O.R. TAMBO
DISTRICT MUNICIPALITY

EXPANDED PUBLIC WORKS PROGRAMME POLICY AND IMPLEMENTATION FRAMEWORK

POLICY REVIEW

December 2024

O.R.TAMBO DISTRICT MUNICIPALITY
APPROVED

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1. GLOSSARY OF TERMS / DEFINITIONS

EPWP - The Expanded Public Works Programme

The Expanded Public Works Programme (EPWP) is a nation-wide Government programme aiming at drawing significant numbers of unemployed into productive work, so that they increase their capacity to earn an income.

EPWP Project

Deliberate attempt by public sector bodies and Non-Governmental Organizations to use expenditure on goods and services to create work opportunities within the four sectors (Infrastructure, Social, Environment & Culture and Non State) of EPWP for the unemployed on a temporary basis under the Code of Good Practice for EPWP. Training will be applied where it is a pre-requisite to perform the task.

EPWP Worker/Beneficiary

An unskilled or semi-skilled person working temporarily or on a contract basis on an EPWP designed project.

Labour-intensive

Methods of construction involving a mix of machines and labour, where labour utilizing hand tools and light plant and the equipment, is preferred to the use of heavy machines, where technical and economically feasible.
(Note: The normal emphasis on the cost effectiveness and quality of the asset must be retained)

Key Performance Indicator (KPI)

A qualitative or quantitative measure of a service or activity used to compare actual performance against set standard or other target. In the context of EPWP, the key performance indicators relate to worker demographics, project budget, training days, wages, social impact studies, etc.

Work Opportunity

Paid work created for an individual on any EPWP project for any period of time.

By hand

It refers to the use of tools, which are manually operated and powered.

Capital Expenditure (CAPEX)

Expenditure used to create new assets or to increase the capacity of existing assets beyond their original design capacity or service potential. CAPEX increases the value of an asset.

Cash flow

The stream of costs and / or benefits over time resulting from a project investment or ownership of an asset.

Community Liaison Officer (CLO)

The CLO is a member of the targeted community. The CLO is selected either by ward committee or the District in conjunction with the Local Municipality subsequently contracted by the contractor to provide social facilitation services. The CLO will be the link between the community and the project.

Demographic Characteristics of Workers

The targeted vulnerable groups that fall within the following categories should be recorded. The number of workers that fall within the following categories must be recorded:

- Youth (16 - 35 years of age) - 65
- Women - 55%
- People with disabilities - 2%

Person-days of Employment

The aggregate of the number of people who worked on a project multiplied by the number of days each person worked.

Project Budget

The project budget is the price tendered by the contractor plus the professional fees for the professional service provider appointed to design and supervise the project.

Project Wage

Minimum Daily Wage Rate (whether task-rated or time rated) paid per beneficiary and as determined by the OR Tambo District Municipality. The minimum daily rate cannot be less

than the minimum wage rate as specified in the Ministerial Determination for EPWP. The minimum wage rate is adjusted annually in November, in line with inflation.

Task-rated worker

Means worker in which a worker is paid a fix rate for performing a task.

Time-rated worker

Means worker in which a worker is paid on the basis of the length of the time worked.

Person-Days of Training

The number of Training Person-days is the number of people who attended training multiplied by the number of days of training. A distinction must be made between accredited and non-accredited training person-days.

2. LIST OF ABBREVIATIONS

ORTDM	O.R. Tambo District Municipality
DRPW	Department of Roads and Public Works
NDPWII	National Department of Public Works & Infrastructure
DPWI	Department of Public Works & Infrastructure
DORA	Division of Revenue Act
IDP	Integrated Development Plan
KPI	Key Performance Indicators
CAPEX	Capital Expenditure
EPWP	Expanded Public Works Programme
CETA	Construction Education and Training Authority
SETA	Sector Education and Training Authority
SAQA	South African Qualifications Authority
SMME	Small Micro to Medium Enterprises
MMC	Member of the Mayoral Committee
PFMA	Public Finance Management Act
PSC	Provincial Steering Committee
RSC	Regional Steering Committee

PSCC	Provincial Sector Coordinating Committee
COIDA	Compensation of Injuries and Diseases Act
UIF	Unemployment Insurance Fund
OHSA	Occupation Health and Safety Act.
MINMEC	Minister and Members of Executive Committee of Public Works
MEC	Member of the Executive Committee
MM	Municipal Manager
NCC	National Coordination Committee
MFMA	Municipal Finance Management Act
NSC	National Steering Committee
DSC	District Steering Committee
ED	Enterprise Development
DoL	Department of Labour
CI	Corporate Identity
SCM	Supply Chain Management
NGP	New Growth Path
IPAP2	Industrial policy action plan,
PIDS	Provincial Industrial Development strategy.
SDBIP	Service delivery and budget Implementation Plans

3. INTRODUCTION

3.1 EPWP Background

Job creation and skills development remain key priorities of the South African Government. The Expanded Public Works Programme (EPWP) is a Cabinet endorsed Programme aimed at creating 6 million work opportunities by 2019. The Programme is implemented by all spheres of government, across four (4) defined sectors, namely the Infrastructure, Social, Non-State and Environment and Culture sectors. The Programme's overall coordinator is the National Department of Public Works (NDPWI).

The Programme is implemented in the context of strategic Government initiatives which includes the New Growth Path (NGP), Industrial policy action plan (IPAP2), Provincial Industrial Development strategy (PIDS). These initiatives outline key job drivers, such as *targeting more labour-absorbing activities across the main economic sectors; and substantial public investment in infrastructure both to create employment directly, in construction, operation and maintenance as well as the production of inputs, and indirectly by improving efficiency across the economy.*

3.2 Rationale for the EPWP Policy

The persistently high rate of unemployment in South Africa is one of the most pressing socio-economic challenges facing the Government and similarly O.R. Tambo District Municipality. High youth unemployment in particular means young people are not acquiring the skills or experience needed to drive the economy forward. Job creation and skills development as stated in the Integrated Development Plan (IDP) will remain key priorities for the District.

Cabinet has adopted EPWP as a primary vehicle for creation of work opportunities and has endorsed a conceptual framework which designates a specific role and targets for each municipality in terms of the Programme. To date the Municipality has given effect to the call by signing an Implementation Protocol with the Minister of Public Works to partner and co-operate in terms of EPWP. In order to mainstream the Programme through the Municipality, an EPWP policy is required to guide on the implementation of EPWP within the Municipality.
For the EPWP to be effective the Programme *must* be incorporated in all activities of the Municipality. This will require that every project as per the IDP *must* promote EPWP principles and re-structure project activities to facilitate and create greater employment opportunities per unit of expenditure, where possible.

This policy is therefore prepared for the entire Municipality, with the intention to close the identified gaps and challenges on the implementation of EPWP, strengthen the existing interventions and introduce new ones.

3.3 Challenges facing the Municipality in the implementation and delivery of EPWP objectives and targets

The EPWP has been implemented at a small scale within the Municipality yet with commendable outcomes in terms of the involvement of local communities in delivering local assets, transfer of wages and the creation of sustainable of livelihoods.

Although the Programme has been introduced at a small scale within the Municipality, it has the potential to follow suit in terms of the achievements of several comparable municipalities by addressing the following:

- Capacity in terms of designing projects labour-intensively.
- Institutionalization of EPWP within the District
- Capacity in terms of reporting.
- Dedicated coordination capacity within the Municipality.
- Achievement of longer duration of work opportunities targets.
- SMME Development

4.0 EPWP POLICY

4.1 EPWP Policy Vision

The vision of the ORTDM EPWP Policy is in line with the overall Vision of the Municipality and is as follows:

To be the best Municipality in the use of labour intensive methodologies in the provision of service delivery.

4.2 EPWP Policy Mission

The mission of the ORTDM EPWP Policy is to:

To contribute towards the reduction of unemployment through the provision of an integrated and coordinated approach in the implementation of EPWP.

4.3 EPWP Policy Objectives

The core objective of this Policy document is to provide a framework within which the District and its departments implement the EPWP.

Through this policy the District aims to achieve the following fundamental objectives:

- Mainstreaming the implementation of the EPWP by:
  - Adopting the EPWP as an approved delivery strategy for project implementation by including EPWP guidelines and principles in all contract documents of projects where EPWP methodologies are feasible.
  - implement the Programme in all EPWP sectors;
  - addressing under reporting on the EPWP;
  - developing skills within communities through the provision of training, with the emphasis on accredited programmes;
  - entrenching the EPWP methodology to all IDP projects, where applicable; and
  - Re-engineering the planning, designing and implementing of projects in line with EPWP principles.
  - Providing an enabling environment for the District to increase the implementation of EPWP, through the re-orientation of its line budgets and channelling a

substantial amount of the overall annual budget allocation and human resources towards the implementation.

- Institutionalising the Programme by:
  - Guiding on the EPWP Governance Structures within the Municipality;
  - clarifying the role of each Department in terms of EPWP;
  - informing all Departments within the District municipality on how their functions should contribute towards achieving the EPWP objectives; and
  - Securing ownership from all Departments to lead on the implementation of the EPWP, with the support from *EPWP coordinating unit* within the Municipality.

- Guiding the implementation of the Programme by:
  - providing guidance on employment conditions, skills development and enterprise development;
  - promoting the adaptation of supply chain and procurement policies in line with EPWP;
  - maximising the percentage of the annual total budget spent and retained within local communities through employing and capacitating local labour and small businesses; and
  - Defining key performance indicators to monitor evaluate and report all EPWP initiatives.

