SCALED-UP SANITATION SOCIAL AUDIT

CITY OF EKURHULENI - 2018

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ACKNOWLEDGEMENTS

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  - > Duduza North, Tembisa
  - > Winnie Mandela, Tembisa
  - > Extension 18 and 19, Etwatwa
  - > Shamase Ground/Overflow/Mashonisa, Etwatwa
  - > Steve Biko/ Ebumnandini, Etwatwa
  - > Extension 21 Railway, Tsakane
  - > Langaville Extension 8, Tsakane
  - > Ekuthuleni, KwaThema
  - > KaMkhancwa, KwaThema
  - > Vlakplaas, Vosloorus

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INTRODUCTION TO THE EKURHULENI SCALED UP SOCIAL AUDIT

Social audits are a community driven process, that uses budgets and other official government documents to monitor the delivery of services and engage with government.

Since the first in 2013, more than 15 social audits have taken place across South Africa, on issues ranging from water delivery to the fulfillment of social labour plans by mining companies. The social audit discussed in this report focuses on issues of sanitation delivery to informal settlements in the City of Ekurhuleni. This social audit innovated by scaling up the social audit process, identifying systemic causes of poor sanitation delivery and by working collaboratively with the municipality throughout the process.

After an initial smaller scale pilot in three informal settlements in Ekurhuleni, Planact and their community partners, with support from the International Budget Partnership South Africa (IBP South Africa) and the Social Audit Network (SAN), scaled the social audit up to ten additional informal settlements. All of the communities involved fall under the same sanitation contract and form a representative sample of the five marginalized areas in Ekurhuleni. This scaled up approach allowed us to move beyond site specific sanitation problems, and to identify common problems with the delivery of outsourced temporary sanitation in Ekurhuleni. These common problems in turn pointed to systemic problems with how these services are provided. This systemic approach, and the collaboration with the City of Ekurhuleni, meant that the social audit findings informed higher level discussions with the City of Ekurhuleni, that resulted in larger scale service delivery improvements.

This social audit is part of an ongoing partnership between Planact, IBP South Africa, SAN and a growing number of organised communities, that seeks to cultivate relationships between government and communities that are mutually respectful, deeply democratic and address social service delivery issues in poor communities.

SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS OF THE SOCIAL AUDIT

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1. SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS OF THE SOCIAL AUDIT

Previous research[1] into the reports from social audits of outsourced sanitation services conducted in various communities, revealed that the poor delivery of outsourced basic services in informal settlements was due to:

- non-compliance with contract specifications by service providers;
- insufficient monitoring of the delivery of the service by the responsible municipality, including inspection by officials;
- no community complaint/fault reporting mechanism;
- vague bid specifications;
- lack of community participation and communication; and
- inadequate needs assessment.

Findings from the subsequent social audit of the hiring, delivery, and maintenance of portable (also called chemical) toilets, conducted between April and July 2018 in ten informal settlements in the City of Ekurhuleni, provide compelling evidence of the same challenges causing poor service delivery in these settlements. The findings are summarised below.

1.1 NON-COMPLIANCE WITH CONTRACT SPECIFICATIONS

The social audit in Ekurhuleni found compelling evidence of non-compliance with contract specifications in all ten informal settlements by at least eight contractors. In some instances, the same specification appears to be violated in all ten informal settlements. For example, in all areas very few of the toilets inspected had a steel frame built in to ensure stability - as required by the contract. In addition, when all the different aspects related to the cleaning of the toilets were considered (including who is responsible for cleaning, and the frequency and thoroughness of cleaning), it was found that this aspect of the contract is not fully complied with in any of the areas. In all areas the bad smell inside the toilet was identified as a problem, suggesting not only issues with cleaning and waste removal, but also with the chemicals put inside the toilet after waste removal. In most of the areas the human waste was not removed as regularly as required by the specifications.

[1] *Van der Westhuizen, C. 2018. Systemic challenges with procurement of outsourced basic services to informal settlements in South Africa. IBP-South Africa. Draft report*

The scale of the violations related to the ratio of households to toilets, ventilation, and doors being lockable from inside and outside, varied across the settlements.

The next three findings, namely the insufficient monitoring of the delivery of the service, vague bid specifications for some aspects of the service, and the absence of a complaint mechanism, are key drivers of the non-compliance with contract specifications observed.

1.2 INSUFFICIENT MONITORING OF THE DELIVERY OF THE SERVICE BY THE RELEVANT MUNICIPAL DEPARTMENT

The social audit found strong evidence in all ten informal settlements of insufficient monitoring of the delivery of the service by the Ekurhuleni Water and Sanitations Operations Department. Overall, fewer than ten percent of respondents answered "Yes" when asked if somebody monitors whether the toilet is being cleaned and the human waste is being removed properly. Only four community leaders indicated that he/she liaises with an official from the City of Ekurhuleni to monitor the delivery of the service.

The pervasiveness of non-compliance with contract specifications in all ten informal settlements provides further evidence that the

relevant department is not monitoring whether the service is being delivered according the contract specifications. The insufficient monitoring (including whether the toilets are properly cleaned, and the correct chemicals are used) could also be a contributing factor to the health issues reported by some residents. More than a quarter of residents who indicated that they use a portable toilet, said that they had experienced health problems from using the toilet (note that chemical toilets are also sometimes referred to as portable toilets, with both terms used in the bid document and in this report).

1.3 VAGUE BID SPECIFICATIONS

Many of the findings suggest, and the bid specifications confirm, that the scope of the service was not well defined, specifically when it comes to the cleaning of the portable toilets after the human waste has been removed (see page 13-16). For example, the specifications do not specify whether the toilets should be cleaned directly after the human waste has been removed, as opposed to sometime after the waste has been removed and after residents have already used the toilets again. The specifications are also mostly silent on the working conditions of the cleaners, including the provision of employment contracts. While the specifications state that the cleaners should receive "protective clothing" it does not list specific items. It also does not list any specific cleaning equipment that the cleaner should be provided with. The social audit findings related to both clothing and equipment confirm that no minimum standard is adhered to across settlements and contractors.

The bid specifications do not provide any instructions on where in the relevant informal settlements toilets should be positioned to ensure access by the vacuum truck. The result is that in some cases the relevant toilet is not accessible to the vacuum truck and the human waste cannot be removed from that toilet. The lack of guidance on where toilets should be placed also leads to situations where some residents do not have easy access to a toilet.

The specifications also do not provide for a detailed complaint mechanism or provide detail

on how the delivery of the service should be monitored. These two challenges are reflected on in more detail below.

1.4 NO COMPLAINT MECHANISM FOR COMMUNITIES

While the bid specifications do not specifically make provision for a complaint mechanism, they do require that a call centre number be visible on the sides of the toilet. During the physical verification of the toilets, only 27% of the social auditors reported that they could see such a number. This means that community members are not provided with contact information to use when they have problems with the delivery of the service. In addition, only four community leaders indicated that they knew who to contact when there are problems with the service.

The audit findings also confirmed a more general lack of community participation and communication, as well as a lack of an adequate

needs assessment before the contract was drawn up. This is of serious concern when overall 65% of respondents said they do not feel safe when using a portable toilet. In two of the ten areas, the percentage who did not feel safe was as high as 86.4% (Ekuthuleni) and 82.9% (Langaville). Residents need to be provided with meaningful opportunities to communicate challenges with the current service so that these issues can be addressed, and residents can safely access sanitation services in their community.

1.5 RECOMMENDATIONS

The sample of informal settlements and contractors included in this audit are fairly representative. For this reason, the following recommendations should be considered for all informal settlements impacted by this contract and not just the ten areas covered in the most recent social audit. The findings and recommendations could also have application to other sanitation contracts and supply chain management in the City of Ekurhuleni as a whole.

Needs Assessment

- A detailed needs assessment should be conducted in consultation with the communities in all informal settlements covered by this contract. This needs assessment should accurately assess the needs of people living in these areas to ensure that all residents have access to a portable toilet, that no toilet is shared by more than five households, and that appropriately designed toilets are provided for people with disabilities.
- In addition, each toilet should be inspected to ensure that the structure complies with the specifications.
- Based on the findings of the needs assessment, the Ekurhuleni Water and Sanitation Operations Division should engage with contractors to rectify the issues identified and provide the affected communities with a plan (including a timeframe) for this process.

This video (to see the video please click on the link https://youtu.be/Pp_C-TYP6sI) illustrates the differences in the standard of service delivery in the different settlements. It provides strong evidence for a proper needs assessment to be conducted in each community before the delivery of the chemical toilets.

Service Delivery Schedule

- The municipality must ensure that each of the informal settlements covered by the contract is provided with a detailed maintenance and cleaning schedule for the servicing of chemical toilets in their area. This will ensure that all residents know when their toilets should be serviced and what the service should entail.

Monitoring

- The detailed maintenance and cleaning schedule described above should be used as the basis for the monitoring of the delivery of the service. In addition, the Ekurhuleni Water and Sanitation Operations Division should, in consultation with the community, clarify who is responsible for signing off on the maintenance and cleaning of toilets.
- This monitoring system should also include regular site visits by Ekurhuleni officials to inspect the delivery of the service, as well as a quarterly visit by a health inspector.

Complaint Mechanism

- As a matter of urgency, the Ekurhuleni Water and Sanitation Operations Division should ensure that a functioning complaint or fault-reporting mechanism is put in place so that residents can report any problems or challenges they are experiencing with the service.

Additional service delivery specifications

- The service delivery specification should be amended:
  - > to include more detailed guidelines on how the toilets should be cleaned (including the various parts of the toilet unit and the timing of the cleaning immediately after the removal of the human waste);
  - > to provide guidelines on providing the cleaners with a written contract of employment, with clear conditions about pay, days and times worked, protective clothing and cleaning equipment to be received and the contract period;
  - > to include provisions for the monitoring of the service as detailed in Section 5.3 below;
  - > to include detailed guidelines on the positioning and placement of toilets to ensure that they are stable, secure, and accessible by vacuum truck;
  - > to provide for the delivery and maintenance of toilets that are accessible to disabled residents;
  - > to include a provision for the installation of air vents to allow for ventilation in the toilet units;
  - > to include a provision for the installation of solar lights inside the toilet to enable use at night; and
  - > to include guidelines on the minimum dimensions of the toilet unit, to ensure uniformity across settlements as well as enough space for residents to use the toilets comfortably.

Improved community participation and communication

- Given its critical importance, we include improved participation by and communication with the community as a separate recommendation. However, while a separate recommendation, such participation and communication should be included as an integral part of the implementation of all the recommendations listed above.

BACKGROUND

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2. BACKGROUND

In 2017, Planact, Social Audit Network (SAN), International Budget Partnership South Africa (IBPSA), and Ekurhuleni Water and Sanitation Operations Division collaborated on a successful social audit[2] in three informal settlements in Wattville (Harry Gwala, Emolotheni, and Home Seekers). This social audit led to several improvements in the hiring, delivery, and maintenance of portable (also called chemical) toilets in these settlements, the specifications for which are laid out in contract A-WS 04-2016 – The hiring, delivery and maintenance of chemical toilets within Ekurhuleni Metropolitan Municipality, on an as and when required basis from date of award until 30 June 2018. Improvements include regular bi-weekly emptying of the portable toilets as required by the contract specifications, repairs to broken toilets, and the provision of additional toilets where necessary. The service providers contracted to deliver the service to these three informal settlements are Sungu Projects CC and Moreki Distributors CC.

