

The Empowerment of Locals through the Road Transportation Sector

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Abstract - The development and maintenance of road networks has potential to cause a significant sustainable impact on the lives of the people living in the communities being serviced through such networks. Whilst road transportation corridors primarily enhance access and stimulate economic growth, the construction and maintenance phases of these projects allows:

- The employment of members of the local community;
- An opportunity for empowerment through skills programmes and learnerships; and
- The opportunity to nurture small business through contractor development programmes.

The KZN Department of Transport creates more than 40000 temporary jobs each year through the implementation of the Expanded Public Works Programme including the Zibambele Programme throughout all its projects. As part of their empowerment objectives, the programme also entails the provision of various levels of training to locals as well as the implementation of a contractor development programme.

The Paper provides a case study of the experience of the KZN Department of Transport in executing projects which optimize job creation, training and contractor development and presents a baseline for successful replication.

1 INTRODUCTION

The Kwazulu-Natal Department of Transport has long been recognised as one of the key Public Bodies contributing towards job creation in South Africa through the Expanded Public Works programme, creating more than 40000 work opportunities annually. Over recent years, the department has begun to expand its job creation potential which has resulted in the department creating some 49500 work opportunities in the 2017/18 financial year. This significant contribution may be attributed to strategic changes implemented throughout the department. Strategic changes have led to operational measures being implemented which continue to enhance job creation, with expected increases to job creation over the next three years. This has subsequently resulted in an increased funding to the Department. The Department presents a model of project implementation which can successfully effect economic and social upliftment in the communities which are serviced through its various projects. This paper reviews the initiatives taken towards mainstreaming job creation and provides recommendations for replication.

2 PUBLIC EMPLOYMENT PROGRAMMES

Public Employment Programmes (PEPs) have a long history globally and are utilised by both developed and developing countries to address crises like natural

disasters, political conflict, labour market disruptions, economic downturn and financial meltdowns. Through PEPs, countries are able to develop employment creation programmes that mitigate the labour market disruptions caused by such crises. Over the years a substantial body of knowledge and experience has been acquired in the creation of public employment through Public Works Programmes (PWP). PWP could be defined as “all activities which entail the payment of a wage (in cash or in kind) by the state, or by an agent acting on behalf of the state, in return for the provision of labour, in order to i) enhance employment and ii) produce an asset (either physical or social), with the overall objective of promoting social protection.” (Economic and Social Commission for the Asia and the Pacific, 2014)

PEPs have been utilised long before the latest global economic downturn. Furthermore, structural unemployment and poverty have increased as a result of jobless growth and therefore PWP are seen as part of on-going employment and social protection policies.

PWP are an important policy instrument that governments all over the world use to create short-term employment for those, whose livelihoods are threatened by economic recession, natural disasters, job losses, seasonal job demand shortfalls and poverty. Some PWP are created as safety nets for the poor, but others are integrated into the developmental and social protection programmes.

In South Africa the Expanded Public Works Programme (EPWP) is a flagship government programme that seeks to address the interlinked challenges of unemployment, inequality and poverty through the provision of work experience through short-term work opportunities.

3 THE EXPANDED PUBLIC WORKS PROGRAMME

At the dawn of democracy in 1994, the new government recognised the potential of the use of Public Employment Programmes as an instrument to address some of the challenges that were facing the developing country and instituted the National Public Works Programme (NPWP). The two key strategies of

the NPWP were the Community Based Public Works Programme (CBPWP), and the reorientation of mainstream public expenditure towards replacing plant-intensive service delivery mechanisms with labour-intensive service delivery mechanisms, at comparative cost and quality. (National Department of Public Works, 1997)

