



DISTRICT MUNICIPALITY  
UMASIPALA WESITHILI  
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**EXPANDED PUBLIC WORKS PROGRAMME  
CONTRIBUTING TO A NATION AT WORK**



*“Eden, the leading, enabling and inclusive district, characterised by equitable and sustainable development, high quality of life and equal opportunities for all.”*

<b>Acronym</b>	<b>Definitions of Terms</b>
<b>EPWP Coordinator</b>	An official responsible for advocating and providing leadership and administrative support to EPWP in the municipality and represents his/her department in the EPWP Steering Committee
<b>DPW</b>	National Department of Public Works
<b>DSC</b>	District Steering Committee
<b>EPWP</b>	Expanded Public Works Programme
<b>Full-time Equivalents</b>	Refers to one person's year of employment. One person year is equivalent to 230 per days of work. Person years of employment equals total number of person days of employment created for targeted labour during the year divided 230. For task rated workers, tasks completed should be used as a proxy for 8 hours of work per day.
<b>IDP</b>	Integrated Development Plan
<b>Incentive Grant</b>	Incentive paid to public bodies to incentivize employment creation under the EPWP. The incentive is paid per quantum of employment created for the EPWP target group and can be measured in FTE's
<b>Infrastructure sector</b>	The sector aims to promote the use of labour-intensive methods in the construction and maintenance of public infrastructure.
<b>Labour Intensive</b>	Labour Intensive construction is the economically efficient employment of as great a proportion of labour as is technically feasible throughout the construction process to achieve the standard

demanded by the specification, the result being a significant increase in employment being generated per unit of expenditure by comparison with conventional equipment –intensive methods.

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<b>Non-State Sector</b>	The sector aims to foster partnership between non-profit organisations (NPOs), communities and government to create opportunities through socially constructive activities for a large number of individuals within local communities.
<b>SDBIP</b>	The municipality's tool utilized to monitor and evaluate the implementation of the budget and IDP.
<b>SMME</b>	Small Medium and Micro Enterprises
<b>Social Sector</b>	The sector aims to drive a sphere of social policy dedicated to human development and improving quality of life in the areas on education, health and welfare.
<b>Training Person – Days</b>	The number of training person-days is the number of people who attended training multiplied by the number of days training. A distinction must be made between accredited and non-accredited person-days.
<b>Work Opportunity</b>	Paid work for an individual on an EPWP project for any period of time. The same person can be employed on different projects and each period of employment will be counted as a work opportunity.

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## 1. OVERVIEW

The National Development Plan Vision 2030 identified nine main challenges facing South Africa, amongst others are:

Too few people work and the quality of education available to the majority is poor. The persistently high rate of unemployment in South Africa (23.9%) is one of the most pressing socio-economic challenges facing government. High youth unemployment in particular means young people are not acquiring the skills or experience needed to drive the economy forward. This inhibits the country's economic development and imposes a larger burden on the state to provide social assistance.

EPWP is a nationwide short and medium-term government initiative aimed at alleviating poverty by utilising public sector budgets to draw significant numbers of the unemployed into productive work while enabling these workers to gain skills while they work.

*The key objective of the third phase of the programme is to bring together all government, civil society and private sector stakeholders to, by the year 2019, create 6 million job opportunities.* It is a programme that is being implemented by all three spheres of government, across four (4) defined sectors, namely:

- Infrastructure
- Social
- Environment and Culture sectors
- Non-State

As per Cabinet mandate, this programme is co-ordinated by the National Department of Public Works (DPW).

## **2. PURPOSE**

The main objective of the EPWP programme is to utilize line function budgets (capital, operations and maintenance) so that expenditure by the municipality results in increased employment opportunities and training, particularly for unemployed and unskilled labour.

This policy document aims to provide a framework for the implementation of the Expanded Public Works Programme (EPWP) within the Eden District Municipality (EDM), which includes the operations across all municipal departments.

The thrust of the EPWP policy framework is to create work opportunities for the unemployed using the Eden District Municipality's expenditure in short to medium term (about 3–5 years), in line with the government directive. It is also envisaged that the incentive will kick-in over this period and this will allow the Municipality to sustain the implementation of this programme over the long-term.

The Eden District Municipality, through the Planning and Economic Development Department, will co-operate with other spheres of Government to ensure effective and compliance for a successful and impactful EPWP programme. The Eden District Municipality's key area of focus will be to create an environment that will be conducive through skills development, infrastructure development and SMME within those communities and specifically the unemployed that reside in the rural outskirts of the district.

