



Janitorial Servicing of Sanitation Facilities in Cape Town's Informal Settlements

**SUBMISSION TO THE CITY OF CAPE TOWN BY THE SOCIAL
JUSTICE COALITION ON 23 MARCH 2012**

Also submitted to The National Department of Human Settlements, The Western Cape Department of Human Settlements, The National Ministerial Sanitation Task Team, The Department of Cooperative Governance and Traditional Affairs, The South African Local Government Association, The Human Rights Commission and The Public Protector

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Foreword

1. The Social Justice Coalition (SJC) is a Cape Town based community movement and research and advocacy group established in 2008 as a non-profit organisation. Based in Khayelitsha, with 1500 active members in eleven branches, over eighty partner organisations, and thousands of supporters, the SJC focuses on improving access to basic services in historically poor and under-developed communities. Through our primary campaign for improved access to sanitation facilities in informal settlements, we work to encourage community participation in government policy formulation, delivery and monitoring¹.
2. On 27 April 2011, approximately 2500 SJC supporters marched to the Cape Town Civic Centre where a petition entitled *Memorandum on Access to Clean and Safe Sanitation Services in the City of Cape Town*² signed by more than 10 000 people was handed over to a representative from the Mayor's office.
3. The memorandum articulated the SJC's concerns with regards to sanitation and water provision in the City's informal settlements, and called for a two-pronged approach to improving access to and quality of services.
4. Firstly, the SJC asserted that more must be done by the City to ensure that existing facilities are adequately maintained, monitored and coordinated – and that this should be done as a matter of urgency. It can be done relatively quickly and cost-effectively, as it will not require the installation of additional infrastructure or acquisition of new land, but would greatly improve the level of service and quality of life for those using toilets and water facilities in informal settlements. One aspect of this is the provision of a janitorial service for permanent toilets and standpipes.

¹ For more information visit www.sjc.org.za

² <http://www.sjc.org.za/sjc-sanitation-manifesto>

5. Secondly, the memorandum called on the City to initiate broad-based meaningful engagement with communities and civil society to plan for the delivery of additional clean and safe sanitation and water facilities in line with national basic sanitation norms and standards within a reasonable timeframe.
6. Soon after taking office Cape Town's Executive Mayor Patricia de Lille met with the SJC on two separate occasions to discuss the memorandum, and the immediate need for janitorial servicing of permanent toilets in informal settlements. Following these meetings, Mayor de Lille released a public statement indicating a willingness from the City to work with SJC to advance the provision of "the highest level of (sanitation) service possible". The Mayor also stated that the City wants "the SJC to be our partners in service delivery" and that "partnerships are models of the type of collaborative engagement we want to create between government and interested stakeholders"³.
7. The memorandum was later discussed by the approximately one hundred attendees – representing more than sixty community organisations, social movements, research institutions, religious denominations and government departments – that participated in the inaugural Cape Town Sanitation Summit hosted by the SJC on 15 September 2011. Mayor de Lille opened the Summit, along with leader of the opposition in council Tony Ehrenreich.
8. During a speech to Council on 28 September 2011, Mayor de Lille announced the planned Mayoral Special Jobs Creation Project that would include "cleaning, maintenance of services in informal settlements, maintenance of stormwater systems, and more"⁴. In subsequent correspondence the SJC enquired whether this Jobs Creation Project

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<http://www.capetown.gov.za/en/MediaReleases/Pages/STATEMENTBYEXECUTIVEMAYORALDERMANPATRICIADELILLEAFTERMEETINGWITHTHESOCIALJUSTICECOALITION.aspx>

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<http://www.capetown.gov.za/en/MediaReleases/Pages/SPEECHBYEXECUTIVEMAYORALDEMANPATRICIADELILEATCOUNCILMEETING.aspx>

would include the proposed janitorial service of sanitation facilities. The Mayoral Chief of Staff, Mr Paul Bogey, responded and confirmed that “where possible ... janitorial services should be considered for inclusion.” The SJC welcomed this⁵.

