



ASIVIKELANE
LET'S PROTECT ONE ANOTHER

VOICES OF INFORMAL SETTLEMENT RESIDENTS DURING THE COVID-19 CRISIS

COULD THE CITY OF EKURHULENI KEEP ON OUT-PERFORMING OTHER METROS IN THE PROVISION OF TAPS AND TOILETS TO INFORMAL SETTLEMENTS? WHAT IS THE 2020/21 BUDGET TELLING US?

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1. INTRODUCTION

The COVID-19 pandemic has highlighted the importance of access to adequate water and sanitation for informal settlement residents. In many informal settlements large numbers of households share communal taps and toilets, with lack of maintenance of these facilities an additional challenge. Ekurhuleni has been one of the best performing metros in the provision of informal settlement services during the 8 months since the lockdown was first announced. While the inevitable problems occurred, the metro provided more taps and toilets, cleaned toilets more frequently, provided more taps and improved refuse removal.

We are, however, concerned that these gains are being eroded as the metro feels the pinch of slower economic growth and revenue collection. Yet, as we indicate below, national government has provided substantial additional funding to the metro – precisely so that it can maintain its COVID-19 response. A second source of funding that could help the metro sustain its Covid-19 response is its upgrading mega projects. While laudable, these projects can sometimes be slow to deliver. In the context of the current crisis, it may therefore be worth considering moving some of these resources toward incremental provision of taps and toilets.





Delivery of new water tanks, top, recently cleaned toilet, above, and some newly installed taps, right, in Ekurhuleni.



We argue below that from these sources the metro could afford to increase funding to two key informal settlements services:

- **First** the metro could return to cleaning and desludging the chemical toilets twice a week, from the current level of once week. This will mean allocating more money to the Water and Sanitation operating budget so that the relevant contractor can clean and desludge more often.
- **Second**, we report Asivikelane data below showing that some informal settlements don't have access to water and others receive water from water tanks. The metro could therefore allocate more money to the provision of standpipes, as this would assist in raising all informal settlement to the metro's minimum standard.

On a slightly different note, we are concerned that we were unable to access information about the specific project responsible for the delivery of standpipes to informal settlements, despite a thorough review of published budget information and engagement with metro and national stakeholders. We similarly struggled to access information about plans and budgets for the delivery of basic sanitation and refuse removal to informal settlements. The lack of such information makes it much more difficult for the public to engage with the metro on these important matters.

2. WATER, SANITATION AND REFUSE REMOVAL CHALLENGES

Our Asivikelane initiative monitors the water, sanitation and refuse removal challenges faced by informal settlements in 14 cities and towns.¹ We have been monitoring 21 Ekurhuleni informal settlements since March 2020. For each of the three services, we make diagrammatic traffic lights to reflect the status of service delivery, where a red light or colour indicates that 60% or fewer residents received services, dark orange indicates 60% to 75% (inclusive of 75%), light orange indicates 75% to 90%, and green indicates 90% or more.

As mentioned above, Ekurhuleni has out-performed most other metros in its COVID-19 response in informal settlements. Over the past 8 months, the City of Ekurhuleni’s traffic lights have had some initial improvements, before remaining relatively stable with most lights either light orange or green since round six, indicating that more than 75% of residents have had access to the specific service.

The sanitation traffic light has been most impressive and has been green for seven of the eleven rounds of Asivikelane up to the end of September. Unfortunately, in round 11 it changed from green to light orange, partly because the metro has decided to reduce the toilet cleaning schedule from twice a week to once a week.

TABLE 1: City of Ekurhuleni
Asivikelane traffic lights (March – Sept 2020)

	 WATER	 TOILETS	 WASTE
ROUND 1	●	●	●
ROUND 2	●	●	●
ROUND 3	●	●	●
ROUND 4	●	●	●
ROUND 5	●	●	●
ROUND 6	●	●	●
ROUND 7	●	●	●
ROUND 8	●	●	●
ROUND 9	●	●	●
ROUND 10	●	●	●
ROUND 11	●	●	●

Table 1 shows that with regard to water provision, this traffic light reflects that there have been some improvements with the supply of water in the municipality as the traffic light started off as dark orange in round 1 and improved to light orange in round 2. In round 3, it improved further and turned green. For the most recent three rounds, the light has remained light orange. Persistent issues include inconsistent water supply, residents walking long distances to access communal taps, and taps running dry during the day while unannounced maintenance takes place. More recently, a resident from Somalia Park (zone 6) reported that their only access to water is through collection at a well.

