
BUSINESS PLAN FOR THE MAKANA MUNICIPALITY FOR A MUNICIPAL COMMUNITY PARTNERSHIP PROJECT

Prepared by



65 Havelock Street
Central
Port Elizabeth
6000

041 – 585 4017
041 – 585 1226
usg@global.co.za

TABLE OF CONTENTS

1. SUMMARY DESCRIPTION OF PROJECT	PAGE 3
2. PROBLEM STATEMENT	PAGE 4
3. PROBLEM RESPONSE	PAGE 4
4. PROPOSITION TO MAKANA	PAGE 5
5. PROJECT OUTPUTS	PAGE 6
5.1 An Effective Waste Collection and Disposal Service	PAGE 6
5.2 An Effective Garden Refuse Collection Service	PAGE 6
5.3 Enhancing the Urban Greening Process	PAGE 7
5.4 Improving the Storm-water and Road Maintenance	PAGE 7
5.5 Improving Access to Cemeteries	PAGE 7
5.6 An Effective River Bed Maintenance	PAGE 8
5.7 Generation of Future Opportunities	PAGE 8
5.8 Services to be Delivered	PAGE 8
6. PROJECT COSTS	PAGE 9
7. PROJECT IMPLEMENTATION ARRANGEMENT	PAGE 10
8. MONITORING RPOCESS	PAGE 11
9. STEPS TO IMPLEMENTATION	PAGE 12
10.PROJECT IMPACT	PAGE 13
11.PROJECCT RISKS	PAGE 14

ANNEXURES

DETAILED BUDGET	ANNEXURE A
RECRUITMENT POLICY	ANNEXURE B
CONTRACT	ANNEXURE C
APPLICATION FORM	ANNEXURE D

PROJECT LOCATION:

Ward: Ward 11 and Ward 12

City: Grahamstown

Municipality: Makana Municipality

District: Cacadu District

Province: Eastern Cape

Date of information:

25 August 2004

1. SUMMARY DESCRIPTION OF PROJECT

A Municipal Community Partnership (MCP) seeks to develop collaborative relationships between communities and municipalities. It seeks to get these two key social actors to come together and work hand in hand to deliver a range of basic maintenance services like household solid waste collection, litter picking, dump clearing, storm water system maintenance, grass cutting, road maintenance and cemetery maintenance.

The approach requires that both communities and municipalities supported by an NGO (where feasible) set up an independent not for profit organization that employs labour, management and contractors to deliver these services. The purpose of the formal partnership organization would be to create legal capacity to employ, contract, finance, partner and deliver effective municipal services in a cost efficient labour intensive manner.

The approach can also employ local contractors and therefore provide opportunities for SMME development where such an opportunity arises. The employing of donkey carts to remove waste from within the community to the temporal collection point and local trucks to remove it from temporal collection point to the landfill site are two such opportunities.

2. PROBLEM STATEMENT

The community of Tantjie is not satisfied with the municipal services that are rendered in the area. The municipality recognizes that there is room for improvement in the level of service delivery in the area.

Even though domestic refuse is collected weekly in most households in Tantjie, the area has skips and containers that are over flowing with domestic solid waste. The skips were provided as garden refuse collection points but currently garden refuse neither finds its way to the skips nor the containers, it is dumped in illegal dumping sports that are in every street in Tantjie.

The street verges and storm-water channels are not maintained and are a destination for domestic refuse and litter. The area lacks greening and this is partly because of stray animals that are within the community. There are no parks in the area and all open spaces are used as illegal dumps.

3. PROBLEM RESPONSE

The Urban Services Group (USG) an affiliate of the Urban Sector Network (USN) (See Annexure A for members of USN) is facilitating the process of establishing a Municipal Community Partnership (MCP) for service delivery in Makana Municipality. The MCP is being formed between the Makana Municipality and community-based development organizations resident in Tantjie. The emphasis of this partnership is to address and enhance service delivery in Tantjie and in the process create work opportunities for unemployed persons in the project area.

The MCP has been adopted by the USN as one of the components of its habitable environments and community development programme that it implements within the sustainable livelihoods framework. Built Environment Support Group (BESG), an affiliate organization of the USN first piloted the programme by facilitating a partnership between Msunduzi Municipality and community-based organizations in Pietermaritzburg. The program has been successfully implemented in Msunduzi Municipality and is being rolled out by the USN throughout the country to expand the economic, social and environmental benefits associated with the programme.