9. On 12 October 2011 in a conversation with SJC Secretariat member Zackie Achmat, Mayor de Lille requested that the SJC make a formal submission to the City of Cape Town on how a proposed Janitorial Service for permanent waterborne sanitation facilities might operate. The Mayor also indicated that she envisioned enlisting a Community Work Programme (CWP) model for the delivery of such a service.
10. On 27 October 2011, the SJC made a presentation⁶ to Clr. Shehaam Sims – Mayoral committee member for Utilities – in which we broadly outlined our vision and conceptualisation of the proposed janitorial service, and how it could best be implemented.
11. Following notice that the City of Cape Town is now in the final phases of planning before implementation, the SJC makes this submission to inform policy development and the implementation of the proposed Service. In the formulation of this and previous submissions, the SJC has consulted widely with its community-based members, partner organisations, health practitioners, budget experts, City Departments, government officials and other stakeholders. The SJC strongly advises that the City similarly engage broadly and consult meaningfully with communities and stakeholders to ensure the realization of a system that is fit for purpose.

Vision

12. The prioritisation and progressive realisation of access to clean, safe, hygienic and dignified sanitation and water facilities in line with national

⁵ <http://www.politicsweb.co.za/politicsweb/view/politicsweb/en/page71654?oid=259319&sn=Detail>

⁶ PowerPoint presentation available on request

and international norms and standards for all people living in informal dwellings.

Legal Context

13. The provision of basic water and sanitation services is established in the Constitution and other legislation – including the Local Government Municipal Systems Act and the Water Services Act with their amendments, regulations, norms and standards. These applicable laws guarantee every person the right to:

13.1. Equality, Human Dignity, Life and Privacy;

13.2. Access to water, basic sanitation, municipal and health services;

13.3. Basic sanitation is defined as “a sanitation facility that is safe, reliable, private, protected from the weather and ventilated, keeps smells to the minimum, is easy to clean, minimises the risk of the spread of sanitation-related diseases by facilitating the appropriate control of disease-carrying flies and pests and enables safe and appropriate treatment and/or removal of human waste and wastewater in an environmentally sound manner.”⁷

13.4. Freedom and security of the person, including freedom from all sources of violence whether public or private;

13.5. An environment that is not harmful to people’s health and well-being;

13.6. Participatory local government that encourages joint decision making;

⁷ Department of Water Affairs and Forestry. *Strategic Framework for Water 2003*.

- 13.7. Open, ethical and accountable local government that responds to people's needs; and
- 13.8. Local government that fulfils the development needs of society using all available human and financial resources in an effective, efficient and sustainable manner.
14. The State must respect, promote and fulfil the rights in the Bill of Rights and fulfil all other obligations in the Constitution and law without delay.
15. Active citizenship and participatory local government are indispensable to eliminate the indignity, inequality and injustice caused by the lack of basic sanitation. Such inclusionary processes will also further promote and advance all the rights guaranteed to people in South Africa. This requires meaningful engagement between communities, civil society and government.

Scope of Submission

16. In this context, this submission first and foremost aims to inform a response by the City of Cape Town to inadequate routine cleaning, maintenance and monitoring of communal flush toilets and standpipes in informal settlements through the implementation of a janitorial service. This new service will need to complement the basket of existing services, and as such this submission also identifies broader challenges to sanitation provision and policy. The SJC asserts that this process must be lead by the City, in partnership with communities, civil society and other spheres of government. Ongoing meaningful engagement is critical in identifying and sustainably addressing challenges faced by communities. The submission also acknowledges that the delivery of this service holds additional benefit through creating work opportunities, and the building of 'active citizenry' and greater social cohesion that will ultimately contribute to a wider set of development outcomes. The SJC views the janitorial

service as one component in a broader ongoing response to ensure progressive realization of access to sanitation.

17. In light of ongoing work on sanitation provision and policy at various levels of government and within certain Chapter 9 institutions, we will also be sending this submission to the national and provincial (Western Cape) Departments of Human Settlements, The Department of Cooperative Governance and Traditional Affairs, The National Ministerial Sanitation Task team, The South African Local Government Association, The Human Rights Commission, and the Public Protector.

