241	734

8.3 Refuse and sanitation

The BCMM has a Solid Waste Management Services Strategy under the Solid Waste Management Department. The BCMM conducted an independent in-depth work-study on refuse removal to review and evaluate if the solid waste management services were in line with dynamics on the ground. As a result, the BCMM launched the Good Green Deeds (GGD campaign) in 2019. The GGD is a campaign that seeks to change people’s attitudes and behaviours towards the responsible management of waste and keeping their neighbourhoods clean, green, and safe. The campaign aims at keeping the City clean through street sweeping, gutter clearance, litter picking, and clearing of illegally dumped waste in open spaces in all wards. As an attempt to curb illegal dumping, 6m3 skip bins are placed in strategic points in informal settlements [1]. The GGD campaign is the quest of the Buffalo City to reclaim its status of being the cleanest city in South Africa [16].

As illustrated in Figure 7 at least 29% of the survey respondents noted that they were satisfied with the refuse and sanitation services of the Municipality. At least 57% we not satisfied whilst 14% could not tell if they were satisfied or dissatisfied with the services.




Figure 7: Overall level of satisfaction on refuse and sanitation



The BCMM notes that with more resources allocated into the Solid Waste Management Department waste management services have generally improved over the years. The BCMM notes (in the 2019/20 annual report) that just above 30% of households of the City were receiving waste removal. This is in line with the satisfaction level of 29% of this CSS. As illustrated by Table 4 suburb and city residents reported satisfaction with the refuse and sanitation services provided by the Municipality. These settlements




receive kerbside refuse collection services. Informal settlement residents were predominantly complaining about illegal dumping in their neighbourhoods. Informal settlements receive a communal refuse collection service due to poor road infrastructure and highly congested spaces.




Table 4: Average satisfaction by settlement type: Refuse and sanitation

Settlement				Total
	At least dissatisfied	Neutral	At least satisfied	
City	29%	27%	44%	100%
Informal	86%	6%	6%	100%
Suburb	22%	22%	56%	100%
Township	68%	11%	22%	100%

There was almost an equal number of survey participants who mentioned that the Municipality collects or does not do weekly refuse collection in their neighbourhoods. There is an opportunity for the Metro to solicit services of Expanded Public Works Programme (EPWP) and Community Works Programme (CWP) to augment the services of the Municipality employees in cleaning residents of the Municipality.

Table 5: Households frequency: Refuse and sanitation

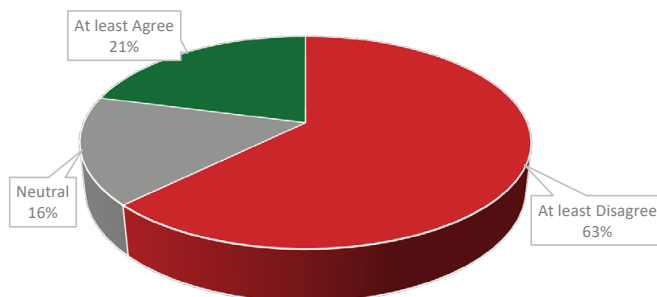
Infrastructure services				Total
	Dissatisfied	Neutral	Satisfied	
BCMM collects garbage at least once a week at local residences and businesses	333	46	355	734
BCMM provides satisfactory sewer services	382	110	242	734
BCMM is generally a clean environment	457	96	181	734
BCMM is prompt on fixing sewer damages and on delivering services to new locations	423	146	165	734

Infrastructure services	 Dissatisfied	 Neutral	 Satisfied	Total
Compared to other municipalities, BCMM has less illegal dumping sites	484	117	133	734
Average frequency	416	103	215	734

8.4 Electricity and water




Electricity and water services are the most essential and thorny issues of the residents of BCMM. A large percentage of respondents of the survey (63%) noted that they were at least dissatisfied with electricity and water services of the Municipality. At least 21% of the respondents were satisfied with electricity and water services of the Municipality. At least 57% we not satisfied whilst 14% could not tell if they were satisfied or dissatisfied.

Figure 8: Overall level of satisfaction on electricity and water



As illustrated in Table 6 the number of suburb residents who were satisfied or dissatisfied with electricity and water services were equal. Residents staying in the CBD also demonstrated the same level of satisfaction and dissatisfaction. The CSS findings note that there were high levels of dissatisfaction in residents staying in townships and informal settlements. The BCMM installed communal water points at informal settlements to ensure access to basic water services. Communities together with the Ward Councillors identify needs within informal settlements to which the BCMM responds.

Table 6: Average satisfaction by settlement type: Electricity and water

Settlement	 At least dissatisfied	 Neutral	 At least satisfied	Total
City	36%	31%	33%	100%
Informal	73%	19%	8%	100%
Suburb	38%	24%	38%	100%
Township	71%	13%	16%	100%

As illustrated in Table 7, 78% of the survey participants were concerned about the cost of electricity. Except for electricity, the tariff increases in the City are at single digits and this is indicative the philosophy of seeking to ensure revenue collection whilst not overstressing the residents. Electricity increase is based on decisions taken at the National Energy Regulator of South Africa.

The BCMM has an Indigent Support Policy that outlines the criteria for indigent customers to apply for and benefit from certain rebates related to rates and services. The policy stipulates that the qualifying criteria for a domestic household is a gross household income of up to R3,760 per month and a property value of R120,000 or less, for the period 2019/20. The policy is reviewed regularly in line with the income and poverty levels. The BCMM receives an equitable share from the National Treasury on an annual basis and this grant is used to assist indigent beneficiaries with the rebates on their monthly rates and/or services accounts. The subsidy relates to electricity (50kWh), water (6kl), refuse removal, sanitation, and property rates. Every month the indigent subsidy is granted to the Indigent Beneficiaries' accounts. Since the current administration took over the management of the Municipality in 2016 it has spent R1.7 billion on registered indigent consumers. The BCMM will continue providing this social package and in the next financial year, and has planned to provide a subsidy of R782.26 per month to each indigent customer.




Almost 60% of the survey participants were of the view that the Municipality is not prompt in fixing water and electricity damages and does not inform them timeously on service interruptions. Half of the residents do not believe that the disconnection of electricity for non-payment is fair. It was concerning




to note that residents perceived that the Municipality was not providing them education on how to save electricity and water.

Theft and vandalism of the electrical network do not only impact the revenue of the BCMM but also the funding set aside to carry out maintenance and capital works as this equipment needs to be replaced. Illegal connections to the BCMM electrical network are causing an overload of the network which leads to damage and consequently failure of electrical supply to the BCMM's legal consumers.

The BCMM employed 250 (five per ward) ward-based community members to address leaks at standpipes and to undertake repairs on indigent properties beyond the meter. Furthermore, the BCMM is in a process of establishing a call centre that will operate 24 hours a day, where service disruptions and/or complaints can be registered. Almost one in three residents believed that the Municipality employees in the rates and taxes office provide good customer service. This is commendable.

Table 7: Households frequency: Electricity and water

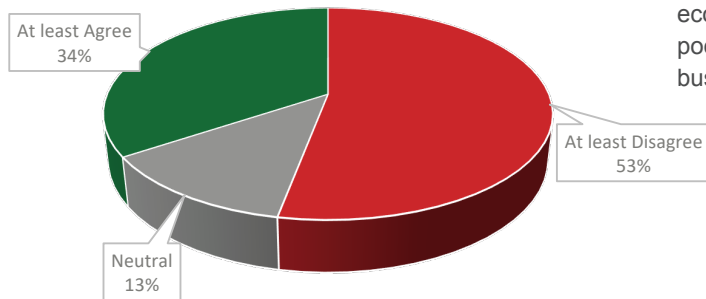
Electricity and water				Total
	Dissatisfied	Neutral	Satisfied	
BCMM informs community timeously of electricity and water service interruption	405	82	247	734
BCMM is prompt of fixing electricity and water damages	431	100	203	734
The termination and reconnection of electricity for non-payment is fair and implemented after adequate notice	375	259	100	734
I am happy with adequacy of streetlights and their maintenance in my neighbourhood	446	61	227	734

Electricity and water				Total
	Dissatisfied	Neutral	Satisfied	
The cost of electricity and water is affordable at BCMM	574	65	95	734
BCMM does not cut water services of residents due to non-payment	392	241	101	734
BCMM always provides alternative water sources during interruptions	553	100	81	734
BCMM teaches people how to save water and electricity	525	86	123	734
BCMM provides safe water for human consumption	440	87	207	734
Employees at the rates and taxes offices provide good customer care	260	271	203	734
Average frequency	440	135	159	734

8.5 Road services




The BCMM road network consists of ± 3 310 km of surfaced and gravel road networks, with an estimated replacement cost of R9.4 billion. The BCMM's Roads Department had an annual capital budget allocation of R349.7 million for the rehabilitation and resurfacing of existing roads infrastructure in the City for the 2019/20 financial year [1]. With this limited budget, it can take up to 27 years for the BCMM to replace its existing roads. Figure 9 illustrates that there was a low level of satisfaction with infrastructure service.

Figure 9: Overall level of satisfaction on roads services



As illustrated in Table 8 suburb residents showed high levels of satisfaction (at 60%) on the road infrastructure services of the Metro. Based on visual assessments and inspections conducted by the BCMM, it is estimated that currently $\pm 42\%$ of the surfaced roads network and 35% of the rural roads network are in poor to very poor condition. Generally, it is acceptable to have between 5% to 10% of the road networks in poor to very poor conditions at any given time [1]. This indicates that there is a need for extensive reinvestment in the road networks to improve the overall condition of the networks to acceptable levels.

