

BACKGROUND PAPERS: NCOP PROVINCIAL WEEK

**BUILDING VIABLE MUNICIPAL INFRASTRUCTURE
FOR EFFECTIVE DELIVERY OF SERVICES TO
COMMUNITIES**

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BACKGROUND PAPERS NCOP 2023 PROVINCIAL WEEK

SECTION 1: INFRASTRUCTURE

1. WATER AND SANITATION

1. INTRODUCTION¹

This brief provides an overview and the status of the state of municipal water and sanitation infrastructure in South Africa. It focuses on the water value chain and the legislative framework; funding for water infrastructure; Water and sanitation infrastructure challenges; government interventions to address water infrastructure challenges; and planned and current provincial water infrastructure development projects. Lastly, it provides possible areas for oversight by Parliament.

The analysis reveals that funding for water and sanitation infrastructure is inadequate, as it is mainly sourced from the national revenue fund and disbursed through grants. The inability of municipalities to collect water tariffs contributes to backlogs in the roll-out of water and sanitation infrastructure. The inability of communities to pay for water and sanitation services also exacerbates the funding shortfall for water and sanitation services. Lack of public-private partnerships on the funding, operation and maintenance of water and sanitation infrastructure negatively affects the infrastructure roll-out programme.

Apart from funding, the reliability and quality of municipal water services infrastructure are worst in poorer, mostly rural households in the Eastern Cape, KwaZulu-Natal, and Limpopo provinces. These findings are congruent with the percentage of households that have access to water services in these provinces, with Limpopo (69%) and the Eastern Cape (71%) displaying the lowest levels of access to water services by households in 2021. The Community Survey² further indicates that a significant 22% of Eastern Cape households depend on unimproved water sources (i.e., rivers and springs). There is a dire need for water services infrastructure roll-out in the Eastern Cape, KwaZulu-Natal, Limpopo, North West and Mpumalanga.

There is a need to capacitate municipalities with relevant technical skills for optimal operation and maintenance of water and sanitation infrastructure. The establishment of the National Water Infrastructure Agency will address the current fragmentation of asset management and revenue collection functions for national water resource infrastructure, which are currently shared between the Trans Caledon Tunnel Authority (TCTA), the Water Trading Entity (WTE) and the Department of Water and Sanitation (DWS). The agency will further enable Government to streamline investment in water and sanitation infrastructure across the country to ensure sustainable and reliable water supply to communities. Government efforts to

¹ Researcher: Thomani Manungufala

² Statistics South Africa (2017).

address municipal water infrastructure challenges are worth noting - which are mainly driven by the DWS.

Lastly, it is recommended that the NCOP provincial week should focus on provinces that are currently facing severe water services infrastructure challenges, which are the Eastern Cape, Limpopo, KwaZulu-Natal, North West and Mpumalanga.

2. OVERVIEW OF THE WATER AND SANITATION LEGISLATIVE FRAMEWORK AND THE WATER VALUE CHAIN

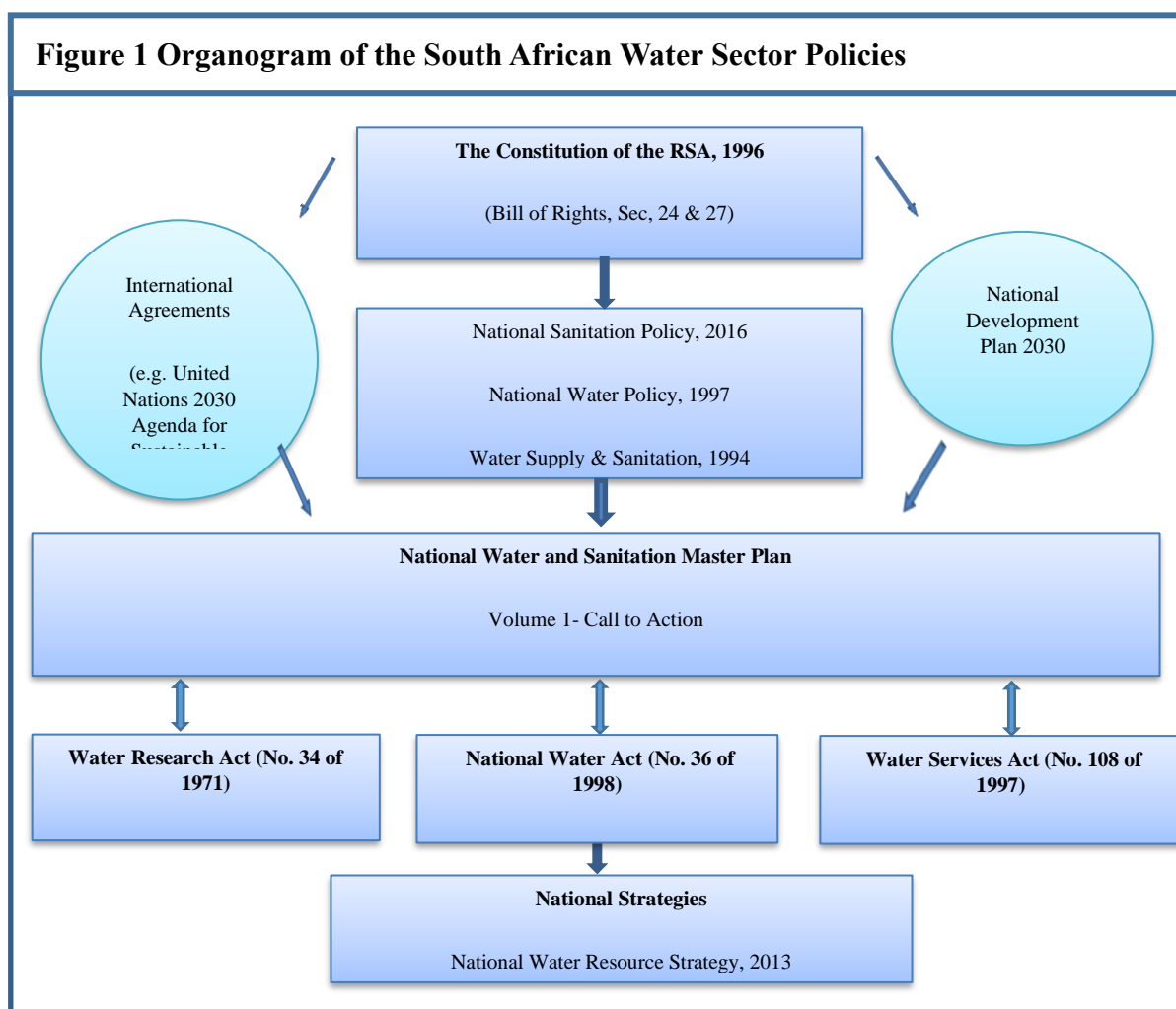
The State's objective is to ensure that all South Africans have access to basic water and sanitation services. The National Development Plan (NDP) articulates the national development goal of eradicating poverty and sharply reducing inequality by 2030. South Africa is a dry country with limited freshwater resources and access to adequate water and sanitation is a challenge for many households in rural and peri-urban communities. Insufficient bulk water infrastructure, poor municipal service delivery and/or poor maintenance of existing infrastructure, corruption, as well as households being too poor to pay for the cost of services, are the direct causes of inadequate access to water and sanitation services in South Africa.³ As a long-term driver of development policy in the country, the NDP envisages that all South Africans will have full, affordable and reliable access to sufficient safe water and hygienic sanitation by 2030.

Safe and sufficient drinking water and adequate sanitation are both essential elements to ensure health and well-being of human beings, and they are necessary for economic development. Sections 24 and 27 of the Bill of Rights in the Constitution grant specific rights related to access to sufficient water. Section 27 states that 'everyone has the right to have access to sufficient water' and that 'the state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of these rights'. Although the right to basic sanitation is not explicitly mentioned in the Constitution, it can be deduced from section 24(a) (the right to an environment that is not harmful to their health and wellbeing), read with the right of access to adequate water. The Water Services Act (WSA) gives effect to the constitutional rights above, including the right to basic sanitation, refer to Figure 1, which shows the organogram of the South African Water Sector Policy.

The water sector in South Africa is divided into two main sub-sectors, namely water resources management, guided by the National Water Act (1998), and water services provision, guided by the Water Services Act (1997), refer to Figure 2 water value chain. The water services provision sub-sector refers to water supply and sanitation services, which are predominantly provided by the Department of Water and Sanitation (DWS), water boards and municipalities. The water resources management sub-sector relates to the sustainable utilisation and protection of water resources such as rivers, wetlands, aquifers, lakes, mainly done by DWS and its entities, such as the Catchment Management Agencies (CMAs). Although the DWS leads the sector through policy development, regulation, and monitoring and evaluation, it has relinquished its implementation responsibility by transferring water schemes to relevant municipalities.

³ Presidency (2012).

Figure 1 Organogram of the South African Water Sector Policies



According to Part B of schedule 4 of the Constitution, the provision of water services is a municipal responsibility. In this case, a Water Services Authority (WSA) is any District, Metropolitan or Local Municipality that is responsible for providing water services to end users. It may also perform the functions of a Water Service Provider (WSP) and may also form a joint venture with another water services institution to provide water services. In providing water services, a water services authority must prepare a water service development plan (WSDP) to ensure effective, efficient, affordable, and sustainable access to water services. The WSDP should be in line with the catchment management strategy of that water management area. The plan provides a linkage between water services provision and water resources management.⁴ However, not all municipalities are authorised to provide water. The two-tiered local government system requires that powers and functions be divided between category B (Local) and C (District) municipalities to avoid duplication and coordination problems. Authorisation to provide water is granted to all category A (metros) municipalities while category B (local) municipalities are authorised in certain instances and category C (district) municipalities in others. These divisions are outlined in the Local Government Municipal

⁴ DWS (2022).

Systems Act, No. 117 of 1998; and the Local Government Municipal Structures Act, No. 32 of 2000.

A total of 144 municipalities have been authorised to provide water and sanitation services.⁵ Government's 'universal service obligation' prioritises the provision of water and sanitation services to all South Africans through funding the necessary infrastructure and providing free basic services. Although substantial progress has been made with regards to providing access to water and sanitation, National Treasury notes that ever-increasing funding is required to service ageing infrastructure, while alternative service delivery options should be explored in outlying communities where the cost of expanding infrastructure is either not cost-effective or unsustainable.⁶

The Strategic Framework for Water Services (2003) defines a basic water supply facility as the infrastructure necessary to supply 25 litres of potable water per person per day within 200 metres of a household and with a minimum flow of 10 litres per minute (in the case of communal water points) or 6 000 litres of potable water supplied per formal connection per month (in the case of yard or house connections). In terms of water supply services, the framework commits itself to the sustainable operation of the facility (available for at least 350 days per year and not interrupted for more than 48 consecutive hours per incident) and the communication of good water use, hygiene, and related practices.

Water and sanitation services are financed through the water and sanitation components in the local government equitable share (LGES) and capital spending on water and sanitation infrastructure is financed through the basic services component of the municipal infrastructure grant (MIG). While metros are generally best able to cross-subsidise within particular services and customers, infrastructure grant funding is supplemented by internal revenue sources and external borrowing across all municipalities.⁷

3. MUNICIPAL WATER AND SANITATION INFRASTRUCTURE DEVELOPMENT, OPERATION AND MAINTENANCE CHALLENGES

The provision of safe and readily available water is important for public health and poverty reduction. Access to water and sanitation is the function of viable bulk water and sanitation infrastructure and reticulation systems within communities. Figure 2⁸ shows the water value chain, which depicts area of operation for municipalities, among other issues. It is worth noting that municipalities are mainly responsible for water distribution infrastructure, wastewater

⁵ National Business Initiative (2019).

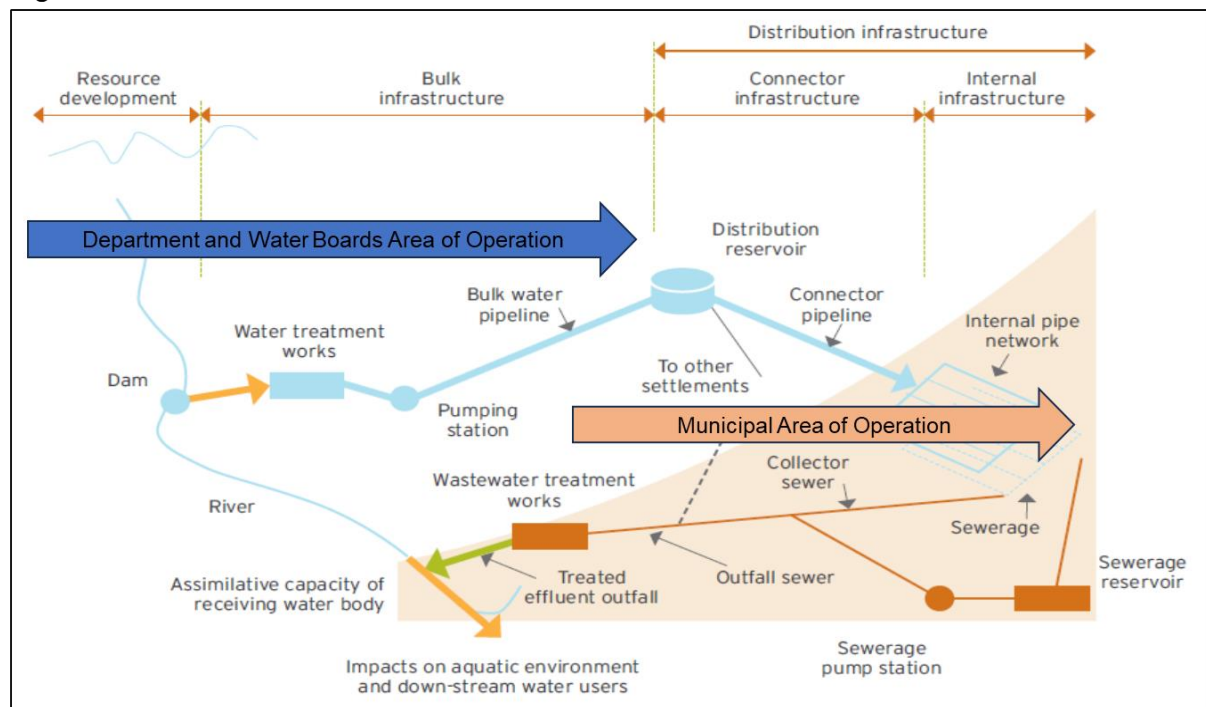
⁶ Statistics SA (2017).

⁷ Ibid.

⁸ Adapted from DBSA (2012).

treatment works, and, to a lesser extent, water treatment works, which is mainly done by water boards that are an extension of the DWS.

Figure 2 Water Sector Value Chain



The recently published green, blue and no drop watch reports paint a dire picture for both water and sanitation infrastructure across the country. In summary, the Green Drop report identified 334 wastewater systems in a critical condition across all municipalities in the country.⁹ This is cause for concern, as it implies that these systems are releasing untreated sewage into the water resources (rivers). In fact, the state of wastewater treatment systems may be much worse, as this was a sample which represents all wastewater treatment systems across the country. Furthermore, this means the wastewater treatment systems constitute a significant risk, given the high likelihood of the contamination of drinking water sources. The recent Cholera outbreak in Hammanskraal is a case in point, although the source of the cholera is still unknown. There is a clear lack of operation and maintenance of the wastewater treatment systems, which is compounded by the high volumes of wastewater. In other words, the majority of these wastewater treatment systems are receiving loads that are beyond their design carrying capacity. There is therefore a need for both maintenance and upgrading to accommodate additional volumes of wastewater.

The Blue Drop Watch Report findings on the condition of water treatment infrastructure are as follows: 3% of the sampled systems were in a critical infrastructural condition; 12% were in a poor infrastructural condition; 49% were in an average infrastructural condition, 31% in a good infrastructural condition; and 5% in an excellent infrastructural condition.¹⁰ The desirable condition is that all water treatment infrastructure systems should always be in good to excellent condition. The fact that only 36% are in good to excellent condition is cause for

⁹ Department of Water and Sanitation (2023).
¹⁰ Department of Water and Sanitation (2023a).

concern and an indication that there is a lack of maintenance to keep the infrastructure in tip-top condition.

The national water balance presented in the No Drop Watch Report 2023 is extrapolated from the sample of datasets received from municipalities to provide an estimate of the water balance and non-revenue water for all 144 WSAs. It estimates the System Input Volume (meaning the total volume of water treated for municipal use) to be 4,3 million m³/annum. Of this, 2 million m³/annum (46%) is estimated to be non-revenue water (NRW).¹¹ This is the volume of water that municipalities are unable to collect revenue for. Non-revenue water consists of water losses and the unbilled component of authorised consumption. The international average for non-revenue water is below 30%.¹² In 2015 when the last No Drop report was published, the national NRW figure was estimated to be 35%. The report estimates per capita water consumption to be approximately 216 litres/capita/day compared to the international average of 173 litres per person per day.¹³ This is cause for concern, since South Africa is a water-scarce country. The high level of physical losses in municipal distribution systems is one of the main reasons for the relatively high level of per capita consumption in South Africa. Poor operation and maintenance of infrastructure leads to unacceptably high physical losses. Municipalities need to improve the operation and maintenance of their infrastructure; repair leaks; improve metering, billing, revenue collection, and debtor management; improve pressure management; and engage in community education and awareness; amongst other measures, to reduce water losses.¹⁴

Ranking	Service level	Water	Sanitation
1	None	No access to piped water	No sanitation
2	Minimal	Communal standpipe > 200m	Bucket toilets
3	Basic	Communal standpipe < 200m	Pit toilet without ventilation pipe
4	Intermediate	Piped water in the yard	VIP, Chemical or ecological toilets
5	Full	Piped water in dwelling	Conventional water- borne

The water service infrastructure quality index describes the engineering infrastructure in terms of the level of service that households have access to. Whereas a presentation on figures about the percentage of households with access to a particular level of service would provide a one-dimensional picture of service delivery in a particular jurisdiction, this method allows for a much more varied, and accurate description and measurement of engineering services.¹⁶ This is extremely useful in the assessment of the condition of the municipal water services infrastructure.

¹¹ Department of Water and Sanitation (2023b).

¹² Water Research Commission (2012).

¹³ Department of Water and Sanitation (2023b)

¹⁴ Ibid.

¹⁵ Adapted from Statistics SA (2017).

¹⁶ Statistics South Africa (2022).

Apart from the Drop Reports, the Community Survey Report by Statistics South Africa is one of the most reliable and comprehensive analytical reports on municipal water and sanitation infrastructure. The South African Institution of Civil Engineering (SAICE)¹⁷ and Development Bank of Southern Africa (DBSA)¹⁸ infrastructure reports provide high level analysis of the South African water services infrastructure, while the Community Survey uses the household as a unit of analysis. However, both reports were used in the analysis of the development, operation, and maintenance of the municipal water services infrastructure.

In as far as the water services infrastructure quality is concerned, there is a direct relationship between access to water services and the quality of the water services infrastructure. For example, Limpopo province has the lowest household access to water services with the corresponding infrastructure quality of 3.37, which is a basic service level where majority of households rely on a communal water standpipe within 200 meters while sanitation is mainly a Pit toilet without ventilation pipe. Refer to Table 1.1 for interpretation of infrastructure quality figures reflected in Table 1.

Table 1. Comparison of Access to Water and Sanitation and Water Infrastructure Quality			
Province	Water (%)	Sanitation (%)	Water Service Infrastructure Quality
	2021	2021	
Western Cape (WC)	99.4	94.8	4.65
Eastern Cape (EC)	71	91.7	3.53
Northern Cape (NC)	90.9	87.4	4.14
Free State (FS)	93.6	86.3	4.25
KwaZulu Natal (KZN)	87	84.5	3.83
North West (NW)	83.4	77.8	3.73
Gauteng (GP)	98.4	91.8	4.48
Mpumalanga (MP)	86.2	63.2	3.89
Limpopo (LP)	69.4	58.5	3.37
South Africa (SA)	88.7	84.1	3.99

Source: adapted from Stats SA¹⁹

Access to water and sanitation is a moving target in South Africa. Table 1 shows the percentage of households with access to piped or tap water in their dwellings, off-site or on-site²⁰ and improved sanitation by province.

The national average water service infrastructure quality index is 3.99, which means the majority of households are receiving basic water services while only four provinces receive intermediate water service level, which is mainly piped water in the yard and ventilated improved pit (VIP) latrine, Chemical or ecological toilets.

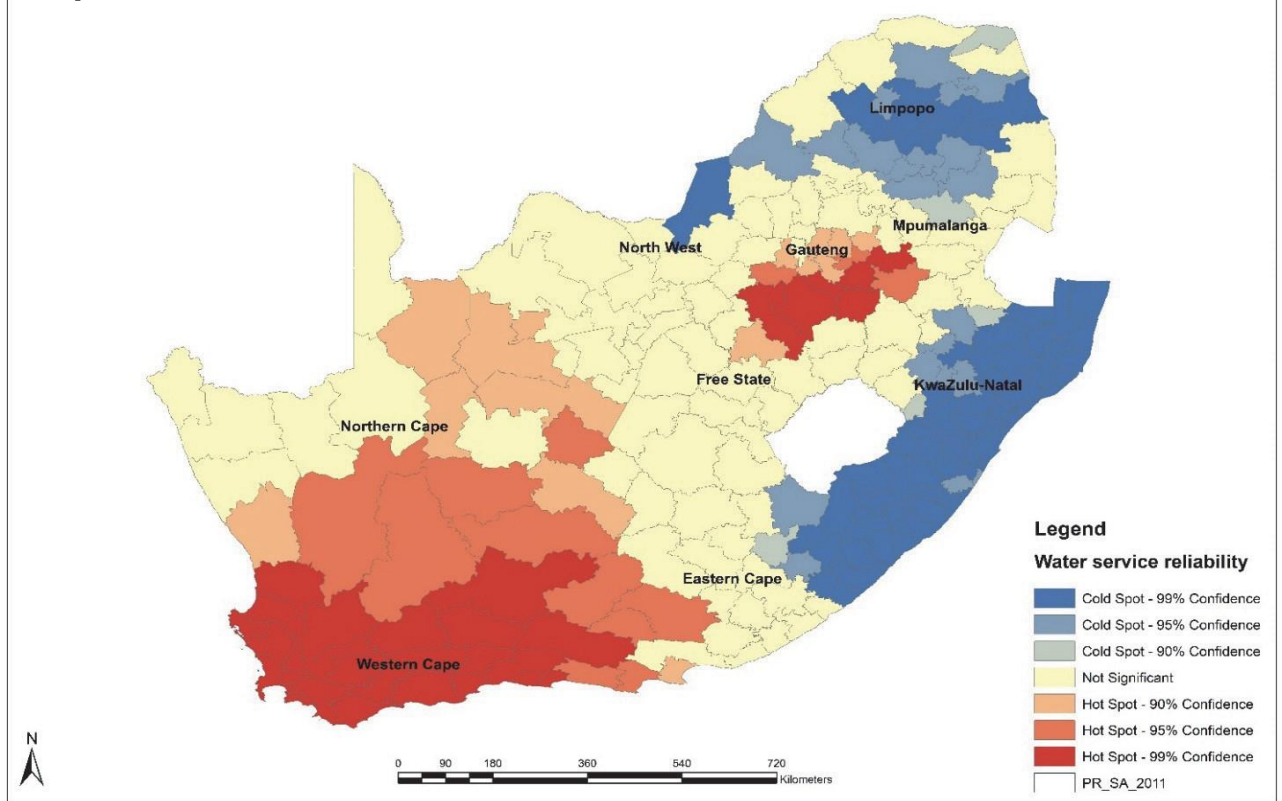
¹⁷ SAICE (2022).

¹⁸ DBSA (2012).

¹⁹ Statistics South Africa (2022).

²⁰ Access to drinking water on-site refers to water accessed in the dwelling or in the yard while access to drinking water off-site means water accessed outside the yard using the neighbour's tap, public or communal taps.

Map 1. Water Services



The water services reliability index complements the water service infrastructure quality. It indicates the areas or municipalities that suffer the most water interruptions due to failure of the infrastructure, refer to Map 1. The map presents the results of a hot spot analysis of the water services reliability index, as measured through the length of interruptions experienced by households. Hot spots represent significant clusters of low values (relatively few interruptions), while cold spots represent significant clusters of high values (high percentage of disruptions). Hot spot municipalities were largely concentrated in the Western Cape, Gauteng, and Northern Free State. Cold spot municipalities were mostly clustered across the Eastern Cape and KwaZulu-Natal, as well as central Limpopo. This index supports the water service infrastructure quality, as well as the household access to water services statistics.

