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P.O. Box 6263  
DUNSWART  
1508

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The Construction Industry

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Die Konstruksiebedryf

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20th March 1992

Mr Murphy Morobe  
Head : CODESA Administration  
C.O.D.E.S.A.  
P.O. Box 307  
ISANDO  
1600

Dear Sir

CONSTRUCTION INDUSTRY PRODUCTIVITY AND  
QUALITY COMMITTEE

We refer to our letter dated 16th March 1992.

\*\*\* We have pleasure in enclosing 10 bound copies of the abovementioned letter and Report.

We look forward to hearing from you.

Yours faithfully

C.D. ROUX  
CHAIRMAN  
CONSTRUCTION INDUSTRY PRODUCTIVITY  
AND QUALITY COMMITTEE

Encls  
CDR/jf

BUILDING INDUSTRIES FEDERATION  
SOUTH AFRICA  
BOU-INDUSTRIEË FEDERASIE  
SUID-AFRIKA

14 Alexandra Avenue/Alexandralaan 14  
Halfway House Midrand  
☒ 1619 Halfway House 1685  
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SOUTH AFRICAN FEDERATION  
OF CIVIL ENGINEERING CONTRACTORS  
SUID-AFRIKAANSE FEDERASIE  
VAN AANNEMERS VIR SIVIELE INGENIEURSWERK

Head Office/Hoofkantoor  
Construction Centre/Konstruksiesentrum  
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CONSTRUCTION INDUSTRY  
PRODUCTIVITY AND QUALITY COMMITTEE

REPORT TO CODESA

16 MARCH 1992



SAFCEC

**CIVIL ENGINEERING INDUSTRY**  
**TRAINING SCHEME**



The Construction Industry  
Development Board

P.O. Box 5253  
DURBAN  
1988

16th March 1992

CONSTRUCTION INDUSTRY

PRODUCTIVITY AND QUALITY COMMITTEE

REPORT TO CODESA

16 MARCH 1992

Mr. Mervyn Mordant  
Head of CODESA Affairs  
C.O.D.E.S.A.  
P.O. Box 307  
Johannesburg  
1988

Dear Sir,

CONSTRUCTION INDUSTRY PRODUCTIVITY AND  
QUALITY COMMITTEE

I refer to your recent telephone conversation with Mr. Brian Phillips of the South African Federation of Civil Engineering Contractors and to the Papers describing C.O.D.E.S.A.'s five Working Groups which you kindly sent him under cover of your letter dated 17th February 1992.

As Chairman of the above Committee, I have pleasure in forwarding a Report on its recent Activities which I feel to be a most important consideration in the successful introduction and future prosperity of the New South Africa which offers so much to its peoples.

I am sure you will steer these Papers into the right hands in C.O.D.E.S.A. as there presently appears to be no directly pertinent Working Group responsible for such matters. It may be considered that an additional Working Group might be introduced to deal with "INFRA-STRUCTURE AND HOUSING - ITS MAINTENANCE AND DEVELOPMENT" or similar, in which "PRODUCTIVITY AND QUALITY" might be suitably housed.

Yours faithfully,

BUILDING INDUSTRY FEDERATION  
SOUTH AFRICA  
REGISTRATION NUMBER  
1988/0001

16th March 1992  
Mervyn Mordant  
Head of CODESA Affairs  
C.O.D.E.S.A.  
P.O. Box 307  
Johannesburg  
1988

SOUTH AFRICAN FEDERATION  
OF CIVIL ENGINEERING CONTRACTORS  
REGISTRATION NUMBER  
1988/0001

16th March 1992  
Brian Phillips  
Chairman  
Productivity and Quality Committee  
C.O.D.E.S.A.  
P.O. Box 307  
Johannesburg  
1988



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The Construction Industry

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16th March 1992

Mr Murphy Morobe  
Head : CODESA Administration  
C.O.D.E.S.A.  
P.O. Box 307  
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1600

Dear Sir

CONSTRUCTION INDUSTRY PRODUCTIVITY AND  
QUALITY COMMITTEE

I refer to your recent telephone conversation with mr Brian Phillips of the South African Federation of Civil Engineering Contractors and to the Papers describing C.O.D.E.S.A.'s five Working Groups which you kindly sent him under cover of your letter dated 27th February 1992.

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As Chairman of the above Committee, I have pleasure in forwarding a Report on Its Recent Activities which I feel to be a most important consideration in the successful introduction and future prosperity of the New South Africa which offers so much to its peoples.

