

Public employment programmes and inclusive economic growth opportunities: promoting a just transition through public entrepreneurship, a case of the City of Cape Town

Masibulele Zonyana



TIPS FORUM 2022

TOWARDS A JUST TRANSITION - THE ROLE OF INDUSTRIAL POLICY

Background

- The Atlantis Special Economic Zone (SEZ) is noted as having the most of the opportunities for fostering a just transition, from SMME development and support, and individual skills development within the greentech sector in Cape Town;
- The City's PEP has proven to be able to create SMME and skilling opportunities for its target population within the green economy and other sectors, at an anecdotal level;
- Importantly, the green economy and information technology sectors are said to be the employers of the future, preparing both labour demand and supply for these sectors is seen as key to sustainable economic development – which is at the core of the quest for a just transition

Research Aims and Method

The aims and objectives of this paper are as follows:

1. To trace the evolution of the City's public employment programmes' institutional arrangements;
 2. To reflect on the opportunities and possibilities for using the City's public employment programme's programme design and institutional capacity for further improving the City's process of transitioning to a Just green economy, through highlighting the achievements of one of the City's PEP projects in Atlantis; and
 3. Reflecting on the potential points of connection between the challenges facing the City's Just Transition and green economy programmes and the City's PEP initiatives and advantages.
- Method
 - In this regard, all of the data collected for this paper comes from documentation, archival records, academic literature and interviews on.

What is a Just Transition? Initial attempts at locating the root-cause of the challenge with a Just Transition

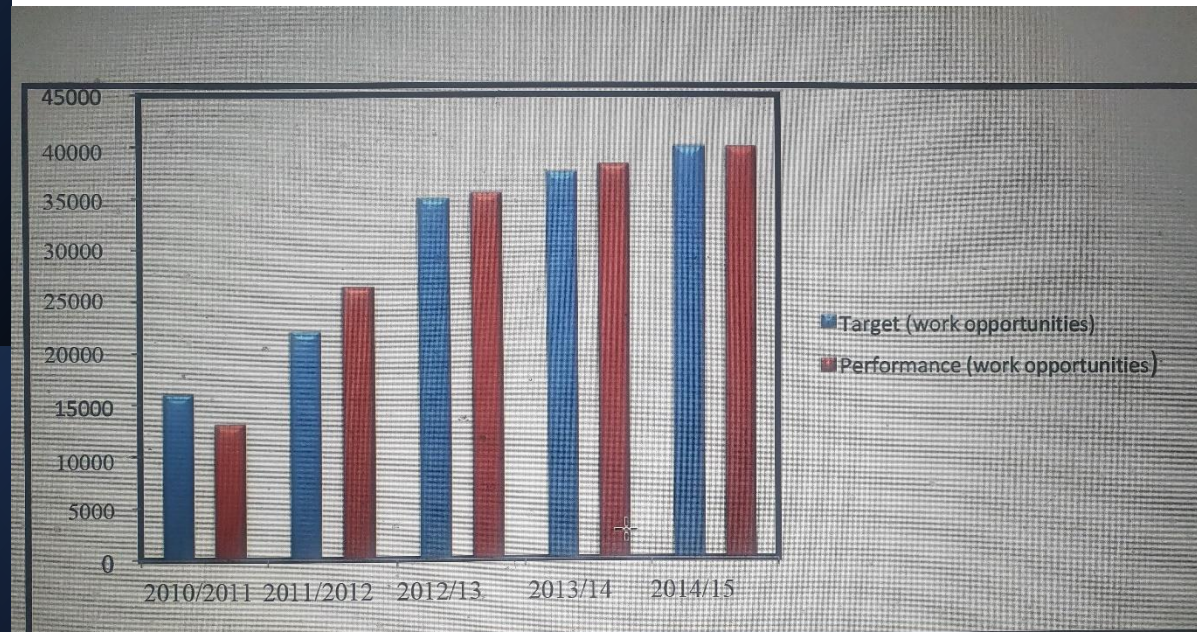
- Many commentators and experts define and think about a Just Transition in terms energy generation and distribution;
- Other authors expand the focus of their understanding of a Just Transition to include outcomes that make their definitions more inclusive;
- a Just Transition is about turning the climate change and environmental challenge brought on by the use of fossil fuels to generate energy and related products – into an opportunity to reconfigure the entire economies of many countries of the world in dealing with all major development challenges (from environmental sustainability, job creation, access and health), including South Africa's

The Just Transition Challenge: A high-level brief overview from an African perspective.