The waste removal traffic light improved from dark orange in week 1 to light orange in week 2. Except for one relapse to dark orange in round 5, the light has been light orange since round 2. The main issues include inconsistent waste collection, and no waste collection in some settlements where residents have to rely on waste-collection services in neighbouring communities.

In round 8 of Asivikelane we also asked about the sufficiency of public lighting in informal settlements. Only 9% of residents in Ekurhuleni indicated that there is adequate lighting in their settlements.

1. Please see <https://www.internationalbudget.org/covid-monitoring/> for more information, as well as detailed results from each round of data collection.



3. DELIVERY OF BASIC SERVICES TO INFORMAL SETTLEMENTS IN THE CITY OF EKURHULENI

a. Basic water and sanitation

The Department of Water and Sanitation is responsible for water and sanitation delivery to Ekurhuleni residents.

Service standards

The 2020/21 budget document does not provide much detail on the provision of services to informal settlements. It states that it aims “to ensure that all informal settlements have access to water through the water service points and ablution facilities.”

For sanitation, the 2020/21 Integrated Development Plan (IDP) states that the minimum standard for basic sanitation is a flush toilet connected to the sewerage system or a septic tank, or a VIP (ventilated improved pit) toilet.

The IDP further indicates that the provision of free chemical toilets to informal settlements is an interim service delivery measure, while “proper sanitation is being delivered parallel to this”. According to the IDP, the ratio of 1 toilet to 10 households has improved to 1:5 in some settlements.² The budget document confirms the 1:10 ratio and further states that the department is currently providing 36 000 chemical toilets which are maintained on a weekly basis.³ While the current contract for delivering and servicing of chemical toilets requires the service providers to clean and desludge the toilets once a week, during the earlier stages of the national lockdown the metro started to clean these toilets twice a week as part of its efforts to curb the spread of COVID-19. The metro has recently reverted back to cleaning these toilets once a week.

The IDP indicates that the minimum standard for basic water is that the household’s main source of drinking water is a tap inside the dwelling/house, a tap inside the yard, or a communal stand less than 200m from the dwelling. None of the budget documents (MTREF, IDP, SDBIP and BEPP) specify the interim service delivery standard for water. According to the IDP, 3% of water is provided through water vendors, water from streams/rivers and own means such as boreholes. Evidence from the ground confirms that many informal settlements receive water from tanks, which are filled by water trucks, which suggests that this is possibly the interim service standard.

Targets and budgets for 2020/21

According to the IDP, all informal settlements (124 settlements) currently have access to interim basic services (water, sanitation, waste removal and energy) and the metro intends to maintain that in 2020/21.⁴ The SDBIP provides a slightly different view by saying that the target is considered achieved if an informal settlement has access to at least one of the services.⁵ No budget allocation is given for the provision of any of the interim services, but the SDBIP shows that it is funded from the operating budget.

The IDP’s target for 2020/21 for the provision of basic water is to increase access from 94.1% to 94.6% of households.⁶ It is, however, not clear how many informal settlement households are set to benefit from the increased provision. The IDP also sets a target for those households with access to basic sanitation to increase from 86.3% in 2019/20 to 86.8% in 2020/21.⁷ Again, the IDP does not indicate how many additional informal settlement households will benefit.

Despite reviewing all published budget information and engaging with various stakeholders in the metro and the national government, we were not able to identify the specific projects and budget allocations for the provision of basic water (standpipes) and basic sanitation (flush or VIP toilets) to informal settlements. The lack of budget information about these key functions is of great concern.

2. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4462-a-f-28-2020-annexure-a/file.html> Page 64

3. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4463-a-f-28-2020-annexure-b.html> Page 244

4. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4462-a-f-28-2020-annexure-a/file.html> Page 338

5. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4475-b-corp-05-2020-annexure-a-sdbip/file.html> Page 110

6. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4462-a-f-28-2020-annexure-a/file.html> Page 334

7. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4462-a-f-28-2020-annexure-a/file.html> Page 333



Possible to keep cleaning and desludging chemical toilets twice a week?

The results from Asivikelane discussed above have shown that while the metro has been performing relatively well in terms of cleaning the chemical toilets, there is room for improvement. Residents have also indicated that it is not sufficient for chemical toilets to be cleaned and drained or desludged only once a week. To increase the frequency to twice a week on a permanent basis, the metro has to allocate more money to the Department of Water and Sanitation.

The contract for the provision and servicing (including the cleaning) of chemical toilets falls under the operating budget of the Department of Water and Sanitation, as part of the Contracted Services expenditure item. In August 2020, the metro received an additional R885.5 million in operating grants from the national and provincial governments. R532.6 million of this amount is in the form of an additional allocation to the Equitable Share.⁸ The Equitable Share is the operating grant that the metro receives to use for, amongst other things, the provision of free basic services to informal settlement residents in the metro.

Table 2 below shows the changes in Ekurhuleni's operating grant income in 2019/20 and 2020/21, including the original and adjusted budgeted amounts for both years. It should be noted that in 2019/20 the metro received R3.48 billion as its equitable share from national government. With the recent adjustment included, the metro's equitable share grant for 2020/21 has increased by more than 25% to R4.36 billion.

TABLE 2: Budgeted and Adjusted Operating Grants, 2019/20 and 2020/21

TYPE OF EXPENDITURE	2019/20			Current Year 2020/21		
	Original Budget	Total Adjusts.	Adjusted Budget	Original Budget	Total Adjusts.	Adjusted Budget
<i>R Thousand</i>						
OPERATING TRANSFERS AND GRANTS						
National Government:	5 501 712	466 273	5 967 984	6 222 484	531 587	6 754 071
Equitable Share	3 478 292		3 478 292	3 830 583	532 587	4 363 170
Expanded Public Works Programme Integrated Grant	22 022		22 022	19 104		19 104
Local Government Financial Management	1 000	396	1 396	1 000		1 000
Energy Efficiency and Demand Management	915	(915)		10 000	(1 000)	9 000
Public Transport Network Grant	110 632	155 696	266 328	358 466		358 466
Public Transport Network Operations Grant (Schedule 5B)						
Revenue Enhancement Grant: Debtors Book						
RSC Levy Replacement	1 711 291		1 711 291	1 781 414		1 781 414
Urban Settlement Development Grant (USDG)	177 560	311 096	488 656	221 917		221 917
Provincial Government:	347 299	499 125	846 424	370 770	353 894	724 664
Other grant providers:	25 132	4 729	29 861	25 132		25 132
Total Operating Transfers and Grants	5 874 142	970 127	6 844 269	6 618 385	885 481	7 503 866

Sources: <http://mfma.treasury.gov.za/Documents/03.%20Budget%20Documentation/2020-21/Adopted%20Budgets/01.%20Metros/EKU%20City%20of%20Ekurhuleni/EKU%20A1%20Schedule%20-%20mSCOA%20vs%206.4.xlsm>; Adjusted 2020/21 B Schedule obtained from the National Treasury; City of Ekurhuleni Adjusted 2020/21 budget <https://www.ekurhuleni.gov.za/about-the-city/budget/adjustment-budgets/adjustment-budget-2020-2021/4823-a-f-66-2020/file.html>

It should also be noted that, in addition to the operating grants, the metro also recorded "a savings in income of R4 million from the provision of water tankers" by the Department of Water and Sanitation.⁹ The adjusted budget does not provide any explanation of what that means, but it resulted in an increase of R4 million to the revenue from service charges.



While the budget doesn't show exactly how the metro has allocated the Equitable Share portion of the additional grant revenue, the table below shows how the additional revenue was distributed in the adjusted budget for 2020/21. More than 71% of the additional money has been allocated to employee-related costs, followed by debt impairment (34%) and depreciation and asset impairment (17.4%). A small share of 5.9% has been allocated to contracted services for the metro as a whole.