I am sure you will steer these Papers into the right hands in C.O.D.E.S.A. as there presently appears to be no directly pertinent Working Group responsible for such matters. It may be considered that an additional Working Group might be introduced to deal with "INFRA-STRUCTURE AND HOUSING : ITS MAINTENANCE AND DEVELOPMENT" or similar, in which "PRODUCTIVITY AND QUALITY" might be successfully housed.

Please/...2.

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CONSTRUCTION INDUSTRY PRODUCTIVITY AND QUALITY COMMITTEE

Mr M. Morebe

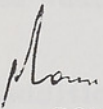
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16.3.1992

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Please let me know of your reaction to these comments and the enclosed document, as the Construction Industry is anxious and keen to participate in C.O.D.E.S.A.'s activities towards a new, healthy and prosperous South Africa.

Yours faithfully



C.D. ROUX  
CHAIRMAN  
CONSTRUCTION INDUSTRY PRODUCTIVITY  
AND QUALITY COMMITTEE

Encl.  
CDR/jf

APPROPRIATE DESIGN AND CONSTRUCTION

This Committee has identified its target areas and has addressed letters on this subject to major Client bodies and institutions.

Within its brief, the Working Group has identified the following major problem areas which affects Productivity:

1. Use of non-standard specifications and drawings
2. Inadequate Training and Education
3. Lack of meaningful Research by Research Organisations.

CONSTRUCTION    INDUSTRY    PRODUCTIVITY    AND  
QUALITY    COMMITTEE

INTRODUCTION

In February 1992 the Building Industry Federation of South Africa, the South African Federation of Civil Engineering Contractors, and Representatives of other interested parties, got together to consider a combined approach to the problems of Productivity and Quality in their Industries. The Construction Industry Productivity and Quality Committee was thus formed with the following as its Mission Statement:

"The Mission of this Committee is to measurably enhance the effectiveness and efficiency of the Construction Industry in South Africa.

To this end, the Committee will identify and investigate macro and micro factors affecting Productivity and Quality in the total Construction Process, and ensure that appropriate Improvement Programmes concerning those factors are implemented."

In addition, five Working Groups were instituted to deal with the following leading considerations:

- \* Appropriate Design and Constructability;
- \* Manpower;
- \* Productivity;
- \* Strategy : The Next Ten Years;
- \* Safety.

These Working Groups report to the "Macro" Committee on an annual basis and to the Executive Committee on a quarterly basis. The Executive Committee directs the Groups' Activities, whose Findings and Proposed Action Areas are set forth in the following Reports:

APPROPRIATE DESIGN AND CONSTRUCTABILITY

This Committee has identified its target area and has addressed letters on this subject to Major Client Bodies and Institutions.

Within its brief, the Working Group has identified the following major problem areas which affects Productivity:

1. Use of Non-Standard Specifications and Documents;
2. Manpower Training and Education;
3. Lack of Meaningful Research by Research Organisations.

The Object of the Working Group is to bring to the attention of Clients the range of factors under the broad heading of Appropriate Design and Constructability which have an effect on Productivity, such as:

1. Timeous Forward and Appropriate Planning. For instance, in the Public Sector there should be sufficient time for the Proper Planning of Projects and there is a need for Rolling Budgets.  
In the Private Sector there is too much of a rush once a Project has been decided on and it is then expected for the Construction Industry to make up lost time.
2. Appropriate Design, Specifications and Documentation. This should take into account the Needs, Appropriate Technology, Availability of Materials, Project Location, Capital Cost versus Maintenance, Need for Labour Intensive Construction and Affordability to the Users.
3. Construction. Contractors' input in the early stages of Design may lead to a better Construction Process and Enhancement of Productivity. Resource Identification of Required Plant, Materials and Labour is essential at an early stage.

Promotion of these concepts to Clients is a major task. The Committee is addressing this problem and will develop an Action Plan within the near future to market these concepts.

## MANPOWER

From an investigation undertaken by the National Productivity Institute some years ago, 21 prime factors affecting Productivity in the Civil Engineering and Building Industries were identified, of which the following eight related directly to Manpower:

- \* Lack of Management Skills;
- \* Skills Shortage;
- \* Lack of Training of Site Personnel;
- \* Poor Planning and Programming;
- \* Inadequate Planning and Organisation Skills;
- \* Lack of Productivity Standards;
- \* Inadequate Applied Education and Training;
- \* Lack of Commitment in the Provision of Education and Training.