Table 8: Average satisfaction by settlement type: Roads services




Settlement				Total
	At least dissatisfied	Neutral	At least satisfied	
City	38%	23%	39%	100%
Informal	89%	4%	7%	100%
Suburb	27%	13%	60%	100%
Township	54%	15%	31%	100%

Just above half of the respondents noted that they were dissatisfied with the maintenance and markings of roads. The dissatisfaction was noted predominately in informal settlements. People in these areas were complaining about the lack of tarred roads. Those informal settlements with tarred roads were complaining about poor maintenance such as the eradication of potholes. It should be noted that the 34% of respondents who noted satisfaction with road services is high compared to other municipalities in the country.

Informal settlements in South African face a

similar challenge of poor road infrastructure. Road infrastructure plays an important role in the socio-economic development of a community. Areas with poor road and rail infrastructure struggle to attract business, and therefore such areas face hardships of poverty, high unemployment, and poor access to essential services.

Table 9: Households frequency: Roads services

Road services				Total
	Dissatisfied	Neutral	Satisfied	
Roads of BCMM are well maintained	378	98	258	734
BCMM has adequate and proper road markings	400	88	246	734
Average frequency	389	93	252	734

There are two other road authorities that operate within the BCMM boundaries, namely the Provincial Department of Roads and Public Works (DRPW), which is responsible for the maintenance of all the provincial roads within the BCMM, and the South African National Roads Agency Limited (SANRAL), which is responsible for all the national roads within the BCMM such as the N2, N6, and R72. The BCMM noted institutional priority challenges, for example, the roads which are a priority to the BCMM may not necessarily be a priority for the province. To avert this, the BCMM initiated and signed a memorandum of agreement (MoA) for the maintenance of provincial roads within the Metro. DRPW must sign from their side [1].

8.6 Drought and disasters

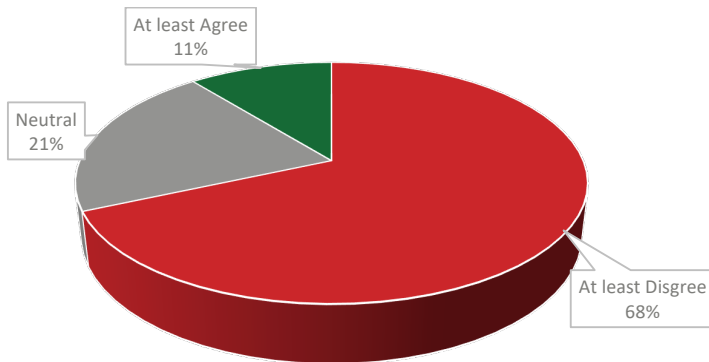
The BCMM Disaster Management Centre attends to the disaster risk management needs throughout Buffalo City's area of jurisdiction. The BCMM implements a multi-agency approach to disaster management. The multi-agency teams are comprised of Disaster Management, BCMM's Municipal Health, Law Enforcement, Fire & Rescue Service, South African Police Services, and Department of Labour [1]. Recently (during the COVID-19 outbreak),

the BCMM and its social partners conducted the following services: inspections at homeless shelters; Covid-19 compliance inspection and awareness-raising at supermarkets, malls, and small shops; COVID-19 inspections and guidance at funerals; COVID-19 disinfection in public areas; monitoring of the distribution of COVID-19 vouchers and grants; and COVID-19 awareness-raising at the Department of Home Affairs, South African Social Assistance Agency and Post Offices. Within few weeks of the COVID “hard lockdown”, the BCMM’s leadership saw many people begging for food, and took a decision to intervene by supporting 40 000 households with R750 food vouchers, spending around R30 Million [16].

A mere 11% of the respondents believed that the Municipality has the necessary capacity and social capital to adequately respond to draught and other disasters. A large percentage of respondents (68%) did not believe that the Municipality has the necessary capacity and partnership to address draught and disasters. This can be attributed to the limited information available to the public. The BCMM has a disaster management plan in its IDP. The BCMM has structures and mechanisms for dealing with disasters. However, the poor negative perception of the residents on this service is a sign that the Municipality must strengthen on the communication to ensure that the residents know of the capacity and how to access help should they face disasters.

Figure 10: Overall level of satisfaction on drought and disaster readiness




Table 10 highlights that all types of settlements



had a poor perception of the preparedness of the Municipality to respond to drought and other natural disasters. Almost three-quarters of the households were of the perception that the Municipality does not




have the necessary capacity to successfully respond to disasters.

Table 10: Average satisfaction by settlement type: Drought and disaster readiness

Settlement				Total
	At least dissatisfied	Neutral	At least satisfied	
City	66%	24%	11%	100%
Informal	92%	6%	2%	100%
Suburb	46%	34%	20%	100%
Township	71%	19%	10%	100%

National and international guidelines on managing distress note that when a disaster exceeds the capacity of a local authority, the municipality must request the support of the district, province, or national authorities. Other parties such as the South African National Defence Force as well as volunteer organisations can also be drawn in if needed. The poor perception as noted in Table 11 is a sign that the residents need awareness of the existing partnership that the BCMM has created to respond to disasters.

Table 11: Households frequency: Drought and disasters

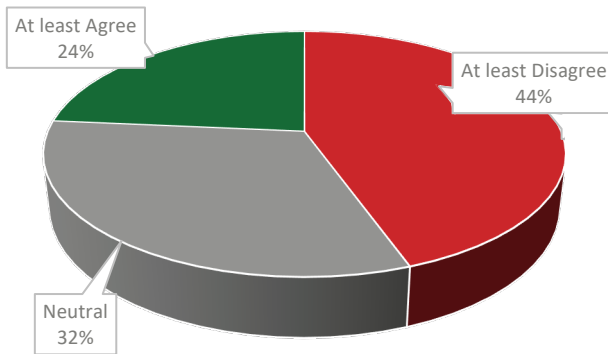
Drought and disasters				Total
	Dissatisfied	Neutral	Satisfied	
I have confidence in the response capacity of BCMM o drought and other disasters	526	133	75	734
BCMM has suitable partners that they can work with to provide immediate relief to drought-stricken communities and people affected by disasters	478	172	84	734
Average frequency	502	153	80	734

8.7 Municipal parks, playgrounds, sports fields, and stadiums

The BCMM has a total of 94 sporting facilities. There are five public swimming beaches and four swimming pools that are serviced by lifeguards all year round [1].


As illustrated in Figure 11, 32% of the survey respondents could not tell if the Municipality offers a satisfactory service on parks, playgrounds, and sports fields. This might be attributed to the fact that the people were not aware of the parks, playgrounds, and sports fields provided by the Municipality in their neighbourhood. It is also worth noting that during the hard COVID-19 lockdown most of the swimming pools, beaches, and sporting facilities were closed for a long time. Sixty-eight percent (68%) of the respondents noted that services provided to parks, playgrounds, sports fields did not meet their expectations.

Figure 11: Overall level of satisfaction on parks, playgrounds, sports fields, and stadiums



As illustrated in Table 12 suburb and city residents were fairly satisfied with the sporting and recreational facilities of the BCMM. Informal and township-based residents were either dissatisfied or predominantly could not state if they were happy with the service or not. The BCMM notes that communities living in poverty are encouraged to apply for the free use of the sport and recreation facilities as per the BCMM policy that governs this application and thus benefits by not having to pay any tariff.


Table 12: Average satisfaction by settlement type: Parks, playgrounds, sports fields, and stadiums



Settlement	At least dissatisfied	Neutral	At least satisfied	Total
City	24%	35%	40%	100%
Informal	47%	46%	7%	100%
Suburb	21%	38%	41%	100%
Township	60%	22%	18%	100%

As illustrated in Table 13 there are safety concerns at public parks and playgrounds. For every person that noted satisfaction on their safety in these facilities, two were not. Safety and refuse collection in parks and playgrounds are the least costly activities that can be done by the EPWP participants, if there are capacity concerns in the employees of the Metro.

Table 13: Households frequency: Parks, playgrounds, sports fields, and stadiums



Municipal parks, playgrounds, sports fields and stadiums	Dissatisfied	Neutral	Satisfied	Total
BCMM has adequate public parks, playgrounds, sports fields, and stadiums	404	166	164	734
Essential services such as refuse bins, refuse collection, lights, public toilets, and grass cutting are well maintained at municipal parks, playgrounds, sports fields, and stadiums	354	228	152	734
I feel safe in municipal parks, playgrounds, sports fields, and stadiums of BCMM	322	249	163	734







	 Dissatisfied	 Neutral	 Satisfied	Total
Municipal parks, playgrounds, sports fields and stadiums				
I am satisfied with access to and time of operation of municipal parks, playgrounds, sports fields, and stadiums of BCMM	286	246	202	734
Municipal employees at parks, playgrounds, sports fields, and stadiums provide good customer care	267	283	284	734
Average frequency	327	234	173	734

Figure 12 illustrates that 42% of the survey participants noted satisfaction with the services of cemeteries and crematoriums. The BCMM acknowledges that priority service delivery of the upgrading and development of cemeteries, maintenance of the existing cemeteries, and provision of cremation services and additional burial space.