## **3. CHALLENGES FACED BY MUNICIPALITIES**

Most public bodies implementing EPWP face similar challenges. The most common challenges include amongst others the:

- Commitment of political and administrative leadership
- Capacity in terms of designing projects labour – Intensively
- Capacity in terms of reporting

- Dedicated coordination capacity within the municipality
- Low incentive draw – down
- Achievement of longer duration of work opportunities and FTE targets

The following challenges are experienced by the Eden District Municipality:

- *Budget is not aligning to EPWP*
- *IDP, Primary and Secondary Sector Policies/Plans/Strategies*
- *Geo-coding of EPWP project*
- *Capacitation of data capturer*
- *Late starting of projects*
- *Term of appointment contract (Shorter term vs Long term appointments)*
- *Validation of integrated registration system (Revoked)*
- *Achievement of set targets*

#### **4. LEGISLATIVE GUIDELINES**

The Eden EPWP process will be guided by the following national, provincial and local government legislative directives:

- The Constitution of South Africa (Act No.108 of 1996)
- Intergovernmental Relations Act, 2005 (Act No. 13 of 2005)
- The Public Finance Management Act (PFMA, 1999)
- Public Service Act (PSA, 1994)
- Municipal Finance Management Act (MFMA, 2003)
- Division of Revenue Act (DORA, 2006)
- The Municipal Systems Act (Systems Act, 2000)
- The Basic Conditions of Employment Act (BCEA, 1997).
- Skills Development Act (SDA, 1998)
- Cabinet Memo 2003 approving the implementation of EPWP
- EPWP Phase 2: Consolidated Programme Overview, 2009.



- Ministerial Determination and the Code of Good Practice for Expanded Public Works Programme
- Expanded Public Works Programme (EPWP) Institutional Arrangement Framework, (2012)
- National Development Plan 2030
- Eden Council Adopted 2017 – 2022 Integrated Development Plan
- Eden Recruitment and Selection Policy
- Eden Regional Economic Development Plan 2018

## **5. OBJECTIVES OF POLICY**

EPWP projects and programmes must be identified, using labour-intensive methods with predetermined key deliverables over a given timeframe in the environmental, social and economic sectors. This policy aims:

1. To have EPWP as an approved delivery strategy for projects implementation, employment creation and skills development; by ensuring that EPWP guidelines and principles are adhered to in the implementation of any municipal project;
2. To inform all Departments and Units within municipality on how their functions should contribute towards achieving the EPWP objectives; (clarify the support function roles further within municipalities e.g. finance, corporate service) (Acknowledge that the model varies);
3. To entrench the EPWP methodology within the IDP; (acknowledge EPWP in the IDPs);
4. To develop skills within communities through on-the-job and/or accredited training of workers and thereby developing sustainable capacity within communities;
5. To capacitate SMME's and emerging contractors within local communities by facilitating the transfer of sustainable technical, managerial and financial skills through appropriate Learnership Programmes and SMMEs development initiatives;

6. Re-engineer how the planning, design and implementation programmes/projects within the existing municipal operational and capital budgets in order, to maximize greater employment opportunities per unit of expenditure. To maximise the percentage of the municipal's annual total budget spent and retained within local communities by promoting the procurement of goods and services from local manufacturers, suppliers and service providers;
7. Create employment opportunities for the unemployed within local communities in the different inter alia, Infrastructure, Social, Environmental and Economic Sectors;
8. Develop SMME's to execute EPWP work by facilitating the transfer of technical, managerial and financial skills through relevant SETA, Department of Labour and EWPW Contractors training programmes; and
9. Of the total budget spent, maximise the percentage retained within the Eden District in the form of wages etc.

## **6. TARGETED BENEFICIARIES OF THE EPWP PHASE THREE**

Phase three of the Eden EPWP programme will mainly target members of rural – poor communities with high levels of unemployment. A minimum EPWP wage rate will be applied as per sector and approved by Municipal Manager based on skills. An open and transparent process will be followed in the selection of beneficiaries based on the following:

Participants or beneficiaries of the programme:

1. Must be willing accept the job offer;
2. Can be categorised as poor;
3. Are unemployed or underemployed; and
4. Must live within to the project area

*The following selection models will be utilized:*

- 1. Existing database of prospective beneficiaries will be used (database will be compiled, maintained and continuously updated by the Eden District Municipality)*
- 2. Shake – Shake model*
- 3. Advertising and following the interviewing model wherever applicable*
- 4. The above-mention categories will adhere to advertisement process and local Municipalities will be used as wards for Eden District Municipality.*

#### 6.1 Targets as per signed Protocol Agreement 2014 – 2019

The following table makes illustrates the projected targets for the 2014/2015 – 2018/2019 financial year and Eden District Municipality will adhere to this targets, based on the availability of funds.

