



SARF

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South African Road Federation

A DISCUSSION PRESENTATION

**EFFECTIVE AND EFFICIENT IMPLEMENTATION
OF ROAD PROGRAMMES**

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THE IMPERATIVE

To address problem of deficiencies in infrastructure implementation in S A - including roads, highlighted by;

- State President and other Cabinet Ministers
- National Planning Council
- World Bank Report (2008)
- SAICE and other professional bodies
- The general public,and many others

NPC report “business as usual approach will result in South Africa failing in many of its objectives”

A PARADIGM SHIFT IS NECESSARY!

A FRAMEWORK FOR ACTION

Structure

Systems

Skills

Service – leadership, drive and work culture

STRUCTURE – contextual environment

- Three levels of government in South Africa- all with strong original roads powers – probably as result of political compromise in 1910 and 1994
- Situation not common throughout the world
- Local government level further subdivided
- A relatively small inter-city road network for roads with ADTs of 1000 v.p.d and above BUT, a multiplicity of road authorities
- At primary level, SANRAL plus three concessionaires

All the above despite a small skills pool

STRUCTURE- Organisational principles

A country's institutional arrangements for roads provision generally changes over time

Nowadays worldwide consideration being given to “commercialisation” of road provision – PPPs, Agencies and Concessions

Basic organisational structure principles include:

- Promotion of sound governance – mainly about leadership and accountability to the public
- Clear assignment of responsibilities with as few administrative bodies as is technically possible, and reduction in overall administrative costs
- Separation of political and executive functions
- Minimisation of structural conflicts
- Directed to “market related” network and optimal matching of needs and resources

STRUCTURE – a possible approach

Longer term

- Agencies and concessionaires for inter-city road network with ADTs greater than 1000v.p.d.
- PRAs, but reduced in number, for inter-city road network of roads 1000v.p.d. and less, including “gravel” roads
- Metropolitan areas to assume responsibility for ALL roads in their geographic area, with exception of roads designated as being of National importance. The necessary funding to be provided, together with an “enhanced” skills programme
- Other local authorities - restore professional capacity
- DoT to play stronger co-ordinating and strategic planning role

THERE WILL BE POLITICAL OBSTACLES IN THE PATH – NOTE EXPERIENCE OF HOLMWOOD COMMISSION INTO “ROADS PROBLEM” IN 1925

cont: short term:

- SANRAL to accelerate its plan to increase its network to approx. 30 000 km.
- PRAs to, where necessary to seek assistance from private sector in administering their road programme along the lines of the “old TPA” approach – not all provinces will need to do this
- Metros and other local authorities to start work on the long term strategy
- DoT to substantially increase its role in the roads sector

SYSTEMS – Status Quo

- Road programme management systems in operation in SA since late 1970s – peaking in mid 1980s and in decline since late 1990s (Kannemeyer et al)
- No “working” road condition management systems for gravel roads (RISFSA 2006)
- For sealed roads more than half PRAs stopped (or curbed) doing road network condition assessment after 1997 (RISFSA)
- Under guidance of SANRAL and with pressure from Treasury road condition assessment systems being re-introduced
- At local authority and metro level, pockets of excellence only

Road programme management systems should:

- Address, in an integrated fashion ALL facets involved
- Be simple to understand but be positive in output
- Match **real** needs and resources and should enjoy the confidence of the Treasury
- Be regularly updated based on appropriate indicators
- Provide concise, but accurate information to decision makers
- Differentiate between classes of roads in the network
- PERHAPS be managed by an outside agency, or the DoT, to ensure consistency across the network

INFRASTRUCTURE DELIVERY SYSTEMS

NPC diagnostic overview (2011)

- Vital for public servants to have the necessary skills and motivation – but, on the whole, this is lacking
- Short term response using consultants is only a “band aid”
- Without adequate “in house” expertise at provincial and local authority level the problem will not be solved
- Therefore there is a need for an alternative approach to the current bureaucratic system.