In summary, the water services supply infrastructure is not reliable in KwaZulu Natal, the Eastern Cape, Limpopo, Northwest and Mpumalanga. In other words, the water services disruptions because of broken or malfunctioning water services infrastructure are significant/severe in these provinces. Table 1.2 shows the municipalities where the majority have the most water service interruptions that last more than two days due to ageing, malfunctioning or broken infrastructure.

Table 1.2. Peculiar Cases of Water Services Interruptions

Municipality	Province	Household Water services interruptions longer than 2 days (%)
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Karoo Hoogland	Northern Cape	100
Big 5 False Bay (disestablished into Big 5 Hlabisa LM)	KZN	90
Tokologo	Free State	93
Thulamela	Limpopo	90
Elias Motsoaledi	Limpopo	88
Mutale (disestablished & shared between Thulamela and Musina LM)	Limpopo	89
Engcobo (changed name to Dr AB Xuma)	Eastern Cape	89

The Karoo Hoogland case was severe, as no households had access to water for more than two days.

To this end, the Auditor General found that delays in planned capital projects significantly affect the delivery of critical water supply to citizens and place considerable strain on already ageing infrastructure, leaving it exposed to breakdowns and water leakages. This is worsened by failure to prioritise and spend on repairs and maintenance.²¹

The slow pace of providing access to all households and, in many cases decrease in access to water, is directly linked to deteriorating existing infrastructure and lack of new infrastructure. The Gauteng province experienced the worst water cuts due to failing water infrastructure. Rand Water had to cut water supply to enable them to repair major bulk pipelines supplying the key metros.²²

4. FUNDING FOR WATER AND SANITATION INFRASTRUCTURE AND SERVICES

Water services are primarily funded through tariffs and taxes, with some external finance (mainly from local and international financial institutions) in South Africa. These tariffs and taxes are disbursed in the form of grants, mainly from Vote 31: Water and Sanitation; and Vote 3: Cooperative Governance. Table 2 below provides details on these grants. It is worth noting that disaster-related grants have been deliberately omitted, as they are only available when a disaster has struck. A detailed analysis of funding and related matters is provided in Part B of this concept paper.

Table 2 shows that funding for water and sanitation can be grouped into two broad categories, namely capital funding and operational funding, as outlined by the purpose of each grant. Capital funding is used for the construction of new infrastructure or rehabilitation and refurbishment of existing infrastructure. Operational funding is needed for the ongoing operation and maintenance of existing infrastructure. All these grants have an economic component where consumers pay for full services, as well as a social component where consumers are poor and the municipality can only depend on grant funding.

²¹ Auditor General South Africa (2023).

²² Masondo S. (2022).

There are still significant backlogs in access to water supply and sanitation, as well as refurbishment or replacement of ageing infrastructure. Many of these projects fall outside the financial ability of local government and can be regarded as social projects. The total capital required (for new, as well as maintaining and upgrading of existing infrastructure) to meet current backlogs and projected future demand was estimated in 2018 to be R33 billion each year for the next 10 years to achieve water security in South Africa.²³

For example, whilst Johannesburg Water, an entity of the City of Johannesburg, requires R61 billion to replace ageing water infrastructure, including water and sewer pipes, reservoirs, wastewater treatment plants and pump stations, the entity will only manage to raise R8 billion in the next five years. This shortfall almost equals the City's annual budget of around R70 billion. Johannesburg Water has never met the 1.5% renewal rate due to funding limitations over the past ten years.²⁴ This situation is not peculiar to the City of Johannesburg; it is a common feature across the country and even worse in rural municipalities.

It is worth noting that water and sanitation is also funded through borrowing from local and international financial institutions by municipalities, Water Boards, and the Trans Caledon Tunnel Authority (TCTA).

Grant	Vote	Purpose
Municipal Infrastructure Grant (MIG)	3	Provides specific capital finance for basic municipal infrastructure back-logs for poor households, micro enterprises and social institutions serving poor communities.
Regional Bulk Infrastructure Grant (RBIG)	41	<ul style="list-style-type: none"> To develop new, refurbish, upgrade and replace ageing water and waste-water infrastructure of regional significance that connects water resources to infrastructure serving extensive areas across municipal boundaries or large regional bulk infrastructure serving numerous communities over a large area within a municipality. To implement regional Water Conservation and Water Demand Management (WC/WDM) projects or facilitate and contribute to the implementation of local WC/WDM projects that will directly impact on bulk infrastructure requirements.

²³ Department of Water and Sanitation (2019).

²⁴ Masondo (2022).

²⁵ Department of Water and Sanitation (2022).

²⁶ Department of Cooperative Governance (2022).

²⁷ National Treasury (2022).

²⁸ Minister of Finance (2022).

Water Services Infrastructure Grant (WSIG)	41	<ul style="list-style-type: none"> Facilitate the planning and implementation of various water and sanitation projects to accelerate backlog reduction and improve the sustainability of services in prioritised district municipalities, especially in rural municipalities; Provide interim, intermediate water supply that ensures provision of services to identified and prioritised communities, including through spring protection, drilling, testing and equipping of boreholes; Provide on-site sanitation solutions; and Support drought-relief projects in affected municipalities.
Local Government Equitable Share (LGES)	3	Ensure that municipalities can provide basic services and perform the functions allocated to them, such as provision of water, sanitation, electricity, refuse removal and basic municipal administration.

The DWS is in the process of integrating its entities, particularly the Water Trading Entity (WTE) and TCTA to, among others, address the current fragmentation of asset management and revenue collection functions for national water resource infrastructure, which are currently fragmented between the TCTA, the WTE and the Department. The establishment of the National Water Resource Infrastructure Agency (NWRIA) will enable these functions to be integrated into one entity. The Department aims to establish this agency by 2023, as the NWRIA Bill is currently in process for approval by Cabinet and subsequent tabling and passing in Parliament.

5. PROGRESS IN THE DEVELOPMENT AND MAINTENANCE OF WATER INFRASTRUCTURE ACROSS PROVINCES

This section provides an overview of several bulk infrastructure development projects that are in the planning and/or implementation stages across the country.²⁹ It is worth noting that these projects will not completely address the infrastructure backlog, but it is a step towards ensuring water security in South Africa.

Western Cape

- The Department is resuming the raising of the Clanwilliam Dam at a cost of R3.2 billion. The advance infrastructure is complete and work on the dam wall started in April 2022. The due date for completion is 2026. This project will ensure water security in the West Coast area of Cederberg.

²⁹ Department of Water and Sanitation (2022).

- The Department is currently completing the land acquisition process for the Berg River Voelvlei Augmentation Scheme to begin construction with an estimated cost of R1 billion. This project will increase water supply to the City of Cape Town when it is completed.

Eastern Cape

- The Mzimvubu Water Project is aimed at providing water to 750 000 people in the Eastern Cape, at a cost of R25 billion. The designs are 80% complete and the first round of fundraising started in early January 2022 through a Request for Information/quotations.
- The development of Coerney Dam and Nooitgedacht Water Scheme are long-term water supply assurance projects in Nelson Mandela Bay. The projects are at procurement stages for design and construction, at an estimated cost of R1.3 billion.

Gauteng

The Lesotho Highlands Water Project Phase 2 is aimed at ensuring long-term water supply in Gauteng and the Vaal River System. The project is estimated to cost R32 billion and work packages for the Dam, Tunnel and the Bridge are currently at procurement stage. The anticipated completion date is 2027.

Kwazulu Natal

- The uMkhomazi Water Project is aimed at delivering long-term additional water to the eThekweni region at a cost of R23 billion by 2028. The project is at pre-funding stage and construction is expected to start in 2024.
- The upgrade of the Hazelmere Dam is well underway to ensure long-term water supply to eThekweni. The project is due to be completed in the third quarter of 2023, at a cost of approximately R800 million.
- The Tugela Goedertrouw Transfer Scheme to ensure long-term water supply to the industrial area of Richards Bay is 64% complete, with construction resumed in April 2022. The estimated cost of the project is approximately R800 million.

Northern Cape

The Vaal GamaGara Water Supply Scheme is critical to mining and potable water supply in the Northern Cape. Phase 1 is 88% complete at a cost of R 1.4 billion, with Phase 2 starting later in 2022 at a cost of R10 billion.

Limpopo

- The multi-phase Olifants River Water Resources Development Project has been re-sequenced as a public-private partnership with mining companies to fast-track water delivery to everyone in the Sekhukhune and Mkgalakwena municipalities by 2028, at

a cost of R22 billion. The project is at approval stage, with some of the work packages at pre-construction stage and was anticipated to begin in late 2022.

- The Giyani Water Services project has been re-packaged and fast-tracked to deliver water to 55 villages in sequential order from March 2022 until December 2023, at a cost of approximately R4 billion. The project also includes synchronisation with Mopani District Municipality for the provision of reticulation, as the pipelines will be commissioned per village. The project is currently 67% complete. This project is delayed.

Free State

The Gariep-Mangaung pipeline is a long-term water supply project to Mangaung at a cost of R10 billion by 2029. The project is currently at feasibility stage.

Northwest

The Department is urgently upgrading conveyance infrastructure from Molopo Eye to Mafikeng to increase the reliability of water supply. Construction was anticipated to have started in early 2022. The estimated cost of the project is R50 million.

6. GOVERNMENT SUPPORT AND INTERVENTIONS TO ADDRESS WATER AND SANITATION INFRASTRUCTURE CHALLENGES

There is agreement that municipalities' water and sanitation services are in a poor state and deteriorating. Nationally, 5.3 million households do not have access to reliable drinking water; 14.1 million people do not have access to safe sanitation; 56 of wastewater treatment works (WWTWs) and 44% of water treatment works (WTWs) are in poor or critical condition, and 11% are dysfunctional; 46% of municipal water does not generate revenue and 35% is lost through leakages. These problems are mainly due to, among others, poor governance, weak asset management, billing and revenue collection, operations maintenance, and lack of technical skills.³⁰ In light of these observations and the above analysis, the national government, through the Department of Water and Sanitation, intends to intervene as follows:

- Strengthen the role of DWS in supporting and intervening in municipalities where water and sanitation services are failing. This will be done in conjunction with provinces, the Department of Cooperative Governance and Traditional Affairs (CoGTA), National Treasury (NT) and the South African Local Government Association (SALGA) in the spirit of cooperative governance (District Development Model), as prescribed by the Constitution to avoid creating inter-governmental conflicts.
- Strengthen and extend the roles, responsibilities, and capacity of water boards to enable them to support municipalities more and to provide water and sanitation services in instances where municipalities are failing to provide the services.
- Review the geographical boundaries of the water boards to make them more sustainable. This has already started with the disestablishment of Sedibeng Water.

³⁰ Department of Water and Sanitation (2022).

- Increase the involvement of private sector financing and management in municipal water and sanitation services.
- Strengthen regulatory interventions based on the results of monitoring mechanisms such as Blue Drop, Green Drop and No Drop.
- Strengthen the National Norms and Standards (issued in terms of the Water Services Act) and put in place a framework to guide the provision of sanitation services.
- Introduce longer term interventions, such as for example taking over the management of wastewater treatment works from municipalities for a longer prescribed period where there is continued non-compliance with norms and standards.
- More effectively link the allocation of municipal water and sanitation grants to enable support and interventions.
- Use DWS internal construction capacity for rapid deployment to address urgent intervention needs.
- Put in place appropriate financing frameworks and mechanisms for support and interventions.
- Improve coordination and linkages of the interventions made in terms of sections of various legislation.

Some of these measures will start impacting municipal water and sanitation services in the short term (within three months) and others will yield results over the medium term.³¹

7. CONCLUSIONS AND OVERSIGHT AREAS FOR CONSIDERATION BY THE NCOP

South Africa has enacted relevant legislation pertaining to the roll-out of water and sanitation infrastructure and services. For example, the Constitution is explicit insofar as the provision of water and sanitation services are concerned. This is clearly operationalised by the National Water and Water Services Acts, which set out the roles, norms, and standards for the provision of water and sanitation, among other issues. These are also complemented by municipal legislation and strategies. Therefore, the existing legislative framework aimed at enabling the State in the provision of water and sanitation services is adequate. There is, however, a lack of implementation of these legislative imperatives, which contributes to backlogs in access to water and sanitation infrastructure and services.

Further, there is a lack of technical skills to manage, operate and maintain the water and sanitation infrastructure. This results in water losses and water resource contamination by poorly operated and maintained wastewater treatment facilities. There is currently a wastewater-management crisis across the country. The green drop and blue drop assessment outcomes and recommendations are not being implemented by relevant municipalities. The lack of technical skills in municipalities is the single most contributor to the poor performance of water services authorities across the country.

Water and sanitation infrastructure funding is not adequate, as it is currently mainly sourced from the national revenue fund. Failure of municipalities to collect water tariffs contributes to

³¹ Ibid.

water and sanitation infrastructure roll-out backlogs. The inability of communities to pay for water and sanitation services also exacerbates the funding shortfall for water and sanitation services. Lack of public-private partnerships on the funding, operation and maintenance of water and sanitation infrastructure affects the capacity of the State to provide water and sanitation services negatively.

To this end, there is a need to capacitate municipalities with relevant technical skills for optimal operation and maintenance of the provision of water and sanitation infrastructure to ensure sustainable and reliable water supply. Government should strive to implement water and sanitation legislation before trying to amend them since, in most cases, it is not the legislation that is defective but the political will and the technical ability of the officials in Government that is lacking. Public-private partnerships should be encouraged, particularly in areas where communities have the ability to pay for services.

In conclusion, the DWS appears to have a plan to address the water and sanitation infrastructure backlogs. It is therefore recommended that the NCOP holds the Department accountable for this plan by requesting more detailed information on, among others, specific projects, and funding requirements across the provinces. In addition, the establishment of the NWRIA should be fast-tracked so that a clear water and sanitation infrastructure plan for the entire country could be developed and funded appropriately to ensure reliable water infrastructure for sustainable water supply to all communities. Table 3 provides a list of proposed areas for the provincial week activities.

Table 3. Proposed Oversight Schedule – Provincial Week 2023		
Province	Municipality	Project or Issue
Limpopo	Sekhukhune District	Water Supply projects in the entire district
	Mopani District	Giyani Water Services Project
	Vhembe District	Water supply to Musina and Thulamela municipal areas
	Capricorn District	Wastewater Treatment Systems in Polokwane municipal area. Water supply services to Lepelle Nkupi Local municipality
KwaZulu Natal	uMkhanyakude District	Water services supply in the entire district
	Ugu District	Water services supply in the entire district
Eastern Cape	Amathole District	Water services supply in the entire district
	OR Tambo District	Water services supply in the entire district
Mpumalanga	Ehlanzeni District	Water services supply in the entire district (Bushbuckridge, Mbombela and Umjindi)
Northwest	Dr Ruth Segomotsi District	Water services supply in the entire district
	Ngaka Modiri Molema	Water services supply in the entire district
Free State	Thabo Mofutsanyane District	Bucket Toilets Eradication Programme in Nketoane and Setsoto Local Municipalities

Northern Cape	Pixley ka Seme District	Bucket Toilets Eradication Programme in the entire district
	Namakwa District	Water services supply in the Karoo Hoogland municipality

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2. MUNICIPAL ROAD INFRASTRUCTURE

1. INTRODUCTION³²

One of the most important and valuable infrastructure assets that affect every citizen, is a country's road network. Citizen expectations of infrastructure service delivery varies for several reasons. To many people, the provision of decent housing, sanitation and electricity is the most important issue. Conversely, to others, timeous collection of refuse and the cleansing of streets is their main concern, whilst to many citizens the provision of well-managed health services is the overriding subject. All these topics are, obviously, of significant importance and all require substantial government funding.

Despite the importance of the road network to a nation's economic well-being, maintenance funding is often inhibited in favour of greater investment in perceivably more important infrastructure types. With constrained (and often inadequate) budgets, the undertaking of optimised cost-effective and appropriate road maintenance of even a minor road network is challenged without some form of road maintenance management plan.³³ For larger networks, this task becomes even more difficult.

Ad hoc road maintenance on a reactive basis is not only inefficient in terms of cost, it often results in premature failure due to incorrect remedial intervention. It also creates a perception of inadequate service delivery, and the risk of creating road infrastructure maintenance backlogs.

During the first decades of the 21st century, and despite the lack of financing and the severe criticism from environmentalists, road networks expanded globally.³⁴ The expansion of road infrastructure and related transportation activities offer job opportunities, social welfare, and economic growth. Given the scale and the pace of expansion, it is estimated that this trend will produce about 25 million kilometres (km) of new roads by 2050, most of them in developing countries.³⁵

It is widely recognised that an operational road network is a key leverage to inclusive economic growth and poverty alleviation. This role is reflected in the 2030 Sustainable Development Goals (SDGs), which set targets for improving the ability to access transportation and developing the quality, reliability, safety, sustainability and resilience of roads, bridges, and other infrastructure.³⁶

This brief provides an overview of the state of municipal road infrastructure in South Africa. Broadly, it focuses on four areas. Firstly, it provides an overview and status (including the policy and legal framework at a municipal level) of municipal road infrastructure. Secondly, it

³² Researcher: Dr Sifiso Eric Ngesi

³³ Tetley *et al* (2022).

³⁴ Mouratidis (2020).

³⁵ Ibid.

³⁶ Ibid.

explores challenges facing municipal road infrastructure. Thirdly, it gives a broad overview of the progress made on the building of new, and the maintenance of existing infrastructure. Finally, it highlights suggested areas for oversight.

2. OVERVIEW AND CURRENT STATUS

2.1 Legislative and Policy Framework

The Constitution of the Republic of South Africa, 1996 (the Constitution), assigns different roles and responsibilities to the three spheres of Government, namely, national, provincial, and local pertaining to road infrastructure.³⁷ The responsible authority manages all planning, design, construction, operation, maintenance, and rehabilitation of roads under its control.³⁸

The three spheres are inter-related and inter-dependent, and each has the power to legislate in its area of competence. Transport is a concurrent function. Schedule 4 Part A and B of the Constitution assigns road transport as a functional area over which National, Provincial and Local Government have a concurrent jurisdiction.

Section 156 (Part B Schedule 4 and Part B Schedule 5) of the Constitution, as well as section 84 of the Municipal Structures Act (No. 117 of 1998), assign responsibility for municipal roads to local municipalities. To finance the provision of services, local municipalities are empowered to levy property rates, user-fees, and service charges (e.g., for water, electricity, and sanitation) in terms of section 229 of the Constitution.³⁹ In addition to these own revenue sources, local municipalities are also entitled to an “equitable share” of revenue collected nationally. The Minister of Finance annually distributes a formula-based equitable share allocation amongst the 257 municipalities. This process takes place, in consultation with the Financial and Fiscal Commission (FFC).⁴⁰

Local municipalities are also funded through conditional grants from various national government departments. Conditional grants are earmarked for a particular purpose and municipalities have no discretion in how they are spent.⁴¹ From a transport perspective, municipalities receive the Public Transport Network Grant (PTNG) from the Department of Transport. The objective of the PTNG, as set out by the Division of Revenue Act (DORA) (No. 5 of 2022), is to “provide funding for accelerated construction and improvement of public and non-motorised transport infrastructure that form part of a municipal integrated public transport network (IPTN)”.⁴² The grant is also intended to “support the planning, regulation, control, management and operations of fiscally and financially sustainable municipal public transport network services”.⁴³

These conditional grants are mainly capital for infrastructure, but there are also operational conditional grants for capacity building. Both the equitable share allocations and the

³⁷ The Constitution of the Republic of South Africa, 1996.

³⁸ Ross D and Thownshend (2019).

³⁹ Ajam *et al* (2021).

⁴⁰ Section 214 of the Constitution.

⁴¹ Ajam *et al*, *ibid*.

⁴² National Treasury (2022).

⁴³ *Ibid*.

conditional grants are reflected annually in the DORA, which is tabled simultaneously with the national budget. The largest capital grant is the Municipal Infrastructure Grant (MIG) which funds provision of infrastructure for basic services, **roads** and social infrastructure for indigent households in all non-metropolitan municipalities.⁴⁴ MIG allocations are according to a formula, with vertical and horizontal divisions. The vertical allocations occur across sectors such as basic residential infrastructure, for example, water supply and sanitation, **roads** and other services.⁴⁵ The horizontal division takes account levels of poverty, backlogs, and municipal powers and functions in allocating funds to municipalities.

Aside from the Municipal Structures Act (No. 117 of 1998), a range of other legislation impacting on municipalities have been reviewed or enacted since 1994, including, but not limited to the following:⁴⁶

- Local Government: Municipal Demarcation Act (No. 27 of 1998);
- Local Government: Municipal Systems Act (No. 32 of 2000),
- Local Government: Municipal Finance Management Act (No. 56 of 2003) (MFMA); and
- Local Government: Municipal Property Rates Act (No. 6 of 2004).

These laws form the foundation of the contemporary local government system, embodying the critical package of local government policy reform. The laws are aimed at making municipalities more accountable, financially sustainable, and capable of delivering essential services to their communities.⁴⁷

2.2 Current Status

South Africa’s road network stretches approximately 750 000 km, and is said to be the eleventh longest globally.⁴⁸ Its jurisdiction is divided as follow:⁴⁹

- Primary intercity, with economic roads mainly managed by the South African National Roads Agency Limited (SANRAL) on behalf of the Department of Transport.
- The secondary and tertiary intercity network, primary access and mobility roads, largely managed by the nine provincial transport department.
- The urban and rural municipal roads managed by local authorities.

The table below provides an overview of the breakdown of the country’s road network in kilometres.

Table 1: South Africa’s Road Network

Authority	Paved	Gravel	Total
SANRAL	23 512	0	23 512
9 Provinces	47 348	226 273	273 621
8 Metros	51 682	14 461	66 143

⁴⁴ Ibid.

⁴⁵ Ajam *et al*, Ibid.

⁴⁶ Wall (2007).

⁴⁷ Ibid.

⁴⁸ South African Institution of Civil Engineering (2022).

⁴⁹ Ibid.

Authority	Paved	Gravel	Total
Municipalities	37 691	219 223	256 914
Sub-total	158 124	459 957	618 081
Un-proclaimed ⁵⁰ (estimate)		131 919	131 919
Estimated Total	158 124	591 876	750 000

(Sources: South African Institution of Civil Engineering (2022) & Futshane (2023).

The preservation of this valuable national asset should therefore be a national priority and the neglect thereof is something the country can ill-afford. Systematic road maintenance programmes are therefore an essential operational function of all road authorities.⁵¹

3. SECTOR CHALLENGES

South Africa faces many developmental challenges, including but not limited to, infrastructure bottlenecks, and economic and social challenges such as unemployment, poverty, and inequality. Since the road network is one of the key levers for economic growth, road infrastructure could potentially deliver a higher economic return on investment than any single other type of infrastructure.⁵²

Road transport is key to the national economy, but various challenges inhibit its enhanced contribution to economic and developmental objectives. For example, increased road traffic, low levels of investment, and poor maintenance have resulted in higher transportation costs and related bottlenecks.⁵³ Poor road safety levels on the country's roads, particularly for non-motorised transport (NMT) users, exacerbate higher transportation costs.

There is an obvious, but often overlooked, reason for efficient and effective road maintenance that can be analogised with that of owning a motor vehicle. If the vehicle is serviced regularly and repaired correctly, it offers sustained and (usually) trouble-free motoring (i.e., service delivery). If the services are carried out on an ad hoc basis and repairs undertaken incorrectly, the vehicle will, in all probability, be prone to frequent breakdown and will eventually be in such a poor condition that it must be scrapped.

The aforementioned analogy can be applied to the road network. Given timeous and appropriate routine and periodic maintenance, the road will provide an acceptable level of service until such time that it reaches its design life – many roads actually exceed this point significantly before requiring major structural repairs.⁵⁴ If roads are not adequately maintained, they fail prematurely and, like the motor car, they will require reconstruction long before they should, i.e., they are “scrapped”.

⁵⁰ II that have not been formally classified as the responsibility of any sphere of government. This means that authorities are not able to legally spend public funds on these roads, and thus they are in a very poor condition unless they are privately maintained.