4.4 EPWP Legislative and Policy Frameworks

The development of this policy is informed and guided by the following legislative and policy prescripts:

- The Constitution of South Africa (Act 108 of 1996);
- The Integrated Development Plan (2012 – 2017);
- Intergovernmental relations framework Act 13 OF 2005
- Municipal Finance Management Act (Act 56 of 2003);
- Division of Revenue Act (depending on the applicable year);
- The Municipal Systems Act (Act 32 of 2000);
- The Basic Conditions of Employment Act (Act 75 of 1997);

- Skills Development Act (Act 37 of 2008);
- 2003 Cabinet Memo which approves the implementation of EPWP;
- EPWP Phase 2: Consolidated Programme Overview, 2009;
- Ministerial Determination 4: Expanded Public Works Programme, No. 35310 Gazetted 4 May 2012;
- Code of Good Practice for employment and conditions of work for Expanded Public Works Programme, no 34032, gazetted 18 February 2011;
- Expanded Public Works Programme (EPWP) Institutional Arrangement Framework, (2012);
- National Development Plan 2011, and
- New Growth Path 2010 (draft).
- Industrial policy action plan(IPAP2)
- Provincial Industrial Development strategy(PIDS)
-

4.5 EPWP Policy Commencement and Review

It is incumbent on the municipal manager to ensure that this policy is brought to the attention of all contractors, consultants and other key role players/stakeholders in the municipality. The municipal manager must also ensure that appropriate systems are in place to comply with the policy.

This policy is effective from a date to be determined by Council of the municipality. However, early adoption is encouraged.

This policy shall be reviewed annually and when considered necessary by the municipal manager, proposals for the amendment of this policy shall be submitted to Council for approval.

All correspondence with regards to this policy shall be addressed to the Municipal manager.

4.6 EPWP Scope of Application

- The provisions of this Policy will apply to all departments, sections/units, municipal–owned entities, agents or contractors working or contracted by the Municipality.
- EPWP progress reporting and issues resolution shall be a permanent and prioritised standing item on the agenda at all council, mayoral committee, management committee, portfolio committees, progress and project site meetings.

4.7 EPWP Policy Management powers and duties

(i) The Council of OR Tambo District Municipality has delegated all powers and duties to the municipal manager which are necessary to enable the municipal manager –

(a) To discharge the EPWP responsibilities conferred on the municipality in terms of the EPWP implementation guidelines or the EPWP incentive agreement.

b) To maximize administrative and operational efficiency in the implementation of this EPWP policy;

(c) To enforce reasonable cost-effective measures for the prevention of fraud, corruption, favouritism, unfair and irregular practices in the implementation of this policy.

4.8 Authority to execute/Oversight role

(i) The council of the municipality reserves its right to maintain oversight over the implementation of this policy.

(ii) For purposes of such oversight the municipal manager must –

a) Within 30 days of the end of each financial year, submit a report on the implementation of this policy to the council of the municipality; and

b) Whenever there are serious and material problems in the implementation of this policy immediately submit a report to council.

4.9 EPWP Policy Coordination

(i) The Municipal manager shall coordinate the implementation of this policy.

(ii) . The Municipal manager may appoint the EPWP technical champion.

(iii) The key obligations of the technical champion are detailed as follows:

- EPWP policy dissemination/training of all key role players-use of EPWP promotional material in line with the EPWP corporate identity.
- EPWP policy review, approval and adoption.

- Solicit Technical support from DRPW and NDPWI for the implementation of the policy
- EPWP policy monitoring and evaluation
- EPWP Policy year review.

5. EPWP INSTITUTIONAL ARRANGEMENT

This refers to the overall coordination of EPWP and contextualises the governance structures and accountability within the Programme across all spheres of Government, as far as it impacts on the Municipality.

5.1 EPWP Political Leadership-National and Provincial Sphere

The Minister of Public Works has been mandated by Cabinet to champion the EPWP, and thereby is responsible to provide overall coordination and leadership on the policy, design and implementation of the EPWP. The Minister reports to Cabinet on progress in implementing the EPWP and achieving the EPWP targets and also mobilises resources and political support at National, Provincial and Local spheres.

At provincial level, the Premier provides leadership and direction on the implementation of the EPWP in the province. The Premier appoints a Member of the Executive Committee (MEC) to coordinate and lead the EPWP in the Province. MECs of Public Works, are mandated to promote EPWP, ensure effective coordination and participating of public bodies and monitor performance. MECs must also ensure that EPWP aligns with key economic policies and programmes of the provinces.

At the Local level, the executive mayor of the municipality provides leadership and direction on the implementation of EPWP in the District. The Executive Mayor delegates this responsibility to the EPWP oversight committee to coordinated and lead the EPWP, ensure effective coordination and participating of all departments and monitor performance. The EPWP oversight committee shall also ensure that EPWP aligns with IDP/SDBIP of the District. Moreover, the MMC –Infrastructure & Services is designated to chair the EPWP oversight committee and also serve as the District EPWP political champion.

5.2 EPWP Technical Management-National and Provincial Sphere

At a technical level, the following capacity has been created to coordinate and implement the Programme:

- The Minister of Public Works has mandated the Director-General of DPWI to create an EPWP Branch that is responsible for the overall coordination of the Programme. The EPWP is headed by a Deputy Director-General. This branch has technical capacity across the sectors, training, monitoring and evaluation and small business development. The Branch develops policy, funding mechanisms, guidelines and provides monitoring and evaluation expertise. Capacity has been created at a regional level to ensure cooperation between the National and Provincial spheres in terms of EPWP and the transfer of knowledge with regard to the above mentioned areas of specialisation.

- The Eastern Cape MEC for Roads and Public Works has mandated the Head of Department to create a Provincial EPWP Unit, which is responsible for the overall coordination and achievement of EPWP at a provincial level. This Unit is headed by a Chief Director. The Unit ensures that all public bodies in the Province participate in the EPWP, manages EPWP sectoral coordination and facilitates monitoring and evaluation at a provincial level. Capacity has been created at a regional level within the province to ensure a sound inter-face between the provincial and local sphere.

5.3 EPWP Governance Structures-National and Provincial Sphere

Different structures and committees have been established nationally, provincially and locally to coordinate and monitor EPWP implementation at different spheres of Government. These include amongst others:

- National Coordinating Committee (NCC) brings together all key National sphere policymakers, all nine (9) EPWP Provincial Coordinating Departments, such as the Eastern Cape Provincial Department of Roads and Public Works, and sector champions from the National Departments: of Social Development, Environmental Affairs, Traditional affairs and Cooperative Governance. This is the highest decision making body in the Programme, which meets on a quarterly basis. The resolutions from this Committee are presented to the Minister of Public Works, and in turn the Portfolio Committee of Public Works and the various Clusters of Government.

- National Sector Committee (NSC): Each sector has a NSC which is chaired by DPWI, DSD and DEA for the infrastructure, social and environment and culture sectors

respectively. The decisions of the NCC are shared with all Departments that form part of the NSC. The NSCs brings together all sector specific contributing Departments from National and Provincial sphere to discuss sector specific issues such as funding, reporting, the enabling environment where sector progress and challenges are discussed. These are the highest sector decision making structures. These Committees sit on a quarterly basis.

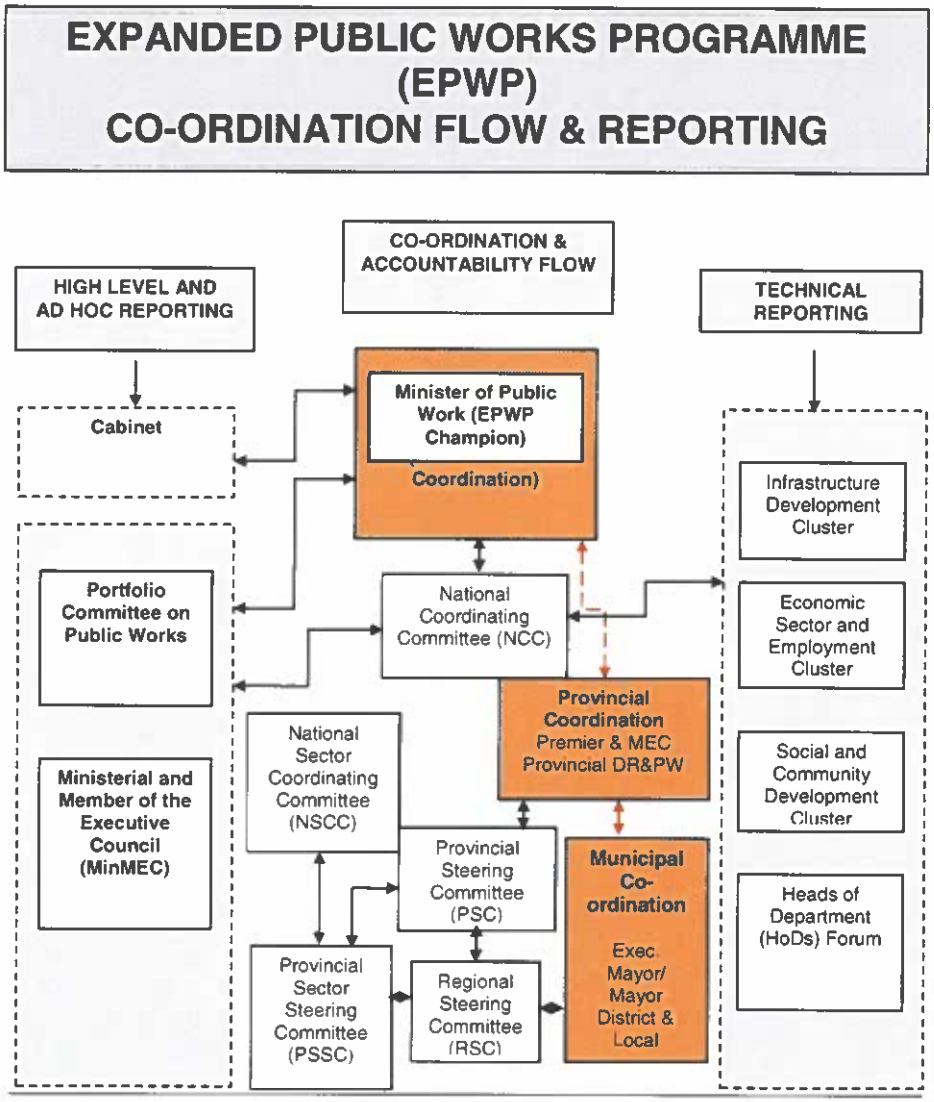
- Provincial Steering Committees (PSCs): is the coming together of the municipalities and departments in the province to account on the progress made in terms of job creation targets and challenges. Monitor and evaluate the implementation of EPWP in the province. The decisions of the NCC are shared with all Departments and municipalities that form part of the PSC within the Eastern Cape. Best practises are shared with Public Bodies for replication. The PSC sit bi-monthly.

