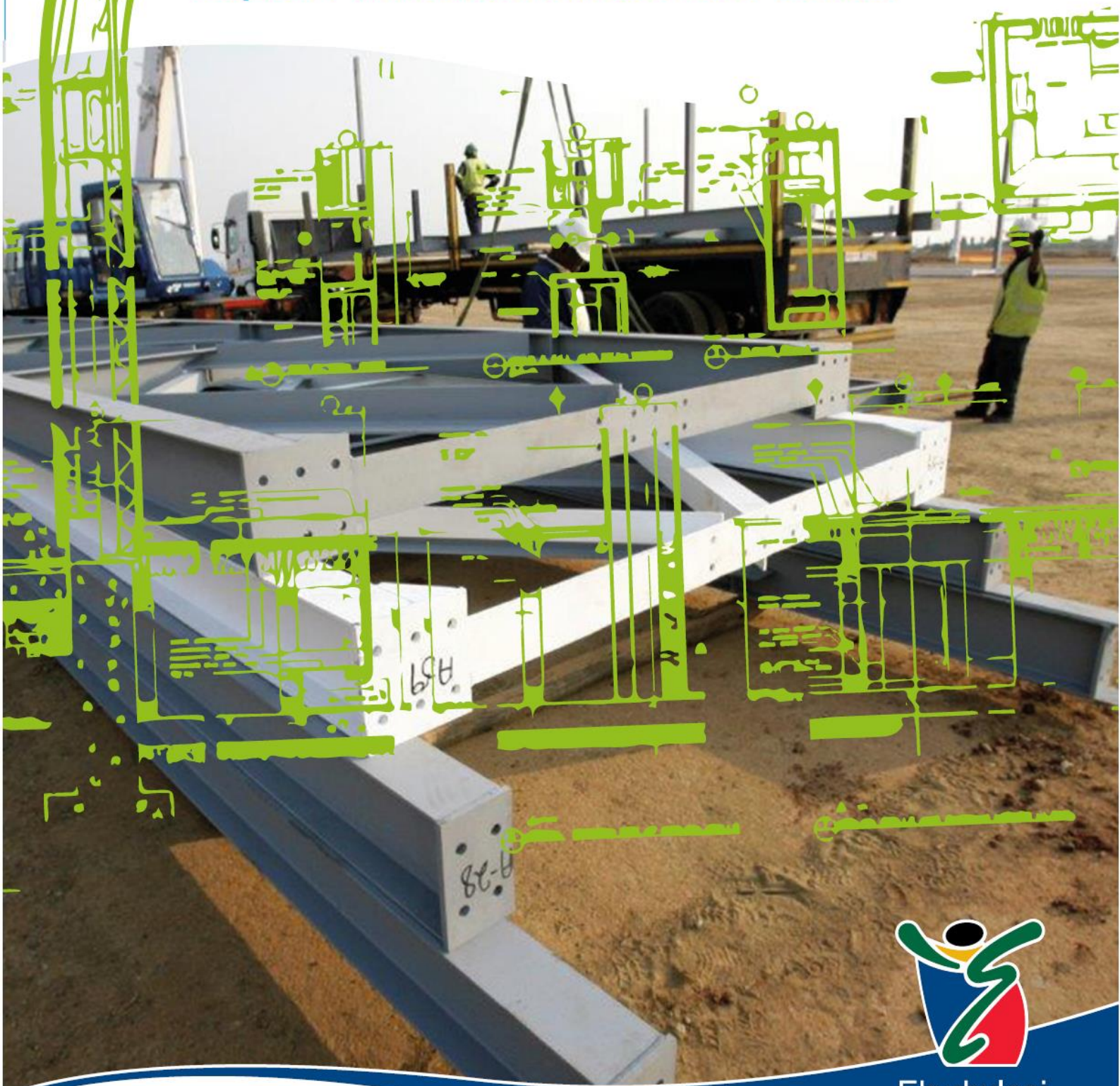


Ekurhuleni Metropolitan Municipality Capital Investment Framework
Capital Prioritization Model User Manual 2016



Ekurhuleni
METROPOLITAN MUNICIPALITY

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GLOSSARY

1. **Basic Healthcare**

Basic healthcare can be defined as the minimum degree of healthcare considered to be necessary to maintain adequate health and protection from disease. In South Africa this is the basic healthcare service offered free by the state. According to the Constitution, everyone has the right to have access to basic health care services. Thus provide access to appropriate, efficient, effective and quality health services, in order to improve and promote people’s health.

Source: Adapted from World Health Organisation, 2014
2. **Basic Service Delivery**

Municipalities are required to provide at least the basic services to their communities. Basic services provided by the government include water supply, sewage collection and disposal, refuse removal, electricity and gas supply, roads and storm water drainage, street lighting, municipal parks and recreation, safety, security, health care, and social well-being.

Source: Adapted from Municipal Systems Act, 2000 (Act No 32 of 2000)
3. **Basic Skills development**

Basic skills development can be described as actions taken to facilitate the delivery of sector-specific skills interventions that help improve productivity in the workplace and the competitiveness of businesses. It furthermore improves the quality of life of workers, their prospects of work and their mobility.

Source: Adapted from an Article by D. Elphick-Moore, on Entrepreneurmag.co.za, Skills Development Defined, 2012.
4. **Climate Adaptation and Mitigation**

Refers to a structure and using process that is environmentally responsible and resource-efficient throughout a building's life-cycle: from siting to design, construction, operation, maintenance, renovation, and demolition.

Adaptation refers to adjustments in ecological, social, or economic systems in response to actual or expected climatic stimuli and their effects or impacts. It refers to changes in processes, practices, and structures to moderate potential damages or to benefit from opportunities associated with climate change.

Adaptation aims to lessen the adverse impacts of climate change through a wide range of system-specific actions, mitigation looks at limiting climate change by reducing the emissions of greenhouse gasses for example.

Source: Adapted from Global Greenhouse Warming, Defining Climate Mitigation and Adaptation, 2015

5. Conservation Value The protection, preservation, management, or restoration of natural environments and the ecological communities that inhabit them. Conservation is generally held to include the management of human use of natural resources for current public benefit and sustainable social and economic utilisation. Development is undertaken in a manner that sustains biodiversity and natural resources in the EMM.
Source: EMM Environmental Policy, 2012
6. Direct Contribution Intended primary benefit created as a result of the development. The primary goal of the project to create the specific benefit.
7. Economic Growth The steady process by which the productive capacity of the economy is increased over time to bring about rising levels of national output and income.
8. Economic Multiplier Effect The relationship between the initial spending (investment) and the total effects generated by the spending is known as the multiplier effect of the sector, or more generally as the impact of the sector on the economy as a whole. Thus the economic multiplier effect occurs when an initial injection into the economy causes a bigger final increase in national income
9. Economic Sectors
- Agriculture** - Include establishments that are primarily engaged in farming activities, commercial hunting, game propagation and forestry, logging and fishing).
- Mining** - Includes the extracting and beneficiating of minerals occurring naturally, including solids, liquids and crude petroleum and gases. It also includes underground and surface mines, quarries and the operation of oil and gas wells as well as all supplemental activities for dressing and beneficiating of ores and other crude material):
- Manufacturing** – Manufacturing is defined as the physical or chemical transformation of materials or compounds into new products. The manufacturing sector represents an important economic and employment sector in any economy. The sector also serve as catalyst for supporting economic activities contributing to economic growth within an area and positive spin-off effects on the whole economy.
- Utilities** – It includes electricity, water and gas. It includes the production, collection and distribution of electricity; the manufacturing of gas; the distribution of gaseous fuels through mains; the collection, purification and distribution of water; and the construction of infrastructure and buildings.
- Construction** – Buildings and construction involves residential building activities; non-residential building; roads, streets and bridges; water schemes and works; sewerage; and other construction activities

Trade – The resale (sale without transformation) of new and used goods to the general public for personal or household consumption or use by shops, department stores, stalls, mail-order houses, hawkers and peddlers, consumer co-operatives, etc. This sector also includes the catering and accommodation activities within an economy.

Transport and Communication – Providing passenger or freight transport, whether scheduled or not, by rail, road, water or air and auxiliary activities such as terminal and parking facilities, cargo handling and storage, postal activities and telecommunications.

Finance and Business Services – Activity of obtaining and redistributing funds, other than for the purpose of insurance, real estate or commercial/business services. Real estate includes the buying, selling, renting and operating of owned or leased real estate, such as flats and dwellings and non-residential buildings; developing and subdividing real estate into lots, etc. Also included are land-jobbers (i.e. property speculators) and the development and sale of land. Business services in this sector refer to the renting of transport equipment and other machinery such as agricultural, construction, computer, and household equipment.

Community, Social and Personal Services - Include general activities of community organisations (NGOs), recreational, cultural and sporting activities, and other community, social and personal services.

General Government Services - Include general activities of central, provincial and local government such as health and social work, education, infrastructure provision etc. This includes sewage and refuse removal, sanitation and similar activities and military and navy activities.

Source: Adapted from StatsSA, Standard Industrial Classification (SIC) of all Economic Activities, 7th Edition, 2012

10. Economic variables

It is important that the project contributes to economic growth and development within the area. Therefore this variable determines the project's ability to contribute to economic growth, deliver rateable assets, create employment opportunities, and generate income for the local government.