⁵¹ Southern African Bitumen Association (n.d.).

⁵² Department of Transport (2018).

⁵³ Ibid.

⁵⁴ Tetley *et al* (2022).

On a national scale, the replacement value of the 750 000 km of South Africa's road network is estimated at R2 trillion, with the surfaced road network of approximately 160 000 km being estimated to account for +/- R1.1 trillion of the total replacement cost.⁵⁵ **This is arguably the highest single asset value that the country is responsible for, but likely receives the lowest funding allocation in relation to its actual value.**⁵⁶

The allocation of routine and periodic road maintenance funding is, routinely insufficient to address actual needs and preserve the road network in an acceptable condition. The consequence of under-funding is an expanding backlog of maintenance and an exponentially increasing budget deficit. The former Minister of Transport, Fikile Mbalula, contended that the 2022 road maintenance backlog for surfaced roads stood at approximately R200 billion.⁵⁷ Given that this figure would be required for only 20% of the nation's paved roads in poor condition, the actual backlog is likely to be much higher.⁵⁸

Until investment in road infrastructure reaches equilibrium with maintenance requirements, there can arguably not be any improvement in the condition of the road network. Until such time, acceptable service delivery in this intrinsic sphere of public responsibility will not be realized.

Some of the challenges besetting the municipal road infrastructure include the following:⁵⁹

- Government has **limited funds from the national fiscus** to meet the road maintenance burden. Moreover, there is the increased demand for expansion of the road network, due to increased number of vehicles and new, rapidly expanding towns and cities. This leads to road congestion, higher vehicle operating costs, and a reduced level of service across extensive portions of the road network.⁶⁰
- The **2022 floods that hit KwaZulu-Natal and the Eastern Cape** resulted in, inter alia, the destruction of municipal road infrastructure. Raging water washed away bridges and collapsed roads. Although Government "successfully provided rebuilding phases, the response [had] been slow".⁶¹ This disaster revealed the pre-existing weaknesses in inter-governmental processes and coordination.⁶²
- The **bulk of all freight is conveyed by road**, which contributes to poor road safety. Excessive freight volumes on roads further compound the road maintenance backlog. Overloading remains a challenge and existing law enforcement strategies are ineffective and therefore unable to arrest the negative impact of overloaded vehicles on the road network.⁶³
- The allocation for **routine and periodic road maintenance funding is routinely inadequate** for addressing the actual needs and preserve the road network in an

⁵⁵ Ibid.

⁵⁶ Ibid.

⁵⁷ Ibid.

⁵⁸ Ibid.

⁵⁹ Department of Transport (2018); South African Civil Engineering (2022); Southern African Bitumen Association (n.d.); and Mouratidis (2020).

⁶⁰ Department of Transport (2018).

⁶¹ Auditor-General of South Africa (2022).

⁶² Ibid.

⁶³ Ibid.

acceptable condition. The consequence of under-funding is an expanding backlog of maintenance and an exponentially increasing budget deficit.⁶⁴

- The poor standard of many municipal roads is a concern and the road maintenance backlog increase on an annual basis, translating into **potholes**, among other challenges. There appears to be no consensus on the exact number of potholes affecting the country's roads, although in February 2023 SANRAL clarified that widely circulating estimates of 25 million potholes is likely improbable and unlikely.⁶⁵ given the length of tarred road surface available.
- All these challenges are compounded by limited funding, as well as a reduced focus on maintenance and **limited technical skills** in the public sector. Many municipalities lack the skills, capacity, and funding to efficiently manage local road networks.⁶⁶ The importance of skills and experience in each phase of the project process cannot be over-emphasised, nor the need for systems to assess and record road conditions, as well as construction and maintenance work required and implemented.
- Municipal road authorities' **data is considered "comparatively scarce and too incomplete"** to enable general conclusions to be drawn, other than to infer that they are not sufficiently informed of the condition of their roads and would, consequently be unlikely to manage these assets in a satisfactory manner.⁶⁷ It may be that the last condition assessment was done some years previously, and/or that a condition assessment was done on only a portion of the network. Only **a minority of authorities maintain a pavement management system**.⁶⁸ However, the knowledge of the condition of their road systems, together with knowledge of the usage of the system, is essential for prioritisation of expenditure.
- There is **no reliable database** on the distances and ownerships of roads. Comparison between information sources reveals apparent duplication of ownership, sections of road with recorded ownership, and other discrepancies.⁶⁹
- There are **variations in the ways that road authorities report expenditure**. A uniform reporting system should be developed.⁷⁰
- Since the early 2000s, genuine concerns have been raised about **adapting road infrastructure to extreme climate events** in most industrialised countries. To date, despite the scientific elaboration of risk assessment methods and suitable engineering measures, climate-related risks have not been efficiently confronted or reduced. There is a need for alternative and more effective measures, as well as sufficient financial resources.⁷¹
- Multiple industries, and most workforces, are **dependent on municipal roads for access to essential services**, transportation of goods, and the movement of workers. Poor road maintenance limits this access and increases carbon emissions by causing uneconomical driving, frequent road closures and increases the risk of road incidents.⁷²
- The 2021 findings of the study conducted by the Parliamentary Budget Office (PBO) on the expenditure on the PTNG found that although the municipalities that received the grant

⁶⁴ Tetley *et al*, *ibid*.

⁶⁵ SANRAL (2023).

⁶⁶ South African Civil Engineering (2022), *ibid*.

⁶⁷ Southern African Civil Engineering, *ibid*.

⁶⁸ *Ibid*.

⁶⁹ *Ibid*.

⁷⁰ *Ibid*.

⁷¹ Mouratidis, *ibid*.

⁷² Leafy Space (n.d.).

were making progress on the provision of the network infrastructure component, there was **no reporting on the progress made in the provision of the network operations component**, which should include reporting on:⁷³

- Number of average weekday passenger trips carried on PTNG funded networks;
- Number and percentage of municipal households within a 500m walk to an Integrated Public Transport Network (IPTN) station or stop that has a minimum peak period frequency of 15 minutes or better;
- Percentage uptime for network operating systems as a proportion of the network's public operating hours; and
- Passengers per network vehicle per average weekday

4. PROGRESS ON THE BUILDING OF NEW AND MAINTENANCE OF EXISTING INFRASTRUCTURE

This section provides a snapshot of some municipal road infrastructure projects that are either new, undergoing rehabilitation or being upgraded in the select provinces.⁷⁴ The focus is on the three major metros due to the unavailability of data on some of the country's municipalities at the time of conducting research.

4.1 KwaZulu-Natal

4.1.1 New Infrastructure

Like all other South Africa's provinces, KwaZulu-Natal has to strike a balance between the construction of the new road infrastructure, as well as the urgent need to preserve and improve the condition of the existing one. It is against this backdrop that in 2022/23, the province made the following budget allocations for the construction of new road infrastructure projects in the following municipalities:⁷⁵

Table 2: KwaZulu-Natal: New Infrastructure

Municipality	Budget R million
EThekweni	R18 million
Ugu	R10 million
UMgungundlovu	R62 million
UThukela	R21 million
UMzinyathi	R55 million
Amajuba	R24 million
Zululand	R85 million
UMkakhanyakude	R19 million
ILembe	R44 million
King Cetshwayo	R27 million
Harry Gwala	R46 million

⁷³ Sekatane (2021).

⁷⁴ The criteria used in selecting the provinces was the availability of data at the time of writing the research brief.

⁷⁵ Daily News (2022).

Municipality	Budget R million
Total	R411 million

(Source: Daily News (2022)).

Given the 2022 April floods that battered the province's road infrastructure, it is hoped that the construction of the new infrastructure has taken cognisance of the climate change challenges. Moreover, investment in new technologies or methodologies to mitigate future occurrences should have been embedded in the construction methods.

4.1.2 Projects for Rehabilitation

The damage to the road infrastructure of the City of eThekweni due to the April 2022 floods was estimated at R6.5 billion.⁷⁶ The City reported that it had undertaken 600 projects which included rehabilitation and re-gravelling of access roads that fall under its jurisdiction in rural and township communities.⁷⁷ Some of the projects that were earmarked for rehabilitation or upgrade in KwaZulu-Natal municipalities are stated in the tables below.

Table 3: KwaZulu-Natal: Projects for Rehabilitation

Municipality	Budget R million
EThekweni	R178 million
Ugu	R260 million
UMgungundlovu	R266 million
UThukela	R132 million
UMzinyathi	R297 million
Amajuba	R16 million
Zululand	R146 million
UMkhanyakude	R133 million
ILembe	R52 million
King Cetshwayo	R213 million
Harry Gwala	R292 million
Total	Approximately R2 billion

(Source: Daily News (2022)).

4.1.3 Projects for Upgrade

Table 4: KwaZulu-Natal Projects for Upgrade

Municipality	Budget R million
EThekweni	R121 million
Ugu	R139.9 million
UMgungundlovu	R246 million
UThukela	R143 million
UMzinyathi	R132 million

⁷⁶ Mercury (2023).

⁷⁷ Ibid.

Municipality	Budget R million
Amajuba	R42 million
Zululand	R161 million
UMkhanyakude	R31 million
ILembe	R75 million
King Cetshwayo	R152 million
Harry Gwala	R170 million
Total	R1.3 billion

(Source: Daily News (2022)).

4.2 Western Cape

In response to increased reliance on road-based public infrastructure, the City of Cape Town has developed several programmes related to bulk infrastructure, including:⁷⁸

2.1 The Congestion Relief Programme

This programme includes 14 projects, six (6) of which relate to new infrastructure builds, while the remaining 8 are expansions of existing infrastructure.⁷⁹ These programmes are intended to relieve congestion on the City's main road networks. As of 2021/22, two projects had commenced with construction.⁸⁰

2.2 Maintenance of Roads under the City's Jurisdiction

The Roads Maintenance Programme focuses on the overall maintenance and rehabilitation of the City's road network. Projects include rehabilitation, resurfacing, resealing, patching and minor base repairs, and are funded from the operating budget.⁸¹ The portfolio of road construction and upgrade projects will continue to provide relief from congestion, support major land development projects, and facilitate non-motorised transport.

2.3 Programmes Aimed at Operations, Non-Motorised Transport, Safety, and Transport Systems Management

Planned capital spending on rehabilitation and refurbishment projects is concentrated in the period between 2024 and 2028. The majority of projects relate to road rehabilitation (49%) and metro road reconstruction (39%), which is in line with the City's Urban Mobility strategic objectives.⁸² Planned road rehabilitation projects span a 10-year period, in line with the need to consistently address the road rehabilitation backlog. Planned metro road reconstruction projects are aimed at addressing R450 million in backlogs.⁸³ The top five projects in terms of

⁷⁸ City of Cape Town (2022).

⁷⁹ Ibid.

⁸⁰ Ibid.

⁸¹ Ibid.

⁸² Ibid.

⁸³ Ibid.

planned spending on rehabilitation are: Broadlands Drive, Jakes Gerwel Drive, and roads located in Simon's Town, Delft, and Swartklip.⁸⁴

4.3 Gauteng

The City of Tshwane's was allocated a total capital and operational budget of R2.4 billion in 2023/24 to, amongst others, provide an integrated public transport network and maintain road infrastructure.⁸⁵ The capital budget for the current financial year is mainly sourced from grants, with a conservative level of expenditure from the City's own revenue sources. During the previous financial year, the capital budget focussed on contractually bound projects, with a proven status of readiness to implement and address strategic priorities.

The City of Tshwane has partnered with the Gauteng Department of Roads and Transport to invest in the upgrading of the Garsfontein Road. This upgrade will result in key benefits such as increased time-savings and productivity, as well as environmental benefits.⁸⁶ It is estimated that productivity will likely increase by R15.4 million per annum or about R308 million over a 20-year period.⁸⁷ The City argues that it implies a direct benefit to Tshwane's economy through savings in travel time. The project costs will be shared between the City of Tshwane and the Gauteng Department of Roads and Transport in a 40% and 60% ratio, respectively.⁸⁸

The extent to which residents can exploit economic opportunities is reliant on how easily they can move around their cities. When individual movement is constrained, access to economic opportunities is limited. In this regard, it is maintained that the City of Tshwane will continue to prioritise investments in road maintenance interventions to ensure that its infrastructure meets the highest standards of safety operations and efficiency.

5. SUGGESTED ISSUES FOR OVERSIGHT

- In August 2022, the National Department of Transport launched the national campaign to fix potholes, dubbed **Operation Vala Zonke**. SANRAL was appointed as the coordinating agency to spearhead the campaign, which includes the harmonisation of all data and information on potholes and providing the technology and technical knowledge to ensure quality delivery on the campaign.⁸⁹ However, it is reported that there are challenges in obtaining data from the other roads authorities. It is unclear to what extent municipalities are participating in the campaign with respect to fixing potholes in their jurisdictions, and sharing relevant data with SANRAL to ensure an updated and reliable database is available.
- In an endeavour to respond to the findings by the Auditor-General of South Africa on how Government had responded to the **2022 floods in KwaZulu-Natal and the Eastern Cape**, the preparedness of inter-governmental activities should be at the core of responding to natural disasters. Inter-governmental processes and coordination to avoid failure in the

⁸⁴ Ibid.

⁸⁵ Berlinton (2023).

⁸⁶ Ibid.

⁸⁷ Ibid.

⁸⁸ Ibid.

⁸⁹ SANRAL (2023).

infrastructure rebuilding phase should be strengthened. In addition, a mechanism should be put in place to address how infrastructure is funded after an adverse event.

- The availability of **reliable of rail infrastructure for the movement of long-haul freight may assist in mitigating the deterioration of municipal road infrastructure**. There should be an engagement with Transnet so that it invests in its infrastructure. Given the inadequate Government resources for infrastructure funding and competing priorities, Transnet should collaborate with the private sector. This is in line with the White Paper on Rail Policy, 2022, that proposes “private sector participation where government cannot and should not invest, or where it demonstrates superior value for money”.⁹⁰ This will ensure that there are fewer trucks on the roads, because not only does this leads to congestion, but it contributes to increased carbon emissions. In addition, the movement of goods and heavy-duty vehicles from road to rail would result in fewer road accidents and the improvement in the quality of road maintenance.⁹¹
- There is a need for municipalities to **build and sustain capacity in road infrastructure** through the development and training of personnel to perform the requisite maintenance. This should be coupled with adequate and dedicated funding for infrastructure maintenance.
- A reliable **database for the ownership of the road network** should be developed to ensure that there is accountability and that there are no un-proclaimed roads.
- Municipalities’ **knowledge of the condition of their road systems, together with knowledge of the usage of the system**, is essential for the prioritisation of expenditure. For example, it is standard practice to ensure that roads that are more important to the economy are prioritised for maintenance.⁹² Conversely, a particular road may carry a very low volume of traffic, but serves as the only link for otherwise isolated communities. It can be argued that more attention should be paid to this road than its count of low vehicle-kilometres driven would suggest.
- A **uniform reporting system on municipal road infrastructure** expenditure should be developed so that reliable, up-to-date, and consistent data is available to inform municipal planning and maintenance.
- Municipalities should ensure that **methodologies for road construction and maintenance are adapted to prevailing climate change considerations**.
- Municipalities should strive to ensure that a balancing act is made pertaining to **periodic and routine maintenance of their road infrastructure**.

6. CONCLUSION

Generally, municipal road maintenance in South Africa is not of an acceptable standard either in its management or physical implementation. It can therefore be argued that a paradigm shift is required on the subject of routine and periodic road maintenance service delivery. The perceived poor condition of the country’s municipal road network is a direct consequence of the reactive maintenance practices that seem to be the norm, bar by SANRAL and some provinces and metros. Should the status quo not be radically and urgently improved, the current situation, will be exacerbated at an exponential rate until the country’s road network reaches a point of no return, with the associated disastrous consequences.

⁹⁰ Department of Transport (2022).

⁹¹ Sinxo (2022).

⁹² South African Institution of Civil Engineering (2022).

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3. SOLID WASTE MANAGEMENT

1. INTRODUCTION⁹³

The purpose of this brief is to provide Members of Parliament with an overview of solid waste management in South Africa, as part of the focus areas of the planned Provincial Week programme during July 2023.

For the purposes of this brief, “solid waste” refers to municipal solid waste and does not include other forms of waste (such as hazardous or toxic waste, sanitary waste, medical waste, industrial or construction waste and commercial waste).

In addition to the legislation outlined in this brief, various additional sector-specific regulatory requirements may apply to these other forms of waste, including, for example, the National Water Act (No. 36 of 1998), the Hazardous Substances Act (No.15 of 1973), the Occupation and Safety Act (No. 85 of 1993) and the National Health Act (No. 63 of 1977), as amended.

2. A BRIEF INTRODUCTION TO SOLID WASTE MANAGEMENT LEGISLATION, STRATEGIES AND MANDATES

All three spheres of government have specific responsibilities in relation to solid waste management. Section 156 of the Constitution of the Republic of South Africa (1996) (hereafter referred to as “the Constitution”), read together with Schedule 5, provides local government with executive authority over the functions of cleansing, refuse removal, refuse dumps and solid waste disposal.⁹⁴

Furthermore, the core business and mandate of the Department of Forestry, Fisheries and Environment (hereafter referred to as “the DFFE”) is derived from Section 24 of the Constitution (also referred to as the “Environmental Right”), which includes the requirement for implementing reasonable legislative and other measures that prevent pollution and ecological degradation and to secure ecologically sustainable development and use of natural resources, while promoting justifiable economic and social development.⁹⁵

Apart from the framework environmental Act in South Africa (the National Environmental Management Act (NEMA) (No. 107 of 1998), as amended), South Africa has a sector-specific Act and White paper in relation to solid waste management⁹⁶:

- **The National Environmental Management: Waste Act (NEMWA)** (No. 59 of 2008), reforms the law regulating waste management to protect health and the environment by providing reasonable measures to prevent pollution. It therefore provides national norms and standards to regulate the management of waste by all spheres of government and provides for the licensing and control of waste management activities.
 - The NEMWA requires all spheres of government to develop **Integrated Waste Management Plans (IWMPs)** and municipalities are required to incorporate

⁹³ Researcher: Jeanie Le Roux

⁹⁴ SAWIC (2012).

⁹⁵ DFFE (2023).

⁹⁶ Ibid.

their IWMPs into their Integrated Development Plans (IDPs). The NEMWA also requires annual performance reports in relation to the implementation of IWMPs in municipalities.

- **The White Paper on Integrated Pollution and Waste Management (2000)** serves as South Africa's policy on pollution prevention, waste minimisation, impact management and remediation.

South Africa further developed its **National Waste Management Strategy (NWMS)** in terms of Section 6 of the NEMWA. It is based on the principles of a circular economy and the revised NWMS was gazetted for implementation in 2021.⁹⁷ (The first NWMS was published in 1999).⁹⁸

The NWMS is focused on minimising the amount of waste generated to unlock economic opportunities. This is primarily achieved by promoting recycling through various beneficiation initiatives.⁹⁹

Some of the key themes and goals of the NWMS are¹⁰⁰:

- **Waste minimisation:** to divert 45% of waste from landfill sites within five years, 55% within ten years, 70% within 15 years and eventually reaching a scenario where no waste ends up at a landfill.
- **Effective and sustainable waste services:** to enable all South Africans to live in clean communities with well managed and financially sustainable waste services.
- **Compliance, Enforcement and Awareness:** Mainstreaming waste awareness and fostering a culture of compliance and no tolerance for pollution, littering and illegal dumping.

The **Municipal Systems Act (MSA)** (No. 32 of 2000) requires municipalities to ensure that all members of the community have access to at least the minimum level of basic services and that such services are equitable and financially and environmentally sustainable.¹⁰¹

The **Municipal Finance Management Act (MFMA)** (No. 56 of 2003) provides the overall financial framework for municipalities to manage their budgets and establish tariffs and revenue. It therefore means that municipalities need to have a sound understanding of all costs associated with its solid waste services, that reasonable and realistic tariffs are set and that revenue collection is performed adequately. The Integrated Development Plan (IDP) process further provides a municipality with the opportunity for formally linking municipal expenditure, income (including tariffs) and performance.¹⁰²

The historic under-pricing of waste services in many municipalities generally discouraged waste minimisation by households and other waste generators. Inadequacies in municipal solid waste tariff setting contributed to the challenge. The **Municipal Solid Waste Tariff Strategy** was therefore developed in 2012 to provide a framework for municipalities to set

⁹⁷ PMG (2022).

⁹⁸ DFFE (2023).

⁹⁹ DFFE (2023a).

¹⁰⁰ PMG (2022).

¹⁰¹ SAWIC (2012).

¹⁰² Ibid.

waste tariffs that are in line with the NWMS. It is supported by guidelines for municipalities on how to implement the Solid Waste Tariff Strategy, as well as a broad tariff-setting model and the introduction of cost-recovery tariffs to enable municipalities to fund the “maintenance, renewal and expansion of solid waste infrastructure.”¹⁰³

The **National Domestic Waste Collection Standards** set solid waste services standards for uniform application across South Africa, while the **National Policy for the Provision of Basic Refuse Removals for Indigent Households** incorporates basic solid waste services into the bundle of basic free services. It ensures the right to access basic solid waste services for households who cannot afford them.¹⁰⁴

Municipalities often contract private firms to perform refuse removal services and to manage disposal sites.¹⁰⁵

Below is a summary of some of the key mandates and roles of national, provincial and local government in relation to waste management¹⁰⁶.

Sphere of government	Role/Mandate
National	<ul style="list-style-type: none"> • Identify products for extended producer responsibility; • Develop regulations, norms and standards, including the NWMS, the guidelines for the integration of waste pickers and the Waste Recycling Enterprise Support Programme; • Preparing an IWMP for South Africa along the principles of reduce, re-use, recycle and recover; and • Licensing hazardous waste facilities.
Provincial	<ul style="list-style-type: none"> • Prepare IWMPs and reporting on their implementation; • Set provincial norms and standards and to designate waste management officers; and • Act as licensing authorities for municipal solid waste facilities and the environmental inspectorate in relation to regulated provincial aspects of NEMWA.
Local	<ul style="list-style-type: none"> • Preparing IWMPs in municipalities and reporting on their implementation; • Integrating IWMPs in their IDPs and providing services at an affordable price and in line with the Municipal Systems Act; • Passing by-laws on waste services to regulate the removal, storage and disposal of waste, as well as designating a waste management officer; and • Providing receptacles for recyclable waste and enforcing by-laws on pollution and waste.

3. SOLID WASTE MANAGEMENT IN SOUTH AFRICAN MUNICIPALITIES

¹⁰³ SAWIC (2012).

¹⁰⁴ Ibid.

¹⁰⁵ Ibid.

¹⁰⁶ SAWIC (2012).

In South Africa, waste collection is predominantly performed by conventional motorised collection vehicle-based systems (through specialised waste collection trucks – often with compactors - and workers who empty refuse bins into the truck). Communal collection is often common in areas without formal refuse removal services and, to a lesser extent, labour-intensive and non-motorised collection in non-urban areas.¹⁰⁷

General waste treatment and disposal services in South Africa are mostly performed through disposal of untreated waste at landfill sites, with limited incineration and composting, and some recycling activities. The reason for the prevalence of landfill sites as a primary waste disposal method, is due to the relative availability of land (to a lesser extent in some urban areas), as well as it being the lowest cost disposal option. However, when waste disposal at landfill sites is carried out in compliance with the NEMWA **National Norms and Standards for Disposal of Waste to Landfill** (2013), and when the cost of environmental impacts and externalities are included in the calculation, the overall costs rise sharply, with increasing viability of waste minimisation processes. South Africa is generally committed to a trajectory of focusing more on waste minimisation to divert waste from landfill sites.¹⁰⁸

The NEMWA requires all landfill sites to be licensed and that unlicensed facilities comply with licensing requirements, or otherwise be closed.¹⁰⁹ The DFFE's **Minimum Requirements for Waste Disposal by Landfill** together with the license conditions and specifications, provide for the required standards and ensure regulation of ancillary infrastructure at landfill sites, including weigh bridges and compactors, for example.¹¹⁰

Some local municipalities have piloted waste-to-energy projects, where energy is generated from waste biomass. A variety of thermal technologies are available for this purpose and include combustion, gasification and pyrolysis. Landfill gas (mostly methane – also referred to as “biogas”) also provides an opportunity for energy generation at a smaller and more localised scale. The National Domestic Waste Collection Standards allow for on-site disposal in appropriate low-density settlements, but still require that these facilities be monitored and regulated and that costs incurred through disposal activities be considered in tariff calculations.¹¹¹

As a result of population growth, urbanization and income growth, waste generation has increased in urban areas, with growing pressures placed on local governments for service delivery and waste management infrastructure (including landfills).¹¹²

3.1. SOLID WASTE MANAGEMENT IN SOUTH AFRICA: KEY CHALLENGES

Some of the major challenges identified by the DFFE in relation to solid waste management include a lack of acceptable waste collection or management services in many areas across the country, a need for improved data collection, improved reporting on waste volumes and

¹⁰⁷ SAWIC (2012).