TABLE 3: Adjusted Operating Expenditure for 2020/21

EXPENDITURE BY TYPE <i>R thousand</i>	Budget Year 2020/21			
	Original Budget	Total Adjustment	Adjusted Budget	% Share in adjustment
Employee-related costs	9 754 168	633 354	10 387 521	71.2%
Remuneration of councillors	142 795		142 795	0.0%
Debt impairment	3 073 502	304 309	3 377 811	34.2%
Depreciation & asset impairment	2 354 667	154 963	2 509 630	17.4%
Finance charges	1 128 805	73 315	1 202 120	8.2%
Bulk purchases	16 850 922		16 850 922	0.0%
Other materials	2 088 696	(233 411)	1 855 285	-26.2%
Contracted services	4 482 180	52 886	4 535 065	5.9%
Transfers and subsidies	676 943	(28 266)	648 677	-3.2%
Other expenditure	1 190 297	(67 669)	1 122 628	-7.6%
Losses	13 000		13 000	0.0%
Total Expenditure	41 755 974	889 481	42 645 455	100%

Source: Adjusted 2020/21 B Schedule obtained from the National Treasury

Table 4 below shows the changes to the operating budget of the Department of Water and Sanitation. While the department received R249 million from the metro's additional operating revenue, none of this extra money has been allocated to contracted services. In fact, in the adjusted 2020/21 budget, contracted services received R53.4 million less than in the original budget. The budget does not provide any detail on which specific services will be impacted by this reduction. Furthermore, the table shows that the additional money has been allocated to debt impairment, as well as depreciation and asset impairment, and has also contributed to a small increase in the department's operating surplus.

As indicated above, chemical toilets are cleaned and desludged as part of a contract that includes the hiring, desludging, and cleaning of these toilets. We have estimated that it costs about R75 to clean and desludge a chemical toilet.¹⁰ It would therefore cost R2.7 million per week to desludge or drain and clean the metro's 36 000 chemical toilets once a week. Over 52 weeks this makes R140.4 million. This means that if the metro wants to increase the current rate of desludging and cleaning from once to twice a week, it will need to allocate an additional amount of R140.4 million (at most) to this service. If the metro were to allocate the necessary funding for the current financial year immediately, the cost would be lower because we are almost a third into the financial year. In the context of the R532.6 million in additional equitable share funding provided by the national government, it appears to be possible for the metro to clean and desludge the chemical toilets twice a week.


TABLE 4: Adjusted Operating budget for the Department of Water and Sanitation

WATER AND SANITATION <i>Rands</i>	2020/21 APPROVED BUDGET	ACTUALS as at 31 August 2020	% Actuals	2020/21 Proposed Adjustments	2020/21 Budget after Adjustments
Revenue by Source					
Service charges	8 271 452 711	1 102 062 847	13.3%	4 000 000	8 275 452 711
Interest earned	228 445 921	19 051 457	8.3%		228 445 921
Fines, penalties and forfeits	898 124	302 276	33.7%		898 124
Transfers and subsidies	1 962 370 946	793 066 765	40.4%	245 032 116	2 207 403 062
Other revenue	18 244 136	(631 036)	-3.5%		18 244 136
Total Revenue (excluding capital transfers and contributions)	10 481 411 838	1 913 852 309	18.3%	249 032 116	10 730 443 954
Expenditure by Type					
Employee related costs	491 314 289	77 700 455	15.8%		491 314 289
Debt impairment	199 616 628	33 269 471	16.7%	155 352 584	354 969 412
Depreciation and asset impairment	114 717 196	19 119 533	16.7%	89 679 532	204 396 728
Finance charges	149 628 411	16 768 424	11.2%		149 628 411
Bulk purchases	4 303 270 656	679 474 400	15.8%		4 303 270 656
Other materials	386 246 584	3 588 481	0.9%	(57 305 352)	328 941 232
Contracted services	1 028 339 914	157 700 535	15.3%	(53 362 590)	974 977 324
Transfers and subsidies	650 000 000	20 628 053	3.2%	(28 265 904)	621 734 096
Other expenditure	22 354 910	1 617 774	7.2%	(362 467)	21 992 443
Total Expenditure	7 345 488 788	1 009 867 125	13.7%	105 735 803	7 451 224 591
Surplus/(Deficit)	3 135 923 050	903 985 184		143 296 313	3 279 219 363
Transfers and subsidies – capital	465 691 764	36 066 323	7.7%		465 691 764
Surplus/(Deficit) after capital transfers and contributions	3 601 614 814	940 051 507		143 296 313	3 744 911 127