After the second democratic election in 1999, government interventions focused on addressing key socio-economic challenges which included unemployment; poverty; a low skills base and inadequate social services. In response to the persisting complex and inter-related challenges, the Growth and Development Summit (GDS) was convened in 2003 and culminated in a social contract amongst government, labour, community and private sector. One of the key elements of the agreement was the continuation and growth of Public Works Programmes, and it states that the “Expanded Public Works Programme can provide poverty and income relief through temporary work for the unemployed to carry out socially useful activities. The EPWP would be designed to equip participants with a modicum of training and work experience, which should enhance their ability to earn a living in the future. Such EPWP must be large enough to have a substantial impact on employment and social cohesion, especially for young people, women and the rural poor.” (Southern African Regional Poverty Network, 2003)

The Growth and Development Summit (GDS) also agreed that the EPWP must not displace existing permanent jobs and opportunities must be based on real demand for services. Besides the GDS, another important influence on the development of the EPWP was government’s concern at a macro-level with the polarisation of the country into what at the time was described as two separate “economies”, the “First Economy” which was advanced, sophisticated, and based on skilled labour and the “Second Economy” which was mainly informal, marginalized, unskilled, and populated by the unemployed and those unemployable in the formal sector. It was concluded that the vast majority of South Africans are still “locked” in the second economy and changing this constituted the main development challenge faced by the country. The first phase of the EPWP, along with

a range of other interventions, was designed to address this challenge.

Another important influence was the extensive international implementation with public employment programmes, which have a long history of being utilised to help address the types of developmental challenges South Africa is facing. Such programmes have been used in a wide range of different contexts and situations, and considerable efforts were made to incorporate lessons from other countries, while at the same time ensuring that the Expanded Public Works Programme was responsive to the South African context.

3.1 Programme Overview

Lead by the National Department of Public Works, and commencing in 2004, the Expanded Public Works Programme is implemented in 5 year cycles and aligned to the Financial Calendar of South Africa. The EPWP includes all sectors and spheres of Government & State owned enterprises and aims to draw significant numbers of unemployed into productive work. The EPWP includes a strong focus on training in order to increase the capacity of unemployed to earn an income. Each Public Body must formulate plans to utilise existing budgets to create meaningful work opportunities. (National Department of Public Works, 2004). The Expanded Public Works Programme was initiated in 2004/05 and is currently in Year 5 of Phase 3 of implementation.

The KwaZulu-Natal Department of Transport falls within the Infrastructure Sector and Provincial Sphere of the EPWP and strategic and operational measures of mainstreaming EPWP are aligned to Phase 3 principles of:

- Fair and transparent selection of workers
- Adherence to payment of minimum EPWP wage rates
- Work provides or enhances public goods or community services
- Achieving minimum labour intensity appropriate to sector

3.2 Targets

The EPWP has several key indicators, as defined below:

Work Opportunity – Paid work created for an individual on an EPWP project (a project that employs local workers) for any period of time, within the employment conditions of the Code of Good Practice for the Expanded Public Works Programme. (Department of Labour, 2011) Learnerships also constitute Work Opportunities. The same individual can be employed at different times on different projects (not concurrently) and each period of employment will be counted as a Work Opportunity.

Person-day of work – A day of work as executed by an individual on an EPWP project, defined as a project that employs local workers.

Full Time Equivalent – One person-year of work, equivalent to 230 person-days of work. The 230 days are effective days of work after subtracting provision for non-productive days of work (e.g. leave, holidays, etc.). This is calculated by dividing the person-days of work created by 230 effective days.

Labour Intensity – expenditure on wages expressed as a percentage of the total expenditure of construction cost of project.

In order to evaluate the success of the Expanded Public Works Programme, it is necessary for all projects and programmes which employ local community members to report on the aforementioned indicators. To this end, projects are planned, considering these indicators. In the 2018/19 Financial Year, the KwaZulu-Natal Department of Transport will aim to create 58 266 Work Opportunities and 19 000 FTEs (4 370 000 person-days of work). This target was aligned to the Phase 3 disaggregated targets set by the National Department of Public Works (National Department of Public Works, 2015) and is guided by budget allocations and past performance of the Department.