- Former South African president Thabo Mbeki recently remarked that there was no national plan to solve the country's challenge of poverty, unemployment and inequality, despite president Ramaphosa's promise earlier this year.
- For many South Africans living close to the mines, including those dependent on the salaries and wages of mineworkers – the challenges former president Mbeki was referring to are directly linked to the challenge of a Just Transition.
- African countries facing particular challenges around the process towards a Just Transition: e.g. Mozambique, Zimbabwe, and South Africa.
- No clear path or plan for a Just Transition either;
- “There is no time to waste. While it sounds appealing to have a very clear picture of the destination that all parties agree on, that does not seem possible right now. Nor is actually practical ... Therefore, it makes sense to work together from the common ground that has emerged from the JET conversations, adapting and responding as the process unfolds.” (Project 90 by 2030, 2019: 7)
- Emergent responses from Municipalities, in the case of South Africa.

The City of Cape Town's emergent and iterative process towards building capacity for a Just Transition: using the City's PEP model. Rooted in acts of Public Entrepreneurship.

- The City struggled with overall institutionalisation, coordination and oversight over its PEP projects and implementation, before the 2011-2012 financial year. Then, almost suddenly – consistent achievement of targets followed. What happened?



The Institutionalisation of the City's PEP: Aim 1

Table 2: elements of programme design, source :(interview with Director, 25 July 2022)

Input	Outcome
Strong political support	Institutionalisation (policies and frameworks)
collaborations	Segregation of duties, clear roles and responsibilities, and transparency
Funded programmes implementation	Clear benefits for all stakeholders
Strong and effective leadership	Guidance and support to implementers

The Director tried to replicate this as soon as he was appointed in the City (2009-2011). Struggled, until new Mayor and political leadership came in 2011

1. Designing a policy on the Implementation of the EPWP;
2. Establishing an EPWP Programme Management Office;
3. Improving a policy regulating the recruitment and selection of workers from the community to participate in EPWP related projects;
4. Incorporating EPWP into existing corporate processes such as Integrated Risk Management;
5. Allocating job creation targets to each department;
6. Ensuring support direct to Line Departments (City EPWP implementers);
7. Creating a central database with all registered jobseekers in the City;
8. Improving relationships and communication with stakeholders.”

Fostering public entrepreneurship: from individual acts to collective actions: Aim 2

