

# INNOVATION INSIGHTS

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## Expanded Public Works Programme Project Ideas

### Introduction

#### Introduction

The Expanded Public Works Programme (EPWP) is a nationwide programme covering all spheres of government. It aims to bring significant numbers of unemployed people into productive work and to train them so that they can increase their capacity to earn an income. Most importantly, the objective of the project is to re-orientate existing budgets and conditional grants so that government resources can be used to generate more work opportunities, especially for unskilled labour. The EPWP is an important pillar in government's overall strategy to deal with unemployment and poverty in South Africa.

#### Case Studies

##### Case 1

Project Vuk'uhambe,  
Cape Town

##### Case 2

Lekoa Vaal Road Building  
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Management Project

##### Case 6

Durban Solid Waste  
collection programme

#### Key Lessons

Municipal service delivery offers considerable opportunities for implementing EPWP programmes and, for this very reason, this short *Innovation Insight* aims to provide municipalities with ideas for using labour-intensive service delivery. These ideas are drawn from projects in the Impumelelo Innovations Awards database, and they showcase municipal projects where labour-intensive service delivery was used, often with remarkable success. In some cases, these projects have resulted in the provision of services in areas that were not serviced before, and may well not have received services for the foreseeable future.

Despite some scepticism, labour-intensive service delivery has often been carried out at a lower cost than traditional methods of service delivery. Given the stretched resources (both financial and in terms of human capacity) of most municipalities, high levels of unemployment, and service delivery backlogs, it makes sense for municipalities to investigate alternative methods of service delivery, where more than one of these challenges can be met without major additional expenditure being incurred or delivery standards compromised.

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This Insight is part of a series aimed at improving service delivery through innovation. See the back page of this publication for more information about the series. The publication is targeted at practitioners and policy makers, and shares lessons and experiences from award-winning service delivery projects.

This Insight brief was prepared for the CPSI by Felicity Kitchin (McIntosh, Xaba, and Associates (MXA)). The opinions expressed are those of the author and do not represent the views of the CPSI.

# EPWP

This *Insight* features cases in three service delivery areas: road building and maintenance; refuse collection; and solid waste management.



Following on from the case studies, we look at key lessons regarding the use of labour-intensive approaches to existing service delivery arrangements. The same general guidelines can be adapted to suit many different types of service delivery arrangements and are not restricted to the sectors discussed here.

In most of the projects discussed in this paper, the impact has been felt not only in terms of measurable indicators - such as the number of jobs created, cost savings, a cleaner environment, and better roads - but also in the strengthening of 'softer' issues, such as increased commitment from the community, improved relations between the municipality and the community, a greater sense of civic pride, training and skills transfer, greater levels of confidence in the community, and in developing entrepreneurs. These softer issues, sometimes referred to as 'social capital', have been shown to play a significant role in the overall development of areas and communities.

Adopting alternative methods of service delivery, such as more labour-intensive methods, involves 'breaking the mould' and thinking more laterally. This can be difficult because service delivery units in municipalities are often staffed by technical and management staff who may be sceptical of these service delivery arrangements or, alternatively, do not have the skills, experience, or information to confidently drive them. However, as will be shown by the case studies presented in this paper, these arrangements have many substantial long-term benefits for municipalities.

## Case Studies

The following projects are discussed:

- ◆ Road building and maintenance - Project Vuk'uhambe, in Cape Town, and Lekoa Vaal Road Building Project in Sebokeng - both generally recognised as effective vehicles for providing both employment and empowerment opportunities;

- ◆ Refuse collection - Tembisa/Phomolong Ward-based Refuse Collection project in Ekurhuleni and the Long-term Cleaning Project in Oudtshoorn; and
- ◆ Solid waste management - Oasis Recycling and Waste Management Project and Durban Solid Waste collection Programme.

### Case 1 Project Vuk'uhambe, Cape Town

#### Aim

The objectives of this project are to use labour-intensive road construction and maintenance methods, backed by a training and mentoring programme that focuses on teaching technical and business skills. Other spin-offs that the project aims to achieve are increased community involvement and commitment, and channeling some people into forming their own construction companies.

