


**CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD**

Directorate: Water and Waste
Informal Settlements Basic Services (ISBS)
COVID-19 Response Programme
Strategy for the Proposed Resumption of
Normal Services
15 September 2020

APPROVED BY:			
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1. Background

With the COVID-19 pandemic rapidly spreading around the globe and the announcement on 23 March 2020 by the President of South Africa that the country would be going into lock-down, it became clear that the health risk to the poorest and vulnerable was going to be affected drastically, if rapid actions were not taken.

In terms of regulations 10.8 issued in terms of section 27.2 of the Disaster Risk Management Act 2002 to act, the Minister of Co-operative Government and Traditional Affairs directed all municipalities to prevent, address and combat the spread of the virus.

The City of Cape Town therefore developed a response that included temporary additional emergency water and sanitation services to informal settlements. These temporary services were intended for the duration of the lockdown regulations related to the COVID-19 pandemic and was not intended to continue thereafter.

This is aligned to the National Disaster Risk Management act and regulations promulgated in terms of it, and therefor to reduce as the pandemic abated. Refer to annexure 1.

Accordingly, the Informal Settlements Basic Services (ISBS) Branch prepared a COVID-19 Response Programme document — including and implementation plan; the objective of which was to mitigate the envisaged risks to those living in the informal settlements. This document was signed off on 01 May 2020.

The programme is comprised of 3 Priority Areas, namely:

- Priority Area 1: Maintaining and enhancing existing water and sanitation services
- Priority Area 2: Emergency provision of temporary services to the unserved
- Priority Area 3: Additional health and hygiene measures

The City allocated R63.5 million Grant funding in 2019/20 financial year to implement the Covid-19 programme. In addition, a further R200 million Grant funding was allocated for the 2020/21 financial year to continue the implementation of the COVID-19 programme.

2. Purpose

The purpose of this strategy document is to define how the City proposes to return to pre-COVID-19 water and sanitation service levels in informal settlements by systematically reducing temporary emergency service levels, which is aligned to National Government's reduction of Lockdown Levels.

This document outlines the various transition options considered, and proposes the most optimal, given the various imperatives and constraints.

3. Current Service Delivery

The existing ISBS COVID-19 response consists of 3 Priority Areas of focus – outlined below.

3.1 Priority Area 1

Maintaining and enhancing existing water and sanitation services

- Servicing (emptying & cleaning) of Chemical, Portable Flush, and container toilets 5 times per week instead of the normal 3 times per week in all regions.
- Janitorial cleaning of communal toilets at a rate of 7 times per week instead of the normal 5 times per week in all regions.

3.2 Priority Area 2

Emergency provision of temporary services to the unserved

- Installation of 307 plastic water storage tanks (2500 and 2700 litre)– 214 of these were donated by the National Department of Water and Sanitation
- Water provision via water tanker trucks to areas that have no existing water provision
- Connection of the installed tanks to the reticulation network
- Provision of mobile toilets to areas that have no sanitation facilities

3.3 Priority Area 3

Current Services in Priority Area 3 entails:

Internal Communications

A key component of the work to be undertaken under PA 3 is the dissemination of the details of work being undertaken under PA 1 and PA 2 to CoCT leadership and employees. This is done to ensure that the leadership is aware of ISBS expanded service provision to Informal Settlements during this time as well as creating a platform to encourage staff who are on the ground delivering services.

External Communications

Pivotal to the expanded service provision being provided by ISBS to Informal Settlements (IS) is the communication of the expanded service offerings to informal settlement communities, NGOs, CSOs, CBOs, and other stakeholders. This will provide an opportunity for ISBS to engage closely with their clients in IS as well as showcase the strides undertaken by CoCT to ensure all of its inhabitants have access to essential services during this pandemic.

This communication focuses on highlighting key successes of the current programme as well as communicating the temporal nature of the services being provided. It also promotes health and hygiene practices which help decrease the incidence and prevalence of COVID-19. External communication will be aimed at various stakeholders at various levels to ensure that they are informed and engaged with CoCT activities.

Stakeholder Engagement and Partnerships

Engagement with various stakeholders and actors in the field will be pivotal in highlighting/showcasing the achievements of CoCT in delivering services during the

COVID-19 crisis; as well as sensitise communities to the temporal nature of the services being provided particularly on land that did not previously meet the criteria for service provision. This engagement involves collaboration and partnership with some internal departments and ministries as well as with NGOs, CBOs, and other similar organisations working in IS and water and sanitation.