The Makana Municipality showed keen interest in implementing the programme and various presentations of MCP programme were conducted to define the advantages and disadvantages of implementing the programme. These presentations were attended by councilors, municipal officials, politicians and other community stakeholders in the Makana Municipality. The presentations were well received by the Makana community and thus a mayoral resolution was then passed on the 23rd of February 2004 (See Annexure B) to investigate the feasibility of implementing a MCP in Tantjie.

A livelihoods assessment conducted by the USN during March 2004 in Tantjie interviewed community members from different livelihoods categories. Conclusions were drawn from the assessment and interviews were held with Municipal officials to

triangulate information collected from the assessment. A feasibility study was conducted by USG, adhering to the processes as outlined by Section 78 of the Municipal Systems Act. The feasibility report was submitted to Makana in August 2004. A meeting was held with municipal officials on 19 August 2004 and USG was requested to submit a business plan.

The project aims to create a habitable living and sustainable environment through a labour intensive approach to service delivery.

4. Proposition to Makana Municipality

The Urban Service Group is proposing to Makana Municipality a Municipal Community Partnership model that will address some of the problems confronting the municipality and its residents as listed in the problem statement contained in this document. The proposal will proceed in a brief way to describe the project objectives, project outputs, project activities, inputs (budget) and provide a preliminary project plan.

A. Overall Project Objective

To create and maintain habitable living environments for all the residents of Tantjie Community through the implementation of a municipal community partnership project.

A.1. Specific Objectives / Project Purpose

- To improve the household solid waste collection service and waste disposal service for residents in Tantjie through a labour intensive door to door collection system and a local contractor operated waste disposal system;
- To improve the garden refuse collection service to residents of Tantjie through improved disposal systems that make use of community garden refuse sites, composting and local contractors;
- To enhance the urban greening process in Tantjie by planting grass, plants and trees on every household site and other public open spaces;
- To maintain the urban green environment in Tantjie through transformation of public open spaces into community parks and playgrounds;
- To improve the functioning of the storm-water system in Tantjie through regular cleaning of channels and catch pits;
- To improve and maintain cemeteries and community facilities through regular grass cutting, leveling of grounds and general cleaning;

- To provide any other infrastructure maintenance and environmental management service that maybe required from time to time on the request of the Makana Municipality.
- To provide general maintenance of riverbeds and to do ongoing environmental education.

5. Project Outputs

5.1 *An Effective Waste Collection and Disposal Service*

USG through the CBMP is proposing a weekly door-to-door collection system across the entire community of Tantjie. Community members will be required to place the bags of refuse on street verges in front of their yards where CBM workers will collect it and put at the end of each street. The workers will then load the refuse bags on the donkey carts and once full, the carts will be unloaded at the temporary collection point and return to their duties. Each team will be given a predetermined area to collect refuse from, with a performance target to achieve. Once the entire area's waste has been collected, the municipal truck will come into the area to be loaded by the workers at the temporal collection point and transport the waste to the landfill site.

The team of workers responsible for each area will be sourced from the unemployed residents of that area through an agreed recruiting process. Their responsibility to collect waste will be communicated to each resident in the area for the purposes of encouraging cooperation and accountability.

All collection and disposal activities will be undertaken in one day. Workers will be expected to collect household waste on collection day whilst litter picking from the streets and open spaces and the clearing of random dumping areas will occur on the day prior to collection day.

5.2 *An Effective Garden Refuse Collection Service*

The solution to all waste collection problems is to firstly reduce the amount of waste to be collected. In this case residents need to be made aware and supported with regard to developing effective composting techniques.

Prior to implementing any further strategies for improved garden refuse collection services it will be necessary to undertake a rapid and brief feasibility study into garden refuse collection issues in Tantjie. Of primary importance will be to determine the types of garden refuse; quantity of garden refuse and frequency / seasonality of such refuse. This will enable a system to be developed that fits the local context.

It is possible to design a labour intensive garden refuse collection service that operates on a monthly basis. Workers on the projects will go to each household on a monthly basis and seek to collect garden refuse; they will provide waste bags for the disposal of

such refuse. On the same day that domestic waste is collected, garden refuse will be collected and will be disposed of in the same way as domestic refuse.

All waste collection services require community cooperation and legal enforcement to be effective. An intensive community awareness project will be implemented to make residents aware of the nature of the new collection systems. Alongside the awareness project a set of rules / code of conduct needs to be developed with community participation for waste management issues. The code will be policed by CBM workers and residents.

