



**INFORMAL SETTLEMENT
PROGRAMME
AND
INTERIM SERVICES TO
INFORMAL SETTLEMENTS
PROJECT**

**ETHEKWINI MUNICIPALITY AND
CITY OF EKURHULENI LEARNING EXCHANGE**

30 TO 31 MARCH 2011



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Abbreviations

ABCD	Asset Based Community Development
EIA	Environmental Impact Assessment
EM	eThekwini Municipality
EMA	eThekwini Municipal Area
GDP	Gross Domestic Product
GIS	Geographical Information System
KM	Knowledge Management
IS	Interim Services
ISP	Informal Settlements Programme
IGR	International Governance Relations
LN	Learning Notes
MILE	Municipal Institute of Learning
NGO	Non Governmental Organisation
PACA	Participative Appraisal of Competitive Edge
PPT	Project Preparation Trust
RSA	Republic of South Africa
SL	Sustainable Livelihoods

About Learning Notes

The Learning Notes (LNs) are intended to serve as reminders of key issues and challenges discussed during the City of Ekurhuleni study visit and learning exchange. They are based on lessons learnt from experience, accumulated knowledge and current innovations in the eThekwini Municipality. The intended users of these LNs are people involved in informal settlement projects and programmes. In each topic discussed, the first section identifies 'issues and challenges' to be considered. The second section indicates the 'lessons learnt'. The final section, 'sources of information and examples of good practice', directs users to some relevant examples drawn from eThekwini housing projects, studies, and other sources of good practices and relevant information. The LNs aim to assist to generate the information required to prepare and enhance the quality of

housing and service delivery. It is hoped that the session will go a long way in assisting both municipalities to provide practical solutions to housing challenges.

These LN aim to guide and support practitioners to enhance service delivery by providing reminders of issues and recommendations which will help them in dealing with important decisions during the design execution and evaluation of projects and programmes. They are an attempt to crystallize knowledge and lessons learnt, drawing on eThekweni Municipality's experiences. It is assumed that LN users have had some exposure to housing related matters, but for those less familiar, links will also be provided to sources of more detailed information and examples of good practice. The LN themes are grouped under the domains to which they relate. Comments and suggestions for the improvement of these LNs are welcome. This is an open ended series of LN updated and improved on an ongoing basis. More will be added as necessary. These, together with requests for further information, should be addressed to mile@durban.gov.za.

1 Introduction

Learning exchanges are fast becoming a prominent feature in MILE activities, having recently hosted a delegation from cities of Dakar and Dar es Salaam and Sustainable Cities (a Canadian Based NGO). This time, the Municipal Institute of Learning (MILE) in collaboration with eThekweni Municipality's Housing Unit hosted a learning exchange delegation from the City of Ekurhuleni on 30 to 31 March 2011. This learning exchange focused on the eThekweni Municipality's Informal Settlements Programme (ISP) as well as associated interim services projects provided to informal settlements. It is understood that municipalities in South Africa are faced with similar housing challenges as a result of rapid urbanization. The idea of the

session was to congregate municipal housing professionals and officials to share and unleash knowledge, skills and housing experiences towards a vision of creating sustainable human settlements in the respective municipalities.

Sogen Moodley, the Senior Manager responsible for MILE, in his introductory note, highlighted that the objective of the learning exchange sessions was to maximize opportunities for innovation, capacity enhancement, learning and scaling up of municipal performance. The sessions provided practitioners involved in local government a platform to begin to share good practice and learn from each other's experiences. Day one focused on expert presentations on housing, water, sanitation, electricity and roads, whilst on day two, delegates embarked on a field trip to two pilot projects, namely Redcliffe and Kenville. During these two days, a blend of activities emerged to include networking, discussions and dialogue amongst practitioners. These activities enhanced the learning exchange and brought life to the session, thus fulfilling its objective of learning and sharing. Sogen concluded by informing members that, as a result of the learning exchange, MILE will be producing LNs which forms part of our KM products. He emphasized that the learning and sharing sessions are a MILE mandate.