#### Description

In 2002, Cape Town's Transport, Roads and Stormwater Directorate selected the upgrading of Tambo village roads as a Project Vuk'uhambe pilot at a cost of R9.5 million.

A project management team made up of city officials, political representatives, consulting engineers and contractors designed a project execution model. This separated the contract and training components of the project. The contract model involved designing the contract in the conventional manner but specified that most tasks should be executed by labour-intensive methods. Exceptions to this requirement were the compaction of the base-course and the laying and compaction of the asphalt.

Local labour was to be given accredited training and would execute the contract on a task-based remuneration system. The successful contractor would have to achieve several contractual goals relating to the employment of local labour and the use of local affirmative business enterprises.

A separate training model was designed to run parallel to this contract model. Four local labourers showing talent and enthusiasm were identified for a mentoring programme and they were mentored through a series of contracts until they established their own construction enterprises, which provision ensured the sustainability of the programme. The training component is considered a long-term initiative and runs

independently of the individual Vuk'uhambe contracts.

A consulting engineer designed the roads, drew up contract documentation and supervised the contract. Design standards were not compromised in the desire to use labour-intensive methods. However, materials and methods were carefully chosen for their suitability to labour-intensive work; for example, laterite was specified as the base-course material as it is easier to shape and compact by hand. Roads were designed to full standard, comprising 40mm continuously graded asphalt surfacing, kerb and channel, surfaced footways, and sub-surface drainage. A monitoring committee made up of representatives from the City of Cape Town, the consulting engineer, and the contractor oversaw all aspects of the project. A community liaison Officer from the community identified the local labour that was required and assisted in labour and community matters.

Labourers were placed in teams of ten, each with at least 20% women. To create a sense of self-achievement, teams were required to construct an entire road from the initial site clearing to the final trimming. This meant that labourers were trained in all appropriate technical aspects related to road construction, which increased their chances of employment after the contract. This also reduced any dispute that one team was doing more lucrative work than another.

### Funding and Partners

The City of Cape Town and the Provincial Western Cape Government, via CMIP, funded the project. The Municipality is the client body and provides overarching project management.

### Impact

Several impacts can be identified. These include:

- ◆ **Visible physical impact: Infrastructure** - The road infrastructure was successfully upgraded.
- ◆ **Jobs** - The project employs 91 residents (an increase of 34% on the original expectations), some working on roads, others in the pre-cast concrete manufacturing yard where kerb and gutter units are constructed. Twenty-one percent of the contract value was directly returned to the local community through wages and fees. Local businesses were employed on the contract.

- ◆ **Costs** - Executing a road construction project using the Vuk'uhambe model is estimated to be 22% more expensive than conventional construction, but provided more than twice as many person days' work.

However, community involvement in the construction means that the community is more likely to look after the infrastructure and this can reduce long-term maintenance costs, as well as extend the life of the roads.

- ◆ **Quality of the work** - Local labour was used, under factory conditions, to manufacture the kerbs and channels, and met all specified quality standards. Only the base-course and asphalt surfacing of the roads was completed using conventional means. The standard of work carried out by the labour-intensive methods was extremely good and equivalent to that achieved by conventional construction.

- ◆ **Skills/Training** - Local residents participated in nine training courses and four local labourers were selected for mentoring. Local residents were trained in all aspects of road construction so that they could build their road from start to finish, which instilled in them a sense of ownership. Life skills training resulted in social improvements. The four people chosen for the mentorship programme have successfully progressed to the second stage of development. Local and emerging contractors employed on the pilot scheme received mentorship from the main contractor, which has enhanced their individual prospects for the future and has also created new businesses.

- ◆ **Sustainability** - The City has approved three further projects of R33 million for the 2004/5 financial year. These include the rehabilitation of concrete roads in Guguletu (Phases 1 and 2) and upgrading roads in Tambo Village South. Work has begun and 268 local residents have been employed. The four students selected from the pilot project are being used as team leaders, with further students being identified for the programme.