The limitation of that social audit was that it only covered two of the 16 contractors engaged in A-WS 04-2016, and three of the many informal settlements serviced by the contract.

In 2018 IBPSA, Planact, and SAN set about partnering with Water and Sanitation Operations Division to conduct a more comprehensive social audit. This social audit focused on the same contract, but implemented the social audit methodology across a larger number of informal settlements and contractors. The purpose of this "scaled-up social audit" was to determine if non-compliance with contract specifications found in Wattville was occurring across other contractors and areas, and if so, to explore the possible systemic causes of these violations and how they might be addressed. Research[3] using the reports from six earlier social audits of outsourced sanitation and water services was used to support the design and findings of the scaled-up social audit. That research suggested some systemic

[2] A social audit is a community-led process of reviewing official documents to determine whether the public expenditure and service delivery outcomes reported by the government really reflect the public money spent and the services received by the community. Since 2013, a number of social audits have been conducted by communities living in informal settlements in South Africa, with many of them focusing on the delivery of temporary basic services (such as water and sanitation) by outsourced service providers. For more on social audits, please see https://www.internationalbudget.org/wp-content/uploads/social-audits-in-south-africa-guide-2015.pdf

causes for the poor delivery of outsourced basic services, some of which were also confirmed by the social audit in Wattville. The National Treasury's MFMA 2016-17 Consolidated general report on the local government audit outcomes also identified the City of Ekurhuleni as one of the top ten contributors in the country to irregular expenditure over the past ten years, with specific reference to "chemical toilets" as one of the key areas affected[4].

Between April and July 2018, the scaled-up audit was conducted in the following ten informal settlements: Duduza North and Winnie Mandela (both in the Thembisa Area); Steve Biko/Ebumnandini, Shamase/Overflow/Mashonisa, Extension 18/19 (all three in the Etwatwa Area); Ekuthuleni and Mkhancwa (both in Kwa-Thema); Extension 21 Railway and Langaville Extension 8 (in Tsakane); and Vlakplaas (in Vosloorus). In addition to being serviced by contract A-WS 04-2016, the criteria used for selecting the settlements were as follows: chemical toilets are being used in the area; different contractors are servicing the informal settlement to those working in the informal settlements in Wattville; and ward councillors, community leadership, and community members are committed to implementing the social audit methodology on the delivery and servicing of chemical toilets.

Each of the informal settlements has its own unique history and differs in terms of size (number of households) and date of establishment. For each community, a short profile is included to illustrate some of these differences.

While we are yet to confirm with the municipality which of the contractors[5] are responsible for the delivery of the service in each of the ten informal settlements, the social audit identified the following contractors in each area:

- Duduza North: Bidvest, Kings Hire, Moreki Distributors CC, Sanitech
- Ekuthuleni: TCM Developments (Pty) Ltd
- Extension 18: Sanitech, LMM Trading and Development CC, Sungu Projects CC
- Extension 21 Railway: TCM Developments (Pty) Ltd
- Langaville Extension 8: Selby Construction CC, TCM Developments (Pty) Ltd
- Mkhancwa: Moreki Distributors CC, TCM Developments (Pty) Ltd
- Shamase Ground/Overflow/Mashonisa: LMM Trading and Development CC, Sungu Projects CC
- Steve Biko: Sanitech, LMM Trading and Development CC, Sungu Projects CC
- Vlakplaas: Sungu Projects CC
- Winnie Mandela: Kings Hire, Moreki Distributors CC, Selby Construction CC, Sungu Projects CC, TCM Developments (Pty) Ltd

As with all social audits, we used official government documents to determine the scope and level of the service that should be delivered. Contract A-WS 04-2016 includes a number of detailed specifications for the service, which dictate exactly what the service providers should be delivering.

[3]Van der Westhuizen, C. 2018. Systemic challenges with procurement of outsourced basic services to informal settlements in South Africa. IBP-South Africa. Draft – not for circulation

[4]http://www.agsa.co.za/Portals/0/Reports/MFMA/201617/GR/MFMA2016-17_FullReport.pdf

[5]The list of awards for contract A-WS 4/2016 shows that the contract was awarded to the following contractors: Accorlade Engineers (Pty) Ltd, Selby Construction CC, Theuwedi Trading Enterprise CC, House of Zytar Joint Venture, TCM Developments (Pty) Ltd, Moreki Distributors CC, Sungu Projects CC, LMM Trading and Development CC, Red Ants Security Relocation & Eviction Services (Pty) Ltd, Lagorgi Trading/Gwembe JV, Mmazwi Civil & Construction Services, MLO Investments, Mtiko Holdings CC, Ntships Construction and Projects CC, Kavika Trading CC, and Leloba Bright Trading JV.

2.1 PROFILES

DUDUZA NORTH, TEMBISA

The area is formally called Tswelopele Duduza North but is commonly known as Duduza North. It is situated in Tembisa, near Kempton Park but is often confused with Duduza Township, west of Nigel. Duduza North was established in 1993, when land was occupied in response to a call for people living in townships to inhabit land for housing, and to not wait for the then Apartheid government to provide houses.

Duduza North is one of the biggest informal settlements in the City of Ekurhuleni, with about 4 000 households in the area.

EKUTHULENI, KWATHEMA

Ekuthuleni informal settlement was established in 1993 by a group of people who, as a result of their political affiliation, were deliberately excluded from benefiting from hostel renovations. Some residents settled in the nearby open field where a separate hostel building used to be located. More people, who resided in the backyards of the adjacent township, joined these residents. The area was named Ekuthuleni, as a call for peace in response to the violence between hostel dwellers and township residents at that time.

There are currently 409 households in Ekuthuleni. In 2007/08, 84 houses were built for residents of the settlement but most of these houses were not allocated to the proper beneficiaries, with only a small number of Ekuthuleni's residents receiving houses.

EXTENSION 18 AND 19, ETWATWA

Extension 18 and 19 are parts of the three informal settlements in the township of Etwatwa (near Benoni). Extension 18 is close to a dam which poses a danger to the community, with residents citing reports of people, who lived in shacks close to the dam, drowning. In addition, leaking water pipes in the areas contribute to mosquitos and other health problems.

All three settlements in Etwatwa experience similar service delivery problems, including the challenges related to illegal electricity connections. Community leaders in this area are well organised and showed a keen interest in the social audit.

EXTENSION 21 RAILWAY, TSAKANE

Extension 21 Railway is an informal settlement situated in Tsakane, east of Johannesburg. The community estimates that between 800 and 1 200 residents live in a total of 300 households in the settlement. According to residents, the area was initially owned by a farmer and the first families settled there in 2004 after the farmer relocated. The area then became popularly known as Extension 21 Railway.

The area receives water and sanitation services from the City of Ekurhuleni. Residents have been promised that they were going to be relocated to a nearby area called Extension 22, but this has not yet happened and has been a source of frustration to the community.

MKHANCWA, KWATHEMA

Mkhancwa is a small informal settlement next to a railway close to the N17 road in the City of Ekurhuleni. Some residents have been living in this settlement for more than 20 years.

While the municipality has called on residents to vacate the land, indicating that it is unfit for housing, residents have been unwilling to move from an area that has been their home for more than two decades. Service delivery challenges, particularly access to sanitation, remain despite the fact that the settlement has been in existence for so long. While the residents use plastic chemical toilets provided by the municipality, and have indicated that they are happy to receive this solution, challenges are being experienced with these toilets. For example, one toilet is shared by four to six households, and this has resulted in serious hygiene problems, in particular for female residents.

LANGAVILLE EXTENSION 8, TSAKANE

Langaville Extension 8 is an informal settlement in the Tsakane Township. According to residents, Tsakane was formally established during the early 1960s under the policy of racial segregation. The word Tsakane means ‘happiness, joy’.

854 households live in Langaville. Since September 2011, the community has been using legal action to compel the City of Ekurhuleni to provide them with sufficient access to water and basic sanitation, with mixed results

SHAMASE GROUND/OVERFLOW/MASHONISA, ETWATWA

Shamase Ground/Overflow/Mashonisa is an informal settlement in Etwatwa, adjacent to Daveyton. The informal settlement is located on what used to be a soccer field, near a famous tavern called Shamase, hence the name Shamase Ground. The lack of housing to accommodate the growing population resulted in some residents erecting shacks on this field in 2007. Currently about 109 households live in Shamase Ground. Along with Steve Biko and Extension 18/19, Shamase is one of three informal settlements in Ward 65. In contrast with other informal settlements where residents from more than one stand share a toilet, each stand in Shamase Ground has its own chemical toilet. The community leadership is part of the South African National Civic Organisation (SANCO) committee.

STEVE BIKO/ EBUMNANDINI, ETWATWA

Steve Biko/Ebumnandini is an informal settlement in Ward 65 in Etwatwa. It was established in 1994, reportedly by a group of anti-apartheid activists. Early occupants moved from Extension 36 and had to pay a fee of R100 for their allocated land.

Currently 1 000 households live in Steve Biko/Ebumnandini. Previously the high crime rate in Ebumnandini made news headlines, but more recently residents have indicated that issues of crime have been addressed. Illegal electricity connections have reportedly resulted in some deaths.

VLAKPLAAS, VOSLOORUS

Vlakplaas is located a few metres away from the Chris Hani Crossing Shopping Centre in Vosloorus. The name is often confused with the Apartheid government's death squad headquarters - a farm about 20-kilometres west of Pretoria.

About 1 000 households live in this unique informal settlement. Their structures have been built using leftover bricks discarded in the nearby bushes by construction companies. The area was a farm in the 1980's and after 1994 the farm workers started to build dwellings when the farm was deserted by its owners. "Vlakplaas" was the name of the farm and then became the name of the settlement.

WINNIE MANDELA, TEMBISA

Winnie Mandela was established as an informal settlement in 1994, comprising people from another informal settlement in an area called Plastic View. This new settlement was initially called Zone 1. The name was later changed to Winnie Mandela and it currently consists of 12 zones. The name change was motivated by a belief by activists close to Winnie Mandela that a name change will speed up the process of proclamation and development of the informal settlement into a residential area. The settlement currently includes upgraded sections in some areas and shacks in other parts.

DATA COLLECTION IN THE SOCIAL AUDIT

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3. DATA COLLECTION IN THE SOCIAL AUDIT

Planact developed five questionnaires with representatives from each of the ten participating informal settlements. All five of the questionnaires were based on contract A-WS 04-2016 and most questions were closed ended and largely of the yes/no variety. Residents in these communities used these questionnaires to collect evidence on the delivery and servicing of chemical toilets in their settlements.

1. Residents Questionnaire: This questionnaire was used to collect information about the residents' experience of using portable toilets as well as their experience of the cleaning and servicing of the toilets.
2. Physical Verification Questionnaire: This questionnaire was completed by social auditors on physical inspection of the portable toilets.
3. Workers Questionnaire: This questionnaire was used to collect information on the experiences of the cleaners appointed to clean the chemical toilets. A combination of closed- and open-ended questions was used.
4. Community Members Questionnaire: This form was used to collect more detailed information from a small number of community members in the ten informal settlements. While the questionnaire included close-ended questions, a number of open-ended questions were used to allow community members to describe their experience of using the portable toilet, as well as the servicing and cleaning of the toilets.
5. Community Leaders Questionnaire: This questionnaire was used to gather information on the delivery of the service from community leaders, based on their roles in the community. Most of the questions were open-ended and specific questions on the leaders' roles (if any) in ensuring the efficient delivery of the service were included.