- Provincial Sector Coordinating Committees (PSCCs): This committee consist of the regional sector coordinators. The Committee leads and champions EPWP different Sector Programmes in the province and monitor the implementation of those programmes. The decisions and best practises of the PSCC are reported to the PSC within the Eastern Cape. The committee sits on a monthly basis

- Regional Steering Committees (RSCs): Coordinate all sectors at a district level. Consider expansion programmes to upscale job opportunities. Quarterly reports for each municipality are presented and discussed, best practise are also shared by public bodies. The decisions and best practises of the RSC are reported to the PSC within the Eastern Cape. The RSC also meets bi-monthly and it's co-chaired by the ORTDM technical champion and Regional DRPW.

The National and provincial EPWP coordinating structure is depicted in figure 1 below:

Figure 1: EPWP Overall Coordination-National and Provincial



5.4 EPWP Coordination-O.R. Tambo District Municipality

EPWP cuts across all the Departments and Units of the District Municipality. Each Department must make a systematic effort to target the unskilled and unemployed and develop a plan to utilise their budgets to draw significant numbers of the unemployed into productive work, in such a way that workers are given an opportunity to gain life and job specific skills while they work to increase their chances of getting out of the marginalised pool of unemployed people. Figure 2 below outlines the overall coordination of EPWP within ORTDM.

5.4.1 Roles and Responsibilities

i) The Executive Mayor: Political Champion

In line with the EPWP Institutional Arrangement Framework and Protocol Agreement signed by the Minister of Public Works and the Executive Mayor. The Executive Mayor will provide political leadership and direction in the implementation of the EPWP within the District. The Executive Mayor as political champion may delegate roles and responsibilities to any member of the mayoral committee.

The core responsibility

Their core responsibilities are to:

- Ensure that EPWP is entrenched within the District IDP and key policies and programmes of the Municipality.
- Monitor, evaluate and report on the EPWP to mayco and council.
- Championing and lead the implementation of the EPWP policy.

iii) The Municipal Manager: Administrative Champion

The Municipal Manager (MM) as the Administrative champion is responsible for the overall coordination of EPWP within the Municipality. His responsibilities are as follows:

- Appoint the Technical Champion: EPWP to coordinate the EPWP across all Departments, units and sections;
- Appoint some sector coordinators for each EPWP sector at least at the Director level;
- Ensure that all Directors/HODs of the Municipality have EPWP targets and or compliance matters in their annual performance contracts/agreements;
- Ensure that EPWP is incorporated in the IDP of the Municipality;

- Ensure that an **annual EPWP district session/summit** is held to discuss the annual targets and performance against the previous year targets; and
- Review, monitor and report on a monthly basis EPWP achievements at Management Meetings.
- Help to resolve EPWP issues at management level.

iv) EPWP Technical Steering Committee: EPWP Task Team

The Municipality will form the EPWP Technical Steering Committee to be responsible for the strategic direction and coordination of EPWP. The EPWP Technical Steering Committee is formed by: Head of Departments (Directors) and chaired Technical champion: EPWP. This Committee is constituted by all the Directors.

All Departments will have the responsibility of implementing EPWP and hence all Departmental Heads will have EPWP departmental targets in their Service delivery, budget Implementation Plans (SDBIP) and performance Contracts, which will be cascaded down to officials of the departments.
Departmental heads will also have the additional responsibility of developing plans/strategies for the achievement of the EPWP departmental targets.

The responsibilities of the EPWP Technical Steering Committee are as follows:

- Creation of job opportunities for the unemployed within local communities through the implementation of the sector's EPWP business plan which collectively cuts across the different sectors inter alia; the infrastructure, social and environmental and culture sectors.
- Coordinate the overall district-wide coordination of EPWP and related issues;
- Recommend the review of the District's EPWP Policy;
- Set EPWP performance targets for each department and Sectors;
- Create an enabling climate for the successful implementation of EPWP in ORTDM;
- Report to the Management Meeting;
- Monitor and Evaluate the EPWP;
- Set Performance Standards; and
- Compile an EPWP Management/Business Plan.

v) EPWP Unit

An EPWP unit within the municipality will be established to facilitate/coordinate the implementation of the EPWP programme.

The EPWP Unit shall operate under the direct supervision of the Technical Champion: EPWP and be humanly resourced with relevant staff component.

The key obligations of the EPWP Unit are detailed as follows:

- Register all of its EPWP projects on the DPWI's reporting system.
- On a monthly and quarterly basis, report to EPWP Technical steering committee and DPWI on the progress of EPWP.
- Maintain project and payroll records as specified in the EPWP audit requirements stipulated in the **EPWP Incentive Grant Manual** for all of the EPWP projects
- Ensure that these projects and payroll records are available for auditing by DPWI
- Comply with the terms of the EPWP Incentive Grant Manual, as amended from time to time, the relevant provisions of the **Division of Revenue Act**, **the EPWP Incentive and protocol Agreement** and any other terms and conditions determined by DPWI
- Comply with the directions of DPWI regarding the contents of, and the form and manner in which, information regarding EPWP projects is provided and registered on the reporting system.
- Monitoring and evaluation of the EPWP.

vi) Technical Champion: EPWP (Overall Coordination)

His/her responsibilities will include the following. amongst others:

- Establishing appropriate EPWP capacity within his/her Department. This capacity will:
  - Provide an understanding of EPWP in the Municipality;
  - Provide a monthly reporting template which will capture EPWP work opportunities, FTEs and training;
  - Ensure that accredited training is provided for EPWP employees and beneficiaries according to the EPWP Training framework.
  - Consolidate the monthly reports submitted by the respective sector coordinators/director for the Management meeting;
  - Solicited technical support from National and Provincial Departments of Public works for example, on the designing of contracts and monitoring implementation;
  - Provide regular feedback on the performance of the municipality in terms of the Programme;
  - Attend, represent the Municipality at the PSC and RSC and provide feedback to the Municipality;
  - Attend National EPWP Municipal Summit on an annual basis;
  - Sample contract documents to ensure that labour-intensive principles are included contracts;
  - Provide standard EPWP clauses to be incorporated into tender documentation, which also include training requirements;
  - Monitor that EPWP sector directors brand and profile EPWP projects; and
  - Monitor the municipality's performance with regard to its performance on the incentive.

- Liaise with IDT and other departments to ensure the achievement of the objectives of the non-state sector.

- Report on the EPWP performance at the Municipal Management, EPWP Technical Steering Committee and oversight sub-committee meetings, on a monthly basis;
- Prepare EPWP relevant inputs into Mayoral and MM statements and speeches;
- Attend EPWP Municipal Summit on an annual basis;
- Attend the PSC and co-chairs the RSC with the DPWI.
- Address implementation challenges across the sectors.
- Identify corrective measures, especially in terms of the Municipality not reaching its EPWP targets and compliance concerns
- Helps to resolve EPWP issues at the management level.

5.4.2 Departmental Coordination and Implementation

i) EPWP departmental coordinators: departmental coordination

The Departments are expected to contribute to sector specific objectives and targets by appointing dedicated EPWP departmental coordinators whose responsibilities are as follows;

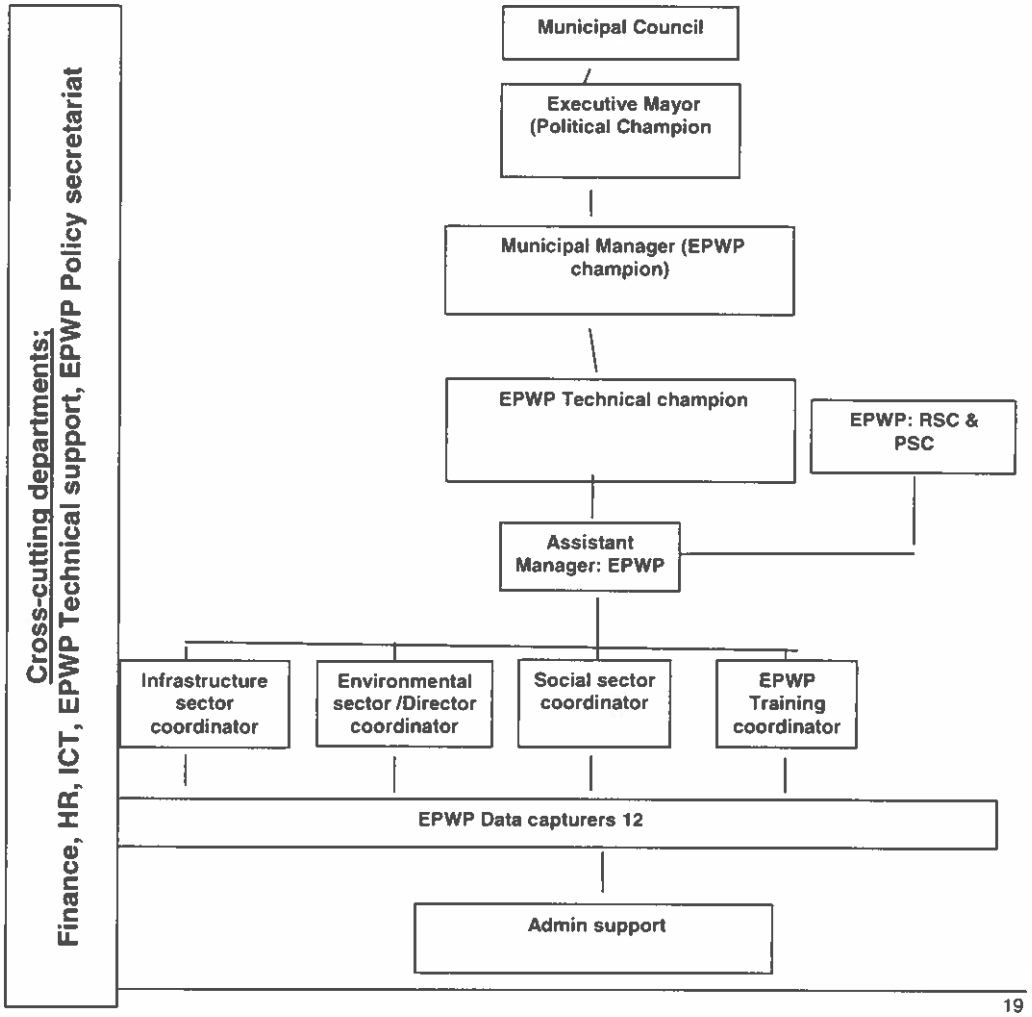
- Selecting suitable projects for inclusion in the ORTDM's EPWP Implementation/Business Plan;
- Participating in setting uniform task or daily rates for beneficiaries to be employed on labour intensive projects;
- Identifying projects which are suitable for inclusion in the ORTDM's Learner ship programmes;
- Ensuring that the planning, design and contract administration of labour intensive works are carried out by consultants who have completed the necessary skills training;
- Constant Monitoring, reporting and evaluation on the implementation of EPWP projects.
- Ensuring that there is labour intensive component in all the projects and inclusion of EPWP conditions in all the projects that go on tender.
- Facilitating and arranging appropriate awareness campaigns among local communities to illustrate the benefits of labour-intensive methods in projects implementation;
- Ensuring that all the projects of their Departments are compliant to the Department of Labour's legislations and the Ministerial Determination on Expanded Public Works Programme.