The development of key strategic partnerships with important actors in the field will facilitate ISBS and CoCT achieve some key objectives as outlined in the Water Strategy (2019).

4. Financial Analysis

Based on the need to interrogate the financial sustainability of The Covid-19 programme going forward, a detailed analysis of four optional transition scenarios were undertaken - from a financial, cash flow and budgetary point of view. These options are:

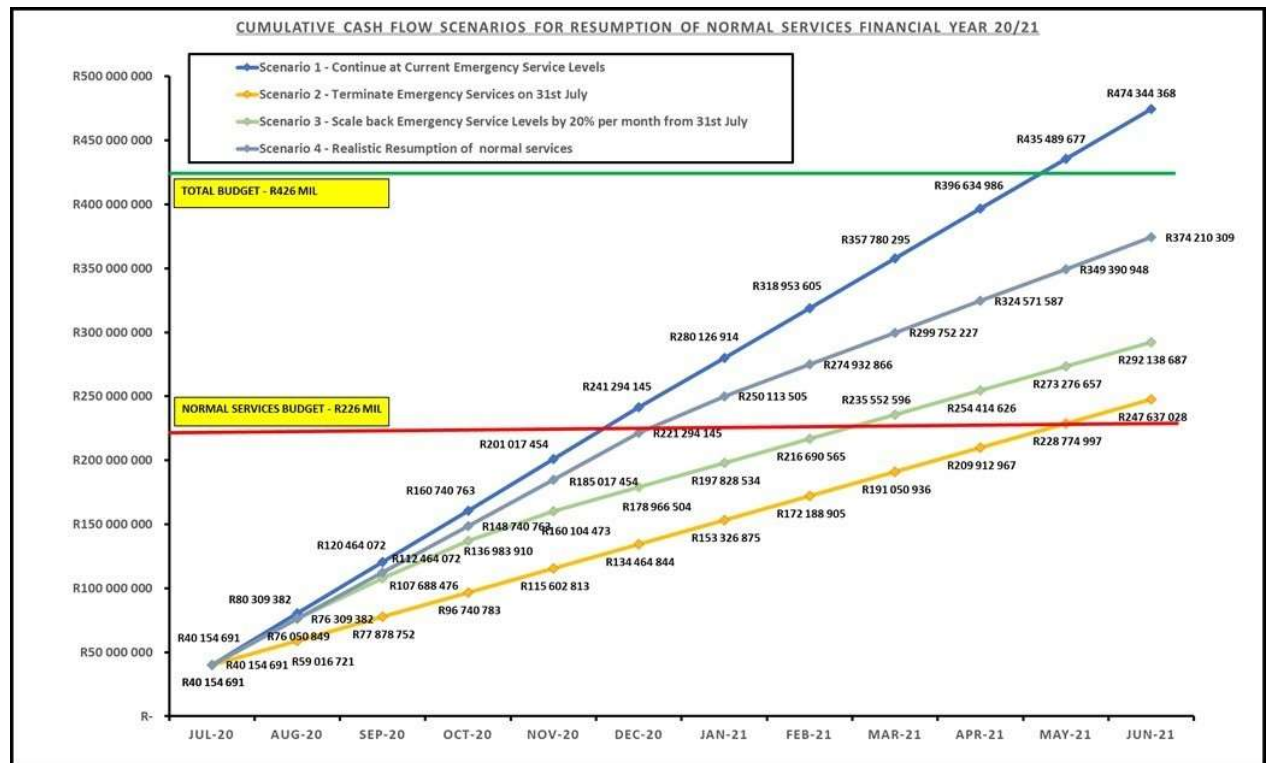
- **Scenario 1:** Continue at current emergency service levels until 30 June 2021 – not considered practical as it is over budget / unsustainable – “Top of envelope”.
- **Scenario 2:** Terminate all emergency services on 31 July 2020 – not considered appropriate as the City needs to deliver service in line with its mandate – “Bottom of envelope”
- **Scenario 3:** Scale back emergency services at 20% per month from 31 July 2020 until 30th June 2021 – Not considered practical to scale down linearly and thus not feasible.
- **Scenario 4:** Realistic resumption of normal services

This scenario provides a considered and systematic return to pre-COVID-19 service levels aligned to National Government's reduction of Lockdown levels and in terms of allocated budget.