Source: City of Ekurhuleni. Annexure C. Adjusted 2020/21 Budget. <https://www.ekurhuleni.gov.za/about-the-city/budget/adjustment-budgets/adjustment-budget-2020-2021/4826-a-f-66-2020-annexure-c/file.html>

From a cost perspective it is worth considering the replacement of chemical toilets with full flush toilets. Work done by IBP South Africa in Cape Town shows that on a two-year time scale, full flush toilets become cheaper than chemical toilets.¹¹

TABLE 5: Additional cost of cleaning and desludging chemical toilets twice a week

Cost per toilet	No of toilets	Cost per week	Cost per year
R75	36 000	R2 7000 000	R140 400 000

Source: Estimating the cost of cleaning chemical toilets in informal settlements more frequently, 2020. <https://www.internationalbudget.org/wp-content/uploads/metro-budget-notes-3.pdf>

11. Estimating the Cost of Sanitation Infrastructure for Selected Sites in Khayelitsha in City of Cape Town, 2016 <https://www.internationalbudget.org/publications/estimating-cost-sanitation-infrastructure-khayelitsha-cape-town/>

Budget for more permanent taps and toilets?

Table 6 below shows the total capital budget for the Department of Water and Sanitation. (Note that this department did not receive any additional capital budget allocations in the adjusted 2020/21 budget.) As highlighted earlier, none of the budget documents (MTREF, IDP, BEPP and SDBIP) list separate capital projects for the provision of standpipes and basic sanitation (in the form of a flush toilet, or a VIP) to informal settlements that are not part of housing or upgrading projects.

The 2020/21 capital budget shows a project named “Emergency SVC to informal settlements”, to be implemented by the Department of Water and Sanitation, in Ward 73. No additional information is provided about this project. A second project – called “Metering of all unmetered areas” – also to be implemented by the Department of Water and Sanitation, might be applicable to informal settlements, as the USDG is indicated as the funding source for 2021/22 and 2022/23, but it is also not exactly clear what the project delivers.



Freshly installed standpipe taps in Ekurhuleni.

TABLE 6: Department of Water and Sanitation: Capital budget allocations

PROJECT NAME	Ward	2020/21		2021/22		2022/23	
		Amount	Funding Source	Amount	Funding Source	Amount	Funding Source
<i>Rands</i>							
Emergency SVC to informal settlement	73	2 000 000	USDG	5 000 000	ISUPG	10 000 000	ISUPG
Metering of all Unmetered Areas (60 000 stands)	City Wide	4 703 000	External Loans	15 000 000	USDG	11 250 000	USDG
Total Water and Sanitation		668 941 764		768 250 000		733 328 704	
<i>Share of projects in total</i>		1.0%		2.6%		2.9%	

Source: City of Ekurhuleni. Annexure F. Capital budget per ward. 2020/21 – 2022/23. Available online: <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4466-a-f-28-2020-annexure-f.html>

While the need for additional taps is very clear, it is not possible to see from the capital budget what is currently being allocated for the provision of taps to informal settlements.



b. Department of Human Settlements

According to the 2020/21 IDP, the metro aims to address the housing backlog (which includes informal settlements, backyard dwellings, housing waiting lists and hostels) through what they refer to as “human settlements mega projects”.¹² More specifically, these mega projects include “the roll-out of housing units, the procurement of well-located land for human settlement development, the provision of alternative tenure options and the servicing of stands for subsidised human settlements”.