A pre-cast concrete manufacturing yard staffed exclusively by local residents has been established to supply these contracts with kerbs, channels and edgings. This yard will be taken over by the residents on completion of these contracts and run as a private business.



## Key factors

Key factors contributing to the **success** of the project include:

- ◆ The student mentorship programme;
- ◆ The fact that residents built their own road and developed a sense of ownership and pride in their local infrastructure;
- ◆ The concerted effort made to consult with the community during all phases of the project; and
- ◆ The fact that the contractor had to employ local enterprises, further adding to the goal of community ownership and participation.

**Problems** that arose during the project include the three set out below.

- ◆ There was some difficulty getting labour to accept the task-based payment system. This was addressed through communication and training. Extra trainers were employed on-site to assist labourers to understand the operations and rewards of task-based employment. However, this has not been completely resolved and problems arise when teams don't make their tasks.
- ◆ Alcoholism and absenteeism were problems, and were managed by providing life skills and social awareness training. This training was repeated in six-month cycles. Alcoholism and absenteeism are, however, deeper social problems that require additional intervention.
- ◆ Political interference in the procurement process forced the employment of contractors with insufficient experience to take up the mentorship challenge, and this has not yet been resolved.

## Case 2. Lekoa Vaal Road Building Project in Sebokeng

### Aim

The practical phase of the project, completed in 2000, aimed to equip three road-building units of locally unemployed people with leadership and other skills that could create additional employment for them. Teams operated as semi-commercial road-building units responsible for upgrading roads. The project trains community members in effective, low-cost techniques in building and maintaining roads, upgrading existing roads at minimal cost, and providing marketable skills training to those involved.

### Description

The Lekoa Vaal Metropolitan Council contracted CSIR Transportek in 1998/9 to initiate a training project for members of municipal road-building units to create job opportunities in the local service construction industry. This contractor development programme seeks to raise the standard of roads and other basic services in disadvantaged areas to an acceptable level and on a cost-effective basis. At the same time, emergent contractors have been provided with management and skills training with a view to their forming their own micro-enterprises.

The training programmes included skills around work planning and estimating, workshop supervision, and management. Building units were formed and provided with necessary low-cost tools and equipment to enable them to deliver a high-quality product at a competitive rate. The CSIR developed innovative road-building techniques as part of the training programme, incorporating waste materials from local industries. This has maintained construction costs at a very low level of R40 per square metre.

Before construction, the local community was consulted so that they could assist with selecting the streets that needed the most urgent improvement. Three road-building teams operated as small contractors, upgrading seriously eroded gravel roads to concrete surfaced roads with proper storm-water facilities. Each unit employed eight local people for labour-intensive tasks. Supervision was provided by a community-based project team, including the Deputy Town Roads Engineer, a local councillor, and community

leaders. The final phase had broad support from the asphalt and concrete industries, which provided road-building materials at cost price.

The programme provides training to emergent contractors, allowing them to tender for the planning, setting out, and the management and control of road-building projects for local government, while providing employment to local people for labour-intensive tasks. In addition to training, disadvantaged areas are provided with improved roads and access, increasing civic pride.

### Partnerships

The Lekoa Vaal Metropolitan Council is the lead partner for project conceptualisation and management. The CSIR developed low-cost road building techniques, and designed the training programme. The Gauteng Department of Public Transport, Roads and Works provides support and supervision of construction teams. The Cement and Concrete Institute assisted with developing and delivering the training programme. The National Productivity Institute assists in selecting candidates for training. The project is jointly funded by the Lekoa Vaal Council and the Gauteng Department of Public Transport, Roads and Works.