Table 14: Average satisfaction by settlement type: Cemeteries and crematoriums

	 At least dissatisfied	 Neutral	 At least satisfied	Total
Settlement				
City	33%	36%	31%	100%
Informal	53%	37%	10%	100%
Suburb	24%	38%	38%	100%
Township	57%	17%	26%	100%

8.8 Cemeteries and crematoriums

The BCMM has a Cemetery and Crematorium section that is responsible for the provision of interment and cremation services. There are currently 31 operational cemeteries that are spread across the three regions of the BCMM and there is one crematorium facility based at Cambridge, East London. In the 2019/20 financial year, the BCMM assisted families with 3 501 interment and 1 271 cremation services. The Metro's Cemetery and Crematorium section also conducted 640 pauper burials for indigent families in the 2019/20 financial year [1].

Figure 12: Overall level of satisfaction on cemeteries and crematoriums

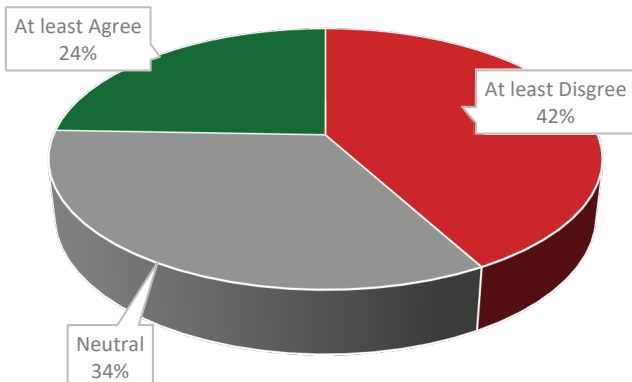





Table 15: Households frequency: Cemeteries and crematoriums

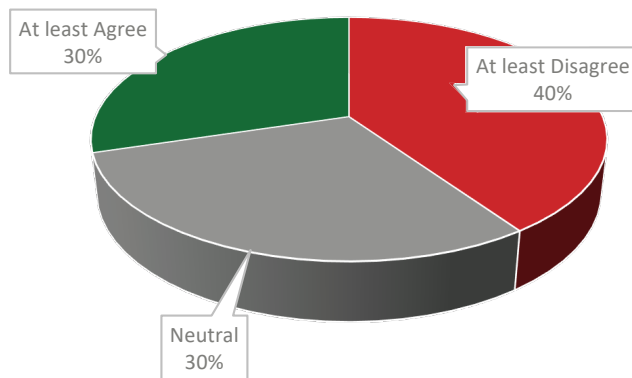
	 Dissatisfied	 Neutral	 Satisfied	Total
Cemeteries				
Essential services such as refuse bins, refuse collection, lights, public toilets, and grass cutting are well maintained at cemeteries and crematoriums	367	208	159	734
I feel safe in cemeteries and crematoriums of BCMM	359	224	151	734
I am satisfied with access to and time of operation of cemeteries and crematoriums of BCMM	273	249	212	734
Municipal employees at cemeteries and crematoriums provide good customer care	235	304	195	734
Average frequency	309	246	179	734

8.9 Community halls

The BCMM manages 36 tariff-levying community halls. Municipality halls fall into two categories, namely:




- Tariff levying halls which are managed by the BCMM of which they are 36. These were inherited from the former East London and King William's Town Transitional Local Councils. These halls have an operating budget and staff.
- Non-tariff levying halls are 53, and were primarily constructed by the Amathole District Municipality. The Council levies no tariffs for these halls (despite previous requests), as they have no operating budget, and no staff [1].

Figure 13: Overall level of satisfaction in community halls






Most of these community halls are not located in disadvantaged areas but affluent areas such as the CBD and suburbs, and hence why Table 16 shows that the residents in suburbs and the city were more satisfied with the service. On an annual basis, the BCMM receives ±3 600 bookings, of which half of them are cost-free bookings.

Table 16: Average satisfaction by settlement type: Community halls

Settlement				Total
	At least dissatisfied	Neutral	At least satisfied	
City	20%	36%	44%	100%
Informal	45%	44%	12%	100%
Suburb	13%	51%	35%	100%
Township	51%	22%	27%	100%

The BCMM acknowledges that many community halls need refurbishment, with an estimated budget exceeding R90 million. Lack of security guards and insufficient budget allocation are some of the challenges noted by the BCMM. The BCMM has planned the establishment of an electronic book system for halls and the refurbishment of halls in Nu10, Nu3, the Nompumelelo Hall, and Gcobani Hall. It is commendable to note that the residents are pleased with the customer care received from staff members of the BCMM who manage halls.

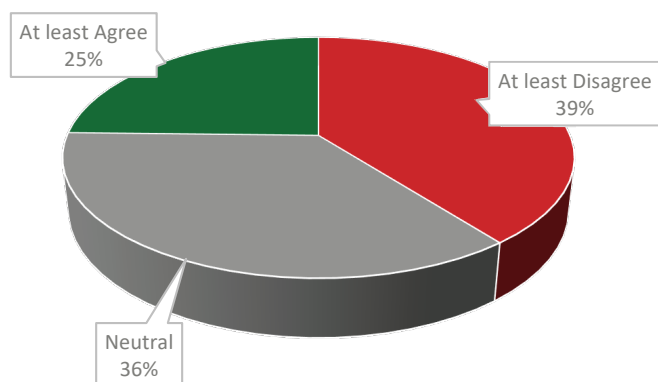
Table 17: Households frequency: Community halls

				Total
	Dissatisfied	Neutral	Satisfied	
Cemeteries				
BCMM has adequate community halls for informal settlement, township, city, and suburb dwellers	356	195	183	734
I am satisfied with operating hours of community halls	241	260	233	734
I am satisfied with cleanliness, refuse collection, and toilet facilities of community halls	289	248	197	734
Community halls are disability friendly	271	285	178	734
Municipal halls employees in libraries provide good customer care	210	309	215	734
Average frequency	273	259	201	734

8.10 Libraries

The Buffalo City manages 17 libraries, two mobile libraries, one library depot, three prison depots, and three old age home depots, with 110 448 subscribers on behalf of the Provincial Government. The BCMM notes that there is a need to extend the library service to rural communities and for the upgrade of existing libraries using electronic media such as the Overdrive Press Reader. The press readers will make the service accessible to all community members without the patrons commuting to a library. The BCMM also notes the need to expand the scope of what the library offers to meet the changing needs and priorities of its community. The BCMM notes that running libraries on behalf of the provincial Department Sports, Recreation, Arts & Culture (DSRAC) put libraries of the BCMM under severe budgetary constraints. The BCMM is proposing a legislative amendment that would give a mandate to the BCMM to only run its libraries [1].

Figure 14: Overall level of satisfaction on libraries



An insufficient library subsidy received from the Provincial Department towards the running costs of all libraries in Buffalo City Metro, as well as the extension of library services into much-needed areas, are some of the challenges noted by the BCMM [1]. This is evident in Table 18 whereby residents in informal settlements and townships expressed levels of dissatisfaction with library services. In addressing the challenges the BCMM has made plans for: the provision of mobile libraries to render a service to those who are not able to visit libraries; building additional libraries so that all communities have

access to a library, especially in disadvantaged areas; implementing an e-books facility for members of the community to access material through the Buffalo City website; and the provision of complete and full-time library services to all communities. Certain libraries currently offer a part-time service, in that they are open to the public for a limited number of hours per week.

Table 18: Average satisfaction by settlement type: Libraries




Settlement				Total
	At least dissatisfied	Neutral	At least satisfied	
City	19%	39%	41%	100%
Informal	43%	49%	8%	100%
Suburb	23%	41%	35%	100%
Township	50%	26%	23%	100%

Table 19 shows that the Metro must focus on providing essential resources such as books, computers, Wi-Fi connectivity, services for people with disabilities, and additional libraries. The DSRAC made uncapped wi-fi available to all the BCMM libraries over a period of three years. This will make a difference in the life of job seekers, students, those researching for work purposes, and so forth. The South African Library for the Blind in conjunction with the DSRAC donated a mini-library for the blind to service the visually impaired community of Buffalo City. In the 2019/20 financial year, the BCMM launched a new library at Mdantsane Nu5. The BCMM purchased approximately 6 600 new books, over and above the R200,000 worth of books donation that the Metro received. A site has been identified to establish a new Greenfields Container Library at the Robbie De Lange Hall [1]. The conclusion that can be drawn here is that the survey participants had no or limited access to libraries and hence the reason for their assumptions.

Even though the library services face challenges related to infrastructure, the residents of the Metro are confident that the employees in the library service are doing the right thing. This is commendable.

Table 19: Households frequency: Libraries




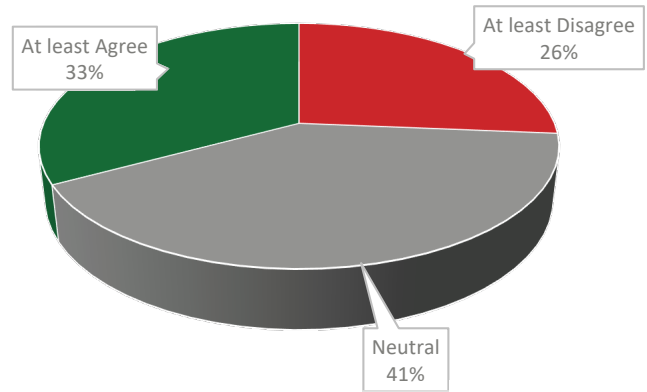
Libraries	  			Total
	Dissatisfied	Neutral	Satisfied	
BCMM has adequate libraries for informal settlement, township, city, and suburb dwellers	409	164	161	734
Public libraries of BCMM are well resourced with latest books	334	278	122	734
There are adequate computers and printing facilities at public libraries	334	258	142	734
There is adequate free wifi at public libraries	358	250	126	734
I am satisfied with operating hours of public libraries	206	280	248	734
I am satisfied with cleanliness, refuse collection, and toilet facilities of public libraries	243	277	214	734
Public libraries of BCMM cater to young, old, and people with disabilities	250	291	193	734
Public library employees provide good customer care	183	311	240	734
Average frequency	290	264	181	734




Figure 15: Overall level of satisfaction on traffic and transport services



transport services

As illustrated in Table 20 residents in all types of settlements, except in informal settlements have a higher level of satisfaction with the traffic and transport services of the Metro. Even though the residents from informal settlements showed a higher dissatisfaction than satisfaction, this was at a low margin.