11. Environmental Management Plan (EMP)

An EMP is a site-specific plan developed to ensure that all necessary measures are identified and implemented in order to protect the environment and comply with environmental legislation. Furthermore it can be described as the synthesis of all proposed mitigations and monitoring actions, set to a timeline with specific responsibility assigned and follow-up actions defined. The EMP is one of the most important outputs of the environmental assessment process.

Source: Fair Trade Tourism, Resource Centre, Landcom - What is an EMP, 2013

12. Environmental variables This variable gives an indication of the impact of the project on the environment locally and within the urban region/regional ecosystem. It identifies the potential environmental benefits and costs of the project and gives higher scores to those projects that make an improvement to living standards, public health and a green environment.
13. Indirect Contribution Unintended secondary benefit created as result of the development, not the primary goal of the project, i.e. downstream benefits or complementary benefits.
14. Job Creation during
Operational Phase (OPEX) /
Sustainable Job Creation Sustainable job creation, is the creation of permanent employment, which will lead to increased quality of life of individuals. It therefore excludes employment created during construction phase of projects (due to the temporary nature of these employment opportunities). This is the estimated number of people that will be employed during the operational phase of the project.
15. Job Creation during the
Construction Phase (CAPEX)
/ Temporary Job Creation This refers to the creation of temporary employment. It therefore excludes employment created during operational phase of projects. This is the estimated number of people that will be temporarily employed during the construction phase of the project.
16. Leverage Potential The “Cotton-on” Effect – The project’s ability to create a strong magnet and nodal anchor by attracting and stimulating further growth in investment (productive income generating assets). Further development of ancillary and down-stream projects.
17. Policy alignment variable Projects are assessed to determine their alignment with specific legislative and strategic documents, on a national, regional and local level. This variable also considers the alignment of projects with the CIF priority areas and project categories.
18. Programme versus Projects A programme consists of a number of different project items. Whereas the project is described as the individual line item and could form part of a programme.
19. Public Safety Provide safety through effective co-ordination of crime prevention initiative, provincial police oversight, traffic management and road safety towards a more secure environment.
20. Rateable Assets A project’s / investment’s ability to create additional annual rates and taxes, resulting in increased revenue for government.

21. Social Variables Projects with an explicit focus on increasing community well-being by means of delivering or contributing to certain social services (i.e. education, health, etc.) will receive priority / higher scoring. The social variable is also contained / addressed in the economic variable aspect, especially with respect to job creation and the social benefits associated with increased employment.

22. Spatial Structuring Elements The Spatial Structuring Elements identified for the purpose of the Capital Prioritisation Model, include the following:

- ✓ Core Nodes
- ✓ Primary Nodes
- ✓ Secondary Nodes
- ✓ TOD Nodes (include the BRT and Passenger Rails Stations)
- ✓ IRPTN / Transport Corridors
- ✓ Industrial Areas
- ✓ Infill Housing

A more in-depth description of these Spatial Structuring Elements can be found in the MSDF.

SECTION A: CAPITAL PRIORITISATION MODEL – USER MANUAL

The purpose of this section is to outline the user manual for the Capital Prioritisation Model to be used to prioritise the Ekurhuleni Metro’s Capital Projects for the **2017/18, 2018/19 and 2019/20** financial year. The manual structured into four sub-sections, namely:

1. Introduction and Background to the Manual

This section of the manual provides an introduction and background to the manual. The purpose and benefits of the prioritisation model is also outlined in this section.

2. The Capital Prioritisation Model Process

In this section of the manual, the Three Tier Project Prioritisation Framework is outlined under the following headings:

- ✓ Departmental Appraisal (Tier 1)
- ✓ CIF/Budget Evaluation (Tier 2)
- ✓ Allocation and Implementation (Tier 3)

3. The Prioritisation Model Methodology and Scoring System

The Capital Prioritisation Model, its variables and criteria is summarised in this section, under the following headings:

- ✓ Methodology for Determining the CPM Variables
- ✓ The CPM Variables Defined
- ✓ The Weighting and Scoring System
- ✓ The Capital Prioritisation Model Summary

4. Mapping Requirements for Capital Projects

This section of the manual provides departments with the mapping guidelines to apply when mapping a capital project on the budget for the 2017/18, 2018/19 and 2019/2020 financial years that includes:

- ✓ What is to be mapped;
- ✓ How the process of capital project mapping is rolled out;
- ✓ The mapping guidelines of a projects locality (line, point or polygon depending on the nature of the service);
- ✓ And the projects area of influence (mapped as a polygon to reflect the larger area/community aimed at benefiting from the service).

Note: Mapping of capital projects is a requirement from National Treasury in terms of Form SA36. Mapping of the projects is also essential in determining the projects weighting as part the Capital Prioritization Process. Projects that do not have a locality may score poorly during the budget evaluation process.

Failure to complete the CPM scoring variables will result in a poor project scoring during the budget evaluation process.

1. INTRODUCTION AND BACKGROUND TO THE MANUAL

1.1 WHY THIS MANUAL

Government municipalities and departments are under severe pressure to provide basic services, such as electricity, clean water and sanitation, transportation, education, healthcare, etc. and at the same time more pressure is placed on municipalities to identify development requirements and provide the corresponding infrastructure.



Section 152 (1) of the Constitution of the Republic of South Africa, Act 108 of 1996, states that the objects of local government are:

- ✓ To provide democratic and accountable government for local communities
- ✓ To ensure the provision of services to communities in a sustainable manner
- ✓ To promote social and economic development
- ✓ To promote a safe and healthy environment
- ✓ To encourage the involvement of communities and community organisations in matters of local government

Thus a municipality should strive, within its financial and administrative capacity to achieve the objectives as set out in the previous paragraph.

Therefore based on these responsibilities of local government it is clear that the Ekurhuleni Metro needs to provide for basic service delivery as well as infrastructure development so as to contribute to the community as well as the economic development of the area. However this should be done within the framework of the municipality's limited revenue sources for investment in capital assets, and therefore a structured framework needs to be developed to ensure that the municipality's budget is effectively and economically implemented. As such there is an urgent need for the EMM to prioritise the vast number of capital projects.

Section 153 (a) of the Constitution indicates that a municipality should structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community.



Evaluating and prioritising capital projects in terms of what needs to be considered as high, first order priority projects can be overwhelming. Since emotions run high when making these kind of decisions, a structured and objective approach is important in achieving consensus, especially in balancing the needs of communities and the needs of government departments, and at the same time contributing to economic growth and sustainability. Furthermore legislative considerations and policy guidelines also influence decision-making with regard to which projects receive priority. Utilization of a prioritisation model is a proven practice used in the decision making and planning process in an objective manner.

The capital prioritisation model in terms of the CIF is also an important tool for spatial rationalisation of the budget, which relates to the principles of the CIF and its function. The National Development Plan starts to give value to the implementation of the CIF and the CPM, in that the NDP refers to spatial targeting through the utilisation of focused investments to start achieving positive spatial transformation. Therefore the CPM is an important tool in the metro's spatial planning with respect to their Capital Budget and gives a clear indication of where (spatially) investments should take place in order to ensure increased economic growth within the EMM.



1.2 DEFINING PROJECT PRIORITISATION



A prioritisation model is a simple tool that provides a way to sort a diverse set of items / projects into an order of importance. It also identifies their relative importance by deriving a numerical value for the priority of each item / project.

The model provides a means for ranking projects (or project requests) based on criteria that are the most important to focus on first in terms of meeting the Metros overarching developmental objectives and strategies. This also assists in promoting co-ordinated and aligned departmental planning and budgeting.

Project prioritisation can therefore be described as a process for assessing a project against a number of variables such as, economic, social, environmental, legislative and financial variables, in order to determine a capital project's alignment with or contribution to such variables. It provides for a systematic and objective assessment of an ongoing or completed project. All the impacts associated with a capital project are identified, and where possible, costs and benefits valued in monetary terms, so as to ensure that project prioritised and selected by government will provide the maximum net benefit to the community, economy and environment – the balancing effect.

The variables for prioritising capital projects are identified and described in the following paragraphs.

Project prioritisation can be described as a process for assessing a project against a number of variables such as, economic, social, environmental, legislative and financial variables, and combines these to provide an overall assessment of the project.

1.3 THE PURPOSE OF PROJECT EVALUATION AND THE PRIORITISATION MODEL

A. Project Evaluation

The purposes of project evaluation are to improve the quality of services, to ensure value for money, and to ***prioritise proposed capital projects.***

This is achieved through a structured process which makes it possible to:

- ✓ Clearly define project objectives, and consider a wide range of options to meet these objectives
- ✓ Link the project to strategic objectives of the local and national government, as well as a department's strategic plans
- ✓ Carry out economic, social and environmental and budgetary analysis
- ✓ Identify the net benefit of the project to the community

Project evaluations assist departments to make decision on proposed capital projects. They provide a means to assess the viability of proposed capital projects, and to rank competing projects for a municipality's multi-year capital budget program.

Project evaluations also facilitate deliberations by the relevant evaluating committee during the budget process. They assist in the selection of projects to be included in the Capital Budget.