### Impact

- ◆ **Visible physical impact: Infrastructure and environment** - Roads were improved, leading to an improved quality of life for township residents, and improved access for emergency vehicles in township areas.
- ◆ **Jobs** - Each road-building unit employs eight local people for labour-intensive tasks. At present, the project provides employment for 24 previously unemployed people.
- ◆ **Costs** - The square-metre cost of building the roads has been reduced to a minimum, and the CSIR has calculated that these low costs will be recouped within three years, as the maintenance costs of poor quality dirt roads will be reduced.
- ◆ **Skills** - Workers are required to undergo training developed by the CSIR. Training and development of emerging local contractors also occurs, so that they are enabled to secure further tenders from local authorities.

- ◆ **Increased civic pride** - Local residents have taken ownership of the project to the extent that they are participating in the final finishing and backfilling of pavements.

Residents are also planting grass on previously muddy pavements and very little littering occurs, with some residents even sweeping the roadway in front of their houses regularly, reducing maintenance costs.

### **Case 3 Tembisa/Phomolong Ward-based Refuse Collection project in Ekurhuleni**

#### Aim

The Ekurhuleni Metropolitan Municipality initiated the Ward-based Refuse Collection project in 2002 in Tembisa and Phomolong. The municipality aimed to create sustainable jobs and to motivate residents to take ownership of their waste generation and sustain their environment. The project represented a new and viable way of providing and paying for essential services, as an alternative to conventional contract refuse collection systems.

#### Description

This area experienced poverty, unemployment and crime, with no efficient waste collection system at the time. When the Tembisa Refuse Collections Contract ended, councillors and officials decided to introduce a ward-based refuse collection project by dividing the area of townships and informal settlements into 13 wards and putting the responsibility for refuse collection into the community's hands. Instead of having a single refuse collection contract, 13 ward-based contracts were issued, which will eventually be renewable every five years. Each ward has a contractor, a monitor, a driver, and 22 cleaners.

#### Funding and Partnerships

The main partners are the contractors in each ward, who each employ 22 cleaners and are responsible for providing equipment. Benoni Waste provides all funding.

#### Impact

- ◆ **Jobs** - Two-hundred more jobs were created than were generated by the previous refuse contract. Recycling efforts are intended for the future, and these will create even more jobs. About 70% of the cost to render the service is now retained within each ward.



In the past, and using conventional methods, 20-30% of the project costs were salaries. Now far more money is ploughed back into the communities.

- ◆ **Costs** - Compared with a project with a main contractor, this project is much more effective. Monthly cost savings amount to R150000 - R180000.
- ◆ **Civic pride/community involvement** - This system is more efficient and has engendered a civic pride and community involvement that were previously unknown.
- ◆ **Sustainability** - The project enjoys the dedication and commitment of all participants. The intention is to award contracts for five-year periods and to expand the projects to other areas, as existing contracts expire. This approach was extended to Daveyton and Kathlehong in 2003.

### Key Factors

The main factor that contributed to the success of the project was that workers worked in their own area. By living and working in the same area, it is possible to get community buy-in, and people are more likely to look after their own area than an area they have no vested interest in.

The main constraint has been to ensure that contractors have contact with financial institutions to obtain loans so that they can upgrade and maintain necessary equipment such as refuse compactors and vehicles to ensure a sustainable and reliable service. Training will be offered in small business management and administration. The fact that contracts are awarded for a short period (one year) makes it difficult for contractors to invest in costly equipment. Once contract periods are lengthened this should improve. A potential concern could then arise. If small contractors invest in labour-saving equipment, this project's benefit of increasing jobs will be negated. This could be overcome by initiating a

contractual requirement for labour-intensive techniques to be used, and for each contractor to be obliged to employ a predetermined minimum number of workers.

There have been some motivational and discipline problems, but these have been relatively minor, and no greater than with conventional service-delivery methods. A shift from 'the bag to the bin system' needed education not only of the community but also of the workers themselves.

## Case 4 Long-term Cleaning Project in Oudtshoorn

### Aim

This project aimed to get previously litter- and rubble-strewn residential areas clean, and change attitudes towards littering and the illegal dumping of refuse. At the same time, new job opportunities have been created.

