

KAMEELDRIFT SOCIAL AUDIT REPORT ON SANITATION



DECEMBER 2019

Report on the Findings of the Kameeldrift 298 Social Audit

December 2019

Planact would like to thank the following key role players:

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1. Introduction

A social audit is a community-driven process that uses budgets and other official government documents to monitor the delivery of services in an area and engage with government.

In June 2019, the residents of the Kameeldrift 298 Informal Settlement (a settlement situated in Region 5 of the City of Tshwane) conducted a social audit of the hiring and servicing of chemical toilets in their community. The social audit was supported by Planact, the Social Audit Network (SAN), and the International Budget Partnership South Africa (IBP South Africa). The community's leadership nominated young unemployed people to participate as community volunteers in this social audit. Planact, supported by SAN, trained Kameeldrift 298 community volunteers in the social audit methodology and all the data was collected by these volunteers.

The first households settled in Kameeldrift 298 in 2000, which means that some families have been living in the settlement for at least 19 years. The settlement is divided into three sections, namely, Plot 174, Plot 175, and Plot 171.

A total of 605 households live in Plot 174, which has been re-blocked as part of an informal settlement upgrading process. The majority of Kameeldrift's residents, living in 2 345 households, are in Plot 175. The Kameeldrift 298 police station, a library, a clinic, and a community hall are situated in Plot 171, while 133 households live in the yard of the community hall. They moved to this section after being evicted from a farm more than 10 years ago.

The City of Tshwane provides sanitation to Kameeldrift 298 in the form of chemical toilets, which are shared by the households living in the settlement. The service is delivered through the contract ROC14 2017/18 and the social audit used the bid specifications for this contract as indicated in the "Tender for the appointment of service providers for the hiring and servicing of chemical toilets as and when required basis over three-year period". In December 2018, the contract was awarded to three service providers, namely, Blurok (Pty) Ltd, Poneho Sanitation (Pty) Ltd, and Supreme Trading Enterprises (Pty) Ltd. Poneho Sanitation is responsible for the delivery and maintenance of the chemical toilets in the Kameeldrift 298 Informal Settlement.

1. Summary of recommendations for the improvement of the service

Improve the household to chemical toilet ratio from the current average of 41:1, to a ratio more in line with the 2017 National Norms and Standards for Domestic Water and Sanitation, which suggests five or six households to one toilet.

Consider the provision of additional toilets and more regular servicing of toilets for Plot 171, which houses a number of community facilities used by households in all three sections of the settlement.

Provide wheelchair-accessible toilets.

Provide potty seats for the toilets used by creches and other community facilities.

Provide a service-delivery schedule to the community which specifies which days of the week the chemical toilets should be serviced and cleaned, as well as how the toilets should be serviced and cleaned.

Provide two rolls of toilet paper per toilet with each service of the toilet.

Ensure that the contractor employs members of the Kameeldrift community for the servicing of the toilets.

Ensure that the workers employed by the contractor have employment contracts and are issued with protective clothing.

Put a monitoring system in place to ensure that the service is being delivered according to the contract specifications.

Over the longer term, add additional requirements to the contract specifications to improve the delivery of the service.

2. Key findings from the social audit

2.1 General information

During the social audit, 308 residents were interviewed, with all but one person indicating that they use a chemical toilet. This one person said that their toilet is “self-made”. The findings in this report are therefore based on the responses of 307 residents. All respondents indicated that the chemical toilet that they use is provided by the municipality.

Data was collected using a resident questionnaire, and social audit volunteers completed physical verification forms for 76 chemical toilets. One of the workers employed by the service provider was interviewed.

Right: Community Volunteers conducting an interview with a resident of Kameeldrift

Table 1 provides a breakdown of where the respondents live. The majority (81.4 percent) live in Plot 175, while only 12.7 percent and 5.5 percent respectively, live in Plot 174 and Plot 171.



