

HARRY GWALA DISTRICT MUNICIPALITY



EPWP Policy Development

EPWP Policy for Harry Gwala District Municipality.

1 Document Information

Document Id	Harry Gwala District Municipality- Developing EPWP Policy
Document Owner	Harry Gwala District Municipality
Document Developer	Harry Gwala District Municipality
First Version Issue Date	01 November 2012
Last Saved Date	
File Name	Harry Gwala district Municipality- EPWP Policy

Document History

Version	Issue Date	Changes
Draft	01 November	Content and document structure
Version 01		
Version 02		
Version 03	26 March 2015	Alignment of Phase 3 to the existing policy

Document Acceptance and Approvals

Role	Name	Signature	Date
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Municipal Manager	Mrs. Dlamini		
Portfolio Committee			
Council Authorisation			

1. 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 and 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 as 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
DPW	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

2 Introduction

The Expanded Public Works Programme (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.

The first phase of the EPWP commenced in 2004 and ended in 2009, second phase of the EPWP commenced in 2010 with substantially higher targets for job creation, and the third phase has also taking place as of November 2013 for the another 3 year period (2014/15-2018/19) with the increased targets and further more focused and specific objectives.

Harry Gwala District Municipality has adopted the Expanded Public Works Programme and it's principles as key in our strategies aimed at responding to our employment and training needs within the district.

In November 2013, Cabinet approved the implementation of EPWP Phase 3 for another 5-year period (2014/15-2018/19), 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 of four (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.

3 Objective of the EPWP Policy

This policy document seeks to institutionalize EPWP within Harry Gwala District Municipality. It will further guide all sectors and departments in advancing council's objective of advancing people living in poverty into productive work.

The fore-mentioned objective will be achieved through:

- Providing a framework that will articulate role by each department within the municipality
- Provide a framework in-which EPWP will be implemented by all sectors
- Provide monitoring framework
- Enable allocation of resources towards implementation of EPWP
- Entrench EPWP principles in the municipal integrated development planning processes.

3.1 The objective of EPWP Phase 3 is:

The objective of EPWP Phase 3 is “***To provide work opportunities and income support to poor and unemployed people through the labour-intensive delivery of public and community assets and services, thereby contributing to development.***”

This focused mandate of the EPWP Phase 3, emphasises the three main outputs, namely employment creation, income support, 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

UNIVERSAL EPWP PRINCIPLES

Principle	Explanation
1. Adherence to the EPWP Minimum wage and employment conditions under the EPWP Ministerial Determination	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. 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.

3.2 New Targets for the Municipality to meet for the period of 2014/15- 2018/19

Financial Year	Work opportunities (WOs)	Full Time Equivalents (FTEs)
2014/15	1260	412
2015/16	1597	523
2016/17	1950	638
2017/18	2438	798
2018/19	2718	890
Total	9963	3261

4 Legislative Framework

4.1 Informing Legislations

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);
- Harry Gwala District Municipality's Integrated Development Plan (2012 – 2017);
- Municipal Finance Management Act (Act 56 of 2003);
- Division of Revenue Act (As applicable in that 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 Skills Accord 2011; and
- Framework of the New Economic Growth Path 2010