<b>Financial Year</b>	<b>Work Opportunities</b>	<b>Full Time Equivalent</b>
2014/2015	282	57
2015/2016	295	65
2016/2017	329	80
2017/2018	367	96
2018/2019	409	113
<b>Total</b>	<b>1682</b>	<b>411</b>

## 7. ROLE OF EDEN DISTRICT MUNICIPALITY

The EPWP cuts across all departments of the municipality and said departments must make a systematic and conscious effort in utilising their budgets to achieve the intended impact.

### Eden EPWP Coordination Structure

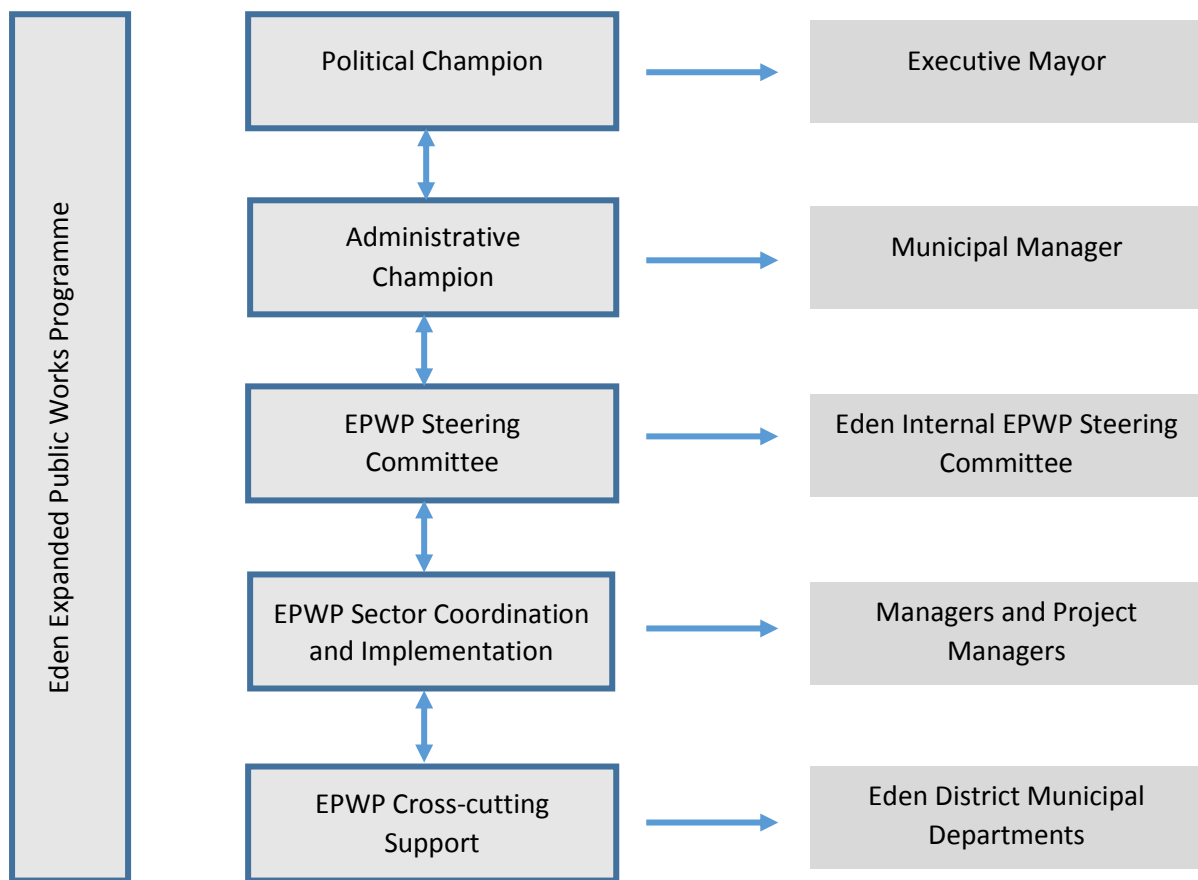


Diagram 1: Eden EPWP Co-Ordination Structure

### 7.1 Roles and responsibilities of the Executive Mayor

According to clause 8 of the Protocol Agreement the Executive Mayor of the Municipality remains the key political driver of the process.

