



agriculture  
& rural development

Department:  
agriculture  
& rural development  
PROVINCE OF KWAZULU-NATAL

# EXPANDED PUBLIC WORKS PROGRAMME RECRUITMENT GUIDELINES

**2024**  
**year of approval**



## TABLE OF CONTENTS

1.	GLOSSARY OF TERMS/DEFINITIONS.....	02
2.	INTRODUCTION .....	08
3.	PROBLEM STATEMENT .....	09
4.	PURPOSE .....	09
5.	OBJECTIVES .....	09
6.	RECRUITMENT GUIDING PRINCIPLES .....	10
7.	RECRUITMENT GUIDELINES AND TARGETS .....	11
7.1	Roles and Responsibilities.....	11
7.2	Responsive to EPWP Requirements.....	13
7.3	Community Participation in the Planning Processes.....	14
7.4	Wage Determination.....	14
7.5	Adequate & Accessible Information.....	14
7.6	Branding & Communications.....	14
7.7	Induction, Training and Skills Development of Beneficiaries within PWP.....	15
7.7.1	Project based training.....	15
7.7.2	Training funded by the NSF & SETA's.....	16
7.7.3	Possibilities of exit opportunities for EPWP workers.....	16
7.7.4	Enterprise Development.....	17
7.8	Eligibility.....	17
7.9	Targeting and Selection.....	17
8.	OPPORTUNITIES FOR COLLABORATION WITHIN EPWP .....	19
9.	PROJECT IDENTIFICATION.....	19
10.	CLASSIFICATION OF EPWP PROJECTS.....	20
11.	TARGET GROUPS AND RECRUITMENT OF BENEFICIARIES.....	20
12.	LENGTH OF WORKER PARTICIPATION WITHIN THE DEPARTMENTAL EPWP .....	22
13.	CONDITIONS OF EMPLOYMENT .....	23
14.	SCM PROCESSES.....	23
15.	CONTRACTING THE EPWP ROJECT WORK.....	24
16.	MONITORING AND EVALUATION.....	24
17.	MEASURES REQUIRED TO DEAL WITH NON-COMPLIANCE.....	25
18.	CONCLUSION.....	25

## 1. GLOSSARY OF TERMS / DEFINITIONS

Term	Definition
<b>Code of Good Practice for Special Public Works Programmes</b>	The Minister of Labour issued and gazetted a Code of Good Practice for Special Public Works Programmes that guide stakeholders in EPWP with regard to working conditions, payment and rate of pay, and disciplinary and grievance procedures. It further promotes a common set of good practices and minimum standards in employment practices among the different EPWP sub-programmes within South Africa. Refer to Gazette No 34032, 18 February 2011.
<b>EPWP Target group</b>	Poor and unemployed, local South Africans willing and able to work at the wage rate offered. The target group is further disaggregated, with predetermined targets for women, youth and persons with disability.
<b>EPWP Participants</b>	A person employed in an EPWP project.
<b>Indicators</b>	Indicators are qualitative and/or quantitative markers that define how performance toward the achievement of the programme, project or activity objective will be measured. There are different levels of indicators including – input, output, outcome and impact. The indicators selected will be what performance is measured against.
<b>Minimum Wage</b>	Is the lowest daily rate an employer may legally pay an EPWP participant.
<b>Ministerial Determination</b>	The Ministerial Determination applies to all employers and employees engaged in the Expanded Public Works Programmes gazetted by the Minister of Labour. Refer to Gazette No 9745, May 2012.
<b>Unemployment Insurance Act (UIA) 63 of 2001</b>	The Unemployment Insurance Act (UIA) 63 of 2001 applies to all employers and employees engaged in Expanded Public Works Programmes. All projects must be registered with UIF all employees must be registered on commencement of employment.
<b>Compensation for Occupational Injuries and Diseases Act (COIDA) 130 of 1993.</b>	The Compensation for Occupational Injuries and Diseases Act (COIDA) 130 of 1993 applies to all employers and employees engaged in Expanded Public Works Programmes. All projects must be registered on commencement.
<b>Monitoring</b>	Monitoring is a process that involves measuring and tracking progress according to the planned activities including;

	inputs, resources, completion of activities, costs, timeframes, etc.
<b>Programme</b>	A programme is a coordinated approach to explore a specific area related to an organisation's mission. It usually includes a plan of action or events which identifies staff and related activities or projects leading towards defined and funded goals.
<b>Public body</b>	A Government department, municipality or State Owned Entity that implements EPWP programmes or projects.
<b>Public Employment Programmes (PEPs)</b>	PEPs refer to interventions that respond to economic and unemployment challenges in a country. Through such interventions, governments inject money into the economy through the creation of work opportunities.
<b>Target community</b>	All persons living in the municipal ward in which an EPWP project is being implemented.
<b>Work Opportunity</b>	Is defined as "Paid work created for an individual on an EPWP project for any period of time." The same individual may be employed on different projects and each period of employment, in each project, will be counted as a work opportunity. There is no standard length of time for a work opportunity. Work opportunities are counted on an annual basis. In each financial year, the EPWP starts from a zero base and counts all the opportunities created in that financial year.
<b>Project Leader</b>	Is the respective Extension Advisor for the project
<b>Disability (UN Definition)</b>	Is an evolving concept and disability results from the interaction between persons with impairments and attitudinal and environmental barriers that hinders their full and effective participation in society on an equal basis with others.
<b>Persons with disability (UN Definition)</b>	Include those who have long-term physical, mental, intellectual or sensory impairments, which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others.
<b>Self-Targeting</b>	Self-targeting does not involve the selection of programme participants but instead relies on programme incentives to induce maximum participation by members of a <b>target</b> group.