Overview of Water and Sanitation Globally and Nationally

18. Access to basic sanitation and water in densely populated urban areas is a global challenge exacerbated by an international trend for people in rural areas to move into cities in search of employment opportunities.

19. Since 1990 over one billion people globally have gained access to improved drinking water and sanitation services. However, 2.6 billion people — over half of the developing world's population — do not have improved sanitation facilities. In sub-Saharan Africa, sanitation coverage increased by only 4 per cent between 1990 and 2002⁸.

20. Despite considerable gains made globally on access to drinking water (the Millennium Development Goal (MDG) that aimed to address this was recently realised) access to safe sanitation is one of the MDG's least likely to be realised by 2015⁹.

21. Although advances in access to water have been made in South Africa since 1994¹⁰, improving access to basic sanitation has proven to be very challenging. According to the Presidency's Department of Performance Monitoring and Evaluation, in sixteen million people living in South Africa

⁸ UNICEF, *Water, Sanitation and Hygiene Strategies for 2006-2015*

⁹ Loyn, D. 2012. *UN meets Millennium Development Goal on drinking water*. <http://www.bbc.co.uk/news/business-17270014>

¹⁰ <http://www.wssinfo.org/data-estimates/table/>

in 2012 do not have access to Basic Sanitation facilities; or have no access to sanitation facilities whatsoever¹¹.

22. Inadequate access to clean and safe water and sanitation, compounded by unsafe hygienic practices and an unsanitary environment, is the main cause of diarrhea – which results in at least 1.9 million under-five child deaths annually¹². According to UNICEF, diarrhea morbidity rates are increasing globally with children in developing countries averaging four to five debilitating bouts of diarrhea per year, which can cause and exacerbate malnutrition and result in long-term growth stunting¹³.

23. It has been estimated that there are approximately 23 million cases of diarrhoea in South Africa each year, with 43 000 deaths attributed to this preventable illness annually¹⁴.

Overview of Water and Sanitation in the City of Cape Town

24. There are roughly 230 Informal Settlements in the City of Cape Town¹⁵. Approximately 30% of the City's households - almost one million people - live in inadequate housing and depressed physical environments¹⁶.

25. With a housing backlog of at least 334 000 requests and only 8 500 new housing opportunities per annum, it is evident that it will take many decades to provide houses to all those in need¹⁷.

26. This will be further delayed due to the estimated 50 000 people who enter the City each year, many of whom will seek residence in informal settlements¹⁸. This high rate of urbanisation makes the realisation of increased access to basic services today a priority in order to avoid an even bigger backlog in the future. This is a challenge shared by other

¹¹ <http://www.timeslive.co.za/local/2012/03/15/we-have-failed-on-sanitation>

¹² UNICEF, *Water, Sanitation and Hygiene Strategies for 2006-2015*

¹³ UNICEF, *Water, Sanitation and Hygiene Strategies for 2006-2015*

¹⁴ Pegram, G.C. et al, "Estimating the costs of diarrhoea and epidemic dysentery in Kwazulu-Natal and South Africa" in *Water SA* (Vol. 24, No. 1, January 1998)

¹⁵ Masterplan

¹⁶ City of Cape Town, *Water Services Development Plan for the City of Cape Town 2011/2012 – 2015/16*. pg. 120

¹⁷ City of Cape Town, *Water Services Development Plan 2011/2012 – 2015/2016*

¹⁸ City of Cape Town, *Water Services Development Plan 2011/2012 – 2015/2016*

large metropolises, including Ethekewini and Johannesburg.