Within the financial considerations, the following assumptions have been made:

- The filling of 307 installed the water storage tanks will no longer be required after 31st December 2020 when all storage tanks will be connected to the water reticulation network.
- Water delivery to communities via water tanker trucks from 01 August 2020 until 31 January 2021 be reduced by 50% from initial levels (for list of settlement, see annexure 2).
- Water tanker delivery from the 01 February 2021 to be terminated as contract ends.
- All emergency cleaning and servicing (emptying) of all toilets, in all regions reduced from 2 additional days servicing and cleaning per week to an additional one day per week from 01 January 2021 to 30 June 2021.
- A return to pre-COVID-19 service levels of servicing (emptying) and cleaning only (3 and 5 times per week accordingly, and in all areas) from 01 July 2021.
- The strategy will need to be revised in case of further COVID-19 escalation.

The four scenarios set out above are illustrated and summarised below.



	Jul-20	Aug-20	Sep-20	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21	Apr-21	May-21	Jun-21
Scenario 1 - Continue at Current Emergency Service Levels	R 40 154 691	R 80 309 382	R 120 464 072	R 160 740 763	R 201 017 454	R 241 294 145	R 280 126 914	R 318 953 605	R 357 780 295	R 396 634 986	R 435 489 677	R 474 344 368
Scenario 2 - Terminate Emergency Services on 31st July	R 40 154 691	R 59 016 721	R 77 878 752	R 96 740 783	R 115 602 813	R 134 464 844	R 153 326 875	R 172 188 905	R 191 050 936	R 209 912 967	R 228 774 997	R 247 637 028
Scenario 3 - Scale back Emergency Service Levels by 20% per month from 31st July	R 40 154 691	R 76 050 849	R 107 688 476	R 136 983 910	R 160 104 473	R 178 966 504	R 197 828 534	R 216 690 565	R 235 552 596	R 254 414 626	R 273 276 657	R 292 138 687
Scenario 4 - Realistic Resumption of normal services	R 40 154 691	R 76 309 382	R 112 464 072	R 148 740 763	R 185 017 454	R 221 294 145	R 250 113 505	R 274 932 866	R 299 752 227	R 324 571 587	R 349 390 948	R 374 210 309

With respect to the four scenarios outlined above, the following should be noted:

- All options include a R226,3 mil Normal Services budget
- Normal services are defined as servicing all chemical, container and PFT's in all regions at **3** times per week and Janitorial cleaning at **5** times per week
- Emergency services are defined as an **additional 2 days servicing** of all chemical, container and PFT's in all regions and **2 additional days a week janitorial cleaning**
- Janitorial rates increase from March 2021, in line with the cleaning sectors Ministerial determination – likely 5-6% = +/- additional R2mil, has not been included.

5. Proposed Option

As per the preceding analysis - which was undertaken in consultation with various stakeholders and workshopped extensively – **Scenario 4** is proposed as the most viable because:

- It provides a systematic reduction of additional temporary emergency service levels to the pre-COVID-19 service levels, aligned to National Government's Governments reduction of Lockdown level.
- It fulfils the City's mandate and obligations with respect to the National Grant funded programme.
- It takes into consideration communities' needs and requirements and manages levels of expectation related to increased temporary emergency service levels.
- The City has a consistent message that will be communicated to the community to obtain buy-in.
- It manages the financial implications for the next financial year from an increased baseline / footprint brought about by an increase in the number of toilets under the temporary emergency service levels.

Further details of what this option entails are articulated in the table below.

Table -1: Scenario 4 proposal for scaling back services

Activity	01July20 - 31Dec20	01Jan21 – 30June21	01Jul21 – 30June22
Servicing of Chemical, PFT's, Containers in all regions	5 times per week	4 times per week	3 times per week (normal level)
Janitorial cleaning of toilets in all regions	7 times per week	6 times per week	5 times per week (normal level)
Filling of the new plastic water storage tanks in all regions	7 times per week	0 (All new tanks reticulated)	0
Water tanker delivery in all regions	01 Aug 20 – 31 Jan 21 Service to be reduced by 50% in line with new contract resources (14 Water tankers) - as well as lockdown level reduction decrease in demand	01 Feb 21 – 30 June 21 – No more service as water tanker contract ends and lockdown level demand negligible	0

6. Impact analysis

With the reduction of lock down levels, it is assumed that there is a related reduction in demand for these temporary emergency services. The impact of the reduction is analysed in this section.