Delegates also raised their expectations in relation to the learning exchange. Most noticeable was that they were interested in the management of informal settlements as opposed to their eradication; to learn how to budget for the development of informal settlements; bylaws pertaining to informal settlements; and the provision of facilities (i.e. "chemical toilets") and alternative sanitation. One delegate summed it up by saying that his expectation was to learn as much as possible.

2 Overview

The session had just begun and Eric Apelgren, the Head of International and Governance Relations (IGR) for eThekweni Municipality gave us an overview of the City. He provided delegates with some basic facts about the municipality with regards to the population, annual budget, councillors, wards staff, level of unemployment and the general economic profile as well the legal entity that comprises EM. Durban is major contributor to the KZN GDP. It consists of Africa's largest port. The key economic sectors are manufacturing, tourism, logistics, IT/ICT and agribusiness.

Eric informed delegates about the EMs 2020 vision (i.e. "By 2020, eThekweni Municipality will be Africa's most caring and liveable city"). To realize this vision, EM believes that there are basic elements that all citizens, the business community and visitors must have. They include the ease of movement in the city; a safe environment in all parts of the EMA; access to economic opportunities; resources to afford what the city offers; a clean and green city; homely neighborhoods; as well as access to services. This will ensure that that the people of eThekweni live in harmony; are proud of the city; feel protected; and feel their basic needs are being met. Eric highlighted that, achieving the vision means addressing the key development challenges by making key interventions, for instance, the betterment of informal settlements.

The EM has also developed a Long term Development Framework (Imagine Durban as it is called). Imagine Durban consists of six themes, namely, creating a safe city; promoting an accessible city; creating a prosperous city where all enjoy sustainable livelihoods; celebrating cultural diversity, arts and heritage; ensuring a more environmentally sustainable city; and fostering a caring and empowering city. The framework

incorporates the aspirations enshrined in the MDGs, national governments programme of action for 2009-2014; provincial priorities 2009-2014, as well as the provincial spatial economics development strategy. The EM is aligning its focus with international programme and are currently formalizing co-operation agreements with its sister cities. The international programme focuses on sharing good practice and developing projects; promoting investment; and sharing technical and management expertise around large infrastructural projects. Eric concluded his presentation by highlighting issues and challenges:

Issues and Challenges

- Issues around coordination and alignment between national, provincial governments and entities, as well as city, regional and centre alignment.
- Lack of capacity with regards to resources and staff.
- Information gaps and lack of effective gathering and access to intelligence.
- Lack of trust and coordination between private and public sectors



3 Informal Settlements Programme

Whilst delegates from the City of Ekurhuleni were listening attentively, Faizal Seedat, a Senior Manager responsible for Housing Planning for eThekwin Municipality took us through his presentation on the provision of interim services.

Issues and Challenges

Faizal informed delegates that the EM has at least 588 informal settlements, with 171 (96 000 households) currently being upgraded and 100 earmarked for relocation. The EM still needs to accommodate at least 239 000 households in the informal settlements, not to mention backyard shacks and traditional dwellings. The housing backlog is high. Given the number of informal settlements, EM is has the largest number informal settlements in South Africa (RSA), with settlements ranging from a few dwellings to almost 14 000 households. The average settlements are approximately 570 dwellings. These settlements face challenges relating to water, sanitation, refuse collection and illegal electricity connections. People living these areas are also highly indigent persons.

As a result of these circumstances, the EM implemented the Informal Settlements Programme (ISP) in an attempt to address the challenges. An ISP is a GIS and database programme that attempts to coordinate development, management and the control of informal settlements. The EM hopes that this programme will enable the Housing Unit to create systematically upgrade and relocate informal settlements whilst providing basic levels of services. Faizal emphasized that relocating people is the last option that EM considers in its attempt to provide services.

The ISP consists of three components, namely, audit, assessment and evaluation; prioritization; and project programming underpinned by a set of objectives. The audit consists mainly of data collection, whilst land assessment involves an assessment of the land being occupied in order to determine its suitability for development. Evaluation utilizes all the information gathered during the data collection phase and takes into account the comments received from the line departments. This assists to determine and identify interventions, for example, whether the land on which a particular settlement is located was suitable for development or was subject to relocation. Prioritisation helps in the development of criteria for project development. A methodology is developed to establish the cost of bulk infrastructure services, i.e. water, sewage, roads, electricity and storm water. The EM uses a number of models to determine the appropriateness of a project, namely, cost surfaces model, access model and the relocation matrix.