5.3 Enhancing the Urban Greening Process

In order to implement an effective urban greening program, the problems of stray animals have to be dealt with by the Municipality and the community. Once the rules for the management of these stray animals have been established and implemented, the urban greening process in public spaces can commence.

The urban greening process on residential property can commence at the outset of the program whereby the Municipality or other relevant agencies (like Trees for Africa) can supply residents with trees for planting on their sites. The residents will then be responsible for maintaining the trees. Further programs like "Adopt a spot", whereby community members will be encouraged to adopt the open spaces within the community and convert them into gardens and parks. Parks department will be required to assist in capacity building and in developing these parks.

An important element of this will be a community awareness and education program on the urban greening process.

5.4 Improving the Storm-water System and Road Maintenance

A regular maintenance service will be provided for the areas storm-water channel. Where the channel will be cleaned and maintained. The streets will be swept and the verges will be cleaned and maintained. The workers will repair potholes and the municipality will be required to assist in capacity building in this regard.

5.5 Improving Access to the Cemetery

A grass cutting, litter collection and ground leveling service can address the maintenance problems on the cemeteries around Tantjie and can be easily included as an element of the CBMP. Parks department will be required to provide capacity building on ground leveling and grass mowing.

5.6 *An Effective River Bed Maintenance*

The CBM workers will collect litter around the river and will do general maintenance of the riverbeds. The workers will be properly trained to perform this task.

5.7 *Generation of future opportunities*

The project will create spin-offs for the local community and a waste recycling project for the unemployed youth of Tanti is but one opportunity that comes to mind. Once the program is operational, this and other opportunities can be investigated.

5.8 Services to be delivered:

Day 1: Cemetery Maintenance (extension 1, 7 and Mayfield)

- Grass Cutting
- Litter picking
- Ground leveling
- Grass Planting
- Fencing

Day 2: Street Cleaning and Road maintenance

- Leveling of Potholes
- Street sweeping
- Cleaning of verges

Day 3: Maintaining Grounds in Public Facilities and Urban Greening

- Grass cutting
- Tree planting

Day 4: Door-to-door refuse removal

Day 5: Maintenance of storm-water channels and river beds

- Dump clearing
- Litter picking
- Weed clearing

6. PROJECT COSTS

The table below is the summary of the project costs;

Budget Categories	Total costs Year 1	% of total costs	Total costs Year 2	% of total costs
Personnel Costs	411,268.00	58.4%	411,268.00	60%
Overhead Costs	74,500.00	10.6%	26,500.00	4%
Waste Transfer	54,000.00	7.7%	75,00.00	11%
Facilitation Costs	100,000.00	14.2%	100,000.00	15%
Contingency @ 10%	63,970.00	9.1%	61,276.80	10%
Total costs	703,744.80		674,044.80	
Monthly Household costs	R39.10		R37.48	

The difference in costs in year one and year two can be explained by the many costs in year one that are once-off, non-recurring set-up costs. The project can create 42 work opportunities for unemployed residents of Tantjie and a minimum of five opportunities for local contractors (donkey carts).

20 maintenance worker posts (two groups rotating fortnightly)

1 supervisor post

1 office administrator post

Private Contractor

5 donkey carts

However, for the project to run efficiently a local contractor truck would have to be hired to transport waste from the temporal collection point to the landfill site. This would allow municipal trucks to concentrate on other areas of Makana and would allow the CBM to have total control in the delivery of the refuse removal service in Tantjie.

7. PROJECT IMPLEMENTATION ARRANGEMENT

The following institutions should form a partnership;

- Makana Municipality (the Municipality)
- Community-based development organizations from Tantjie community (LDO).
- The Urban Services Group (USG), an NGO.

The roles of each institution can be described as follows:

The Municipality

- Determines the services and level of services to be delivered.
- Monitors the level and quality of the services delivered.
- Provides support services where required.
- Provides initial funding of the program.

The Project Management Body (Section 21 Company)

- Manages the project and is responsible for quality control
- Builds community ownership of the program.
- Builds community involvement in developmental local government.
- Develops financial and management skills to sustain the program.
- Promotes good and responsible citizenry, neighborhood pride and environment friendly practice.