B. Project Prioritisation Model

The purpose of the project prioritisation model is to ensure that a municipality's multi-year capital budget program is based on the following principles:

- ✓ Affordability and other relevant cost factors
- ✓ Community needs and service delivery
- ✓ Spatial Rationalisation
- ✓ Local economic and social development
- ✓ Job creation
- ✓ Income potential
- ✓ Urgency
- ✓ Counter funding requirements of conditional grants allocated
- ✓ Legislative requirements
- ✓ Coordinated planning and strategy alignment in meeting the overarching developmental objectives of the Metro.

1.4 THE BENEFITS OF A CAPITAL PRIORITISATION MODEL

A prioritisation model supports structured decision-making in the following ways:

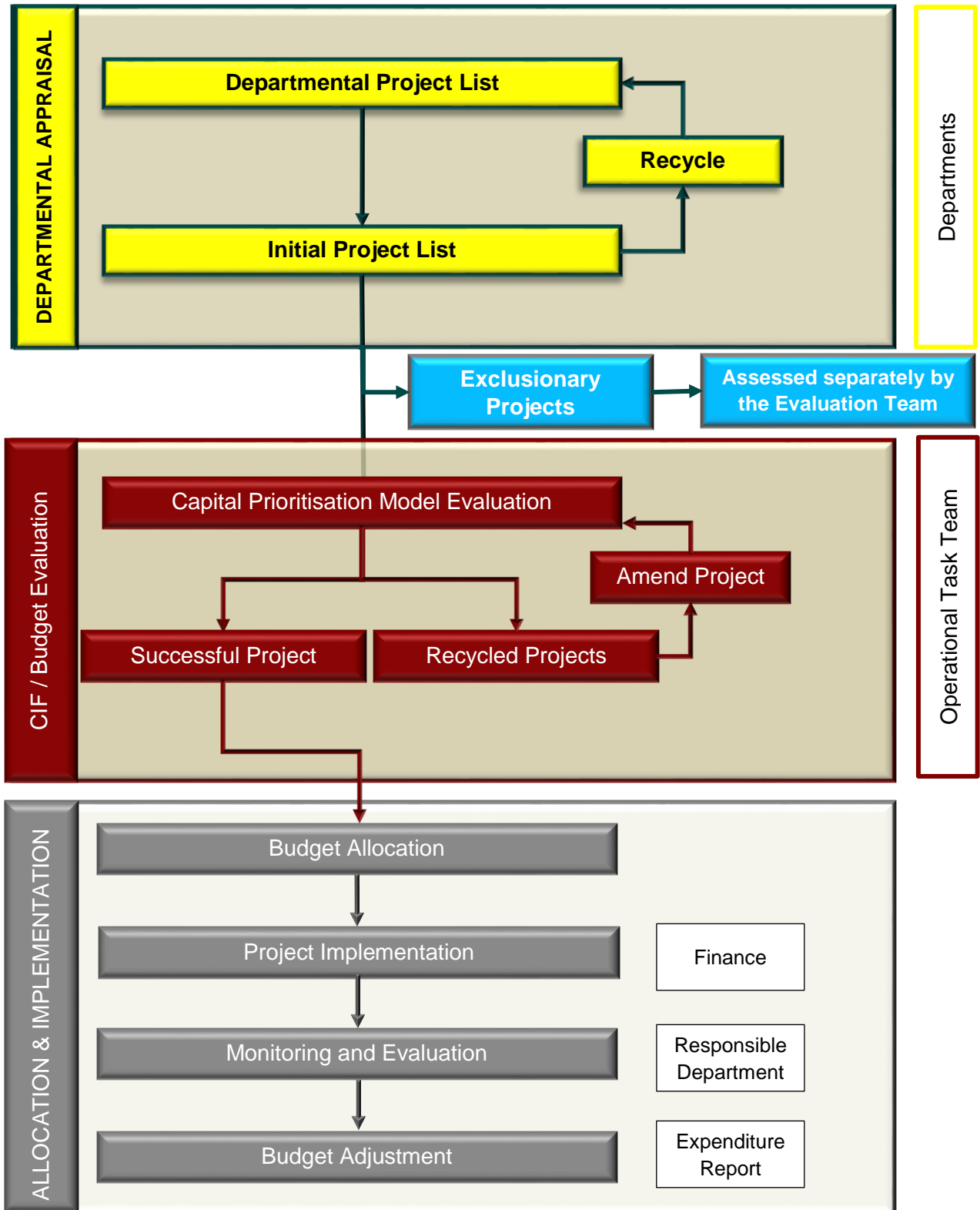
- ✓ Helps prioritise complex or unclear issues when there are multiple criteria for determining projects
- ✓ Provides a quick and easy, yet consistent, method for evaluating options
- ✓ Takes some of the emotion out of the process
- ✓ Quantifies the decision with numeric rankings
- ✓ Facilitates reaching agreement on priorities and key issues
- ✓ Establish a platform for conversations about what is important
- ✓ Guide, co-ordinate and align the municipal budget.
- ✓ Provides for a transparent and rationalised budget process.



2. THE CAPITAL PRIORITISATION MODEL PROCESS

The CPM manual identified a three tier approach to project prioritisation for the budget evaluation process. This approach ensures an evaluation of projects in three different stages (Diagram 2.1):

Diagram 2.1: Three Tier Project Prioritisation Model



2.1 DEPARTMENTAL APPRAISAL (TIER 1)

This stage of the model is concerned with the project evaluation within each of the departments within the EMM. The departments within the EMM develops an initial project list of a number of projects important to that department in terms of reaching their objectives and needs.

The individual departments rationalise, plan and prioritise the draft departmental capital budget projects (***and that this should be done in cognisance of the CPM weighting criteria***)

Each department determines its own unique criteria and weighs those criteria based on values, strategic direction, departmental goals and objectives, available resources, IDP wards needs analysis etc. Projects are then evaluated internally and an initial list of prioritised projects for each department is determined for placement onto the draft capital budget.

It should be determined why certain projects have been recycled back to the departments during this stage of internal evaluation, so as to address the issues in order to ensure that projects can be accepted for the initial project list in the next financial year.

A second phase of project testing is then required (Tier 2). The need for the second phase evaluation process stems from the fact that certain departments do not have their own internal comprehensive prioritisation process.

Therefore an overarching prioritisation model is required, as this will assist with the effective prioritisation of capital projects as part of the budget evaluation process. Projects forming part of the initial project list within a department is then provided to the Special Projects Unit, in order to determine the priority of each of these projects in order to assist in the EMM budget planning process and allocation.

EXCLUSIONARY PROJECTS

A number of projects can be considered as exclusionary projects, which will not go through the CPM evaluation process. These projects include the following:

1. Committed Projects

Projects that have been approved and committed to the 2016/17 MTREF budget will not be re-evaluated through the CPM weighting system.

2. Projects in their planning phase / feasibility stage

Projects in their planning or feasibility phase will not be required to go through the CPM, as they do not at this stage of the project's lifecycle have the necessary information in order to be evaluated against the CPM criteria. Departments should note that even though feasibility study projects will not be passed through the CPM weighting criteria for scoring, the project will still be evaluated by the Operational task team.

THESE PROJECTS WILL BE EVALUATED SEPARATELY WHICH WILL ASSIST IN PRIORITISING THESE PROJECTS FOR FEASIBILITY PURPOSES.

3. Projects to Comply with an EIA

The requirement of an EIA is determined during the inception phase of a project (i.e. during the feasibility study phase). Therefore during the Departmental Appraisal phase, departments will need to consult with the Environmental Resource Department to determine whether an EIA will be required for a specific project.