Table 1: Respondents by Plot

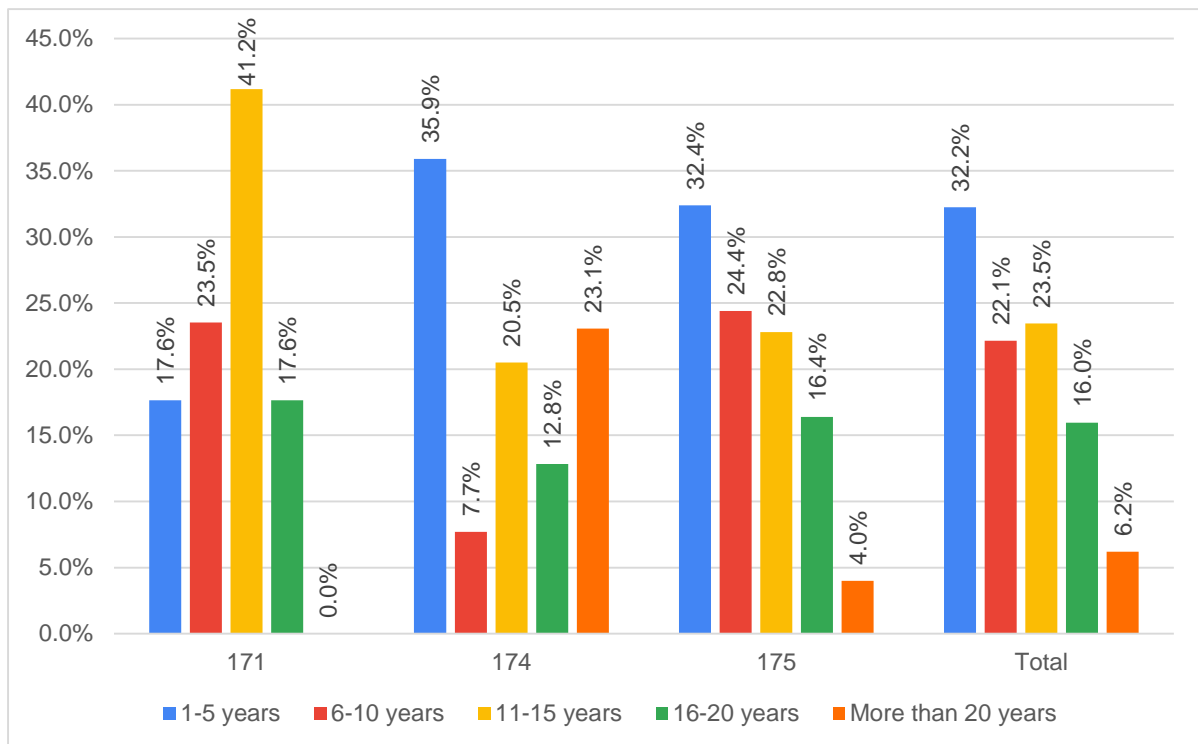
Plot	Number	Share
171	17	5.5%
174	39	12.7%
175	250	81.4%
Plot not named	1	0.3%
Total	307	100.0%

Figure 1 below shows that 23.5 percent of residents indicated that they have been living in Kameeldrift 298 between 11 and 15 years, and 16 percent said that they have been living there for between 16 and 20 years. Only 6.2 percent indicated that have been living in the area for more than 20 years.

The findings differ slightly between the three plots. For example, 23.1 percent of the respondents from Plot 174 said that they have been living in the area for more than 20 years. A relatively large share of respondents (41.2 percent) from Plot 171 said that they have been living there for between 11 and 15 years. Overall, this information confirms that the Kameeldrift Informal Settlement is neither new nor temporary, but rather an established community of residents with a reasonable request for dignified sanitation.



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



2.2 Access to the chemical toilets

All 307 respondents said that the chemical toilet they use is provided by the City of Tshwane and that it is located in the street, and not on the stand where they live.

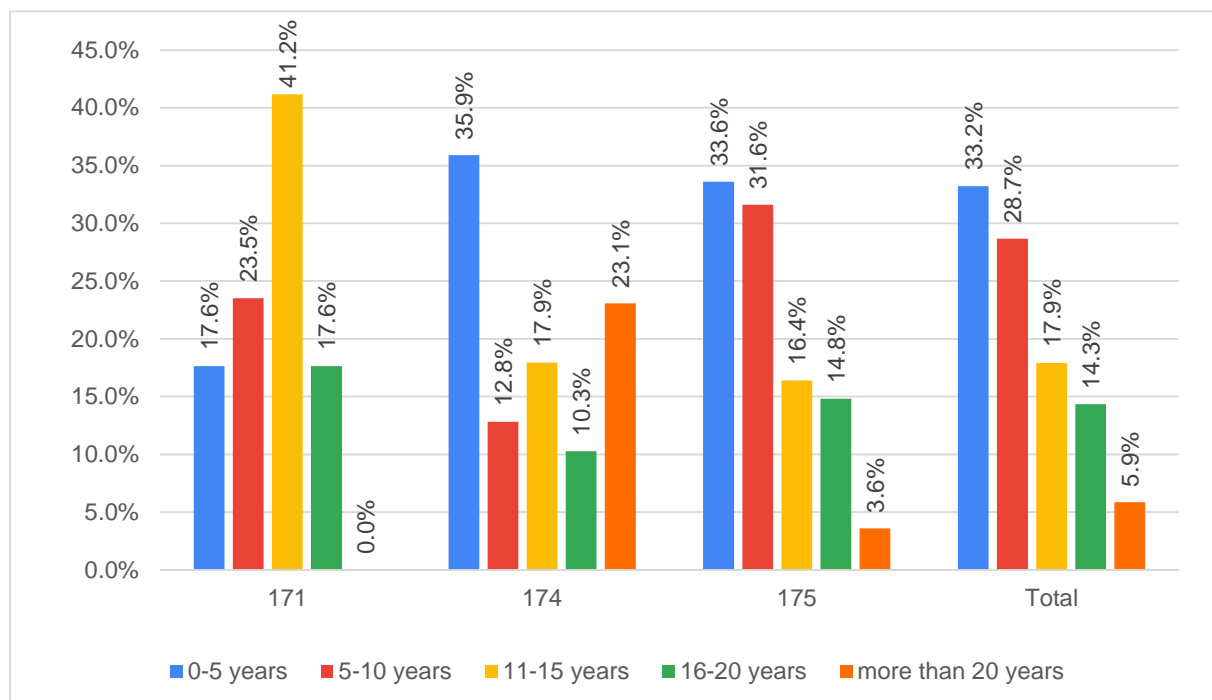
All respondents indicated that disabled people are not able to use the chemical toilets. The physical verification of the chemical toilets confirmed that they cannot accommodate people who are wheelchair bound.