<b>Actual Expenditure</b>	Actual expenditure = (the expenditure on the project by the contractor) + (the expenditure by the professional service provider appointed to design and supervise the project. The actual expenditure excludes expenditure on government management and administration.
<b>Code of Good Practice for employment and conditions of work for Expanded Public Works Programmes</b>	The Minister of Labour periodically issues a Ministerial Determination in terms of the Basic Conditions of Employment Act of 1997 and Gazetted a Code of Good Practice for employment and conditions of work for Expanded Public Works Programmes, which allows for special conditions to facilitate greater employment on Expanded Public Works Programmes (EPWP).
<b>Contractor</b>	A person, trading entity or group of persons who is contracted to perform the work on the Expanded Public Works Programme for the relevant public body or client body.
<b>Cost per FTE</b>	Cost per FTE is calculated by dividing the total budget for an EPWP project by the number of full-time equivalent jobs (FTEs) planned to be created.
<b>Daily Rate</b>	A worker is paid a fixed sum each day in return for (i) working a fixed number of hours during that day, or (ii) completing a fixed task for that day.
<b>Demographic Characteristics of Workers</b>	The number of workers that fall within the following categories must be recorded: <ul style="list-style-type: none"> <li>• Youth (i.e. 16 to 35 of age) (youth who are still at school shall not be employed on EPWP projects);</li> <li>• Women;</li> <li>• People with Disabilities.</li> </ul>
<b>Expanded Public Works Programme (EPWP)</b>	The Expanded Public Works Programme (EPWP) is a nationwide National Government Programme that draws significant numbers of the unemployed into productive work, so that workers gain skills while they work, and increase their capacity to earn an income. EPWP is divided into four sectors, namely: <b>Infrastructure; Environment &amp; Culture; Social and Non-State Sector.</b>
<b>EPWP Target Group</b>	Unemployed, local, low-skilled South Africans are willing to work on EPWP projects and programmes for a minimum wage rate.
<b>EPWP Worker</b>	A person employed to work in an EPWP project under the Code of Good Practice for Expanded Public Works



	Programmes or the Learnership Determination for unemployed learners, whether they are employed directly by a Government Department, an implementing agent, a contractor or a subcontractor.
<b>Environment &amp; Culture Sector</b>	The sector aims to build South Africa's natural, social and cultural heritage, and in so doing dynamically uses this heritage to create both medium-term and long-term work and social benefits through sustainable land-based livelihoods, waste management, tourism and creative industries, parks and beautification, coastal management and sustainable energy.
<b>Expenditure per job created</b>	Expenditure per job created = Total project cost, divided by job opportunities created.
<b>Full Time Equivalent (FTE)</b>	FTE refers to one person-year of employment. One person-year is equivalent to 230 person days of work. Person-years of employment = total number of person days of employment created for targeted labour during the year divided by 230. For task-rated workers, tasks completed should be used as a proxy for 8 hours of work per day.
<b>FTE Target</b>	"FTE Target" relates to the targeted number of Full Time Equivalents on an employment programme required to be created, using funding received by a public body within a stipulated financial year.
<b>Incentive grant</b>	Incentives paid to public bodies to incentivise employment creation under the EPWP. The incentive is paid for each quantum of employment created for the EPWP target group and can be measured in Full Time Equivalents (FTEs).
<b>Job Opportunity</b>	Payment received for work done (NDPW definition)
<b>Key Performance Indicator (KPI)</b>	A qualitative or quantitative measure of a service or activity used to compare actual performance against a set standard or other target. In the context of EPWP, the key performance indicators relate to worker demographics, project budget, training days, salaries, social impact studies, etc.
<b>Labour-Intensive Projects</b>	'Labour-intensive' is defined as the economically efficient employment of a greater proportion of labour, where economically and technically feasible, to execute projects in all sectors throughout Government Departments, without compromising on cost, time or quality. The result is a significant increase in employment generated for every unit of expenditure.