Table 1 provides a summary of all questionnaires completed by each of the informal settlements.

The Residents Questionnaire included a few general questions about the residents as well as their access to sanitation.

The information presented in Figure 1 confirms that the majority of residents of these informal settlements have been living in the areas for more than ten years. There are few exceptions, such as Extension 21 Railway where only 20% have been living in the settlement for more than ten years,

	RESIDENTS	PHYSICAL VERIFICATION	WORKERS	COMMUNITY MEMBERS	COMMUNITY LEADERS
Duduza North	828	452	3	13	5
Ekuthuleni	303	204	6	10	5
Extension 18	310	172	2	11	2
Extension 21 Railway	127	84	3	6	3
Langaville	275	226	5	9	4
Mkhancwa	247	164	3	1	0
Shamase/ Overflow	58	52	1	2	2
Steve Biko	313	258	4	14	2
Vlakplaas	346	305	6	3	3
Winnie Mandela	410	372	7	10	7
All Areas	3 217	2289	40	79	33

Table 1: Number of questionnaires completed

with 35% indicating that they have been living there for fewer than five years. In Vlakplaas, a quarter of respondents indicated that they have been living there for more than ten years, with 38% indicating that they have been living there for fewer than five years. In Shamase/Overflow, 41% of residents have been living there for more than ten years, with the majority of the other residents living there for between five and ten years.

The majority (almost 70%) of residents indicated that they use a portable toilet and almost all these respondents said that the toilet was provided by the municipality. Just more than 77% of the residents who indicated that they do not use a portable toilet said that they use a PIT latrine. The findings disaggregated by informal settlement can be found in Appendix 1.

Overall, these findings suggest that the vast majority of respondents living in the ten informal settlements are still being provided with temporary sanitation services such as portable toilets or PIT latrines, despite having lived in these areas for ten years or more. Worryingly, 7.5% of respondents who do not use a portable toilet indicated that they have no access to sanitation, with 2.4% using a bucket latrine.

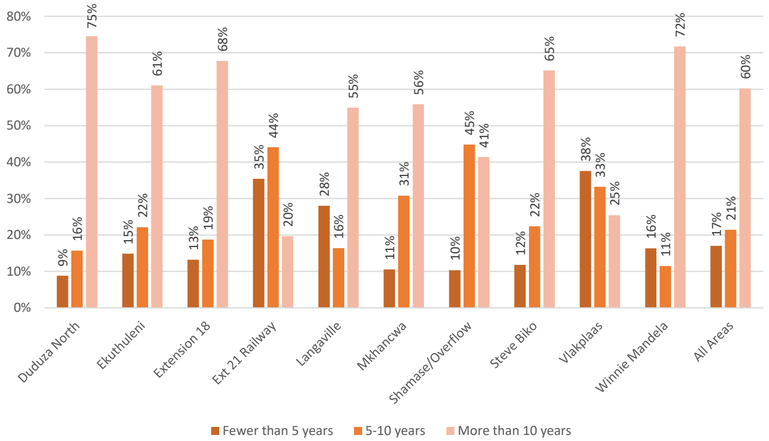

Figure 1: How many years have you lived in the area?

KEY FINDINGS ON THE DELIVERY OF THE SERVICE

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4. KEY FINDINGS ON THE DELIVERY OF THE SERVICE

The remainder of the report focuses on the social audit findings on how the service is being delivered in comparison to the specifications of the contract, as well as on residents' experiences of this service. For this part of the report, of the 3 217 resident responses, only the responses of the 2 240 residents that indicated that they use a portable toilet, are considered.

The bid specifications, which form the core of the contract for the delivery of the service, provide detailed specifications for the delivery of the service. This includes prescriptions regarding the supply of the toilets, a detailed description of the requirements the toilets themselves should meet, as well as requirements for the waste removal from and the cleaning of the toilets. In this section the findings from the social audit are organised according to these specifications, while the final sub-sections focus on the monitoring of the service as well as residents' experiences of the service.

Table 2 provides a summary of the key findings of the social audit, showing which specifications of the contract have been violated in each area. An "X" in the table below means that 20% or more of respondents in the area indicated that the specification has been violated, or in the case of the physical verification, found evidence that the specification has been violated.

The table shows that evidence of non-compliance with contract specifications was recorded in all ten informal settlements. Many specifications, including whether the human waste was removed, and the toilets cleaned according to the requirements in the contract, were violated in all or most of the ten areas. Although the specifications are vague about the monitoring of the delivery of the service, it is of particular significance that respondents in all areas indicated that the delivery of the service is not being monitored.

> *For this part of the report, of the 3 217 resident responses, only the responses of the 2 240 residents that indicated that they use a portable toilet, are considered.*

	FREQUENCY OF WASTE REMOVAL	BAD SMELL INSIDE TOILET	CLEANING	5:1 FAMILY TO TOILET RATIO	ACCESSIBLE BY VACUUUM TRUCK	TOILET NUMBER VISIBLE	CALL CENTRE NUMBER VISIBLE	HAVE A DOOR	DOOR LOCK FROM INSIDE	OOR LOCK FROM OUTSIDE	STEEL FRAME	WELL-VENTILATED	CLEAR/ TRANSPARENT ROOF	MONITOR DELIVERY
Duduza North	X	X	X		X	X	X		X	X		X	X		X
Ekuthuleni	X	X	X	X	X	X	X		X	X		X	X	X	X
Extension 18	X	X	X			X	X					X			X
Extension 21 Railway		X	X	X	X	X	X	X	X	X		X	X	X	X
Langaville	X	X	X	X			X		X	X		X	X		X
Mkhancwa	X	X	X	X		X	X					X	X		X
Shamase/Overflow	X	X	X			X	X			X		X	X		X
Steve Biko	X	X	X			X	X			X		X	X	X	X
Vlakplaas	X	X	X	N/A		X	X			X		X	X	X	X
Winnie Mandela	X	X	X	X		X	X		X	X		X	X		X

Table 2: Summary of the key findings on the delivery of the service.

Notes:
1. A "X" means a violation; and the specification was taken as violated if more than 20% of respondents presented evidence of the violation.
2. The evidence for the specifications regarding cleaning is a combination of the evidence for who cleans the toilet (should be a cleaner), frequency, and if it is cleaned immediately after waste removal.
3. In Vlakplaas, the portable toilets have been placed in a row on the outskirts of the settlement and most respondents (69%) did not answer the question "how many families share the toilet". For that reason, this question has been marked N/A in the table above.

4.1 MAINTENANCE/SERVICING OF THE PORTABLE TOILETS

In most of the areas the social audit found that the human waste was not removed as regularly as per the specifications. Violations of the requirements around the cleaning of the toilets were also recorded in all areas. In addition, during the physical verification only about a quarter of the auditors indicated that the toilet smells “good” (fresh) inside, which provides additional evidence of lack of proper servicing and cleaning of the portable toilets.

The bid specifications (page 53 of A-WS 04-2016) state that “contractors must ensure that toilets are serviced at least twice within 7 days and prior to overflowing if such arrange [sic] is made.” In addition, the specifications state (page 59) that this should entail “remove excreta to the WWTP, clean toilet seat and disinfect and fill the waste drum with sanitation chemical.” And “clean toilet seat, hand basins, walls, mirrors and floor with cleaning agents and disinfectant.”

Residents were asked how many times a week the human waste is removed by the vacuum truck. Figure 2 shows that almost 57% of respondents said that the human waste is removed twice a week, as per the contract specifications. A further 32.1% said that it is removed once a week.

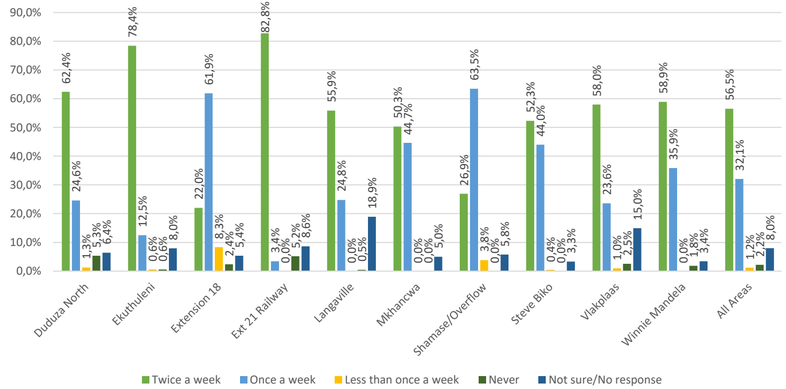


Figure 2: How many times a week is the human waste removed?

It is clear from Figure 2 that the findings vary across settlements. In Ekuthuleni and Extension 21 Railway, 78.4% and 82.8% of residents respectively said that the human waste is removed twice a week. In Duduza North, Langaville, Mkhancwa, Steve Biko, Vlakplaas and Winnie Mandela, between 50.3% and 62.4% of respondents said the human waste is removed twice a week, with most of the remaining residents in those areas indicating that it happens once a week.

In Extension 18 and Shamase/Overflow only 22% and 26.9% respectively of residents said that the human waste is removed twice a week as per the requirements of the contract. Most of the remaining respondents said it is removed once a week. It is of concern that more than 10% of residents in Extension 18 indicated that the human waste is removed less often than once a week or never.

The contract also requires the service provider to put chemicals in the waste drum after the waste has been removed. On average between 80% and 90% of respondents indicated that this does happen. The two exceptions are Duduza North and Ekuthuleni, where approximately 73% of respondents in each of the settlements indicated that the service provider puts chemicals in the toilet after the human waste has been removed.

The bid specifications (page 53) list a number of requirements that the chemical used for “odour and disinfection for the waste drum and cleaning purposes” should meet. These include that it “Must control odour from the excreta” and “Must contain Anionic detergents, solubilizes, colorants (blue) and with perfumes [sic]”.

As part of the physical verification of the portable toilets, the social auditors were asked to indicate how the toilet smells inside: “Good (fresh)” vs “Bad (human waste)”. Figure 3 shows that less than a quarter of auditors indicated that the toilet they inspected smells good (fresh) inside. These findings also varied significantly across settlements. In Extension 18, a relatively high proportion of almost 60% of auditors indicated that the toilet smells good inside. In Ekuthuleni, on the other hand, fewer than 4% of auditors commented positively on the smell inside the toilet. In Extension 21 Railway, fewer than 3% of

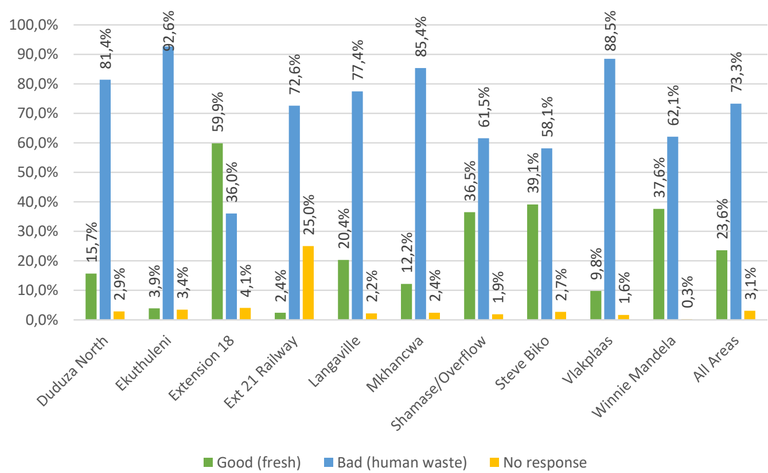


Figure 3: How does the toilet smell inside?

auditors reported that the toilet smells good, but the results are slightly distorted by the fact that more than 20% of the auditors in this area did not answer this question.