### Description

In 1997, the Oudtshoorn Municipality received a grant from the Department of Local Government to improve living conditions and the general environment in disadvantaged residential areas. The Council implemented a long-term cleaning project in the townships of Dysselsdorp and Blomnek (De Rust) during 2001. These townships had not previously received street or open-space cleaning. The cleaning project remedies the unhealthy and aesthetically unacceptable environment that can have a negative impact on the social well-being of the inhabitants.

The project consists of the demarcation of a residential area into 'wards' in which a contractor is appointed to clean streets and open spaces of litter, rubble, and weeds, and to educate the community on the need for environmental cleanliness. In each ward a bulk refuse container is placed to enable the contractor to deposit refuse, and this container is emptied twice a week. For this a contractor is paid R330 every two weeks, and the work is supervised by health officials weekly to ensure that contractors meet their obligations.

The project is simple to operate and effective in keeping the streets, open spaces, and residential premises clean. Redundant equipment previously used at the Municipal Abattoir was adapted for use as a receptacle for rubble.

## Partners

Partners include the provincial departments of Local Government and Environmental Affairs and the municipality.

## Impact

- ◆ **Visible physical impact** - Communities can now dispose of their garden- and other bulky refuse in a cheap, legal and safe way. A further benefit is that the general health of members of the communities has improved dramatically, with fewer people suffering from illnesses that require them to take leave from work.
- ◆ **Jobs** - The project has had both a direct and indirect impact on the poverty situation. The project has created 65 new job opportunities. Also, community members no longer have to pay to have their refuse and rubble removed.
- ◆ **Costs** - Costs are far less than those of conventional refuse removal services.
- ◆ **Improved confidence** - The project has instilled a sense of pride, and people are now actively involved in keeping their streets and open spaces clean. This project has also had a major impact on the self-esteem of the contractors, as they are now able to provide for their families.
- ◆ **Sustainability** - Local government provided the capital required for the implementation of the project. As the projects are now well established in the townships, their continuance is assured. The project can be replicated in any residential area; all that is required is the capital outlay to acquire the necessary equipment.

## Case 5 Oasis Recycling and Waste Management Project

### Aim

The Oasis Association serves the needs of intellectually challenged individuals, the majority of whom are unable to find formal employment. The primary objective of this project is to provide people with meaningful and sustainable employment.

## Description

In 1992 a partnership between Oasis, the private sector, and government resulted in the establishment of the Oasis Recycling and Waste Management Project in Claremont and Elsies River, Cape Town. This resulted in the following activities: special events clean ups (e.g. the J&B Met, Kenilworth; the Community Chest Carnival; and the Two Oceans Marathon); educational programmes (green bag campaign); business and collections (1200 voluntary drops occur from domestic households monthly); and recycling and re-use production and marketing. The project's success is evidenced by awards such as the Green Award (2001) and the Caltex Environmental Award (2001).

Workshops are held with business to market the performance of tasks such as packing, bulk mailing and the sub-assembly of products. The disabled workers benefit as they now regard their activities as industrially meaningful.

## Partnerships

Partnerships were formed with various government departments (Department of Environmental Affairs and Development Planning), Department of Social Services & Poverty Alleviation, the Cape Metropolitan Council, the National Development Agency, the National Lottery Board, and private sector organisations such as Sappi, the Plastics Federation of South Africa, the Fairest Cape Association, and Old Mutual.

## Impact

- ◆ **Visible physical impact** - Today Oasis collects recyclable waste from over 20 businesses and, at its recycling depot in Claremont, supplies a service for about 700 households. This amounts monthly to some 60 tons of paper, cardboard, newspaper, magazines and packaging, about 4.5 tons of plastic, 12 tons of glass, and 1.3 tons of tins and metal.
- ◆ **Jobs** - Oasis employs 336 intellectually disabled people in protective workshops, recycling waste material. Up to 60% of these people are from financially disadvantaged families. In addition to being in employment, workers gain status, respect, and dignity.