<b>Labour-Intensive Projects</b>	'Labour-intensive' is defined as the economically efficient employment of a greater proportion of labour, where economically and technically feasible, to execute projects in all sectors throughout Government Departments, without compromising on cost, time or quality. The result is a significant increase in employment generated for every unit of expenditure.
<b>Poverty</b>	This means a lack of resources to make a living. It is a multi-dimensional phenomenon. It is understood as a condition that manifests itself in a number of ways, including a lack of income, insufficient resources and vulnerability to social, political, environmental and economic factors which will enable individuals to cope or manage the negative effects of external shocks. Many of the causes of poverty arise from national economic and social trends rather than from unequal local conditions (South Africa, 1998).
<b>Project Budget Aggregate</b>	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.
<b>Project Budget</b>	Actual expenditure (as defined by National Treasury) on projects and supporting infrastructure, equipment costs, transport costs, and Protective Clothing costs, excluding government administration costs.
<b>Work Opportunity</b>	Paid work for an individual on an EPWP project for any period of time. The same person can be employed on different projects and each period of employment will be counted as a work opportunity.

## 2. INTRODUCTION

The Expanded Public Works Programme (EPWP) is one of the Government's medium to long-term strategies to reduce unemployment and alleviate poverty through the creation of work opportunities using labour-intensive methods.

The EPWP is implemented in four sectors namely: Infrastructure, Social, Environment & Culture and Non-State. The EPWP Phase I was implemented from 1 April 2004 to 31 March 2009, with a target of creating 1 million work opportunities, which was achieved one year ahead of schedule. Phase II of the EPWP was implemented from 1 April 2009 to 31 March 2014 and created more than 4 million work opportunities against a target of 4.5 million work opportunities. Phase III started in April 2014 and ends in March 2019 with a target of creating six million work opportunities. The objective of EPWP Phase III 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."

Phase IV will be implemented over the 2019/20 – 2023/24 financial years. Phase IV builds on the lessons from the past fifteen years of the existence of the programme, and aims to take the role of PEPs to the next level by building on the experience and innovations to date to ensure a much stronger emphasis is placed on social protection, convergence and capitalising on developmental opportunities.

In EPWP Phase IV the following four principles are core elements of Public Employment Programmes (PEPs) in South Africa:

- a) Workers to be recruited through a fair and transparent process.
- b) The adherence to the minimum wage.
- c) Work provides or enhances public goods or community services.
- d) Compliance with minimum labour intensity appropriate to a particular Sector. The employment of EPWP participants is governed by the following documents:
  - a) Code of Good Practice, Notice No. 129 issued by the Minister of Labour in terms of the Basic Conditions of Employment Act, 1997 as appeared in Gazette No. 34032 on 18 February 2011; and
  - b) Ministerial Determination 4: Expanded Public Works Programmes, Notice No. 347 issued by the Minister of Labour in terms of the Basic Conditions of Employment Act, 1997 as appeared in Gazette No. 9745 on 04 May 2012.

These Guidelines have been developed to ensure projects comply with the principle of selecting workers through a fair and transparent process.



---

### **3. PROBLEM STATEMENT**

The high demand to participate in an EPWP project coupled with local and municipal dynamics may affect negatively the recruitment of participants. Potential challenges include:

- a) patronage in the recruitment of participants,
- b) inconsistency in the process of recruiting participants,
- c) lack of transparency, and
- d) poorly defined criteria and processes.

These pose a reputational risk to the EPWP brand and where such problematic practices occur, or are perceived to occur, they may lead to delays or disruptions in the implementation of projects. Thus a clearly defined recruitment process that speaks to the recruitment of participants and defines the role of stakeholders is needed.

### **4. PURPOSE**

The purpose of these EPWP Recruitment Guidelines is to ensure uniformity in the recruitment of participants from within the EPWP target group.

The Recruitment Guidelines provide guidance in the selection of participants to be employed in an EPWP project. It seeks to eliminate any unfair and biased processes in the recruitment of participants and to provide a fair, transparent, equitable and unambiguous process to be adhered to by all implementing bodies.

The EPWP Recruitment Guidelines will be applicable to all units of the Department of Agriculture and Rural Development where sections are engaging in the employment of community members under the EPWP banner.

### **5. OBJECTIVES**

The objectives of these Recruitment Guidelines are to:

- a) Provide guidance to EPWP stakeholders on their roles and responsibilities in the recruitment of EPWP participants,
- b) Foster consistency in the recruitment of EPWP participants,
- c) Provide guidance to stakeholders to ensure compliance with the recruitment procedures,
- d) Ensure transparency across all projects in the recruitment of EPWP participants,
- e) Ensure visibility of the EPWP programme through cooperating branding in order to strengthen connection with Departmental stakeholders and develop trust and loyalty,

## 6. RECRUITMENT GUIDING PRINCIPLES

Recruitment of EPWP participants must comply with the following fundamental principles as outlined in Table 1 below:

**Table 1: Fundamental Principles of the EPWP Recruitment Guidelines**

No.	Principle	Descriptive Note
1.	<b>Fairness</b>	<ul style="list-style-type: none"><li>• The process must have a predictable methodology that affords equal opportunity to the targeted community members (refer to the Code of Good Practice for EPWP).</li><li>• The process shall not be manipulated for gain; neither shall there be any form of discrimination on the basis of race, tribe, place of birth, ethnic or social origin, language, social status, religious belief, political affiliation, opinion, custom, culture, gender, marital status, pregnancy and disability (refer to Section 2 of the Constitution of RSA, 1996).</li></ul>
2.	<b>Transparency</b>	<ul style="list-style-type: none"><li>• Members of the target community shall be afforded the opportunity to monitor the recruitment process.</li><li>• Before the recruitment process commences, the targeted community must be made aware of, and there must be general consensus on the conditions to be met for transparency to be deemed to have occurred.</li><li>• Regarding work requiring persons with a particular profile (e.g. skills &amp; qualifications), the selection criteria shall be specified for such work prior to the recruitment of participants. Should persons outside the target community be appointed, it must be established that such skills were not available from the target community at the time of recruitment. A process for swift corrective action must be outlined and agreed upon by relevant stakeholders before the selection of participants.</li></ul>
3.	<b>Equity</b>	<ul style="list-style-type: none"><li>• Equity Potential EPWP participants shall be given equal opportunity to access full and active participation in all aspects of the programme/project implementation cycle.</li></ul>

4.	<b>Ethics</b>	<ul style="list-style-type: none"> <li>• All involved in managing the recruitment process shall conduct themselves in a manner that demonstrates professional integrity.</li> <li>• Ethical behaviour shall include: <ul style="list-style-type: none"> <li>• Avoidance of conflict of interests. Be devoid of personal gain.</li> <li>• Be devoid of undue favours.</li> </ul> </li> </ul>
5.	<b>Accountability</b>	<ul style="list-style-type: none"> <li>• The office/s (of the public body) managing the recruitment process shall be answerable to relevant stakeholders for actions.</li> </ul>
6.	<b>Respect for environment</b>	<ul style="list-style-type: none"> <li>• With the aim of preserving the heritage and environment of South Africa, the EPWP stakeholders should endeavour to sustain the agreed heritage and environmental objectives for the benefit of future generations.</li> </ul>
7.	<b>Commitment</b>	<ul style="list-style-type: none"> <li>• Nurturing and protecting the well-being of the individual, family, communities and the nation should be advanced through the diligent execution of EPWP programmes and projects.</li> </ul>

## 7. RECRUITMENT GUIDELINES AND TARGETS

### 7.1. Roles and Responsibilities

The recruitment stakeholders are responsible for the recruitment and selection of EPWP participants on each project. The implementing bodies will plan the recruitment process in consultation with local community leaders to ensure coordination, and if possible, combine recruitment for multiple projects.

**Table 2: Recruitment process**

Item	Process
Introduction of the project to the Municipality/ Traditional Authority by Project Leader	<p>The Project Leader must first introduce the project to the Municipality/ Traditional Authority through a formal meeting where project detail and milestones will be presented to the Municipal leadership, the OSS/DDM Chairperson should form part of the Project introductory meeting. Minutes and the meeting attendance register should be kept and filed by the Project Leader as part of his/her portfolio of evidence files.</p> <p>A meeting to introduce the project to relevant stakeholders such as the Ward Councilor, OSS/DDM Champion, Local Task Team (LTT), War room and Ward Committee (Chairperson and Secretary) members and to access the list of profiled households from the OSS/DDM should be convened.</p>
Utilization of the OSS/DDM database (list)	Once the list of profiled households has been obtained through OSS/DDM, the selection criteria should be drawn and consideration of the neediest should be prioritized depending on the requirements such as the level of skills required.
In the absence or non-functional of the OSS/DDM structures	The traditional authority will oversee the recruitment selection with the OSS/DDM process being followed.
Identification of beneficiaries	<p>The process of identification of beneficiaries should be discussed in the Local Task Team meeting where the Selection &amp; Recruitment Criteria will be presented and the number of beneficiaries to be selected per ward will be determined. Beneficiaries must be identified from the OSS/DDM database/list</p> <p>The selection process must be guided by certain principles such including but not limited to;</p> <ul style="list-style-type: none"> <li>• The youth being given the opportunity to partake in the Skills development programmes or projects. More emphasis must be placed on female youth because they form the majority of unemployed youth.</li> <li>• Male youth often have no source of income compared to female youth who receive social grants and these male youth are usually the most exposed to substance abuse</li> <li>• Older women (36+) be given some priority ahead of older men who just like female youth, rely on social grants as the source of household income.</li> <li>• People with disabilities should be highly prioritized as a targeted population group.</li> </ul>

The Selection process and requirements	<p>A written selection criterion for each person must be drawn with requirements stated amongst other things(i.e. minimum requirements) e.g.:</p> <ul style="list-style-type: none"> <li>• The minimum educational level of Grades 10 – 12 or ;</li> <li>• No education level required</li> <li>• Ability to communicate in English;</li> <li>• The proximity of the project site e.g. Must reside within 5 kilometres radius of the identified placement project/;</li> </ul>
Attachments	<p>The following must be attached to the employment contract and the as follows:</p> <ul style="list-style-type: none"> <li>• Certified copy of identity document (ID) (not older than 03 months)</li> <li>• ID size photos</li> <li>• Proof of education level (E.G. Senior Certificate)</li> <li>• Proof of residential residence (physical address or letter from the Ward Councilor)</li> <li>• Once selected, they must sign an <b>employment contract</b>.</li> </ul>
Specification of requirements by nature of the project	<p>Where required, minimum entry requirements may be specified according to the nature of the project to be implemented.</p> <p>For a Skills training programme basic educational requirements may be needed such as <b>Matric, and basic literacy skills</b></p> <p>An <b>assessment test</b> may also be necessary where a basic understanding of certain life aspects is required.</p>