4. Critical Projects

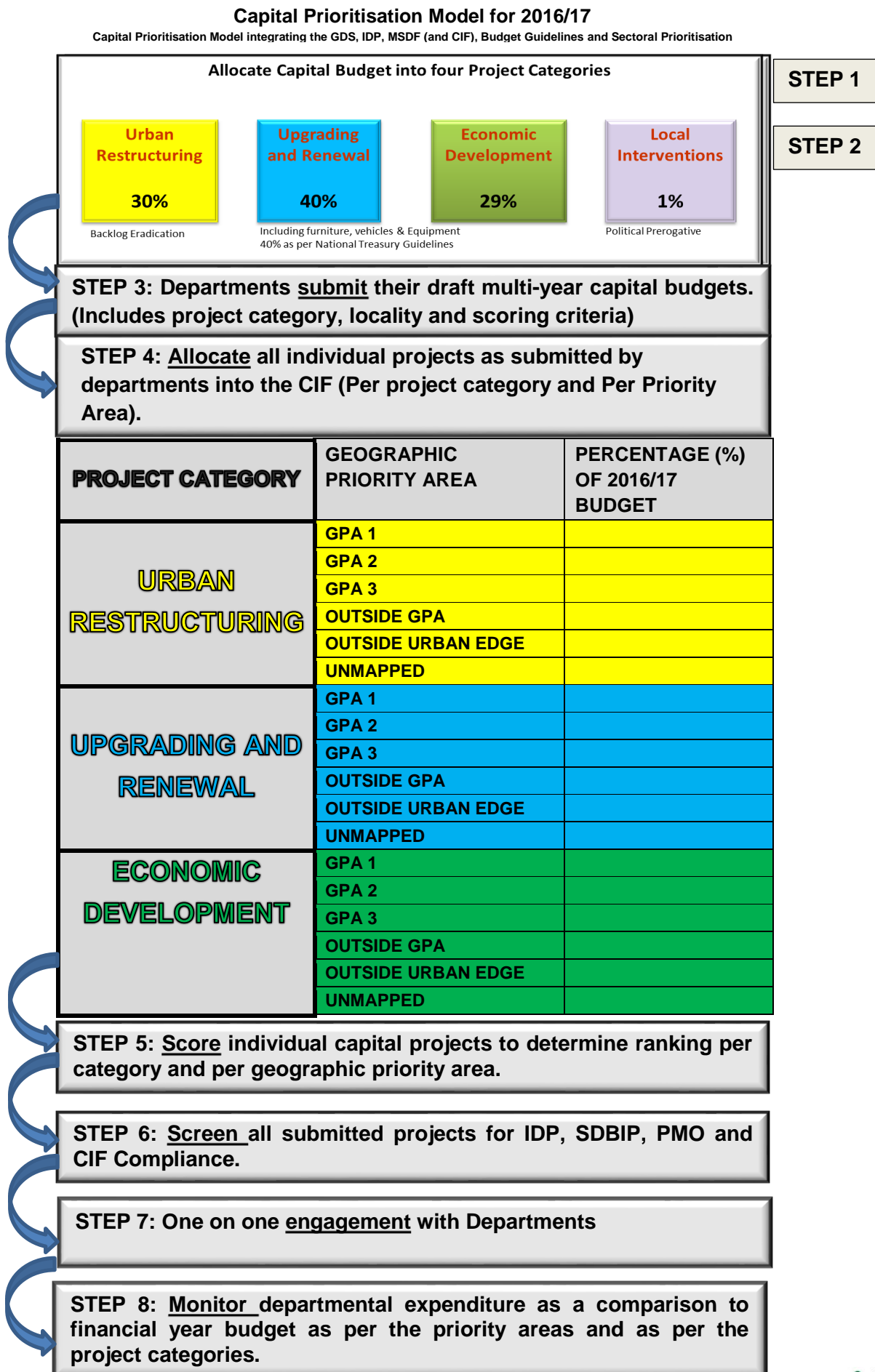
A critical project could be a project that boasts a catastrophic risk for the metro in terms of significant liability, significant loss of revenue, and significant loss of life. These projects have a very high risk associate if not implemented.

2.2 CIF / BUDGET EVALUATION (TIER 2)

The Operational Task Team has been established to guide and co-ordinate the CIF / Budget evaluation process to determine the ranking order / priority of each project based on the Capital Prioritisation Model.

As part of this tier the following diagram / process will be followed in order to evaluate and score the projects: (Diagram 2.2).

Diagram 2.2: The Capital Prioritisation Model Process for the Delivering City



Step 1 – Define Project Categories *(The respective Departments are responsible for completing this field in the draft capital budget):*

Step 1 of the Capital Prioritisation Model is to define the project Categories for the Capital budget (all funding sources). The identification of the project categories for each Capital projects is part of the budget evaluation process and therefore departments are required to categorise their projects accordingly during this process. The following project categories are defined:

Category 1 – Urban Restructuring: The portion of the capital budget to be spent on eradicating historical backlogs of services that relates to both physical and social infrastructure. This can be termed ‘The City Past’ category of the budget. Projects included should focus on major housing projects and poverty eradication areas as described in the MSDF.

Urban Restructuring Example: Construction of a New Library in Brakpan

Category 2 – Upgrading and Renewal: The portion of the capital budget to be spent on upgrading and renewal of existing infrastructure and maintenance of social facilities and physical infrastructure. This can also be termed ‘The City Present’ category of the budget. . The definition of this category can be expanded upon as per the definitions of upgrading and renewal by National Treasury. Upgrading refers to the extension of existing bulk capacity, whilst renewal refers to the maintaining of existing bulk infrastructure.

Upgrading and Renewal Example: Construction of Fire Station / House Germiston Central/Tertiary road upgrading

Category 3 – Economic Development: The portion of the capital budget to be spent on growing the economy of the city. This can also be termed ‘The City Future’ category of the budget. Projects included here should focus on industrial areas and major investment and development projects as described in the MSDF. According to the definition from National Treasury this category refers to projects that are focussed towards extending bulk infrastructure for the purpose of the stimulating growth and are therefore purely income generating projects.

Economic Development Example: Integrated Rapid Public Transport Network (IRPTN)

Category 4 – Local Interventions: the portion of the capital budget to be spent on specific political identified and prioritised projects not necessarily included in other categories of the capital budget. This can also be termed ‘The City Always’ category of the budget. Identification of such projects will be at the discretion of the Executive Mayor.

Local Interventions Example: Construction of Religious Precinct

Step 2 – Targeted budget allocation percentage per Project Category:

- ✓ Category 1 – Urban Restructuring: 30% of the capital budget.
- ✓ Category 2 – Upgrading and Renewal: 40% of the capital budget (including furniture, vehicles and equipment). National Treasury with reference to the MFMA circular no. 66 as read with MFMA circular no. 55 has advised municipalities to allocate no less than 40% of the capital budget to upgrading and Renewal.
- ✓ Category 3 – Economic Development: 29% of the capital budget.

- ✓ Category 4 – Local Interventions: 1% of the capital budget.

Step 3 – Departments submit their draft multi-year capital budgets. (Includes project category, locality and scoring criteria) (Respective Departments)

Departments need to submit their draft multi-year capital budgets with all the relevant information captured, including the information pertaining to the Capital Prioritisation Model evaluation that includes the following:

1. Project Category per departmental project.
2. The projects locality and area of influence information (includes the GPS co-ordinates and the allocation of a unique project GIS key as reference to the projects shape file map in the GIS) – *this is done through the annual mapping exercise with the assistance of the City Planning GIS division.*
3. Population of the CPM weighting variables.

Step 4 – Allocate all individual projects as submitted by departments into the CIF (Per project category and Per Priority Area). (This is assessment is done by the City Planning Department)

Individual projects will be assessed based on the definitions of each project category as described by National Treasury (Refer to Step 1) and per locality in relation to the Capital Investment Framework geographic priority areas. The outcomes of this assessment is included as part of the overall project weighting and project process.

Step 5 – Score individual capital projects to determine ranking per category and per geographic priority area. (Operational Task Team)

This step provides for the scoring of the individual projects based on a scoring system per project category. Furthermore the CPM Manual is developed to serve as a manual for the CPM process and scoring system. A set of prioritisation criteria and weighting systems (as discussed in the following sections) is used to prioritise the capital projects for the planning process of the EMM's multi-year budget programme.

It is important to note that the Capital Prioritisation Model aims to prioritise projects that have already been evaluated during the first tier (Departmental Appraisal). Therefore the aim is not to eliminate projects, but to prioritise them in a ranking order so as to assist in the EMM's budget planning process. Projects that are marked unsuccessful during this phase, in terms of budget allocation of the specific budget period, will need to be amended, in order to ensure that the project receives a higher score in the following financial year, ensuring a higher priority, and budget allocation to the project.



The aim of the CPM is not to eliminate / reject projects, but to prioritise them in order to assist in the budget allocation process for a specific financial year.

The Task Team will also verify the results of the CPM Evaluation as a measure of eliminating some of the subjectivity as far as possible.

Step 6 – Screen all submitted projects for IDP, SDBIP, PMO, Environmental and CIF Compliance. (Operational Task Team)

The capital budget projects will be screened in a joint sitting with Finance, City Planning, Economic Development, Human Settlements, EPMO, Environmental Resource Management, Real Estate as well as Strategy and Corporate Planning Departments. The following evaluation criteria will be utilised in the assessment process:

- ✓ Legally committed projects
- ✓ Projects committed due to appointment of consultants or contractors
- ✓ EIA requirements
- ✓ Exclusionary projects
- ✓ Evaluation of feasibility of project plans developed on PCS
 - Realistic project timelines
 - Realistic budget phases
- ✓ New versus existing projects
- ✓ Alignment with the CIF geographic priority areas
- ✓ Ward priorities
- ✓ Project weighting

Step 7 – One on one engagement with Departments

One on one engagements with departments will take place after the individual capital projects have been evaluated as per step 6 and scored based on the CPM model, so as to ensure that the information provided and captured is correct and realistic. Departments will have the opportunity to provide proof and motivation for the information given in terms of the capital prioritising model.

Step 8 – Monitor departmental expenditure as a comparison to financial year budget as per the priority areas and project categories

This will form part of the expenditure report on a quarterly basis. This step forms part of the third tier of the approach to project prioritisation, which is discussed in the following section.

2.3 ALLOCATION AND IMPLEMENTATION (TIER 3)

Projects that have been successfully prioritised in stage two goes through to the next phase of the three tier approach, the allocation and implementation stage. During this stage the capital budget is allocated to prioritised projects.

Furthermore this stage includes the project implementation, after the budget has been allocated, and continuous monitoring and evaluation needs to take place based on expenditure of capital projects. The monitoring and evaluation process assists in identifying whether there is a need for budget adjustments, based in monitoring expenditure against the CIF priority areas and project categories. Multi-year projects needs to go through the CPM phase in determining budget

adjustment for the next financial year for these projects, and go through the entire process from stage two to stage three.

3. THE PRIORITISATION MODEL METHODOLOGY AND SCORING SYSTEM

The purpose of this sub-section is to clearly define the methodology used to determine the Capital Prioritisation variables and scoring system.