ii) EPWP Data Centre/EPWP data capturers; EPWP Data capturing

The municipality shall establish, equip and maintain a modern state of the art EPWP data centre. This data centre will be located at the, **ORTAMBO HOUSE at Myezo, Mthatha**

The data centre will be manned by fully trained data capturers who will be responsible for the capturing of EPWP data (job creation data) into the EPWP-RS and the generation of monthly/quarterly EPWP achievements reports/M& E reports for the departmental and sector coordinators

Figure 2: Overall coordination of EPWP within ORTDM

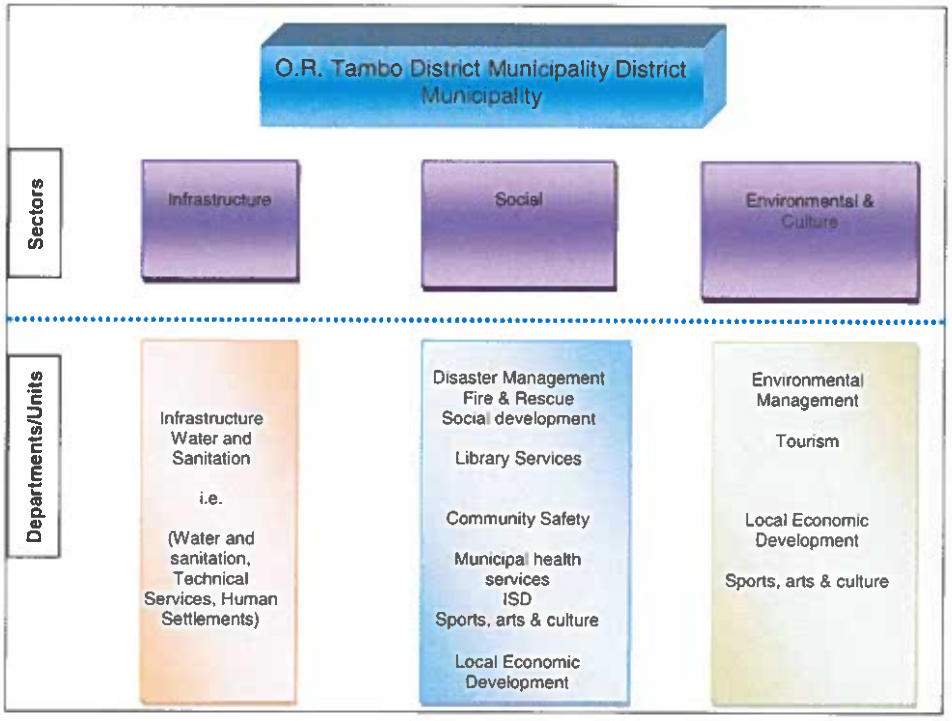


Coloured- EPWP Unit

5.4.3 Sectors Classifications and Coordination

Various ORTDM Departments are grouped according to EPWP Sectors in line with their core businesses as depicted in figure 3 below.

Figure 3: Departments - Sector Classification



5.4.4 EPWP Sectors Overview

The objectives of the programme and the day-to-day activities guide on which sector does the programme belongs to.

i) The Environment and Culture Sector Programmes:

The aim of the Sector is to: 'Build South Africa's natural, social and cultural heritage, and in doing so, dynamically uses this heritage to create both medium and long term work and social benefits.' Examples of projects in the Environment and Culture Sector include:

- Sustainable land based livelihoods (Greening, domestic Waste collection/recycling, working for Water & Wetlands, coast etc.)
- Tourism and creative industries (Agri-business initiatives, Working for Tourism, etc.)
- Food for waste programs
- Working on fire

ii) Social Sector programmes:

The objective of the sector is to contribute to the overall government objectives of creating work opportunities through the public sector social programs such as:

- Ward Based planning & Information system development
- Local Enterprise Development - Baking & Sewing, poultry, vegetables, piggery, nursery, farming, women development
- Community safety programmes (coastal patrols, crowd control, school patrol, disaster emergency response, floods Impact support and community safety officials)
- Home community based care (home community based care Services (TB, HIV/Aids) and pharmaceutical assistants,
- Early Childhood Development (early childhood development, homework services, literacy programs, peer education, social issues awareness and career guidance)
- Sports and recreation (sports academy, seasonal employment: holiday resorts and nature reserves)
- Social Services (community libraries, municipal health, domestic violence, rape counselling and support, child labour, suicide counselling, abuse counselling and support, substance abuse).
- Graduate development programmes (updating indigent register and debt collection).
- Food security programmes.

iii) Infrastructure Sector programmes:

The Infrastructure sector is aimed to promote the use of labour-intensive methods in the construction and maintenance of public infrastructure. Infrastructure Sector Programmes includes:

- Operation & Maintenance of water services infrastructure;
- Storm water programmes;
- Water and sanitation projects;(MIG projects, pilot material production centres etc.)
- Informal Settlement upgrading
- Emergency Housing (Military Veterans, vulnerable groups homes)
- Thusong Centres
- National youth services (aimed at developing and training youth between the age of 18 and 35 years on artisan trades in the built environment);
- Construction material manufacture and supply (Precast concrete materials for sanitation)
- Accredited training of project managers and consultants in labour intensive construction management aligned to the National Qualifications Framework (NQF) Level 5 & 7
- Large Projects (aimed at providing support to public bodies in the implementation of projects with a value of greater than R 30 million labour-intensively).
- OR Tambo District Municipality In-house Building and Maintenance

iv) Non-State Sector:

The objectives of the Sector are to create an avenue where NPO's; NGOs; and CBOs can assist government in the overall Government objectives of Job creation through socially constructive activities in their local communities. The Municipality will support the delivery of the Non-State Sector through measures such as facilitating and mobilising NPOs.
The municipality will liaise with IDT and other departments to ensure the achievement of the objectives of this sector.

5.5 Cross-Cutting Support Programmes

EPWP programmes in the different Sectors will include the following:

5.5.1 EPWP Training

The overall capacity building and skills development of both officials and EPWP beneficiaries in accordance with the EPWP training framework.

5.5.2 Enterprise Development:

This refers to any form of intervention aimed develop small business including cooperatives, through business development support services and access to market in the form of Learner ship and targeted procurement).

5.5.3 Communication and Branding

The Municipality will ensure that all the projects are branded; profiled and comply to the EPWP Corporate Identity (CI) Manual as provided by NDPWI. On annual bases, the Municipality will submit entries for the Kamoso Awards hosted by both National and Provincial Departments of Public Works.

5.5.4 Finance Department

Ensure constant monitoring and control of the respective vote accounts for EPWP. Furnish the Strategic director with monthly statements on these vote accounts for reconciliation and audit purposes.

5.5.5 Human Resource Department

Offers assistance and support in the recruitment, setting of payment levels and the drafting of appointment letters for EPWP officials, beneficiaries and field workers.

5.5.6 ICTM Department

Offers all the necessary ICT support and training necessary for the implementation of the EPWP.

5.5.7 EPWP Technical Support

The municipality will constantly liaise with the DRPW and NDPWI to solicit technical support for the EPWP as and when needed.

6.0 EPWP –PROGRAMME FUNDING

EPWP does not receive any special grant funding from the national or provincial government. The municipality line departments in all sectors are expected to fund the EPWP initiatives through baseline budgets. There for as a municipality line departments in all sectors have to allocate a portion of their normal budgets to service delivery models that are identified as labour intensive.

6.1 Existing Funding of Labour Intensive programs.

To date, the Municipality is making a significant contribution to labour-intensive employment and SMME development through a number of existing projects / programmes budgets, including inter alia: -

6.1.1 Capital Budget (Municipal Infrastructure Grant, RBIG, Equitable Shares, RHIG PIP);

6.1.2 Operating Budget (MIG):

6.1.3 SMME Development Budget;

6.1.4 EPWP Integrated Grant

6.1.5 National and provincial sector department funding

The current budgets therefore clearly demonstrate that there is great potential for expanding the EPWP program using existing operational and capital budgets.