A few of the community members interviewed also specifically mentioned the bad smell in the toilet.

As discussed at the start of this section, the contract also requires the service provider to clean the toilet (including the toilet seat, hand basins, walls, mirrors and floors where applicable) as part of the service. The contract does not specify who should clean the toilets, i.e. whether the service

provider should employ cleaners for this task or whether the workers responsible for removing the human waste should clean the toilets after the removal of the waste. Residents were asked who cleans their portable toilets, specifically a cleaner vs a resident, to establish if this is part of the service being delivered by the service provider.

As can be seen in Figure 4 below, the responses varied significantly across the ten informal settlements. On average, about half of all residents said that a cleaner cleans the toilet, which we take to mean a cleaner employed by the relevant contractor.

In Ekuthuleni, Mkhancwa and Vlakplaas, around 70% of residents said that a cleaner cleans the portable toilet, while in all three areas about 14% indicated that a resident cleans the toilet. In contrast only 22.4% and 24.1% of respondents in Extension 2 Railway and Steve Biko respectively, indicated that a cleaner cleans the toilet with the majority saying this is done by a resident. For the other areas, between 34.5% and 56% of respondents indicated that their toilets are cleaned by a cleaner. In Duduza North and Vlakplaas relatively high shares of 8.5% and 10.5% respectively, indicated that no-one cleans the toilet.

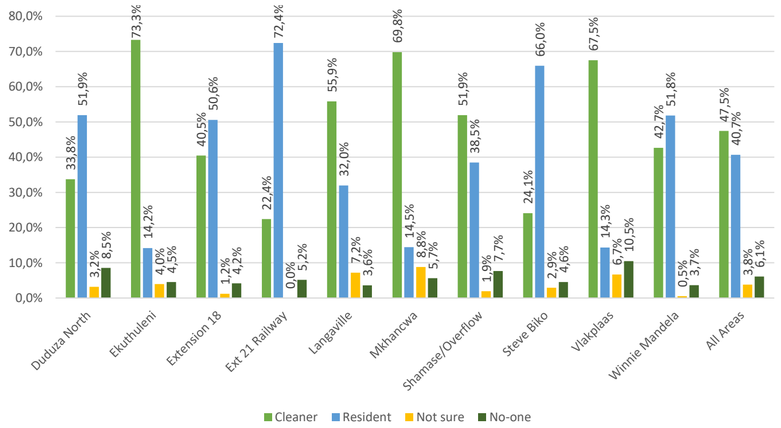


Figure 4: Who cleans the toilet?

Residents were asked how many times a week the portable toilet is cleaned. Figure 5 only shows the responses for those who initially indicated that the toilet is cleaned by a cleaner. Overall, more than half of respondents indicated that a cleaner cleans the toilet twice a week. The result for Extension 21 Railway stands out as the only area for which all respondents indicated that the toilet is cleaned twice a week. This result should however be read in conjunction with the previous set of findings, which indicated that only 22.4% of respondents said that the toilet is cleaned by a cleaner. This indicates that only 22.4% of toilets are cleaned twice a week by a cleaner.

On the other end of the spectrum, the previous

set of findings in Figure 4 showed that at 73.3% the highest relative share of respondents that indicated that the toilet is cleaned by a cleaner, lives in Ekuthuleni. Figure 5 shows that almost 77% of these residents indicated that the cleaner does this task twice a week. Together these two sets of findings suggest a comparatively high level of compliance with this specific bid specification in this settlement.

The results vary for the other areas, from 25.9% for Shamase/Overflow to 73.4% for Duduza North. The relatively good result for Duduza North should be read together with the finding in Figure 6 – that only about 34% of residents indicated that the toilet they use is being cleaned by a cleaner.

Residents were also asked if the toilet is cleaned immediately after the human waste has been removed by the vacuum truck. Again, Figure 6 only shows the responses for those who initially indicated that the toilet is cleaned by a cleaner. The responses vary significantly across settlements.
In Steve Biko, 79.3% of respondents indicated that the toilet is cleaned immediately after the waste has been removed. But for this settlement it should again be kept in mind that only about 24% of respondents indicated that the toilet is cleaned by a cleaner. This means that a very small number of toilets are actually cleaned by a cleaner immediately after the waste has been removed.

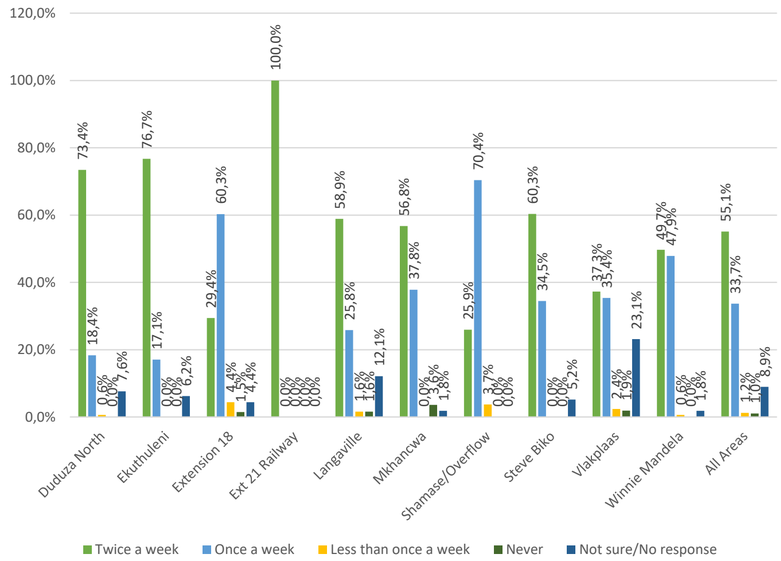


Figure 5: How many times a week is the toilet cleaned (by cleaner)?

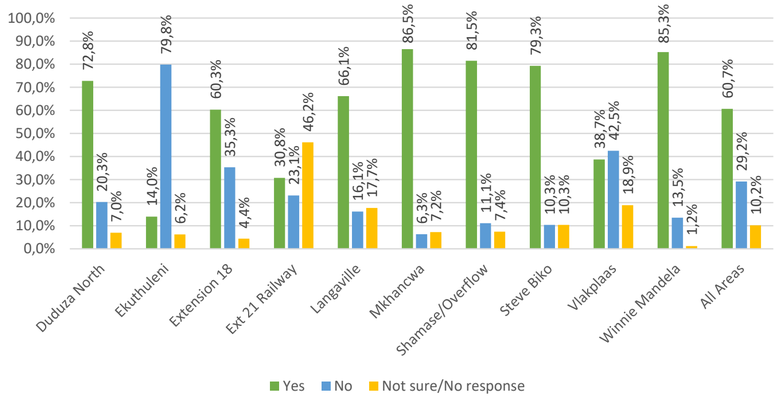


Figure 6: Is the toilet cleaned immediately (by the cleaner) after the human waste has been removed?

In Mkhancwa, Shamase/Overflow and Winnie Mandela, more than 80% of respondents indicated that their toilets are cleaned immediately after the human waste has been removed. The finding for Shamase is less impressive when we consider that only a little over 50% of the portable toilets are cleaned by a cleaner. Of the toilets cleaned by a cleaner only a quarter of those toilets are cleaned twice a week as required by the bid specifications. Similarly, only about 43% of residents in Winnie Mandela said that their toilets are cleaned by a cleaner with just less than 50% of those toilets being cleaned twice a week.

Finally, in terms of the contract specifications, the initial results from Ekuthuleni appeared quite encouraging. More than 70% of respondents indicated that the portable toilet is cleaned by a cleaner and further said that almost 77% of these toilets are cleaned twice a week. However, Figure 6 shows that only 14% of the toilets are cleaned by a cleaner immediately after the waste has been removed.

Overall, the findings tell a story of inconsistent contractor performance, with not one area standing out as an example of efficient delivery of the cleaning aspect of this service. In addition, the findings provide evidence of non-compliance with contract specifications (in terms of the specifications related to the cleaning of the toilets) in some way in all ten settlements.

The 40 cleaners interviewed using the Workers Questionnaire, were asked to indicate which parts of the toilet they must clean.

Eight indicated “inside” while three cleaners also indicated “outside”. Twenty-one of the cleaners specifically said that they clean the seat or top of the seat, while 17 said they clean the floor. Eight indicated that they clean the walls, while five indicated that they clean the doors. While the sample size is very small, the responses do provide some evidence of non-compliance with contract specifications because the contract indicates that they should clean the toilet seat, hand basins, walls, mirrors, and floors.

One of the key findings from the Wattville social

audit was that residents indicated that the cleaners throw the dirty water (with traces of human waste) into the streets. Because many of these streets do not have gutters or drains, the contaminated water does not flow away and presents a health risk. When they were asked where they dispose of the dirty water after cleaning, 11 cleaners said anywhere/in the street/in front of the toilet, while eight indicated in the toilet itself. Only one cleaner said the water is disposed of in a drain.

4.2 EMPLOYMENT CONDITIONS OF THE CLEANERS

Overall, the findings from the worker questionnaire indicate poor employment conditions, with the most serious of these being that only 17 of the 40 cleaners interviewed indicated that they had signed a contract of employment.

As indicated in Section 3, 40 cleaners were interviewed as part of the social audit. These cleaners represent all areas covered in the social audit. Only five of the workers do not live and work in the same settlement. This seems in line with the requirement in the bid specifications (page 55) that the "Contract should make maximum use of the local labour force that is presently not employed."

However, it should be noted that when respondents to the residents' questionnaire were asked if they know anyone in their community who is employed by the service provider, only about 39% indicated that they do. The findings differ significantly across settlements. Only 9.8% of respondents living in Duduza North said that they know somebody in their community employed by the contractor, followed by 15.3% in Ekuthuleni. In contrast, almost 74% of respondents in Mkhancwa indicated that they know someone in their community who is working for the service provider. For the other seven areas, the positive responses vary between 33.5% and 65.4%.

The bid specifications include very few requirements specifically for the employment of cleaners, apart from that the "Contractors shall provide personal protective clothing for its employees in hazardous areas, appropriate to the nature of the hazard." (page 57).

Of the 17 cleaners that have signed a contract of employment, 15 knew the length of this contract and this varied between one and half years, three years, five years, and "ongoing". It should be noted that all six cleaners interviewed in Vlakplaas and all seven interviewed in Winnie Mandela have signed a contract and knew the length of the contract.