Faizal stated that from this exercise, the EM implements a “Cost Surfaces Model” to investigate the bulk infrastructure spatial efficiencies of developing various informal settlements. The model assists in the calculation of estimated costs of providing bulk services to low income housing developments at a strategic level. In other words, it helps to identify areas where this development can occur at less cost in terms of providing bulk infrastructure services. It helps in identifying and improving location choices for housing development. Furthermore, it is an appropriate planning (i.e. instrumental in informing the Housing Plan, Spatial Development Framework, and Spatial Development Plan and so on) and budgeting tool.

According to Faizal, the “Access Model” is also a GIS enabled model that matches the supply of a service with the demand for that service on the basis of a set of standards and uses shortest distance analysis on a road network with traveling speeds specific for each road link. It analyses facility types within a

particular area and matches supply and demand for services. The “Relocation matrix” determines the risk, conditions of an area, impacts, plans that are in place and circumstances that might prevail.

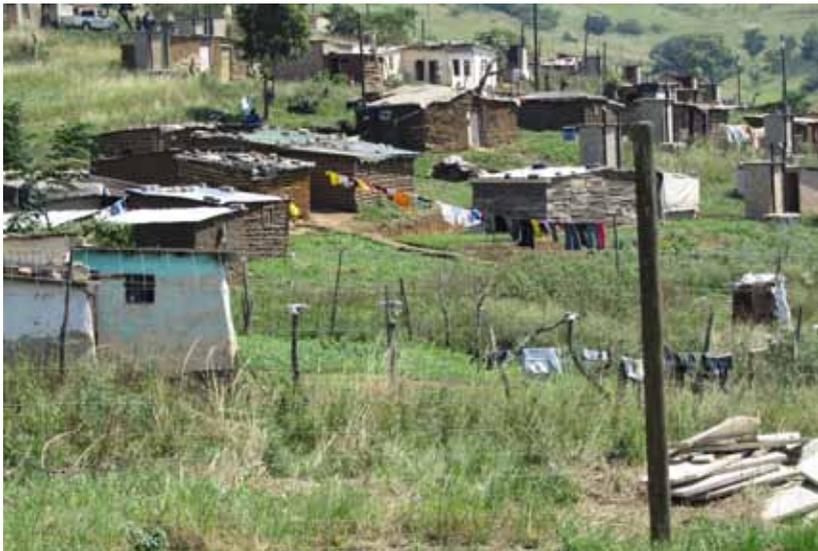
The ISP also investigates timeframes and funding in an attempt to assess when backlogs will be met, whilst proposing special interventions or interim measures to informal settlements not planned for upgrade in the short term. EM prides itself in developing such a comprehensive yet flexible programme to tackle informal settlements at a large scale. It prides itself for concentrating on providing in situ upgrade projects and opting for relocations as a last resort. ISP is able to apply technical criteria to prioritise settlements with the appropriate interventions. Given the nature of line departments and their “silo” mentality, the ISP has the ability to coordinate departments, development committees and ward committees. It ensures the effective alignment of budgets and strategic plans; promotes community engagement and empowerment. Community participation is important because it enhances the understanding and complexities within the informal settlements. Faizal concluded this session by reassuring delegates that the ISP is replicable and can be implemented with the appropriate resources.

Lessons Learned

- The cost surfaces model has its limitations. It assumes a full level of service for all projects, yet certain low income housing projects may be in locations which will result in the provision of appropriate services for that location e.g. on-site sanitation as opposed to waterborne sewerage. The land costs, for example, might be low but the infrastructure costs could still be high. Although there is a need to densify central and accessible areas in order to create thresholds for public transport, building costs for densifying is not subsidized for low income households and there is added complexity of

getting such households to form body corporate and pay levies if the intention is to promote ownership of units.