7. EPWP INTEGRATED GRANT

7.2 EPWP Integrated Grant

The Municipal Manager on an annual basis will sign the **EPWP integrated grant agreement** with the National Department of Public Works in which the Municipality agrees to receive and utilise the EPWP integrated Grant on the basis of the stipulations, requirements, conditions and obligations assigned to the agreement. By signing the EPWP Integrated Incentive Grant Agreement, the Municipality confirms its willingness to receive the grant as well as its undertaking to put in place measures to abide by the requirements of the progress reporting, audit and disbursement procedures.

The incentive will be allocated, earned, disbursed and utilised in the manner contemplated in the incentive Agreement.

40% of the allocation will be disbursed at the beginning of the municipal financial year 15 August for municipalities).

- A further 2 payments of 30% each will take place in the remainder of the year 15 November and 15 February for municipalities), provided the municipality has signed the EPWP Integrated Grant agreement, submitted signed project list and reporting on expenditure.

*The EPWP integrated incentive grant when received will be placed in a **newly established vote account** to be utilised according to the **EPWP integrated incentive grant agreement** and the **EPWP** project list submitted.*

8. EPWP- KEY PERFORMANCEINDICATORS (KPIs)

The following KPIs are applicable 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, Environment and Culture, Social and Non State Sectors.

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

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

8.6 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.

8.7 Project Task Rates

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

9. EPWP IMPLEMENTATION FRAMEWORK

9.1 EPWP Target groups and beneficiary recruitment

The major objective of the EPWP is to generate employment for the local poor* and unemployed, those who have no income and have realistically no prospect of getting permanent long-term jobs. EPWP is a means to achieve socio-economic objectives, which are to improve the lives of the poor*, unemployed, men, women, youth, and the disabled and is NOT limited to the infrastructure sector only which by nature does offer the greatest opportunities. EPWP beneficiaries must be:

- South African citizens with a valid bar-coded Identity Document;
- Residents of designated area where project is being implemented
- Persons from indigent households; and
- Households with no income and priority given to one individual per household.

9.1.1 Geographical Targeting of Indigent

Labour intensive project identification and implementation must be within a line departments service delivery mandated obligations to maximise employment opportunities per unit expenditure. The departments must prioritise and identify projects/programmes in the targeted areas of the municipality, where unemployment is very high. i.e. the urban periphery and the rural areas. In terms of the Spatial Development Framework/IDP there are very high levels of unemployment in the OR Tambo DM as indicated in the table below;

Category	Ingquza Hill	PSJ	Nyandeni	~~Mthlotlo~~Mhlontlo	KSD
Employed	66,441	32,796	33,794	32,675	66,158
Unemployed	10,825	3,732	23,976	12,700	35,944

In 2018, the unemployment rate in O.R. Tambo District Municipality (based on the official definition of unemployment) amounted to 37.1%. This was somewhat lower than the 41. % recorded in 2010.

It was estimated that - in 2018 – 82.17.4% of O.R. Tambo District Municipality's population were living in poverty, as opposed to the national average of 39.9%. More than half the population in all of the local municipalities is living in poverty.

9.1.2 Backlogs Targeting:

Poverty is not only associated with unemployment, it also about social inaccessibility to services which includes inadequate access to household services and communal services /facilities. Current backlogs studies being done throughout the municipality will inform this component.

It is clear that the number of households without hygienic toilets is 215 800 in 2010. The backlog in terms of number of households with piped water is 235 600 households in 2010. The percentage share of households with piped water at or above the RDP-level is 28.3% in 2010. Only 9% of the district's households receive electricity from their local authorities,

9.1.3 Social Targeting:

As mentioned previously EPWP broadly targets the unemployed and marginalised, particularly the unskilled. EPWP also targets vulnerable groups particularly women (in particular women-headed households) and the youth. This component needs to be extensively researched in line with the National Social sector business plans. The Municipality will prioritise the EPWP target groups during the recruitment of beneficiaries. Women (55%); youth (50%) and persons will disabilities (2%). By using sound Social Facilitation process, the Municipality will drive the beneficiaries' recruitment supported by the Provincial Coordinating Department and/or Sector Lead Department in the Province.

9.2 EPWP Integrated Implementation plan

One of the first outcomes of the EPWP is the development of the **EPWP integrated implementation plan** across all sectors. This is made up of the following. Plans:

9.2.1 Sector Management plans

Each sector of the EPWP will be required to compile an **EPWP sector management plan** that incorporates the program objectives and clearly details their respective labour intensive programs, budgets and employment targets.

The EPWP Sector Plan includes the outputs for each sector and will be used to:

- Guide the execution of the EPWP within the sector, including project selection;

- Document EPWP related decisions and assumptions;
- Define Sector reviews;
- Facilitate communication among stakeholders; and
- Provide a baseline for progress measurement and programme control

9.2.2 Departmental Management plans

All the departments should develop an **EPWP departmental Management Plan** that adheres to the sector management plan. The EPWP Management Plan describes the processes required to implement, monitor, evaluate and report on the agreed EPWP KPI's.

9.3. Guidelines for Implementation of EPWP projects

9.3.1 Labour Intensive/EPWP Projects

Labour-intensive projects are the economically efficient employment of as great a proportion of labour as is technically feasible throughout the implementation 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.

Therefore, labour-intensive projects are those projects in which the labour content has been optimised and will in most projects comprise between 30% and 80% of the project costs.

The approach to be adopted by the ORTDM in the implementation of labour intensive projects is that existing and planned projects are reviewed to incorporate the philosophy of labour-intensive construction.

9.3.2. EPWP Targets for Phase 5

In line with the Protocol Agreement between the Executive Mayor and the Minister of Public Works, the minimum EPWP work opportunity targets are depicted in tables below. Departments and Sectors may set targets above these minimum on the availability of projects and budgets. These targets will be reviewed annually depending on the availability of budget and will be appendix to the policy.

Table 1: ORTDM EPWP Phase 5 targets for Infrastructure

Financial Year	Work opportunities (WO)
2024/2025	2717
2025/2026	2830
2026/2027	2943
2027/2028	3057
2028/2029	3170
Total	14717

Table 2: ORTDM EPWP Phase 5 targets for Social Sector

Financial Year	Work opportunities (WO)
2024/25	474
2025/26	474
2026/27	474
2027/28	474
2028/29	474
Total	2370

Table 3: ORTDM EPWP Phase 5 targets for Environment and Culture Sector

Financial Year	Work opportunities (WO)
2024/25	200
2025/26	210
2026/27	220
2027/28	200
2028/29	200
Total	1030

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9.3.3 Guidelines for the Implementation of Labour-Intensive/EPWP Infrastructure Projects

The **"Guidelines for the Implementation of Labour-Intensive Infrastructure Projects under the EPWP (5th edition – 2024)"- provides** a framework for the implementation of labour-intensive projects under the EPWP and gives guidance on;

- The identification of suitable projects;
- The appropriate design for labour-intensive projects;
- The specification of labour-intensive works; and
- The compilation of contract documentation for labour-intensive projects
- Setting of the rate of pay/Conditions of Employment.
- Project Branding

i) EPWP Project Identification – HODS

A line department's core function is service delivery and as such, is key to the long-term success of the EPWP programme. It is therefore the responsibility of line department Heads / Deputy Heads to ensure that their project managers champion and facilitate the following:

- Selection of suitable projects for EPWP Labour Intensive construction.
- Identification of projects, which are suitable for inclusion in Learner ships and SMME developmental programmes.
- The planning, design and packaging of EPWP compliant labour-intensive projects. (Heads to ensure the project-managers are LIC-NQF5 qualified.)
- Develop a data base of task rates specific to the different types of infrastructure.
- The recording and provision of information to the EPWP MIS on the number of employment opportunities created per unit expenditure of the total budget and the availability of local labour skills training etc. (The required EPWP specific KPI's have already been built into EPWP MIS)
- Monitoring and evaluation of the EPWP projects.
- Community liaison throughout the project lifecycle.

Only projects that prove beyond doubt that they cannot have EPWP/labour intensive elements/content can be considered to be implemented out of EPWP conditions and a written approval must be obtained from the ORTDM EPWP Coordinator to implement that project outside of EPWP conditions.

ii) EPWP Project Initiation and Feasibility Stages

For all projects key elements that are addressed during the initiation and Feasibility stages include but not limited to the following:

- Suitability of the project for the application of labour-intensive methods;
- Commitment from the ORTDM to the greater use of labour per unit of expenditure;
- Ability of the Consultant to produce suitable designs and documentation for labour-intensive construction;
- Acceptability of the project and availability of both skilled and unskilled Unemployed labour within the community; and
- Availability of contractors (both local and otherwise) to carry out the work.

iii) EPWP Project feasibility

A technical pre-feasibility analysis needs to be done on projects to initially establish if they are suitable for labour intensive construction. The aim of the feasibility analysis is to produce indicative information regarding scope and scale of the project, together with associated cost and time. An appropriate choice of project is essential for future success of the program. All potential labour intensive projects (construction) must be assessed in terms of its:

- Location of project
- Type of project
- Size of contract
- Extent to which labour-intensive methods may productively be used in different types of construction
- Scale of project/programme lead times
- Relation between duration of programme and overhead costs.

The emphasis of the feasibility study is to interrogate the project on the operations and activities that are labour intensive. e.g. For the earthworks labour intensive operation; it will be excavation, loading, hauling, unloading and spreading (ELHUS) operations. The community must be fully involved and agreement reached upon the following: nature of the project, level of service, method of service delivery availability of labour, selection of trainees and workers, wage rates and conditions of employment

iv) EPWP Project Budget allocation

Capital and operating budgets must reflect the EPWP projects, targeting four (4) years of the multi-year municipal budgets in incremental percentages. It is abundantly clear the huge potential available to the municipality to facilitate a sustainable EPWP programme.

The capital budget targets suggested above can only be realized once technically feasible projects are designed to be constructed using Labor Intensive Construction (LIC) methods.