27. There is therefore a growing conviction from different spheres of government¹⁹, experts, and civil society organisations that *in situ* development of informal settlements must, where possible, be accelerated through the delivery of basic services. This entails moving away from a narrow focus on the provision of housing and acknowledging that many informal settlements can no longer be seen as temporary.
28. Of these services, none is more basic than access to clean and safe toilets and water sources. The Constitution and Water Services Act calls for the progressive realisation of this right for all people living in South Africa, and given the imperative to assist the most vulnerable first, informal settlements in particular.
29. According to the City of Cape Town the sanitation backlog in informal settlements as of June 2011 stands at 81 603 households or 408 015 people²⁰. Given a lack of population data – and pending the results of Census 2011 – it is fair to assume that communities may have more inhabitants than current estimates suggest. Systemic dysfunction in reporting mechanisms and maintenance and other shortcomings results in many existing facilities falling into a state of disrepair.
30. The City of Cape Town, in attempting to deliver sanitation to all those in need, faces unique challenges not necessarily found in other cities. For example, much of the Cape Flats lies below the water table, limiting the sanitation options available and making all settlements and infrastructure susceptible to flood damage during the wet winter months. Furthermore, with a relatively low population density across the City and a vast geography, delivery of bulk infrastructure and reticulation becomes difficult to service and maintain. High population density in informal settlements also makes it difficult to install additional facilities, without first relocating homes.

¹⁹ For an example, see Madikizela, B., "Housing Needs New Foundations" in *Cape Times*, accessible at: <http://www.capetimes.co.za/housing-policy-needs-new-foundations-1.1093505> (5 July 2011)

²⁰ City of Cape Town, *Response to the SJC 13 July 2011 - Power Point Presentation*.

Social Impact of Inadequate Access to Water and Sanitation

31. The poor state of sanitation in informal settlements adversely affects residents in a variety of ways. Two of the most pervasive impacts are on health and safety.

32. Health:

32.1. The Khayelitsha Health District has the highest infant mortality rate in the City at 34.85 deaths per 1000 – 40% higher than the city wide average²¹.

32.2. In a recent public letter, three acclaimed paediatric experts attributed this to poor sanitary conditions in informal settlements²².

32.3. The infant mortality rate is an indicator of the extent of endemic diarrhoea in poor communities with its attendant costs to households and the health service. In most cases, this is a direct result of poor sanitation facilities, contaminated drinking and grey water, a lack of soap dispensers, toilet paper and general hygiene levels.

32.4. These conditions also exacerbate chronic illnesses such as TB, HIV, and respiratory diseases – already highly prevalent in informal settlements.

32.5. The unsanitary conditions in informal settlements often contribute to rodent infestations. The SJC has come across

²¹ Silber, G. and Geffen, N., 'DA didn't bring down Cape Town infant mortality – TAC', 4 April 2011, accessible at: <http://www.politicsweb.co.za/politicsweb/view/politicsweb/en/page71654?oid=229384&sn=Detail>

²² Loening, W., Kibel, M. and Reynolds, L., 'Informal settlements at high risk', 30 June 2011, accessible at: <http://www.capetimes.co.za/informal-settlements-at-high-risk-1.1091231> or <http://www.sjc.org.za/posts/health-professionals-endorse-sjc-campaign-for-clean-safe-sanitation>

numerous cases where young children/infants have been bitten by large rats.

- 32.6. Improving sanitary conditions in informal settlements would greatly reduce the cost imposed on the public health system, by reducing the incidence of preventable illnesses.
- 32.7. The prevention of these sanitation related illnesses, especially amongst young children, would also greatly reduce absenteeism from school because of poor health. According to UNICEF children regularly miss school because they are sick with a sanitation-related disease and, even when they are able to attend, they often cannot meet their learning potential due to mental stunting caused by helminth infections and diarrhoea²³.
- 32.8. The prevention of these illnesses will also have a marked impact on general productivity, which in turn holds benefit for the economy. According to UNESCO access to water, sanitation and hygiene has a real impact on the economic and social development of communities and nations. Poor hygiene, sanitation and water exacerbate poverty by reducing productivity and elevating health-care costs²⁴.