The positive impact of this project relates to the many jobs created in a secure working environment. Some of those employed are the sole breadwinners while, in other cases, the employment of this group of workers allows their caregivers to pursue other income-generating activities.

- ◆ **Improved confidence and dignity** - Although the income-generating component of the project is negligible as workers earn on average about R50 a month, they gain status, pride, and a sense of dignity from the job. Equally important, workers' health and well-being improves markedly, according to their caregivers.
- ◆ **Sustainability** - Funding and income-generating activities indicate that the project will be able to continue for the foreseeable future.

After a pilot project with Old Mutual in 2003, Oasis entered into a contract with the company's Pinelands office to collect and recycle its waste (mostly paper, newspaper, and packaging and cardboard). It has also contracted with the Coca Cola Mega Millions Game Show to collect millions of unused competition entry forms that would otherwise be dumped. In the course of the waste recycling campaign, Oasis has established both private and public sector partnerships that provide it with funds and services.

## Case 6 Durban Solid Waste collection programme

### Aim

The project aimed to develop an innovative waste management strategy in which emerging local contractors were encouraged to tender for the provision of services that use labour-intensive methods and local labour. An objective of the project was to keep the economic benefits of the service within the communities where the project operated.

### Description

The inclusion of about 1,250,000 more people in Durban's re-demarcated boundaries in the 1990s created the need for an effective refuse removal and cleansing service. Durban Solid Waste (DSW), the municipal cleansing arm of the Durban Metro Council, was responsible for the extension of waste management and refuse collection services to the newly included areas. DSW devised an innovative strategy to combine waste management and investing the economic benefits of the service in the communities themselves.

DSW worked together with a private sector company, Munitech. Local tenders were sought, with the requirement that labour from local communities be used, and that contractors use labour-intensive practices to benefit local communities. Proactive steps were taken to provide training and backup in the tendering process, and potential tenderers received guidance on how to go about drawing up the required documents.

Ultimately, 35 contracts for the overall cleanliness and maintenance of particular areas were awarded to emerging contractors on a competitive basis. Services include household refuse collection, street cleaning, and verge maintenance. DSW actively fosters the development of community business people so that they are equipped to perform the job profitably and efficiently. Training courses were devised in small business methods, and DSW's staff ensure that contractors acquire the technical skills necessary to run their own cleansing businesses.

## Partnerships

The key organisations are Durban Solid Waste, responsible for the overall monitoring and control of the project, DSW Education and Waste Minimisation, responsible for community education (they employ 12 community development workers to implement the educational programme), and Mtshali Sipamla Associates (MSA)/Munitech Joint Venture, responsible for planning and implementation. Within the Joint Venture, MSA is responsible for contract supervision while Munitech is responsible for planning, contract procurement, and contract administration. In addition, are the 35 local contractors who won the tenders and received business training and back-up. Waste management task groups are formed when necessary for providing meaningful community participation in planning and contract procurement. These task groups include councillors, DSW representatives, representatives of the management Joint Venture, and community representatives, and collectively they provide the forum for community liaison and participation.

## Impact

- ◆ **Visible physical impact** - The newly incorporated areas are clean and healthy, and have an improved economic footing through the increased circulation of capital. In addition, environmental awareness is being created through the educational programmes that will ultimately secure improved standards of living for the communities.

Waste management services are being extended to include some 1,250,000 people living in 168,000 households (both formal and informal), on an effective and fast track basis.

- ◆ **Jobs** - The project provides employment for about 700 people drawn from the communities they service, with a total estimated wage bill of about R1 million per month. This ensures that revenue is ploughed back into the communities themselves, which are often highly impoverished. Local entrepreneurs have developed into technically skilled and confident contractors, now expanding their area of operations outside of the original communities.