- The provision of interim services has the potential of attracting more people and could result in the growth of informal settlements and relocations become problematic.
- ISP is useful tool to
- Access additional funding or make proposals for special funding requests
- The status of informal settlements is easily accessible.
- It provides scope to identify alternative project interventions and interim services.



4 Interim Service Project

Faizal reiterated that the ISP comprises of three components, namely, Audit, Assessment and Evaluation; Prioritisation; and Project Programming. In view of the Housing Plan that details the total number of informal settlements in the EMA, the housing backlogs, settlements that still need to be addressed, the range and size of dwellings, upgrades in progress, relocations and so on, the EM saw an opportunity to develop a new response to informal settlements. It became important to classify informal settlements in terms of whether they require an imminent upgrade; or can be upgraded fully over time and interim services can be provided leading to full upgrade; or can't be upgraded fully; and/or an imminent hazard or risk exists and therefore people need to be relocated. Of importance is that these areas, there is a need to determine risk categorization in terms of health and safety, fire and essential services.

Faizal stated in his presentation that interim services are deemed to comprise a combination of basic services and responses. However, interim services can only be provided for settlements earmarked for upgrading, normally three years later. The area should comprise at least 50 households and the cost of providing these services should be relatively low. At least five pilots have been identified in the EM so far and all the relevant departments have been lined up.

The clustering of informal settlements is very important. It enables a rapid preliminary framework planning for all settlements whilst providing a basis for an interim yet reliable and properly executed infrastructure investment plan. It assists in optimizing the urban form and infrastructure investments at a small scale. It facilitates holistic and integrated development that creates a framework for other social and infrastructure investment in the areas, such as education, health care, public transport and so on.

Faizal admitted that currently initiatives are focusing mainly on providing basic and emergency infrastructure and does not include social development; however plans are being made to run a sustainable livelihoods programme in parallel to the interim services programme. Communities need to participate extensively in order to strengthen and promote sustainable development. Community participation builds human capital and encourages residents to play a greater role in community upliftment.

So far, EM has managed to classify informal settlements, identify pilot projects, agree on the standards of interim services to be provided, obtain commitment from line departments, engage with consultants, and obtain legal opinions on privately owned land. A conceptual plan has also been developed to determine cost, the clustering of projects, electrification, layouts and funding. Faizal is confident that the EM will meet National targets of providing basic services.

Issues and Challenges

The problem is that the terminology used might be confusing. What does interim/incremental mean as opposed to emergency services and keep level of services/investment to a minimum? Distinguishing between settlements in terms of the classifications is difficult. Another problem is that, of potential conflicts in intervening on privately owned land. One other problem that Planners are grappling with is the issues of inclusion through the housing programme. Are we reversing the tide of apartheid through the housing programmes? Do communities have certain expectations about housing and are municipalities having another view? According to Faizal, it is important to delink upgrade of settlements from interim services over a certain period. Another critical matter is fire safety as well as the use of energy such as paraffin.

Lessons Learned

- A layout plan is required in order to install electricity.
- Government needs an institutional review in terms of provision of housing and related activities. The separation of powers and functions need to review with an intention to dealing with bottlenecks in housing delivery, both politically and administratively.
- Housing projects should have a dedicated infrastructure budget.
- Engagement with communities if essential.
- Proper research, base data, reliable assessments and evaluation should be prepared in advance.
- Line departments should be dedicated and should be able to work in an integrated manner. In fact, all stakeholders should cooperate and support each other.
- The definition of terms and strategy needs to be clarified at the beginning.
- Pilot projects need to be implemented with the objective of understanding the social, technical and financial implications as well as policy and principle issues of the project.
- The projects should not set precedent that cannot be replicated due to cost and funding constraints.
- Internal servicing standards need to be reviewed.
- Municipalities need experienced consulting teams to implement projects.

- There is a need to determine the technical and financial implications of rolling out the interim services programme throughout the EM by undertaking preliminary planning on the clustering of informal settlements in to more manageable projects.
- There is a los a need to identify a driver for the project and an effective communication strategy
- Potential legal constraints need to be resolved.