4 THE KWAZULU-NATAL DEPARTMENT OF TRANSPORT

4.1 Background

The Department of Transport is responsible for the management of the transportation system in KZN. In response to this mandate, the Department is composed of 5 programmes:

- Programme 1: Administration
This Programme supports the Department in performing its core functions by providing management services which cut across all programmes of the Department such as Strategic Planning, Supply Chain Management Financial Management and Monitoring and Evaluation.
- Programme 2: Transport Infrastructure and Regional Services (TIRS)
This Programme is responsible for the construction of new roads, maintenance of existing roads and the repair of damaged roads. The Zibambele Road Maintenance Programme resides under this programme.
- Programme 3: Transport Operations
This Programme undertakes the planning and provision of public transport facilities, the control of road transportation and the management of public transport, including freight transport responsibilities.
- Programme 4: Transport Regulation
This Programme is responsible for the regulation of traffic on public roads, law enforcement, the provision and maintenance of visible road traffic signs, the licensing of vehicles and drivers and road safety.
- Programme 5: Empowerment Programmes:
This Programme provides strategic direction for Departmental Programmes that lead to the development and empowerment of communities and contractors.

There are opportunities for the expansion of work opportunities in each of these Programmes, for example, the use of EPWP school crossing guards in the Road Safety Programme. However, the TIRS programme accounts for the largest part of the departmental budget and focus is given to this programme as it yields the greatest return in increasing

work opportunities and FTEs through labour intensive means.

By deploying a substantial amount of its overall annual budget allocation to maintain and upgrade the provincial road network using EPWP compliant methods and projects, the Department seeks to achieve the following:

- Deliver transportation services to the people of KZN through labour-intensive means; and
- Gradually increase the average labour intensity of infrastructure projects thereby optimising employment opportunities generated per unit of expenditure through adopting LIC design principles.

4.2 A key job creation initiative: the Zibambele Maintenance Programme

The Zibambele Maintenance Programme was initiated by the KwaZulu-Natal Department of Transport in 1999. It targets mostly destitute women-headed households, mainly in the rural areas, to provide essential road maintenance and other labour-intensive activities, in return for a monthly payment. It has, over time, matured to become a very significant employer of over 40 000 mainly unskilled and otherwise unemployable labour, reaching into every corner of the Province.

Households, rather than individuals, are engaged to carry out the maintenance activities. For road maintenance, each Participant is assigned a length 500m of road which typically includes:

- Maintenance of the road drainage system;
- Ensuring good roadside visibility;
- Maintenance of the road surface to be in a good condition;
- Clearing the road verges of litter and noxious weeds; and
- Other labour-intensive activities as determined from time to time.

The programme requires that each Participant work 64 hours per month, or 2 days per week.

The Zibambele Maintenance Programme is unique in that it creates **meaningful** work, thus giving the

participants a sense of dignity associated with being gainfully employed. Zibambele participants are selected in a fair and transparent manner from the community using a means test. This creates an enormous sense of community ownership of the Programme and of partnership with Government.

In addition to the social benefits of providing a financial “safety net” for the poorest of the poor, the Department is fulfilling its core function, which is the construction and maintenance of its road network and other assets. In doing so, it has saved many millions of Rands departmentally, as well as for the travelling public, through:

- Improved road safety, as a result of regular pothole patching and grass cutting, especially at intersections and dangerous curves;
- Reduced wear-and tear to vehicles, as a result of regular maintenance and improved fault reporting;
- Protection of State assets, through the regular clearing around road signs and under guiderails;
- Protecting the road surface through construction of road bolsters and cleaning waterways; and
- Reduced maintenance costs, through the targeting of persons living within walking distance from their places of work.

Participants may be appointed to undertake other maintenance activities.