## 7.2. Responsive to EPWP Requirements

The recruitment process shall be informed by and aligned with the EPWP requirements. The targeting of participants shall seek to optimise the achievement of EPWP objectives and targets and to contextualise the recruitment of participants in terms of local realities. Recruited participants shall be made aware of the provisions of the EPWP Universal Principles, the Ministerial Determination, and the Code of Good Practice for the EPWP. As per the Code of Good Practice Notice No. 129 of 18 February 2011, the local community through all the structures available, must be informed of and consulted on the establishment of an EPWP project.



---

### **7.3. Community Participation in the Planning Processes**

Before the initiation of an EPWP project, the target community shall be mobilized to set up committees that will serve as the entry point for community participation and representation in the various phases of the project implementation cycle. The community within the project area shall be involved in the identification and prioritization of the assets to be developed.

### **7.4. Wage Determination**

The Department of Agriculture and Rural Development shall set the wage level before the recruitment of participants so that participants are not paid less than the minimum wage and not more than prevailing wages for similar work in the project area. This is to avoid displacing workers in formal employment or those otherwise engaged in other sustainable income-earning initiatives.

### **7.5. Adequate & Accessible Information**

Community members shall have access to relevant, timely, accurate, and complete information to announce the intention to recruit youth, women and persons with disability. Employment opportunities shall be communicated through various channels that optimise the effectiveness of reaching the intended participants. These may include:

- a) Existing community structures and communication channels,
- b) Existing or specially convened public meetings/gatherings, and
- c) The announcement should always specify how, where and when potential candidates can register or apply for work on relevant EPWP projects.
- d) In addition, employment conditions (including responsibilities, wages, entitlements, health and safety, and contract duration) should be made known before the recruitment begins. Once appointed, each participant must be issued with a written contract.

### **7.6 Branding and Communications**

The Department shall ensure that all its EPWP projects located within strategic areas of importance have sign boards that are branded and comply with the EPWP Corporate Identity as provided by NDPWI.

The Department shall ensure that protective clothing that will be used by EPWP workers/beneficiaries is appropriately branded. In terms of communication, the Department will report via the various recognized structures and forums in order to inform stakeholders about the various EPWP initiatives with which the Department is engaged.

This will be done in accordance with the requirements of the Sector Lead Department (Provincial and national) and the various grant-funding mechanisms.

### **7.7. Induction, Training and Skills Development of Beneficiaries within EPWP**

An induction session will be conducted with all newly recruited EPWP participants to inform them about the programme, their duties, expectations and the Ministerial Determination.

In accordance with the National Skills Accord, training is considered a critical element within the EPWP. EPWP workers employed in projects are expected to receive training according to the Code of Good Practice for Special Public Works Projects. Departmental EPWP training shall be implemented in the following ways:

#### **7.7.1 Project-based training**

Project-based training is aimed at capacitating EPWP workers to do the work assigned to them properly. The training can either be accredited or non-accredited. The focus of the training is to enable workers to be productive and do work that meet the required standard.

For the Department, project-based training aimed at capacitating EPWP beneficiaries will remain an essential part of the EPWP programme. To comply with this requirement, the Department will do the following:

- Training courses will have to be incorporated into project design and will have to form the outputs of each project. Simultaneously, it is recognized that the role and importance of training varies considerably from sub-programme to sub-programme, hence each Directorate will have to develop its own appropriate training strategy.
- Departmental Directorates implementing EPWP projects shall dedicate a portion of not less than five per cent of their project budget for the training of EPWP beneficiaries.
- The training that will be provided will depend on the type of project being implemented.
- will be paid daily allowances/stipends that are equivalent to their daily wage whilst attending training.

---

### **7.7.2 Training funded by the NSF and SETAs**

In addition to project-based training described above, the EPWP also receives funding from the National Skills Fund for the training of EPWP participants. These funds have specific conditions attached, most notably that:

- Trainees require work placement after the training;
- Training should concentrate on scarce skills; and
- Training offered to beneficiaries should be accredited.

Funds from NSF are very limited and thus should be supported by project-based training funds. Conversely, public bodies have a responsibility of submitting their interests to various SETAs to source funding for the skills development of EPWP beneficiaries. This will ensure sustainable livelihood as EPWP work opportunities are time bound. Once skills are secured, beneficiaries' employability would have increased by enhancing their skills whilst working in the EPWP.

The Department will continually forge strong collaboration with the National Skills Fund and Skills Education and Training Agencies (SETAs) in order to be able to source additional funding for the training of EPWP beneficiaries. However, all Departmental EPWP programmes are encouraged to set a target for the training of beneficiaries within their programmes and dedicate sufficient project funding from their project budgets.