- Provide leadership and direction on the implementation of the EPWP within the Municipality;

- Ensure that the Municipality meets the targets specified in the Annexure to this Protocol;
- Appoint a member of the Mayoral Committee to coordinate and lead the EPWP within the Municipality;
- Appoint members of the Mayoral Committee to be responsible for promoting the EPWP in the infrastructure, social and environmental sectors;
- Ensure the effective coordination and monitor the implementation of the EPWP within the Municipality;
- Assist and mobilise departments within the Municipality to meet the targets specified in the Annexure to this Protocol;
- Ensure that the EPWP is incorporated in the infrastructure plan and development plan of the Municipality;
- Ensure that the Municipal departments incorporates EPWP FTE targets into their programme plans;
- Ensure that the Municipal's EPWP targets are incorporated in the performance agreements and scorecards of senior officials responsible for implementing the EPWP within Municipality;
- Report on implementation of the EPWP by the Municipality and progress in contributing to the Province's EPWP targets in the Premier's annual speech at the opening of the Provincial Legislature;
- Report on the implementation of the EPWP within the jurisdiction of the Municipality to the Provincial Steering Committee;
- Ensure that the EPWP is a standing agenda item at meetings of the Municipal Executive Committee (Council); and
- Ensure that the Municipality complies with the requirements for disbursing the EPWP incentive grant in particularly ensure that Municipality cannot draw down any portion of the EPWP incentive grant from the Provincial revenue fund, except in accordance with the terms of a disbursement letter provided by the Department.

## **7.2 Roles and responsibilities of the Department: Planning and Economic Development**

The process will be co-ordinated and managed within the Department: Planning and Economic Development. The role of the unit includes, but is not limited to the following:

- District co-ordination of EPWP related issues;
- Regularly review the policy to ensure that it is in line with relevant legislation and improvement in project delivery and to submit reports to Council in this regard;
- Setting EPWP targets in collaboration with all the Department;
- Creating and enabling environment for the successful implementation of the Municipal EPWP;
- Ensuring proper management and guidance for project selection and execution;
- Documenting EPWP related discussions and assumptions;
- Facilitating communication amongst stakeholders;
- Overall monitoring, evaluation and reporting of the programme; and
- Reporting to the Mayor as EPWP Political champion, Community Services Portfolio Committee and the Council.

## **7.3 Responsibilities of Executive Manager: Planning and Economic Development**

- Promote EPWP at the strategic platform and sources funding
- Ensuring that information on the extent and impact of the EPWP in the Municipality is communicated to all the departments, councilors/committees;
- Create awareness amongst staff about the benefits of labour-intensive infrastructure projects at various internal platforms;
- Timeously plan for the execution and implementation of programmes in line with achievable timeframe

#### **7.4 Roles and responsibilities of the EPWP Manager**

An EPWP Manager will be appointed by the municipality. His/her Key Performance Areas will include:

- To liaise with other departments within the Municipality
- To keep abreast with sector specific developments
- To Liaise with and represent the Eden District Municipality on the relevant District, Provincial and National EPWP Forums
- To Monitor, evaluate and report on progress and specific KPI's and
- To draft the EPWP risk and propose the mitigation therefore
- To disseminate information internally as and when needed
- To keep a record and provide information to a central database on emerging contractors and local labour establishments in the municipality; and
- To co-ordinate or Manage Eden District Municipal Internal Steering Committee
- To make sure that EPWP beneficiaries are skilled as a strategy for exit plan
- To brief e Executive Mayor, Portfolio Councilor, Municipal Manager and Executive Manager: Planning and Economic Development

#### **7.5 Roles and responsibilities of the District Municipal Forum**

The Municipal Manager of the District Municipality or his/her delegate shall be responsible for the coordination of EPWP at a District Municipal level and will convene the District Municipal forum of EPWP in conjunction with the Provincial Department of Transport and Public Work who will be providing the governance functions.

The District Municipal forum will consist of Senior officials from all the local municipalities within the District, with representation from all the relevant EPWP sector Departments within the municipalities, officials from the lead Coordinating Department within the Province, the Provincial sector coordinating departments in

the Province, the EPWP Programme Manager, and any person whom the Municipal Manager of the District Municipality may invite from time to time.

*The District Municipal Steering Committee will:*

- Monitor and evaluate the progress of the EPWP within the District Municipality across the different sectors;
- Oversee the sign-off of data in accordance with provincial institutionalized mechanisms;
- Identify constraints to the implementation of the EPWP and consider possible solutions;
- Identify EPWP best practice examples;
- Report to the Provincial Steering Committee on the implementation of the EPWP and progress on meeting EPWP targets; and
- Any planning, design, implementation and technical support issues raised by a sector or Municipality.