In respect of the targets reflected against the Operations & Maintenance budgets; the intension is to take existing best practice community-based operations and maintenance partnerships /programs and expand them to other sectors but include formal accredited training to maximize business / economic growth potential.
The capital budget alone has the potential to create a minimum of **3514** temporary job opportunities through LIC for the period **2025/26**

v) EPWP Project Design

Job creating opportunities are optimised through the application of labour-intensive design guidelines during these stages of the project life cycle. Consultants appointed to carry out the design of labour-intensive works, must have completed the necessary Labour-Intensive Construction (LIC) NQF skills training as endorsed by the CETA.
The design checklist chapter is comprehensive and covers all design aspects for the various infrastructure disciplines. It lists types of infrastructure suitable for LIC and there is a list of numerous references to other publications on LIC relative to the South African situation.

Further to the above, the document the "Public Body Municipality Labour Intensive Construction Procedures" dated April 2005, forms the basis for the infrastructures projects implementation procedure within Public Body specifically.

vi) EPWP Compliance – (Infrastructure)

To date the development of labour-intensive guidelines, documentation and skills development has been largely concentrated on the infrastructure sector due to the potential illustrated in the above table, and the need to reverse the years of technological mechanisation that has dominated the construction sector. The other sectors are essentially labour intensive by nature; it is the expansion of these programmes that is required as illustrated by the existing programmes within Public Body (6.1). Section (9) therefore only concentrates on the infrastructure sector; guidelines for the other sectors will be developed in time.

a) Procurement / contract documentation

The legislations and policies governing public sector procurement will be adhered to in the implementation of EPWP within the Municipality. The Municipal Finance Management Act (MFMA, 2003) and the Municipal procurement policies will apply, unless where The National Treasury has granted the permission to deviate from the stipulated SCM processes.

It is incumbent of the Municipality to ensure that all service providers, suppliers, contractors and consultants are aware of the EPWP conditions and guidelines prior to quoting, tendering etc on EPWP identified services, contracts / projects. It is important to note that only contractors and consultants with the appropriate NQF qualifications in labour-intensive technologies may be appointed. In reality this will have to be phased in over time, a programme is in place to address this.

EPWP contract conditions also vary depending on the types of services required by line departments whether capital or operational and as such need to be assessed separately. As EPWP implementation gains momentum, EPWP sector specialists are available from the national DPWI to assist in resolving bottlenecks and achieving compliance within the different sectors. Currently all infrastructure contract documentation used by the various engineering line departments in their procurement of services are being reviewed by a DPWI technical specialist for compliance. A suite of EPWP compliant contract documentation will be made available for PQs, small works, conventional contracts etc, including the reporting mechanisms.

The ff. tender/ contract documents for Consulting Engineers and Contractors for Labour intensive construction projects will be reviewed to comply with the EPWP conditions and guidelines:

- Contract Documentation for Consulting Engineering Services
- Contract Documentation for the Works
- Conditions of tender
- Conditions of contract
- Scope of work
- Schedules of quantities

b) The Appointment of Consulting Engineers and Contractors

Appointment of consulting engineers and contractors will be as per section 8.3.2 & 8.3.3 of the **"Guidelines for the Implementation of Labour-Intensive Infrastructure Projects under the EPWP (5th edition – 2024)"**

The municipality will ensure that:

i. The design of the labour intensive works by consultants is overseen by persons in their employ who have completed the necessary skills training (see table 2)

ii. Works contracts are administered by persons in the employ of consultants who have completed the necessary skills training (see table 2); and

iii. Works contracts are awarded to contractors who have in their employ managers who have completed the necessary skills training (see table 2).

c) Conditions of Employment/Setting of the rate of pay

EPWP beneficiaries will be employed under the conditions of employment stipulated in the **Ministerial Determination and Code of Good Practice for EPWP (clause 10.4)**. The Municipality will ensure that its projects full comply with Labour Legislations such as Unemployment Insurance Fund (UIF), Compensation of Injuries and Diseases Act (COIDA), and Occupational Health and Safety Act (OHSA). Specific clauses addressing Labour Legislations compliance will be put in all EPWP Municipal contracts with service providers.

d) EPWP Branding

The Municipality will also ensure as part of the conditions of contract that EPWP projects are branded; profiled and comply to the **EPWP Corporate Identity (CI) Manual** as provided by NDPWI. This includes the provision of the ff. amongst others:

- Orange coloured uniforms and boots with the EPWP and the name of the public body inscribed at the back
- Project signboards branded with the EPWP Logo, inscriptions and colours.

*The respective **tender adverts, tender documents, contract documents and letters of appointments** for contractors, consultants, other service providers and EPWP project employees/beneficiaries would be designed to conform to this policy provision.*

9.3.4 EPWP Training

i) EPWP Employees/Beneficiaries

Training of beneficiaries will be provided through the existing project budget or through the National Skill Fund (NSF) from the Department of Higher Education and Training in partnership with the National Department of Public Works. Workers will be paid a daily allowance/stipend by the contractor (included in the project cost) whilst attending training.

The respective ***tender adverts, tender documents, contract documents and letters of appointments*** *for contractors, consultants, other service providers and EPWP project employees/beneficiaries would be designed to conform to this policy provision.*

ii) Municipal Officials

The municipality will ensure that municipal officials are trained in Labour-Intensive Construction NQF5/7, who will therefore be in a position to accelerate the programme significantly whilst ensuring compliance.

Table 2: Skills Programme for Municipality Officials / Project Managers:

Personnel	NQF	Unit Standard Title	Skills Programme Description
Senior management and professionals	7	Develop and Promote Labour-Intensive Construction Strategies	Skills Programme against this single unit standard
Middle (technical)	5	Manage Labour-Intensive Construction Projects	Skills Programme against this single unit standard
Middle (admin)	5	Manage Labour-Intensive Construction Projects	Skills Programme against this single unit standard

iii) Consultants (table3)

The person responsible for the design and documentation of the labour intensive works, must be qualified in the NQF level 7-unit standard "Develop and Promote Labour Intensive Construction Strategies". The person who is responsible to the employer for the administration of the contract, must be qualified in the NQF level 5-unit standard "Manage Labour Intensive Construction Projects".

Table 3: Skills Programme for Consultants

Personnel	NQF	Unit standard Title	Skills Programme Description
Administrator / Site Supervisor	5	Manage Labour Intensive Construction Projects	Supervisor Skills Programme against this single unit standard
Designer	7	Develop and Promote Labour- Intensive Construction Strategies	Skills Programme against this single unit standard

iv) Contractors

Contractors having a CIDB contractor grading designation of 5CE and higher shall only engage supervisory and management staff in labour intensive works who have completed the skills programme as outlined in Table 2.

Contractors having a CIDB contractor grading designation of 1CE, 2CE, 3CE and 4CE shall have personally completed the skills programme for the NQF level 2-unit standard. All other site supervisory staff in the employ of emerging contractors must have completed the skills programme for the NQF level 4-unit standard.

Table 4: Skills Programme for Contractors

Personnel	NQF	Unit standard Title	Skills Programme Description
Team Leader / Admin Supervisor		Apply Labour-Intensive Construction Systems and Techniques to Work Activities	
Team Leader/ Supervisor	2	Apply labour-intensive construction systems and techniques to work activities	This unit standard must be completed, **and**
		Use labour-intensive construction methods to construct and maintain roads and storm water drainage	any one of the listed unit standards must be completed
		Use labour-intensive construction methods to construct, repair and maintain structures.	
Foreman/ Supervisor	4	Implement labour-intensive construction systems and techniques	This unit standard must be completed, **and**
		Use labour-intensive construction	any one of the listed unit standards

		methods to construct and maintain roads and storm water drainage	
		Use labour-intensive construction methods to construct, repair and maintain structures	
Site Agent / Manager	5	Manage Labour-Intensive Construction Processes	Skills Programme against this single unit standard

9.3.5 Skills Transfer and Learner ships

Learner ships are registered with the appropriate SETA in accordance with its internal procedures. All the parties are required to sign a learner ship agreement. The Municipality will have to ensure that there are sufficient projects to satisfy the requirement of each learner ship awarded to the Municipality.

As an additional means of building the capacity of the labor-intensive construction sector, the Department of Public Works (DPWI) together with the Construction Education and Training Authority (CETA) has established a labor intensive contractor learner ship programme. The aim of this learner ship programme is to produce emerging contractors qualified to execute work in accordance with the "**Guidelines for the Implementation of Labor-intensive Infrastructure**". As part of the learner ship programme learner contractors would complete an appropriate mix of structured classroom training and workplace experience. The duration of each learner ship will be approximately two (2) years. Suitable learner contractors will have to be identified and selected.

Once formally published, details of the learner ships available for the social, environment and cultural sectors will be included in the relevant sector plans

By the power vested in the Municipal Manager through the provisions of this policy he approves the exit strategies for the Learner ship upon recommendation by the strategic director: EPWP through the oversight sub-committee.

The respective ***tender adverts, tender documents, contract documents and letters of appointments*** *for contractors, consultants, other service providers and EPWP project employees/beneficiaries would be designed to conform to this policy provision.*

9.3.6. EPWP Incentive grant utilisation

i) Conditions precedent for the EPWP Incentive utilisation

- The Municipality's internally initiated EPWP projects or training initiatives which intends utilising the EPWP Incentive grant must first of all be listed in the **EPWP integrated business/implementation plan** for the financial year.
- Secondly the project initiator must apply to the Strategic director: EPWP for approval through the departmental EPWP coordinator and sector coordinator/director. The application must be accompanied by a credible business plan as per the prescribed format indicating the job creation potential of the project.
- Upon approval draw downs on the incentive grant can only be authorised by the strategic director: EPWP for the stipend and other needs of the project or initiative based on the approved business plan.
- The department coordinators must then ensure that there is a EPWP field worker attached to the project who will submit on a monthly basis the jobs created on the **EPWP prescribed monthly forms** to the EPWP data capturers for capturing purposes and to justify the existence of the project or initiative

ii)Statement of Accounts

The CFO must furnish the strategic director; EPWP with monthly statements of accounts on all the existing EPWP vote accounts for monitoring, control, audit and reconciliation purposes.

iii) Authority to Sign

The CFO must also issue an authority to sign mandate to the strategic director: EPWP as the sole signatory to all the EPWP votes' accounts.