- ◆ **Costs** - The project provides cost-effective services for waste management in communities where these services were previously not performed. The cost to the city to do this with their own labour force was estimated at R39 - R42 per household per month depending on haulage to the landfill site. As these areas are farthest from the landfill sites they would be considerably more expensive than this, but the average cost using the project's approach is R 14.58 per household per month.
- ◆ **Sustainability** - This project provides a waste management strategy that transcends resource constraints and the underdeveloped character of large urban residential areas by developing partnerships and sharing human and financial resources. Given that the project provides services in a cost-effective manner, it can be sustained through the normal service delivery mechanisms.

## Key Lessons

From these case studies, the following key lessons emerge:

- ◆ Labour-intensive approaches to service delivery are not necessarily more expensive than traditional approaches and can, in fact, be considerably cheaper.
- ◆ High standards of service and infrastructure can be maintained through labour-intensive approaches. In some cases, adopting these approaches has enabled services to be provided to areas that would have been likely not to receive services if conventional methods of delivery had been used.
- ◆ There are numerous less quantifiable benefits of adopting labour-intensive approaches, the most notable being the improved skills levels and associated confidence of workers, greater community commitment, and increased civic pride, all of which have long-term financial and other benefits for the municipalities in which the approaches are adopted.

# EPWP



- ◆ Almost all case studies involve some level of community participation, which may be more than has been the case with conventional methods. Some municipalities may see this as time consuming. However, given the participatory nature of integrated development planning processes, most municipalities have built up experience and expertise in encouraging, facilitating, and managing community participation processes over the last few years. Community involvement need no longer be seen as daunting, as existing structures can be utilised or adapted to suit the adoption of labour-intensive approaches to service delivery.

These case studies can be used to provide the analytical tools for thinking about alternative methods of service delivery that also accomplish the objective of increased employment/job creation. This does not need to be restricted to the sectors covered here (roads, refuse, and waste) but could be extended to areas such as security, grounds management and maintenance, management and maintenance of public buildings such as community halls, and the extension of water and electrical services.

With community involvement, training and ongoing communication, municipalities may well be able to develop new and innovative approaches to service delivery that address a number of other challenges such as job creation, improved civic responsibility, and the like. In some cases, such as the provision of water and electricity services to new areas, a combination of new labour-intensive approaches, the training of emerging contractors, and working with established contractors may well prove a viable and more beneficial alternative to more conventional methods of service delivery.

**Abbreviations**

- CPSI - Centre for Public Service Innovation
- CSIR - Centre for Scientific and Industrial Research
- CMIP - Consolidated Municipal Infrastructure programme
- DSW - Durban Solid Waste
- EPWP - Expanded Public Works Programme
- MXA - McIntosh Xaba and Associates

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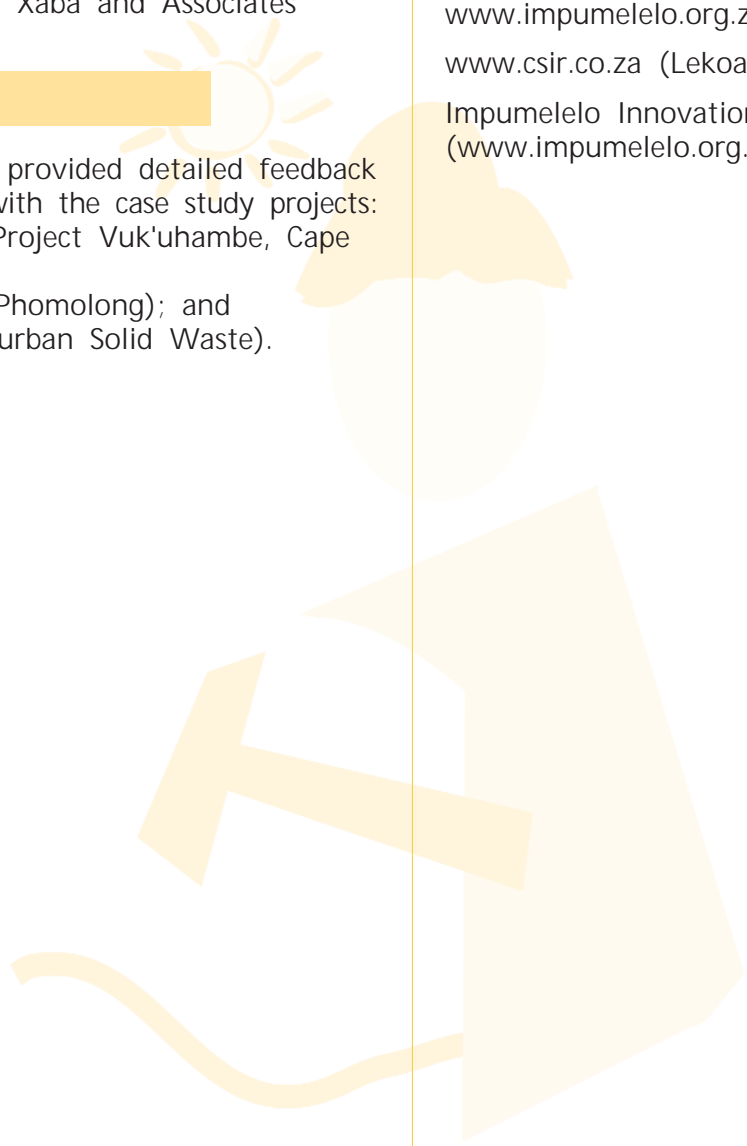
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## ABOUT THE SERIES