Proposed NPC Infrastructure Development Management System

(Watermeyer, Wall and Pirie)

System should

- Adopt a strategic approach “above” project level
- Build trust and understanding with the private sector
- Have emphasis on outcomes
- Incorporate “value for money” through oversight functions

High quality decision making is essential

Proposed NPC system is linked to MTEF

ROAD PROGRAMME MANAGEMENT SYSTEMS – A SUGGESTION

- Re-visit RISFSA recommendations on RPMS
- Investigate NPC report recommendations on implementation of infrastructure for adaptation to roads sector
- Involve Treasury in the process
- System should be based on realistic planning and accurate determination of current network capacity and condition
- For this a comprehensive RNS will be necessary – last one was carried out 30 years ago
- Because financing will be a major issue, the public needs to be informed and involved in the acquisition of necessary funds

SKILLS – some factors to consider

Adapting a remark by Minister Trevor Manuel – “A competent and professional (skilful) civil service is essential to the implementation of road programmes”

- Skills not just knowledge, but experience is also required
- 10 – 15 years sound experience in an appropriate environment is essential to be an expert in any field
- Skills do exist in the SA roads sector – but with some exceptions they are mainly in the private sector
- Perceptive and experienced mentoring is a pre-requisite to personnel development, e.g., the “apprentice” approach in the technical environment

SKILLS DEVELOPMENT IN THE PUBLIC SECTOR

a difficult problem to solve

- In earlier time skills developed through exposure to “in house” execution of infrastructure programmes
- Some examples: DWA, SAR, PRDs, large Municipalities
- These were excellent ‘training grounds’ and most of the eminent engineers of the past received such ‘training’
- Currently most “hard engineering” carried out in private sector with consequent loss of “institutional memory” in the public sector

Pendulum seems to have swung too far!

SKILLS – cont.

- For optimum and efficient implementation of road programmes it is essential to have a professional client – many good reasons for this
- An essential pre-requisite is pride in public sector employment e.g. the USA – and no “cadre deployment”
- In the long term encourage a return to a substantial amount of “in house” engineering in the public sector in order to develop skills
- Additionally structure posts and remuneration such that persons with experience/skills can enter the public service without “loss of income”.

SERVICE

Chap 10 of Constitution (cl195) details manner of carrying out public service

“Public administrationmust incorporate the following principles

- A high standard of professional ethics must be promoted and maintained
- Efficient, economic and effective use of resources must be promoted”

SERVICE – contd.

Some remarks made on the radio (23 April 2013) by the Head of the National School of Government:

- Despite some pockets of excellence public service is not adequate to deal with implementation of the necessary infrastructure
- We have a civil service that does not address public needs
- There is a blurring of administrative imperatives and political deployment
- Qualifications alone are not enough – we need a positive attitude
- Competent people with a passion for service and high ethical conduct are needed in the civil service
- We must maintain our institutional memory
- An environment of promotion of excellence is essential

A SUCCESS STORY

South East Asia “tiger cubs” - recipe for success

- Committed, strong, competent and honest political and administrative leadership
- Consensus on a clear national vision, and attention directed towards this, by **all** sectors of society
- Creative, pragmatic and co-ordinated use of available resources
- An organisational culture with a strong work effort

**LEADERSHIP AND EXPERTISE/CAPACITY THE PRIME
REQUIREMENT FOR SUCCESS (analytic literature)**

LEADERSHIP

Probably the most essential requirement. It embraces, inter alia:

- Vision and strategic direction
- Ethical and inspirational approach
- Conceptual thinking ability
- Strategic relationship management
- Customer focus and technical skills and expertise
- Good governance abilities
- Mentoring and developing others
- Resilience, self management and development

AND MUCH MORE

CONCLUSION

Restoration of ability to effectively implement road programmes
not an easy problem to address

BUT

Necessary to solve if country is to prosper and not slide into
economic and social wasteland

Some background on subject is given but much debate is
necessary to arrive an acceptable and implementable solution

Need to strengthen all the drivers of performance

CONCLUSION – contd.

In terms of 4S framework

- Strengthening structures and accountability will make it happen
- Improving systems and capacity will make it possible
- Good skills and trust will make it flourish
- Good service in government institutions will make it continue