The USG

USG is a support organization and will not be a permanent member of the partnership. Its primary task is to assist the MCP to become self-reliant. The following are the tasks of the USG;

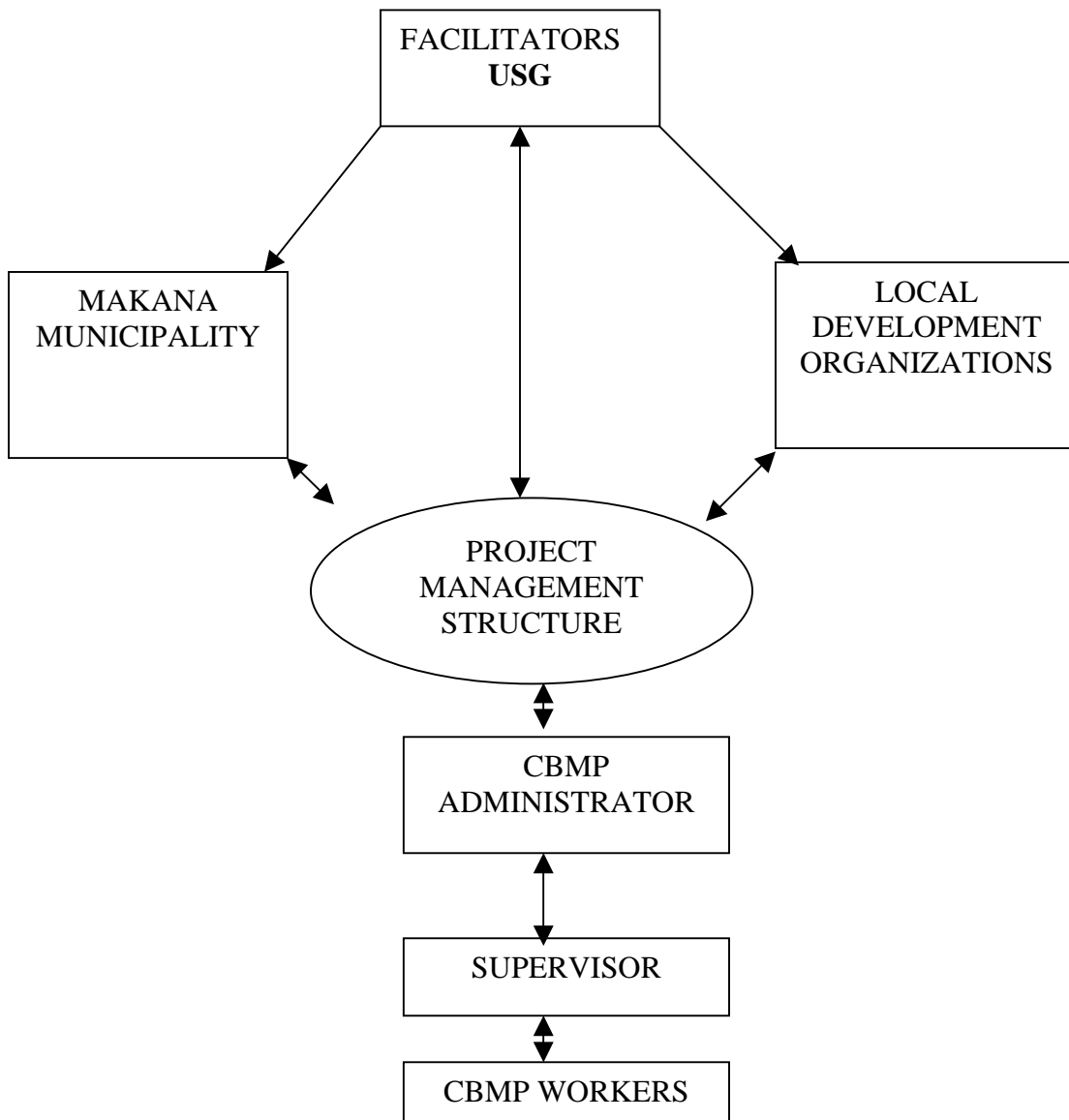
- Facilitates the establishment of the partnership.
- Provides training and capacity building for the partners, other stakeholders and the workers.
- Assists in the development of management systems and procedures.
- Facilitates the selection for employment of Tantjie residents in the program.
- Facilitates the implementation of the program.
- Assists in sourcing external resources.
- Responsible for setting up the office and for the initial procurement processes.

Institutional Arrangement

The legal persona for the MCP should be a Section 21 Company. The representation on this body should be agreed to by the two principal parties i.e. the LDO and the Municipality. A 60% Municipal representation is recommended at this stage of the MCP. The local development CBOs and Tantjie community should through a selection process fill the remaining 40%.