The Manpower Working Group of the Construction Industry Productivity and Quality Committee has thus been charged with the task of examining all possible aspects of Manpower, and has identified the following issues for investigation:

1. The crisis in the Education System and its effect on Education and Training in the Construction Industry;
2. The role of Technicians and Universities in providing Education for the Construction Industry and the current Curricula;
3. Numeracy and Literacy;
4. Effective Financial Support for Training and Education;
5. The Current Training and Education Programmes in both the Civil Engineering and Building Industries, Improvements and Rationalisation;
6. The Future Manpower Needs of the Construction Industry.

Whilst all these issues are currently under review by the Working Group, the Group developed a "Numbers and Cost" Presentation relative to the "Kick-Start" approach recommended in the Ned/Perm Scenario for the Building of some 200 000 Houses per annum. A number of Presentations have been done in this regard and information made available to the relevant Cabinet Ministers.

The scope of the Working Group falls entirely within the Mission of the Productivity Committee and its Objective is to Develop a Strategy for Manpower Development to ensure Effective and Efficient Optimum Utilisation within the Construction Industry.

### PRODUCTIVITY COMPETITION

It is almost impossible for the Construction Industry to supply a generally acceptable description of How to Promote Productivity Improvement within a company. Management Styles, Competency and the Environment in which people operate differ too much. However, taking the Improvement Process step by step and developing a suitable approach which can be implemented to improve organisation receptiveness, Productivity Improvement can be integrated with the existing Management of a Company.

Endeavours are being made to highlight and formalise the theoretical Productivity Improvement Process for the Construction Industry within the context of the complete Management Process. Further, to Place and Promote present Productivity Activities which already take place in Construction Companies within the context of the Improvement Process and to closely outline specific areas requiring closer attention and recommend practice to address them.

As a part of the Process a Construction Industry Productivity Competition is being established and work is progressing according to Programme in order to host the first Competition Awards Ceremony in February 1993. Task Groups are tackling Competition Administration; Procurement of Funds; Promotions and Technical Design.



Final arrangements have been made for Promoting Productivity and the Competition through various Contracting Magazines, Press Releases and a Series of Seminars to be held country wide. This will be followed by Presentations on Productivity to interested parties on their request. All relevant information pertinent to the Competition, Closing Date, Adjudication Period and Award Ceremony will be announced at the various Seminars.

## SAFETY

Loss Control and Safety is a Management Driven Programme and appropriate Seminars have been held in Durban, Johannesburg and Cape Town, aimed at the Civil Engineering Industry, with a view to showing the merits of a Loss Control Programme.

It is intended to continue to reduce the Number of Injuries, Fatalities and Waste by strongly promoting Safety and Loss Control Awareness amongst Employers in the Industry.

To achieve this Objective, the following Services are provided:

1. Site Visits and Surveys : To Ensure Legality, to Advise on Possible Losses, Unsafe Acts, Unsafe Conditions, Unnecessary Waste, Poor Labour Utilisation, Security Problems, Poor Housekeeping, Plant, Tool and Equipment Abuse. Training Needs are also often identified. These Site Visits are carried out after initial contact has been made with Top Management.
2. Documentation : Checks are carried out to ensure that Mandatory Material is Available on Site and, where not, Registers, Appointment Forms, Machinery and Occupational Safety Act (Abridged Version) and Guidance Charts, etc., are supplied.
3. Crisis Help : This is constantly available, but often these Services are really only appreciated fully after an Injury or Damage Accident or due to a Department of Manpower Inspector's Visit.
4. Workmen's Compensation Guidance : Advice is provided concerning Rebates, Assessment, "Loading" or correctly compiling Claim Forms, in accordance with the Act.
5. Safety and Loss Control Seminars : These are arranged and conducted either as Open Seminars at Strategic Venues, or as Closed In-House Seminars with Members of the Company.
6. Star Grading : The Star Grading Programme is both prestigious and sought after, being a Systematic Management Improvement Programme for Building Sites.
7. Safety Competition : To further Improve Safety Standards and Awareness, Inter-Site Competitions are encouraged, as well as BIFSA's Regional and National Safety Competition for both Building Sites and Allied Trades.

8. Posters : Posters are distributed and explained. These achieve the Purpose and Function of Maintaining Safety Awareness.
9. Education : This is done by Films, Videos, Slide Presentations and through Construction Magazines - all serve to Promote Safety Awareness.
10. Lectures : These are presented at Universities, Technikons, Technical Colleges, Training Colleges and Other Centres.