Some of the toilets located in the streets



Figure 2: For how many years have you been using a chemical toilet?



Residents were asked for how many years they have been using a chemical toilet

Figure 2 shows the results. We note that the first two categories (0-5 years and 5-10 years) are slightly different from the categories used in the previous question (1-5 years and 6-10 years). However, when the results for this question are compared with those for the question about how long residents have been living in the area, the trends look very similar. This suggests that most respondents have been using chemical toilets for as long as they have been living in Kameeldrift 298. For example, 61.9 percent of residents have been using the toilets for 10 years or less, while we saw in Figure 1 that 54.3 percent of respondents said that they have been living in Kameeldrift 298 for 10 years or less.

Figure 2 also shows that almost 40 percent of the residents interviewed have used a chemical toilet for 11 years or more.

The respondents were asked to indicate how many families share a chemical toilet. Approximately half of the residents interviewed indicated that one to 10 families share a toilet. The other half said that more than 10 families share a toilet. In fact, more than 20 percent of residents said that 20 or more families share a toilet. In Plot 171, however, 82.4 percent of residents indicated that 11 to 20 families share a toilet while 11.8 percent said that more than 30 families share a toilet. As mentioned earlier, there are a number of public facilities in Plot 171, which might account for the respondents' experiences of how many families share the chemical toilets in this section.

Subsequent to the completion of the social audit, the social audit volunteers counted all households and chemical toilets in the Kameeldrift Informal Settlement.

Table 2 below shows that while an estimated 3 094 households live in Kameeldrift, there are only 75 chemical toilets in the settlement for use by these residents, which results in a household to toilet ratio of 41 to one. The table also shows how the ratios vary between the three plots, from 19:1 in Plot 171 to 50:1 in Plot 175.

Table 2: Household and toilet ratio

	Number of households	Number of chemical toilets	Household:toilet ratio
Plot 171	133	7	19
Plot 174	605	21	29
Plot 175	2356	47	50
Total	3094	75	41

Note: There is a total of 76 chemical toilets in Kameeldrift Informal Settlement, but one is located within the boundary of a privately-run orphanage and was not included in the calculation of the household:toilet ratio.

The bid specifications included in the tender document (ROC 14 1027/18) list all the settlements covered by the contract as well as how many toilets should be provided and serviced in each settlement. According to page two of this 11-page section of the document, 73 chemical toilets in total should be provided in Plots 174 and 175. And no provision is made for the delivery of toilets to Plot 171. The table above shows that currently there are only a total of 68 chemical toilets in Plots 174 and 175.



Physical verification of the toilets being conducted



However, the standard for an “interim level of service” prescribed by the 2017 National Norms and Standards for Domestic Water and Sanitation is “1 seat per 20 users for shared toilets.”¹ While the document does not indicate what the corresponding household to toilet ratio should be, this corresponds to between five and six households per toilet.² With an average of 41 households per toilet, the household to toilet ratio in Kameeldrift far exceeds this.

2.3 Experience of using the chemical toilets

As indicated in Figure 3 below, 68.1 percent of residents interviewed said that they do not feel safe using the toilets. The community mentioned the lack of street lights as one of the factors contributing to the lack of safety they experience. The social audit volunteers also noted that there are not enough street lights in the area. The lack of adequate street lighting makes it especially dangerous to use the chemical toilets at night.



Toilets situated in the streets that do not have street lights

The physical verification of the chemical toilets found that most of the toilet structures are not stable and secure, and the structures do not have steel frames. The instability of the structures might be another reason why residents do not feel safe using the toilets.