According to the IDP, the mega projects will deliver 59 000 serviced stands, and 100 000 housing opportunities (these are subsidised units, social housing units and fully subsidised walk-up units). The timeframe for the delivery of these stands and units is the duration of the term of the current administration. The IDP further states that in parallel to these mega projects, interim basic services will be provided to informal settlement households. It is therefore possible that informal settlements will receive taps and toilets through this department’s programs.

According to the IDP, Ekurhuleni will “accelerate the formalisation and regularisation of informal settlements to make them accessible”, and to enable the municipality to provide the required basic services.

With regard to the provision of water and sanitation, the IDP states that the metro aims to accelerate the provision of bulk water and sanitation infrastructure to support the new developments, the formalisation of informal settlements and the re-blocking of informal settlements. The IDP further indicates that water and sanitation programmes will be aligned to the human settlements mega projects and that access to water and sanitation will be improved in informal settlements.¹³

Roads and stormwater projects are also highlighted as critical to the Informal Settlements Re-blocking and Formalisation Programme.¹⁴

Table 7 shows the composition of the metro’s total capital budget for 2020/21 to 2022/23. In all three years, the Department of Human Settlements has been allocated the largest relative share of the capital budget, followed by the Department of Water and Sanitation. In 2020/21, the Human Settlements Department will receive 19.8 percent of the total capital budget, while the Department of Water and Sanitation will receive about a percentage point less at 18.9 percent. Over the three years, the Human Settlements budget is set to grow at a slightly faster rate. By 2022/23 that department will receive 23.1 percent of the capital budget, with the Department of Water and Sanitation’s share set to increase to 21.8 percent.

TABLE 7: Adjusted Capital Budget: 2020/21 – 2022/23

VOTE <i>R thousand</i>	Adjusted Capital Budget 2020/21 – 2022/23					
	2020/21	Share	2021/22	Share	2022/23	Share
Vote 01: Executive and Council	200 823	4.3%	279 068	6.1%	226 156	5.0%
Vote 02: Finance and Corporate Services	655 240	14.2%	404 360	8.9%	351 925	7.8%
Vote 03: Energy	503 791	10.9%	440 042	9.7%	501 438	11.1%
Vote 04: Water and Sanitation	874 942	18.9%	984 250	21.7%	987 249	21.8%
Vote 05: Waste Management	132 200	2.9%	113 650	2.5%	196 710	4.4%
Vote 06: Human Settlements	915 051	19.8%	1 002 406	22.1%	1 045 245	23.1%
Vote 07: City Planning	300	0.0%	300	0.0%	–	0.0%
Vote 08: Economic Development	116 600	2.5%	135 500	3.0%	68 000	1.5%
Vote 09: Disaster & Emergency Management Services	106 700	2.3%	83 000	1.8%	68 000	1.5%
Vote 10: Sports, Recreation, Arts & Culture (Srac)	75 799	1.6%	82 238	1.8%	87 871	1.9%
Vote 11: Health and Social Development	4 260	0.1%	9 400	0.2%	4 725	0.1%
Vote 12: Environmental Resource Management	142 100	3.1%	83 500	1.8%	37 300	0.8%
Vote 13: Ekurhuleni Metropolitan Police Dept	77 039	1.7%	97 152	2.1%	106 252	2.4%
Vote 14: Transport Planning and Provisioning	367 827	8.0%	438 747	9.7%	436 177	9.6%
Vote 15: Roads and Stormwater	452 248	9.8%	388 626	8.6%	403 596	8.9%
Total	4 624 919	100.0%	4 542 239	100.0%	4 520 643	100.0%

Source: City of Ekurhuleni. Annexure E. 2020/21 Adjusted Budget. <https://www.ekurhuleni.gov.za/about-the-city/budget/adjustment-budgets/adjustment-budget-2020-2021/4821-a-f-66-2020-annexure-e/file.html>

12. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4462-a-f-28-2020-annexure-a/file.html> Page 317

13. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4462-a-f-28-2020-annexure-a/file.html> Page 318

14. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4462-a-f-28-2020-annexure-a/file.html> Page 318



As discussed above, the Department of Water and Sanitation is likely to be responsible for the delivery of standpipes and basic sanitation (a flush toilet or a VIP toilet) to informal settlements, but we have been unable to identify the projects in the capital budget that are responsible for the delivery of those services. The Department of Human Settlements is responsible for the delivery of serviced stands and housing projects, funding these projects from the department's capital budget.