33. Safety:

- 33.1. Poor and historically under-developed areas such as Khayelitsha experience the highest violent crime rates in the City²⁵.
- 33.2. In community meetings and forums, the issue of sanitation

²³ UNICEF, *Water, Sanitation and Hygiene Strategies for 2006-2015*

²⁴ UNICEF, *Water, Sanitation and Hygiene Strategies for 2006-2015*

²⁵ Silber, G. and Geffen, N., 'Race, class and violent crime in South Africa: Dispelling the 'Huntley thesis'' in *SA Crime Quarterly* (December 2009)

routinely emerges as one of the primary threats to personal safety. Because toilets are often scarce or dysfunctional, residents must routinely walk very long distances to relieve themselves.

- 33.3. Residents live in fear of walking these long, poorly lit, and dangerous routes. Women, children and the elderly are particularly susceptible to attack. People are frequently assaulted, robbed, raped, and murdered walking long distances to the nearest functional toilet.
- 33.4. A lack of appropriate and sanitation specific lighting also renders the toilets themselves unsafe.
- 33.5. Where no toilets exist, residents are forced to use empty clearings where they are particularly vulnerable to attack.
- 33.6. The lack of safety is not limited to exposure to crime. Residents often have to risk crossing busy roads at night to relieve themselves in faraway toilets or empty clearings. The communities in which these residents reside have the highest rates of road traffic accidents in Cape Town. In Khayelitsha for instance 59.2 deaths per 100 000 are road traffic related²⁶.
- 33.7. Children are at times left unaccompanied while guardians walk to use a toilet or collect water. Often this is thought to be safer than taking a child along, where s/he may be vulnerable to criminal attack. This leaves children vulnerable to a number of potential dangers. In June 2011, a 3-year-old boy, Philesande Mbokotho, was mauled to death by dogs in Philippi while his mother had gone to use a toilet. She explained that the toilet

²⁶ National Victimization Survey, Institute for Security Studies, 2007.

near her home was very dirty, and that she was forced to use a toilet further away²⁷

- 33.8. When toilets fall into disuse because they are not maintained they can become places of danger for residents. Criminals have been known to hide in toilets, before accosting a victim.

Data on Sanitation and Water Services in Cape Town

34. It is difficult to provide a definitive overview of sanitation provision in Cape Town or other South African municipalities, as official indicators are misleading. Paragraphs 34 – 36 identify shortcomings in these indicators.

35. The 1:5 ratio (one toilet to five households) that the City uses as an acceptable toilet to household target ratio is misleading because:

35.1. The ratio is an average - calculated using the total number of sanitation facilities divided by the total number of households. It fails to take into account that in some communities the ratio is less than 1:5 while in others it is far higher.

35.2. An analysis of the Integrated Development Plan (IDP) and *Masterplan* makes it evident that despite claims that the 1:5 ratio is being met (on average) fewer than 50% of informal settlements are meeting the desired ratio. Where the ratio is being met the average is 2.9 households to one toilet, whereas it is 12.1 households to one toilet where it isn't being met. Targeting an city wide average of 1:5 is problematic as it misrepresents coverage.

35.3. Because adherence to norms and standards is not being met, due to inadequate maintenance and monitoring, the use of the

²⁷ Koyana, X., "Clean toilets may have saved my child", 6 July 2011, accessible at: <http://www.capetimes.co.za/cleaner-toilets-may-have-saved-my-child-1.1094397>

ratio is additionally problematic as dysfunctional toilets continue to be included in the count.

35.4. Shared sanitation facilities are not properly coordinated/distributed by the City. Thus in certain situations one toilet stall may be shared between twenty households, while the neighboring stall may be shared by two households.

35.5. It must also be noted that the toilet to household ratio should not be viewed in isolation. Rather, it is one of many norms and standards that exist for toilets in informal settlements.

36. Assumption that all facilities remain functional:

36.1. There is an overt focus on the number of sanitation facilities allocated rather than on the number of facilities that remain clean, safe, functional and reliable. This gives a skewed picture of the true state of sanitation provision in the City. A lack of routine and emergency maintenance results in many facilities not meeting the basic sanitation requirement or becoming completely dysfunctional.