In addition, the physical inspection of the toilets found that the seats of the chemical toilets are too big for young children. There are a number of creches in the settlement, as well as an orphanage. The managers of these facilities said that the size of the seats was a major problem, especially as children do not often ask for assistance when they want to use the toilet.

¹Department of Water and Sanitation. 1992. National Norms and Standards for Domestic Water and Sanitation Services. Version 3 – Final. Government Gazette 8 September 2017. Available online <https://cer.org.za/wp-content/uploads/1997/12/National-norms-and-standards-for-domestic-water-and-sanitation-services.pdf>

² The population and household estimates in Statistics South Africa’s General Household Survey of 2018 suggests an average household size of 3.5 (see <http://www.statssa.gov.za/publications/P0318/P03182018.pdf>). This suggests that “20 users” correspond to 5.7 households.



**Social Audit
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Figure 3: Do you feel safe using the toilet?

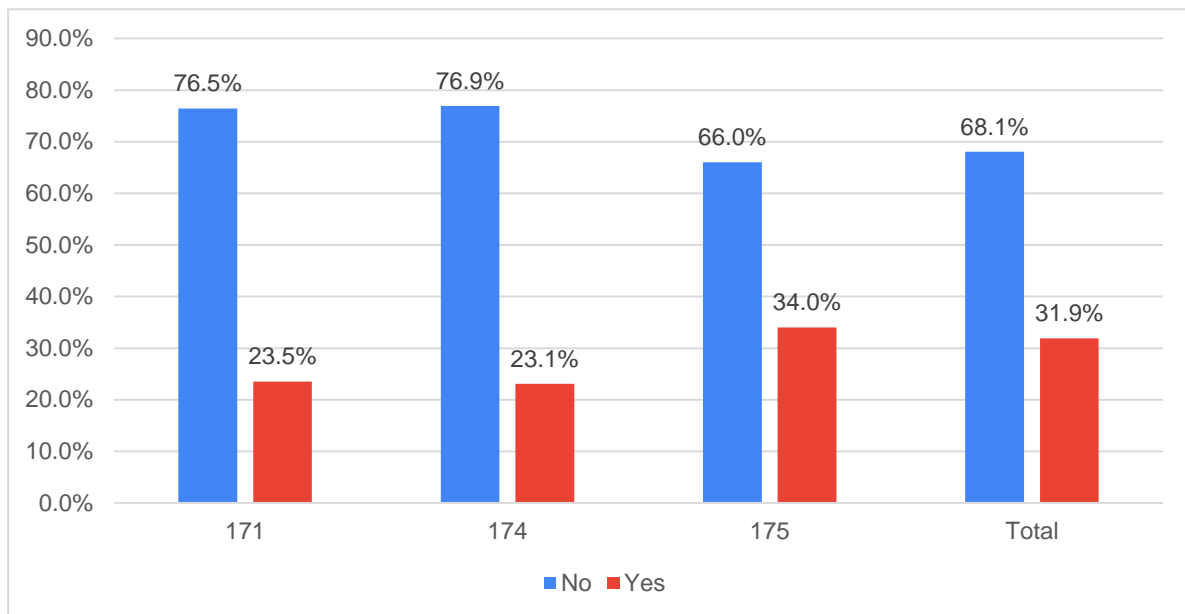
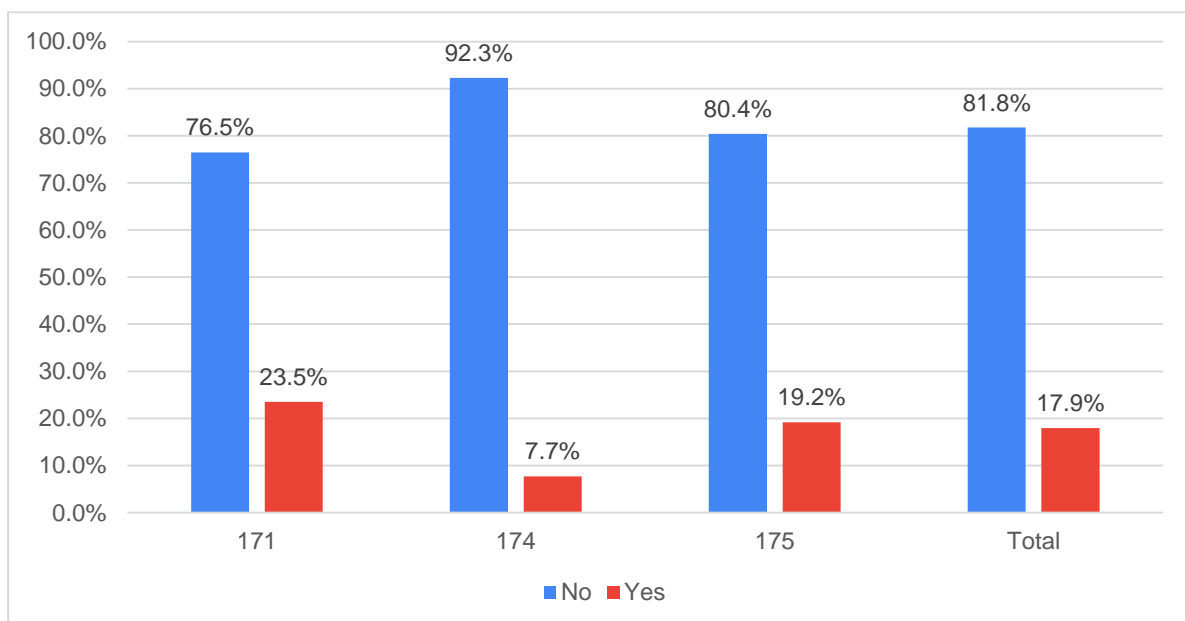