Key objectives of the Programme include:

- Provide on-going and sustainable work opportunities for destitute households in an effort to break the poverty cycles;
- Provide cost effective, labour intensive, methods of routine maintenance of the Province’s road network, or other duties as determined from time to time by the Head of Department or his/her duly appointed designee;
- Maintain rural roads and/or other maintenance activities as per Departmental maintenance standards;
- Increase the potential for skills-based and knowledge-based development of the Zibambele Maintenance Programme’s participants through targeted accredited or other training programmes; and
- Provide exit strategies in an endeavour to create other sustainable work opportunities inside or outside the Zibambele Maintenance Programme, for participants who complete the

training programmes. (KwaZulu-Natal Department of Transport, 2008)

5 BEST PRACTICE INITIATIVES TO MAINSTREAM THE EPWP

5.1 Long-term planning

The 2015 KZN EPWP Indaba noted that the use of labour-intensive construction methods continues to be limited, both at a provincial and municipal level, and therefore resolved that all Public Bodies within the province should develop standard operating procedures and policies to guide their staff in the implementation of their EPWP initiatives over the medium term. Based on this resolution, the Department of Transport developed an EPWP Framework that provides guidance to its managers on the approach and measures to be taken in order to enhance EPWP implementation within the Department.

The development of the framework entailed extensive engagement with key stakeholders identifying key challenges and obstacles to successful implementation. (KwaZulu-Natal Department of Transport, 2016) Consequently, the developed EPWP Framework is underpinned by the following key principles:

- An inclusive economy through community involvement;
- Eradication of poverty through employment;
- Enhanced social inclusion and sustainable livelihoods;
- Creation of assets and provision of services;
- Technical skills transfer to the unskilled and semi-skilled members of the community; and
- Retain, as far as is possible, the funds expended on the project within the community.

5.2 Institutional Arrangements

An EPWP Directorate was established to support the implementation of EPWP in the Province whilst the Department fulfilled its role as EPWP Co-ordinator to the province. In this capacity, the Directorate fell under the umbrella of the Strategic Planning Directorate. Upon the transfer of this function to the

KZN Department of Public Works in 2015, the unit focused on EPWP implementation within the department. At this time, progress in the department suggested that EPWP had not been adequately embraced and there was a perception that the implementation of the EPWP was the sole responsibility of the EPWP Directorate, and funded from the EPWP Integrated Grant, which constituted a mere 1% of the Department's allocated budgets.

Key changes were made to create the enabling environment within the Department:

- The Directorate was transferred to the Transport Infrastructure and Regional Services (TIRS) unit, as this unit creates the largest amount of Work Opportunities. This improved the accountability of all stakeholders as the Deputy Director General (DDG) was able to hold managers accountable for EPWP performance;
- The DDG held all line function staff accountable for job creation through service delivery; and
- An EPWP Committee was established to support implementation in the department. The committee comprised representatives from each unit and were mandated to oversee EPWP on behalf of the department.

The change in institutional arrangements has had a significant impact on the performance by the department.

5.3 Alignment of Strategic Documents

As part of developing an enabling environment within the Department, several policies and procedures needed to be aligned to support the mainstreaming of the EPWP. Policies which have been aligned include:

- Strategic Plan
- Annual Performance Plan
- Zibambele Maintenance Programme Policy
- Vukuzakhe Emerging Contractor Development Policy
- Procedure Manual for Managing Performance Information

All policies were developed following extensive engagement with relevant stakeholders. Revised

policies were workshopped at all levels to ensure effective implementation, with continued support after workshops to ensure that measures were implemented correctly.

5.4 Alignment of Tender Documents

Whilst some jobs were being created within projects, the department was criticised for inefficiency through creating more jobs at high costs. Upon review, it was understood that the proforma tender documents used by the department had several shortcomings which:

- Did not specify the activities which needed to be undertaken using labour;
- Did not compel the contractor to perform the predefined activities labour intensively;
- Did not contain penalties for non-compliance to EPWP;
- Did not detail EPWP reporting requirements adequately;
- Did not meet EPWP legislative requirements; and
- Did not contain detailed training specifications.

Through extensive engagement with a number of stakeholders, the pro forma tender document was aligned to ensure that tenderers would commit and meet job creation requirements, and could be held accountable for underperformance.