It does appear as if some of the cleaners either have a verbal contract or some understanding with their employers. When asked how long their contract is or how long the contractor said they will work, of the 23 cleaners that said they did not sign a contract, five indicated that they have work for one month, one said for one year, two said for three years, one said "as long as there are toilets" and another cleaner said, "until further notice".

Thirty of the 40 cleaners answered "Yes", when asked if they get paid regularly for the job. Five answered "No", while five did not answer the question.

Only ten of the 40 workers indicated that they had received training to do the work. Mkhancwa is the only area where all the workers interviewed from the area (three) indicated that they had received training. All the workers interviewed in Ekuthuleni (six), Extension 21 Railway (three), Shamase/Overflow (one), and Steve Biko (four) indicated that they did not receive training.

Thirty-one of the 40 workers indicated that they did receive protective clothing when they started the job. While the specifications do not stipulate what type of clothing should be provided, the Ekurhuleni Water and Sanitation Operations Division were asked for more information during the preparation for the previous social audit of this contact. They responded "the personal protective clothing in hazardous areas. Which in this instance could be overalls, gloves and masks."

When the cleaners were asked to list the clothing they had received, a range of items were mentioned. Twenty-three of the 40 cleaners said they had received a mask, while 22 and 21 respectively said they received safety boots and gloves. Eighteen cleaners said they had received an overall. Other items mentioned include an apron, helmet, raincoat/suit and waterproof boots.

Only two out of the 40 workers said they had been inoculated.

Similar to the provision of protective clothing, there does not seem to be any consistency in what is considered a full/adequate set of equipment needed to do the job. Thirty-five of the 40 workers indicated that they had received cleaning equipment when they started the job. When asked to list the equipment, the responses varied. Twenty-three cleaners said they had received a mop while 19 indicated that had they received a broom or a brush. Twelve received a bucket while 26 received Jeyes fluid, cleaning chemicals, gel, or soap. Twenty-five workers indicated that the contractor immediately replaces any broken cleaning equipment. In addition, six cleaners

INFORMAL SETTLEMENT	NUMBER OF FAMILIES				
	1	2 to 5	6 to 10	More than 10	No response
Duduza North	59.4%	22.9%	13.5%	3.0%	1.3%
Ekuthuleni	9.1%	48.9%	25.6%	15.9%	0.6%
Extension 18	70.8%	16.1%	4.2%	1.2%	7.7%
Extension 21 Railway	13.8%	63.8%	20.7%	1.7%	0.0%
Langaville	13.1%	55.0%	24.8%	7.2%	0.0%
Mkhancwa	6.9%	54.1%	26.4%	11.9%	0.6%
Shamase/ Overflow	40.4%	48.1%	11.5%	0.0%	0.0%
Steve Biko	78.4%	17.4%	2.5%	0.0%	1.7%
Vlakplaas	0.3%	8.9%	13.4%	8.3%	69.1%
Winnie Mandela	46.9%	32.2%	17.0%	2.4%	1.6%
All Areas	38.0%	30.5%	15.3%	5.1%	11.1%

Table 3: How many families share the portable toilet?

indicated that they had received a first aid kit.

The bid specifications indicate that the toilets should be serviced "at least twice within 7 days". When asked how many days a week they do this job, 33 of the 40 cleaners indicated two days a week, while two said three days a week. Only one said one day a week.

4.3 SUPPLY OF PORTABLE TOILETS

The bid specifications require the contractor to supply portable toilets in a way that "one toilet will be positioned to accommodate 10 or 5 families or depending on the request of the respective Chief Area Engineer" (page 53). During the preparation for the Wattville social audit, the Ekurhuleni Water and Sanitation Operations Division provided the following information regarding this ratio of toilets to households: "The allocation of chemical toilets on the inception of the contract 1 September 2016 was on the basis of a 1:10 ratio. Then on the approval of additional budget in January 2017, the department added equal quantities of the previous allocation. That additional allocation equals the ratio of 1:5."

Table 3 shows the results when residents were asked how many families share a portable toilet. In Vlakplaas, the portable toilets were placed in a line on the outskirts of the settlement, making it difficult for respondents to answer this question, hence the large share of "No response" answers in the table below.

Overall, 38% of respondents indicated that only one family uses a portable toilet. A further 30.5% indicated that one toilet is shared by between two and five families. This means that in total, almost 69% of the 2 240 residents who indicated that they use a portable toilet said that five families or fewer share that toilet. A further 15.3% said that between six and ten families share a toilet.

While these findings do not suggest large scale violation of this specification, the findings by settlement paint a slightly different picture. In Ekuthuleni, almost 16% of respondents indicated that more than ten families share a toilet, while approximately 60% said that the toilet is shared by five families or fewer. In Mkhancwa, almost 12% of respondents indicated that more than 10 families share a toilet, while just more than 60% or respondents said the toilet is used by five families or fewer.

The bid specifications do not stipulate where the portable toilets should be positioned. When residents were asked whether the toilet they use is in their yard, the answers varied widely across settlements as shown in Figure 7. As mentioned before, in Vlakplaas the portable toilets have been

placed on the outskirts of the area and only 5.4% of respondents indicated that they have a portable toilet in their yard.

Between 88.5% and 95% of respondents living in Duduza North, Extension 18, Shamase/Overflow, Steve Biko and Winnie Mandela indicated that the toilet is in their yard. These five settlements also have the highest shares of one family per portable toilet. In contrast, only 17% of respondents living in Ekuthuleni indicated that the toilet is in their yard. This settlement has a relatively large share of more than one family sharing a toilet.

It should be noted that generally interviewees were selected because their family has a toilet in their yard, as they would have been best placed to talk about their personal experience of the servicing and cleaning of the portable toilets. If they indicated they are sharing the toilet, it means that they are sharing with families that do not have a toilet in their yard. This accounts for the finding in, for example Mkhancwa, where about three-quarters of respondents indicated that the toilet they use is in their yard, but the findings presented in Table 3 show that the ratio of number of families to portable toilet is the second worst (after Vlakplaas) for this settlement.

More than 80% of respondents who indicated that the toilet is not in their yard, said that the one they

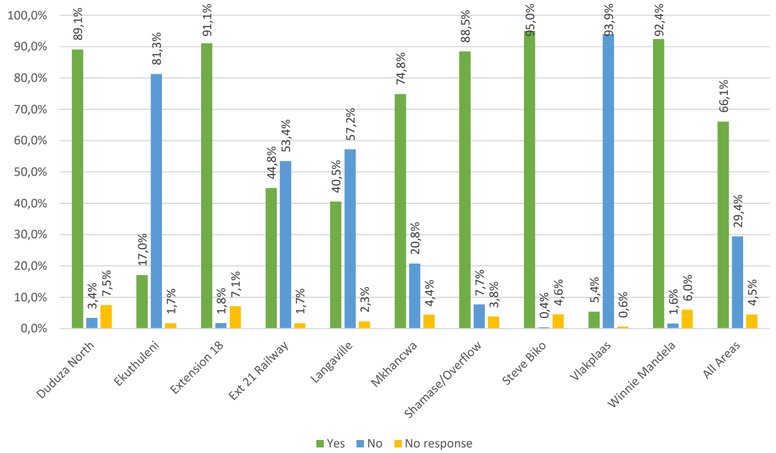


Figure 7: If you use a portable toilet, is it in your yard?

use is in their street.
While the bid specifications do not provide any instructions on where the portable toilets should be situated, it clearly states (page 53) that "the vacuum tanking service of the sewer effluent should be done with a truck that designed [sic] as per SABS approved sewer effluent removal requirements". It is safe to assume that when the service providers deliver the portable toilets, these should be positioned in a way that allows access to the toilet by the vacuum truck.

Social auditors were asked to indicate on the questionnaire whether the toilet is accessible by the vacuum truck during the physical verifications of the structures. The findings presented in Figure 8 show that social auditors found that more than 82% of the 2 289 toilets inspected are accessible by the vacuum truck. There is some variation across settlements. In Duduza North, auditors indicated that only 67.3% of portable toilets inspected are accessible by vacuum truck. In Winnie Mandela, the auditors found that almost 94% of toilets verified can be accessed by the vacuum truck. (The results for Extension 21 Railway are skewed by the relatively large share of "No response" answers to the question.)

4.4 STRUCTURE OF PORTABLE TOILETS UNITS

Pages 52 and 53 of the bid specifications A-WS 04-2016, list several requirements the portable toilets and toilet units should meet. Amongst others these include the following:

- "The toilets should be moulded with highly visible Ekurhuleni Log [sic], call centre number, and have unique identification number on the sides.
- The toilets should be lockable from both inside and outside.
- The toilet should be supported with steel frame built inside for rigidity.
- The portable toilets roof should be white and transparent to allow ultraviolet rays.
- The unit should be well ventilated.

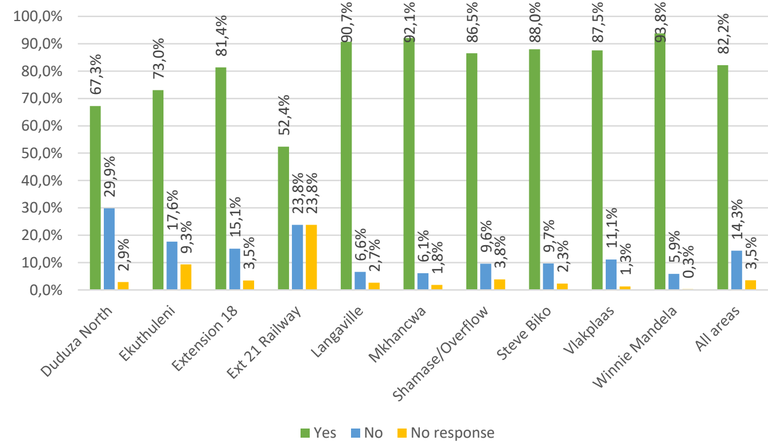


Figure 8: Is the toilet accessible by the vacuum truck?

- Flushing Portable toilets should have mechanical hand flushing mechanism that recycles back to the waste drum and the hand basin must be foot pump, recyclable to the waste drum [sic]."

When completing the physical verification questionnaires, the social auditors found evidence of violation of all of these specifications, varying from minor to large-scale. The scope of violations also differs significantly between informal settlements.

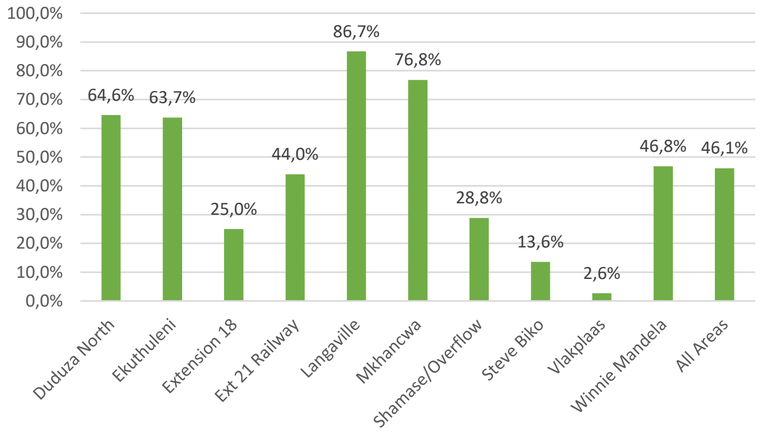


Figure 9: Toilet number observed

For only 1 056 of the 2 289 toilets verified, or 46.1%, did the social auditors indicate that a toilet number (unique identification number) can be observed. Figure 9 shows that the results vary significantly across settlements. For example, almost 87% of the toilets inspected in Langaville have a toilet number, while only 2.6% of the toilets inspected in Steve Biko have toilet numbers. Lack of a unique identification number makes it more difficult for a resident to report a complaint, since such a number would have assisted the contractor with identifying and locating the specific toilet.