### **7.7.3 Possibilities of exit opportunities for EPWP Workers**

There are a few possible exit strategies for EPWP Workers, namely: pursuing further skills programmes or leadership, finding work in other government agencies or the private sector under normal employment conditions, Enterprise Development (i.e. forming own small companies such as maintenance companies, garden services companies or forming cooperatives, etc) or also a possibility of being retained by the various employer bodies under normal conditions of employment, based on a thorough recognised prior learning process.

The training of the EPWP beneficiaries must be linked to potential exit strategies in order to maximize the beneficiaries' chances of success at the end of their employment in the EPWP. The Department shall therefore train workers with the view to develop them for these various potential opportunities and where possible the graduation of EPWP beneficiaries into formal employment will be promoted through these various initiatives.

#### **7.7.4 Enterprise Development**

This refers to any form of intervention aimed to develop small businesses including cooperatives, through business development support services and access to the market in the form of partnerships and targeted procurement. The Department will capacitate SMMEs 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.

#### **7.8. Eligibility**

The recruitment process shall be aligned with self-targeting, community, and geographic targeting as per the EPWP Phase IV. In order for youth to be eligible they must at least be 18 years old and not older than 35 at the time of the start of the work. In addition, participants should:

- a) reside within the ward in which the project is to be implemented. In the event that there are insufficient participants in the ward, then participants may be drawn from neighbouring wards (close to the project site).
- b) be available to work on the dates as required by the project.

#### **7.9 Targeting and Selection**

All EPWP implementing bodies must endeavour to meet the prevailing demographic targets for EPWP Phase IV, namely: 60% women, 55% youth and 2% persons with disabilities.

**Table3: EPWP Phase IV targets**

Item	Process								
EPWP Phase IV targets	<p>Vulnerable targeted groups should be considered as per EPWP Phase IV requirements as follows;</p> <table border="1"> <thead> <tr> <th>Category</th><th>Phase III Targets</th></tr> </thead> <tbody> <tr> <td>Women</td><td>60%</td></tr> <tr> <td>Youths between 16 and 35</td><td>55%</td></tr> <tr> <td>Persons with disabilities</td><td>2%</td></tr> </tbody> </table> <p>The EPWP Phase IV requirement states that selection and recruitment must target the poor and unemployed through a combination of geographical and community-based targeting, as well as self-targeting (through the wage rate).</p> <ul style="list-style-type: none"> <li>• Targeting is to be done through a combination of:</li> <li>• <b>Geographical Targeting:</b> Focus on poor communities and those with a high number of unemployed</li> <li>• <b>Self-Targeting:</b> Through the EPWP Minimum wage rate</li> <li>• <b>Community Targeting:</b> The community selects those most in need based on transparent criteria and process</li> </ul>	Category	Phase III Targets	Women	60%	Youths between 16 and 35	55%	Persons with disabilities	2%
Category	Phase III Targets								
Women	60%								
Youths between 16 and 35	55%								
Persons with disabilities	2%								

If more participants apply for work than the project can offer, the required number of candidates should be selected through a lottery process from all of those who applied, taking into account the above demographic target.

The prioritisation of participants to be recruited shall be agreed upfront (e.g., female-headed households, those receiving social grants, etc.). Other special considerations include:

- a) to ensure fairness and equity, the following criteria are suggested to help in targeting the poorest of the poor, namely persons who come from households:
  - i) where the head of the household has less than a primary school education,
  - ii) that have less than one full-time person earning an income, and
  - iii) where subsistence agriculture is the source of income.
- b) persons with disabilities shall be actively sought for participation in the programme. The United Nations' definition of a person with a disability shall be used.
- c) Persons with disabilities will be recruited based on consultation with local structures and community associations for persons with disabilities.



- 
- d) Persons receiving social grants, including disability grants, are eligible to participate in the EPWP. However, persons that are receiving the old age grant and are part of the employment list must undergo a medical assessment to ascertain their fitness to work. A letter from the clinic/hospital/doctors should be provided prior to employment.

## **8. OPPORTUNITIES FOR COLLABORATION WITHIN EPWP**

The Department shall explore opportunities for convergence and collaboration with other EPWP programmes within its area of operation with the aim to increase the opportunity for sustaining project efforts and increase the efficient use of resources. In such cases where the Department is able to collaborate with other government departments, the intergovernmental framework will be used as the base document to work in collaboration with other government structures. However, depending on the magnitude of collaboration and resources being shared, where warranted an MOA will be entered into to govern such relationships.

Example of activities where the Department could collaborate with other spheres of government include but are not limited to; the recruitment of beneficiaries, resource area allocation, project identification, collaborative funding and project management, sharing expertise, training of staff and project beneficiaries, participation in IDPs, to name a few. The Department shall also identify strategic partners who will be able to add value to the planning, management and implementation processes of the EPWP. Examples of strategic partners that the Department shall consider include but are not limited to; business forums, various academic institutions in the province, NGOs, NPOs, farmers' forums, conservation agencies and so on.