Effective responses to the many developmental challenges facing South Africa — combating poverty, dealing with disease, providing reliable services, and so on — require a significant level of experimentation and innovation. Old approaches are not always appropriate for addressing new challenges, a new institutional environment, or other changes.

In the last decade there has been no scarcity of experimentation and innovation. In many cases, individual projects have provided the evidence to spur on the re-thinking of service delivery arrangements and to improve policy and practice. In some cases, South African initiatives have contributed to shaping global thinking on particular issues - for example, the Working for Water project.

Innovation is vital if we are to meet our development challenges. There is growing acceptance, too, of the importance of other measures when development challenges are dealt with.

*These include a stronger emphasis on:*

- ◆ Acknowledging and rewarding innovation or simply good practice
- ◆ Introducing systems that encourage learning and knowledge sharing
- ◆ Ensuring that policies and strategies are informed by practical experiences on the ground, i.e. the concept of evidence-based policy-making.

The Centre for Public Service Innovation (CPSI) was established with a specific mandate to unlock innovation in public service delivery. An important task in this regard is to identify innovations in service delivery that have proven to be successful and sustainable, and to assess how these innovations can be replicated elsewhere or mainstreamed. In this way, the innovation can be taken from one part of the country to another, or can be institutionalised

in the area where it was started. Better still, it becomes the dominant way, nationally and internationally.

However, the experiences and findings of service delivery and innovation specialists have shown that replication and mainstreaming are far more difficult to achieve in practice. On this basis, the CPSI has created a work programme dedicated to enhancing our understanding of replication and mainstreaming and our ability to replicate and mainstream successful innovations.

With funding from the Ford Foundation, the CPSI has initiated this series of short Service Delivery Innovation Briefs. Each brief focuses on a different area of service delivery. The brief combines an exploration of key challenges within that sector and looks at the lessons that can be learned from award-winning cases where a different or innovative route was chosen. Where possible, the brief identifies crucial policy questions that may require attention and debate.

The case studies are drawn from the Impumelelo Innovations Award database. The database is managed by the Impumelelo Innovations Award Trust and contains more than one thousand examples of alternative approaches to service delivery in a range of service delivery areas, as well as projects focused on poverty alleviation. The database includes nominations as well as approximately 120 award winners from the first five years (1999—2004) of the awards programme.

The Impumelelo Innovations Award is primarily an awards programme. As such, the projects that are conferred with an award address only some of the many challenges faced within a specific area of service delivery. Despite this limitation, these projects do form an important basis for policy and practice. In addition, they assist in identifying improvements that can be replicated or mainstreamed, or help to spur on new innovations.

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