5.5 Circulars

Whilst tender documents set the platform for job creation, it was imperative that the department prescribe fundamental activities which would generate jobs. The Guidelines for Labour Intensive Construction provides a list of activities along with task rates which are conducive to job creation. (National Department of Public Works, 2015) In order to operationalise the guidelines, circulars detailing the mandatory LI activities were generated. The activities which were identified as being labour intensive on the Departmental projects included:

- Clearing and grubbing
- Excavation in soft material
- Backfilling
- Compaction
- Kerb and channels
- Concrete for sidewalks & drains

- Gabions
- Guardrails
- Concrete surfaced roads

As part of the bid approval process, the bids are also reviewed by the EPWP Directorate to ensure compliance. A specifier who did not utilise labour intensive methods would need to justify such exclusion.

5.6 Pilot Projects - Labour Intensive Roads

Whilst a large percentage of the departments budgets is allocated to major roads, there existed an opportunity to construct feeder roads using labour intensive methods. Through several pilot projects in KZN, EPWP participants constructed feeder roads using best practice labour intensive construction methodologies. As part of this process, much of the road alignment was undertaken by hand using task based team work. Job creation was further enhanced through the on-site mixing of concrete using several concrete mixers. These projects met the minimum labour intensity for works of this type and saw more than 30% of the project spend being utilised for wage.

The success of the project displayed the viability of labour intensively constructed roads and the department accordingly ring fenced R200 million per annum for similar such roads. This commitment was subsequently pronounced by the MEC: Finance in KZN during the 2018/19 budget speech. In accordance with this commitment, the department continues to identify similar such roads for design and construction.

5.7 Training

Utilising local unskilled labour to undertake construction work can impede the quality of works if not adequately supervised. To limit such risk, it was imperative that fundamental skills development took place. Revisions to the proforma tender document included training which has largely become mandatory on departmental projects. Formal training in classrooms have set the platform for on-site practical training.

In addition to the Departmental spend on training, linkages with other departments were made to

capitalise on the opportunities through the project. Through partnerships with other provincial departments such as Economic Development, Tourism and Environmental Affairs, classroom training was offered to EPWP participants on projects. This baseline training, which incurred little cost to the department, offered the platform for the department to “graduate” participants with accredited unit standards and qualifications.

The training is critical to the sustainable growth of the communities being serviced.

5.8 Contractor Development

Works undertaken through road construction and maintenance is conducive to SMME development. If carefully planned, programmes can assist contractors to develop from Grade 1 through to grade 4. The department implements the Vukuzakhe Emerging Contractor Development Programme which is purposed to manage contractor development in a controlled manner. With a current database of more than 10000 contractors, it may be difficult to reach every single contractor. If strategically planned, the programme can be effective in promoting contractor development. (Department of Transport, 2015).

The PPPFA (2017) has made it mandatory for at least 30% of works to be sub-contracted to emerging contractors. This ruling mandates specifiers to package projects in order to offer work packages suitable for the contractor development targets. In addition to this, the department has engaged a service provider to support emerging contractors through structured mentorship programmes. In addition to the capacity building turnover offered through these contracts, the emerging contractors are offered formal training for the works being undertaken as well as other entrepreneurial skills relevant for the development of their companies.

5.9 Community Development through Project Implementation

It is imperative that the synergy between client, consultant and contractor be realised through each project. Whilst many opportunities for sustainable impact may be mandated, many more may exist on

project sites utilising project spend. Historically, through these relationships, the department has been able to diversify the opportunities for social upliftment. These opportunities, when successfully implemented, may then be rolled out across the department. Some examples of such initiatives have included:

- Using schools/churches or community halls for the site establishment with provision that the facilities are upgraded following completion;
- Levelling sports fields using bulk earthworks plant and equipment;
- Placing concrete on school driveways when undertaking practical concrete training;
- Establishing greenhouses which are handed over to the community in order to grow vegetation for site re-vegetation post construction; and
- Establishing precast kerb yards to stimulate SMME development.

It is interesting to note that all of the above may be undertaken within project deliverables without further cost to a project.