PROCUREMENT

Contents

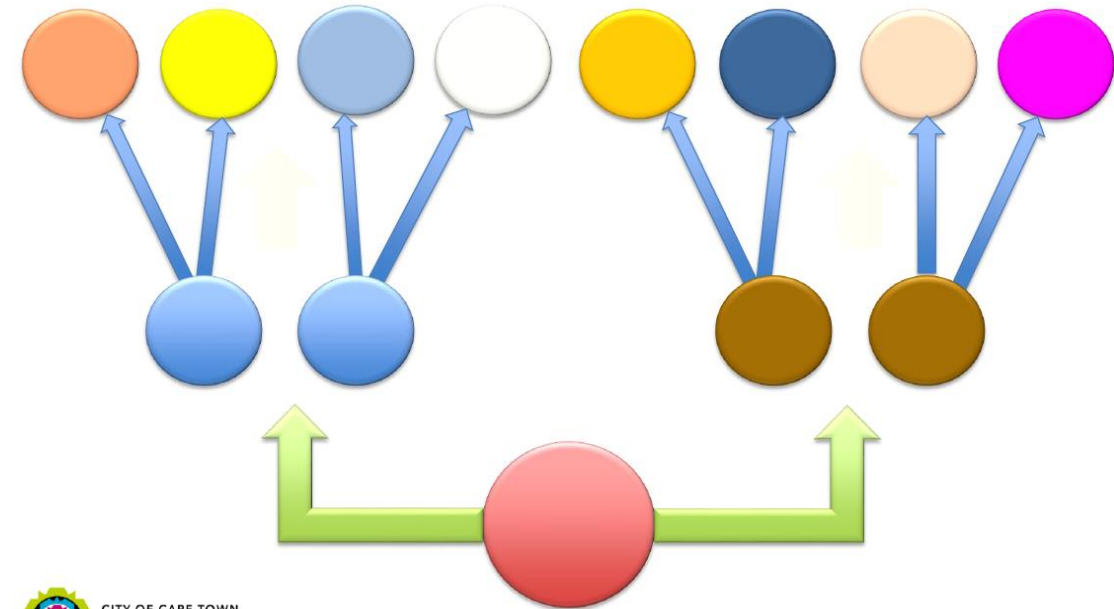
SCOPE OF MANDATORY SUBCONTRACT WORK
REPRESENTATIVE WORK
PRICING

Objective

The Employer applies and promotes the principles of Preferential Procurement. In terms of the Employer's current procurement policy this project provides for the following objectives to be actively pursued:

- ♣ The provision of opportunities for Small, Medium and Micro – Business Enterprises [SMME's];
- ♣ The provision of work opportunities for local labour;
- ♣ Ensuring that the teams employed are represented by the following targets of 60% women, 30% youth and 2% disabled (where practically possible).

Mentorship model



Connections between the City's Just Transition process and green economy programmes under the City's PEP initiatives: driven by Public Entrepreneurship

Opportunities for Public Entrepreneurship come up when there is focus on activities such as (Levy, 2014: 156):

- “Targeted efforts to improve public management – focused on specific functions, sectors, public agencies and locales where there exist credible champions and an appetite for reform;
- Multi-stakeholder initiatives which bring to centre stage the participatory engagement of non-governmental as well as governmental stakeholders in the (micro-level) processes of formulating the relevant rules and policies, and assuring their implementation;
- (Carpenter 2001, Levy 2014, Mageza 2017, and Uppink 2018)
- Remaining interviews focused on trying to determine the working environments of City employees at the heart of the City's Just Transition potential

Atlantis Special Economic Zone (ASEZ): the land of Green opportunity

- Through the facilitation of the E&I department, the City was awarded a PEP grant of over 150 000 000 by national government.
- Importantly, the implementation of the Kader Asmal invasive species project in Atlantis had a couple of benefits and results, namely:
 - Assisted with the clearing of invasive that utilise a lot of water, as Atlantis is situated on top of one of the most important strategic water resources for the City (interview with Head: Sustainable Partnerships and Finance, 22 July, 2022);
 - The success of the project highlighted the importance of the City's PEP and the teams managing PEP projects in the City (interview with Head: Sustainable Partnerships and Finance, 22 July, 2022);
 - This resulted into the Department of Forestry, Fisheries and Environment gazetting the project as an environment instrument to assist other regions of the country;
 - Communities and other stakeholders were all happy with the outcomes and benefits of this project, and the way it was designed and implemented (interview with Head: Sustainable Partnerships and Finance, 22 July, 2022).

The City's Just Transition institutional arrangements

- The majority of interviewees are working within spaces that provide room for autonomy, innovation and building relationships with many stakeholders including the communities they serve;
- The City's PEP environment and method is noted as a strength for the green economy and skills development
- City's PEP institutional arrangements - only possible through acts of public entrepreneurship
 - **State of City's Just Transition institutional arrangements (Policy & Practice)**
- While the City has an environmental strategy in place – it is not yet institutionalised to drive an effective Just Transition;
- An effective Just Transition requires a holistic approach that engages all stakeholders throughout the process, and the City is not yet set up for this – even its current contracts processes around the green economy and environment;
- A strong coordinator that is able to draw key stakeholders and come up with a system that benefits all is required.

conclusion

- The City's PEP is helping create an platform for an inclusive Just Transition path for the City;
- public entrepreneurs are at the centre of the sustainability of this inclusive path;
- In support, the institutional standing and functioning of the City's PEP is a critical platform that must be well maintained if it is to continue to foster public entrepreneurship;
- Ways in which the City's PEP platform and fostering of public entrepreneurship can be replicated elsewhere must be investigated, within the City and nationally.
- Given all of the above, the broader question to ask is, how the City's successful example of the role that PEPs play in any economic growth path can reshape the understanding of government's role in creating a conducive environment for private sector to create jobs?