36.2. For a facility to meet national norms and standards for basic sanitation, it must be “safe, reliable, private, protected from weather and ventilated, keep smell to a minimum, easy to keep clean, minimises the risk of sanitation-related diseases and easily accessible to the household”²⁸.

36.3. It is evident that based on these prescribed standards, many facilities do not meet these criteria, and should not therefore be included in the tally.

²⁸ Department of Water Affairs and Forestry, *Strategic Framework for Water Services* (2003)

37. Use of technologies which do not meet Basic Sanitation standards:

- 37.1. There is confusion about what technologies qualify as “basic sanitation”.
- 37.2. Municipalities across the country continue to use chemical, ventilated pit, and container toilets in informal settlements; as “temporary solutions” until such time as basic sanitation facilities can be delivered or the community can be relocated to a more suitable area.
- 37.3. Many of these temporary toilets have been in use for several years. The City of Cape Town currently utilises 5745 container toilets and 4594 chemical toilets in informal settlements²⁹. Research has found that these toilets – in addition to being costly - very often do not meet prescribed norms and standards, given high use patterns and inadequate maintenance³⁰.
- 37.4. The City has also provided at least 12032 households with “Porta-Potti” Bi-pot toilets. However without sufficient education around how these should be used and inadequate collection and disposal procedures, they do not meet prescribed standards³¹.
- 37.5. The City continues to include 819 black bucket toilets in the overall tally, despite these certainly not meeting basic sanitation standards³².

Problems around Lack of Maintenance, Coordination and Monitoring

38. The uninformed assumption, born from a lack of routine maintenance and

²⁹ City of Cape Town, *Toilets per Settlement* 16March2012 (Emailed to the SJC)

³⁰ Goldberg, K. et al, *The Water Dialogues: Cape Town Case Study* (2009)

³¹ City of Cape Town, *Toilets per Settlement* 16March2012 (Emailed to the SJC)

³² City of Cape Town, *Toilets per Settlement* 16March2012 (Emailed to the SJC)

monitoring, that sanitation and water facilities that have been allocated remain functional has a detrimental affect on the provision of ongoing clean, safe, reliable and hygienic services to the City's most marginalised communities.

39. The impact of a lack of maintenance, coordination and monitoring on Communal flush toilets:

- 39.1. At present, the City makes no provision for routine maintenance - in the form of regular janitorial servicing or minor repairs - of communal flush toilets, despite the fact that there are 13688 flush toilets in the City's informal settlements³³.
- 39.2. By the City's calculations, these toilets service at least 68 440 households, or just over 342 220 people³⁴. The true figure is probably far higher, given that many communities do not meet the 1:5 ratio and prevalence of other challenges outlined above.
- 39.3. Due to a lack of monitoring by the City and specifically the Environmental Health Department (which is severely under-resourced), when toilets fall into disrepair, they can remain in such a state for many months or even years.
- 39.4. There is inadequate awareness in informal settlements about how to log a fault, and very poor turnaround times once a fault has been logged.
- 39.5. For many the cost of calling the City's Technical Operation Centre (TOC) to log a fault is prohibitive, and the SMS option is often not replied to at all. We welcome a City mandated pilot programme that allows informal settlement residents to lodge

³³ Presentation by the City of Cape Town, Meeting with SJC, 13 July 2011

³⁴ Presentation by the City of Cape Town, Meeting with SJC, 13 July 2011

complaints via toll-free phones. We hope that this programme will eventually cover all 230 informal settlements in the City, but this will only address part of the problem.

39.6. There also exists much confusion around which municipal department is responsible for addressing particular issues. Often the SJC, when lodging complaints on behalf of communities, is referred to and between all of the following departments – Water and Sanitation, Roads and Stormwater, Reticulation, Environmental Health, Informal Settlements Unit, Housing, Disaster Management, Development Services, Solid Waste Management, Utilities and private contractors.