5 Ablution Facilities Project

The well spoken Alan Kee is a Project Executive in the Water and Sanitation Unit (Water Projects Department) of the eThekweni Municipality.

Issues and Challenges

The Unit is responsible for the provision of water and sewer connections to toilet blocks in informal settlements. Alan stated that the EM has embarked on a three year programme and approximately 320 informal settlements have been identified for upgrade in the short to medium term. The budget is approximately R280 million. The programme includes the construction of platforms, precinct site works and the placing of converted container ablution facilities. It also includes the provision of water and sewer connections to the ablution blocks in the informal settlements. The programme included the appointment of programme management and cost consultancy services, design consultancy and supervision and construction services. The service providers are divided into three areas, north, south and west.

A platform is lay and an ablution container facility with the necessary ancillary works. Sewer and water are installed and are linked to short, medium and long term informal settlements plans to formalize them in future. The facilities are shared by 50 to 75 informal dwellings within a radius of 250m. The programme has enormous social deliverables such local job creation; sub contractor development; stimulation of small business development by utilizing local resources; and the provision of in service training opportunities for technical students. In general, the provision of waterborne sanitation connections to informal settlements reduces the risk of diseases and health issues.

Lessons Learned

- Although the provision of ablution facilities needs a technical
- The caretaker should be a local community member and be employed by the municipality.
- “Chemical toilets” are expensive whilst “urine diversion toilets” are more cost effective and environmentally friendly.
- Once the housing project has been completed, the containers (i.e. ablution facilities) can be uplifted and installed in another informal settlement.



6 Sustainable Livelihoods Programme

An energetic Mark Misselhorn, the Chief Executive Officer of the Project Preparation Trust (PPT) an independent public interest organization, caught our attention as he went through his inspiring presentation. Mark indicated that the “trust” has traceable experience in the preparation of development related projects targeted at poor communities, mainly through project preparation and resource mobilisation. PPT is involved in development programmes and pursues a holistic and integrated approach. The focus of PPT is on innovative pilot projects which experiment with development solutions and approaches with the intention of improving existing conditions. PPT claims that their approach is effective, systematic and participatory and this ensures that projects are feasible, appropriate and implementable.

Issues and Challenges

Mark reiterated the overall situation of informal settlements in the eThekweni Municipality. He highlighted the fact that informal settlements in this area occupy marginal land which is difficult to develop. He informed the delegates that at 160 informal settlements have been prioritized by the EM for the provision of interim basic services and this comprises approximately 77 000 households. The EM adopted a spatially coherent approach whereby the prioritized settlements have been clustered into 19 precincts with Master Plans are being developed for each precinct in order to guide the investment in road infrastructure so as to ensure that investment is optimized and urban restructuring achieved. The interim services approach recognizes that, prior to the provision of formalized human settlements; the EM needs to provide interim services such as road and footpaths, communal sanitation blocks, water and sewer connectors, electricity, and standpipes.

Mark referred the delegates to Outcome 8 that emphasizes stakeholder and community participation. He indicated that the approach adopted by the EM was incremental and ensured the inclusion of communities. Although the means of best achieving meaningful participation is debatable, it is important to mobilize “social capital” through self help programmes and optimize investments by the municipality. Mark emphasized that municipalities need to move away from providing handouts because this creates a culture of dependency. The purpose of the sustainable livelihoods programme is to augment and complement the interim services rollout undertaken by the EM with participative and livelihood processes. The intention is to build “social capital”, “self help” and resilience with the aim of decreasing dependency and vulnerability. Mark emphasized that it should not be just about the municipality providing service delivery, but the communities need to play a role as well. The programme helps identify key areas where the EM can respond in partnership with the community.