¹⁰⁸ Ibid.

¹⁰⁹ Ibid.

¹¹⁰ SAWIC (2018).

¹¹¹ SAWIC (2012).

¹¹² UNEP (2020).

the need to ensure management of increasing waste volumes. Furthermore, the licensing status of landfill sites requires urgent attention, as well as improved compliance and enforcement of license conditions at existing landfill sites.¹¹³

One of the fundamental challenges is the large proportion of municipalities that lack the capacity, infrastructure and ability to ensure waste collection and the proper management of waste and landfill sites in accordance with legal requirements. This is also evidenced by the large number of municipalities placed under administration. Poor collection services, illegal dumping of waste, littering, unlicensed solid waste management facilities, poor waste data management and a lack of compliance and enforcement of existing regulations, create challenges in various communities across South Africa. Improper solid waste management also poses a health risk to affected communities.¹¹⁴

Another key challenge experienced by local governments is the historic and increasing culture of non-payment for municipal services, rates and taxes. In addition, several municipalities also struggle with the effective administration of municipal bills, having inaccurate and inconsistent billing systems, and failing to facilitate effective revenue collection. These issues are further exacerbated by residents illegally gaining access to municipal services (such as illegal water or electricity connections). Other reasons for non-payment include residents refusing to pay for municipal services as an act of protest against the perceived mismanagement of municipal funds. Some prime examples of the outcome of these combined challenges include overall poor service delivery and the large amounts of debt owed to water boards and ESKOM by municipalities.¹¹⁵

A study commissioned by the United Nations' Environment Programme, in collaboration with the DFFE, the Centre for Scientific and Industrial Research (CSIR) and other stakeholders, compiled a report in 2020 on the challenges of municipal waste management services in South Africa. Overall, it found that there are four main areas where municipalities face challenges, namely financial management, equipment management, labour management and institutional behaviour. These challenges are visible through the ineffective utilisation of municipal resources, non-compliance with environmental legislation, no or poor levels of service delivery and potential environmental and human health impacts.¹¹⁶

Furthermore, legal requirements for municipalities to provide refuse removal services have evolved and expanded over recent years, with municipalities often referring to "unfunded mandates" that were added through the implementation of the NEMWA. Overlapping functions of district and local municipalities often result in a lack of accountability, exacerbating solid waste management challenges in smaller municipalities. The following information from the UNEP report is based on data and information contained in municipal Integrated Waste Management Plans and reports from municipalities that formed part of the Waste Flagship Project at the time.¹¹⁷

3.1.1. Financial Challenges

¹¹³ DFFE (2023).

¹¹⁴ Nyika et al (2020).

¹¹⁵ Pathi & Selepe (2022).

¹¹⁶ UNEP (2020).

¹¹⁷ Ibid.

Especially in urban municipalities, solid waste management is often one of the largest budgetary items in the municipal budget. It is estimated that between 20% and 50% of annual municipal budgets is often spent on solid waste management, of which between 50% and 90% is attributed to waste collection alone, although the costs associated with waste removal services vary significantly between municipalities.¹¹⁸

Since municipalities set tariffs for waste management services, including collections, city cleansing and disposal fees, theoretically, these costs should be recovered to fund ongoing municipal services in the waste sector. The non-payment of waste services by residents therefore has a significant impact on the municipality's ability to deliver services, while it is also required to provide services to indigent households free of charge. Furthermore, municipal solid waste services are mostly underpriced and therefore inadequate to cover the cost of delivering the service. Most municipalities allocate less money than what is needed for waste management services, which leads to further budget shortfalls. Ring-fencing solid waste finances in especially smaller municipalities also remains a challenge.¹¹⁹

3.1.2. Operational Challenges

Apart from refuse collection and disposal, municipal waste management also includes litter picking, cleaning illegal dumpsites, operations at municipal-owned waste facilities (including transfer stations), material recovery facilities, buy-back centres, drop-off sites and disposal sites.¹²⁰

Operational challenges result in ineffective service delivery, service interruptions and backlogs. Some of the main operational challenges include¹²¹:

- **Fleet management:** Waste collection trucks that are not maintained and serviced regularly, lead to vehicle breakdowns. Some of the reasons behind poor fleet management include the lack of spare capacity, the old age of some of the vehicles and the costs associated with servicing old vehicles. Hydraulic systems failure is listed as a common challenge across municipalities, mainly due to improper operations as a result of insufficient training of staff.
- **Illegal dumping:** Illegal dumping often occur as a result of insufficient municipal waste management services. This leads to increased costs in waste removal and in some municipalities, waste generators illegally mix hazardous and general waste, which end up at municipal landfill sites.
- **Shortage of staff and adequate equipment or infrastructure:** In the absence of sufficient manpower or infrastructure, municipalities are unable to provide adequate services, often leading to backlogs. Ageing and malfunctioning infrastructure (including landfill compactors, weigh bridges and collection vehicles) poses an expensive challenge to municipalities and several municipalities are unable to source and distribute refuse bags continuously. In areas which are inaccessible to waste collection trucks, communal skips are often used, which is mostly accessible to those households

¹¹⁸ Ibid.

¹¹⁹ UNEP (2020).

¹²⁰ Ibid.

¹²¹ Ibid.

with access to plastic bags. Where households are unable to buy bags, it often leads to illegal dumping.

3.1.3. Legislation

In terms of issuing licenses for landfill sites, the provincial department responsible for the environment is the competent authority. For various reasons, the license application process could face delays, resulting in many landfill sites being operated illegally, as waste management is an ongoing service which needs to be delivered. However, several municipalities are not compliant with legal requirements after having received the license for their landfill site. Overall, it was found that compliance monitoring and enforcement was weak and ineffective and there was a general lack of capacity. The lack of enforcement in the sector leads to a number of other challenges in the sector, including illegal dumping, illegal waste management activities (such as recycling or processing of waste in unsustainable or harmful ways), which negatively impact environmental and human health.¹²²

3.1.4. Planning and Management

Many landfill sites are unable to comply with their license conditions. Of 251 landfill sites across four provinces, only 17 had functional weigh bridges in 2018. Landfill sites with dysfunctional weigh bridges had increased management difficulties, partially due to an inability to monitor and control the volumes and weight of waste being disposed at the site. This has a significant impact on planning and managing the capacity at the landfill site. Furthermore, by 2022, most of South Africa's municipalities did not have IWMPs.¹²³

4. ISSUES FOR CONSIDERATION

- To what extent do the relevant government Departments provide support or guidelines for public-private partnerships for improved solid waste management? (This question would especially be relevant within the context of municipalities that lack the capacity to fulfil their mandate in this regard.)
- Considering the important role played by informal waste pickers in the recycling sector, what is the status of the implementation/adoption of the **Waste Picker Integration Guideline for South Africa** across municipalities in South Africa, after it was published in August 2020 by the Department of Forestry, Fisheries and the Environment?
- Does the Department of Forestry, Fisheries and the Environment keep a record of non-compliant municipalities in terms of their landfill sites? If not, how does the Department conduct inspections and ensure compliance monitoring of such sites?
- To what extent are the performance reports for IWMPs received by the Department of Forestry, Fisheries and the Environment from provinces and municipalities? (In other words, how many provinces and municipalities are not submitting reports as they should?)
- Which provinces and municipalities are currently non-compliant with these reporting requirements, as well as in terms of the implementation of their IWMPs?

¹²² UNEP (2020).

¹²³ Ibid.

- Apart from issuing compliance notices, how is the Department of Forestry, Fisheries and the Environment (and its relevant Provincial departments) addressing the challenge of non-compliance with standards and regulations for the management of landfill sites at municipalities?
- What support is provided to capacity-constrained municipalities to assist them to become compliant?
- To what extent does the Department of Forestry, Fisheries and the Environment engage with the South African Local Government Association (SALGA) and the Department of Cooperative Governance and Traditional Affairs (COGTA), in relation to challenges experienced by municipalities?
- To what extent are technologies pilot tested in local conditions to allow for adjustments and the localisation of technology before upscaling in the waste sector?
- To what extent are part-time workers used to address capacity challenges and limit overtime payments of workers at landfill sites and those involved with waste collection?
- To what extent are in-house mechanics, having a dedicated workshop and fleet lease agreements considered as potential solutions to ongoing maintenance challenges of the waste collection and transportation fleets?
- To what extent are municipalities incentivising recycling and making it an accessible service available to residents?
- Are there any opportunities for simplifying the waste license application process for landfill sites?
- To what extent are fines issued to municipalities that are not complying with the license conditions of their landfill sites?
- How can compliance monitoring and enforcement be improved in the waste management sector in local governments?
- How can South Africa's waste information system be improved for more complete datasets to inform planning?
- How can municipalities improve their billing and administration systems?
- How can municipalities improve their revenue collection?
- How can the under-pricing of waste management services be corrected in municipalities?
- How can municipalities be supported to ensure improved maintenance and repairs of existing fleets and to ensure that they have functioning and suitable infrastructure at landfill sites, in accordance with waste license requirements?

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SECTION 2: SOCIAL INFRASTRUCTURE

4. CEMETERIES AND COUNCIL PARKS/RECREATION AREAS

1. INTRODUCTION ¹²⁴

The paper provides a brief overview of the current policy and legislative framework at municipal level for both cemeteries and municipal parks and open spaces. It includes select information on the challenges experienced within these two sectors; progress to date on addressing these; as well as provide possible suggestions for oversight.

The focus is on Cemeteries and Council Parks/Recreation facilities at municipal level, with an emphasis on new infrastructure and the maintenance of existing infrastructure. While the focus remains on how municipal infrastructure in the nine provinces are constructed and maintained, a select overview will be included below.

2. OVERVIEW AND CURRENT STATUS

The Municipal Demarcation Board's ranking of functions provides a useful framework and municipalities are encouraged to prioritise the priority 1 functions in the way their administrations, planning, and budgeting are structured and managed.¹²⁵ However, the specific circumstances within a municipality should also inform the ordering of the priorities and the consequent allocation of resources (Division of Revenue Bill, 2023). This type of prioritisation by municipalities has resulted in several smaller sectors that also require infrastructure being neglected in the rush to provide access to basic services. These sectors include sport and recreation, community facilities (such as community halls), cemeteries and crematoria, early childhood development facilities, fire services, public transport facilities (such as taxi ranks), local markets, and municipal buildings. In poor municipalities, grant funds are the major source of funding for infrastructure for these sectors, yet they are often underfunded due to priority being given to basic services. This can result in municipalities having too few community amenities as they develop. Municipalities also feel they cannot invest in these smaller sectors' infrastructure with their Municipal Infrastructure Grant (MIG) or Neighbourhood Development Partnership Grant (NDPG) funds when basic infrastructure backlogs still exist (National Treasury, 2014).

The poor performance and misuse of public funds by municipalities have worsened this state of affairs. Poor audit outcomes, inadequate service delivery, deteriorating infrastructure, and perceptions that public money is wasted have resulted in the erosion of public trust (AGSA, 2023). According to National Treasury (2023), 43 municipalities are in a financial and service delivery crisis, requiring intervention from national and provincial government. These municipalities are struggling to meet their mandated obligations and provide an acceptable level of service to their communities. Budgets are available for services but misuse thereof deprives communities of these services.

¹²⁴ Researchers: Inez Stephney & Sisanda Loni

¹²⁵ See table 1 below.

The Auditor-General of South Africa (AGSA) reports that capital budgets targeted at capital projects of municipalities, which can include projects such as road upgrades, water distribution, and community parks, are under-utilised. The national government provides municipalities with grants for infrastructure development and maintenance. Although municipalities sorely need these grants to finance their infrastructure projects, they often do not spend all the grant funding. In 2021/22, municipalities did not spend a total of R2.91 billion of these allocated grants.¹²⁶

The administration and management of cemeteries, parks, and open spaces happen in a complex local government environment. The latest Division of Revenue Bill (2023), highlights that the current division of responsibilities between district and local municipalities needs to be urgently reviewed, as it creates coordination problems and undermines accountability for service delivery. In some instances, district municipalities are expected to transfer funds to local municipalities that perform certain functions, which they often fail to do. Consequently, funds do not follow function. As a result, service delivery is undermined.

The Municipal Finance Management Act (MFMA) Report (2023) highlights that municipalities continue to neglect municipal infrastructure because of their reactive approach to planning and maintenance. They do not ensure that infrastructure projects (mostly funded by grants) are delivered on time, within budget, and at the right quality; and they do not maintain existing infrastructure either. Existing infrastructure has not kept pace with the growing demands in the country and there is a backlog in both building new infrastructure and maintaining the existing infrastructure. Due to pressure on local government finances, many municipalities in financial distress use the revenue they generate and their equitable share allocations to pay salaries and administrative expenses. Grants are used to fund capital projects rather than maintain existing infrastructure assets. The culture of preventative maintenance is also a challenge for municipalities. Some municipalities tend not to have funded and updated maintenance plans in place, resulting in assets being left to deteriorate without defects being rectified swiftly.

Municipalities need to budget for repairing and maintaining assets based on their annual asset maintenance plan. The National Treasury recommends that they budget at least 8% of the value of their infrastructure assets for this purpose. However, in the 2021/22 financial year many municipalities allocated less than this in their budgets because of limited financial resources and poor financial management (AGSA, 2023).

3. LEGISLATIVE FRAMEWORK

This section provides an overview of some of the legislative requirements relating to municipal infrastructure in the provision of municipal services to communities.

Chapter 7 of the Constitution,¹²⁷ Section 151 states that: municipal services are to be provided in an equitable and sustainable manner, and regulated through by-laws, which are drawn up and administered by municipalities. Municipalities compile and pass by-laws on the management and preservation of cemeteries, parks/open spaces/recreational facilities. In terms of Schedule 5B of the Constitution, cemeteries, funeral parlours, and crematoria fall under the jurisdiction of Local Government.¹²⁸

¹²⁶ Auditor-General SA (2023).

¹²⁷ Constitution of the Republic of South Africa, 1996.

¹²⁸ SALGA (2016), p. 6.

The Municipal Demarcation Board has divided municipal functions into three categories according to its assessment of their relative priority.

Table 1: Priority Functions of Local Government

Priority 1	Priority 2	Priority 3
Water (potable)	Air pollution	Municipal parks and recreation
Electricity reticulation	Beaches and amusement facilities	Local sports facilities
Sanitation	Cleaning	Public places
Refuse removal	Control of public nuisance	Local tourism
	Fencing and fences	Local amenities
Cemeteries	Sell food to the public	Municipal airport
Fire fighting	Noise pollution	Licensing of dogs
Municipal health services	Pontoons and ferries	Child care facilities
Municipal planning	Pounds	Sell liquor to the public
Municipal roads	Street lighting	Markets
Storm water	Street trading	Burial of animals
Traffic and parking	Trading regulations	Municipal abattoirs
Building regulations		
Municipal public transport		

Source: National Treasury (2011).

Table 1 outlines three priority functions of Local Government, with Cemeteries; and Municipal Parks and Recreation falling under priorities 1 and 3, respectively. Cemeteries consequently may be considered as addressing the community's health and safety needs. Section 156 of the Constitution requires that Municipalities prioritise the delivery of basic services in terms of how its administrations' planning and budgeting are structured and managed. Section 156(5) highlights that a Municipality has the right to exercise any power concerning a matter reasonably necessary for, or incidental to, the effective performance of its functions. Municipal by-laws may not conflict with either National or Provincial legislation.¹²⁹

An example of municipal legislation includes the Cemetery and Crematoria By-laws for the City of Johannesburg, that covers the disposal of bodies, coffins and graves, funerals, re-opening of graves and exhumations, care of graves, memorials and inscriptions, cremations and memorial work in crematoria, indigent persons, and prohibited acts.¹³⁰

Section 227 of the Constitution specifies that Local Government is entitled to an equitable share of nationally raised revenue to enable it to provide basic services and perform its allocated functions. The Local Government Equitable Share is an unconditional transfer that supplements the revenue that Municipalities can raise themselves (including revenue raised through property rates and service charges). The equitable share provides funding for Municipalities to deliver free basic services to poor households and subsidises the cost of administration and other core services for those Municipalities with the least potential to cover these costs from their own revenues.¹³¹

¹²⁹ National Treasury (2011), p. 33.

¹³⁰ JCPZ (2023), p. 1.

¹³¹ National Treasury (2023), p. 96.

The largest infrastructure transfer to Municipalities is made through the Municipal Infrastructure Grant (MIG), which supports Government's aim to expand service delivery and alleviate poverty. The grant funds the provision of infrastructure for basic services, roads and social infrastructure for poor households in all non-metropolitan municipalities.¹³²

The MIG formula is outlined as follows:¹³³

Municipal Infrastructure Grant = C + B + E + N

C Constant to ensure a minimum allocation for small Municipalities (this allocation is made to all Municipalities)

B Basic residential infrastructure (proportional allocations for water supply and sanitation, roads, and other services, such as street lighting and solid waste removal)

P Public municipal service infrastructure (including sport infrastructure)

E Allocation for social institutions and micro-enterprise infrastructure

N Allocation to the 27 priority districts identified by Government

From the above, the MIG infrastructure transfer to Municipalities includes dedicated funds for water and sanitation, roads, other and sports. However, it is unclear if the Grant provides for cemeteries. There is no clear line item presented, as it simply notes that Municipalities are also encouraged to increase their investment in other community infrastructure, including cemeteries, community centres, taxi ranks, and marketplaces.¹³⁴ While the MIG funds may be used under Category 2, for public municipal facilities such as cemeteries, funeral parlours, and crematoria, these funds are discretionary and not ringfenced.¹³⁵

4. SECTOR CHALLENGES

This section will provide a select overview of challenges identified in the sector as it relates to Cemeteries and Council Parks/ Recreation facilities.

4.1. Cemeteries

The City of Mbombela (Mpumalanga province) notes that cemeteries are not only regarded as areas of remembrance to honour the deceased but also provide opportunities to create green footprints within urban landscapes. There are public and private cemeteries, commercial cemeteries, and national cemeteries for veterans. According to the Municipality, when purchasing a cemetery plot, persons are to consider the location of the cemetery and whether it meets the requirements of a family's religion. Other considerations include: what, if any, restrictions the cemetery places on burial vaults purchased elsewhere, the type of monuments or memorials it allows, and whether flowers or other remembrances may be placed on graves.¹³⁶

The longstanding burial practices in South Africa mean that the country also comprises of older burial sites, which are designated as heritage cemeteries. Examples of heritage

¹³² National Treasury (2023), p. 104.

¹³³ National Treasury (2023), p. 105.

¹³⁴ National Treasury (2023), p. 106.

¹³⁵ Department of Provincial and Local Government (n.d.), p. 8.

¹³⁶ Mbombela Local Municipality (2020), p.1.

cemeteries include the Kenilworth and Gladstone Cemeteries in Kimberley (Northern Cape province).¹³⁷

According to an early study conducted by SALGA in 2016, municipalities in South Africa are faced with a number of challenges in the management of cemeteries. These challenges are grouped into the following categories:¹³⁸

- Shortage of land for cemeteries.
- Cemeteries located on unsuitable land: planners are generally faced with the challenge of finding suitable land for cemeteries since land use for residential and commercial areas takes precedence over cemeteries.
- Insufficient budgets for cemetery management and purchase of new land.

The main challenge facing cemetery managers in South Africa is the lack of adequate land for burials. SALGA reported that all the centrally located cemeteries in the City of Johannesburg are full and that only seven active cemeteries of 35 remain. These are situated on the northern and southern peripheries of the City. On the other hand, the City of Ekurhuleni has 63 cemeteries, of which 42 are inactive; with the remaining 21 active cemeteries nearing full capacity.¹³⁹

The filling of cemeteries is not only confined to use, i.e., the actual burial of the deceased at the specified gravesites. The City of Ekurhuleni found that some cemeteries were “artificially or technically full”, due to the practice of reserving a grave, i.e., once a person was buried, the living spouse was allowed to reserve the grave next to the departed in anticipation of one day being buried next to their partner.¹⁴⁰ It was found that there were many instances in which a reserved burial site was not used, due to several factors, such as the living spouse having remarried or moved to another place. However, the graves remained reserved on the City’s books and therefore could not be used by anyone else.¹⁴¹

In February 2022, the City of Ekurhuleni highlighted that it was unable to properly maintain the Primrose Cemetery, due to a lack of funding, as well as the required staff. The municipality reported that while the cemeteries are maintained by contractors, there is a shortage of funding and staff. At the same time, the municipality’s internal teams responsible for burial services and functions are being used in place of the contractors but are only able to cut the grass in one cycle. The result is that the graves are overgrown by grass and weeds, as well as trees, making it difficult for the communities to find the resting places of their relatives in the cemetery.¹⁴²

The Emalahleni Local Municipality in Mpumalanga reported that its Cemeteries, Parks and Open Space Management Department operates and manages seven non-active cemeteries with a total size of 36.7 hectares and six active cemeteries with a total size of 81.1 hectares. The municipality has one new cemetery under development and a crematorium that is externally operated.¹⁴³

¹³⁷ Kemp, C. (2023), p. 2.

¹³⁸ SALGA (2016), p. 4.

¹³⁹ SALGA (2016), p. 16.

¹⁴⁰ SALGA (2016), p. 17.

¹⁴¹ SALGA (2016), p. 17.

¹⁴² Mkhabela, O. pp, 1-2.

¹⁴³ Emalahleni Local Municipality (n.d.), p. 1.

The above Department noted that the Emalahleni Local Municipality struggles with competing demands for space for new developments and space for cemeteries. These competing requirements mean that alternative burial methods have to be explored, and included in the municipal planning space. Vandalism and a lack of security at cemeteries have become an increasing concern, with some of the damage occurring from roaming wildlife.¹⁴⁴

As noted above, older cemeteries, also known as heritage cemeteries as they contain the remains of prominent persons or veterans from wars dating back to 1899, are vulnerable to destruction due to neglect, theft, and vandalism. The Gladstone Cemetery, in Kimberley, created in the 1800s, faces challenges of soil erosion; the theft of valuable granite and marble headstones, as well as vandalism of the metal railing and crosses that are sold to scrap yards.¹⁴⁵ Apart from the lack of maintenance that resulted in overgrown gravesites and illegal dumping, and the physical destruction of the burial sites due to theft and vandalism, there is an overarching challenge of a lack of security at these cemeteries.

There are 35 cemeteries and two crematoria under the custodianship of the Johannesburg City Parks. As the city continues to develop and grow, so does the pressure on burial space, and, in 2006, the City of Johannesburg set aside R20-million for the development of new cemeteries.¹⁴⁶

The City of Johannesburg noted an additional challenge includes heavy rains that may cause the soil covering the grave to be waterlogged and heavy, resulting in the grave sinking into the ground.¹⁴⁷

4.2. Municipal Parks and Recreation

Sustainable Development Goal (Target 11.7):

'By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities'.

A park is any piece of land controlled and maintained by a municipal council for public use.

The two broad definitions of parks are:

- (a) Any land, square, camping site, swimming, bath, beach, bathing area, sports fields, public resorts, public open space, recreation site, river, nature reserve, hiking trail, including any portion thereof, any facility or apparatus therein or thereon but excluding any public road or street.
- (b) Any building, structure, hall, room, or office including any part thereof and any facility or apparatus therein which is the property of or is possessed, controlled, or leased by a municipal council and to which the general public has access, whether on payment of admission fees or not.

¹⁴⁴ Emalahleni Local Municipality (n.d.), p. 1.

¹⁴⁵ Kemp, C. (2023), p. 3.

¹⁴⁶ JCPZ (2023c), p. 1.

¹⁴⁷ JCPZ (2023a), p. 1.

The following are some of the general challenges encountered in the development and management of parks and recreation facilities by municipalities.