## **9. PROJECT IDENTIFICATION**

The Department shall ensure that the EPWP is enhanced and strengthened within KZN through investment into targeted strategic agricultural and rural development programmes. The Department will ensure the identification of strategic environmental projects, and where possible the Department will lobby with National Government for the implementation of the identified projects.

Identified Departmental programmes shall ensure the participation of youth and vulnerable groups and where possible shall assist in the development of cooperatives.

## 10. CLASSIFICATION OF EPWP PROJECTS

While many government programmes/projects create work, not all of them are classified as EPWP; and it is not always easy to distinguish between EPWP and non-EPWP programmes/projects. EPWP projects shall refer to all the Departmental projects that implement projects using labour-intensive methods.

Many of these projects will be environmental-based projects. Examples of such projects include Driptank assistance, Landcare, fencing, agricultural infrastructure projects, Invasive Alien Species Management, and Soil conservation projects, to mention a few.

The following characteristics will be used when classifying EPWP programmes/projects:

- They employ large numbers of local, low-skilled, unemployed persons who are willing to work for an EPWP wage (referred to as the EPWP target group).
- They are highly labour-intensive: a large percentage of the overall project costs are disbursed in wages to the EPWP target group.
- They provide a service to or develop an asset for the community.
- They do work that complies with the Ministerial Determination and Code of Good Practice for Special Public Works Programmes.
- EPWP programmes/projects may not result in the displacement of existing workers or in the downgrading of existing workers' employment conditions to fit into the EPWP target group. It is expected that each Directorate of the Department shall utilise its own project identification procedure used together with this policy when identifying and designing EPWP projects.

When a service provider is contracted to manage and implement EPWP projects on behalf of the Department, specific clauses related to the use of labour-intensive methods will be incorporated into the tender/contract documents under special conditions of contracts, specifications and schedule of quantities. It shall be expected that once an EPWP project has been identified, a project concept and project plan shall be developed and submitted to the Accounting Officer for approval.

## 11. TARGET GROUPS AND RECRUITMENT OF BENEFICIARIES

- The Department will utilize both the EPWP National guidelines and as well as the KZN Department of Public Works EPWP Phase 3 Framework (still in draft format) when recruiting EPWP beneficiaries. The Department will also use the guidelines provided by the Basic Conditions of Employment Act of 1997 read together with the Ministerial Determination 4 of 2012. The Department will implement a beneficiary recruitment process that is fair, transparent and accessible to those who require EPWP work. The selection of each worker should be done on a clear set of criteria.
- According to policy on EPWP Phase 3, there are two sets of recruitment/selection criteria that can be applied. The Department can use the EPWP criteria or the project-specific criteria (as an additional elimination criterion). The Department or its Contracted Service Providers or its Agents that would be implementing EPWP projects on behalf of the Department shall only employ project workers following the Departmental set guidelines. Such guidelines will be included in the terms of reference when contracts are drawn. The two methods are briefly explained below.

### (a) The EPWP base criteria requirements

An EPWP project must provide work to a large number of EPWP beneficiaries; defined as:

- The poor and the unemployed, willing and able to take up the offered work at the offered pay
- Local labour (living close to the project area).
- Preference shall be given to the empowering of, women, youth and persons living with disabilities.
- The Department shall prioritize the EPWP target groups during the recruitment of beneficiaries; 55% of beneficiaries shall be women; 55% of beneficiaries shall be youth and 2% of beneficiaries shall be people living with disabilities.
- EPWP beneficiaries must be:
  - South African citizens with a valid bar-coded ID.
  - Residents of designated areas where the project is being implemented.
  - Persons from indigent households (here the Department can utilise the OSS/DDM database when applicable).
  - Households with no income, with priority given to one individual per household.

- There should be a common source to identify the poor and unemployed in a locality. In KZN, the available database that the Department shall make use of in collaboration with other recruitment structural methods is the Operation Sukuma Sakhe (OSS/DDM) database. Using the OSS has the potential to create a direct response of EPWP to OSS synergy and this could potentially allow EPWP projects to strategically target the poorest of the poor.
- However, this hinges on local government having a continually updated OSS/DDM database that can be used to identify beneficiaries for projects and programmes. In instances where the OSS/DDM is not updated or it is not possible to be utilised due to the project location, project requirements, project scope or project funding, the Department shall use the broader guidelines of the EPWP in recruiting the project beneficiaries.
- The recruitment process should be clear, fair and transparent and include open advertisement in the relevant community of the potential work available, the number of positions, the required criteria and details of when and how to apply. This should be explained in various community and local forums.
- There should be compliance with the agreed processes by all Contractors or Implementing Agents contracted by the Department.
- Where there are already local structures in place for recruiting workers, which the Department or Implementing Agent (IA) chooses to utilise, the Department or IA will have to ensure that the process is not unduly influenced.
- Community Targeting: The community selects those most in need based on transparent criteria and processes.

(b) Project-specific criteria will define any educational levels, skills, physical or other criteria relevant to perform the tasks required in the project.