Two informal settlements have been piloted for the participative sustainable livelihoods planning approach, namely, Redcliffe and Kenville. These two projects area are part of the overall precinct level master plan and can go a long way in urban restructuring. Over 3000 housing units are planned for these areas. PPT has developed a methodology in approaching informal settlements. Firstly, the community is engaged to create awareness of participative action planning process. This is done through approaching ward Councillors, municipal structures and hosting community meetings. Secondly, PPT identifies the key sectors (areas of need and opportunity) within the community and has workshops with local stakeholders within each sector. The purpose of the sector workshops is to understand issues, relationships, activities, and key stakeholders active in the area. Thirdly, PPT assists local stakeholders to develop sector level action plans that indicate what responsibilities the community will have and what investments is the municipality bringing in the area. Finally, PPT assists the community in implementing the plans and interacts with line departments within the EM.

The methodology adopted by PPT is based on a number of principles, namely, participative appraisal of competitive edge (PACA), asset based community development (ABCD) and sustainable livelihoods (SL). The ABCD principles suggest that instead of focusing on a community's needs, deficiencies and problems, the approach becomes stronger and self reliant by discovering, mapping and mobilizing local assets such as skills, dedication and resources. Their approach is based on building on existing initiatives, activities and energy in the area. Mark reiterated the importance of fostering partnerships and building knowledge as well as strengthening local capacity, resilience and responsibility. EM interim services programme has to date focused mainly on housing the provision of access to water, sanitation, electricity and fire protection in order to address immediate delivery pressures. However, the introduction of pro poor LED, participative action planning, and participative community action plans are now being introduced in order to strengthen the approach and make it more sustainable. PPT approach is to break dependency and get the communities to make a greater contribution to their own development in closer and more functional partnership with their municipalities.

PPT has faced a number of challenges working in the informal settlements. It is a slow process to get the community to participate. Once set up, local venues are often not suitable to hold community workshops. Workshops held on weekends often attract participants who mistake the workshops for a party or social gathering. However, the feedback from the community is generally positive. Community members have shown a high commitment and happy to be consulted and involved in planning. It should be understood each session is a learning curve for the informal settlement participants. Advice, contact and sharing is always critical as it enhances value in dealing with informal settlements.

Lessons Learned

- An effective project preparation process ensures that the identification and elimination of key risks maximizes development opportunities and ensures that projects are well conceptualized.
- Project development requires commitment and community buy in.
- Municipalities need to use models or frameworks that do not create dependency. In order to do this, municipalities need to advocate for policy change in service delivery and housing.
- There needs to be a paradigm shift to a focus on interim basic services and associated livelihoods interventions because the delivery of conventional housing projects is time consuming and expensive.
- A balance between meeting political aspirations and actual service delivery is critical.
- Land and its availability thereof, are paramount.
- Functional tenure allows people to build their own houses.
- Participative community action planning has a high potential for replication at scale. It addresses critical elements of addressing Outcome 8. It also leverages social capital and self help. The draft KZN Informal Settlement Strategy includes it as a recommended work package for upgrading during pre-feasibility stage.

7 Interim Services: Electricity

Like a typical Engineer, Livien Naidoo is a Professional Engineer in the Electricity Department went through his sophisticated presentation, cool, calm and collected. Livien focused on the Redcliffe Informal Settlement Project. He screened a GIS snapshot of the project area and explained the electrification processes undertaken by EM. The Design Consultant for the project would consult with various service departments with regards to the requirements in order to ensure that all the requirements are met. In terms of the EM standards, they ensure a 200m feed around each pole type transformers. Electricity is supplied to houses within a 50m radius to the nearest footpath or road in order that services are not too clustered and there is 24 hour vehicular access to the equipment. Livien indicated that all these requirements are required prior to installation of the reticulation network.

Issues and Challenges

There are number of challenges faced in the electrification of informal settlements. There is always a need to plant stays due to the nature of clustering of the individual shacks. Some areas are too densified. Access for planting of house service poles is problematic. Within the individual shacks, the municipality needs to provide additional service poles to ensure stability for the ready board and this increase the costs. The terrain in some area is also a challenge. Livien informed delegates that shorter span lengths means more poles used and also means higher costs. The Electricity Unit is responsible for the removal of illegal electricity connections. They monitor the number of illegal connections being removed from the informal settlements during sweeps of the area in order to ascertain if the number of illegal connections is reduced as the project moves forward.