4.2.1 Existing infrastructure

- Social spaces are often not accessible (inadequate lighting) or unsafe to use. Many parks and public open spaces are characterised by vandalism, neglect, litter, and criminal and illegal activities, including drinking and smoking narcotics in public, and illegal gambling.
- The City of Johannesburg highlights the long-term imbalance and clash of policy agendas between the green agenda and the growth of the City. Other socio-economic priorities take precedence over tourism and recreation. This has resulted in the need to '*champion*' environmental open space and the conservation agenda.
- Some municipalities do not have strategies for recreation provision at the local government level.
- Budgets for recreation in local governments are limited, which results in little or no financial aid to recreation bodies, a lack of full-time personnel, and the absence of volunteers. Municipalities also have limited programmes for various target groups such as the youth, and the elderly.
- A major frustration experienced by municipalities is that even after investing significantly in upgrading parks and public open spaces, the same maintenance and operational challenges persist.
- Although public parks are integral parts of the urban residential areas in most of the country's cities, they are highly underutilised, thus, limiting future investments and development for these facilities.
- Some urban areas experience strain on the development and maintenance of open spaces and eco-environments as a result of ongoing urbanisation, migration, and densification.
- In-migration is a challenge for municipalities where as a result of adjacent municipalities' environments being degraded; people from those wards utilise other parks' facilities. This results in resources being outpaced by demands on these facilities.
- Municipalities need an innovative solution to the challenge of homeless people utilising parks and open spaces to live.
- Neglect in the management of open spaces in impoverished areas has resulted in an increase in dump sites.
- The City of Johannesburg highlights the lack of collaboration between different law enforcement agencies, such as the Johannesburg Metropolitan Police Department (JMPD), South African Police Service (SAPS), and Park Rangers, in ensuring the safety of residents in parks. These partnerships are not formalised, either through resources or training.
- Another challenge is the inadequate capacity of Park Rangers to enforce compliance of safety and other by-laws at these facilities.
- Communities also have a role to play in the upkeep of parks. However, there is inadequate community involvement in safeguarding parks and other designated public open spaces. The parks are used infrequently by many communities due to inadequate safety provisions in these public spaces. Some community members do not comply with by-laws relating to illegal dumping.
- Significant maintenance funding is required to upgrade and keep parks, cemeteries, and nature reserves safe and secure for residents.

- Historically disadvantaged communities expect rapid development of parks, whilst more affluent areas expect maintenance and enhancement of established facilities.
- In Bloemfontein, the challenge of underutilised parks has been highlighted. Insufficient illumination in public parks during evening hours deters people from visiting the parks or staying for longer durations.¹⁴⁸
- In Johannesburg, JCPZ states that beyond the public open spaces and conservation areas designated to it, green services within the City are not centralised and coordinated as they reside at various entities and departments which creates service delivery challenges to residents.
- While JCPZ has done well in providing horticultural service to the various COJ entities and departments through service level agreements, the service remains limited and does not adequately cover the full portfolio of green open spaces within the City, as this is largely dependent on the extent to which the City's entities and departments are able and willing to prioritise green services maintenance by making available the requisite budget timeously within a financial year period.

4.2.2 Building new infrastructure

- Funds allocated to *community services* are redirected by municipalities to other priorities seen as more important. An example is Dikgatlong Local Municipality in the Northern Cape, which used grant money to fund its operations because of cash-flow constraints.
- There tends to be a shortage of open spaces in some towns, thus limiting municipalities' ability to provide adequate social open spaces to residents.
- Some municipalities are faced with the challenge of having to choose between either developing open land or providing it as an open space or area for recreation.
- Municipalities highlight the limited budgets available for parks and how this causes a strain on infrastructure growth and development.
- Johannesburg City Parks and Zoo highlights budget limitations and the mismatch between Capex (capital) and Opex (operational) spending that requires resolution for the efficient management of its resources.

5. PROGRESS

5.1. Cemeteries

In addition to the challenges identified above, SALGA suggests that the following issues require innovation and intervention at the municipal level:¹⁴⁹

- Shortage of burial space.
- Cemetery records management.
- Costing and pricing.
- Informal cemeteries.
- Re-use of older cemeteries.
- Vandalism and theft.

¹⁴⁸ Das, D. & Honiball, J. (2016).

¹⁴⁹ SALGA (2016), p. 4.

In addressing the challenges identified above, SALGA further commissioned a study that aimed at addressing the impact of cemeteries on water and geographic information system (GIS) planning. The focus of the study include the following:¹⁵⁰

- The impact of cemeteries on water.
- GIS planning (site suitability).
- Lessons for replications.
- Changing mindsets (citizen science).¹⁵¹
- Integrated Development Planning (IDP), and cities' expansion plans in relation to other development priorities.
- Effective use of the Municipal Infrastructure Grant (MIG) for cemeteries.

Addressing some of the challenges, especially regarding the shortage of land for burials, some municipalities have implemented the following measures:¹⁵²

- The City of Ekurhuleni, having identified the practice of grave reservation as one of the causes of existing cemeteries that were technically full and yet had unused spaces, decided to end the practice of grave reservation.
- Unlike Ekurhuleni, the City of Johannesburg still allows and encourages the practice of grave reservation. The municipality encourages families of the deceased to plan for multiple use of one grave by family members.
- The City of Johannesburg has also pioneered the use of reduction burial in terms of which a body, once buried, is later exhumed and reinterred in a smaller casket, allowing for the burial of more family members in the same grave.
- The City of Johannesburg highlights a trend in recent years for the provision of private cemeteries. The Fourways Memorial Park, which includes landscaped gardens, differs considerably from many other cemeteries in Johannesburg. Security and maintenance were major factors in the design of the park, as have the careful planting of trees, shrubs and the installation of computerised administration systems.¹⁵³
- In more recent times, many churches have relaxed their views on cremation. Over time, buried bodies eventually become almost exactly the same as cremated ashes. However, the process during the cremation only lasts about 90 minutes, while burial takes many years.¹⁵⁴

The shortage of available burial spaces also requires that municipalities open new cemeteries. The City of Johannesburg, for example, opened the following cemeteries from 2006:¹⁵⁵

Waterval Cemetery in Midrand opened in 2006, the first new burial ground opened in Johannesburg for nearly a quarter of a century. In Johannesburg's Region 1, the 200-hectare cemetery has space for 720 000 burials and is estimated to provide burial space for about 50 years.

¹⁵⁰ SALGA (2016), p. 4.

¹⁵¹ Citizen science is a concept that comprises of projects in which volunteers and scientists work together to answer real-world questions and gather data.

¹⁵² SALGA (2016), p. 17.

¹⁵³ JCPZ (2023), p. 1.

¹⁵⁴ JCPZ (2023b), p. 1.

¹⁵⁵ JCPZ (2023c), p. 1.

Diepsloot Memorial Park – opened in April 2007, providing space for 120 000 burials. The park provides for South Africans as people with diverse cultures and beliefs and breaks away from the Eurocentric models favoured in the past. Heritage elements, such as indigenous flora and the existing habitat, are naturally linked to fulfil a dual purpose as a cemetery and an environmental conservation area.

Olifantsvlei Cemetery – covers 400-hectares, capable of holding 800 000 initial burials. Olifantsvlei is situated on the Golden Highway in the South of the City, opposite Bush Koppies Township, and has the hallmarks of a Nature Conservation area and Cemetery in one. The design includes bio-diversity i.e., a stream passing by, and a Wall that includes a dedicated opening at the bottom to accommodate the movement of small animals found in the area. The Cemetery has been classified as a Berm Cemetery i.e., it only accommodates the erection of Head Stones as memorial stones, for improved aesthetics for the maintenance of the Cemetery.

The City of Johannesburg proposed alternative burial practices that include: mass-grave Gardens of Remembrance and surface grave units that are similar to the Mausoleum concept. These concepts are designed to be constructed at the sides of existing cemeteries for economy of land. They are also able to be built on stony or hilly ground or even at worked-out stone quarries. Surface grave units are manufactured from concrete, are neat, durable and will last indefinitely. Even the utilisation of old, hardened mine dumps as mass gravesites has been proposed.¹⁵⁶

5.2. Municipal Parks and Recreation

This section provides a limited outline, as information on progress was not readily available at the time of writing. The ability to obtain detailed information on these facilities differs across municipalities. As a priority 3 function, municipal parks are not as extensively reported on as priority 1 functions. In addition, the use of the word recreation sees reporting being more detailed on sports and recreation than recreation facilities and parks, unless a municipality has an agency specifically dedicated to the task of parks and recreation facilities.

Johannesburg¹⁵⁷

The management of parks and recreation facilities is mandated by the Johannesburg City Parks and Zoo (JCPZ), which is a non-profit legal entity wholly owned by the City of Johannesburg Metropolitan Municipality (COJ). It was established as a Municipal Owned Entity (MOE) mandated to develop, maintain and conserve the green open spaces and manage cemeteries in Johannesburg, as well as the Johannesburg Zoo.

The Company has a portfolio in excess of 20 000 hectares of public green open spaces including parks, cemeteries, nature reserves, and approximately 3.2 million trees. According to the entity, R53 160 million is required to fully maintain JRA's green areas. However, for the 2020/21 financial year, only R5 million was allocated, which is inadequate to achieve the required service standards as part of the acceleration of service delivery. JCPZ states that a different approach towards funding is required to carry out the City's green services and the

¹⁵⁶ JCPZ (2023), p. 1.

¹⁵⁷ JHB City Parks and Zoo Business Plan (2021).

centralisation of the green services budget in JCPZ's subsidy will assist the organisation in the execution of its green mandate citywide. An outline of all the different parks that will be upgraded, including the new ones to be developed, is provided in the 2022/27 IDP of the City of Johannesburg.

Service Delivery Blitz Campaign¹⁵⁸

This campaign was introduced by JCPZ in an effort to catch up on the backlog of maintenance in and around the city. The initiative is aimed at keeping both parks and open spaces clean by cutting grass, litter picking, cutting down alien vegetation, and addressing urban decay among others. The campaign seeks to attend to the pleas from communities for well-maintained open spaces and visible service delivery.

Bloemfontein

There are numerous organised open spaces in the city with a well-distributed network of public parks in all the residential areas. There are about 202 public parks in the city, covering an area of 167 km², which means that for every square kilometre of the city, there are on average 1.2 public parks.¹⁵⁹

The Sub-Directorate Parks and Cemeteries is responsible for the maintenance of these spaces in the city. The objective of the Parks Division is to ensure and provide a sustainable clean, green, and healthy environment to the residents of Mangaung through a process of effective, efficient, and sustainable service delivery. The Division is responsible for the horticultural maintenance and development of open spaces (parks), traffic islands, buffer zones, sports fields, street trees, city gardens, and fire belts. A technical maintenance service contributes to the effectiveness of the service with reference to water network maintenance (irrigation systems), and mechanical maintenance of small equipment such as lawnmowers, water pumps, parks buildings, and fences.¹⁶⁰

Adopt-a-Park Policy (2020)¹⁶¹

- In 2020, the Mangaung Metro Municipality introduced a policy aimed at involving communities to protect and maintain its parks and open spaces.
- The programme allows a group of individuals (six in a group) from the community to adopt a specific park or specified location in a larger park to clean up.
- The Sub-Directorate Parks and Cemeteries will identify specific parks that will be part of the programme and provide rubbish bags and the collection of litter bags after the clean-up. A sign will be erected recognising the adoptive group at the park.
- Several city parks may be excluded from this list by the Sub-Directorate due to safety, economics, logistics, or other issues specific to park properties, including undeveloped parks. Large parks may have specific areas designated for clean-up efforts.

Emalahleni Local Municipality

The Cemeteries, Parks and Open Space Management Department manages and maintains 69 developed municipal parks with a total size of 1598.9; 72 undeveloped parks with a total

¹⁵⁸ Sandton Chronicle (2021).

¹⁵⁹ Das, D. & Honiball, J. (2016).

¹⁶⁰ Mangaung Metro Municipality (2023).

¹⁶¹ Mangaung Metro Municipality (2020).

size of 982.9ha; 860 hectares of public open spaces; and all municipal buildings, substations, and reservoirs. The Witbank Dam, Klipfontein Dams, King George Park, the municipal civic centre garden, and Lynnville Park are recreational facilities that are regularly frequented by the public and are also maintained regularly. The municipality is also looking into converting illegal dumping sites into recreation parks.¹⁶²

6. SUGGESTED ISSUES FOR OVERSIGHT

The following issues are suggested for consideration in terms of the oversight of **Cemeteries**:

- Review how spatial planning is implemented and where the spaces are made available for either burials or cremation practices.
- Proper record-keeping, and digitisation of paper records, as well as the use of GIS mapping systems are proposed to address proactive planning and management of cemeteries.
- Reports have highlighted the future challenges posed by existing cemeteries reaching practical capacity, resulting in the requirement of new burial spaces. However, this need competes with the social development requirement of housing; water safety; food security, and green spaces.
- Consider Remembrance Gardens as an option, in place of physical burials.
- Address the longstanding feature of physical burials, forming part of religious and cultural practice in South Africa, to having communities consider alternative practices, such as cremation.
- The lack of proactive maintenance of some cemeteries, resulting in soil erosion, damaged and overgrown gravesites must be addressed.
- Beneficiaries of the Expanded Public Works Programme (EPWP) have been employed to clean and maintain the cemeteries. This programme should be broadened to assist existing staff to both maintain and provide a constant presence in these spaces, that can ensure better safety.
- The shortage of staff and budgets to adequately maintain cemeteries, and to ensure safety is a crucial challenge.
- Increases in the population, migration, and higher numbers of deaths have also been identified as challenges that require attention.

The following issues are suggested for consideration in terms of the oversight of **Parks and Recreation facilities**:

- Whether park designs and facilities consider physical accessibility. Physical access includes users being able to reach the park either on foot or by taxis. Barriers such as fencing around the park, unattractive facilities, or the feeling of being insecure can compromise accessibility.
- The degree to which community participation is integrated into the design of community parks. The design, location, and amenities play an essential role in attracting park users. Residents should therefore be consulted during the design process, as such consultation enhances their sense of ownership of the spaces.
- Whether municipalities have safety plans and staff for both parks and open spaces.
- Ensuring that open spaces are connected to each other, where possible and feasible, linking social to ecological spaces to provide increased benefits and linkages.

¹⁶² Emalahleni Local Municipality (2023).

- Establish if parks are centrally located, easily accessed, and entrances are easily identifiable, have adequate lighting and landscape does not create unsafe corners.
- Inclusion of universal access in park design, to ensure that these facilities are user-friendly for people with disabilities.
- Municipal spending on community services over the past few years and availed budget for maintenance of facilities and spaces. Establish if recreation policies and budgets are in place for parks and open space development and maintenance.
- The employment of park wardens and security patrols for public open spaces.
- The inclusion of environmental threats/hazards (e.g. floods) in planning for parks to mitigate possible impacts and respond accordingly to such.
- The scope of the EPWP should be broadened to provide dedicated personnel to assist existing or supplement where no staff are available, in the maintenance and provision of safety at the parks and recreational spaces.

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5. SPORT

1. INTRODUCTION¹⁶³

Schedule 5B of the Constitution requires municipalities to provide physical sporting facilities in their respective areas of jurisdiction. Notwithstanding a constitutional obligation to provide sporting facilities in their communities and the inclusion of mandatory allocation of funds to spend these facilities in MIG, there has been a poor delivery of sport facilities virtually in all parts of the country. Amongst others, justification for poor delivery is prioritisation of municipal basic infrastructure for provision of basic services, and sport infrastructure is not recognised as such.¹⁶⁴

Municipalities are responsible for ensuring that the people in their localities receive at least the basic level of services. There are a range of service options and levels of service that can be provided, of which the most immediate needs in terms of related national targets and universal access include water supply, sanitation, health centers, electricity or alternative energy sources, roads and stormwater drainage, solid waste disposal, and sports facilities.¹⁶⁵

When providing services that require infrastructure, municipalities may choose one of several options to meet the service needs of communities in their areas as quickly and effectively as possible, without compromising the quality or sustainability related to the service.

The focus has shifted from the provision of basic services to the provision of sustainable services, which ensures growth and development of communities, both in terms of economical- and quality of living parameters. Funding and financing of infrastructure relate to the entire life cycle of infrastructure development and to the life expectancy of infrastructure durability. For this reason, the Industry Guide considers and addresses all major types of municipal infrastructure, beyond the ambit of the conventional “basic levels” of infrastructure. MIG (which is one form of the infrastructure funding), in its current maturity, can be viewed as the ‘steppingstone’ from basic infrastructure planning, funding, and financing to comprehensive integrated capital investment and infrastructure planning, development and management.¹⁶⁶

2. WHITE PAPER ON SPORT AND RECREATION

The South African White Paper on Sport and Recreation (2013) outlines the following Strategic Objectives of sport and recreation in South Africa.¹⁶⁷

¹⁶³ Researcher: Solomon Mthombeni

¹⁶⁴ Cogta (2010)

¹⁶⁵ Ibid

¹⁶⁶ Ibid

¹⁶⁷ White Paper (2013)

- Contribute to a healthy nation by increasing the number of participants.
- Provide and facilitate access and opportunities in the delivery of sport and recreation programmes.
- Facilitate education and training opportunities for athletes and sports administrators, coaches, and technical officials.
- **Develop and sustain infrastructure for the delivery of sport and recreation.**
- Enhance sport development and transformation at all levels of participation.
- Ensure that talent identification and development programmes are in place and well-coordinated.
- Ensure that South African athletes at all levels of the integrated development continuum receive support services that will maximise performance.
- Support the participation of South African athletes and teams at national and international levels.
- Contribute to the economic growth of the country.
- Ensure effective programme implementation through monitoring and evaluation.

Strategic objective 9 on the National Sport and Recreation Plan (2011) is to ensure that South African sport and recreation is supported by adequate and well-maintained facilities. If the building of sport and recreation facilities is neglected, it will have serious consequences for the building of a better South Africa and especially for the development of our young people. If the backlogs are not addressed it will be very difficult for South Africa to achieve its transformation, sport development and increased participation objectives. The provision and maintenance of facilities forms the foundation for the entire sport and recreation system. Within this context, facilities encompass the provision of the equipment as well as the provision of basic services required for the facility to be fully functional.

The purpose of this report is to inform the members on the state of sport infrastructure within municipalities in preparation for the 2023 National Council of Provinces Provincial week.

3. THE IMPLEMENTATION OF STRATEGIC OBJECTIVE 9 OF PROVISION OF ADEQUATE AND WELL-MAINTAINED SPORT FACILITIES AS OUTLINED IN THE NSRP (2011)

The implementation plan for provision of sport facilities is highlighted in Table 1.¹⁶⁸

Table 1: Implementation plan for sport infrastructure as outlined in the NSRP (2011).

Output	Key activities	Responsibility
National facilities audit	Conduct and verify sport and recreation facility audits per province. These audits must include municipal, private, and school based facilities and produce a clear analysis of needs.	Provincial Government

¹⁶⁸ National Sport and Recreation Plan (2011)

	Establish a GIS detailing the location of all sport and recreation facilities.	National Government
	Update and maintain the National Facilities Database.	National Government
National Facilities Plan	Finalize the National Facilities Plan based on the provincial facilities audit.	National Government
	Implement the National Facilities Plan which should also address the important issues of venues, multi-use and types of facilities, including indoor facilities and unused/abandoned buildings as well as the accessibility for people with a disability.	Local Government
	Consider regulating access to municipal facilities.	Local Government
	Influence local government to ensure that the National Facilities Plan is incorporated into the Integrated Development Plan (IDP).	National Government
Lease agreements	Review the facility lease agreements. Develop and issue guidelines with respect to the lease arrangements of sport fields and facilities and maximize access to facilities without lowering maintenance standards.	National Government
Norms and standards for sport and recreation facilities	Communicate the national norms and standards developed for the provision of sport and recreation facilities. Consider developing national facility templates to minimize project costs.	National Government
	Include school sport and recreation facilities in the national facilities norms and standards.	National Government
	Establish a grading system for sport facilities according to national standardized norms which are internationally compatible.	National Government
Sport facilities included in new building projects	Lobby for a prototype plan for schools so that they have sporting facilities (No school building plan to be approved without a sports facility plan).	National Government
	Engage stakeholders in the planning and construction of new facilities. Lobby for the inclusion of sport and recreation facilities in spatial planning.	National Government
	Contribute to youth development through the building of multi-sport combination facilities.	Local Government
	Consider making provision for meeting rooms and basic club offices to promote good governance when building multi-sport facilities.	Provincial and Local Government
Facility maintenance	Lobby Department of Public Works and infrastructure to assist with the maintenance of sport and recreation facilities.	National, Provincial and Local Government
Facility management training	Ensure that facility management training manuals are updated and available	National, Provincial and Local Government
	Identify and appoint accredited service providers.	National Government

	Develop and implement a schedule of training programmes with a special focus on the management and maintenance of sport facilities.	National, Provincial and Local Government
2010 FIFA World Cup stadia fully utilised.	Coordinate and monitor the venue management of major sport venues.	National, Provincial and Local Government

It is important that the NCOP to engage with stakeholders on the status of the sport infrastructure implementation plan outlined in the National Sport and Recreation Plan as well as the White Paper on Sport and Recreation.

4. OVERVIEW OF DYSFUNCTIONALITY WITHIN MUNICIPALITIES AND THEIR INABILITY TO DELIVER SPORT FACILITIES.

In South Africa, local government is responsible for the provision of community sports facilities, with National government allocating funds to municipalities under the Municipal Infrastructure Grant (MIG) and the Urban Settlements Development Grant (USDP) to run the projects. One of the overarching challenges in terms of poor provision of sporting facilities is the failure of the municipalities to deliver or complete the projects. The South African Auditor General in the 2020/21 local government audit outcomes reported that out of 257 South African municipalities, only 16% attained unqualified audits with no material findings, 38% attained unqualified audits with material findings and the remaining 46% were given qualified audits with adverse, disclaimer opinions, and some had outstanding audits. A total of 64 municipalities were assessed as dysfunctional.

These findings have implications for the delivery of sport facilities as this indicates that 84% of the municipalities may be incurring irregular (not using funds for their intended purpose or failure to follow proper supply chain processes), as well as fruitless and wasteful expenditure, because of fraud, corruption, and maladministration.