Table 20: Average satisfaction by settlement type: Traffic and transport services




Settlement	  			Total
	At least dissatisfied	Neutral	At least satisfied	
City	16%	46%	39%	100%
Informal	35%	41%	25%	100%
Suburb	15%	55%	30%	100%
Township	31%	32%	38%	100%

8.11 Traffic and transport services

Compared to the percentage of people that disagree, traffic and transport services of the Municipality had a higher rating, at 33%. This is attributed to the efficient public transport system implemented by the Metro and the availability of public transport facilities in neighbourhoods.

Table 21 illustrates that there is a high level of satisfaction on the public transport facilities at the Metro. For every person that had a negative perception of the public transport facilities, two had a positive perception. Similarly, for every person that had a negative perception of the employees of the transport service, two had a positive perception. This is commendable and the Metro must continue providing an excellent public transport service to the residents.

Table 21: Households frequency: Traffic and transport services

				
Traffic services and transport	Dissatisfied	Neutral	Satisfied	Total
BCMM has adequate public transport facilities for informal settlements, townships, city, and suburbs	162	188	384	734
Public transport of BCMM is safe and reliable	207	232	295	734
BCMM provides immediate and efficient traffic management services to deal with congestion	254	281	199	734
Public parking fees charged by the BCMM are affordable	292	301	141	734
The municipal bus service is affordable	160	326	248	734
The municipal bus service is safe and reliable	155	350	229	734
The municipal bus service is equitably and fairly provided to informal, township, city, and suburb dwellers	234	323	177	734
I am happy with the time schedules of the municipal bus service	152	345	237	734
Municipal transport employees provide good customer care	123	350	261	734
Average frequency	193	300	241	734

8.12 Law enforcement

As illustrated in Figure 16, 24% of the survey participants were satisfied with the bylaw enforcement of the BCMM. Table 22 illustrates that the only settlement that shows a higher level of satisfaction is the suburb. This can be attributed to many factors such as the level of crime, poverty, and the ratio between the number of residents and the number of law enforcement officers.

Figure 16: Overall level of satisfaction on law enforcement

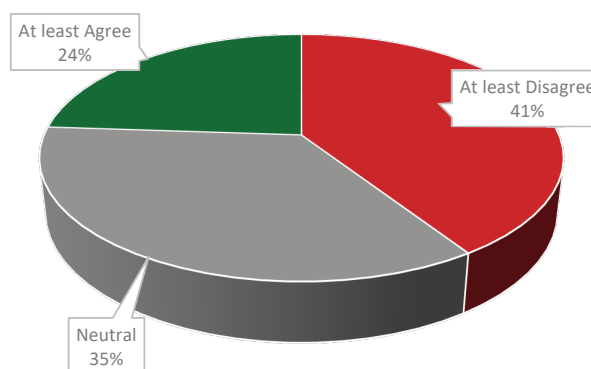








Table 22: Average satisfaction by settlement type: Law enforcement

				
Settlement	At least dissatisfied	Neutral	At least satisfied	Total
City	41%	39%	20%	100%
Informal	45%	49%	6%	100%
Suburb	25%	32%	43%	100%
Township	48%	31%	21%	100%

There is relatively a low level of trust in bylaw enforcement in the Metro. However, the residents noted that they were willing to pay for traffic fines and other fines for violation of bylaws. This is a sign of law-abiding and patriotism and is commendable.

Table 23: Households frequency: Law enforcement

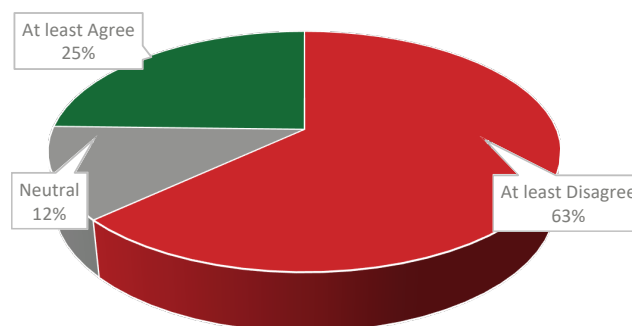
Law enforcement	  			Total
	Dissatisfied	Neutral	Satisfied	
Bylaws of BCMM are adequately enforced	329	209	196	734
Lay enforcement capacity of BCMM correlates to population size and dynamics of different communities	358	254	122	734
Traffic fines are affordable and fair	400	251	83	734
I will always pay a traffic fine or a fine for violation of other bylaws	186	262	286	734
Law enforcement officers of BCMM provide good customer care	224	319	191	734
Average frequency	299	259	176	734

8.13 Housing

There are approximately ± 64 286 informal settlement structures located in more than 154 informal settlements within the BCMM urban edge. The highest density of informal settlement structures is in Duncan Village. There are a further ± 40 000 backyard shacks located in the BCMM, with the highest numbers being in the greater East London area and Mdantsane and Potsdam areas [1].

The BCMM has a Human Settlements Directorate with an objective to accommodate all residents, presently residing in informal settlements, in an incremental process. The Directorate of Human Settlements is measured according to the number of top structures completed, the number of fully serviced sites provided with water and sanitation, and the number of beneficiaries registered for housing opportunities. The Directorate completed 123 top structures, 671 internal services, and registered 2 285 beneficiaries in the National Housing Needs Register (NHNR) in the 2019/20 financial year. NHNR is the planning tool that the Directorate is using when planning for human settlement development for future projects [1].

Figure 17: Overall level of satisfaction on housing



As illustrated in Figure 17, the CSS findings note that 25% of the survey participants were satisfied with the housing service of the Metro. Table 24 illustrates that the high dissatisfaction with housing was experienced in informal settlements and townships. The BCMM acknowledges the shortage of housing in the Metro and noted the lack of a land acquisition strategy, as a root cause of this challenge.

Table 24: Average satisfaction by settlement type: Housing




Settlement	  			Total
	At least dissatisfied	Neutral	At least satisfied	
City	49%	23%	28%	100%
Informal	85%	2%	13%	100%
Suburb	43%	21%	36%	100%
Township	67%	11%	22%	100%

Table 24 notes that over 60% of the survey respondents noted that there was not adequate housing for the residents of the Metro and there was a challenge of affordable housing. The BCMM noted in its annual report 2019/20 that land acquisition is an issue and that it has proven to be a cumbersome exercise to access state land as compared to accessing privately owned land. Responding to this challenge, the BCMM engaged the Housing Development Agency (HDA) into an agreement that will yield land release and acquisition [1].

Table 25: Households frequency: Housing

Housing	☹️	😐	😊	Total
	Dissatisfied	Neutral	Satisfied	
BCMM provides adequate housing to indigent people	480	46	208	734
BCMM appoints suitable service providers to deliver on housing projects	463	113	158	734
BCMM housing schemes are affordable for all upper class, middle class, and indigent people	461	93	180	734
BCMM provides decent housing in terms of size, appearance, fittings, etc	447	111	176	734
Average frequency	463	91	181	734

Table 26: Average satisfaction by settlement type: Building plans and land use applications

Settlement	☹️	😐	😊	Total
	At least dissatisfied	Neutral	At least satisfied	
City	29%	52%	18%	100%
Informal	23%	72%	4%	100%
Suburb	22%	52%	26%	100%
Township	32%	58%	10%	100%

Table 26 illustrates that many of the respondents who could not extensively evaluate this service were in informational settlements. This is due to the nature of the characteristics of informal settlements, which are populated with indigent people and informal houses that are built without following the Spatial Planning and Land Use Management Act (SPLUMA).

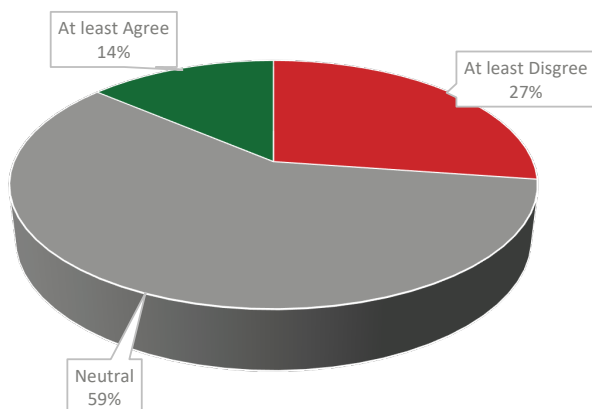
Table 27: Households frequency: Building plans and land use applications

Building plans and land use applications	☹️	😐	😊	Total
	Dissatisfied	Neutral	Satisfied	
The cost of getting copies of building plans and land use application is affordable	238	404	92	734
The management of copies of building plans is efficient in terms of ease of access, security, and updates	209	437	88	734
The process of land use application is efficient in terms of decision turnaround time	203	442	89	734
Employees at the building plans and land use application offices provide good customer care	151	448	135	734
Average frequency	200	433	101	734

8.14 Building plans and land use applications

It is not surprising that a large number (59%) of respondents noted that they cannot tell if they are satisfied or dissatisfied with the service of building plans and land use applications. Compared with other services, this service has fewer users.