Lessons Learned

- The cost of solar installation upfront fee is expensive.
- Weather conditions need to be considered in the supply of electricity
- Theft needs to be monitored regularly.
- High mast electricity can be a conduit for illegal connections.
- The provision of Interim Services is a means of hopefully reducing the number of illegal or unsafe connections.



8 Informal Settlements Monitoring

Full of wisdom and experience working with mushrooming informal settlements around the City, Thokozani Sibiyi had the audience listening attentively without any disruptions. Thokozani is a Senior Land Monitor in the Housing Unit of eThekweni Municipality.

Issues and Challenges

The objective of monitoring land within EM is an attempt to control the mushrooming of shacks. Thokozani informed delegates that a database of informal settlements is created and used to plan their eradication. The procedure is such that the informal settlements are identified. Officials responsible land monitoring liaises with the local community structures such the Councilors and ward committees. They proceed to make site visits to undertake a survey of the settlement and obtain information on the households. A database is created and the informal settlement is monitored regularly with the intention of identifying any new developments. The Housing Unit works in partnership with the EMs Protection Unit to demolish illegal shacks not part of the database or records of the municipality. The development of new shack or structure in informal settlements is prohibited. In cases where a shack has been damaged by floods or fire, to rebuild that shack, permission needs to be obtained from the Councilor. New residents or tenants are also prohibited. In cases where a shack dweller has moved elsewhere or has died, the municipality is informed and the shack is demolished accordingly.

The ultimate aim of this programme is to create a situation that does not contribute to the unprecedented mushrooming of informal settlements.

Lessons Learned

- The explosion of shacks is due to the slow housing delivery, rapid growth of families and the prospects of a better life.
- The proliferation of new shacks needs to be monitored regularly.
- Municipalities are characterized by weak legislation to curb land invasions or growth of existing informal settlements.
- Privately owned land is difficult to alienate for a secure interim tenure.
- Development processes including EIAs and planning delay the implementation of projects.
- There is limited funding to acquire land for projects, densification and servicing standards.
- Municipalities can implement certain sections of the Ordinance to deal with land ownership and the sprawl of informal settlements.



9 Interim Services – Project Manager’s Briefing

On day two, the session was led by a team from Aurecon (Jutta Oedikind, Suzan Smith and Sue Monckton). Aurecon provides world-class engineering, management and specialist technical services to government and private sector clients, with staff and offices worldwide, Aurecon also has a presence in Australia, New Zealand, Africa, Southeast Asia, China, and the Middle East. Aurecon’s claims that their values are based on their commitment to relationships; a promise to people; and the contribution they make to the communities in which we live and work. Aurecon also claims to foster human achievement through excellence, innovation and collaboration by celebrating diversity and respecting others by acting with integrity and honesty and work to build a vibrant and brighter future for all. Aurecon aims to set industry standards, benefit communities and make a significant contribution throughout the developed and developing world. Formed through the merger of three heritage engineering consultancies, Aurecon has professionals offering in-depth local market knowledge combined with international expertise.

Issues and Challenges

The Aurecon team reiterated that the Housing Unit had embarked on delivering services to informal settlements with input from line departments with EM. Two informal settlements are being piloted, namely, Redcliffe and Kenville. These project areas were identified on the basis that they will be formalized on the next three to ten years. After the EM accepted interim “levels of services”, the various line departments align their budgets for the interim upgrades. The interim upgrades included roads and footpaths for the provision of access in to the settlements and for the installation of electricity transformers and light

poles. Access is based on a hierarchy. In certain areas, surfaced footpaths are used to convey storm water to valley lines.

The informal settlements consist of pockets of shack dwellings. A community liaison officer is employed and assists in discussions regarding relocations together with community structures and councilors (together with the affected property owners).

The electrification of the pilot projects is a direct responsibility of the EM and follows after the construction of roads, footpaths and storm water control has been completed.

The PPT Sustainable Livelihood Programme is being implemented in both Redcliffe and Kenville to obtain community buy in through workshops and the identification of sectors and economic activities. Participants are exposed to livelihoods assets, such as, natural, social, financial, physical and human assets.