It is important to note that the scoring and weighting system defined in this section is the **second draft utilised for the second round testing of departments' individual projects** as part of the departments' draft budget submission. Based on the outcomes and key findings of the first round testing and engagement with Departments in 2015 **certain changes were made to the scoring and weighting system**. These changes are retained in this manual for the 2017/18 Budget Evaluation Process.

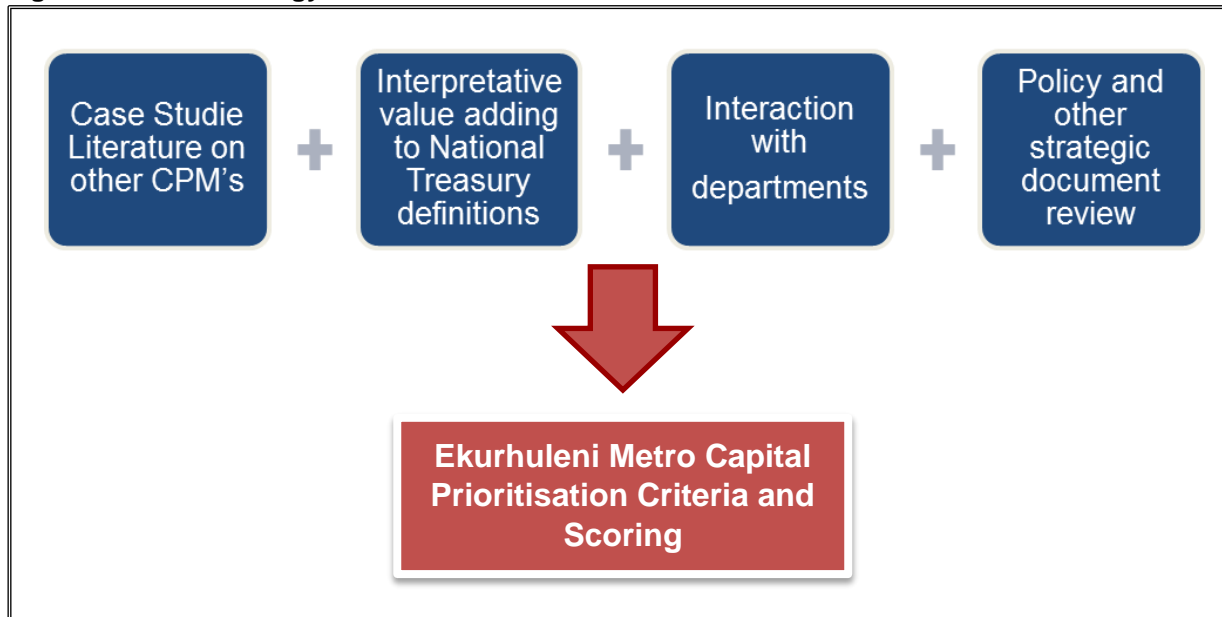
3.1 METHODOLOGY FOR DETERMINING THE CPM VARIABLES

Diagram 3.1 illustrates the methodology used to determine the variables used for the prioritisation of the capital projects.

From the diagram it is clear to see that the variables determined for the CPM was based on the following:

- ✓ A review of case study literature on other capital prioritisation models to determine best practices and benchmarking. The case studies used includes inter alia:
 - Drakenstein Municipality, Prioritisation Model for Capital Assets Investment, 2014
 - Queensland Treasury, Project Evaluation Guidelines, 1997
 - Project Scoring & Prioritization for Maximum Results, San Francisco, 2012
 - Okhahlamba Local Municipality, Identification and Prioritisation of Projects, n.d.
 - Ekurhuleni Metropolitan Municipality, Environmental Policy, 2012
 - Ekurhuleni Growth and Development Strategy, 2012
 - University Of Wisconsin Madison, Project Prioritization: A Structured Approach To Working On What Matters Most, 2012
- ✓ Variables were also identified based on their ability to add value to National Treasury definitions in terms of the capital project categories
- ✓ Interaction with a number of government departments to determine specific needs of these departments was conducted in 2015 prior to the commencement of the budget process
- ✓ A desktop review of relevant policy and strategic documents was done to determine the objectives and outcomes relating to these capital projects.

Diagram 3.1: Methodology for CPM Variables



3.2 THE CPM VARIABLES DEFINED

Based on the abovementioned process, four key prioritisation variables were identified for the EMM’s Capital Prioritisation Model, namely:



Policy & Legislation Alignment



Economic Variables



Environmental Variables

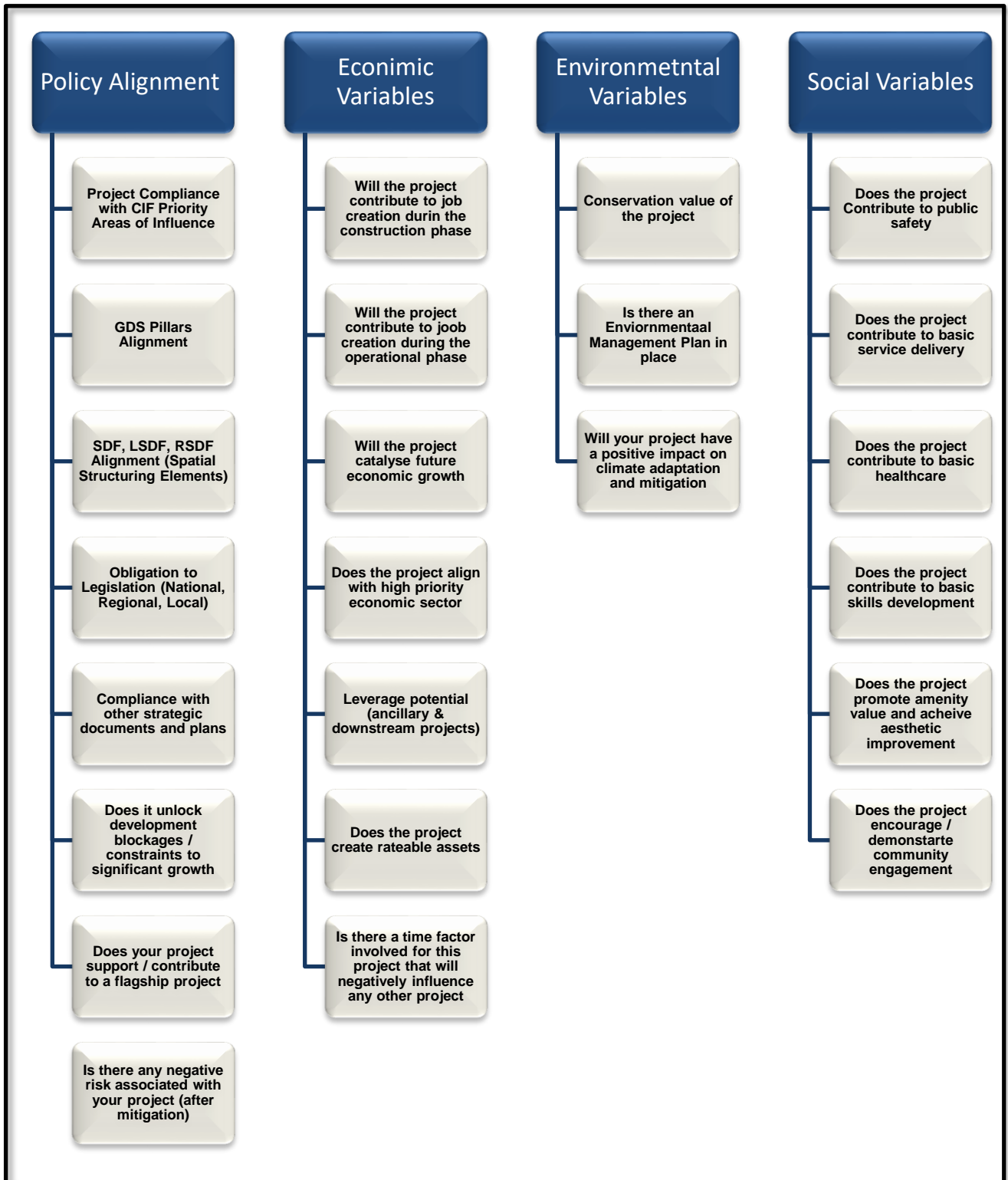


Social Variables

Each of these four variables have been subdivided into a number of related rating criteria, which will be used to assess and score each of the capital projects so as to prioritise the vast list of capital projects identified for the EMM budget (Diagram 3.2).

Each of these variables and scoring criteria reflected in the manual have been incorporated to the multi-year capital budget , and are to be populated as part of testing the CPM weighting system.

Diagram 3.2: CPM Key Variables and their Sub-Categories



3.3 THE WEIGHTING AND SCORING SYSTEM

The first step in developing the prioritisation model was to determine the variables / criteria that will be used to assess the importance / priority of each project, as defined in the previous paragraphs. For each of these identified variables / criteria, a rating scale should be developed to use in assessing how well a particular project satisfies the criteria. To ensure consistent use of the rating scale, the following paragraphs provide some details to define how the criteria and ratings should be applied.

The CPM will make use of a weighting system in which each of the key variables and their rating criteria will receive a specific weighting percentage. Furthermore a scale of impact for the rating criteria will be implemented.