According to the 2020/21 MTREF document, the Department of Human Settlements implements the following programmes (below) in informal settlements.¹⁵ It should be noted that the MTREF document does not provide disaggregated budget allocations for these programmes. It is therefore not possible to assess whether enough has been allocated to them or at what rate the department is spending on the implementation of these projects.

Development of Serviced Stands Programme:

The objective of the Serviced Stands Programme is the “delivery of serviced erven on an incremental basis for the purposes of upgrading informal settlements and/or allocation of beneficiaries from informal settlements and/or the waiting list/demand data base”. The following specific services are provided:

- A water and sewer connection for each stand.
- In the following phase of the development, the Department of Roads and Stormwater provides surfaced roads and stormwater management, subject to the availability of funds.
- The budget document also states that “Human Settlements Elements” in the form of a bathroom or toilet structure, but subject to budgetary provisions, will be constructed on the stand and connected to the water and sewer networks. The document further states that this is for the “purposes of allocating end-beneficiaries” to the serviced stand.
- Subject to the allocation of end-beneficiaries, electrical infrastructure and connections will then be provided on an incremental basis by the Department of Energy.

The budget document lists the following projects where the delivery of stands is at various stages of progress:

- Alliance Ext 1 (1 580 stands)
- Apex Ext 12 623 (stands)
- Comet Ext 17 (6 stands)
- Daveyton Extension 14 (958 stands)
- Palm Ridge Extension 9 (414 stands)
- Alliance Ext 9 (634 stands)
- Balmoral Extension 4 (1 091 stands)
- Mayfield Ext 46 (575 stands)
- Mayfield Extension 45 (632 stands)
- Villa Lisa Extension 4 (civil engineering services)

As indicated above, the budget documents do not provide disaggregate budget allocations for the development of the Serviced Stands Programme.

Undertaking detailed planning to enable the development stands for human settlements projects:

The focus of this programme is on planning and includes, for example, feasibility studies, pre-planning studies, environmental impact assessments, geotechnical investigations, etc. This detailed planning is done for a settlement in order to enable the appropriate upgrading and formalisation of informal settlements so that the metro can provide secured tenure to housing beneficiaries. The planning activities are needed to proclaim a township and to allow ownership of property.

The budget document lists specific projects, and one such project is called the “Informal Settlements Formalisation and Upgrading Programme”. According to the budget, this project entails the categorisation of informal settlements into those that require relocation, in-situ upgrading, or part relocation and part in-situ upgrading. A key activity of the programme is feasibility studies. From the limited information in the budget document, it doesn't look like the project actually delivers serviced stands.



Implementation of informal settlement management plan:

The plan appears to be aimed at improving access to interim basic services to residents of informal settlements. Specific service delivery outcomes are not given for the programme, and it appears as if the programme focuses on the planning, monitoring and assessment of the delivery of interim services.

Re-blocking:

The objective of the re-blocking programme is the improvement of the living conditions in non-formalised informal settlements. This entails the creation of temporary township layouts which will allow for the construction of roads, installation of on-grid or off-grid electricity, water and sanitation services, socio-economic amenities, and security of tenure.

Targets and budget allocations:

According to the IDP, 0.9% of households living in informal settlements have been targeted for in-situ upgrading in 2020/21. This translates into 3 800 households.¹⁶ But the IDP does not provide a list of these settlements and no budget allocation is given.