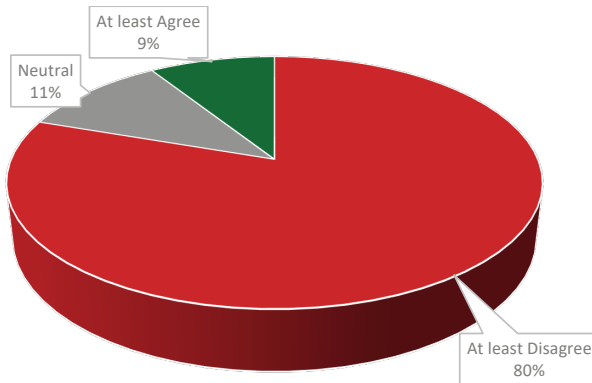
Figure 18: Overall level of satisfaction on building plans and land use applications



8.15 Finance services


Public scepticism of financial management by public institutions is a national phenomenon. The public has limited or no trust in the way government manages finances. The BCMM is committed to conducting business openly and transparently, ensuring that the principles of good governance are always upheld. To this effect, the BCMM has zero tolerance for fraud, corruption, and maladministration. As a proactive approach, the City developed a fraud mitigation strategy [1]. This strategy advocates for a proactive approach to limiting fraud risk exposure and has committed the following strategies: continuous fraud risk assessment; declaration of interest; oversight committees; internal audit reviews; and an anti-fraud hotline.

Figure 19: Overall level of satisfaction on finance services



A large proportion of respondents (80%) demonstrated a concern about the way finances of the Metro are managed, as illustrated in Figure 19. Half of the CBD residents had a negative perception. As illustrated in Table 28 the suburb, township, and informal settlement residents respectively, held the most negative perception on how the finances of the Metro are managed. This might be attributed to a limited or lack of knowledge of how the Metro budgets, uses, and reports on financial expenditure on service delivery projects. The BCMM has functioning Risk and Audit Committee, Municipal Standard Chart of Accounts (MSCOA) Steering Committee and a Disciplinary Board.


Table 28: Average satisfaction by settlement type: Finances



Settlement	At least dissatisfied	Neutral	At least satisfied	Total
City	50%	31%	19%	100%
Informal	92%	3%	5%	100%
Suburb	75%	13%	12%	100%
Township	82%	10%	8%	100%

As illustrated by Table 29, 82% of the survey participants were concerned about the inclusion of the public in the financial processes of the BCMM. The BCMM implements ward-based IDP consultation processes. However, it should be noted that it is infeasible to have everyone involved in this process. The BCMM endeavours to make procurement information accessible to suppliers, with the purpose of enhancing planning, accountability, and oversight. The City's supply chain management system is premised on Section 217 of the South African Constitution which must be, fair equitable, transparent, competitive, and cost-effective. The BCMM implements corporate governance that seeks to build trust, accountability, and openness to ensure the financial sustainability of the BCMM.

Table 29: Households frequency: Finance services

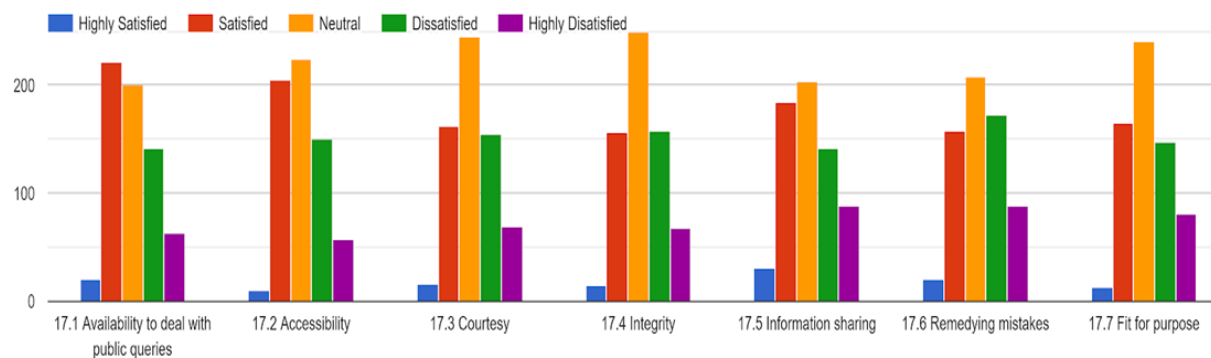


Finance services	Dissatisfied	Neutral	Satisfied	Total
Finances of BCMM are well managed	592	77	65	734
BCMM has adequate financial capacity to meet immediate to long-term service delivery demands of the community	567	96	71	734
Financial planning processes of BCMM involve the community	608	63	63	734
Average frequency	589	79	66	734

8.16 Municipal workers

As noted in Figure 20 there was a general feeling that the employees of the BCMM were always available to deal with the queries of the residents. The residents were also satisfied with the way staff members of the BCMM are accessible to the public. The residents also noted that staff members of the BCMM openly shared information. This is commendable.

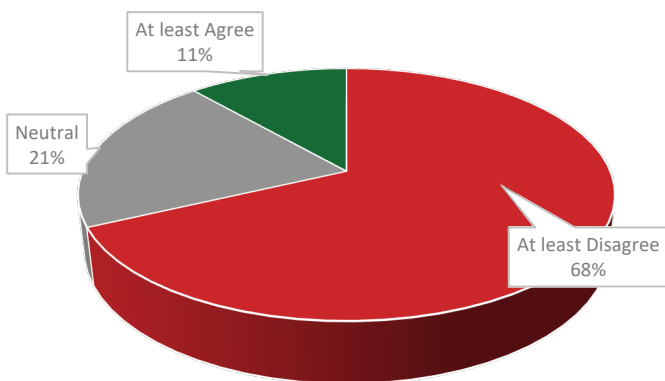
Figure 20: Overall level of satisfaction on municipal workers



8.17 Communication

As noted earlier in the document, the City has two main platforms of public engagement, the Integrated Development Plan and Budget Roadshows and the Mayoral Imbizo Programme. Over and above these, ward committees also engage residents at the ward level to ensure that “views of the residents find expression in the programmes of the BCMM” [1].




Figure 21: Overall level of satisfaction on communication



As illustrated by Figure 21 a large proportion of

the survey participants (68%) were not satisfied with the communication of the BCMM. Table 30 illustrates that the BCMM must strengthen its efforts of communicating with residents. Particular attention must be paid to residents of informal, suburb, and township settlements who noted high levels of dissatisfaction with the communication of the BCMM.

Table 30: Average satisfaction by settlement type: Communication




Settlement				Total
	At least dissatisfied	Neutral	At least satisfied	
City	46%	34%	20%	100%
Informal	75%	18%	8%	100%
Suburb	59%	25%	16%	100%
Township	74%	17%	9%	100%

As illustrated in Table 31 just above 50% of the survey participants were not trusting the accuracy of their municipal statements. When the current administration took over the Municipality, they made an undertaking to install Smart Water Meters which will improve the accuracy of readings and thus billing.

This project is now 80% complete and it is poised to resolve most of the billing issues that residents raised, particularly regarding water [16].

Over 70% of the households were not satisfied with the way the BCMM communicates with residents on various issues such as the IDP process, relief schemes for indigent residents, and addressing residents' concerns. The BCMM conducts rollout campaigns throughout the financial year to ensure that indigent customers receive the benefit of subsidised basic services. Due to the COVID-19, the BCMM was unable to conduct the rollout campaigns in the third and fourth quarters of the 2019/20 financial year but did communicate in writing with the existing indigent customers [1]. This calls for the BCMM to consider various platforms of communication.

Table 31: Households frequency: Communication

Communication	  			Total
	Dissatisfied	Neutral	Satisfied	
BCMM efficiently communicates with communities on IDP processes	518	158	58	734
BCMM efficiently communicates with communities on implemented projects and performance progress	518	130	86	734
BCMM works hard in addressing concerns raised by residents in public gatherings and during service delivery protests	543	112	79	734
BCMM effectively communicates on relief schemes for indigent rate payers	530	133	71	734
My/our municipality statements are error-free	387	221	126	734
Average frequency	499	151	84	734

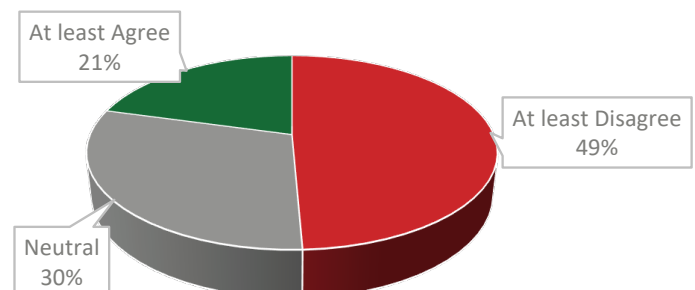
8.18 Local economic development

The BCMM has the Directorate of Economic Development and the Buffalo City Metropolitan Development Agency (BCMDA) whose mandate are to, naming but a few: promote and facilitate the attraction of local and foreign direct investment into the Metro; facilitate retention of existing investors, provide support to small, micro and medium enterprises (SMMEs); facilitate access to local, national and global markets; and facilitate partnerships with the private and public sectors to mobilise additional financial resources [1].