Weighting



Each of the four key variables will have a weight attached to it, of which the sum of these weights must total 100. Within a main variable, each of the rating criteria will also have a weight attached to it, which will also need to total to 100.

The weighting system for each of the key variables is based on the three CIF Project Categories. A weighting scenario has been identified for each of the three CIF project categories (urban restructuring, upgrading and renewal and economic development).

It is important to note that each project will be evaluated against the project category weighting scenarios associated with that project.

The reason behind these three scenarios is that the scoring scenarios should be more strongly linked to the National Treasury Definitions of these three different project categories. The following figures illustrate the weighting systems based on the project categories.

Figure 3.1: Urban Restructuring Weighting System

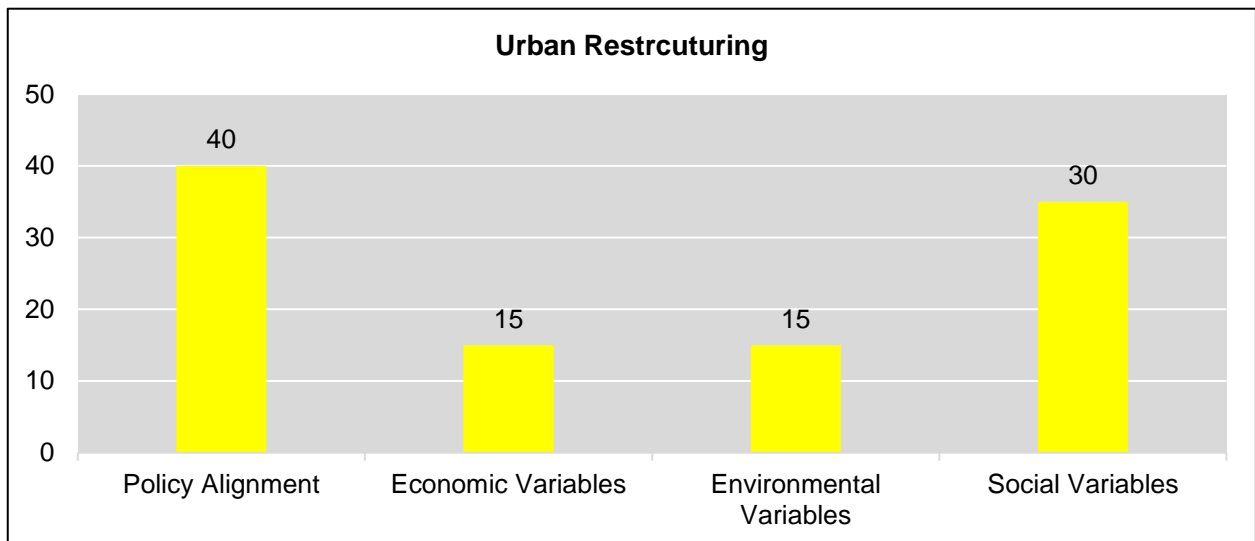


Figure 3.2: Upgrading and Renewal Weighting System

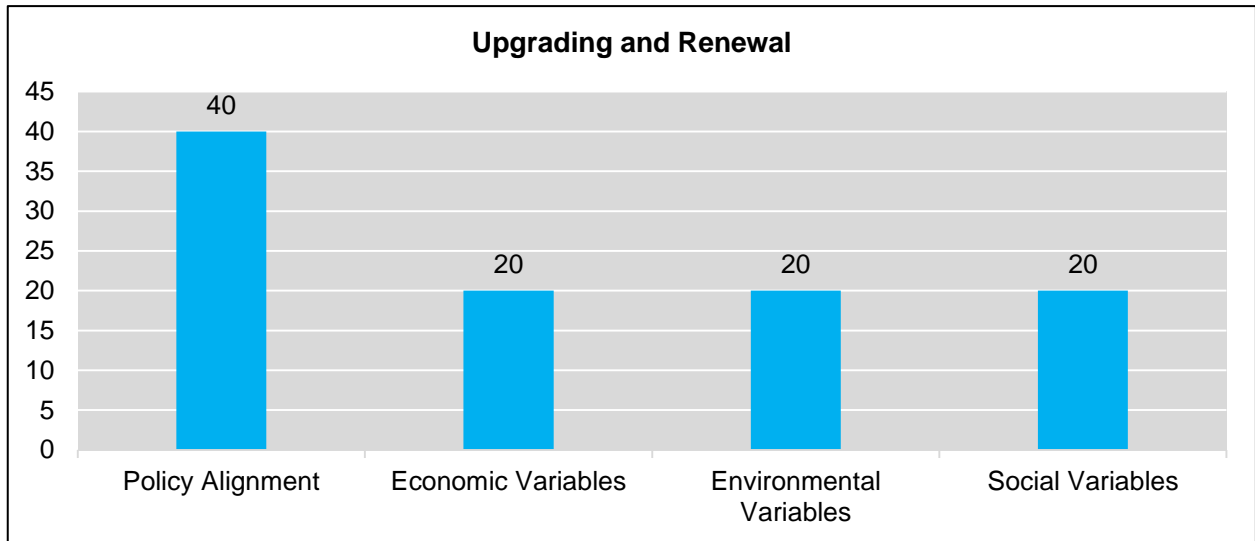
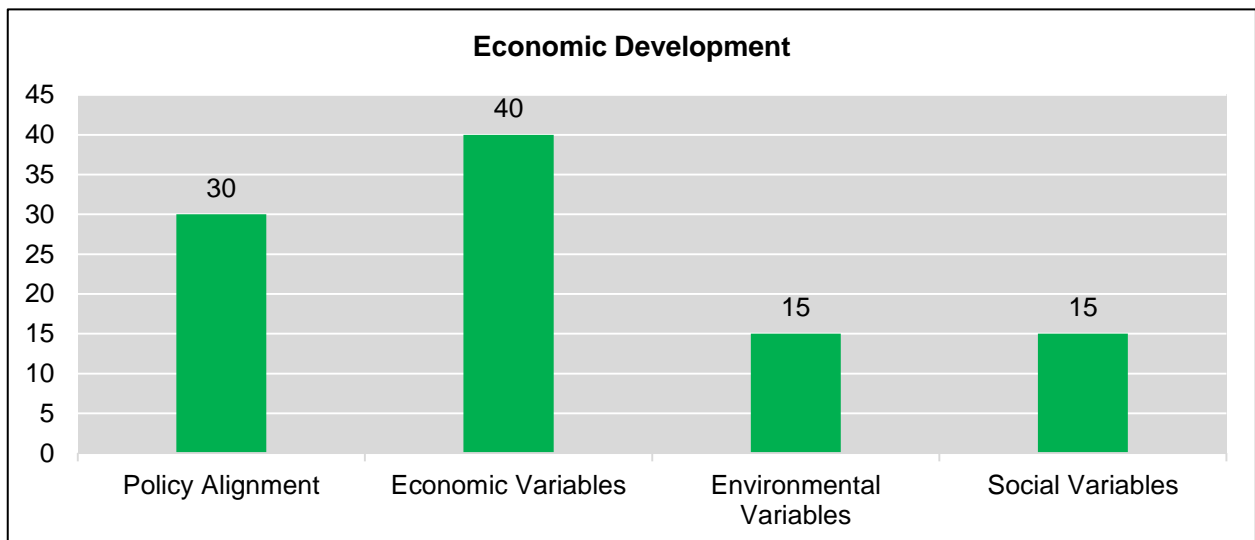


Figure 3.3: Economic Development Weighting System



Furthermore as part of developing the scenarios, a number of projects were tested against these scenarios, in order to determine the effectiveness of the weighting scenarios. The initial testing was conducted against the 2015/16 budget during the development of the scoring criteria and weighting allocations. The following methodology was implemented to test the projects against the weighting scenarios:

1. A number of different projects were selected from each project category, i.e. urban restructuring projects, upgrading and renewal projects and economic development projects.
2. Projects were also selected from a number of different departments, so as to reflect fair inclusion different types of projects, i.e. projects from DEMS, EMPD, Health, Economic Development, Roads, SRAC, etc.
3. In order to effectively test the weighting scenarios on a fair basis, projects were compared based on their geographic priority areas' of influence, i.e. priority area 1, priority area 2, priority area 3, and no priority area.
4. Furthermore new projects were compared with refurbishment projects.

5. Comprehensive testing was conducted against the 2015/16 to 2017/18 multi-year capital budget.

The wide array of different projects and comparisons ensured effective and realistic testing of the three different weighting scenarios

Based on the findings from the 2015/16 and further engagements held with departments this yielded necessary changes that have been adopted within the weighting system to improve the impartiality and effectiveness of the system. The reviewed weighting system was tested against the 2016/17 budget.

Scale of Impact



Each criteria within the key variables will receive a score based on a scale of impact. Table 3-1 provides an example of the scale of impact. It is important to note that the number of scales differ for some of the criteria, where certain criteria for example will only have 2 scales of impact (i.e. yes and no).

Table 3-1: Scale of Impact for Rating Criteria

Scale of impact	Scoring
None	0
Low	25
Not Applicable	50
Moderate	75
High	100

The following paragraphs summarises the CPM that will be used in prioritising capital projects for the Metro’s 2017/18 to 2019/20 multi-year capital budget.