Therefore, national government must hold municipalities to account for non-delivery of sport facilities within communities. Further, bylaws must be implemented, and if necessary, amended to ensure that sport facilities may not be used for activities other than their intended purpose. There are also insufficient audits on the sport facilities that are functional and well-maintained within South African communities within local government. In addition to insufficient sport facilities in historically disadvantaged areas (HDAs), public schools in low rural provinces have similar challenges in terms of provision of sport infrastructure for learners. According to the National Education Infrastructure Management System Report (2021), 10 038 out of 23 276 (two out of every five) South African public schools do not have sports facilities at all, and the predominantly rural provinces of Eastern Cape, Limpopo and Kwa-Zulu Natal ranking lower than the national average, with 80% being no-fee paying schools in poor areas. Schools in predominantly urban provinces such as Gauteng and Western Province had higher than national average availability of sport facilities (National Education Infrastructure Management System Report, 2021). This finding has important implications regarding access to facilities in rural areas and continues to be a hindrance

towards sport participation and development in historically disadvantaged areas (HDAs).¹⁶⁹

5. BUDGET RINGFENCED FOR SPORT INFRASTRUCTURE

The allocation of funds since inception of the MIG ring-fencing intervention was as follows (See Appendices):¹⁷⁰

- 2016/17 – 30 municipalities = R300 000 000
- 2017/18 – 34 municipalities = R300 000 000
- 2018/19 – 30 municipalities (2 repeats: Gamagara and Lekwa) = R273 000 000
- 2019/20 – 22 municipalities (1 repeat: Kamiesberg returned) = R266 000 000
- 2020/21 – 23 municipalities (3 repeats: Masilonyana, Polokwane & Mahikeng) = R255 000 000.
- 2021/22 – 29 municipalities (2 repeats: Polokwane and Mahikeng) = R255 000 000
- 2022/23 – 27 municipalities (9 repeats: Emthanjeni, Mahikeng, Magareng, Umsobomvu,
- Tokologo, Masilonyane, Mantsopa and Emalahleni) = R252 858 000

Of the 205 local municipalities, 193 had received allocations by 2022/23 and the estimated total amount allocated over the past seven years amounted to R1 901 858 000. The number of beneficiary municipalities were **178**, while **27** were outstanding. A complete audit of all the funded sports infrastructure between 2016/17 – 2022/23 are attached in the appendices.¹⁷¹

Table 2: Summary of the complete vs incomplete MIG projects for sport infrastructure in municipalities according to the Department of Sport, Arts, and Culture¹⁷²

¹⁶⁹ Mthombeni (2022)

¹⁷⁰ Parliamentary Monitoring Group (2022)

¹⁷¹ Ibid

¹⁷² Parliamentary Monitoring Group (2022)

YEAR	NO. OF PROJECTS ALLOCATED	COMPLETED PROJECTS	INCOMPLETE BUT ON PROGRESS	INCOMPLETE AND STOPPED/ CANCELLED	% OF COMPLETIONS
2016/17	30	26	1 (Kokstad)	3 (Engcobo & Khai-Ma – Stopped) (Kamiesberg – Cancelled)	86%
2017/18	34	27	2 (Mbizana and Walter Sisulu)	5 (Raymond Mhlaba Kopanog, Emfuleni – Stopped) (Siyancuma & Langeberg – Cancelled)	80%
2018/19	30	27			90%
2019/20	22	15			68%
2020/21	23 (subtract mutl-year projects: Polokwane and Mahikeng)	15			71% (Mahikeng and Polokwane not factored)
2021/22	29	1	25	3 (Matjhabeng/ Siyancuma and Richtersvekd)	3%
2022/23	27	n/a	n/a	n/a	0%



6. CHALLENGES

The following challenges were noted by the Department of Sport, Arts and Culture in terms of MIG funds for Sports Infrastructure:

- Ring-fenced MIG funds are being used for other priorities impacted the timeous delivery of the sports infrastructure projects.
- There's poor construction contract management in municipalities compromising the effective monitoring and management of resolution of contractual disputes and timeous completions.
- DSAC is disempowered to impose any penalties (withholding of tranches in instances of non-compliance by municipalities) because of the nature, conditions, and governance of MIG.
- There is a loss of significant funds allocated during stopping and reallocation process by the Department of Cooperative Governance and Traditional Affairs (CoGTA). The sports infrastructure funds lost during this process are not reallocated to other performing sports infrastructure projects, instead funds are reallocated to other uses elsewhere.
- There is a rejection of registration of some projects on the basis that MIG cannot be used to build sports facilities on sites owned by public schools - even where there is a consensus among affected communities, municipalities, and schools through Memorandum of Agreement (MoA) to ensure such facilities will be accessible to all (EPG report recommends focus on delivering sport facilities in schools as well as the bedrock of the sport and recreation system).
- There is a rejection of registration of some projects (e.g., Langeberg) on the basis that site identified is accessible to both non-poor and poor households, and MIG, even for sport facilities, is restricted to only poor households, otherwise municipalities must counter-fund if non-poor households were to benefit. DSAC holds a different view on this matter but also this reasoning defeats its mandate of promoting Social Cohesion through creating spaces that facilitate interaction and integration among different races, genders, and classes.
- The decrease of budget from R300 million compromises supply of sports facilities to meet facility demand to support transformation targets in various sporting codes (e.g. swimming).
- There is inadequate technical capacity in provincial departments of sport to ensure adequate support and monitoring of the sport infrastructure projects.
- There is poor alignment of supply of facilities to sport development programmes/plans in provinces, leading to non-use or opening of completed facilities.
- There is lack of enforcement of 5% earmarked for sports infrastructure to ensure adequate supply and maintenance of sports infrastructure.

7. ISSUES FOR CONSIDERATION



Important issues for consideration to ensure effective provision of sports infrastructure in municipalities include:

- There needs to be a finalisation of the draft MoA between CoGTA and DSAC to facilitate mechanisms of recourse where municipalities do not comply and ensure DSAC plays a role in reallocation of funds stopped from sports infrastructure projects.
- There's a need for amendment of provisions in the MIG Conditional Framework that prevents delivery of sports facilities in school sites and "social cohesion sites" where such sites make spatial, developmental, social transformation and financial sense.
- There is a need to increase the ring-fenced MIG sports infrastructure budget to a minimum of R400 million from the earmarked 5%, as much of the latter is, in any case, not used for the intended purpose of sports facilities by municipalities.
- There must be enforcement of the use of 5% for the intended sports facilities' purpose by CoGTA through decline of any municipalities' Project Implementation Plans (PIPs) that do not allocate such 5% to sports infrastructure projects.
- There must be an enforcement of the use of 5% by SALGA by making delivery of sports facilities by local government, in line with Schedule 5B of the Constitution, a standing item of some of its oversight meetings.
- There's a need for built environment capacity by provincial departments responsible for sports in line with their responsibilities imposed by the MIG Conditional Framework.

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APPENDICES



Table 3: MIG sport infrastructure Budget Allocation per Province in 2016/17 financial year¹⁷³

MUNICIPALITY CODE	MUNICIPALITY	DISTRICT MUNICIPALITY	PROJECT NAME	BUDGET ALLOCATED	STATUS
EC104	Makana Local Municipality	Sarah Baartman	Upgrading of Joza indoor facility	R13 000 000,00	Complete
EC137	Engcobo Local Municipality	Chris Hani	Upgrading of Ngcobo sport field	R13 661 000,00	Stopped at 60%
EC157	King Sabata Dalindyebo Local Municipality	O.R Tambo	Upgrading of Ngangelizwe sportfield	R10 000 000,00	Complete
EC444	Ntabankulu Local Municipality	Alfred Nzo	Construction of Ntabankulu Sport ground	R10 000 000,00	Complete
FS163	Mohokare Local Municipality	Xhariep	Zastron/Itumeleng: Upgrading of Sports facility Zastron/Itumeleng	R10 000 000,00	Complete
FS182	Tokologo Local Municipality	Lejweleputswa	Upgrading of Tshwaraganang community stadium	R10 000 000,00	Complete
GT485	Randfontein Municipality	West Rand	Construction of Badirile Sport ground within Rand Local Municipality	R10 000 000,00	Complete
KZN227	Richmond Local Municipality	uMgungundlovu	Construction of Richmond indoor sport ground	R15 000 000,00	Complete
KZN262	Phongola Local Municipality	Zululand	Construction of Phongola Sport Field	R15 000 000,00	Complete
KZN433	Greater Kokstad Local Municipality	Sisonke	Construction of Kokstad Sports Field	R15 000 000,00	95% completion
LIM331	Greater Giyani Local Municipality	Mopani	Construction of 3 sites within Greater Giyani Local Municipality	R15 000 000,00	Complete
LIM335	Maruleng Local Municipality	Mopani	Construction of a multi purpose facility in Finale Balloon Village	R4 000 000,00	Complete
LIM353	Molemole Local Municipality	Sekhukhune	Construction of a multi purpose sport facility in Ramokgopa	R9 000 000,00	Complete
LIM472	Elias Motsoaledi Local Municipality	Sekhukhune	Elias Motsoaledi Local Municipality - Upgrading of Hlogotlou Stadium	R10 000 000,00	Complete
MP302	Chief Albert Luthuli Local Municipality	Gert Sibande	Construction of the Silobela multi purpose facility	R7 232 000,00	Complete
MP305	Lekwa Local Municipality	Gert Sibande	Refurbishment of Sakhile ground	R11 500 000,00	Complete
MP302	Msukaligwa Local Municipality	Gert Sibande	Refurbishment of Mpumalanga sport ground	R10 128 000,00	Complete
MP311	Victor Khanye Local Municipality	Nkangala	Construction of Sport field within Dipaleseng Municipality	R6 600 000,00	complete
MP312	Emalahleni Local Municipality	Nkangala	Construction of multi-purpose sports field	R8 000 000,00	Complete
NC064	Kamiesberg Local Municipality	Namakwa	Construction of Sports field	R1 200 000,00	Cancelled-Registration declined
NC067	Khai Ma Local Municipality	Namakwa	Construction of Poffadder multi-purpose sport field	R8 000 000,00	stopped
NC072	Umsobomvu Local Municipality	Pixley ka Seme	construction of Noupoot Community Indoor Gym	R6 500 000,00	Complete

¹⁷³ Parliamentary Monitoring Group (2022)



NC453	Gamagara Local Municipality	Taolo Gatsewe	Construction of Kathu multi-purpose sport facility	R10 000 000,00	Complete
WC012	Cederberg Local Municipality	West Coast	Upgrading of Clanwilliam sport fields	R7 679 000,00	Complete
WC034	Swellendam Local Municipality	Eden Municipalities	Upgrading of Railton sport facility	R7 000 000,00	Complete
WC053	Beaufort West Local Municipality	Central Karoo Municipalities	Upgrading of Merweville Sport Grounds	R12 500 000,00	Complete
NW381	Ratlou Local Municipality	Ngaka Modiri Molema	Upgrading of the Setlagole multi purpose sport facility	R15 000 000,00	Complete
NW383	Mafikeng Local Municipality	Ngaka Modiri Moleme	Construction of Lotlhakane multi purpose sport field and construction of a multi purpose sport field in Montshiwa	R12 000 000,00	Complete
NW293	Mamusa Local Municipality	Dr Ruth Segomotsi Mompati	Upgrading of Itelegeng sport facility	R5 000 000,00	Complete
NW396	Lekwa Teamane Municipality	Dr Ruth Segomotsi Mompati	Upgrade of Cristiana multi purpose facility	R11 500 000,00	Complete

Table 4: MIG sport infrastructure Budget Allocation per Province in 2017/18 financial year¹⁷⁴

	MUNICIPALITY	DISTRICT MUNICIPALITY	PROJECT NAME	BUDGET ALLOCATED	STATUS
EC129	Raymond Mhlaba Local Municipality	Amathole	Upgrading of Sportfield within Raymond Mhlaba Local Municipality	R5 000 000,00	Project stopped at 25%
EC138	Sakhisizwe Local Municipality	Chris Hani	Upgrading of sports field within Sakhisizwe Local Municipality	R12 500 000,00	Complete
EC145	Walter Sisulu Local Municipality	Joe Gqabi	Upgrading of sports field within Walter Sisulu Local Municipality	R10 821 000,00	Construction, 80%
EC443	Mbizana Local Municipality	Alfred Nzo	Construction of Sport facility within Mbizana Local Municipality	R12 000 000,00	90% complete
FS162	Kopanong Municipality	Xhariep	Construction of Sports field within Kopanong Local Municipality	R9 200 000,00	Project stopped at 50%
FS185	Nala Local Municipality	Lejweleputswa	Upgrading of sports facility within Nala Local Municipality	R4 373 000,00	Complete
FS195	Phumelela Local Municipality	Thabo Mofutsanyana	Upgrading of Sport field within Phumelela Local Municipality	R9 604 000,00	Complete
FS203	Ngwathe Local Municipality	Fezile Dabi	Construction of a sport field within Ngwathe Local Municipality	R7 412 000,00	Complete
FS205	Mafube Local Municipality	Fezile Dabi	Upgrading of a sport field within Mafube Local Municipality	R4 308 000,00	Complete
GT421	Emfuleni Local Municipality	Sedibeng	Upgrading of Swimming pool within Emfuleni Local Municipality	R9 593 000,00	Stopped
GT423	Lesedi Local Municipality	Sedibeng	Construction of Sport Field within Lesedi Local Municipality	R15 108 000,00	Complete
GT485	Westonaria Local Municipality/Rand West City	West Rand	Construction of Multi-purpose centre within Westonaria Local Municipality	R8 172 000,00	Complete

¹⁷⁴ Parliamentary Monitoring Group (2022)



KZN221	Umshwati Local Municipality	uMgungundlovu	Construction of Umshwati Local Municipality	R11 000 000,00	Complete
KZN242	Nquthu Local Municipality	uMzinyathi	Construction of Sports Field within Nquthu Local Municipality	R11 000 000,00	Complete
KZN265	Nongoma Local Municipality	Zululand	Construction of Sports Fields within Nongoma Local Municipality	R11 000 000,00	Complete
KZN293	Ndwedwe Local Municipality	iLembe	Construction of Sports Field within Ndwedwe Local Municipality	R11 000 000,00	complete
LIM32	Greater Letaba Local Municipality	Mopani	Construction of stadium within Greater Letaba Local Municipality	R2 564 000,00	Complete
LIM334	Ba-phalabrowa Local Municipality	Mopani	Construction of stadium within Ba-phalaborwa Local Municipality	R7 084 000,00	Complete
LIM354	Polokwane Local Municipality	Capricon	Construction of Sports Complex within Polokwane Local Municipality	R7 764 000,00	Completed
LIM355	Lepelle-Nkumpi Local Municipality	Capricon	Construction of stadium within Lepelle-Nkumpi Local Municipality	R5 137 000,00	completed
LIM471	Ephraim Mogale Local Municipality	Sekhukhuni	Construction of stadium within Ephraim Mogale Local Municipality	R10 832 000,00	Complete
MP303	Mkhondo Local Municipality	Gert Sibande	Refurbishment of Sports Complex within Mkhondo Local Municipality	R2 500 000,00	Complete
MP304	Dr Pixley Ka Seme Local Municipality	Gert Sibande	Construction of combi courts	R2 500 000,00	Complete
MP315	Thembisile Hani Local Municipality	Nkangala	Construction of multi-purpose centre	R5 904 000,00	Complete
MP324	Nkomazi Local	Ehlanzeni	Construction of Sport field	R4 654 000,00	Complete
MP325	Bushbuckridge Local Municipality	Ehlanzeni	Construction of sports field	R13 096 000,00	Complete
NC065	Hantam Local Municipality	Namakwa	Construction of Sports field, Calvinia, Neuwoudville, Loeriesfontein and Brandvlei	R6 866 588,00	Complete
NC078	Siyancuma Local Municipality	Dr. Pixley Ka Seme	Construction of Kemble Sport field	R6 866 588,00	Cancelled = Funds taken back
NC091	Sol Plaatjie Local Municipality	Francis Baard	Construction of Sport field Florinville swimming pool, Galeshewe stadium and De Beers stadium	R6 866 588,00	Complete
NW	Taung Local Municipality	Dr. Ruth Segomotsi Mompoti	Construction of a sport facility	R15 000 000,00	Complete
NW371	Moretele Local	Bojanala Platinum	Construction of sport facility	R15 000 000,00	Complete
NW385	Ramotshere Molloa Local Municipality	Ngaka Modiri Moleme	Upgrading of multi-purpose stadium	R7 274 000,00	Complete
WC047	Bitou Local Municipality	Garden Route	Construction of a sports ground	R13 000 000,00	Complete
	Langeberg Local Municipality		Upgrading of sport facilities and multi-purpose courts	R15 000 000	Cancelled - Registration Declined



Table 5: MIG sport infrastructure Budget Allocation per Province in 2018/19 financial year¹⁷⁵

MUNICIPALITY CODE	MUNICIPALITY	DISTRICT MUNICIPALITY	PROJECT NAME	BUDGET ALLOCATED	STATUS
EC121	Mbashe Local Municipality	Amathole	Upgrading of Ngumbela Sports Facility	R11 400 000,00	Practical completion
EC136	Emalahleni Local Municipality	Chris Hani	Construction of Indwe Sport Ground	R11 000 000,00	Procurement of contractor
EC153	Ingquza Hill Local Municipality	OR Tambo	Construction of ward 3 Multi purpose Sport Field	R8 550 000,00	Construction, 85%
EC441	Matatiele Local Municipality	Alfred Nzo	Construction of Cedarville Sport Center	R11 400 000,00	Complete
FS161	Letsemeng Local Municipality	Xhariep	Upgrading of stadium in Sonwabile	R12 065 000,00	Complete
FS183	Tswelopele Local Municipality	Lejweleputswa	Construction of a cricket pitch and a clubhouse	R7 600 000,00	Complete
FS191	Setsoto Local Municipality	Thabo Mofutsanyana	Upgrading of Moemang Sport and Recreation Facility	R9 500 000,00	Complete
FS196	Mantsopa Local Municipality	Thabo Mofutsanyana	Construction of Hobhouse Sport facilities	R11 115 000,00	Complete
GT481	Mogale City	West Rand	Upgrading of Rietvallei 2 & 3 Sport Complex	R3 659 000,00	Complete
KZN238	Alfred Duma Local Municipality	uThukela	Construction of Accacciaville Sportfield	R9 500 000,00	Complete
KZN241	eDumbe Local Municipality	Zululand	Construction of Bilanyoni Sportfield	R9 500 000,00	Complete
KZN284	Umlalazi Local Municipality	King Cetshwayo	Construction of Basamlilo Sportfield	R9 500 000,00	Complete
KZN286	Nkandla Local Municipality	King Cetshwayo	Construction of Nkungumathe Sportfield	R9 500 000,00	Complete
LIM	Collins Chabane Local Municipality	Vhembe	Construction of a combi-court in Mulamula	R1 500 000,00	Complete
LIM343	Thulamela Local Municipality	Vhembe	Upgrading of Makwarela Stadium	R15 500 000,00	Complete
LIM366	Bela-Bela Local Municipality	Waterberg	Construction of Moloto Street Stadium	R12 075 000,00	completed
LIM473	Makhuduthamaga Local Municipality	Sekhukhuni	Construction of Moroangoato Sport Ground	R5 125 000,00	Complete
MP305	Lekwa Local Municipality	Gert Sibande	Upgrading of courts at Sakhile stadium	R1 710 000,00	Complete

¹⁷⁵ Parliamentary Monitoring Group (2022)



MP306	Dipaleseng Local Municipality	Gert Sibande	Upgrading of Siyathemba Stadium	R13 864 904,00	Stopped
MP321	Thaba Chweu Local Municipality	Ehlanzeni	Upgrading of Mashakeng stadium	R9 000 000,00	Complete
MP326	Mbombela Municipality	Ehlanzeni	Construction of Masoyi Stadium	R10 400 000,00	Construction, 60%
NC064	Kamiesberg Local Municipality	Namakwa	Upgrading of Kharkama Sport Facility	R4 370 000,00	Complete
NC094	Phokwane Local Municipality	Francis Baard	Upgrading of Ganspan Sports Complex	R11 290 750,00	Stopped
NC452	Gasegonyane Local Municipality	John Taole-Gaetsewe	Upgrading of Mothibastad Sports Complex	R10 545 000,00	Stopped
NC453	Gamagara Local Municipality	John Taole-Gaetsewe	Construction of Kathu Sport Complex	R2 009 250,00	Complete
NW372	Madibeng Local Municipality	Bojanala Platinum	Construction of Maboloka Sports Facility	R9 500 000,00	Complete
NW382	Tswaing Local Municipality	Ngaka Modiri Moleme	Refurbishment of Agisanang Sport Facility	R8 550 000,00	Complete
NW392	Naledi Local Municipality	Dr. Ruth Mompoti Segomotsi	Construction of Huhudi Sports Facility	R9 500 000,00	Complete
WC013	Bergrivier Local Municipality	West Coast	Upgrading of existing Eric Goldschmidt Sports Ground, Velddrift, Eendkuil, Pelia Park Sports Grounds in Porterville	R5 415 000,00	Complete
WC044	George Local Municipality	Garden Route	Upgrading of Sport facilities in Rosemore with a Tartan track	R8 550 000,00	Cancelled

Table 6: MIG sport infrastructure Budget Allocation per Province in 2019/20 financial year¹⁷⁶

MUNICIPALITY CODE	MUNICIPALITY	DISTRICT	PROJECT NAME	BUDGET ALLOCATED	STATUS
EC108	Kouga Local Municipality	Sarah Baartman	Upgrading of Sportfield in KwaNomzamo	R6 225 000,00	Complete
EC124	Amahlathi Local Municipality	Amathole	Construction of the Multi-Purpose Sport Facility in Mlungisi (phase2)	R12 000 000,00	Construction, 60%

¹⁷⁶ Parliamentary Monitoring Group (2022)



EC156	Mhlontlo Local Municipality	OR Tambo	Upgrading of Mvumelwano Sportfield (phase2)	R11 000 000,00	Construction, 85%
FS181	Masilonyana Local Municipality	Lejweleputswa	Construction of Sport Center at Tshepong /Verkeerdevlei	R9 000 000,00	Complete
FS193	Nketoane Local Municipality	Thabo Mofutsanyana	Construction of the Lindley/Ntha sport facility stadium	R13 000 000,00	Complete
FS204	Metsimaholo Local Municipality	Fezile Dabi	Construction of Refengkgotso sports complex	R7 000 000,00	Phase 1 completed and phase to commence in 2022/23
GT422	Midvaal Local Municipality	Sidebeng	Upgrading of Lakeside Sport Complex	R10 000 000,00	P1-Complete
KZN222	uMngeni Local Municipality	uMgungundlovu	Upgrading of Mpophomeni stadium	R11 000 000,00	Complete
KZN244	Msinga Local Municipality	uMzinyathi	Construction of Gxushaneni Sport Facility	R12 000 000,00	Complete
KZN435	Umzimkhulu Local Municipality	Harry Gwala	Construction of Umzimkhulu Centre	R12 000 000,00	Phase 1 complete-multi year
LIM345	Colins Chabane Local Municipality	Vhembe	Construction of Davhana Stadium phase1	R12 000 000,00	Complete
LIM354	Polokwane Local Municipality	Capricon	Construction National Softball Stadium and Moletjie Soccer Pitch (3 Year Project)	R30 000 000,00	multi year
MP307	Govan Mbeki Local Municipality	Gert Sibande	Upgrading of Lebohang stadium in Leandra	R11 000 000,00	Complete
MP314	Emakhazeni Local Municipality	Nkangala	Upgrading of Siyathuthuka Stadium	R11 000 000,00	Complete
NC073	Emthanjeni Local Municipality	Pixley Ka Seme	Upgrading of Khwezi Sport Grounds	R11 941 000,00	Complete
NC087	Dawid Kruiper Local Municipality	ZF Mgcawu	The development of sports ground in Rosedale	R9 000 000,00	Complete
NC093	Magareng Local Municipality	Francis Baard	Upgrading of Ikhutseng stadium	R8 000 000,00	Complete



NW383	Mafikeng Local Municipality	Ngaka Modiri Molema	Upgrading of Mahikeng Tennis Precinct into National Tennis Precinct (3 Year Project)	R20 000 000,00	Phase 1 and 2 complete
NW397	Kagisano Molopo Local Municipality	Dr. Ruth Segomotsi Mompati	Construction of Peterplessis sports facilities	R9 500 000,00	50% complete
NW405	JB Marks Local Municipality	Dr. Kenneth Kaunda	Upgrading of Ikageng sports facility	R12 000 000,00	Complete
WC032	Overstrand Local Municipality	Overberg	Upgrading of the Hawston Sport Ground in Overstrand	R10 000 000,00	Complete
WC052	Prince Albert Local Municipality	Central Karoo	Construction of sport fields and sport facilities for town of Prince Albert (phase 1)	R11 000 000,00	Funds were returned

Table 7: MIG sport infrastructure Budget Allocation per Province in 2020/21 financial year¹⁷⁷

MUNICIPALITY CODE	MUNICIPALITY	DISTRICT	PROJECT NAME	BUDGET ALLOCATED	STATUS
EC442	Umzimvubu Local Municipality	Alfred Ndzo	Construction of Phepheni sport ground	R 10 000 000,00	Complete
EC135	Intsika Yethu Local Municipality	Chris Hani	Upgrading of Magwala Sport Ground	R 10 000 000,00	Complete
EC105	Ndlambe Local Municipality	Sarah Baartman	Upgrading of Marselle Sports field Kenton on Sea Phase 2	R 9 400 000,00	Complete
MP	Steve Tshwete Local Municipality	Nkangala	Construction of Kwazamokuhle Stadium	R 10 000 000,00	Complete
FS181	Masilonyana Local Municipality	Lejweleputswa	Construction of Winnie Mandela Sport Facility	R 6 728 000,00	Complete
FS201	Moqhaka Local Municipality	Fezile Dabi	Construction of Refenggotso sports complex	R 10 000 000,00	Construction, 80%
FS192	Dihlabeng Local Municipality	Thabo Mofutsanyana	Construction of Fateng Tse Ntso Sport facility	R 9 000 000,00	Complete
NC062	Nama Khoi LM	Namakwa	Bergsig Sport Facility	R 7 500 000,00	Allocation returned to NT
NC075	Renosterberg LM	Pixley Ka Seme	Upgrading of Vanderkloof Sport Facility.	R 11 500 000,00	Complete
NC076	Thembelihle LM	Pixley Ka Seme	Development of Steynville Sport Facility	R 11 500 000,00	Complete