COVID had and is still having a detrimental impact on the local economic development (LED) of the BCMM. In previous financial years, the BCMM participated in several trade and consumer shows nationally [1]. However, this was curtailed in the 2019/20 and 2020/21 financial years due to COVID. Amongst other challenges faced in the attraction of business to the Metro, was that several cruise ships that were to dock at the East London Port were cancelled due to COVID. This was a huge knock to SMMEs.

As illustrated by Figure 22 and Table 32 there was a low level of satisfaction on LED prospects of the Metro. Almost half of all the survey participants noted dissatisfaction with the economic prospect. Manufacturing and tourism are key drivers of the economy of the BCMM. These industries were the biggest casualties of COVID and hence the poor level of satisfaction. The BCMM is implementing an Economic Recovery and Investment Plan (ERIP). To enable multi stakeholder involvement in the ERIP, the BCMM has established, together with local businesses and other stakeholders, the Buffalo City Economic Recovery Compact [16].

Figure 22: Overall level of satisfaction on local economic development



The objectives of ERIP are:




- The protection of the existing industrial base whilst seeking to stimulate more investment;
- Using infrastructure investment as a stimulus; and
- The revitalisation of our tourism and hospitality value chain.

The economic recovery plan is built around seven pillars which are:

- 1) Export competitiveness to grow and deepen the impact of the automotive sector;
- 2) Infrastructure-led growth;
- 3) Agricultural value chain development;
- 4) Green growth;
- 5) Digitisation;
- 6) Tourism recovery and the creative industries; and
- 7) Governance reforms.

Table 32 illustrates that even city and suburb residents, who in many cases demonstrated satisfaction with the other services of the Metro, noted dissatisfaction with LED. One in two residents of townships had no hope for the economy. Sixty-seven percent (67%) of residents of informal settlements did not have hope for economic development.




Table 32: Average satisfaction by settlement type: Local economic development

Settlement				Total
	At least dissatisfied	Neutral	At least satisfied	
City	42%	29%	28%	100%
Informal	67%	25%	8%	100%
Suburb	29%	34%	38%	100%
Township	54%	30%	15%	100%

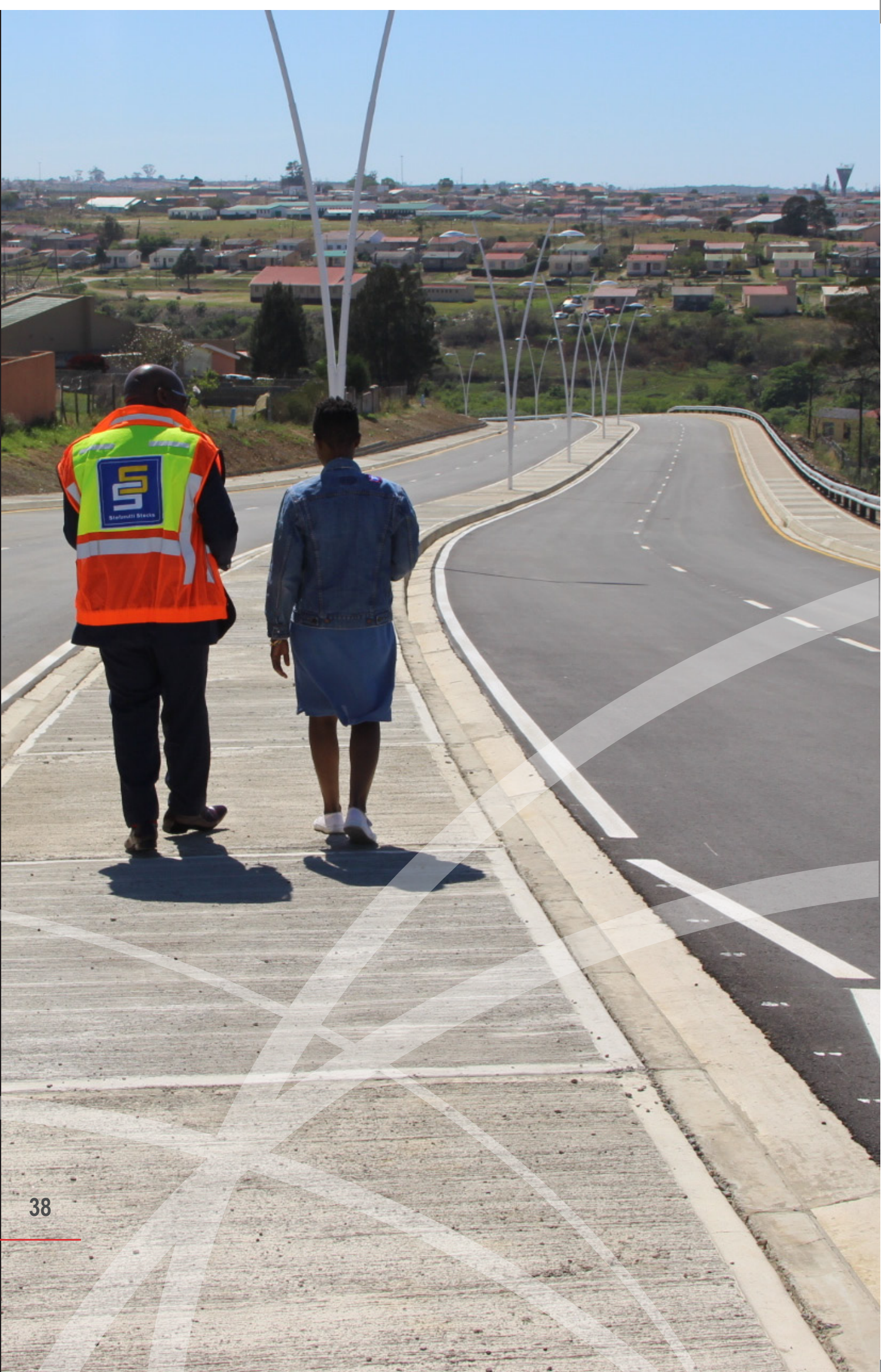
The poor perception of the economy is not attributed to the Municipality per se. The performance of the economy of the country and business confidence is at an all-time low. The BCMM is doing its best to ensure that it assists SMMEs. The Metro hosts

Suppliers' Days in which it raises awareness of business opportunities available at the Municipality and educates companies on statutory compliance. The Metro maintains its policy of paying all creditors' invoices within 30 days [1].

Table 33: Households frequency: Local economic development

Local economic development				Total
	Dissatisfied	Neutral	Satisfied	
LED opportunities offered by BCMM are responsive to transformation targets of the country	318	255	161	734
The future of the economy of BCMM is bright	406	185	143	734
Average frequency	362	220	152	734

The BCMM is implementing township economy programmes. One of them is the Mdantsane Urban Hub, a programme aimed at creating a self-sustaining, attractive, and vibrant economic hub within the township of Mdantsane. The BCMM is developing the Mdantsane East London Development (MELD) Corridor. The MELD is aimed at creating development links between the East London CBD and the Mdantsane Urban Hub. Another one is the Qonce – Bhisho – Zwelitsha Corridor Programme [16].



9 | CONCLUSIONS AND RECOMMENDATIONS

9.1 Conclusions on the BCMM Living Up to Core Mandate

The BCMM has all necessary bylaws, medium to long-term strategies, annual plans, and service delivery charts for every portfolio. This is in line with the prescript of the Constitution of the Republic and other pieces of legislation that govern the operations of municipalities. Reports of the BCMM explicitly tabulate performance plans, the achievement of performance targets, and the reasons for not achieving the targets. Where critical service delivery issues were not addressed, the Executive Mayor apologises on such in the annual reports of the BCMM. This is a clear sign of the BCMM living up to its core mandate and commitment to serving the residents of Buffalo City in the spirit of Batho Pele.

9.2 Conclusions on customer satisfaction




9.2.1 Overall customer satisfaction

As illustrated by Table 34 the average level of satisfaction for the financial year 2020/21 was 23%. There was a slight increase in the level of satisfaction on roads, traffic, and transport services, compared to the 2016/17 financial year. Electricity, water, and housing services experienced more than half a decline in satisfaction levels. Electricity, water, and housing are very volatile to demand elasticity. A slight increase in the size of the population creates a sharp increase in the demand for these essential services. However, this increase in demand does not correlate with the increase in the budget allocation of the Metro. As noted by the Mayor, the BCMM is experiencing an influx of people coming from rural areas to the

Metro in search of jobs, education, and business opportunities. This increases the demand for water, electricity, and housing services in the Metro.

Even though the satisfaction level shows a 44% decline to the 2016/17 financial year, it must be noted that three financial years have passed since the previous CSS was done. The time of conducting a CSS is an important factor in the perception level of people. New settlements have been established since the previous CSS. The recency of events such as the outbreak of COVID and its impact on the formation of new informal settlements, the poor performance of the economy, and the loss of jobs might have played a role in the negative perception of the residents. COVID has an impact on the working conditions of many companies. Like other companies, the Metro staff members are working on a rotational basis, without the full staff complement in the office to provide services to the public. This contributes to the slow pace of service delivery and the frustration of residents.