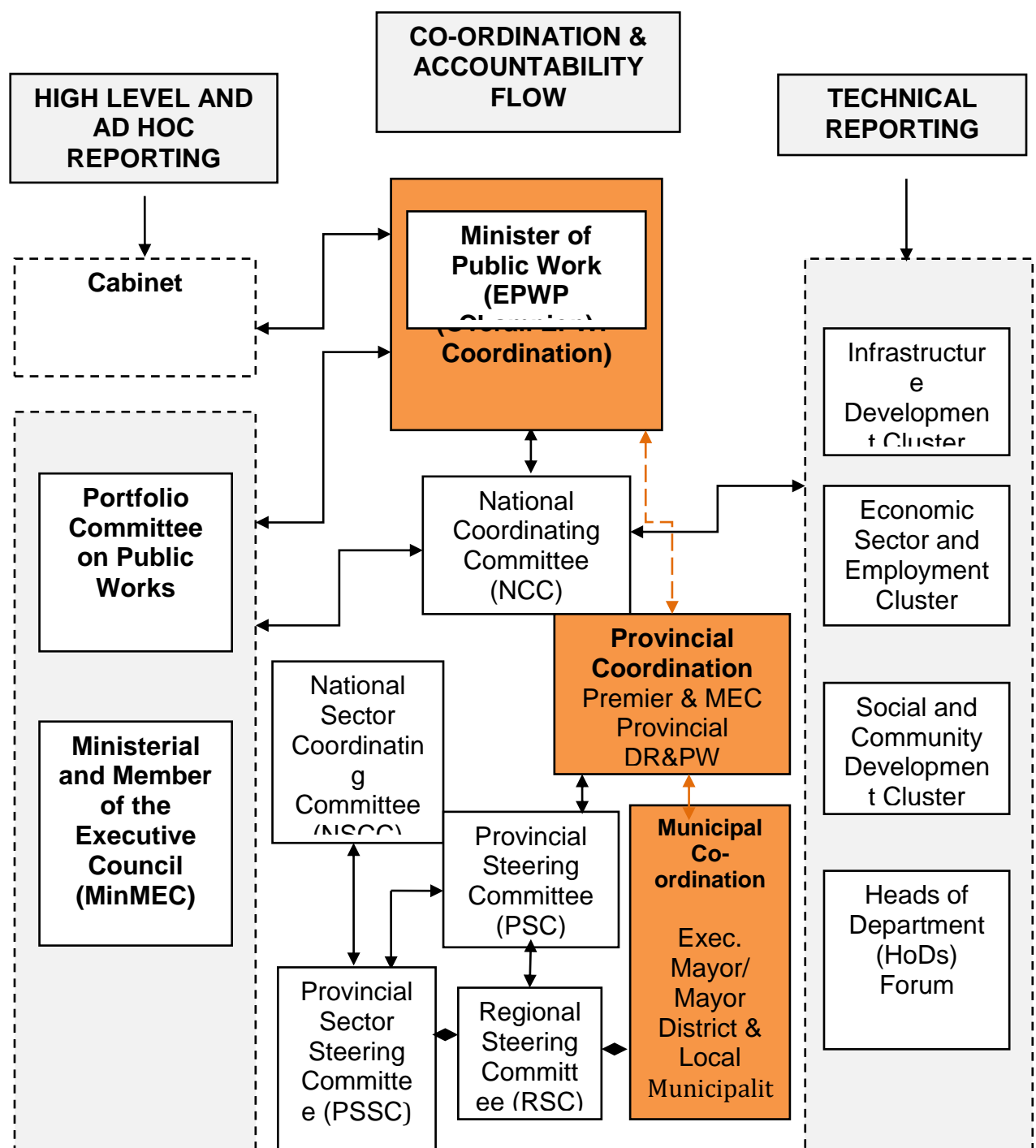
4.2 Scope of Application

The provisions of this Policy apply to all Departments, Municipal–Owned Entities, Agents or Contractors working or contracted to Harry Gwala District Municipality.

5 EPWP Insitutional Arrangement

5.1 National Co-Ordination Flow & Reporting

EXPANDED PUBLIC WORKS PROGRAMME (EPWP) CO-ORDINATION FLOW & REPORTING



5.2 EPWP Coordination within Harry Gwala District Municipality

To enable mainstreaming of EPWP, there will be no special EPWP Committee formed. EPWP will be monitored within the council's monitoring and evaluation framework.

At the least EPWP will be:

- ✓ Monitored as part of Executive Directors KPI's
- ✓ A standing item for Executive committee
- ✓ Standing item in Municipal Manager's Forum
- ✓ Report item in Council reports

5.2.1 Political Coordination

The District Mayor will provide leadership and direction on the implementation of the EPWP within Harry Gwala District Municipality.

The District Mayor will appoint a Member of the Executive Committee/s to champion and lead the EPWP in the Municipality.

The appointed Executive Committee will also ensure that EPWP is aligned with IDPs and key policies and programmes of the municipality.

5.2.2 Administrative Champion

Municipal Manager's office will be responsible for ensuring:

- ✓ Harry Gwala District Municipality enters and adheres to EPWP contracts with National Department of Public Works and any other organs of state implementing EPWP
- ✓ Departmental plans advance EPWP objectives
- ✓ Each Department and the municipality has FTE targets and continuously monitors progress
- ✓ Each sector reports are submitted.

5.2.3 Sector Specific Planning and Reporting Roles and Responsibilities

	Infrastructure	Environment	Social
Responsible for coordinating Reporting	Infrastructure Department	Infrastructure services Social and economic department	Social and community services
Responsible for implementing and data gathering	Infrastructure services	Infrastructure services Social and economic department	Social and community services
Responsible for verifying and monitoring risks	Internal Audit Planning and Development		
Responsible for Incentive tracking and reporting	Finance Municipal Manager's Office		

6 Policy Proposals

<i>Policy Objective</i>	6.1 Role by each department within the municipality
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Table 01 below illustrates current municipal priorities as per IDP (2011/2012 Draft). In implementing these priorities 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 skills and job specific skills while they work to increase their chances of getting out of the marginalised pool of unemployed people.

Each Department must demonstrate in their departmental plan:

- Minimum jobs to be created through delivering on their programmes
- Minimum budget allocated towards advancing job creation
- List of departmental projects in which such employment will be derived

Each Department must report performance against these targets within the EPWP reporting framework.