### STRATEGY : THE NEXT TEN YEARS

The following points have been agreed as being part of the scenario for the Next Ten Years:

1. The Construction Industry will have to compete with the rest of the world in Southern Africa. An advantage is the exposure of our Labour Force and the opportunities thus created, but our Management Skills have to be enhanced, and we must endeavour to Control the Construction Environment.
2. The problem of Cyclical Supply of Work must be addressed. A slight variation is acceptable, but excessive variations cannot be tolerated since the impact on Labour and the Development of Productivity is disastrous.
3. Mega Projects such as Power Stations, Large Dams and Toll Roads will most likely be developed by Private Enterprise in association with Government, since Projects would have to be dealt with in a fast, efficient and most productive manner. This could to a certain extent alleviate the cyclical variation in the Supply of Work, since under-utilised capital would be used to the benefit of society and the whole country.
4. There will be much more demand for more meaningful participation by disadvantaged people in the Construction Industry in a variety of fields.
5. These people in our community have the potential, but lack the necessary confidence to participate fully in the Work Environment envisaged - this will have to be addressed in the areas of Educational Training.
6. Upliftment must be accelerated to help people achieve the maximum of their ability in their chosen field of endeavour. Education will play a vital role in this upliftment, and it is also necessary that sufficient Job Opportunities be created to gainfully employ and develop the skills of such people.
7. Greater emphasis will be placed on social issues in the Next Ten Years. These softer issues can create Stability and a Better Environment for Developing Social Responsibility, and thus Productivity.

8. Upgrading of Townships will be the responsibility of a Local Authority such as the Regional Services Council, and not that of Central Government. It is felt, however, that the Bulk Infrastructure and Maintenance thereof will still be the responsibility of some Central Government.
9. To get full co-operation of the larger community will be vital for future Construction Projects, and the Productivity of the Industries. The short-term/long-term input of the Industry will also change as the Development of Skills takes place. Management has always played an important role as regards Productivity and this role will increase even further in the New R.S.A.
10. South Africa must be acutely aware of the need to Apply Appropriate Technology since it Optimises Wealth Creation. We must therefore take Technological Principles to all people by means of Awareness, Education and Training.
11. It is foreseen that there will be an increase in Labour Intensive Contracts in future, and we must take cognisance of this fact and be proactive to adapt in Standards/Design/Construction Methods to accommodate this trend. It is important to note that Construction will have to adopt affordable Standards with ample scope for subsequent Upgrading. To compromise on Standards, does not necessarily mean a compromise in Quality.
12. Labour Unions could play an increasingly important role in the Next Ten Years. Unions will be the driving force for the Training of People and Decision Makers, which will Improve Productivity. The Unions could also play a key role in influencing Government/Politicians and can thus be instrumental in Improving the Work Ethic.

Consultation with all the other Committees, the A.N.C., the Government, etc., is important, as well as the Collection of Facts regarding Hopeful Investments forthcoming to South Africa.

—ooOoo—

# CORE

## CO-OPERATIVE FOR RESEARCH AND EDUCATION

P O Box 42440 Fordsburg South Africa 2033  
62 Marshall St. Johannesburg South Africa 2001  
Tel: (011) 836 9942/3 Fax: (011) 836-9944

Date Rec'd : ...27/4/92...  
Date Ackn : ...27/4/92...  
Docs Sent : ...n/a...  
Handed for Processing to :  
...Wg/172... (15)...

Murphy Morobe  
CODESA  
P. O. Box 307  
ISANDO  
1600

30 March 1992

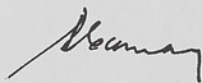
Dear Murphy,

On behalf of the Network Against Child Labour I enclose a copy of the memorandum prepared by the Network which was forwarded to the Department of National Health and Population Development. The Department has indicated that it has no intention of setting up machinery to enforce Section 52A of the Child Care Act nor to protect any children who may be forced into occupation.

Whilst we acknowledge that this matter does not fall into the CODESA agenda perhaps you could circulate the document for the attention of all the parties.

Thanking you

Yours sincerely,



Phiroshaw Camay  
PC/ft  
Encl.

THIRD DRAFT

SECTION 52 A OF THE CHILD CARE ACT: RECOMMENDATIONS AND ISSUES FOR CONSIDERATION IN THE DRAFTING OF REGULATIONS

INTRODUCTION

This submission arises from a workshop on "Child Labour and Legislation" which took place on 16 October at the offices of the Johannesburg Child Welfare Society, and from subsequent discussions between those who took part. There were 25 participants including representatives of the following 14 organizations:

Johannesburg Child Welfare Society, SA National Council for Child and Family Welfare, Co-operative for Research and Education (CORE), Operation Hunger, Transvaal Provincial Administration (Johannesburg office), Lawyers for Human Rights, The Children's Foundation, National Committee on the Rights of Children, SA Black Social Workers' Association, SA Council of Churches, SA Farmworkers' Education Project, COSATU (Food and Allied Workers' Union), World Vision SA, and Save the Children Fund (Sweden).