¹⁷⁷ Parliamentary Monitoring Group (2022)



NC084	Khei LM	ZF Mgcawu	Development of Grootdrink Sport Facility.	R 9 330 000,00	Complete
KZN281	Umfolozu	King Cetshwayo	Construction of the Dondotha Sports field	R 13 000 000,00	Complete
KZN272	Jozini	uMkhanyakudi	Construction of Ndumo Sport Complex phase 4	R 9 600 000,00	Construction, 76%
KZN235	Okhahlamba	uThukela	Construction of Khethani Sports Field - Ward 01	R 10 000 000,00	Complete
KZN237	Inkosi iLangalibalele	uThukela	Upgrade of Wembezi Sports Field Ward 9	R 10 000 000,00	Complete
NW384	Ditsobotla	Ngaka Modiri Molema	Refurbishment of Itekeng Sports Facility	R 10 300 000,00	Construction, 95%
NW374	Kgetleng Revier	Bojanala	Refurbishment of Reagile Sports Facility	R 10 000 000,00	Complete
NW383	Mahikeng	Ngaka Modiri	Construction of Tennis Courts at Mmabatho Stadium	R 20 000 000,00	Multi-year and ongoing
LIP361	Thabazimbi	Waterberg	Upgrading of sports and recreation facilities in Raphuti (ward 4)	R 11 000 000,00	85% Completion
LIP341	Musina	Vhembe	Completion of Harper Sport Facility	R 5 000 000,00	Complete
LIP354	Polokwane LM	Capricorn	Construction of Moletjie field and Softball field	R 30 000 000,00	Multi year project at 65% completion
WC043	Mosselbay LM	Garden Route	New soccer facility for Wolwadans	R 9 000 000,00	Complete
WC011	Matzikama LM	West coast	Upgrading of existing and construction of new sport facilities in Klaver (Ward 6)	R 10 000 000,00	95% completion

Table 8: MIG sport infrastructure Budget Allocation per Province in 2021/22 financial year¹⁷⁸

MUNICIPALITY CODE	MUNICIPALITY	DISTRICT	PROJECT NAME	BUDGET ALLOCATED	STATUS
EC121	Mbashe	Amathole	Upgrading of Ngumbela sports facility ward 2	R4 000 000,00	Complete
EC142	Senqu	Joe Gqabi	Construction of sport facility in Bluegums village Ward 11	R8 000 000,00	Appointment of contractor
EC155	Nyandeni Local Municipality	OR Tambo	Construction of sport facility in Nyandeni local Municipality	R9 000 000,00	Construction, 20%
EC101	Dr. Bayer Naude Local Municipality	Sarah Baartman	Upgrading of the collie koeberg sport complex	R7 000 000,00	Phase 1- complete. Phase 2- Construction 45%

¹⁷⁸ Parliamentary Monitoring Group (2022)



EC106	Sunday River Valley	Sarah Baartman	Construction of Sport facility in Sunday's River Valley Local Municipality	R8 000 000,00	Construction, 20%
FS	Matjhabeng	Lejweleputswa	Construction of a sportfield in Matjhabeng	R7 000 000,00	Construction, 5%
FS	Maluti-a- Phofung	Thabo Mofutsanyana	Construction of a sport field in Maluti-a-Phofung	R10 000 000,00	Construction, 90%
KZN254	Dannhauser	Amajuba	Construction of Danncol sport centre	R8 000 000,00	Construction, 55%
KZN436	Dr. Nkosazana Dlamini Zuma	Harry Gwala	Construction of Creighton sport field	R8 000 000,00	90% completion
KZN294	Maphumolo	Ilembe	Construction of Sakuyaze sport field	R8 000 000,00	Procurement
KZN214	Umuziwabantu	Ugu	Construction of a sport field	R8 000 000,00	80% , Complete
KZN224	Impendle	Umgungundlovu	Construction of sport field in Impendle	R8 000 000,00	85% Construction
KZN226	Mkhambathini	Umgungundlovu	Upgrading of Banqobile sport field	R8 000 000,00	55% Completion
KZN245	Umvoti	uMzinyathi	Construction of Khandabathule sport field	R10 000 000,00	45% construction
LIM351	Blouberg	Capricorn	Construction of indigenous games platforms and outdoor gyms	R10 000 000,00	85%, Construction
LIP354	Polokwane	Capricorn	Construction of Polokwane Softball stadium	R15 000 000,00	Multi year and at 73%
LIM476	Fetakgomo Tubatse	Waterberg	Construction of sport facility in Fetakgomo Tubatse	R10 000 000,00	90% construction
LIM	Musina	Vhembhe	Upgrading of Lesley Manyathela stadium	R6 500 000,00	53% completion
LIM	Thulamela	Vhembhe	Construction of indigenous games platforms and outdoor gyms	R6 000 000,00	Procurement
NC	Dikgatlong	Francis Baard	Construction of sport facility in Dikgatlong	R8 000 000,00	Construction 20%
NC	Richtersveld	Namakwa	Construction of sport facility in Richtersveld	R7 000 000,00	Allocation returned to NT
NC	Siyancuma	Pixley Ka Seme	Construction of sport facility in Siyancuma	R7 000 000,00	Allocation returned to NT
NC	Kgatelopele	ZF Mgcawu	Construction of sport facility in Kgatelopele	R12 000 000,00	Construction,68%
NC	Tsantsabane	ZF Mgcawu	Construction of sport facility in Tsantsabane	R12 000 000,00	Construction,66%
NW375	Moses Kotane	Bojanala Platinum	Upgrading of Madikwe sport facility	R9 000 000,00	73% Construction
NW404	Maquassi Hills	Dr Kenneth Kaunda	Construction of Wolmaranstad ext 13 sports ground	R10 000 000,00	45% construction
NW383	Mahikeng	Ngaka Modiri	Construcion of Mmabatho tennis stadium phase 3	R20 000 000,00	completed phase 1 and 2



WC022	Witzenberg	Cape Winelands	Construction of a sport field in Witzenberg	R1 500 000,00	Construction 50%
WC031	Theewaterskloof	Overberg	Upgrading of pineview sport facility Grabouw	R7 858 000,00	Procurement

Table 9: MIG sport infrastructure Budget Allocation per Province in 2022/23 financial year¹⁷⁹

MUNICIPALITY CODE	MUNICIPALITY	DISTRICT	PROJECT NAME	BUDGET ALLOCATED	STATUS
EC109	Kou-kama LM	Sarah Baartman District	Upgrading of Krakeel sportfield (ward 2)	R 8 000 000,00	Procurement of contractor
EC126	Ngqushwa LM	Amathole District	Rehabilitation of new creation sportfield	R 10 000 000,00	Procurement of contractor
EC123	Great Kei LM	Amathole District	Construction of a sportfield in Komga - Ward 7	R 10 000 000,00	Procurement and Design
EC136	Emalahleni LM	Chris Hani District	upgrading of Indwe Sport Field	R 10 000 000,00	Procurement of contractor
FS181	Masilonyana LM	Lejweleputswa District	Construction of Netball courts at Winnie Mandela Museum	R 2 000 000,00	Procurement and Design
FS182	Tokologo LM	Lejweleputswa District	construction of Malebogo community stadium	R 10 000 000,00	Procurement and Design
FS196	Mantsopa LM	Thabo Mofutsanyana District	construction of multi- sport facility in Mahlatswetsa	R 10 000 000,00	Procurement and Design
GT484	Merafong LM	West Rand District	Construction of sport field within Merafong Local Municipality	R 10 000 000,00	Procurement and Design
KZN212	Umdoni LM	Ugu District	Upgrading of uMzinto sportfield (Phase 3)	R 10 000 000,00	Procurement and Design
KZN292	Kwadukuza LM	iLembe District	Construction of Groutville Market Sportfield - Ward 10	R 10 000 000,00	Procurement of contractor
KZN266	Ulundi LM	Zululand District	Construction of Ezihlabeni sport field	R 10 000 000,00	Procurement and Design
KZN285	Mthonjaneni LM	King Cetshwayo District	Construction of Kwesezulu Sportfield Ward 7	R 10 000 000,00	Procurement and Design

¹⁷⁹ Parliamentary Monitoring Group (2022)



LIM333	Greater Tzaneen LM	Mopani District	Construction of Leretjeng Sport Ground (Ward11)	R11 000 000.00	Procurement and Design
LIM354	Polokwane LM	Capricorn District	Construction of a Softball Stadium in Polokwane	R10 000 000.00	Construction multi-year project
LIM362	Lephalale LM	Waterberg District	Construction of Marapong Sport Centre (Phase 2)	R10 000 000.00	Procurement and Design
MP316	Dr JS Moroka LM	Nkangala District	Construction of a sport field within Dr JS Moroka Local Municipality	R10 058 000.00	Procurement and Design
NC066	Karoo Hoogland LM	Namakwa District	Upgrading of Willistone Sport Facility	R9 000 000.00	Procurement and Design
NC072	Umsobomvu LM	Pixley Ka Seme District	Upgrading of Kuyasa Sport Ground in Colesberg	R9 500 000.00	Procurement and Design
NC073	Emthanjeni LM	Pixley Ka Seme District	Upgrading of Nonzwakazi Stadium	R9 500 000.00	Procurement and Design
NC074	Kareeberg LM	Pixley Ka Seme District	Upgrading of Sport Facility in Carnarvon	R11 000 000.00	Procurement and Design
NC093	Magareng LM	Francis Baard District	Upgrading of Ikhutseng Sport Facility (Phase 2)	R 6 500 000.00	Procurement and Design
NW383	Mafikeng LM	Ngaka Modiri Molema District	Upgrading Mmabatho Tennis stadium	R 10 300 000.00	Procurement of contractor
WC045	Oudtshoorn LM	Garden route District	Upgrading of Bongoletu sport ground	R 10 000 000.00	Procurement and Design
WC025	Breede Valley LM	Cape winelands District	Upgrading of Dewel and Rawsonville sport grounds	R 6 000 000.00	Procurement and Design
WC015	Swartland LM	West Coast District	upgrading of Sarling and Chartsworth sport fields	R 10 000 000.00	Project to be implement 23/24
WC042	Hessequa LM	Garden route District	Construction of new cricket and soccer facility in Heidelberg	R 9 000 000.00	Procurement and Design
WC048	Knysna LM	Garden route District	Construction of sport field and sport facilities in Bongani (Phase 2)	R 11 000 000.00	Procurement and Design





6. LIBRARIES AND MUSEUMS



SECTION 3: MUNICIPAL EXPENDITURE TRENDS

7. MUNICIPAL EXPENDITURE TRENDS OF REPAIR AND MAINTENANCE, AND CONDITIONAL GRANTS

1. INTRODUCTION¹⁸⁰

Municipalities are failing to fulfil their mandate of providing basic services to communities as is attested by media reports of community service delivery protests and as reported by the Auditor General of South Africa (AG). At the heart of this failure to provide basic services is deteriorating municipal infrastructure.

The AG stated the following when addressing reporters on the recent Municipal Audit Report:

““The financial health, income statements, balance sheets and cash flows of municipalities are in a very poor state and that has a detrimental impact on current services being provided, but will also have a negative impact on future services if the situation is not corrected.”¹⁸¹

A municipality’s ability to deliver basic services is dependent on the availability and operability of its infrastructure. In turn the availability and operability of basic service infrastructure is a function of how well a municipality manages its finances. Infrastructure has both capital budget and operating budget components, for example:

- The development, construction and rehabilitation of municipal infrastructure mainly falls under the municipal capital budgets, which is mainly funded from national and provincial transfers (i.e., conditional infrastructure grants), municipal borrowings and own revenues.
- While the repairs and maintenance of infrastructure falls under the municipal operating budget. Repairs and maintenance encompass all activities related to maintaining or restoring the operability of the infrastructure asset, which are recurring activities. It excludes improvements which extend the useful life of the infrastructure asset, which is a once-off activity.

Given that it is reported that municipal infrastructure is deteriorating, this brief will focus on municipal repairs and maintenance expenditure which is aimed at preventing service delivery breakdowns and maintaining the operability of the infrastructure asset. Secondly the brief will focus on municipal conditional infrastructure grant expenditure as municipal infrastructure in South Africa is largely funded through national and provincial conditional transfers.

¹⁸⁰ Researcher: Yolanda Brown

¹⁸¹ A. Makinana (2023).



The sections that follow provides an overview of trends in repairs and maintenance expenditure and conditional infrastructure grant expenditure.

2. REPAIRS AND MAINTENANCE TRENDS

Repairs and maintenance play an important role in maintaining the operability of the infrastructure asset and preventing the deterioration of an infrastructure asset. Hence, sound financial management would include the provision of repairs and maintenance budgets and ensuring that repairs and maintenance takes place according to the Repairs and Maintenance Plans (i.e., approved plan that entail a needs analysis, budgets, implementation schedules etc.).

Simply put, municipalities should make provision for repairs and maintenance of its infrastructure assets, by including it in annual approved Budget. National Treasury stated in the Municipal Financial Management Act (MFMA) Circular No. 71, that, municipalities shall budget for maintenance and repair an annual sum equivalent to **8%** of the “carrying value” of “property, plants and equipment and investment property”. Whether municipalities abide by this 8% budgetary norm cannot be gleaned from the MFMA Section 71 Reports, as in its current form it does not include a line item for repairs and maintenance.

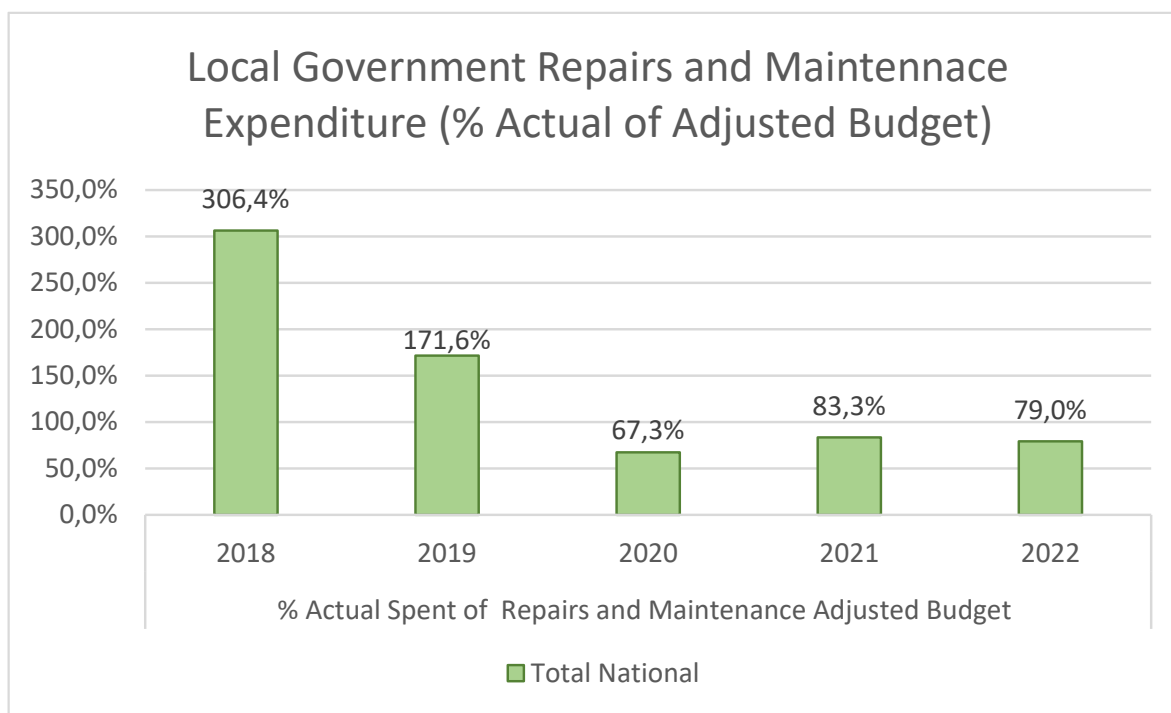
Note:

Municipalities are required to submit their MFMA Section 71 Reports (i.e., budgetary information related to both the operating and capital budgets) on a monthly basis to National Treasury. Municipalities are guided by the Section 71 Report template and in its current form it does not include a line item for repairs and maintenance.

However, the National Treasury MFMA website does provide information on municipal repairs and maintenance expenditure. The repairs and maintenance expenditure published on the National Treasury website has not been audited and therefore not verified for accuracy.

Figure 1 provides a national overview of municipal repairs and maintenance expenditure trends for the period 2018 to 2022. It shows that municipal repairs and maintenance budgets were overspent by a significant amount in the first two years of the review period and thereafter expenditure declines and registers under-expenditure.

Figure 1: Municipal repairs and maintenance expenditure



Source: National Treasury (2018-2022)

The municipal repairs and maintenance budgets in 2018 and 2019 were reduced significantly in the adjustments process, however municipalities continued to spend far above the reduced budgets, and this is the reason for the significant overspending observed in 2018 and 2019.

Table 2 provides a provincial overview of municipal repair and maintenance expenditure as a percentage of Adjusted repairs and maintenance budgets.

Table 2: Provincial breakdown of municipal repairs and maintenance expenditure

Local Government	% Actual Spent of Repairs and Maintenance Adjusted Budget				
	2018	2019	2020	2021	2022
Eastern Cape	172,6%	183,3%	61,0%	83,8%	81,8%
Free State	123,5%	109,1%	73,4%	89,3%	96,2%
Gauteng	171,1%	152,1%	74,6%	88,7%	83,7%
Kwazulu-Natal	338,2%	108,9%	77,5%	117,1%	93,9%
Limpopo	253,3%	186,6%	69,3%	87,1%	87,7%
Mpumalanga	742,5%	344,4%	76,8%	83,1%	100,8%
North West	117,1%	65,3%	76,6%	72,4%	82,8%
Northern Cape	114,2%	250,2%	75,8%	76,6%	85,1%
Western Cape	848,7%	259,3%	45,6%	48,1%	47,1%
Total National	306,4%	171,6%	67,3%	83,3%	79,0%

Source: National Treasury (2018-2022)



As noted above the repairs and maintenance data has not been verified for accuracy and the reported expenditure may be over-stated by some municipalities, particularly in 2018 and 2019. When excluding the data for 2018 and 2019, municipalities across the nine provinces spend on average between 47 per cent and 96.1 per cent of their Adjusted repairs and municipal budgets over the period 2020 to 2022. See Annexure A for a provincial breakdown of municipal repairs and maintenance budget allocations and expenditure figures in Rand value.

The repairs and maintenance data fails to provide insight as to what kind of repairs and maintenance activities are taking place and which infrastructure assets are benefiting from these budgets and expenditure.

Despite the limitations on the published municipal repairs and maintenance data, the analysis of the data show that municipalities do have repairs and maintenance budgets and that these budgets are being spent. Metropolitan municipalities (Metros) account for the largest share of the municipal repairs and maintenance budgets and the expenditure thereof, which could be attributed to Metros having larger budgets and a larger number of infrastructure assets compared to non-metro municipalities. Lastly given that non-metro municipalities in particular rely on national and provincial condition transfers to fund their capital budgets, are non-metro municipalities also in need of financial support to fund their repairs and maintenance budgets?

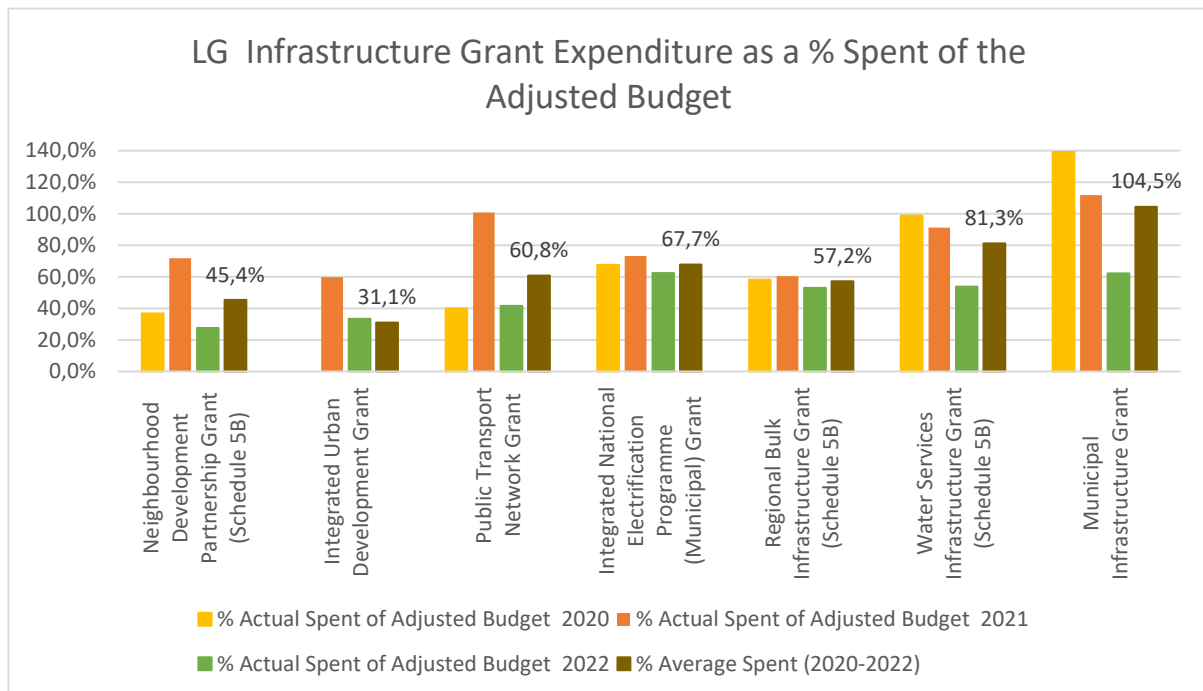
3. MUNICIPAL INFRASTRUCTURE GRANTS

This section focuses on select Municipal conditional infrastructure grants based on availability of data, Rand value of the Grant, direct transfers¹⁸² and its contribution to the development of basic service infrastructure.

Figure 2 provides a national overview of municipal conditional infrastructure grant expenditure trends for the period 2020 to 2022.

Figure 2: Municipal conditional infrastructure grants expenditure

¹⁸² Direct grant transfers are allocated directly transferred to municipalities, whereas indirect grant transfers are held by the national department responsible for administering the grant and undertakes to implement the grant allocation on behalf of the municipalities that do not have the capacity to implement.



Source: National Treasury (2018-2022)

Figure 2 shows that on average, the Municipal Infrastructure Grant allocations is spent in full by municipalities for the period under review. While the spending of the other conditional infrastructure grant allocations is generally under-spent for the period under review as follows:

- Municipalities on average spend 81.3 per cent of the Water Services and Infrastructure Grant allocation, that is, under-expenditure of 18.7 per cent on average;
- The Integrated National Electrification Programme (Municipal) Grant registered an average under-expenditure of 32.3 per cent;
- The Public Transport Network Grant registered an average under-expenditure of 39.2 per cent;
- The Regional Bulk Infrastructure Grant registered an average under-expenditure of 42.8 per cent;
- The Neighbourhood Development Partnership Grant registered an average under-expenditure of 54.6 per cent; and
- The Integrated Urban Development Grant registered the highest under-expenditure at an average of 68.9 per cent for the period under review.