Figure 4 shows that the vast majority (81,8 percent) of residents interviewed said that the toilets are not well ventilated. While the contract specifications do not stipulate exactly how this should be done, they do require the toilets to be “sufficiently ventilated” (see page 5 of 11, ROC14 2017/18). The physical inspections of the toilets found that the vent is small and does not allow for sufficient air to circulate through the toilet.

Figure 4: Is the toilet sufficiently ventilated?

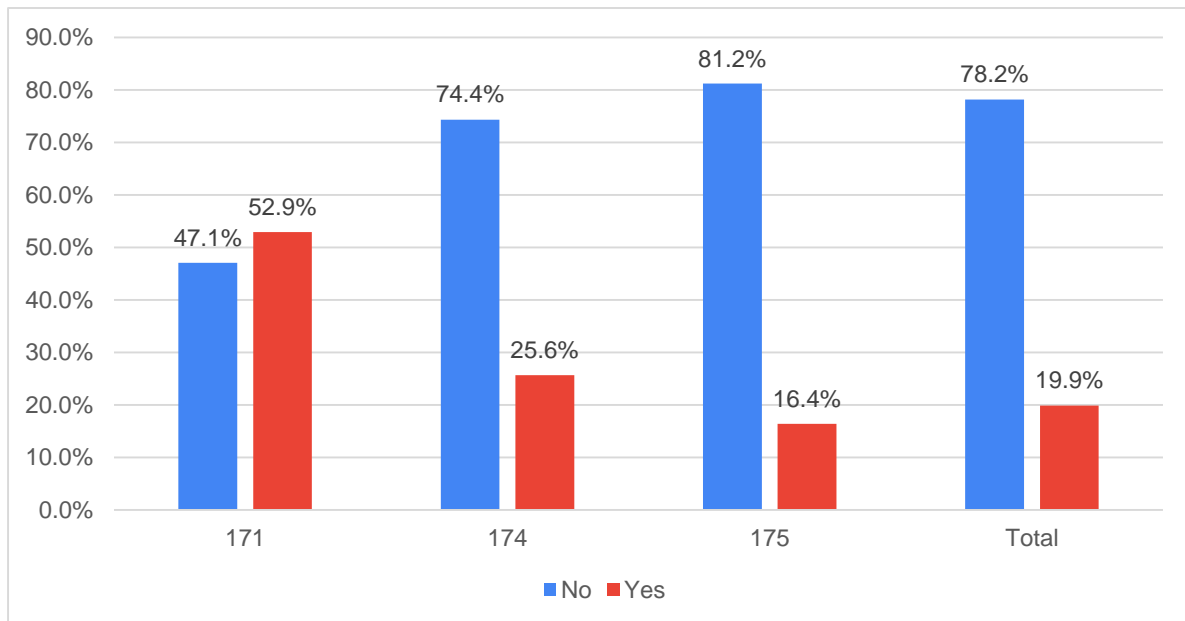


While most residents indicated that they have never had any health problems related to using the toilets, a relatively larger share (52,9 percent) of the respondents living in Plot 171 reported health issues caused by the chemical toilets. While the household to toilet ratio is relatively lower in this section of the settlement, it should be noted that residents from the other two plots use these toilets when they visit the community hall, clinic, police station, or the library situated in Plot 171.