6 PRACTICAL CONSTRUCTION CONSIDERATIONS WHEN WORKING ON SOCIAL UPLIFTMENT PROJECTS

6.1 *Project planning – from inception to construction and beyond*

Labour intensive construction is a method of construction. In order to successfully implement labour intensive construction, it is necessary for designers to consider labour intensive construction methodologies as a necessary design constraint rather than a constraint placed upon the contractor at the point of project execution. While each project is unique, several generic steps may be taken at a higher level in order to ensure that designers understand what is expected through the project.

These include:

- Aligned contract documentation to labour intensive construction methodologies and EPWP;
- Policy documents mandating the implementation of LIC;
- Training provided to designers on NQF Level 7: Management and Promotion of Labour Intensive Construction Strategies;
- Involvement of site staff (RE/ARE) in the design process to understand project specific site constraints; and
- A clear mandate from the client enforcing labour intensive construction.

6.2 *Community engagement: creating buy-in*

With an average of 100 people employed on a labour intensive road construction project, community engagement is critical throughout the project from inception through to completion. A community resistant to the practicality of labour intensive construction can hinder implementation. Labour intensive methodologies will need to be workshopped with communities at the inception stage using appropriate communication methodologies. It is useful to utilise experienced personal to undertake such engagement as mistrust due to incorrect communication could impede progress if not bring a project to a halt.

It is vital that selection of workers be undertaken in a fair and transparent manner to ensure that the right type of worker is selected (one who understands LIC and will accept the work involved) and to reduce nepotism and other favouritism.

6.3 *Competitive wage rate*

While the unskilled wage rate for local workers is governed by a Civil Engineering Sector wage rate minimum, the Ministerial Determination for the EPWP (Department of Labour, 2012) allows a minimum wage rate of more than half this amount in order to accommodate mass employment without making the project uneconomically viable. An unfortunate repercussion of the Civil Sector wage rate is the drawing of workers out of permanent employment at lower wage rates to work of short- to medium-term duration at higher wage rates. As a result

of this, the unemployment cycle continues after the project concludes.

It is therefore important that the wage rate be set slightly lower than local wage rates for permanent employees. This competitive wage rate will be negotiated with the community to ensure that both the project team and the community are satisfied with the wage offered, and to ensure that workers currently in employment will not be drawn into the temporary work associated with the projects.

6.4 *Setting of task rate*

During the project planning and design stages, task rates are generally based on existing historical data. Upon commencement and the subsequent selection of participants, it is advisable that trial sections be undertaken comprising the numerous labour intensive construction activities to be undertaken in order to accurately determine the optimum production rate achievable by the workers of the project. The resulting task rates should be carefully used in order to ensure that tasks are complete within a set day and that efficient work would result in completion within 1 to 2 hours of the end of the shift. While high task rates may be lowered, low task rates may not be increased without a corresponding increase in pay or time.

6.5 *Task-based Team work*

It is recognised that the one man, one task model does not result in the most efficient productivity as individuals quickly tire due to the strenuous work required on a construction site. The concept of task-based team work is therefore introduced, with rotation of workers within the team into and out of tasks of varying intensity. This method of working allows tiring team members to rest and allows higher production.

Key to the use of the task based work system is the 'no work, no pay' policy, which incentivises workers to complete work to the required quality. Once task work is complete for the day, workers are required to leave the site, which serves as additional incentive for workers to complete work timeously.

6.6 *Programming work*

Conventional construction relies upon a time-based system of work for local workers (daily wage). Thus, the time taken to complete assigned tasks is in the worker's favour, who accordingly drags tasks for additional income. In addition to increased project costs, this method does result in programming challenges with uncertainty due to the variable production rates.

The major advantage of task based work is that the worker production rate (task rate) is predefined and guarantees that production is a motivating factor in construction, as workers will only receive payment for a completed task. This allows site staff to plan and track work adequately. Should the construction programme fall behind, site staff are still able to quantify the extent of the lag and propose definitive measures to bring the construction programme back in line.