6.1 Water Provision

173 settlements are currently receiving water by tanker trucks as part of the temporary Covid-19 emergency response. Of these, 4 settlements: Congo, Monwabisi Extension, Nkhandla and Msindweni Makhaza Extension have plastic water storage tanks installed which will be reticulated to the bulk water system by December 2020 at

which time they will no longer be required to be filled by water tanker truck. As a result of this, 169 settlements will be impacted by the planned reduction of temporary emergency service levels.

The maps below depict the 169 settlements that will be impacted by the 'resumption of services scenario 4'.

Table Error! No text of specified style in document.-2: Impacted Settlements by Region

Region	Number of Settlements	Annexure Reference
Region 1-Northern Region	65 settlements	Annexure 1
Region 2-Eastern Region	55 settlements	Annexure 2
Region 3-Central Region	15 settlements	Annexure 3
Region 4-Southern Region	38 settlements	Annexure 4

The settlements currently being supplied water by water tanker trucks will experience the biggest change and this will consequently have the biggest implications with regards to the communities' acceptance. Under this proposed scenario the water delivery via tanker will stop completely on the 31st Jan 21. It must re-iterated that the delivery of water via tanker was always only an emergency response under Priority Area 2 of the Covid-19 Programme and the service was never planned to continue post the programme.

To reduce the impact that this will have on communities an analysis was done on the settlements that would be impacted by this decision.

All 169 settlements recorded and mentioned above were analysed based on the following criteria:

- That settlements must be on land that is owned by the City of Cape Town
- Excluded settlements that had taps and plastic storage tanks that were installed after the compilation of the first initial list
- Includes settlements falling outside of the 200m National Government minimum standard (Further analysis was done on a higher 100m standard for comparison)
- That the settlements either have or are surrounded by bulk water infrastructure.

See Annexure 6 – Analysis of Impacted Settlements Water Services

Based on the above criteria - of 169 settlements on record, all but 35 settlements fall outside our legislated scope to service. These 35 settlements identified that meet the criteria above will be subject to further investigations to determine the feasibility of provision of standpipes via the reticulation network.

35 settlements (see Annexure 6) "RADIUS 200m" sheet these settlements fall outside the 200m radius proximity to existing taps/standpipes and are located on City-owned land. Bulk infrastructure is also available in proximity to the settlements. These settlements will be further evaluated in terms of provision of standpipes.

91 settlements (See Annexure 6) 'Removed Settlements' are on non-city owned land or not within close proximity to existing bulk infrastructure

It must be noted that The City of Cape Town's Human Settlements Directorate have a pivotal role in the recognition of informal settlements and providing guidance in terms of whether to provide services to unrecognised settlements.

See Annexure 7 – Map of 35 Settlements Identified.

6.2 Sanitation

The resumption of pre Covid-19 service levels will result in those settlements that were previously being provided with the sanitation services continuing to operate as pre COVID-19 normal i.e. servicing at 3 times instead of 5 times per week and cleaning at 5 times instead of 7 times per week. In this way, the impact will be minimal. In addition, all settlements provided with temporary emergency chemical and portable flush toilets will retain such services for the long term, and the financial impact thereof has been included in the baseline operational budget for the coming financial year.

7. Communicating the Proposed Option

7.1 Internal Consultation

Error! Reference source not found. below indicated the proposed plan and timelines for communicating the message of the 'Resumption of Normal Services strategy' across various internal stakeholder groups. It is envisaged that internal consultation will need to take place with the groups identified below, the consultation will focus on informing the various stakeholder of the proposed 'resumption of normal services strategy'. Some of these groups will also be pivotal in assisting in communicating the plan across various affected stakeholder groups.