3.4 THE CAPITAL PRIORITISATION MODEL SUMMARY

The following tables must be utilised by the departmental project managers when populating the CPM weighting variables in the draft multi-year capital budget:

Table 3.2 – Policy Variables

Table 3.3 – Economic Variables

Table 3.4 – Environmental Variables

Table 3.5 – Social Variables


The tables summarise the key variables, their sub-categories, and scale of impact / rating criteria. Each of these variables, sub-categories and scoring criteria have been incorporated into the multi-year capital budget.



Important For Noting

- ✓ Failure to complete any of the criteria will result in a zero total score;
- ✓ All criteria should be completed, failure to complete a field will impact negatively on a projects scoring;
- ✓ Project / programmes locality must be accurately provided. An inaccurate locality or failure to provide locality will result in a 0 scoring for all spatially oriented criteria on the weighting system. Departments are therefore required to take note of *Section B – the mapping guidelines*;
- ✓ The project category must be specified (*as defined in Section A, 2.2 of the Manual*);
- ✓ Criteria must be completed for all new projects 2017/18; 2018/19 and 2019/20.
- ✓ Departments' co-operation is essential in the successful development and implementation of the prioritization which is in its final phase of testing;
- ✓ Criteria to be completed honestly and accurately;
- ✓ The completed CPM criteria will be evaluated as part of the draft budget evaluation by the CIF operational task team


Table 3-2: Policy Alignment Summary

POLICY AND LEGISLATION ALIGNMENT				
 Projects are assessed to determine their alignment with specific legislative and strategic documents, on a national, regional and local level. This variable also considers the alignment of projects with the CIF priority areas and project categories				
Variables	Scale of Impact	Score	Description	Weight
Project Compliance with CIF Priority Areas of Influence				30
The Project is strategically located within the area of influence of the three CIF priority areas	0 and 5	0	The projects that are unmapped / outside the Urban Edge	
	4	25	Inside the Urban Edge, but no priority area of influence	
	3	50	The project falls within the CIF Priority 3 area of influence	
	2	75	The project falls within the CIF Priority 2 area of influence	
	1	100	The project falls within the CIF Priority 1 area of influence	
GDS Alignment				10
The project is aligned with the growth sectors identified in the GDS 1. Re-Generate: Environment / Wellbeing 2. Re-Industrialise: Job creating economic growth 3. Re-Urbanise: Sustainable urban integration 4. Re-Govern: Effective Cooperative Governance 5. Re-Mobilise: Social Empowerment	None	0	No alignment with GDS Pillars	
	Low	25	Aligned with one of the GDS Pillars	
	Moderate	75	Aligned with 2 or 3 of the GDS Pillars	
	High	100	Aligned with more than 3 of the GDS Pillars	
	SDF and RSDF Alignment			
How well does your project relate to the Spatial Structuring Elements identified in the MSDF / RSDFs? ✓ Core Nodes ✓ Primary Nodes ✓ Secondary Nodes ✓ TOD Nodes (includes BRT and Passenger Rails Stations) ✓ IRPTN / Transport Corridors ✓ Industrial Areas ✓ Infill Housing	None	0	No alignment with SSEs	
	Low	25	Aligned with one or two of the SSEs	
	Moderate	75	Aligned with 3 or 4 of the SSEs	
	High	100	Aligned with more than 4 of the SSEs	

Obligation to Legislation			10
Project's obligation with key legislative documents (National, regional, local legislation)	No	0	No obligation to any legislation
	Yes	100	Obligation to legislation (proof should be provided)
Compliance with Other Strategic Documents			10
Project compliance with other strategic plans / documents. Examples include: <ul style="list-style-type: none"> ✓ Master Plans ✓ Sector Plans ✓ National, Provincial and Council Strategies 	No	0	No compliance with any strategic documents
	Partially	50	Partially comply with strategic documents
	Yes	100	Compliance with strategic documents / plans (proof should be provided)
Unlock development blockages / Constraints to significant growth			5
The project is strategically located and consumer demand is strong, but due to infrastructure backlogs, demand could not be met. This intervention will therefore be the key to unlocking future growth and development.	None	0	No potential for unlocking growth and development
	Low	25	Very low potential for unlocking future growth and development, however could lead to slight backlog eradication
	Moderate	75	Could possibly result in eradicating certain constraints and resulting in growth and development
	High	100	Key project for significantly unlocking growth and development in the EMM
Flagship Projects			10
Does your project support / contribute to a flagship project? <ul style="list-style-type: none"> ✓ Aerotropolis ✓ Revitalisation of Township Economies ✓ Revitalisation of Manufacturing Sector ✓ Digital City ✓ IRPTN ✓ Urban Regeneration Projects (Tembisa and Germiston) ✓ Revenue Enhancement ✓ Beautification of Lakes and Dams 	No	0	No support / contribution
	Partially	50	Indirect support / contribution
	Yes	100	Direct support / contribution

Risk			5
Does the project still pose a significant negative risk for the metro even after mitigation measures have been put in place?	None	100	No negative risk
	Low	75	Very low negative risk associated with the project
	Moderate	25	Medium negative risk associated with the project
	High	0	High negative risk associated with the project

Table 3-3: Economic Variables Summary

ECONOMIC VARIABLES				
 It is important that the project contributes to economic growth and development within the area. Therefore this variable determines the project’s ability to contribute to economic growth, deliver rateable assets, create employment opportunities, and generate income for the local government.				
Variables	Scale of Impact	Score	Description	Weight
Will the project contribute to job creation during construction				5
How many estimated construction (CAPEX) jobs will your project create?	Negligible	25	Less than 25 Jobs	
	Low	50	25 to 100 Jobs	
	Moderate	75	101 to 500 Jobs	
	High	100	More than 500 Jobs	
Will the project contribute to job creation during operations				15
How many estimated operational (OPEX) jobs will your project create?	Negligible	25	Less than 25 Jobs	
	Low	50	25 to 100 Jobs	
	Moderate	75	101 to 500 Jobs	
	High	100	More than 500 Jobs	
Will the project catalyse future economic growth				20
The project is located in an economic growth node, there is potential for future growth, proven demand, and results in the creation of rateable assets. <i>This criteria is directly linked to the Capital Investment value of the project, i.e. what has been budgeted on the Capital budget.</i>	Negligible	25	Smaller than R 5 million	
	Low	50	R 5 million to R 50 million	
	Moderate	75	R 51 million to R 100 million	
	High	100	More than R 100 million	
Economic Sectors				15
Does the project align with a high priority sector (Department to specify the sector most prominently supported by the project)?	None	0	No significant sector alignment	
	Very Low	25	Mining and Agriculture	
	Low	50	Construction and Utilities	
	Moderate	75	Transport & communication; community and government services	
	High	100	Manufacturing; finance and business services; and trade	

Leverage potential (Ancillary and downstream projects)				15
The “Cotton-on” Effect – The project will create a strong magnet and nodal anchor by attracting and stimulating further growth in investment (productive income generating assets). <i>This criteria is linked to the Capital Investment of the project and is therefore not contained in the budget excel sheet as part of the CPM columns.</i>	Negligible	25	Smaller than R 5 million	
	Low	50	R 5 million to R 50 million	
	Moderate	75	R 51 million to R 100 million	
	High	100	More than R 100 million	
Does the project create rateable assets				15
The projects ability to create additional annual rates and taxes, resulting in increased revenue for government. <i>This criteria is linked to the Capital Investment of the project and is therefore not contained in the budget excel sheet as part of the CPM columns.</i>	Negligible	25	Smaller than R 5 million	
	Low	50	R 5 million to R 50 million	
	Moderate	75	R 51 million to R 100 million	
	High	100	More than R 100 million	
Time Factor				15
Is there a time factor involved for this project that will negatively influence the development/implementation of any other project(s)	None	0	No urgency for development	
	Low	25	There is a certain time factor to ensure market demand / optimum market entry	
	Moderate	75	A certain time factor involved based on both market demand as well as dependency of other projects on the development of this project	
	High	100	Urgent development needed – for ideal market entry and other important projects highly dependent on the project’s development	

Table 3-4: Environmental Variables Summary



ENVIRONMENTAL VARIABLES				
	This variable gives an indication of the impact of the project on the environment locally and within the urban region/regional ecosystem. It identifies the potential environmental benefits and costs of the project and gives higher scores to those projects that make an improvement to living standards, public health and a green environment.			
	Variables	Scale of Impact	Score	Description
Conservation Value				35
Will your project create or extend an Environmental Asset (Add to conservation value)	None	0	No contribution to the environment	
	Low	25	Minimal contribution to the environment	
	Moderate	75	Moderate extension or creation of an environmental asset	
	High	100	Very high conservation value	
Is there an EMP				35
Is there an Environmental Management Plan (EMP) with relevant standard operating procedures and method statements in place?	No	0	No EMP in place	
	Yes	100	EMP in place (proof should be provided)	
Climate change adaptation / mitigation				30
Will your project have a positive impact on climate change adaptation / mitigation?	No	0	No Positive Impact	
	Yes	100	Positive Impact	