Table 34: Summarised average satisfaction level per service

SERVICE	2020/2021			Baseline (2016/2017)	Variance
	 At least satisfied	 Neutral	 At least dissatisfied		
1. Infrastructure services	33%	14%	53%		
2. Refuse and sanitation	29%	14%	57%	51%	-4.3%
3. Electricity and water	21%	16%	63%	54%	-61%
4. Roads services	34%	13%	53%	31%	10%
5. Drought and disasters	11%	21%	68%	29%	-17%
6. Municipal parks, playgrounds, sports fields and stadiums	24%	32%	44%	40%	-25%
7. Cemeteries	24%	34%	42%	33%	-24%
8. Community halls	30%	30%	40%	31%	6%
9. Libraries	25%	36%	39%		
10. Traffic services and transport	33%	41%	26%	55%	-55%
11. Law enforcement	24%	35%	41%		
12. Housing	25%	12%	63%		
13. Building plan and land use applications	14%	59%	27%		
14. Finance services	9%	11%	80%		
15. Municipal workers	27%	35%	38%		
16. Communication	11%	21%	68%		
17. Local economic development	21%	30%	49%		
TOTAL	395%	484%	851%	324%	
AVERAGE DELIVERY SERVICE SATISFACTION	23%	27%	50%	41%	-44%

9.2.2 Overall satisfaction by type of settlement

Table 35 illustrates that the average satisfaction level based on the type of settlement was 24%. The suburb followed by city residents experienced the above-average level of satisfaction. If this data is compared with the 2016/17 CSS, suburbs had a 10% decline in satisfaction level, which is impressive, given various factors such as the long time it took to conduct the follow-up CSS, the outbreak of Corona, and budget cuts. The previous CSS results were not separated according to the type of settlement. Therefore, the researcher for the 2020/21 CSS could not tell how each of the four types of settlements in the 2016/17 perceived service delivery in the Metro.

Table 35: Summarised average satisfaction level per settlement

TOTAL PERCENTAGE SATISFACTION	 At least dissatisfied	 Neutral	 At least satisfied
	City	36%	33%
Informal	64%	27%	9%
Suburb	32%	31%	37%
Township	58%	22%	20%
TOTAL	190	113	97
AVERAGE	48	28	24

More attention must be placed on informal settlements and townships. The poor level of satisfaction in informal settlements is not unique to the BCMM. Most municipalities in the country are experiencing the same or even worse perception from residents in informal settlements. Various interventions of the BCMM and social partners of the BCMM must focus on providing services to informal settlements.


The BCMM acknowledges the challenge of shortage of bulk infrastructure, especially in informal settlements, and has committed to continue allocating 70% of the total capital budget to infrastructure development. This infrastructure-focused spending will be targeted at the provision of water, the building of roads, and the electrification of informal settlements [1].

The dynamics of informal versus suburban settlements must also be taken into consideration. Residents in suburbs are economically advantaged and have the financial means to get and pay for services that are either provided by the Municipality or private service providers. Residents in informal settlements are predominantly indigent, heavily relying on government for all the services they consume. Even though free basic service is provided to indigent residents, as a gazetted programme of the City, the challenge is to strike a fair balance between collecting revenue from ratepayers and subsequently giving them the service commensurate with the fees they pay and providing free basic services to indigent residents and providing them a similar quality of service.

9.2.3 Overall satisfaction by gender disaggregation

Table 36 notes that women and men have the same level of satisfaction with the service delivery of the BCMM. There is a slight difference in the dissatisfaction, with female participants of the survey showing a slightly lower level of dissatisfaction than men.

Table 36: Overall satisfaction by gender disaggregation



GENDER	At least dissatisfied	Neutral	At least satisfied
Female	189 (49%)	108 (28%)	87 (23%)
Male	172 (51%)	87 (26%)	80 (23%)
Prefer not to say	5 (46%)	3 (27%)	3 (3%)

Despite having a Constitution that is modelled around the world and the significant progress in redressing challenges of pre-democracy, South Africa still lags on the provision of equal opportunities for both men and women. The empowerment of women is a long-overdue transformation agenda that cannot be postponed further.

A “Declaration of the Gender Responsive Planning and Budgeting Summit” held on 29 and 30 November 2018, and led by the national government, declared to, naming but a few declarations:

- urge all government departments and public entities at the national, provincial, and local level to institutionalise gender-responsive planning and budgeting systems, including within Mandate Paper, Medium Term Strategic Plan, Strategic Plans, Annual Performance Plans, and Budgets;
- develop and implement a Country Gender Indicator Framework linked to global, continental, regional, national, and sectoral policy frameworks for integration within planning, budgeting, and monitoring instruments;
- improve, systematize and fund the collection, analysis, and dissemination of sex-disaggregated and gender-related data, including data disaggregated by age and other factors and develop the necessary input, output, and outcome indicators at all levels to measure progress on women’s empowerment and gender equality, including through the national statistical system administered by Statistics South Africa; and
- ensure that the voices of women and girls underpin gender-responsive planning, budgeting, monitoring, evaluation, and auditing systems across sectors and spheres of government [15].




It is very essential therefore for the BCMM to have an intentional focus on women, and as such establish a Women’s Caucus Committee. The Committee’s objectives are to, naming but a few:

- lobby the BCMM to develop, promote and implement gender-sensitive policies;
- monitor and evaluate the impact of these policies;
- ensure that the IDP is gender-sensitive; promotes women participation in the IDP and Budget processes of the BCMM;
- advocate for the commission of research on the impact of gender policies on women and children at a grassroots level; and
- develop programmes that support married women, single mothers, and the girl child.

9.2.4 Overall satisfaction by racial disaggregation

As illustrated in Table 37 survey respondents who were white showed a higher level of satisfaction with the services provided by the BCMM. White people, at the BCMM, are predominately residents of suburbs. This is the same with other parts of the country. The high level of satisfaction of white people correlates to the high level of satisfaction of people residing in suburbs. Whilst people of Asian origin showed the highest level of satisfaction, only nine of them provided data to the survey process. The higher level of dissatisfaction in Black Africans correlates with the fact that this is the racial group that is predominantly residing in informal settlements and townships.

Table 37: Overall satisfaction by racial disaggregation

GENDER			
	At least dissatisfied	Neutral	At least satisfied
African	322 (52%)	170 (28%)	124 (20%)
Asian	2 (22%)	2 (22%)	5 (56%)
Coloured	24 (47%)	14 (27%)	13 (26%)
White	15 (26%)	15 (26%)	28 (48%)

9.3 Recommendations

9.3.1 Recommendations on service delivery

The BCMM must strengthen its communication effort with residents. Services such as financial management; communication with residents; drought and disaster; electricity and water services; housing; roads; infrastructure; and refuse and sanitation had dissatisfaction levels of more than 50%. Whilst this may be so, based on the findings, it can be concluded that these services require special attention, it may also mean that the perception of residents is based on lack of or limited information on the services delivered. Towards the end of the survey questionnaire, residents were asked, in an open-ended question, to suggest what must the BCMM do to improve service delivery. A large majority of respondents noted the need for improved communication and the solving of complaints raised. Therefore, the BCMM must communicate extensively with residents on the services provided.

The communication strategy of the BCMM must deliberately focus on sharing information with residents on the services planned and delivered in the Metro. The BCMM must use a myriad of earned, paid, and owned media to communicate with residents.

The findings show that infrastructure-based service delivery needs attention. In the open-ended questions, residents suggested predominately the fixing of roads, streetlights, sewer systems, community halls, and the eradication of illegal dumping. The BCMM is hard at work constructing roads, houses, bridges, taxi ranks, water and sanitation infrastructure and many other socio-economic infrastructure projects [16]. The BCMM employees are faced with financial constraints to, in a short-term, meet all the immediate demands of the residents. However, it is commendable that in almost all the service delivery portfolios of the BCMM, the residents were satisfied with the professionalism demonstrated by the employees of the City. The BCMM must continue implementing the performance improvement programme and focus on the motivation of employees.

9.3.2 Recommendations on the next customer satisfaction survey

9.3.2.1 Data sampling size and methods

The BCMM 2019-2020 annual report notes that there are 149 551 formal households that receive kerbside refuse collection, an estimated 61 252 indigent households in informal settlements whose refuse is collected through communal/central collection points and an estimated 700 businesses whose refuse is collected through a commercial waste collection system [1]. This equates to a total of 211 776 business and household customers who receive refuse collection. Therefore, the next terms of reference (ToR) on the appointment of the consultant to conduct the CSS must state the targeted sampling size or number of customers to provide data to the survey process. Given the fact that resources are limited, the BCMM's top management meeting held on the 22nd June 2021, noted that the next ToR will state the sample size or percentage of customers that must be targeted in the data collection process.

The ToR for the next call for service providers must also take into consideration the number of wards in the City. The ToR must state how many customers are targeted per ward. This will ensure that the bidders quote on a similar footing. This will also assist the BCMM in avoiding skewness of the data by ensuring that there is an equitable representation of the wards.

The next CSS must take into consideration the type of customers. The ToR must also take into consideration the varying dynamics and perceptions of formal households, informal households, and business customers. Therefore, the data sample must be disaggregation against these variables.