Lessons Learned

- The provision of road services as interim services intervention enables other services, such as electricity, to follow
- Consultation needs a person who is recognized by the community as is sensitive to their issues.
- Trust needs to be built with the community.
- Municipalities must create healthy living environments where people can walk, as opposed to housing projects.
- Community engagement should be part of the planning process.

- The terrain in KZN is generally sloppy and this poses engineering challenges. Storm water drainage becomes problematic and relocations are often the last option.
- Whilst informal settlements are increasing rapidly, the human settlement arena is changing. The focus now is more on creating sustainable communities and integrated human settlements.

10 Redcliffe Pilot Project

Following Aurecon's presentation, the delegates were transported to the Aurecon's site office that is located on the edge of the Redcliffe Project Area. At the site we were handed over formally to a charismatic Chris Neizel whose job was to take the delegates on a site inspection and tour of the two pilot areas namely Redcliffe and Kenville Pilot Projects. Redcliffe is located north of the city adjacent to surrounding industrial areas, which seem to be the attraction for people to locate in the area. A mixture of high and low density patterns, Redcliffe is located on steep and rugged terrain, a typical topography in KZN. Chris commented that it was fairly difficult to work in such an area due to high costs which accumulate as a result of the nature of the area. However, as a result of continuous consultation with the communities, it is fairly enjoyable to work in this area. The projects are highly labour intensive and involve local labour/community members. Aurecon is currently involved in interim projects that include mainly roads and pedestrian pathways. It is anticipated that this project will eventually become a complete low cost housing project. However, due to lack of funding and the eminent delays in Provincial Housing processes, the municipality can only afford to install interim services with an attempt to create livable environments at this stage.

Lessons Learned

- Topography and terrain are determining factors in the cost of providing services to informal settlements. Each area is unique and the topography conditions of the area can influence the cost of providing interim services to an area.
- Managing and containing informal settlement growth is very important.
- Planning is critical and private land owners should be included in the process.
- Interdepartmental integration is very important. All the related line departments in eThekweni Municipality form one cluster.
- Interim arrangements are very important.



11 Kenville Pilot Project

Under extreme heat conditions, Chris Neizel led us to the Kenville Project. The eThekweni Municipality has installed a number of “shipping container” ablution facilities in a number of informal settlements throughout the municipal area. Delegates were offered an opportunity to undertake an inspection of one of the facilities in the Kenville informal settlement area. At the site, there were two container facilities, one for males and the other for females. Both facilities comprise of water borne toilets and shower facilities. Behind the containers are washing troughs and the community can also access potable water from this point. A community member is appointed to manage the facility and report any damages required for maintenance to the relevant department, being the water and sanitation department of the EM. Some community members neighbouring the facility seemed to be very happy about the ablution facility and suggested that perhaps the EM should provide more facilities in other areas within Kenville.

We moved on to another area of Kenville. This time delegates had to fasten their shoe laces and get ready for a walk about the area. Chris, once again, took us through the area and showed us road construction and pedestrian access activities within the area. As we were walking through, we noticed a high level of illegal electricity connections throughout the area. Interestingly, the EM was no longer undertaking disconnections. When asked the reason, Chris suggested two reasons. Firstly, when disconnections were made, within the same day, the community would make new illegal connections. It is difficult to police such a situation. Secondly, given the fact that the community requires electricity, the EM intends formalizing the provision of electricity in these areas. It is hoped that once the supply of electricity has been formalized, illegal connections will be reduced.

Lessons Learned

- Electricity disconnections do not necessarily solve the problem of illegal connections in informal settlements. Although illegal electrical connections are widespread and are characterized by safety issues and the disruptions to formal residents, the supply of electricity in informal settlements needs to be formalized in order to eliminate illegal connections.



12 Sources of Information & Examples of Good Practice

1. www.mile.org.za
2. Slide Presentations (available on request)
 - Eric Apelgren: Head: International Governance Relations, City Overview, eThekweni Municipality
 - Faizal Seedat: Senior Manager, Informal Settlement Programme, Housing Unit, eThekweni Municipality
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