Figure 10 shows that at 27%, an even smaller share of the portable toilets inspected has the call centre number visible on the outside of the toilet unit. Again, the shares vary across settlements, with almost 59% of the units inspected in Duduza

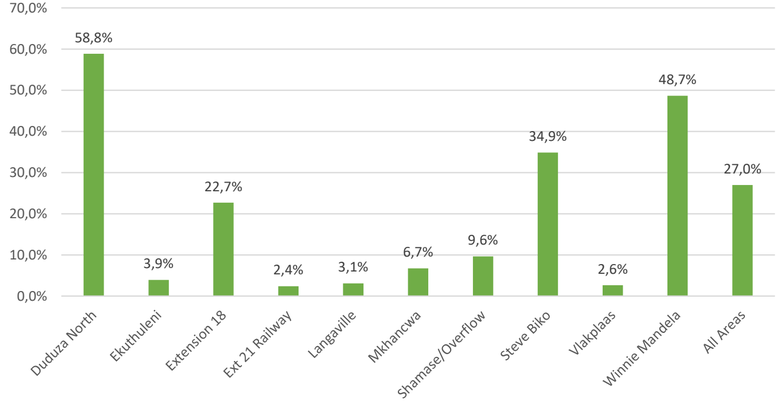


Figure 10: Call centre number observed

North displaying a call centre number, but only 2.4% of the units in Extension 21 Railway did so. One of the community leaders from Ekuthuleni specifically mentioned that there is no toll-free number to be used to report problems with the toilets. In this settlement only 3.9% of the social auditors reported that they can see a call centre number.

This finding points to a more serious problem. If there is no call centre number on the toilet unit, residents will probably not know which number to call or who to call when there are problems with the toilets or the delivery of the service.

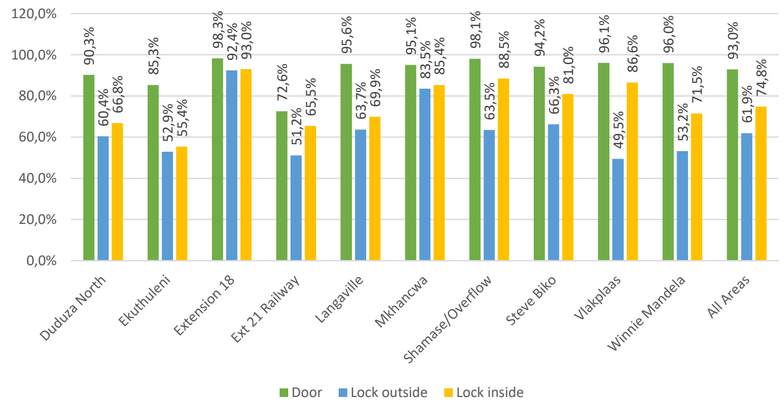


Figure 11: Observations about the door of the toilet unit

Figure 11 presents a summary of the findings from the inspections of the doors of the portable toilet units.

Except for Ekuthuleni and Extension 21 Railway, 90% or more of the units in the other eight informal settlements have a door. In Ekuthuleni, 85.3% of the units have a door while only 72.6% of the units have a door in Extension 21 Railway. Both these areas did not fare particularly well when social auditors checked whether the doors can lock from both inside and outside. In Ekuthuleni, 52.9% of doors lock from the inside while 55.4% lock from the outside. In Extension 21 Railway, only 51.2% lock from the outside, while 65.5% lock from the inside.

In the other eight areas, the shares of the toilet doors that can lock from the outside varied significantly from fewer than 50% in Vlakplaas to 92.4% in Extension 18. Overall a relatively larger share of the toilet doors can lock from the inside, ranging from 66.8% in Duduza North to 93% in Extension 18.

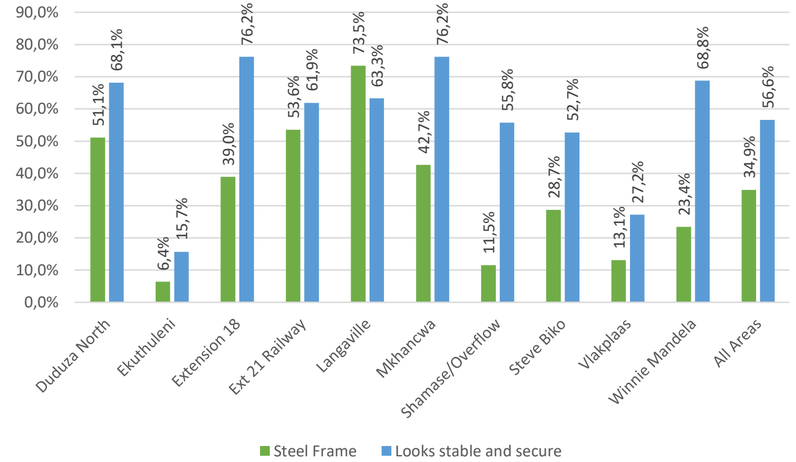


Figure 12: Stability of the toilet structure

While conducting the physical inspection of the portable toilets, social auditors had to verify whether, as per the bid specifications, a steel frame has been built inside to support the toilet structure. They also had to provide their opinion on whether the toilet looks stable and secure.

The estimates in Figure 12 show that on average fewer than 35% of the toilet units have a steel frame built inside. The findings varied quite significantly across settlements. In Ekuthuleni the share of units with such a frame is only 6.4%, while almost 74% of units in Langaville have a steel frame built inside.

In addition to the obvious violation of the contract specifications in all settlements, for eight of the ten settlements, only between half and three-quarters of structures were found by the social auditors to look stable and secure. The two clear outliers are Ekuthuleni where only 15.7% of the toilet units look stable and secure, and Vlakplaas where 27.2% of the toilet units appear stable and secure.

Social auditors were also asked to verify whether the roof of the structure is clear/transparent to allow light (ultraviolet rays) to enter the unit. In comparison with some of the other specifications, more than 83% (a relatively large share) of all toilets comply with this requirement. In addition, the differences between settlements are less significant, varying from 70.2% to 94.9% compliance.

The social auditors found that only just more than 60% of all toilets are well ventilated. The shares by area again point to large variations across settlements. In Extension 18 more than 80% of toilets inspected were found to be well ventilated. In contrast, only 43.6% of toilets verified in

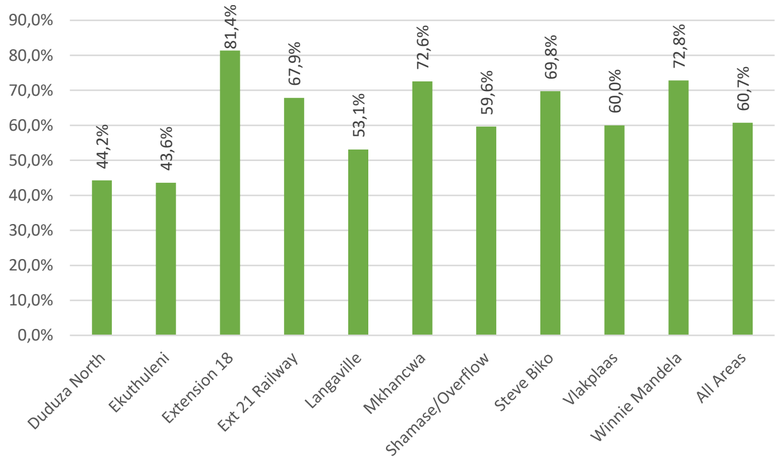


Figure 13: Is the toilet well ventilated?

Ekuthuleni were considered well ventilated. For the other eight settlements the share varies between 44.2% and 72.8%.

While the specifications make provision for the installation of flushing portable toilets, the social auditors found that only 147 of the 2 289 toilets had flushing mechanisms. Only 79 of these mechanisms were found to be in working order.

4.5 ROLE OF THE MUNICIPALITY IN MONITORING SERVICE DELIVERY AND COMMUNICATING WITH THE COMMUNITY

The bid specifications do not describe how the delivery of the service should be monitored. It does state (page 56) that the service provider "shall afford the opportunity to the Ekurhuleni Metropolitan Municipality to inspect and verify that cleaning operations were completed satisfactorily." In addition, the specifications state (page 54) that "Invoices will only be processed for payment after the responsible Council Official has inspected the work and is satisfied with its execution and complete and authorised job cards must accompany the invoices".

Residents were asked if somebody monitors if the toilet is being cleaned and the human waste is being removed properly. Figure 14 shows that on average less than 10% of respondents answered yes to this question. More than 80% of respondents answered no, while 6.3% said that they were not sure. It should be noted that the residents were not asked specifically whether an official from the municipality monitors the delivery of the services.

There are some differences in the findings across settlements. In Extension 18, 25% of respondents said that somebody monitors whether the service is being delivered. In contrast, fewer than 1% of respondents in Ekuthuleni said that delivery of the service is being monitored. For the other areas, between 5.1% and 21.2% of respondents indicated that somebody monitors if the toilet is being cleaned and the human waste is being removed properly.

The 24 community leaders whose communities received portable toilets were asked who monitors the delivery and servicing of chemical toilets in their community. The results were mixed. Fifteen of the leaders mentioned a specific person, ranging from a name (without an indication of the person's position) to indicating that the person is a Community Liaison Officer, a ward councillor, community leader, the contractor, a representative from the municipality, or themselves. The other nine leaders indicated no-one or that they did not know.

The leaders were then asked if they liaise with any official from Ekurhuleni to monitor the service. Two leaders from Duduza North and one each from Extension 18 and Langaville indicated that they do.
The following question asked them to indicate who they contact if the vacuum trucks do not come regularly or the toilets are overflowing. Eleven leaders indicated no-one or that they do not know who to contact. The other 13 leaders' responses ranged from a specific person's name to a person from the municipality, a councillor, or the contractor. This means that almost half of these leaders do not know who to contact when there is a problem with the service.

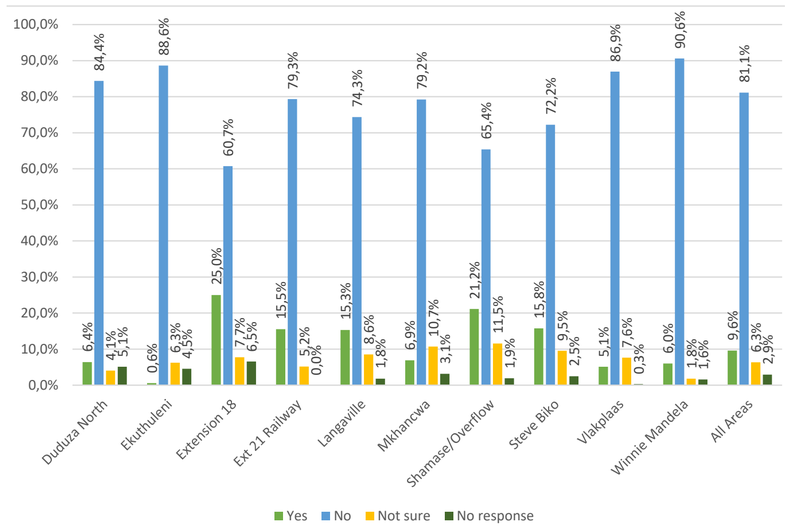


Figure 14: Does somebody monitor if the toilet is being cleaned and the human waste is being removed properly?