Table 01 (Source Sisonke Draft IDP 2011/2012)

National Key Performance Area	District Priorities
Infrastructure and Services	Delivery of Water
	Provision of basic sanitation facilities
	Supply of bulk electricity
Financial Management	Economic Regeneration
	Improving Financial Affairs and Viability of the Municipality
Institutional Transformation	Development of the Disabled
	Establishment of Gender Programs
	Development of Youth
	Improve Coordination in Service Delivery
	Improve Intergovernmental Relations
	Improve Monitoring and Reporting Procedures
Democracy and Governance	Marketing the District
	Promote Public Participation
Socio Economic Development	Promotion of Agriculture and Tourism
	Poverty Alleviation
	Improvement of Health Care Facilities
	HIV/AIDS
	Land Reforms
	Disaster Management
	Promote Environmental Integrity
	Waste Management
	Environmental Health
	Access to Finance
	Promote SMME Development
	Establishment of sustainable human settlements
	Ensure access to social facilities

Policy Objective	6.2 Framework in-which EPWP will be implemented by all sectors
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6.2.1 EPWP Sectors Overview

EPWP focuses on four sectors-this section aims to give an overview of each sector and articulate sector specific policies for Harry Gwala District Municipality.

6.2.2 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.

In support of objectives and targets set by this sector, Harry Gwala District Municipality will plan, implement and monitor projects linked to or similar to the following national or provincial programs:

- Sustainable land based livelihoods (Greening, Working for Water & Wetlands etc.)
- Tourism and creative industries (Working for Tourism, etc.)
- Parks and beautification (People and Parks, Cemetery Maintenance, Community Parks, etc.)
- Sustainable energy (Working for Energy)

6.2.3 Social Sector programmes:

The objectives of the Sector is to contribute to the overall Government objectives of improving the delivery of health services, early childhood development, community crime prevention, school nutrition and other social development oriented services through programmes such as:

- Community safety programmes (crime reporting, crowd control, school patrol, disaster emergency response, fire fighting, 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 (life guards, sports academy, seasonal employment: holiday resorts and nature reserves)
- Social Services (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).

Harry Gwala district municipality will plan, implement and monitor programmes in support of this sector.

6.2.4 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:

- Road construction;
- General construction and maintenance (construction of buildings, dams, reservoirs etc. and their maintenance);
- Storm water programmes (storm water drainage systems);
- Water and sanitation projects;
- National youth services (aimed at developing and training youth between the age of 18 and 35 years on artisan trades in the built environment);
- Vukuphile programmes (Learnership aimed at training and developing contractors and supervisors in labour-intensive methods of construction); and
- 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).

In Harry Gwala District Municipality, all MIG funded projects and infrastructure projects financed through other municipal funds will be designed, planned, implemented in a manner that will:

- Promote labour-intensive methods
- Adhere to EPWP guidelines and related regulations
- Be compliant with EPWP reporting requirements

6.2.5 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.

6.2.6 Cross-Cutting Support Programmes

EPWP programmes in the different Sectors will include the following:

6.2.6.1 Training:

This refers to capacity building and skills development of both officials and EPWP beneficiaries. Accredited training aligned to the National Qualifications Framework will be prioritised to enhance the placement of beneficiaries beyond the EPWP projects.

The training provided will depend on the type of projects implemented and may vary from learnerships, skills programmes to artisan development programmes

The municipality will optimise on various funding pockets for training including the National Skills Fund (NSF) and the training of municipal officials on Labour Intensive methods will be prioritised to ensure that the municipal projects are designed and implemented labour intensively. Municipal Funding will also be utilised to support training.

6.2.6.2 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 Learnership and targeted procurement).

The municipality will 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. It will also maximise the percentage of the annual total budget spent and retained within local communities by promoting the procurement of goods and services from local manufacturers, suppliers and service providers.

6.2.6.3 Communication and Branding

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

6.3 Key Performance Indicators (KPIs)

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

6.3.1 Employment Opportunities

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

6.3.2 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.

6.3.3 Project Budgets

The total expenditure aggregated for all EPWP projects inclusive of all the sectors, Infrastructure, Environment and Culture, Social and Non State Sectors.

6.3.4 Person-Training Days

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

6.3.5 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.

6.3.6 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.

6.3.7 Project Task Rates

Task and time rates must comply with the terms of applicable legislations including the Ministerial Determination on EPWP.

7 Policy Approval Process

	Date completed
Develop a discussion document clearly articulating Policy Proposal	
Present Draft to Infrastructure committee	
Present Revived Draft to Executive Management	
Present to relevant committees for council approval	

Review of the Policy

The policy will be reviewed annually or as and when required