Table -3: Stakeholder Engagement Matrix Stage 1¹

Stakeholder Engagement Phase	Stakeholder Group	Documentation Required	Person Responsible	Submission date (to be considered for next sitting)	Next Sitting
Phase 1 Internal CoCT (Official) Engagement	ED and Director Alderman	Draft Exit Strategy Report Financials and Budget	Manager: Informal Settlements Basic Services – Water and Sanitation	9 th September	10 th September
	EMT	Strategy Report Final Exit Strategy Report (incl. recommendations from other line departments) Financials and Budget	Manager: Informal Settlements Basic Services – Water and Sanitation	7 th September 2020 08 th October 2020	10 th September 15 th October 2020

¹ Stage 1 weeks to determine the process to be followed for the communication of the strategy to internal Stakeholders

Stakeholder Engagement Phase	Stakeholder Group	Documentation Required	Person Responsible	Submission date (to be considered for next sitting)	Next Sitting
		PPT presentation of strategy report			
	Other line departments: CoCT Epidemiologist, Human Settlements, Solid Waste, Corporate Communications Legal Services, Environmental Health, Public Participation Unit, Safety and Security, Urban Management	Final Strategy Report Financials and Budget PPT presentation of strategy report	Documentation: Manager: Informal Settlements Basic Services – Water and Sanitation Convening Meeting: ED Director: Water and Waste	TBD	TBD

Table - -4: Stakeholder Engagement Matrix Stage 2²

Stakeholder Engagement Phase	Stakeholder Group	Documentation Required	Person Responsible	Submission date (to be considered for next sitting)	Next Sitting
Phase 2 (Political)	MAYCO	Strategy Report Final Strategy Report (incl. recommendations from other line departments) Financials and Budget PPT presentation of strategy report	Manager: Informal Settlements Basic Services – Water and Sanitation	25 th September 23 rd October	06 th October 03 rd November

² Consultation with MAYCO will be determined by ED: Water and Waste as it may not be necessary.

Table - **Error! No text of specified style in document.**-5 below is a pivotal stage of internal consultation as this group is in direct contact with the impacted communities and have greater geographical proximity. They will be important partners in communication and helping mitigate adverse impacts. The timing of communication will be a major factor as communicating too early may induce actions which disrupt service delivery and thereby hinder the City's ability to service communities. The dates shown below are indicative and will be finalised in collaboration with Corporate Comms to limit the impact on service delivery.

Table - **Error! No text of specified style in document.**-5: Stakeholder Engagement Matrix Stage 3

Stakeholder Engagement Phase	Stakeholder Group	Documentation Required	Person Responsible	Start Date	End Date
Phase 3	Sub Council Managers, Councillors, Sub-council offices	Approved Strategy Report PPT presentation of strategy report Media Statement FAQs Video	Documentation: Manager Informal Settlements ISBS Comms team	15 th October	31 January 2021
	Other line departments: Water and Sanitation Solid Waste Area Based CBTs Public Participation Unit Law Enforcement Human Settlements Corporate Communications Urban Management Environmental Health	Media Statement FAQs Video	Documentation: Manager: Informal Settlements ISBS Comms team	09 th November 09 th November	31st January 2021

7.2 External

Table - **Error! No text of specified style in document.**-6 below indicated the proposed plan and timelines for communicating the message of the exit strategy across various internal stakeholder groups

Table - **Error! No text of specified style in document.**-6: Stakeholder Engagement Matrix Stage 4

Stakeholder Engagement Phase	Stakeholder Group	Communication Channels	Person Responsible	Start Date	End Date
Phase 4	Residents of Informal Settlement Pockets	Media Statement FAQs Video Social Media Media Interviews (Radio, Television, Newspapers) Community Meetings Loud hailing CBOs Emails Notices, Posters, GIFs SMS Jobs Database Street Committees Councillors	ISBS Comms, Water and Waste Comms Team Corporate Comms	10 th November	31 st January 2021
	Civil Society, CBOs CoCT NGO Partners	Media Statement	ISBS Comms,	10 th November	31 st January 2021

Stakeholder Engagement Phase	Stakeholder Group	Communication Channels	Person Responsible	Start Date	End Date
		Briefing Pack (Mailers, Posters, GIFs, Presentation) FAQs Video Social Media Meetings	Water and Waste Comms Team Corporate Comms		

8. Strategic Messages

The following strategic messages for resumption of normal pre-COVID-19 service levels as COVID -19 pandemic wave has passed – a move from Emergency Response/State of Disaster to 'Normal' service provision levels - are:

1. The COVID-19 disaster response directions on water and sanitation were affected as per the directive from the Minister of Human Settlements, Water and Sanitation on 23 March and will terminate as announced by National Government.
2. Temporary service of water delivery via water trucks in the non-recognised informal settlements was interim Health and Hygiene measure due to Disaster Management Act regulations.
3. Temporary emergency service provision does not replace routine process for recognition of settlements and service provision.
4. Return to work /economic activities – reduction in demand from residents collecting water and using sanitation facilities during the day.
5. Highlight service delivery success and milestones as risk mitigation strategy to provide a counter narrative to the decrease in services:
 - a. Water Strategy in Action
 - b. Statistics on service offering
 - c. Resource allocation – number of staff members servicing I.S
 - d. Number of EPWP and Janitorial resources
 - e. Outreach awareness on shared tap and toilets
6. The Water and Waste Directorate will take guidance from the City's current Draft Human Settlements Strategy and their policies for the recognition and subsequent formalisation of areas of informality which triggers the provision of services thereof.
7. The grant funding allocation is R200 million for FY2020/1 – based on the projections the funding will be spent by July 2021.

9. Managing the Envisaged Community Response

The table below illustrates anticipated community responses to the Exit Strategy and the planned high-level responses with which to frame responses. These will form the basis of the development of FAQ's for the proposed Exit Strategy programme.

Table -7: Anticipated Community Response

Anticipated Community Response	High level CoCT response
What is the alternative service delivery the City can offer	The City is investigated what can be done in 35 settlements which are 200m away from the closest servitude/tap.

	<p>43 settlements are within a 100 m radius of the nearest tap/servitude</p> <p>91 settlements are on privately owned land and are not in close proximity to existing bulk water supply. At this stage the City cannot provide services to these settlements.</p>
Why do only some settlements have access to alternative sources of supply?	Several settlements are on land that is not suitable for habitation and therefore no readily available bulk water system can be accessed for these settlements
What has the City done to engage landowners in those areas?	The City is in various stages of engagement with landowners however engagement does not equate to approval of the occupation of land and the subsequent provision of services.
Provide a list of the impacted areas	See Annexure 5
Constitutional Rights	The Informal Settlements Basic Services Branch responds to the City's constitutional obligation to provide basic services in City-wide informal settlements.
What is the total budget allocated to the City for servicing informal Settlements for water and sanitation	The total operational budget is R226 million and the total grant funding budget for the year 2020/21 is R200mill
What are the projects planned for this financial year, which areas and expected date of completion	List in Development
If the City can provide Water via water truck during COVID-19, why not continue providing water this way until services can be provided?	The city cannot provide water by trucks on an ongoing basis due to the operational costs entailed with this service.
What do you mean by resuming normal services because we never had services before Covid-19?	The City will resume normal services in the areas it is mandated to provide services in.
Why is the tanker service not possible on a permanent basis?	The delivery of water by tanker currently costs the city approximately R200,000.00 per day. This is an unsustainable cost that the city cannot afford to maintain
Permanent service improvements which have been possible due to Grant funding from COVID-19	We have provided additional chemical toilets and portable flush toilets, and these will remain in the areas where they have been provided.

10. Overall Timeline & Way Forward

The high-level timeline for implementing this Exit Strategy is:

- Finalise this report – 16 September 2020
- Approval by ED – 21 September
- Presentation to EMT – 30 September 2020
- Presentation to Mayco (For information only) – 06 October 2020
- Engage with Service Providers, Staff, Community leaders – 07 October 2020
- Further Engagement with Community – 07 November 2020
- Implement Reduction in Services Scenario – 07 December 2020

11. Risk mitigation

See Annexure 11 for risk mitigation matrix.

12. Approved ISBS Covid-19 Response and Gap Analysis Reports

See Annexures 9 and 10 Attached

Annexures

Annexure 1 -	Regulations of the Disaster Management act
Annexure 2 –	Region 1 (North) – Water Truck Delivery Areas
Annexure 3 –	Region 2 (Eastern) – Water Trucks Delivery Areas
Annexure 4 –	Region 3 (Central) – Water Trucks Delivery Areas
Annexure 5 –	Region 4 (Southern) – Water Trucks Delivery Areas
Annexure 6 –	Complete Water Delivery Areas
Annexure 7 –	Analysis of Water Delivery Areas_03Sept2020
Annexure 8 –	35 Settlements Identified
Annexure 9 –	ISBS_COVID_19 Response_01May20_1 (003).pdf Signed ED
Annexure 10 –	Gap Analysis_05May20.pdf Signed ED
Annexure 11 -	Risk Mitigation Matrix