39.7. The City has a duty to put systems, including an efficient and effective monitoring mechanism, in place to ensure that toilets are clean, safe and remain reliable particularly when they are often shared between many people on a daily basis.

40. The impact of a lack of maintenance, coordination and monitoring on standpipes and grey water:

40.1. The vast majority of standpipes in informal settlements have a major shortcoming – a lack of drainage resulting in stagnant and contaminated grey water collecting around these water sources. This has very real health implications for residents for whom these standpipes are their only source of drinking, cooking and cleaning.

40.2. Professor Jo Barnes of Stellenbosch University found that water samples taken from three areas – beneath a standpipe, run-off water from a toilet, and the canal running through RR Section - showed *E. coli* levels that are indicative of extremely high pollution by raw sewerage. Samples taken by an MTech

Environmental Management Student from the Cape Peninsula University of Technology in February 2012 revealed similar results.

40.3. In a sample taken, by Prof. Barnes, from water beneath a standpipe shared by hundreds of people, an *E. coli* count of two million per 100 ml was found. Although water leaving the tap may be of fair quality, people – particularly young children – regularly come into contact with this contaminated grey water. Any count greater than 10 organisms per 100 ml represents a high risk when consumed, while a count of more than 2000 per 100 ml presents a high risk from partial personal contact. The majority of both sample batches collected showed *E. Coli* counts of far more than 2000 organisms per 100 ml³⁵.

40.4. Given the lack of drainage, the unsanitary environment, and the proximity of refuse collection points; access to a water source doesn't necessarily translate into access to a hygienic, safe and reliable water source.

40.5. Water standpipes would also benefit from an efficient and effective monitoring mechanism being put in place.

41. The impact of a lack of maintenance, coordination and monitoring on Refuse removal and area cleaning:

41.1. Refuse collection is a critical component in ensuring that communities are clean and safe. Failure to adequately collect and dispose of refuse leads to the spread of disease, pests such as rats, contamination of water sources, and blockage of sewerage systems.

³⁵ Barnes, J. *Water Study Presentation*. 2010

- 41.2. Refuse is often collected irregularly, residents are not briefed on the collection system, and there is little recourse for complaints as refuse collection is outsourced to contractors who have little interest in reporting their own failure to perform their duties to the City.
- 41.3. Existing Service Delivery Agreements with refuse collection contractors also requires them to undertake street sweeping, litter picking, illegal dumping removal, and cleaning of all public areas in the entire demarcated area. This is not taking place in many areas.
- 41.4. Despite increased contractual obligations and penalties being tightened, no specific details exists as to how this will be affected and what results it would yield.
- 41.5. The City's capacity to ensure compliance by companies to whom the delivery of basic services has been outsourced is inadequate. Contractors need to be held accountable since public money is paid to them to meet these service delivery agreements. Consequently, here too an efficient and effective monitoring mechanism needs to be put in place as a matter of urgency.

Proposed Janitorial Service

- 42. The SJC has long asserted that an additional service for toilets and standpipes in the form of a janitorial service is needed. While the City previously disagreed with this recommendation, we are pleased that the current administration concurs that its implementation is of critical importance.

43. The janitors in this service will be able to improve access to and the safety and cleanliness of these toilets by being tasked with the following primary responsibilities:

43.1. **Cleaning and sanitising:** Janitors will be responsible for cleaning and sanitising designated toilets and standpipes and area cleaning (not covered by existing solid waste management providers) around toilets and standpipes.

43.2. **Basic Plumbing:** Janitors should ensure that drainage of sanitation facilities is sufficient, that broken pipes, faucets and flush systems are routinely repaired.

43.3. **Basic Handiwork:** Janitors should also be responsible for lock and door repairs of communal sanitation facilities and should ensure that sufficient ventilation is maintained by removing obstructions from vents.

43.4. **Stocking:** The Service should ensure that soap dispensers, that need to be installed as part of this service, remain stocked and that communal toilet stalls are regularly stocked with toilet paper. A ready supply of toilet paper is necessary to prevent costly blockages of toilets and increased maintenance requirements. The stocking of soap dispensers will also reduce the incidence of illness linked to unhygienic sanitation facilities.