The USG through a Memorandum of Understanding (MOU) will formalize its involvement in the program with the MCP.

The following is a representation of the arrangement:



8. MONITORING PROCESS

The municipality will monitor the project through;

- Monthly reports that will be submitted by the board of the section 21 company to the relevant portfolio committee of council.
- Adhoc site visits will be taken by council

The community will monitor the project through;

- A monitoring and evaluation tool that will be designed and work-shopped by USG.
- Citing improvement in the area serviced.

The CBMP Administrator will monitor the project through;

- Reports from the supervisor and by monitoring the completed tasks as per performance based worked schedule
- Monitoring if the workers adhere to contractual agreements

The supervisor will monitor the project through;

- A performance based work schedule that will be designed and daily tasks will be mapped out for the workers to complete.
- Remunerations will be paid for tasks completed.

9. STEPS TO IMPLEMENTATION

TASK	TIMEFRAME	WHO	OUTPUT	INDICATOR
1. Lobby with Makana officials and Unions	30 August 2004	USG and Mrs. Madlavu	Go-ahead for project approval	Council Resolution
2. Business Plan	30 August 2004	USG	Comprehensive Implementation Plan produced	Business plan and performance based work-plan
➤ Development of Recruitment contracts	30 August 2004	USG	Ensure an effective working relationship	Recruitment contracts developed
➤ Development of Recruitment criteria	30 August 2004	USG	Ensure that the right people are employed.	Recruitment policy designed
3. Secure 100% funding for first year of the project	01 October 2004	Mrs. Madlavu	To ensure implementation and smooth running of the project	Council resolution
4. Capacity Building	Ongoing	USG	To foster partnerships and formalize the institution	Different stakeholders to understand their roles
5. Form Partnership organization	November 2004	USG	Build formal partnership	Section 21 Company set up
➤ Recruit members to				

<p>serve on section 21 company</p> <ul style="list-style-type: none"> ➤ Capacity building of board members ➤ Registration of company 				
<p>6. Pre-Implementation Set-up</p> <ul style="list-style-type: none"> ➤ Office set-up ➤ Procure CBM Material ➤ Recruitment of workers, administrator and supervisor ➤ Tender for local contractor (donkey carts) ➤ Award tenders ➤ Capacity building of workers 	<p>30 September 2004</p> <p>15 September 2004</p> <p>31 October 2004</p> <p>01 October 2004</p> <p>15 November 2004</p> <p>30 November 2004</p>	<p>USG</p> <p>Board and USG</p> <p>Board and USG</p> <p>USG and Board</p> <p>USG and Board</p>	<p>To ensure smooth running of the project</p> <p>To employ competent workers</p> <p>To ensure effective waste transfer method</p> <p>To ensure effective waste transfer service To ensure productivity</p>	<p>CBM office</p> <p>Policy document and contracts.</p> <p>Workers employed</p> <p>Advertisements, tender document</p> <p>Local contactors contracted</p> <p>Workers understand their duties</p>

10. PROJECT IMPACT

This model uses an intensive labour approach to service delivery in order to create jobs and to reduce poverty. For every 75 households in Tantie, one job is created. The project focuses on community participation which is a key goal of national government. It encourages community participation and ownership of the project and thus building civic pride.

It immediately addresses the concerns of the community on environmental issues. It is monitored and managed by the local people. Community members play an effective role in waste management and presents entrepreneurial opportunities recycling, gardening and composting.

It focuses on building the capacity of the community in different areas of local development. It builds the capacity of local leaders in order for them to provide effective leadership in very complex development interventions. It promotes good governance.

11. PROJECT RISKS

The project has been successfully piloted in Kwazulu Natal by The Built Environment Support Group (BESG) for the past four years and experiences and lessons can be drawn from that. The project has won national and international awards. Moreover, the core objectives of this project now make up the central tenets of the Extended Public Works Programme. Finally, the project cannot proceed in Tantie without the approval of the Makana Municipality.

The project will at all times adhere to all South African laws and regulations. The key legislation that applies to this project are the Municipal Systems Act, The Municipal Finance Management Act and the Labour Relations Act.

The bulk of the project finance will be required for the day to day running of the project. A commitment from the municipality is required for the initial funding of the project. To sustain the project over the years, funding will have to be sourced from private donor institutions. The financial liabilities of the project will also be the responsibility of the independent legal entity (section 21 company). The trustees or directors of the entity will thus have fiduciary responsibility for the affairs of the legal entity.