## **12. LENGTH OF WORKER PARTICIPATION WITHIN THE DEPARTMENTAL EPWP**

- For contractors or service providers contracted to the Department, their period of participation will be determined by the length of the contract awarded to them. It would be expected that each contractor appointed by the Department will enter into an employment contract with each EPWP worker and the length of such contracts will be determined by the length of the tender issued to the contractor. This means, contractors participating within the EPWP shall be expected to sign employment contracts with their workers with a duration linked to their length of the tender contracts.

- EPWP workers within each project will be expected to sign a contract of employment with their individual contractor or employer. The Department will allow each worker to participate in the EPWP programme for as long as the worker meets the basic criteria for participation within the EPWP. That means as long as the status of the individual worker has not improved or has not changed such a person will qualify to participate within the EPWP.
- In case the status of an individual participant has changed for the better, once the contract period of employment has expired, such a beneficiary may not be allowed to participate in the programme. This is to allow as many individuals as possible to benefit from the programme.
- The department will target a minimum of 100-day duration of work for each worker for each financial year. This will enable the Department to achieve reasonable FTEs for every year. The targeted minimum duration of work must be part of any new programme/ project design.

### **13. CONDITIONS OF EMPLOYMENT**

- EPWP beneficiaries will be employed under the conditions of employment stipulated in the Ministerial Determination and Code of Good Practice for EPWP. The Department must seek to achieve full compliance with this determination.
- The Department shall also ensure that its projects fully comply with all other labour legislation including and not limited to the Unemployment Insurance Fund (UIF), Compensation of Injuries and Diseases Act (COIDA), and the Occupation Health and Safety Act (OHSA) and any other relevant legislation. Specific clauses addressing labour legislation compliance will be inserted in all EPWP Departmental contracts with service providers.

### **14. SCM PROCESSES**

- The legislation and policies governing public sector procurement will be adhered to in the implementation of EPWP within the Department. The Public Finance Management Act, Treasury Regulations and the Departmental procurement policies will apply, unless where the Provincial or National Treasury has granted permission to deviate from the stipulated SCM processes.



---

## **15. CONTRACTING THE EPWP PROJECT WORK**

The policy provides five methods in which the Department can contract the implementation of the EPWP projects. The five methods that can be used are:-

- (a) Use the current method of contracting work to a set number of local Developmental SMMES for each project area (locally-based contracting method),
- (b) Contracting project work to Agents of the Department (through SLA or MOA),
- (c) Contracting project-work to Professional Implementing Agents;
- (d) contracting project-work to cooperatives; and
- (e) Collaborating project work with other Government Departments or Municipalities,

It is encouraged that each Directorate should conduct a resource needs assessment for the project to be implemented before deciding on the best methodology with which to contract the EPWP project. Needs assessments should include but should not be limited to the following: investigating human resource requirements, determining specialised management skills required, delineating cost savings, determining risk management requirements, forecasting returns on investments, propagating the associated benefits to local communities and project beneficiaries and etc.

It is obligatory for the EPWP Implementing Directorate to ensure that all service providers, suppliers, contractors and consultants are aware of the EPWP conditions and guidelines prior to quoting or tendering for EPWP-identified services, contracts or projects. Once the best method has been identified, it shall be expected that the implementing Directorate will submit a request to the HOD for the approval of the selected method. The five methods are briefly discussed below.

## **16. MONITORING AND EVALUATION**

- Process: the monitoring and evaluation will be done at various levels depending on the roles of the various stakeholders. DARD will monitor compliance of projects to the Recruitment Guidelines by performing sampled assessments on implementing bodies.
- Indicators: All projects must have objectively verifiable (dynamic, cross-sectional and longitudinal) monitoring and evaluation indicators to assess compliance with the Recruitment Guidelines.
- Tools: the monitoring and evaluation tools must be linked to the indicators and EPWP Reporting System (EPWP-RS).

***Mechanisms must be in place to:***

- Verify compliance with agreed performance standards.
- Institute appropriate action against persons contravening this Recruitment Guidelines.
- Sanction those performing below the expected ethical standards.

**17. MEASURES REQUIRED TO DEAL WITH NON-COMPLIANCE**

- 17.1 Non-compliance will be dealt with at operational levels using existing institutional policies.
- 17.2 DARD must institutionalise a mechanism to expose non-compliance with these Recruitment Guidelines.
- 17.3 DARD must have mechanisms for redress and/or sanctions when duties and commitments are not met.

**18. CONCLUSION**

The Recruitment Guidelines must be read and implemented in conjunction with the DARD Expanded Public Works Policy. The guidelines ensure that there is uniformity in the recruitment of participants from within the EPWP targeted group. It provides guidance to EPWP stakeholders on their roles and responsibilities in the recruitment of EPWP participants. The implementation of the EPWP should be in line with the guidelines at all times.

**19. APPROVAL OF RECRUITMENT GUIDELINES**

The guidelines are hereby approved for implementation in the Department of Agriculture and Rural Development with effect from the date of signature.

Approved by:

Signature

  
\_\_\_\_\_  
**Mr. Z.N Dlamini**  
**Head of Department**

  
\_\_\_\_\_  
**Date**