The community leaders were asked who signed for the delivery of the portable toilets. Only 12 of the 24 leaders indicated that they know who signed – usually themselves or another person. In addition, only seven community leaders indicated that the municipality had informed them of the delivery of the toilets.

The community leaders were further asked who in the municipality is responsible for communicating with them. Five leaders indicated the councillor, while eleven indicated no-one or did not answer the question. One said the "leader", while the rest mentioned a specific name or the name of a company.

4.6 RESIDENTS' EXPERIENCES OF THE DELIVERY OF THE SERVICE

The section below summarises the responses related to residents' experiences of the delivery of the service. Health problems related to using the portable toilets, lack of access for people with disabilities, as well as issues around safety were some of the key challenges identified.

While the bid specifications list a number of requirements specifically related to the structure of the portable toilet unit, no explicit mention is made of accessibility for people with disabilities. When residents were asked if a disabled person is able to use the toilet, only 6.9% said "Yes".

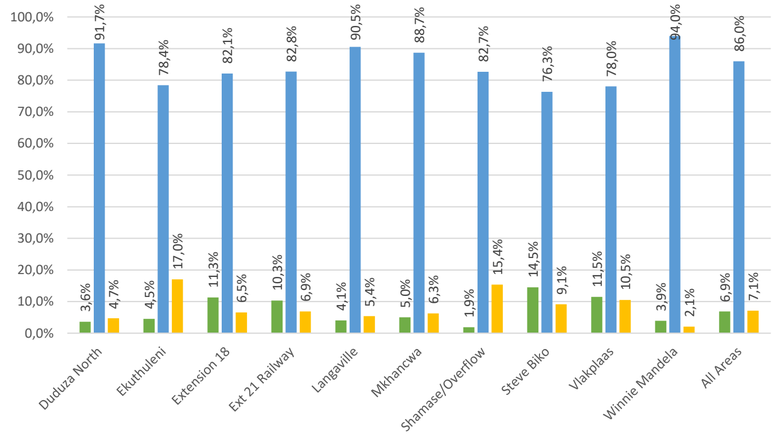


Figure 15: Is a disabled person able to use the portable toilet?

Figure 15 shows some variation across informal settlements. In Shamase/Overflow fewer than 2% answered positively, while 14.5% of respondents in Steve Biko answered "Yes". A few areas also have relatively high proportions of responses of "Not sure" or no answer. In Ekuthuleni 17% of respondents were unsure or did not answer, while 15.4% of respondents in Shamase/Overflow chose one of those options.

The findings from the physical verification of the portable toilets generally confirm the findings above. Only 5.7% of the social auditors found that the toilet they inspected is suitable for people with disabilities. The social auditors observed whether there are rails for people to hold on to for support, as well as whether there is a ramp for a wheelchair and toilet unit is big enough to allow access by a wheelchair.

Two of the community members interviewed specifically indicated that they are in wheelchairs and are not able to use the portable toilet.

Residents who indicated that they use a portable toilet were asked if they feel safe when using the toilet. Overall about 65% of respondents said they do not feel safe. However, there was again some variation across areas. In Extension 18, Shamase/Overflow and Steve Biko, half of the respondents or fewer indicated that they do not feel safe. In all other areas more than half of residents indicated that they do not feel safe, with the proportion particularly high in Ekuthuleni (86.4%) and Langaville (82.9%).

More than a quarter of residents who indicated that they use a portable toilet, said that they had experienced health problems from using the toilet. Figure 17 shows how the responses vary across informal settlements. The share of respondents who indicated health problems was relatively higher than the average in Ekuthuleni (30.7%), Extension 21 Railway (39.7%), Langaville (30.2%), Mkhancwa (34.6%), Shamase/Overflow (36.5%) and Vlakplaas (43%).

Seventeen of the community members interviewed using the Community Member Questionnaire said that they have experienced health problems as a result of using the portable toilet. Many specifically indicated that they have

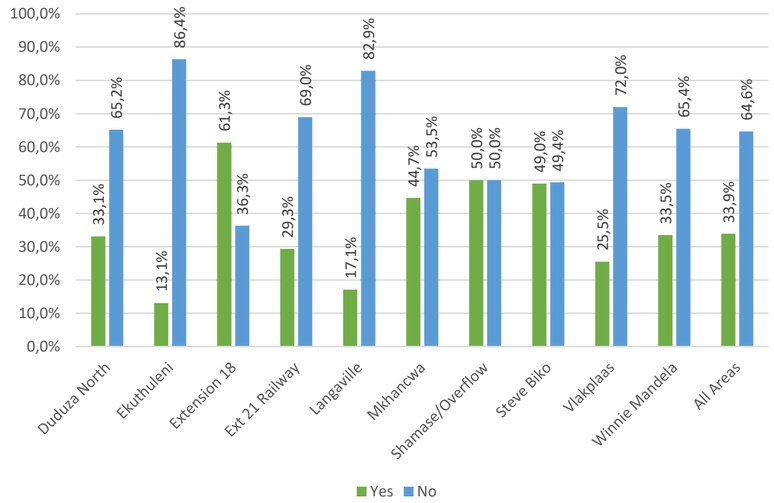


Figure 16: Do you feel safe when using the toilet?

trouble breathing as a result of the strength of the chemicals. Some community members questioned whether the chemicals used were safe or approved, as per the bid specifications. Another community member said that he/she got a rash from using the portable toilet.

The community members interviewed separately, using the Community Members Questionnaire, were asked to rate their level of satisfaction with the sanitation services provided by the municipality/service provider. Figure 18 shows the summary of the responses by the 57 residents who indicated that their household has access to a portable toilet.

More than half indicated that they are either dissatisfied or very dissatisfied with the service while just 35% indicated that they are either satisfied or very satisfied. The remainder were neutral or did not answer the question.

When the community leaders were asked to reflect on how satisfied their communities are with the sanitation services provided by the service provider, they were more negative. Sixteen (or 67%) of the 24 leaders who indicated that their community uses portable toilets said the community is either dissatisfied or very dissatisfied with the service, with only seven leaders (29%) indicating some level of satisfaction.

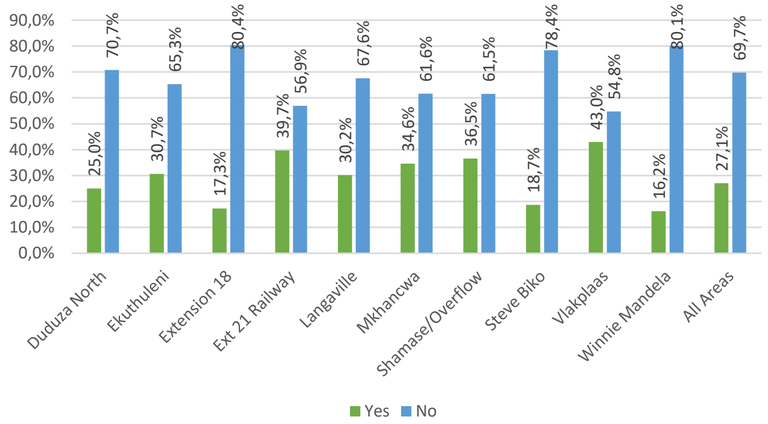


Figure 17: Have you ever had any health problems from using the toilet?

The community leaders were also asked whether they have received any complaints from the community in the previous three months. Sixteen of the 24 community members whose communities use portable toilets answered "Yes" to this question. Community leaders were then asked to share some of these complaints. A few mentioned that the toilets were not serviced as often as required by the bid specifications, with the contractor coming once a week or not draining the toilet for two weeks. Health issues such as coughing and rashes were mentioned, as well as the fact that the toilets smell bad, and pregnant women feel unsafe when using the toilet. One community leader also indicated that two different companies come to clean the toilet in his/her community and the leader does not know which company is supposed to clean the toilet.

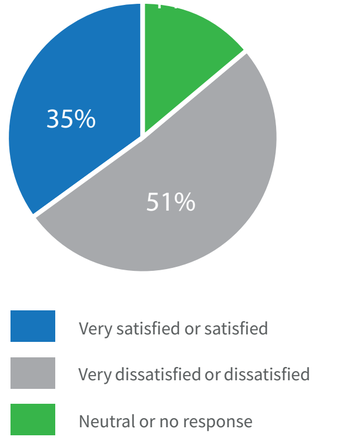


Figure 18: How satisfied are you with the sanitation services provided? (community members)

RECOMMENDATIONS FOR THE IMPROVEMENT IN THE IMPLEMENTATION OF CONTRACT A-WS 04-2016

5

5. RECOMMENDATIONS FOR THE IMPROVEMENT IN THE IMPLEMENTATION OF CONTRACT A WS 04 2016

Overall, the findings discussed in Section 4 show that violations of this contract occur in all ten settlements included in the scaled-up social audit, and these findings also confirm the results of the earlier Wattville audit. The findings suggest that the underlying causes of non-compliance with contracts specifications, such as the insufficient monitoring of the service by the City of Ekurhuleni, the absence of any complaint or fault reporting mechanism and in some instances vague bid specifications, are systemic to the implementation of this contract. As a result, the recommendations below should be considered for all informal settlements impacted by this contract and not just the ten areas covered in the most recent social audit. Based on the nature of the underlying causes, these recommendations could also be relevant to other service contracts in the department and supply chain management in the City of Ekurhuleni as a whole.

5.1 NEEDS ASSESSMENT

- A detailed needs assessment should be conducted in consultation with all informal settlements covered by this contract and communities should be provided with regular feedback on progress with the needs assessment. Through the scaled-up social audit, Planact has trained residents from all informal settlements covered in both the scaled-up social audit and the previous social audit in Wattville, in the social audit methodology. These residents are ideally placed to support such a needs assessment process.
- The needs assessment should specifically cover the following aspects related to the needs of people living in these informal settlements:
  - > An accurate count of the total number of households that need to be provided with a portable toilet. The objective is to ensure that all residents have access to a portable toilet and that no toilet is shared by more than five households - the standard indicated by Ekurhuleni Department of Water and Sanitation.
  - > The needs assessment should establish the number of disabled people living in these communities. This information should be used to make sure that all communities are provided with toilets that can be accessed and used by disabled residents.
  - > The needs assessment should include an accurate count of all the portable toilets

currently in the area, the stand number where each toilet is located, the number of households using the toilet, and whether the toilet is accessible by vacuum truck.

> During the needs assessment each toilet should be labelled with a unique identification number and the GPS coordinates of each toilet should be collected and mapped so that this information can be used for more effective fault reporting.

> Finally, as part of the needs assessment a thorough inspection should be done of each toilet and it should be verified whether the toilet complies with the bid specifications, including for example whether it has a steel frame, whether it has a door that is lockable from both the inside and outside, whether it is well ventilated, and whether there is a call centre number on the unit.