CONCLUSIONS AND RECOMMENDATIONS

1. The Network associates itself with the opposition of the international community to the economic exploitation of children and to their involvement in work harmful to their development, as expressed in Article 32 of the UN Convention on the Rights of the Child.

It is noted that the right of children to protection from such practices is recognized in the recent report of the SA Law Commission regarding a Bill of Rights for South Africa, as well as in the earlier Draft Bill of Rights developed by the ANC.

2. However, attention to child labour matters is in its early stages in this country relative to much of the rest of the world and that there is a need for much more information and for deliberations to develop policies and strategies in this regard.
3. Child labour occurs on a large scale in South Africa. The agricultural sector is of particular concern here - children are working under hazardous conditions including continual exposure to dangerous chemicals, to the detriment of their education and normal development, and for extremely low wages. In some cases there are no wages at all - e.g. when an entire family is expected to work in lieu of rent for a small piece of land to farm, or Mocambiquan refugee children who are recruited by

- 2 -

local farmers, work for a time and are then reported to the police for deportation as illegal immigrants when they are due to be paid. Another example is children who are paid per assignment - if they are unable to complete a specific unit of work (e.g. filling a container with produce) they have to start afresh the following day with no payment for the partly completed unit. Child labour is also evident in many other sectors, which were not touched on at the workshop due to time constraints - however, they also warrant urgent attention. Copies of documents produced by participating organizations are attached for your information. It is noted that child labour traps children into a cycle of poverty and illiteracy and increases adult unemployment.

4. It is recognized that the law on its own cannot fully address the child labour problem - poverty, illiteracy, adult unemployment, the fact that South Africa still does not provide universal compulsory education and the lack of sufficient vocational training opportunities are some of the causative factors that must simultaneously be addressed. Nevertheless, the law is a vital component of the overall strategy required.
5. Participants are in agreement that children have responsibilities and it is considered legitimate that they perform "child work" - e.g. age-appropriate tasks which in no way interfere with their education or healthy physical, emotional, social and moral development. Certain tasks carried out for tips, such as the pushing of trolleys at supermarkets in safe and controlled conditions, could fall into this category.
6. However the only situation involving actual employment which is agreed upon as constituting a legitimate area for exemption in terms of the Child Care Act, is that of child entertainers. Their employment, subject to careful controls, could amount to an appropriate development of their talents. It is however apparent from the reports of persons with experience in this field that such children are frequently exploited. For example, it happens that children are required to pay a substantial enrolment fee associated with promises which fail to materialize in definite assignments after months or even years. It is also noted that many child actors experience serious problems in adulthood due to excessive stress at an early age. Very ambitious parents cannot always be relied upon to protect their children from developmentally inappropriate demands. It is therefore strongly recommended that exemptions not be granted for child entertainers or in fact for any form of "work or employment" generally, or to "persons generally"

as provided for in Section 52(A)(2) and (3) but only to "particular persons" whose applications are carefully considered according to the merits of each situation. Any exemption should be subject to strict conditions. (The relevant ILO Conventions incorporate certain useful provisions where child entertainers are concerned). It is suggested that the provision in the Act for blanket exclusions is open to abuse and should be revised at the earliest opportunity.

7. Various rationalizations for using child labour on farms are considered to be without foundation. Work for so-called "pocket money" would not be necessary for children if their parents were being paid properly. In a context of rampant adult unemployment this is a particularly unacceptable notion. Safeguards such as controlled conditions and parental consent are unenforceable on farms, especially given that farmers are in a position to evict families who refuse to offer their children's labour, rendering them destitute. Owing to the particular susceptibility of farm children to exploitation it is specifically emphasized that there should be no exemptions for the agricultural sector in terms of section 52 A of the Child Care Act.
8. Participants emphasized the need for effective machinery to be provided for by the regulations to the Act, and for the employment of the necessary personnel for the implementation of Section 52 A, noting that such machinery and personnel are almost entirely absent. It is necessary to ensure that the protection offered by Section 52 A exists in practice and not only on paper. It is also believed that a maximum fine of R4 000 as presently provided for in the Child Care Act is not a sufficient deterrent for employers who stand to substantially increase their profits by using child labour - e.g. farmers.
9. It is suggested that the office of Ombudsperson responsible for child labour issues be created to ensure that children's rights in this critical area are upheld.
10. The organizations concerned will continue to network for the immediate future and will submit further representations in the course of time.

NOVEMBER 1991