Conditions of toilets in kameeldrift

Figure 5: Have you ever had any health problems from using the toilet



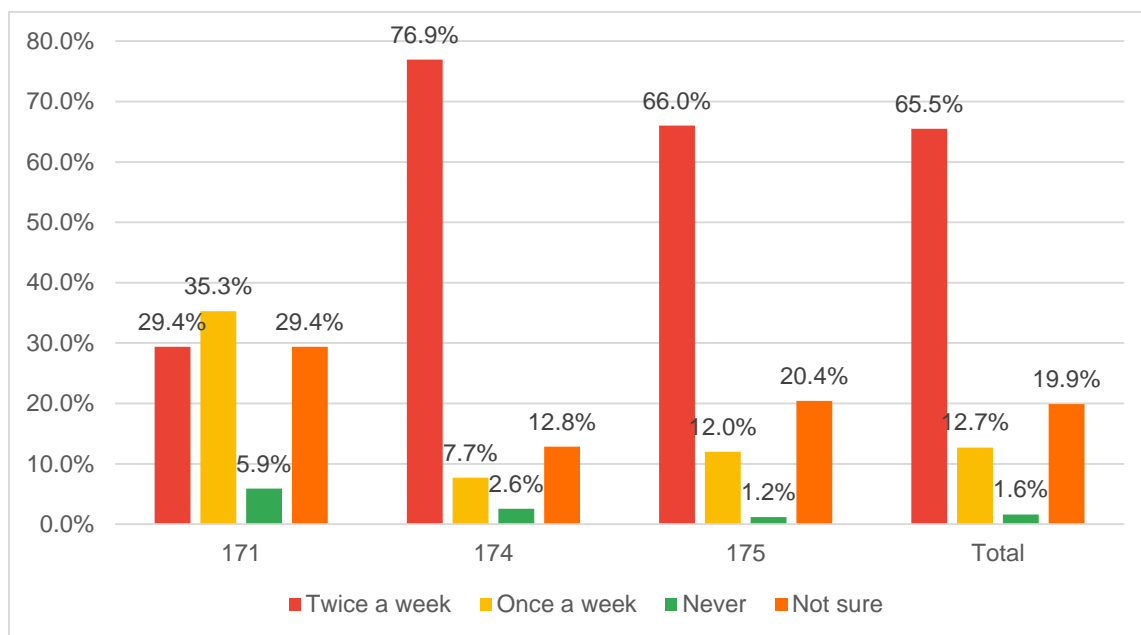
2.4 Servicing the chemical toilets

On page 4/11 of the bid specifications, it is stated that toilets in Region 5 (which includes Kameeldrift) should be serviced twice a week, on a Monday and Thursday. The majority of the respondents (65.5 percent) said that the truck comes twice a week to desludge the toilets. However, as indicated in Figure 6, the results vary between the different sections. While 76.9 percent and 66 percent of respondents living in Plots 174 and 175 respectively, said that the toilets are deslugged twice a week, only 29.4 percent of respondents from Plot 171 said that this is the case for the toilets in that section. Overall, almost 20 percent of residents were not sure when the toilets are being serviced.



Shumani Luruli, using one of the toilets to explain and elaborate the bid specification tender document

Figure 6: How many times a week does the truck come to desludge the toilet?

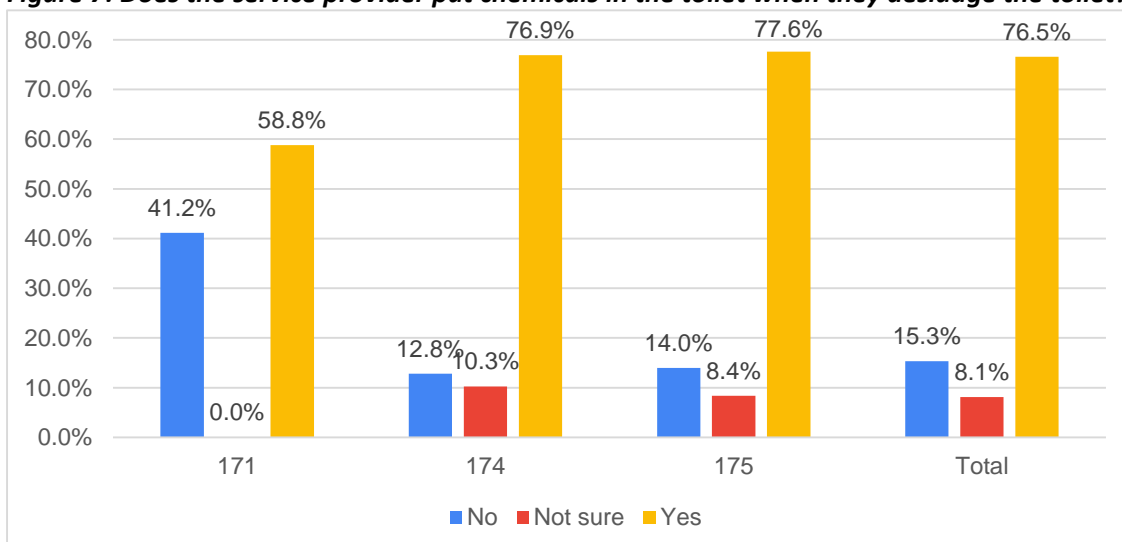


A relatively large share of residents (30.3 percent) did not answer when asked which days of the week the toilet is being desludged. Overall, 43.6 percent of people said that the waste is collected on a Wednesday and a Saturday. However, this is not consistent with the information in the bid specifications.