- Based on the findings of the needs assessment, the Ekurhuleni Water and Sanitation Operations Division should engage with contractors to rectify the issues identified, and should provide the affected communities with a plan (including a timeframe) that details the:
  > provision of additional toilets (including toilets accessible by disabled residents) to ensure a 5:1 household to toilet ratio;

> re-positioning of toilets where necessary to ensure access by a vacuum truck;

> stabilising of toilets where necessary; and

> rectification of all toilets to ensure that they conform to the bid specifications

> The findings of the needs assessment should inform improved bid specifications in the new contract for the delivery and servicing of chemical toilets in informal settlements (to be implemented in 2019), as well as any service delivery schedules developed for the new contract.

5.2 SERVICE DELIVERY SCHEDULE

- The Ekurhuleni Water and Sanitation Operations Division must ensure that each of the informal settlements covered by the contract is provided with a detailed maintenance and cleaning schedule for the servicing of chemical toilets in their area. Community members should be consulted in the development of the service schedule, and aspects covered by the final service delivery schedule, as relevant to each community, should be communicated to the relevant community.
  > The schedule should include:

  > the contract number and duration of the contract;

  > the number of portable toilets that should already be in the area;

  > the number of toilets that will be delivered before the end of the contract to ensure a 5:1 ratio;

  > the maintenance schedule for desludging the toilets - how many days a week, which days, what times and details about how the process should be conducted; and

  > the cleaning schedule for the toilets - how many days a week, which days, what times, and details about the specifics of the cleaning process.

5.3 MONITORING

- The detailed maintenance and cleaning schedule described above should be used as the basis for the monitoring of the delivery of the service. The specific process of monitoring should be developed with the input of the affected communities, but should at least cover the points described below.
  > The Ekurhuleni Water and Sanitation Operations Division should, in consultation with the community, clarify who is responsible for signing off on the maintenance and cleaning of toilets. The copy of the maintenance and cleaning schedule used for monitoring purposes should have space for signing off by the relevant person and for any comments.

  > The monitoring system should include regular on-site visits by Ekurhuleni officials to inspect the delivery of the service. The schedule of these visits should be shared with all relevant communities and should be used to provide the community with the opportunity to raise any problems directly

with the responsible department.

> It is recommended that a health inspector visit the communities on a quarterly basis, to identify, monitor, and address any health issues experienced by residents as a result of using the portable toilets.

> It is recommended that the municipality conduct random checks on the chemicals being used by contractors. The bid specifications require that these chemicals, used for odour control, disinfection of the waste drum, and cleaning purposes, must be dermatologically tested and SANS approved.

5.4 COMPLAINT MECHANISM

- The Ekurhuleni Water and Sanitation Operations Division should ensure that a functioning complaint or fault reporting mechanism is in place that residents can use to report any problems or challenges they are experiencing with the service. This mechanism should be developed with the input of the communities and should include at least the following:
  > All toilet units should have a call centre number clearly visible and all toilets should be given a unique identification number which corresponds with GPS location coordinates held by the municipality.

  > A designated telephone line should be available during business hours and be equipped with an answering service after hours.
  > The contractors should be required to respond to complaints within five days of the complaint being made.
  > The municipality should keep records of all complaints, and the contractors should be required to keep a log of all complaints and a record of how the complaints were dealt with, which should accompany payment invoices.

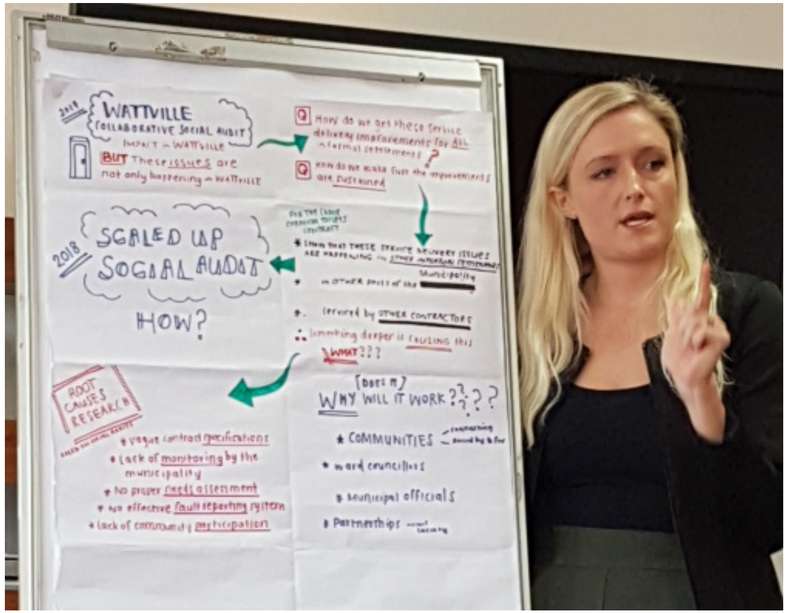
5.5 ADDITIONAL SERVICE DELIVERY SPECIFICATIONS

- The service delivery specifications should be amended to include the following:
  > More detailed guidelines on how the toilets should be cleaned (including the various parts of the toilet unit and the timing of the cleaning immediately after the removal of human waste).
  > The specifications should require the contractors to provide the cleaners with a written contract of employment, with clear conditions about pay, days and times worked, and the contract period. Based on the current tender specifications, this written contract should be between the relevant service provider and the cleaners, but the municipality should monitor and enforce its requirements.
  > The service delivery specifications should also be amended to include the provisions for the monitoring of the service as detailed in Section 5.3 above.
  > A requirement that the toilets include solar lighting, to ensure that they can be safely used at night.
  > Detailed guidelines on the positioning and placement of toilets to ensure they are stable, secure and accessible by vacuum truck.
  > Details on the fault-reporting mechanism discussed in 5.4 above, and specifically the process that contractors should follow in responding to any reported faults.
  > Provision for the delivery and maintenance of toilets that are accessible to disabled residents.
  > A provision for the installation of air vents to allow for ventilation in the toilet units.
  > A provision for the installation of solar lights inside the toilet units to enable residents to use them at night.
  > Guidelines on the minimum dimensions of the toilet unit, to ensure uniformity across settlements as well as enough space for residents to use the toilets comfortably.

5.6 IMPROVED COMMUNITY PARTICIPATION AND COMMUNICATION

- Given its critical importance, we include improved participation by and communication with the community as a separate recommendation. However, such participation and communication should be included as an integral part of the implementation of all the recommendations listed above.

- The social audit demonstrates a set of effective public participation principles that can be applied by the department to improve public participation in all contracting, contract implementation, and contract monitoring processes:
  - > Proactively provide information about key moments in the contracting process, so that community members are aware of opportunities for input and can prepare to meaningfully engage with these opportunities. For example, notify community members in advance about when the service schedule will be developed and what public inputs would be useful to the responsible officials.
  - > Proactively provide communities with information that will help them meaningfully engage with any participation opportunities. For example, provide community members with information about the specifics of what the contractors are required to provide (the bid specifications) before asking them to make inputs on the service schedule.
  - > Provide feedback to communities on how and why their inputs were used or not used and share the final documents. For example, provide feedback on how their inputs informed the final service schedule for their community and provide copies of the final service schedule.
  - > Implement and maintain an effective complaint mechanism that enables communities to actively participate in monitoring the service.



We recommend that all the improvements discussed above be considered for inclusion in the tender specifications when a new tender for the service is developed and issued.

APPENDIX 1

6

APPENDIX 1

ACCESS TO SANITATION

There are significant differences between the ten areas in the shares of people using portable toilets. In Winnie Mandela and Vlakplaas more than 90% of residents indicated that they use a portable toilet, while just fewer than 90% of residents in Shamase/Overflow said that they use a portable toilet. The smallest relative share of respondents who indicated that they use a portable toilet live in Extension 21 Railway. For the other six areas, the shares varied from 54.2% to 80.7%.

The 859 residents who indicated that they did not use a portable toilet, were asked what type of toilet they do use. Just over 77% indicated that they use

Informal Settlement	No		Yes		No response		Total
	Number	% Share	Number	% Share	Number	% Share	Number
Duduza North	313	37.8%	468	56.5%	47	5.7%	828
Ekuthuleni	120	39.6%	176	58.1%	7	2.3%	303
Extension 18	136	43.9%	168	54.2%	6	1.9%	310
Ext 21 Railway	65	51.2%	58	45.7%	4	3.1%	127
Langaville	40	14.5%	222	80.7%	13	4.7%	275
Mkhancwa	60	24.3%	159	64.4%	28	11.3%	247
Shamase/Overflow	5	8.6%	52	89.7%	1	1.7%	58
Steve Biko	68	21.7%	241	77.0%	4	1.3%	313
Vlakplaas	27	7.8%	314	90.8%	5	1.4%	346
Winnie Mandela	25	6.1%	382	93.2%	3	0.7%	410
All Areas	**859**	**26.7%**	**2 240**	**69.6%**	**118**	**3.7%**	**3 217**

Table 1A: Do you use a portable toilet?

a PIT latrine. Again, the type of sanitation these residents have access to varies quite significantly across settlements. In Duduza North, Ekuthuleni, Extension 18 and Winnie Mandela, 80% or more of those not using portable toilets indicated that they use a PIT latrine. In contrast, 72.3% of respondents living in Extension 21 Railway indicated that they use a flushing toilet. The latter percentage however corresponds to only 47 of the 127 residents of this settlement who completed a questionnaire. While 40% of respondents in Shamase/Overflow answered that they use a flushing toilet instead of a portable toilet, this share only corresponds to two residents. Almost 56% of residents in Vlakplaas who do not use a portable toilet said that they do not have access to any sanitation. It should be noted though that this corresponds to only 15 of the 346 residents in this area.

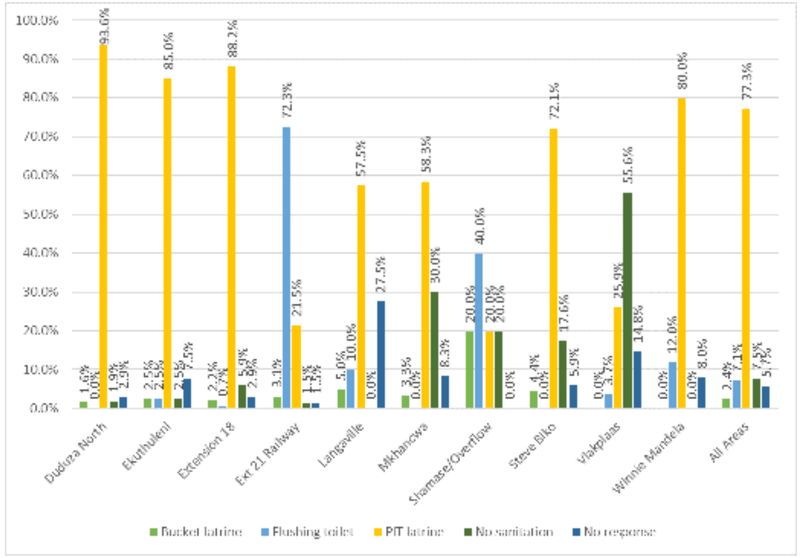


Figure 1A: What type of toilet (if not a portable toilet) do you use?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