43.5. **Monitoring:** Janitors will be well placed to work in cooperation with the Environmental Health Department to report problems requiring specialised maintenance. For this purpose janitors should have a specific system through which to report such problems. Given their work within the community the janitors will also be well placed to *assist* the City in monitoring the work of

the implementing agencies contracted by the City to collect and dispose of refuse and solid waste – a key requirement in keeping communities clean and hygienic.

44. In addition to these primary responsibilities janitors could take on additional responsibilities should their workload allow for it. This could include provision of security around sanitation facilities and assisting Environmental Health Office (EHO) with education and awareness.

Implementation of the Janitorial Service

45. Meaningful engagement with Communities - from the outset and throughout the process - is critical in the planning, implementing and monitoring the Janitorial Service.

46. This service would either have to be undertaken by the City itself or by a service provider contracted by the City. The City must take ultimate responsibility for service quality in accordance with the Water Services Act.

47. The SJC suggests the implementation of a model – such as or similar to the Community Work Program - which actively involves affected communities from the outset. This means that the needs and challenges of the community are heard and acted upon. Lines of communication are also consequently created between the City and communities, which is likely to prove useful for future engagement and consultation around other basic services and developmental needs.

48. Constant monitoring and evaluation is critical to the projects success. The City must bolster its monitoring capacity to ensure that this and other services are run efficiently and effectively.

49. A task team should be established that meets regularly to monitor the implementation and results of the service, chaired by the Executive Mayor

or her representative and a deputy-chairperson from civil society. The City however, in order to meet its responsibilities, has to monitor this service, as well as substantively improving the monitoring of contracted service providers, in order to ensure that public money is well spent and that services are rendered.

50. The City should encourage community driven attempts to monitor, report and track faults.

51. Work Opportunities:

51.1. Where possible, work opportunities should be given to unemployed residents from the affected communities.

51.2. The City or an intermediary that the City appoints and oversees must conduct the selection process transparently and equitably.

51.3. Janitors should be inducted and trained to conduct their duties safely and efficiently.

51.4. Janitors must be provided with protective clothing to conduct duties safely

52. Communities must be briefed on the role of the janitors and other service providers to ensure that complaints are addressed through the right channels.

53. Janitors should be allocated to specific areas – ideally where they live – to ensure accountability and to simplify the monitoring and evaluation of the service.

54. Effective management from the City of the implementing agency it appoints is necessary.

55. Weekly reports are to be made to the Mayor's office by the task team on the successes and challenges of the Service.

Conclusion

56. The SJC sees the implementation of the Janitorial Service as an urgent intervention which will greatly improve access to clean, safe, reliable and hygienic sanitation and water facilities for the City of Cape Town's economically marginalized and historically neglected communities.

57. Despite this urgency, the SJC also asserts that in order for the janitorial service to be a success broad-based consultation with communities and key stakeholders, at the inception stage and throughout the process, is a necessity. The SJC does not represent all the residents of Cape Town who live in inadequate housing and depressed environments.

58. The SJC commits to playing a supportive role once the service is rolled out. The organisation undertakes to:

58.1. Supply ongoing input and advice;

58.2. Actively participate, and encourage communities and partner organisations and other key stakeholders to participate, in consultation with the City on this service and other sanitation and water related services initiated by the City;

58.3. Disseminate information to communities on this new service and other existing services outlining the roles, responsibilities and the likely benefits if these are met;

58.4. Make further submissions if required;

58.5. Extend its ongoing sanitation provision monitoring role, which includes equipping communities with the tools to track delivery, to this new service;

58.6. Continue its work in making sure that contractors supplying other sanitation facilities and refuse collection services to the City meet the terms of their Service Delivery Agreements;

58.7. And continue to work the City on broader sanitation provision.

59. The SJC appreciates the opportunity to make this submission to the City and trusts that the submission will be given appropriate consideration.

[ENDS]