9.3.7 EPWP Reporting

The Municipality will adhere to the EPWP Monitoring and Evaluation reporting processes by ensuring the development of the following:

i) Annual EPWP project or business plan

The EPWP Unit must prepare an annual EPWP project/business plan as part of the Municipality's IDP. The project plan must:

- Record the measures/strategies that the municipality will implement in order to meet or exceed its EPWP performance target and must include the following:
    - Project name, budget, estimated no of work opportunities, FTE jobs to be created in respect of each EPWP project
    - A list of the planned EPWP projects that will be implemented towards achieving set targets

The assistance of DPWI should be solicited in preparing the EPWP plan by helping to identify strategic and suitable EPWP projects and advising on the targets for such projects.

(Refer to clause 11 of the EPWP incentive agreement)

ii) Quarterly EPWP project plan

The EPWP Unit must continuously review the **quarterly EPWP performance reports** and prepare **EPWP quarterly strategic plans** for the achievement of the KPI or FTE targets and for which the EPWP incentive could be claimed. This must be submitted as part of the EPWP quarterly progress reports and must be received by the EPWP Technical steering committee on **the 5th day of the close of the quarter.**

The quarterly strategic plan must:

- Record the measures/strategies that the municipality will implement in order to meet or exceed its quarterly performance target and must include the following:
    - Project name, budget, estimated no of work opportunities, FTE jobs to be created in respect of each EPWP project
    - A list of the planned EPWP projects that will be implemented towards achieving set targets

The assistance of DPWI should be solicited in preparing the EPWP plan by helping to identify strategic and suitable EPWP projects and advising on the targets for such projects.

This should be submitted annually to the department of public works according to the EPWP incentive agreement between the municipality and DPWI.

iii) EPWP Project identification and registration system

The EPWP Unit must continuously review/screen the EPWP registered project list in the EPWP project business plan based on the monthly/quarterly performance reports and identify and register new strategic projects within the various sectors/clusters of the EPWP that are EPWP compliant and potential contributors to our KPI or job opportunities/ FTE targets.

Department of public works(DPWI) should be called to provide assistance in the project identification and registration process.

iv) EPWP Information gathering system

By the **25th of each month**, the EPWP data/job creation data should be captured by EPWP field workers, consultants, contractors and other key role players on the **prescribed EPWP monthly progress template,** signed off by the respective site manager/agent, CLO, consultant, contractor or any key role player and submitted to the EPWP data centre at the **1st floor, New Block, O.R TAMBO HOUSE, Myezo, Mthatha** or the municipal project manager responsible for that project.

OR

The completed, signed off and completed **EPWP monthly progress template** can also be submitted by the contractor, consultant or any other key role player as a returnable document **attached to a payment claim** if and only if the payment claim is due for payment by the end of the month.

EPWP data centre will then consult, review, collate and capture all the EPWP information/data collected with respect to the implementation of EPWP projects by the **2nd day after the end of each month.**

To ensure that the required data is collected every month. The following measures will be instituted:

- EPWP Data or information collection, review and reporting must form a compulsory part of the agendas of all site/technical meetings and project/program managers, contractors, consultants and other key role players (ISDs etc.) are tasked to ensure that this is carried out to the later. EPWP unit will then need to collect all the site/technical meeting schedules for the on-going projects in each sector, ensure regular attendance to train and capture EPWP data.
- The provisions of the EPWP policy must feature prominently in the supply chain management processes and must be institutionalized.
- EPWP monthly progress reports from contractors, consultants and any other key role players should form part of the statutory returnable documents for payment claims.

v) Penalties for non-compliance

The EPWP monthly progress report submission and validation by the EPWP data centre will serve as a pre-requisite for the processing of payment claims for field workers, consultants, contractors and other key role players.
In other words, no payment claims will be processed for any field worker, consultant, contractor or any other key role player until he/she complies with this EPWP policy.

On the other hand, the penalties will not be applied to punish or harm an emerging contractor to such an extent that the empowerment of previously disadvantaged individuals cannot be realized.

From the above it is obvious that a balance must be found where the penalty urges and encourages the emerging contractor to submit the EPWP information on time, but if he fails to do this, the penalties must not put him out of business.

The respective ***tender adverts, tender documents, contract documents and letters of appointments*** *for contractors, consultants, other service providers and EPWP project employees/beneficiaries should be designed to conform to this policy provision.*

vi) Physical document management/filing system

A physical document/filing system would be established where files on all EPWP projects would be kept and maintained for auditing purposes. The EPWP project files should contain the following:

- EPWP progress reports received
- Daily site attendance register
- Summary of monthly attendance register:
- Payment Information-Payment Register
- Any other site information collected
- Certified copies of Identity documents

vii) EPWP Data Quality management system

The EPWP data centre will cleaned and validate the EPWP data submitted by the field workers, contractors, consultants and other key role players to ensure that the information received is credible and accurate.

EPWP data should be validated against the data quality control sheet

(Refer to Annexure for data quality control/validation sheet.)

The EPWP must use all means available to verify and validate the EPWP data. This may include site visits, checking of payment Invoices, proof of payment, payment registers, contracts, training information, attendance registers to validate the data quality.

viii) Data Capturing system

- Register the project on the EPWP MIS

  The EPWP data centre must collate the data obtained from the field workers, contractor, consultants and other key role players and ensure it is captured on the EPWP-MIS.

- Correct all the non-compliant projects within a week after the Data Dump and analysis report has been received from DPWI.

ix) Data consolidation and reporting system

The EPWP data validated, cleaned and captured will have to be consolidated into the following reports:

a) EPWP monthly performance/progress reports

The EPWP data centre must also collect and download monthly progress reports from the EPWP MIS and submit it to the Strategic director: EPWP through the departmental or sector coordinators for monitoring and evaluation purposes.

The Number and performance of each of the projects on the EPWP weekly/monthly report should be reviewed monthly against set targets so as to devise a strategic plan for the achievement of the set targets.

b) EPWP quarterly performance/progress reports

To ensure that the overall municipality is achieving the quarterly targeted outcomes of the programme, the EPWP data centre will compile/prepare on a quarterly basis a consolidated EPWP report indicating progress of the EPWP. This will then be submitted to the Strategic director: EPWP for approval and onward submission to the Department of Public Works by the **7th day after the close of the quarter.**

The Number and performance of each of the projects on the EPWP quarterly progress report should be reviewed quarterly against set targets so as to devise a strategic plan for the achievement of the FTE/ job opportunity and other EPWP KPI targets.

The EPWP quarterly report should be structured to highlight EPWP performance on projects and sectors.

The EPWP quarterly performance reporting should be structured as follows:

- Status reporting (current status of the projects, zones and sectors)- status training/learner ship performance inclusive
- Performance reporting (describing what the program has accomplished when compared with a given target or baseline)
- Challenges
- Best practices/Lessons
- Plan, proposal or Way forward for next quarter.
- Conclusion

c) Status or performance reporting on Training/Leaner ship programmes must include the following amongst others:

- Training programme for workers being implemented with Dept. of Labour funding
- Training of engineers and contractors for labour intensive construction, with Construction SETA (CETA)
- Training of officials to implement the EPWP, with Local Government and Construction SETA's

- Vukhupile Contractor learner ship programme with CETA and Provinces/ Municipalities

d) EPWP annual performance reports

In addition, an annual report must be prepared by the EPWP Unit **30 days after the close of the year** that will reflect: achievements, challenges and best practices for the reporting period as well as an outline of goals and activities for the following year.

9.3.8 EPWP monitoring and evaluation

An internal monitoring and evaluation system will be established to determine, on the basis of a retrospective analysis, whether the authorized EPWP policy processes were followed and whether the objectives of this policy were achieved.

The monitoring and evaluation plan will consist of **key performance indicators (KPI)** and targets identified in terms of the objectives set for EPWP policy. The following KPI objectives have been identified to be monitored and evaluated every month, quarter and year against the set targets:

- Number of EPWP registered projects
- Project Budgets
- Total number of jobs created
- Number of person days of employment created
- Total number of person training days
- Number of job opportunities in terms of demographics (Women, Youth, and People with Disabilities)
- Amount of budget spent and retained within communities
- Project task/wage rates (Uniformity and compliance with Ministerial determinations)

The EPWP Data capturers, EPWP field workers, Consultants and project managers must collate the EPWP/job creation data obtained from the EPWP project and ensure it is captured on EPWP MIS at the EPWP Data Centre.

The EPWP data capturers collect or download data from on the EPWP MIS on a monthly basis and submit it to the EPWP departmental coordinators. The Sector Coordinators collate all EPWP monthly progress reports for the compilation of the sector progress reports on a quarterly basis for onward submission to the Strategic Director: EPWP, EPWP Technical Steering Committee, Over-sight Sub-committee and Department of Public Works.

EPWP quarterly performance/ progress meetings of the EPWP Technical steering committee would be conducted within **10 days after the end of the quarter** to review EPWP performance against the set KPI targets and strategize a way forward.

Bi-weekly unannounced site visits will be conducted by departmental and sector, training and LED coordinators to EPWP project sites to check compliance with the EPWP terms and conditions and guidelines.