Figure 7 shows that 76.5 percent of respondents said that the service provider puts chemicals in the toilet after they have desludged the toilet.

Residents have raised concerns about the quality and strength of the chemicals used by the current service provider. They indicated that they cannot smell any chemicals when the desludging is taking place. The previous service provider used a chemical with a much stronger smell, and the residents are questioning whether the current provider might be diluting the chemicals they are using.

Figure 7: Does the service provider put chemicals in the toilet when they desludge the toilet?



Almost all respondents (98.4 percent) said that the service provider does not provide toilet paper. This is a direct violation of the contract specifications (page 5/11) which stipulates that with each

service, two rolls of toilet paper must be provided for each toilet.

At the time of the social audit, 89.6 percent of respondents indicated that a resident cleans the toilet, while 7.2 percent said no one cleans the toilet. The tender specifications state clearly on page 5/11) that “the inside of the toilet must be cleaned with a disinfectant and made odour free”, which suggests that it is the responsibility of the service provider to employ a cleaner to do this. After the completion of the social audit five cleaners were appointed and provided with cleaning materials as well as protective clothing, but residents have indicated that it is too soon for them to be able to assess the efficiency of the service.

All 307 respondents said that nobody monitors if the toilet is being cleaned and if the human waste has been removed properly.

2.5 Working conditions of workers

One worker, who has been employed by the service to desludge the toilets (remove the waste, but not clean the toilets), provided some insight into his working conditions.

The bid specifications require that “all unskilled or semi-skilled workers to be employed from the local recipient community according to the EPWP³ guidelines” (page 7/11, ROC14 2017/18). The worker interviewed indicated that the service provider is based in Krugersdorp and has only employed people from the Krugersdorp area to desludge the toilets and drive the trucks.

The bid specifications do not address the conditions of workers employed by the service providers, but the worker indicated that they generally do not have signed contracts, they do not receive protective clothing and equipment, and they are also not inoculated.

3. Additional observations during data collection

While the community volunteers collected evidence in the community using resident questionnaires and physical verification forms, they also noted some of their own observations. Their observations of the servicing and desludging of the toilets are discussed below.

While collecting data on a day when the vacuum truck was servicing the toilets, community volunteers noticed that the pipe used to pour chemicals into the toilets was broken and leaking chemicals. In addition, they did not notice any official from the municipality monitoring the delivery of the service.

During the physical verification of the toilets, the social audit volunteers found that there are no toilet identification numbers on the units. Not being able to identify a specific toilet makes it very difficult for residents to report any damages to a toilet. It also makes it difficult to report when certain toilets are not being deslugged or cleaned.

In addition, no telephone number (either for the service provider or for the City of Tshwane) was visible on any of the toilet units. Again, this makes it very difficult for residents to report any problems with the toilets or the service. The community members did indicate that the telephone number of the service provider is displayed on the vacuum truck and that the number has worked when they called it. However, this means that residents have to save the number somewhere or wait for the truck to arrive to report any problems with the toilets.

³ Expanded Public Works Programme

4. Recommendations for the improvement of the service based on the key findings

4.1 Improve the household to chemical toilet ratio

We recommend the delivery of additional chemical toilets to improve the high household to toilet ratio in all three plots in Kameeldrift. The average ratio is 41:1, with the specific ratios varying from 19:1 in Plot 171 to 50:1 in Plot 175. These ratios far exceed the standard suggested in the 2017 National Norms and Standards for Domestic Water and Sanitation of “1 seat per 20 users for shared toilets” for an “interim level of service”, which is taken to suggest at least one toilet for every five to six households.

4.2 Provide more toilets to Plot 171

Plot 171 is not mentioned in the bid specifications for ROC14 2017/18. Currently 133 households live in this section and they have access to seven chemical toilets. This translates into a ratio of 19 households to one toilet. While this ratio is relatively better than in the other two sections, these toilets are used by the households from the other two plots when they visit the library or any of the other facilities. This suggests a much higher household to toilet ratio in reality. We recommend that this should be taken into account when it is decided how many additional toilets should be delivered to Plot 171 and how often these toilets should be serviced.

4.3 Provide potty seat where most needed

The City of Tshwane should supply potty seats to stands with creches and other facilities, such as the clinic, to make it safer for young children to use the chemical toilets.