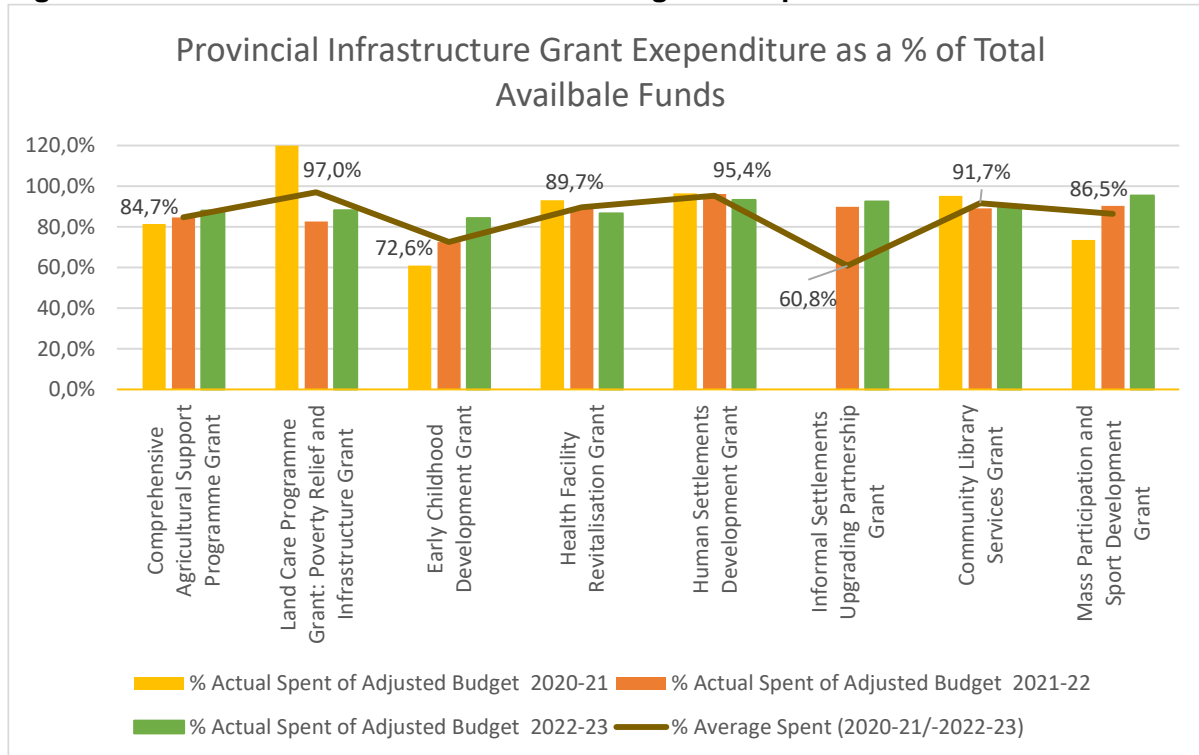
See Annexure B for a provincial breakdown of municipal conditional infrastructure grant allocations and expenditure figures in Rand value.

This perennial underspending of municipal conditional infrastructure grant allocations is indicative of the poor financial management of municipalities in South Africa. Poor financial management is but one of the many reasons for the underspending of conditional grant funding, which at the crux includes poor planning in the development of infrastructure projects, poor infrastructure project management, poor procurement practices, a lack of skilled personnel capacity and a lack of good governance (i.e., accountability and leadership).



Municipal infrastructure development is also supported by Provincial conditional infrastructure grants that also aim to deliver services to municipal communities. Figure 3 provides a national overview of select¹⁸³ provincial conditional infrastructure grant expenditure trends for the period 2020/21 to 2022/23.

Figure 3: Provincial conditional infrastructure grants expenditure



Source: National Treasury (2021-2023)

Figure 3 shows that conditional infrastructure grant allocations are also be underspent by the provinces; however, not to the extent at which municipal conditional infrastructure grant allocations are under-spent by municipalities. The average expenditure of provincial conditional infrastructure grant allocations range between a low of 60.8 per cent to a high of 97.0 per cent for the period 2020/21 to 2022/23.

See Annexure C provides a table showing the provincial conditional infrastructure grant allocations and expenditure figures in Rand value.

4. CONCLUSION

The analysis of municipal repairs and maintenance expenditure and conditional infrastructure grant expenditure shows that municipalities are under-spending these budgetary allocations on recurring basis. This recurring trend of under-expenditure not only impacts existing municipal infrastructure capability but is also detrimental to future service delivery needs.

¹⁸³ The selection of the Provincial conditional infrastructure grant reported here is based on availability of expenditure data and whether it wholly or partially contributes to the development of infrastructure assets.



Municipal Councils and leaders need to show greater accountability to their communities by ensuring that existing municipal infrastructure assets are maintained, not only to prevent service delivery breakdowns but also to prevent financial loss¹⁸⁴ due to negligent management of municipal infrastructure assets.

Key issues for the consideration of Parliament:

- National Treasury to undertake a review of the current status of municipal repair and maintenance activities that includes:
 - Do municipalities abide by the 8 per cent budgetary norm for repairs and maintenance budgets;
 - What kind of repairs and maintenance activities are taking place?
 - What municipal infrastructure assets are benefitting from repairs and maintenance?
 - Do all municipalities have approved repairs and maintenance plans for the municipal infrastructure assets under their custodianship?
 - Do non-metro municipalities require financial support to fund their repairs and maintenance budgets beyond the existing repairs and maintenance component in the Municipal Infrastructure Grant?
 - MFMA Section 71 Report template to include a line item for repairs and maintenance.

- The last published review of Local Government Infrastructure Grants is dated 2014 on National Treasury's MFMA website. Underspensing of infrastructure grants is a perennial issue.
 - The Financial and Fiscal Commission in its 2023 Division of Revenue Submission called for the review of municipal capacity-building and infrastructure grants. The review should consider that capacity-building efforts are comprehensively consulted with and agreed to with a Municipality; it should link capacity-building actions to a Municipality's specific diagnosis of capacity challenges or deficits. It should further consider the consolidation of Local Conditional Grants into an integrated financial flow.
 - Parliament should consider supporting the call for the review of municipal capacity-building and infrastructure grants.

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¹⁸⁴ Financing of an infrastructure asset is an investment and thus the return of the investment needs to be safeguarded in order for municipal communities to benefit thereof.



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ANNEXURE A: Provincial breakdown of municipal repairs and maintenance budget allocations and expenditure figures in Rand value.

Local Government Repairs and Maintenance Budget (R '000)	2018			2019			2020			2021			2022		
	Original Budget	Adjusted Budget	YTD Actual	Original Budget	Adjusted Budget	YTD Actual	Original Budget	Adjusted Budget	YTD Actual	Original Budget	Adjusted Budget	YTD Actual	Original Budget	Adjusted Budget	YTD Actual
Eastern Cape	1 116 933	1 004 310	1 733 304	1 635 199	850 184	1 558 353	1 489 853	1 443 533	881 139	1 066 024	1 222 185	1 023 660	1 613 377	1 649 640	1 348 980
Free State	1 128 706	445 891	550 770	1 157 289	984 557	1 074 224	1 301 764	1 131 588	830 129	1 059 823	1 213 646	1 084 094	1 078 663	1 282 768	1 233 822
Gauteng	9 509 519	4 327 843	7 404 892	8 905 752	5 481 229	8 338 330	9 517 684	7 469 615	5 568 758	14 544 072	7 518 146	6 665 930	7 488 236	7 437 306	6 223 113
Kwazulu-Natal	6 081 374	1 828 802	6 184 955	6 280 858	5 539 549	6 033 746	5 035 166	5 136 225	3 979 098	5 346 377	4 650 583	5 444 384	5 430 075	5 693 624	5 344 382
Limpopo	1 033 099	788 673	1 997 845	1 343 031	1 229 362	2 293 859	1 205 069	1 291 889	895 583	1 155 274	1 614 284	1 405 287	1 652 249	1 969 884	1 728 511
Mpumalanga	1 112 150	241 860	1 795 908	1 162 090	652 766	2 248 235	666 783	615 826	473 095	1 004 058	1 088 616	904 984	1 238 852	1 436 403	1 447 846
North West	550 075	405 256	474 575	940 521	699 643	456 596	887 514	648 584	496 633	675 904	804 453	582 143	1 013 347	1 200 502	994 598
Northern Cape	324 311	259 520	296 366	285 809	134 613	336 813	380 934	374 200	283 611	508 656	524 775	402 150	527 817	572 862	487 615
Western Cape	4 903 651	1 486 306	12 614 116	5 688 154	4 982 050	12 920 701	5 814 730	5 601 531	2 556 795	6 150 625	5 640 542	2 712 313	5 959 593	6 381 784	3 007 746
Total National	25 759 818	10 788 462	33 052 732	27 398 703	20 553 954	35 260 856	26 299 497	23 712 991	15 964 841	31 510 811	24 277 231	20 224 944	26 002 208	27 624 774	21 816 613

ANNEXURE B: Provincial breakdown of municipal conditional infrastructure grant allocations and expenditure figures in Rand value.

Eastern Cape

Local Government Municipal Infrastructure Grant (R '000)	2020				2021				2022				% Average Spent (2020-2022)
	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	
Neighbourhood Development Partnership Grant (Schedule 5B)	37 500	35 000	2 354	6,7%	53 000	25 000	9 942	39,8%	32 700	72 862	12 529	17,2%	21,2%
Integrated Urban Development Grant	-	-	-	-	-	-	-	-	172 468	212 630	86 156	40,5%	13,5%
Public Transport Network Grant	532 609	532 609	346 542	65,1%	316 207	349 386	-	0,0%	285 087	218 487	-	0,0%	21,7%
Integrated National Electrification Programme (Municipal) Grant	387 708	355 387	223 785	63,0%	313 359	230 075	246 646	107,2%	314 162	313 321	298 878	95,4%	88,5%
Regional Bulk Infrastructure Grant (Schedule 5B)	351 727	315 027	153 563	48,7%	477 011	419 263	317 154	75,6%	481 329	341 602	238 846	69,9%	64,8%
Water Services Infrastructure Grant (Schedule 5B)	520 461	520 461	536 387	103,1%	486 950	453 950	487 240	107,3%	527 000	592 000	243 232	41,1%	83,8%
Municipal Infrastructure Grant	3 045 340	3 060 840	2 184 705	71,4%	3 025 069	2 866 318	3 404 568	118,8%	3 226 154	3 150 667	2 475 063	78,6%	89,6%
Total National	4 837 845	4 784 324	3 444 982	72,0%	4 618 596	4 318 992	4 455 608	103,2%	5 006 200	4 828 707	3 342 176	69,2%	81,5%



Free State

Local Government Municipal Infrastructure Grant (R '000)	2020				2021				2022				% Average Spent (2020-2022)
	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	
Neighbourhood Development Partnership Grant (Schedule 5B)	28 000	10 000	87	0,9%	10 000	4 405	4 405	100,0%	10 000	30 738	18 638	60,6%	53,8%
Integrated Urban Development Grant	-	-	-	-	-	-	-	-	74 434	95 172	46 359	48,7%	16,2%
Public Transport Network Grant	229 596	229 596	119 832	52,2%	242 210	192 433	231 022	120,1%	223 648	223 648	116 331	52,0%	74,8%
Integrated National Electrification Programme (Municipal) Grant	89 531	96 544	54 946	56,9%	119 437	80 935	40 870	50,5%	108 119	125 789	84 572	67,2%	58,2%
Regional Bulk Infrastructure Grant (Schedule 5B)	143 121	160 621	108 216	67,4%	219 608	249 608	157 965	63,3%	213 921	213 921	97 863	45,7%	58,8%
Water Services Infrastructure Grant (Schedule 5B)	307 323	279 823	(10 898)	-3,9%	415 636	409 386	203 651	49,7%	374 617	350 867	100 712	28,7%	24,9%
Municipal Infrastructure Grant	754 107	770 107	1 564 414	203,1%	746 257	797 376	613 318	76,9%	781 076	779 352	293 567	37,7%	105,9%
Total National	1 523 678	1 536 691	1 836 510	119,5%	1 743 148	1 729 738	1 246 826	72,1%	1 775 815	1 788 749	739 404	41,3%	77,6%

Gauteng

Local Government Municipal Infrastructure Grant (R '000)	2020				2021				2022				% Average Spent (2020-2022)
	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	
Neighbourhood Development Partnership Grant (Schedule 5B)	182 000	185 360	10 229	5,5%	155 406	150 994	137 174	90,8%	155 569	442 500	107 843	24,4%	40,2%
Integrated Urban Development Grant	120 599	120 599	-	0,0%	119 766	118 293	109 418	92,5%	418 890	729 821	159 626	21,9%	38,1%
Public Transport Network Grant	2 598 422	2 406 495	643 745	26,8%	2 539 938	1 856 211	1 569 315	84,5%	2 368 874	2 198 721	812 363	36,9%	49,4%
Integrated National Electrification Programme (Municipal) Grant	110 358	117 108	105 250	89,9%	155 989	114 743	72 133	62,9%	130 148	135 248	77 481	57,3%	70,0%
Regional Bulk Infrastructure Grant (Schedule 5B)	-	-	-	-	-	-	-	-	437 407	1 189 276	-	0,0%	0,0%
Water Services Infrastructure Grant (Schedule 5B)	184 891	169 891	107 809	63,5%	165 060	165 060	119 478	72,4%	172 000	215 000	32 755	15,2%	50,4%
Municipal Infrastructure Grant	394 587	394 587	136 825	34,7%	381 994	349 140	246 287	70,5%	406 652	281 652	88 445	31,4%	45,5%
Total National	3 408 857	3 208 680	993 629	31,0%	3 362 747	2 603 447	2 116 631	81,3%	3 933 971	4 749 718	1 170 670	24,6%	45,6%



KwaZulu-Natal

Local Government Municipal Infrastructure Grant (R '000)	2020				2021				2022				% Average Spent (2020-2022)
	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	
Neighbourhood Development Partnership Grant (Schedule 5B)	138 059	92 000	66 260	72,0%	110 000	119 000	68 262	57,4%	160 744	406 429	76 173	18,7%	49,4%
Integrated Urban Development Grant	210 783	210 783	-	0,0%	227 268	224 472	216 843	96,6%	362 913	608 598	164 735	27,1%	41,2%
Public Transport Network Grant	1 035 214	992 014	683 756	68,9%	783 643	756 595	1 257 777	166,2%	772 712	784 612	102 788	13,1%	82,8%
Integrated National Electrification Programme (Municipal) Grant	410 867	419 655	336 882	80,3%	348 131	259 364	(1 238)	-0,5%	447 466	449 535	303 657	67,5%	49,1%
Regional Bulk Infrastructure Grant (Schedule 5B)	340 293	340 293	282 085	82,9%	180 572	219 725	192 720	87,7%	238 621	242 531	180 818	74,6%	81,7%
Water Services Infrastructure Grant (Schedule 5B)	903 374	872 374	1 365 952	156,6%	831 390	811 061	887 035	109,4%	897 050	932 050	635 563	68,2%	111,4%
Municipal Infrastructure Grant	3 208 816	3 208 816	11 426 950	356,1%	3 195 369	3 158 316	5 916 593	187,3%	3 410 925	3 585 280	2 731 091	76,2%	206,5%
Total National	6 109 347	6 043 935	14 095 626	233,2%	5 566 373	5 429 533	8 469 730	156,0%	6 129 687	6 602 606	4 118 652	62,4%	150,5%

Limpopo

Local Government Municipal Infrastructure Grant (R '000)	2020				2021				2022				% Average Spent (2020-2022)
	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	
Neighbourhood Development Partnership Grant (Schedule 5B)	40 613	42 813	47 608	111,2%	35 000	22 751	21 333	93,8%	35 000	48 000	21 946	45,7%	83,6%
Integrated Urban Development Grant	378 290	378 290	-	0,0%	350 966	346 648	-	0,0%	107 517	120 517	74 135	61,5%	20,5%
Public Transport Network Grant	179 433	332 433	217 513	65,4%	189 292	147 323	133 156	90,4%	178 544	178 544	107 278	60,1%	72,0%
Integrated National Electrification Programme (Municipal) Grant	246 548	238 843	144 427	60,5%	263 272	189 452	212 345	112,1%	298 164	299 834	121 795	40,6%	71,1%
Regional Bulk Infrastructure Grant (Schedule 5B)	630 998	630 998	535 296	84,8%	361 157	328 223	292 091	89,0%	218 806	218 806	202 002	92,3%	88,7%
Water Services Infrastructure Grant (Schedule 5B)	506 650	546 650	641 787	117,4%	397 746	357 746	749 208	209,4%	315 449	305 449	255 688	83,7%	136,8%
Municipal Infrastructure Grant	2 924 637	2 944 637	2 384 416	81,0%	2 933 539	2 977 399	2 769 830	93,0%	3 116 210	3 100 822	1 773 743	57,2%	77,1%
Total National	4 866 556	5 071 851	3 923 439	77,4%	4 495 972	4 346 791	4 156 630	95,6%	4 234 690	4 223 972	2 534 641	60,0%	77,7%



Mpumalanga

Local Government Municipal Infrastructure Grant (R '000)	2020				2021				2022				% Average Spent (2020-2022)
	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	
Neighbourhood Development Partnership Grant (Schedule 5B)	30 000	19 200	-	0,0%	2 500	22 521	12 395	55,0%	30 000	11 153	7 662	68,7%	41,2%
Integrated Urban Development Grant	-	-	-	-	92 937	91 794	94 343	102,8%	134 410	115 563	47 864	41,4%	48,1%
Public Transport Network Grant	198 919	198 919	170 213	85,6%	-	20 000	61 304	306,5%	-	198 256	32 551	16,4%	136,2%
Integrated National Electrification Programme (Municipal) Grant	193 232	193 232	165 477	85,6%	211 755	160 731	127 135	79,1%	275 381	275 320	147 031	53,4%	72,7%
Regional Bulk Infrastructure Grant (Schedule 5B)	370 000	361 300	34 391	9,5%	478 407	494 407	322 597	65,2%	411 080	561 080	332 010	59,2%	44,6%
Water Services Infrastructure Grant (Schedule 5B)	510 000	508 000	676 633	133,2%	402 375	402 375	294 544	73,2%	571 000	535 000	273 112	51,0%	85,8%
Municipal Infrastructure Grant	1 813 621	1 813 621	1 318 315	72,7%	1 729 920	1 698 153	1 438 552	84,7%	1 843 894	1 889 630	1 184 622	62,7%	73,4%
Total National	3 085 772	3 075 072	2 365 029	76,9%	2 915 394	2 867 460	2 338 476	81,6%	3 235 765	3 574 849	2 017 191	56,4%	71,6%

Northern Cape

Local Government Municipal Infrastructure Grant (R '000)	2020				2021				2022				% Average Spent (2020-2022)
	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	
Neighbourhood Development Partnership Grant (Schedule 5B)	40 000	86 499	53 574	61,9%	40 000	30 000	21 787	72,6%	19 598	47 346	35 462	74,9%	69,8%
Integrated Urban Development Grant	51 287	51 287	-	0,0%	50 955	50 328	44 435	88,3%	108 653	136 401	78 368	57,5%	48,6%
Public Transport Network Grant	-	-	-	-	-	-	-	-	-	-	-	-	0,0%
Integrated National Electrification Programme (Municipal) Grant	172 205	200 092	78 620	39,3%	179 085	125 911	127 268	101,1%	170 366	166 466	89 875	54,0%	64,8%
Regional Bulk Infrastructure Grant (Schedule 5B)	89 057	116 957	83 996	71,8%	98 651	93 651	45 257	48,3%	106 289	146 289	39 059	26,7%	48,9%
Water Services Infrastructure Grant (Schedule 5B)	308 620	319 620	104 713	32,8%	300 743	333 692	244 153	73,2%	284 138	293 551	136 759	46,6%	50,8%
Municipal Infrastructure Grant	443 541	457 801	280 733	61,3%	441 859	452 552	388 931	85,9%	467 148	472 148	265 274	56,2%	67,8%
Total National	1 064 710	1 145 757	548 062	47,8%	1 071 293	1 056 134	850 045	80,5%	1 136 594	1 214 855	609 335	50,2%	59,5%



North West

Local Government Municipal Infrastructure Grant (R '000)	2020				2021				2022				% Average Spent (2020-2022)
	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	
Neighbourhood Development Partnership Grant (Schedule 5B)	75 000	60 800	18 120	29,8%	52 000	54 000	46 831	86,7%	53 000	67 184	58 555	87,2%	67,9%
Integrated Urban Development Grant	-	-	-	-	-	-	-	-	113 600	127 784	81 376	63,7%	21,2%
Public Transport Network Grant	218 911	218 911	158 616	72,5%	230 939	164 282	135 970	82,8%	213 649	213 649	151 275	70,8%	75,3%
Integrated National Electrification Programme (Municipal) Grant	102 948	92 348	21 125	22,9%	100 534	73 725	40 321	54,7%	86 780	48 073	13 715	28,5%	35,4%
Regional Bulk Infrastructure Grant (Schedule 5B)	121 693	121 693	5 512	4,5%	170 728	190 728	(115 092)	-60,3%	458 318	404 135	-	0,0%	-18,6%
Water Services Infrastructure Grant (Schedule 5B)	328 000	328 000	143 847	43,9%	308 265	318 265	20 529	6,5%	350 073	270 910	124 251	45,9%	32,1%
Municipal Infrastructure Grant	1 787 741	1 797 741	1 124 030	62,5%	1 774 671	1 754 813	1 025 418	58,4%	1 886 261	1 878 769	504 824	26,9%	49,3%
Total National	2 559 293	2 558 693	1 453 130	56,8%	2 585 137	2 501 813	1 107 146	44,3%	3 108 681	2 943 320	875 441	29,7%	43,6%

Western Cape

Local Government Municipal Infrastructure Grant (R '000)	2020				2021				2022				% Average Spent (2020-2022)
	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	Original Budget	Adjusted Budget	YTD Actual	% Actual Spent of Adjusted Budget	
Neighbourhood Development Partnership Grant (Schedule 5B)	50 000	70 000	23 724	33,9%	101 536	50 746	21 994	43,3%	70 000	191 399	24 792	13,0%	30,1%
Integrated Urban Development Grant	95 936	95 936	-	0,0%	106 139	104 833	94 844	90,5%	213 071	334 470	89 686	26,8%	39,1%
Public Transport Network Grant	1 475 144	1 557 271	251 008	16,1%	2 143 619	902 840	1 033 756	114,5%	2 472 019	1 158 616	830 871	71,7%	67,4%
Integrated National Electrification Programme (Municipal) Grant	149 931	150 119	128 631	85,7%	167 190	123 816	130 285	105,2%	172 571	189 571	112 206	59,2%	83,4%
Regional Bulk Infrastructure Grant (Schedule 5B)	19 471	19 471	204	1,0%	19 471	10 000	-	0,0%	27 661	109 006	96 338	88,4%	29,8%
Water Services Infrastructure Grant (Schedule 5B)	100 000	124 500	59 807	48,0%	137 000	116 022	66 735	57,5%	129 000	125 500	146 788	117,0%	74,2%
Municipal Infrastructure Grant	443 713	442 698	323 547	73,1%	442 423	436 998	416 024	95,2%	454 428	454 428	398 859	87,8%	85,4%
Total National	2 284 195	2 389 995	763 197	31,9%	3 015 842	1 694 509	1 741 644	102,8%	3 468 750	2 371 591	1 674 748	70,6%	68,4%



ANNEXURE C: Provincial conditional infrastructure grant allocations and expenditure figures in Rand value.

Provincial Infrastructure Grants - Schedule 5 (R'thousand)	2020-21			2021-22			2022-23		
	Total Available	Actual spending as at 31 Mar	% Actual Spent of Total Available	Total Available	Actual spending as at 31 Mar	% Actual Spent of Total Available	Total Available	Actual spending as at 31 Mar	% Actual Spent of Total Available
Comprehensive Agricultural Support Programme Grant	1 279 081	1 042 370	81,5%	1 632 638	1 382 672	84,7%	1 680 236	1 478 153	88,0%
Land Care Programme Grant: Poverty Relief and Infrastructure Grant	81 776	98 262	120,2%	89 858	74 254	82,6%	88 225	77 818	88,2%
Early Childhood Development Grant	1 417 381	864 498	61,0%	1 600 415	1 161 067	72,5%	1 383 295	1 166 600	84,3%
Health Facility Revitalisation Grant	6 501 194	6 051 315	93,1%	6 898 234	6 168 513	89,4%	7 406 724	6 417 598	86,6%
Human Settlements Development Grant	15 268 179	14 742 201	96,6%	13 846 758	13 329 866	96,3%	14 570 748	13 596 988	93,3%
Informal Settlements Upgrading Partnership Grant	-	-	-	3 950 982	3 551 093	89,9%	4 243 982	3 928 464	92,6%
Community Library Services Grant	1 205 385	1 147 888	95,2%	1 547 676	1 379 830	89,2%	1 641 000	1 490 655	90,8%
Mass Participation and Sport Development Grant	369 806	272 351	73,6%	595 844	538 215	90,3%	607 080	579 330	95,4%
Total	26 122 802	24 218 885	73,6%	30 162 405	27 585 509	90,3%	31 621 290	28 735 606	95,4%