6.7 *Supervision and monitoring*

Whilst social upliftment is favoured, it cannot compromise the quality of output or the time required to produce it. The execution of labour intensive works requires adequate supervision to maintain quality, time and schedule restraints. Whilst the number of site staff will vary depending on the activities being undertaken, it is imperative to consider supervisory staff who are able to:

- Record the work allocated to workers in the morning;
- Mark attendance registers;
- Visit all workers at least once/twice during the work day;
- Mark and measure completed work allocations;
- Keep track of tools and equipment; and
- Measure outputs on a daily basis and track this progress against the construction programme

6.8 *Labour Absorptive Scope of Works*

Per the definition of labour intensive construction, it is not always feasible to employ large amounts of people on projects. Examples of projects with good labour absorption are low volume gravel and concrete roads, with a focus on batching concrete on-site and the

movement of material by hand. (National Department of Public Works, 2015)

6.9 Training

Training of local workers is split between non-accredited (informal) and accredited (formal) training. Where possible, funding for training should be sought by the Client through advisory bodies such as Sector Education and Training Authorities, who receive dedicated funding for this function. Planning training components is essential as delays during training result in construction delays. Clear mandates should be set to determine the type and scope of training that will be offered to workers, however, it should be noted that accredited training provides the most benefit to the workers as it equips them with skills which can potentially improve the employability of the participant.

7 PROMOTE VISIBLE DEMONSTRATION AND BEST PRACTICE PROJECTS TO ENABLE GREATER LEARNING

In order to encourage efforts to create jobs, successes and best practice were shared across Business Units of the Department, through the following measures:

7.1 Project site visits

The Department of Transport, in conjunction with the National Department of Public Works and the International Labour Organisation, visited project sites each year to provide guidance on best practice to maximise job creation efforts.

7.2 Award entries

The Department of Transport has entered and won several awards in the past three years for its efforts in job creation. These include:

- EPWP Kamoso Awards for Best Infrastructure Department, Best Infrastructure Project and Best Contractor Development Project
- SAICE Community Based Awards for Best Project
- Premier Service Excellence Awards for Best Project and Best Innovator

These awards are communicated within the Department through the use of newsletters to encourage the mainstreaming of EPWP.

7.3 Performance

Regular reports were presented at key forums and included progress against key EPWP performance indicators thereby improving accountability and compliance. While the KwaZulu-Natal Department of Transport has been acknowledged for its exemplary performance in job creation, an analysis of the EPWP performance of the Department in 2014/15 revealed that a staggering 82% of the more than 52000 jobs were created through the Zibambele Programme. Alarming, 18% of the departments' budget was utilised to produce 82% of the outputs. Similarly, more than 90% of the full time equivalents (FTEs) were created through the Zibambele programme. Whilst the outputs are significant, the apparent "return on investment" does not seem balanced and further work was required in order to increase job creation through non-Zibambele projects.

The introduction of a new reporting system in 2015/16 placed new requirements for job creation reporting including the submission of certified identity documents. This initially resulted in a decrease in the number of jobs reported, but reporting has steadily increased year on year from 2015/16.

Year	FTE Target	FTEs Achieved	WO Target	WO Achieved
2013/14	4 834	17 764	59 160	51 855
2014/15	5 092	18 004	60 000	52 461
2015/16	6 183	7 798	62 700	40 432
2016/17	6 186	18 497	67 200	49 447
2017/18	4 323	18 944	72 200	49 501

This analysis points to the potential to greatly increase the Department's ability to create EPWP work opportunities and demonstrates the success of the implemented measures to improve performance.

8 CONCLUSION

The road sector presents many opportunities to have sustainable impacts on communities long after projects are complete. Careful planning, buy-in from all stakeholders, and ongoing monitoring is required to ensure successful implementation. An enabling environment must be created and buy in from senior operational staff will ensure that sustainable efforts are mainstreamed. The sector is rich in opportunities that can be explored through appropriate policy and applied ingenuity.

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