Other housing programmes:

Other programmes implemented by the department focus on the construction of houses and land acquisition. These programmes entail the construction of houses on serviced stands as part of in-situ or Greenfield developments, where the beneficiaries have been identified and approved. The programme delivers houses (top structures), but no money has been allocated for 2020/21 through the Human Settlements Development Grant. As its name suggests, the land acquisition programme is responsible for the acquisition of land for human settlements projects.

c. Electricity

According to the IDP, the metro aims to electrify all informal settlements between 2016 and 2021. And the electrification programme will be accelerated in support of formalisation of informal settlements and the human settlements mega projects. The IDP also refers to the provision of streetlights and high mast lights, as well as pre-paid electricity meters, but without specifically linking these to informal settlements.¹⁷

In the interim, informal settlements waiting to benefit from the electrification project receive energy in the form of portable solar lighting units, which can provide enough power for four globes and a cell phone charger.¹⁸

According to the budget document, the following key projects are implemented by the Department of Energy:¹⁹

- **Installation of PV solar lighting units installed in informal settlements:**
 - Identify informal settlements for installation
- **Electrification of subsidised households and households in informal settlements:**
 - Re-blocking of informal settlements, beneficiary audit, permission to occupy (private land), guidance on beneficiaries with no identity documents (all to be concluded by Human Settlements Department)

The 2020/21 capital budget shows that in 2020/21, R220 million has been allocated for the electrification of informal settlements, with the amount declining to R120 million in 2021/22 and remaining at R120 million in 2021/22. The capital budget does not list which settlements will receive electricity in each of the years.

16. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4462-a-f-28-2020-annexure-a/file.html> Page 328

17. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4462-a-f-28-2020-annexure-a/file.html> Page 318

18. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4462-a-f-28-2020-annexure-a/file.html> Page 66

19. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4463-a-f-28-2020-annexure-b/file.html> Page 191

TABLE 8: Provision of electricity to informal settlements

PROJECT NAME	Ward	2020/21		2021/22		2022/23	
		Amount	Funding Source	Amount	Funding Source	Amount	Funding Source
<i>R thousand</i>							
Electrification of Informal settlements [Re-blocking Areas]	City Wide	220 000	USDG	120 000	ISUPG	120 000	ISUPG

Source: City of Ekurhuleni, Annexure F, 2020/21 Adopted MTREF. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4466-a-f-28-2020-annexure-f/file.html>

d. Waste Removal

The Department of Environmental Resources and Waste Removal is responsible for refuse removal. In informal settlements this entails the installation of bulk walk-in containers in all informal settlements.²⁰

The IDP suggests that all informal settlements currently receive a refuse collection service, at least once a week.²¹ Our Asivikelane results show that this is not always the case. According to the 2020/21 budget document, the Department of Environmental Resources and Waste Removal is planning to appoint 6 development contractors, 36 community-based contractors, 11 recycling cooperatives and 17 local cooperatives to “clean” townships and informal settlements. The budget document, however, does not give any timelines or budget allocations for these plans. And it also does not provide a list of informal settlements that are going to benefit from these interventions.

There are relatively small capital budget allocations – R5.4 million in 2020/21 and R1.5 million in 2021/22 – for the supply of bulk containers. The budget documents do not provide any additional information about this project, including whether it is the project that delivers bulk containers to informal settlements, and which areas are set to benefit.

Again, despite engaging with the relevant stakeholders in the metro, we were unable to access any more specific information about the metro’s plans and budgets for improving refuse removal in informal settlements.

TABLE 9: Supply of Bulk Containers

PROJECT NAME	Ward	2020/21		2021/22		2022/23	
		Amount	Funding Source	Amount	Funding Source	Amount	Funding Source
<i>Rands</i>							
Supply of Bulk Containers [Corporate]	City Wide	5 400 000	Revenue	1 500 000	Revenue	0	

Source: City of Ekurhuleni, Annexure F, 2020/21 Adopted MTREF. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4466-a-f-28-2020-annexure-f/file.html>

20. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4463-a-f-28-2020-annexure-b/file.html> Page 195

21. <https://www.ekurhuleni.gov.za/about-the-city/budget/annual-budget-report/2020-2021/4462-a-f-28-2020-annexure-a/file.html> Page 327

*Hyperlinks correct at date of publication

International Budget Partnership South Africa <https://www.internationalbudget.org/budget-work-by-country/south-africa/>

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