9.3.2.2 Timing of the customer satisfaction surveys
The BCMM, in its top management meeting held on the 22nd June 2021, noted that the importance of conducting the CSS annually not only for governance purposes but also for a fair customer perception assessment. The timing of the survey was a challenge. Three financial years of the BCMM were not assessed. The researcher for the 2020/21 CSS noted that some survey participants were not rating the BCMM on its performance per se but on the

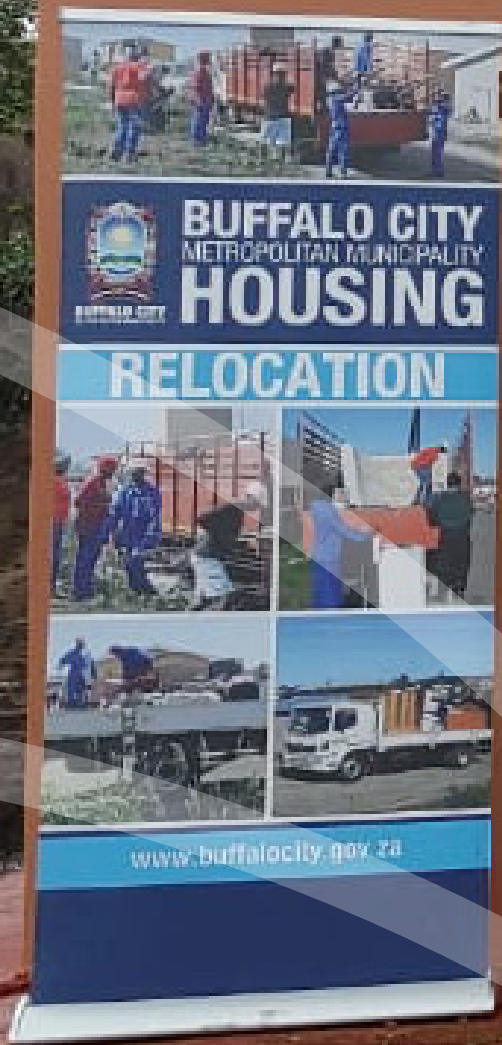
recency of events beyond the control of the BCMM, such as the impact of COVID-19, electricity load shedding, and poor performance of the economy, had a contributing factor on the perception of customers.

9.3.2.3 Segregation of settlements data

The BCMM meeting of the 22nd June 2021 noted that data must be carefully segregated, especially when analysing informal settlements. Informal settlements in Buffalo City are through various forms such as standalone informal settlements and backyard shacks built predominantly in townships. The informal settlements are in privately owned land and state land. Informal settlements in Buffalo City are permanent and some are temporal. Some informal settlements are built at the edges of the CBD and industrial areas. Therefore the next CSS must take into consideration the type of informal settlement, the type of owner of the land where the settlement is based and the period such settlement has been built because these dynamics are essential in analysing budget expenditure of the BCMM.

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A vertical poster for Buffalo City Metropolitan Municipality Housing Relocation. The poster features a collage of images showing people and vehicles at a relocation site. The text on the poster includes the Buffalo City logo, "BUFFALO CITY METROPOLITAN MUNICIPALITY HOUSING RELOCATION", and the website "www.buffalocity.gov.za".



11 | ANNEXURES

Annexure A: BCMM customer satisfaction survey questionnaire 2021

The questionnaire will use a Likert scale, as illustrated in the figure below. A statement or question will be posed to the respondents and they will be given an opportunity to choose one answer. The Likert scale and the data analytics system will enable average scores to be calculated immediately.

Strongly disagree	Disagree	Not applicable	Agree	Strongly agree
1	2	3	4	5
				

1 DEMOGRAPHIC

1. Can you describe the area in which you stay – informal, township, suburb, or city
2. Select your ward
3. Select/write the name of your area
4. Racial group – White, African, Coloured, Indian, Asian
5. Gender – female, male

2 INFRASTRUCTURE SERVICES

6. The infrastructure of the BCMM is well maintained
7. The infrastructure of the BCMM is delivered by competent service providers

3 REFUSE AND SANITATION

8. BCMM collects garbage at least once a week at local residences and businesses
9. BCMM provides satisfactory sewer services
10. BCMM is generally a clean environment
11. BCMM is prompt in fixing sewer damages and on delivering sewer services to new locations
12. Compared to other municipalities, BCMM has fewer illegal dumping sites

4 ELECTRICITY AND WATER

13. BCMM informs the community timeously of electricity and water service interruption
14. BCMM is prompt in fixing electricity and water damages
15. The termination and reconnection of electricity for non-payment is fair and implemented after adequate notice
16. I am happy with the adequacy of streetlights and their maintenance in my neighbourhood
17. The cost of electricity and water is affordable at BCMM
18. BCMM does not cut water services of residents due to non-payment
19. BCMM always provides alternative water sources during interruptions
20. BCMM teaches people how to save water and electricity
21. BCMM provides safe water for human consumption
22. Employees at the rates and taxes offices provide good customer care

5 ROADS SERVICES

23. Roads of BCMM are well maintained
24. BCMM has adequate and proper road makings

- 6 DROUGHT AND DISASTERS**
25. I have confidence in the response capacity of BCMM on drought and other disasters
26. BCMM has suitable partners that they can work with to provide immediate relief to draught stricken communities and people affected by disasters
- 7 MUNICIPAL PARKS, PLAYGROUNDS, SPORTS FIELDS, AND STADIUMS**
27. BCMM has adequate public parks, playgrounds, sports fields, and stadiums
28. Essential services such as refuse bins, refuse collection, lights, public toilets, and grass cutting are well maintained at municipal parks, playgrounds, sports fields, and stadiums
29. I feel safe in municipal parks, playgrounds, sports fields, and stadiums of BCMM
30. I am satisfied with access to and time of operation of municipal parks, playgrounds, sports fields, and stadiums of BCMM
31. Municipal employees at parks, playgrounds, sports fields, and stadiums provide good customer care
- 8 CEMETERIES AND CREMATORIUMS**
32. Essential services such as refuse bins, refuse collection, lights, public toilets, and grass cutting are well maintained at cemeteries and crematoriums
33. I feel safe in cemeteries and crematoriums of BCMM
34. I am satisfied with access to and time of operation of cemeteries and crematoriums of BCMM
35. Municipal employees at cemeteries and crematoriums provide good customer care
- 9 COMMUNITY HALLS**
36. BCMM has adequate community halls for informal settlement, township, city, and suburb dwellers
37. I am satisfied with operating hours of community halls
38. I am satisfied with cleanliness, refuse collection, and toilet facilities of community halls
39. Community halls are disability friendly
40. Municipal halls employees provide good customer care
- 10 LIBRARIES**
41. BCMM has adequate libraries for informal settlement, township, city, and suburb dwellers
42. Public libraries of BCMM are well resourced with latest books
43. There are adequate computers and printing facilities at public libraries
44. There is adequate free wifi at public libraries
45. I am satisfied with operating hours of public libraries
46. I am satisfied with cleanliness, refuse collection, and toilet facilities of public libraries
47. Public libraries of BCMM cater to young, old, and people with disabilities
48. Public library employees provide good customer care
- 11 TRAFFIC AND TRANSPORT SERVICES**
49. BCMM has adequate public transport facilities for informal settlements, townships, city, and suburbs
50. Public transport of BCMM is safe and reliable
51. BCMM provides immediate and efficient traffic management services to deal with congestion
52. Public parking fees charged by the BCMM are affordable
53. The municipal bus service is affordable
54. The municipal bus service is safe and reliable
55. The municipal bus service is equitably and fairly provided to informal, township, city, and suburb dwellers
56. I am happy with the time schedules of the municipal bus service
57. Municipal transport employees provide good customer care
- 12 LAW ENFORCEMENT**
58. Bylaws of BCMM are adequately enforced
59. Law enforcement capacity of BCMM correlates to population size and dynamics of different communities
60. Traffic fines are affordable and fair
61. I will always pay a traffic fine or a fine for violation of other bylaws
62. Law enforcement officers of BCMM provide good customer care



13 HOUSING

- 63. BCMM provides adequate housing to indigent people
- 64. BCMM appoints suitable service providers to deliver on housing projects
- 65. BCMM housing schemes are affordable for all upper class, middle class, and indigent people
- 66. BCMM provides decent housing in terms of size, appearance, fittings, etc

14 BUILDING PLANS AND LAND USE APPLICATIONS

- 67. The cost of getting copies of building plans and land use application is affordable
- 68. The management of copies of building plans is efficient in terms of ease of access, security, and updates
- 69. The process of land use application is efficient in terms of decision turnaround time
- 70. Employees at the building plans and land use application offices provide good customer care

15 FINANCE SERVICES

- 71. Finances of BCMM are well managed
- 72. BCMM has adequate financial capacity to meet immediate to long-term service delivery demands of the community
- 73. Financial planning processes of BCMM involve the community

16 MUNICIPAL WORKERS

74. Rate your experience of dealing with municipal workers on the following areas.

	Highly satisfied	Satisfied	Neutral	Dissatisfied	Highly dissatisfied
Availability to deal with public queries					
Accessibility					
Courtesy					
Integrity					
Information sharing					
Remedying mistakes					
Fit for purpose					

17 COMMUNICATION

- 75. BCMM efficiently communicates with communities on IDP processes
- 76. BCMM efficiently communicates with communities on implemented projects and performance progress
- 77. BCMM works hard in addressing concerns raised by residents in public gatherings and during service delivery protests
- 78. BCMM effectively communicates on relief schemes for indigent rate payers
- 79. My/our municipality statements are error-free
- 80. How do you receive municipality statements? How would you like to receive them? How often do you receive them?

18 LOCAL ECONOMIC DEVELOPMENT

- 81. LED opportunities offered by BCMM are responsive to transformation targets of the country
- 82. The future of the economy of BCMM is bright

In your own words, what can BCMM do to improve service delivery?





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