4.4 Provide wheelchair accessible toilets

The number of wheelchair-bound residents in the settlement varies as people move in and out of the area, but there are currently no sanitation facilities in Kameeldrift 298 that can be accessed by people in wheelchairs.

In this regard, we recommend that the metro provides suitable toilets to the community and also provides specifications for these to the service providers. The table below gives an example of this, taken from the tender specifications for the provision of chemical toilets issued by the City of Ekurhuleni (A-WS 03-2019).⁴

Table 3: Suggested dimensions for wheelchair accessible chemical toilets

Unit size	Door opening size	Tank dimension
Height - (2200 - 2500)mm	Height -(2000 -2200)mm	Seat height - (420 - 460)mm
Width - (1600 - 1800)mm	Width- (700 - 850)mm	Tank volume - (240 - 270)L
Depth - (2000 - 2500)mm		
Weight - (120 - 150)kg		
Floor space - (4000 - 4200)m2		

⁴ The tender specifications for contract A-WS 03-2019 are no longer available online but we can provide them upon request.

4.5 Provide a service-delivery schedule to the community

Currently, the community is not sure which days of the week the chemical toilets should be serviced and cleaned and what this entails (e.g. how the toilets should be emptied, and which parts of the toilets should be cleaned).

We recommend that a detailed service-delivery schedule should be made available to the community. Such a schedule can be attached to the doors of the chemical toilets to make it easier for residents to access the information.

The information on the service delivery schedule should include:

the servicing schedule for the toilets, indicating the specific days of the week and how the toilets should be serviced;

the number of portable toilets that should be in the settlement;

the contract number and duration of the contract;

a contact number for community members to use if toilets have not been serviced.

This will reduce uncertainty about when and how the chemical toilets should be serviced as well as make it easier for the community to monitor whether the toilets are being serviced and cleaned as specified in the contract.

4.6 Provide toilet paper with each service

Almost all of the respondents indicated that the current service provider does not supply toilet paper, despite this being one of the requirements of the current contract. We recommend that the contractor supplies two rolls of toilet paper per toilet every time the toilet is serviced, as per the tender specifications.

4.7 Appoint community labour

The contract specifications require “all new unskilled or semi-skilled workers to be employed from the local recipient community according to the EPWP guidelines”. According to the 2018 EPWP guidelines⁵, workers must reside in the same ward where the service is taking place. Workers can only be recruited from other wards when there is not a sufficient supply of labour in the relevant ward.

⁵ http://www.epwp.gov.za/documents/Sector%20Documents/Employment%20Conditions/Final_Recruitment_Guidelines-2018-05-23.pdf

Currently no one from the community is employed by the contractor for desludging the toilets. The community recommends that local workers be employed for servicing the toilets. (At the time of writing only the cleaners employed by the municipality live in Kameeldrift 298.)

4.8 Improve working conditions for workers employed by the service provider

At the time of writing, the workers who are directly employed by the service provider do not have contracts or protective clothing and have not been inoculated. It is recommended that the service provider improve the working conditions of these workers.

4.9 Monitor if the service is being delivered adequately

Respondents unanimously indicated that no one monitors the delivery of the service. Many of the issues raised by the community, and presented in this report, can be attributed to the lack of monitoring of the service by the metro.

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 detailed servicing and cleaning schedule described above could be used by the metro as the basis for the monitoring of the delivery of service.

The City of Tshwane Regional Operation and Coordination Department (the department directly responsible for the delivery of the service) should clarify who is responsible for signing off on the servicing and cleaning of toilets. The servicing and cleaning schedule used for monitoring purposes should have space for signing off by the relevant person and for any comments.

Monitoring should include regular inspections of the delivery of the service by relevant City of Tshwane officials. The schedule of these visits should be shared with all relevant communities and should also allow the community the opportunity to raise any problems directly.

4.10 Additional service delivery specifications

Additional specifications should be added to the contract (and included in future bid specifications) to improve the delivery of the service. We recommend that the specifications 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);

increased minimum capacity of the chemical tanks so that the tanks do not get full before the servicing day;

more specific requirements for the installation of extraction pipes and vents to improve ventilation inside the toilets;

more specific requirements to ensure that the toilets are stable (e.g. requiring toilets to have a steel frame);

provision for improved identification (e.g. numbering) of toilets, to make it easier to identify and report toilets that are damaged or not being serviced regularly;

provision for the submission of a laboratory test certificate for the chemicals used for disinfection and odour-control;

a requirement that the contractors provide the workers they employ with a written contract of employment, with clear conditions about remuneration, working hours, and the contract period;

provision for the metro to monitor and enforce these contracts;

The provision of potty seats to make the toilets safe to use by young children.

provision for the delivery and maintenance of toilets that are accessible to disabled residents; and

provisions for the monitoring of the service as detailed in 5.9 above.



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