Table 3-5: Social Variables Summary

SOCIAL VARIABLES				
		The social variable is very much contained / addressed in the economic variable aspect, especially with respect to job creation and the social benefits associated with increased employment. Projects with an explicit focus on increasing community well-being by means of delivering or contributing to certain social services (i.e. education, health, etc.) will receive priority / higher scoring.		
Variables	Scale of Impact	Score	Description	Weight
Service Delivery				20
Does it contribute to basic service delivery?	None	0	No contribution	
	Moderate	50	Indirect contribution	
	High	100	Direct contribution	
Public Safety				15
Does the project contribute to public safety?	None	0	No contribution	
	Moderate	50	Indirect contribution	
	High	100	Direct contribution	
Basic Healthcare				15
Does the project contribute to basic healthcare?	None	0	No contribution	
	Moderate	50	Indirect contribution	
	High	100	Direct contribution	
Skills Development				20
Does the project contribute to skills development?	None	0	No contribution	
	Moderate	50	Indirect contribution	
	High	100	Direct contribution	
Amenity Value and Aesthetic Appeal				15
Does the project promote amenity value and achieve aesthetic improvement to the built or natural heritage, as well as conserve and promote aspects of community heritage and culture?	None	0	No contribution	
	Moderate	50	Indirect contribution	
	High	100	Direct contribution	

Community Involvement			15
Does the project encourage / demonstrate community engagement, empowerment, ownership and/or involvement?	None	0	No contribution
	Moderate	50	Indirect contribution
	High	100	Direct contribution

**DEPARTMENTAL PROJECT MANAGERS NEED TO
NOTE THE ALLOCATED MAPPING DATES PER
DEPARTMENT AS INDICATED IN THE MAPPING
SCHEDULE FOR 2016**

Mapping will take place from 1 – 4 November 2016
(See Section B of the Document for mapping guidelines)

SECTION B: MAPPING GUIDELINES

The purpose of this section is to outline the mapping guidelines for the mapping of the 2017/18, 2018/19 and 2019/20 MTEF Capital budget.

1. PURPOSE OF MAPPING PROJECTS

- ✓ To align departmental capital budget with the CIF (Geographic Priority Areas and Capital Prioritisation Model).
- ✓ To comply with National Treasury requirements for GPS coordinates (Form SA36).
- ✓ Monitor future expenditure on departmental capital projects spatially.
- ✓ Departments to confirm the correctness of the 2016/17 mapping and to indicate to the GIS/appointed consultants where changes are required.
- ✓ Departments to provide accurate mapping information for new projects.

2. PROJECTS TO BE MAPPED

- ✓ Each vote number/project on the draft Capital Budget for 2017/18, 2018/19, and 2019/20 must be mapped, this includes projects that were not mapped during the 2015 mapping exercise, or where a department requires an amendment to mapping of a capital project that was done during the 2015 mapping exercise.
- ✓ Projects (Vote numbers) that have been broken down into subprojects. (Projects that were unbundled in 2016 require the mapping to be jointly unbundled)
- ✓ New departmental capital projects for inclusion to the draft budget across the MTEF period.

3. MAPPING PROCESS

- a) Mapping done during 2015 will be used as a basis.
- b) The capital budget mapping exercise will take place from **1 – 7 November 2016**, and will be based on the draft consolidated multi-year capital budget.
- c) **The City Planning GIS division/appointed consultants will take responsibility for supplying capital project GIS information to the Finance Department on the basis that.....**
 1. **Departments however are still required to advise GIS/appointed consultants of the project locality information.**
 2. **Departments therefore need to take responsibility for the provision of accurate mapping information to the GIS division.**
 3. **GIS/appointed Consultants will not generate mapping information without the input of the responsible departmental project managers.**
- d) **Departmental Project Managers** must indicate **the locality and area of influence** of each project as accurately as possible to the GIS division. The GIS will then generate the following information:

- **GPS co-ordinates.**
- **Shape file and unique GIS key (project reference number link to the shap file map).**
- **Project location in relation to the CIF priority areas.**
(locality together with the area of influence of the project will be captured as a shape-file per project and allocated a unique GIS code e.g. ICT01, which will be allocated to the project by the City Planning GIS division during the annual budget mapping process)
- **Affected Ward**

Note: Project Managers must come prepared. This entails knowing which projects to map in terms of the departmental projects locality and area of influence (which townships will benefit from the service).

4. MAPPING GUIDELINES – PROJECT LOCALITY

- a) For mapping purposes, all operational equipment (vehicles, furniture, equipment) are mapped at the facility where most of the equipment will (most likely) be utilised in the following order of accuracy:
 - 1. Departmental depot or facility (e.g. library or fire station);
 - 2. Ekurhuleni Customer Care Area (CCA) office; or
 - 3. Departmental Corporate Office.
- b) In case of a project located in a road reserve, map the central point of the project and indicate the applicable single GPS co-ordinate. The street name(s) must be reflected.
- c) If there is no certainty on the exact geographic locality of where the project is to be implemented, the project manager must provide the most likely locality.
- d) Projects that are not operational equipment on the capital budget are no longer permitted to be mapped at the department's corporate office. Capital projects must be mapped to the locality where the projects will be implemented.

5. MAPPING GUIDELINES – PROJECT AREA OF INFLUENCE

- a) For all projects from the Human Settlements, Environmental Resource Management and Economic Development departments, the area of the project is also be deemed to be the area of influence of the project.
- b) For Solid Waste projects the area of influence will be determined based on the 'Spatial View on Level of Service' as per the Backlog Study.
- c) For electricity, water, sanitation and ICT reticulation projects, the area of influence is the cluster of erven (or the township(s)) that will be serviced directly from the project.
- d) For electricity (substation), water (towers & reservoirs), sanitation (treatment plants), waste management (landfill sites) and ICT bulk supply projects, the area of influence is the townships (or part thereof) that will be serviced from the project.

- e) For waste transfer stations, the area of influence is to be determined by the Waste Management Service department.
- f) For Class 3 Roads projects, the area of influence is the township(s) that will most likely benefit from the road.
- g) For Class 4 Roads projects, the area of influence is the cluster of erven or the township that will most likely benefit from the road.
- h) The area of influence of storm-water projects is the 100-year flood 'down-stream' from the project.
- i) The area of influence for pedestrian oriented projects (e.g. pedestrian bridges and sidewalks) is the areas of origin and destination of the bulk of pedestrians to be served, as indicated by the Public Transport department. Where such data is not available, the area of influence will be deemed to be the erven directly adjoining the project.
- j) For all projects at municipal offices, stores, workshops and yards, the area of influence is the administrative area served by said facility.
- k) The area of influence of the IPTN, taxi ranks and intermodal facilities, is a 500m radius from the projects' pedestrian access point(s).
- l) The area of influence for Operational Equipment (vehicles, furniture, equipment) is the administrative area of the facility where most of the equipment will (most likely) be utilised in the following order of accuracy:
 - 1. Admin area of the departmental depot or facility (e.g. library or fire station service area);
 - 2. Ekurhuleni Customer Care Area (CCA); or
 - 3. Departmental Corporate Office, with a Metro wide area of influence.
- m) Social facility projects' area of influence should be as per the level of service determined by the department. In the event that the department does not have service level standards in place, the level of service will be determined by applying the guidelines from the February 2012 document titled "Strengthening of the MSDF" by i@consulting as reflected in table 3.6 (see below).

Table 3.6: Guidelines from i@consulting

Facility Type (New facility or any upgrading & renewal)	Area of influence	“Strengthening of the MSDF” Page nr
Primary Health Care Facility	1.5km	Page 56
Community Health Clinics	2km	Page 56
Health Care Facility	3km	Page 56
Local Community Library	3km	Page 60
Branch Public Library	6km	Page 60
Regional Public Library	9km	Page 60
Halls (Local facility)	2km	Page 65
Halls (Regional facility)	4km	Page 65
Indoor sport & recreation (Local facility)	4km	Page 70
Indoor sport & recreation (Regional facility)	8km	Page 70
Indoor sport & recreation (Multi-Purpose Community Centre)	20km	Page 70
Parks (Open Space with Basic Improvements)	500m	Page 73
Parks (Neighbourhood park)	4km	Page 73
Parks (Municipal Park)	8km	Page 73
Parks (Regional Park)	30km	Page 70
Outdoor Sport & Recreation Facilities (with Basic Improvements)	500m	Page 75
Outdoor Sport & Recreation Facilities (Neighbourhood)	4km	Page 75
Outdoor Sport & Recreation Facilities (Municipal)	8km	Page 75
Outdoor Sport & Recreation Facilities (Regional)	30km	Page 75
Museums/ Galleries/ Theatres (Local)	4km	Page 79
Museums/ Galleries/ Theatres (Local)	20km	Page 79
Fire & Ambulance (Risk Category A and E)	5 minutes	Page 83
Fire & Ambulance (Risk Category B)	7 minutes	Page 83
Fire & Ambulance (Risk Category C)	10 minutes	Page 84
Fire & Ambulance (Risk Category D)	20 minutes	Page 84
Building Plan Approval Offices (local)	As per GIS	Page 87
Building Plan Approval Offices (Municipal)	As per GIS	Page 87
Cemeteries	30km	Page 89
EMPD Precinct Stations	20 minutes	Page 91

This is the fifth round of mapping all capital projects. We are endeavouring to improve accuracy.

Mapping Assistance

**Want to see how your project aligns to the CIF priority areas
and the MSDF Spatial Structuring Elements or need to
identify the ward in which your project falls.....**

See the GIS Viewer on the Intranet

Update of the Viewer to be available 14 October 2016



Should you need any assistance or have a query you are welcome to contact:

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