Addendum to the O.R. Tambo District Municipality Expanded Public Works Programme Policy

4. GLOSSARY OF TERMS / DEFINITIONS

The following terms are used throughout this document:

Term	Definition
EPWP	The EPWP is a nation-wide government-led initiative aimed at drawing a significant number of unemployed South Africans into productive work in a manner that will enable them to gain skills and increase their capacity to earn income as well as develop their community and country.
EPWP Target group	Poor and unemployed people willing and able to take up the offered work at the agreed wage rate.
EPWP participant	A person employed to work in an EPWP project under the Code of Good Practice for Expanded Public Works Programmes.
Implementing Agent(s)	An individual or legal entity contracted authorized to act on behalf of the sector department, by implementing projects and executing related transactions on their behalf.
Labour Intensity	Labour intensity refers to the expenditure on wages expressed at a percentage of total project expenditure. Labour intensity is an indicator of the project expenditure that is injected into the community in the form of wages.
Monitoring	Monitoring is a process that involves measuring and tracking progress according to the planned situation including; inputs, resources, completion of activities, costs, timeframes, etc.
Ministerial Determination	The Ministerial Determination applies to all employers and employees engaged in Expanded Public Works Programmes gazetted by the Minister of Labour and amended from time to time.
Project	An undertaking to create a unique product or service. It has a defined start and end point and specific objectives that, when attained, signify completion. In implementing EPWP, public bodies should select projects based on their potential to create work opportunities for poor and unemployed people without displacing existing workers.

Programme	A programme is a group of related projects managed in a coordinated way to obtain benefits not available from managing the projects individually.
Public body	Any institution of government administration at national, provincial or local government sphere as well as any other functionary or institution exercising a power or performing a duty in terms of the Constitution. However, a public body may appoint an implementing agent that is either an individual or legal entity contracted and authorised to act on its behalf implementing under the rules and conditions provided by the public body.
EPWP Reporting	Refers to the process of collecting project data in a defined (by National Department of Public Works) format and capturing in the EPWP Reporting System according to defined timeframes
Work opportunity	Paid work created 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.

ABBREVIATIONS

Abbreviation	Full Name
CWP	Community Work Programme
DPWI	Department of Public Works
E&Cs	Environment and Culture Sector
EPWP	Expanded Public Works Programme
FETs	Further Education and Training
FTE(s)	Full Time Equivalent Job(s)
M&E	Monitoring and Evaluation
NDP	National Development Plan
NGP	New Growth Path
NSF	National Skills Fund
PEPs	Public Employment Programmes
PWD	People With Disabilities
SETAs	Sector Education and Training Authorities
WOs	Work Opportunities

5. INTRODUCTION

5.1 EPWP Phase 5

In 2024, Cabinet approved the implementation of EPWP Phase 5 for another 5-year period (2024/25 - 2028/29), with increased targets and more focused and specific objectives, which include amongst other things:

- The increased focus on community-driven programmes such as the CWP, which through the transfer of wages will provide an economic stimulus, target the poorest areas and consolidate and strengthen markets in marginalised local economies. These types of programmes will broaden the development impact.

- The introduction of a set four of (4) core principles to improve compliance to the EPWP guidelines in terms of minimum wages and conditions of employment, selection of EPWP workers, provision of public goods and services as well as adherence to a minimum level of labour intensity. This will assist in creating synergy for the broader development impact and multipliers from PEPs.

- Fostering synergy and convergence amongst sectors and intra/inter-sectoral collaboration.

- Systematic approach in the measuring impact to be included in the design of the sector programmes, with an explicit intention to strengthen their development impacts and multipliers.

- Strengthening the ability of public bodies to identify and provide quality assets and services that have transformative impacts on community development.

- Training interventions to be specific to the operational needs of the different sectors. Collaborations with FET Institutions and SETAs to be enhanced to work towards accredited training.

- Enterprise development interventions to be limited to sub-programmes that use small and medium enterprises in the delivery of services and assets.

The objective of EPWP Phase 5 is "***To provide the unemployed poor with meaningful work opportunities through the delivery of community assets and services, and actively build economic inclusion mechanisms that empower sustainable livelihoods and contribute to the country's development agenda.***"

This focused mandate of the EPWP Phase 5, emphases the following main outputs, namely employment creation, income support, skills development and the development of community assets and the provision of services, delivered on a consistent basis at the required quality creates the platform to enable broader development impacts. The injection of income in communities, participation of beneficiaries and utilisation of assets will enhance the livelihoods and local economic development.

6. AMENDMENTS TO BE MADE ON THE EXISTING EPWP MUNICIPAL POLICY.

In light of the above, the following amendments to the EPWP Municipal Policy are proposed and the Municipality commits to implement these priorities and creates an enabling environment to achieve these targets for EPWP Phase 5 in line with this Policy:

6.1 Introduction and monitoring of the four (4) EPWP Universal Principles

The Principles form the basis for deciding whether a project or programme is part of the EPWP and may be reported as such. Through compliance with principles such as the Ministerial Determination, social protection outcomes of EPWP are enhanced and a minimum level of income transfer is ensured.

While some of these are not necessarily new but in EPWP Phase 5 are made much more explicit, are constantly monitored and that specific measures are taken to ensure adherence, such as exclusion of EPWP reports when projects that do not comply to these criteria. The Municipality will take all possible steps to ensure that the four (4) EPWP Universal Principles are adhered to in all the projects it implements.

The following universal Principles are introduced:

UNIVERSAL EPWP PRINCIPLES

Principle	Explanation
1. Adherence to the EPWP Minimum wage and employment conditions	The EPWP Ministerial determination of 2012 sets out a minimum wage for the EPWP and the EPWP must seek to achieve full compliance with this determination.

under the EPWP Ministerial Determination	There is currently substantial non-compliance with the minimum wage.
2. Selection of workers based on (a) A clearly defined process and (b) A defined criteria	The selection of each worker should be done on a clear set of criteria to minimize patronage and abuse during selection. The selection should also happen in accordance with clear transparent and fair procedures.
3. Work provides or enhances public goods or community services	The work output of each EPWP project should contribute to enhancing public goods or community services.
4. Minimum labour intensity appropriate to sector	A minimum labour-intensity benchmark appropriate to each sector should be set as sectors differ too much to apply a common standard across all sectors. Furthermore, programmes within each sector would also be encouraged to set their own benchmarks.

6.2 Convergence and contributing to sustainable livelihood

As the EPWP keeps growing both in terms of overall scale and the number of sub-programmes, to avoid duplication and overlaps the Municipality will strengthen collaboration and synergy with other public bodies. Improve complementarity and convergence, whereby programmes rather collaborate with each other and build on each other's strengths in order to increase their overall impact.

Continuous capacity building and training of Programme participants will be prioritised to contribute to their sustainable livelihood during and after their involvement in the Programme. Using different pillars (Financial Capital, Physical Capital, Natural Capital, Social Capital and Human Capital) the Municipality will strive to improve sustainable livelihood of the Programme participants directly and indirectly.

6.3 New targets

The new targets for the municipality for the entire EPWP Phase 5 for the period (2024/25-2028/29) are outlined below and broken down per annum. The Municipality will ensure that the work opportunity targets and Full-Time Equivalent are met and all the EPWP sectors are implemented within the municipality.

Financial Year	Work opportunities (WOs)	Full Time Equivalents (FTEs)
2024/25	3391	1186
2025/26	3514	1224
2026/27	3637	1263
2027/28	3731	1294

2028/29	3834	1330
Total	**18117**	**6297**

6.4 Demographic Targets

In line with the EPWP Phase 5 and in recognition of the extremely high rates of youth unemployment, the overall youth target is 55 per cent; women 60 per cent and people with disabilities is 2 per cent. The designated target for youth increased from 50 per cent in EPWP Phase 4 to 55% in EPWP Phase 5. All the Municipal projects will strive to meet and where possible exceed these targets.

6.5 Focused Reporting

EPWP Phase 5 put in place increasing emphasis not just on reaching work opportunity targets, but also pays greater attention to the quality of the services that are provided and the new assets created. In order to achieve this objective, the Municipal reporting will include:

6.5.1 ***Work opportunities created*** – these are traditional numbers of work opportunities that have been reported through the programme.

6.5.2 ***Assets created*** – using the identified unit of measure (e.g. hectors of land cleared, kilometres of road constructed, etc.) given by the EPWP relevant sector to report the asset created.

6.5.3 ***Service rendered/delivered*** – reporting of service rendered and its impact is critical for EPWP Phase 5. The Municipality will also provide the report on the serve rendered and the impact to participants and beneficiaries.

6.6 Quarterly and annual report on incentive projects

In line with the Division of Revenue Act, the Municipal will submit quarterly and annual non-financial reports within thirty (30) days after the end of each quarter on impact of the incentive grant received as far as job and asset creation or service rendered are concern.

6.7 Training of EPWP Participants – Phase 5 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 learner ships.
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.

6.8 In line with the Cabinet Approval for the EPWP Phase 5 proposal, the Municipality will further mainstream the implementation of the programme through having a dedicated capacity to monitor the implementation and reporting of the programme and improve convergence within the Municipality.

7. Endorsement of the Policy

The amendment to the EPWP Municipal is endorsed by the Council and all Departments and Units of the Municipality including entities shall comply with the Policy and its amendments.

8. Monitoring of the Policy

The appointed Municipal EPWP Champion will provide a quarterly report to the Council on the implementation and monitoring of this Policy.

9. Review of the Policy

The policy will be reviewed annually or as and when required.

10. ENDORSEMENT OF THE EPWP POLICY

The policy *must* be endorsed by the Council to ensure that it is binding and everybody complies.

11. REVIEW OF THE POLICY

The policy will be reviewed annually or as and when required.

ORTDM EPWP Policy reviewed and approved Municipal Manager post its Workshop

REFERENCES

- **Guidelines for the Implementation of Labour-Intensive Infrastructure Projects under the EPWP (3rd edition – May 2015)**
- **EPWP Corporate Identity (CI) Manual**
- **Ministerial Determination and Code of Good Practice for EPWP_2012**
- **EPWP Incentive Grant Manual**
- **Division of Revenue Act,2024**
- **ORTDM EPWP Incentive and protocol Agreements_2012/13**
- **EPWP training policy and legislative framework 2012**
- **EPWP prescribed monthly forms**
- **Framework for M & E of the Expanded Public Works Program**

ANNEXURES

APPROVED BY:

B. MASE
Municipal Manager

O.R.TAMBO DISTRICT MUNICIPALITY
APPROVED