## **7.6 The Internal EPWP Steering Committee**

This committee will be responsible for:

- Overall coordination of EPWP
- Regular reviews of the municipality's EPWP policy
- Setting overall EPWP Municipal targets
- Creating an enabling climate for the successful implementation of EPWP
- Compiling an EPWP Management Plan / Project Plan
- Monitor and Evaluate the implementation of EPWP projects
- Draft the wage determination for EPWP sectors and submit to Municipal Manager for approval

## **8. KEY PERFORMANCE INDICATORS**



The following KPIs apply to the implementation of all projects which form part of the EPWP:

### **8.1 Employment Opportunities**

The number of employment opportunities created, irrespective of the duration of each of the jobs, during the period under review.

### **8.2 Person-days of Employment**

The number of person-days of employment created during the period under review. This is calculated by aggregating the duration of each of the job opportunities created and dividing the total by the appropriate unit (days, weeks or months). The result is the number of person-days for any given review period.

### **8.3 Project Budgets**

The total expenditure aggregated for all EPWP projects inclusive of all the sectors, infrastructure, and environment, social and economic.

### **8.4 Person-Training Days**

The total number of training opportunities aggregated and expressed in the equivalent number of person-training days.

### **8.5 Demographics**

Eden District Municipality will strive to meet and where possible exceed these targets.

The number of job opportunities created for women, the youth and people with disabilities, expressed as a ratio of the total number of job opportunities created for any given period, for each of the four sectors.

The number of workers that fall within the following categories:

Youth (18-35 years of age) - (55% Target)

Women - (55% Target)

People with disabilities - (2% Target)

## **8.6 Departmental KPI**

*The EPWP unit will, on a quarterly basis, liaise with the Performance Management Unit to ensure that Top Layer EPWP KPI's are created for all departments.*

*The organizational KPI on the existing Top Layer SDBIP for EPWP is:*

*Number of job opportunities created through EPWP programmes*

*The following KPI's will be created on the Top Level SDBIP per department:*

### Roads

*Number of jobs created*

### Community Services

*Number of jobs created*

*Corporate Services (WSP will be utilized in order to address the KPI and create the unit of measurement for the department)*

*Finance (Procurement plans will be utilized in order to address the KPI and create the unit of measurement for the department)*

## **8.7 Expenditure Retained within Local Communities**

The amount of the budget spent and retained within local communities through the procurement of goods and services from local manufacturers, suppliers and service providers is recorded for a given period.

## **8.8 Project Task Rates**

Where applicable rates for the same or similar tasks will have to be uniform for the District. Task and time rates will have to comply with the terms of the Ministerial Determination.

## **9. EPWP EXIT STRATEGY**

*The ultimate objective of the Eden EPWP programme is to minimize incidences of poverty by utilising public sector budgets to provide numbers of the unemployed with productive work, whilst at the same time capacitate to gain skills while they work. Beneficiaries, however, are employed on a contract basis and oftenly do not have future job security.*

*To this extend, the programme suggest that the municipality's recruitment and selection policies should not discriminate and create an equal space for EPWP beneficiaries to be considered as possible incumbents where they meet the prerequisites (EPWP beneficiaries should be able to apply for vacancies that are advertised internal). The programme furthermore also equip beneficiaries to establish their own enterprises in order to sustain their livelihoods in collaboration with, Provincial Department of Transport and Public Work (Enterprise Development Unit) and Small Enterprise Development Agency (SEDA).*

Training of EPWP Participants – Phase 3 training is to enhance skills and entrepreneurial capacity of participants; enhance the participants' future employability, opportunity to access further education/vocational training and/or to establish and manage their own enterprises. To improve training and its outcomes, the Municipality will:

- i. Prioritise accredited project based training including skills programme, artisan development interventions and learnships.
- ii. Set aside budget for training to augment the limited external funds

- iii. Report all training interventions to the EPWP system irrespective of whether internal or external funded.

## **10. EPWP BUSINESS PLAN**

*The process followed to formulate and adopt the Eden District's EPWP Business Plan include:*

- i. Project prioritization by Internal Steering Committee*
- ii. Endorsement of EPWP business plan by the Executive Mayor*
- iii. Signing of the EPWP business plan by Municipal Manager*
- iv. Submit a report to Community Services Portfolio Committee*
- v. Submit a report to Council*

## **11. GENERAL PROVISIONS**

- i. This policy will be reviewed on an annual basis or and when required.*
- ii. Approved by Eden District Council: 05/12/2017 C.18*