


KZNDARD-EXPANDED PUBLIC WORKS PROGRAMME (EPWP) - POLICY

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year of approval

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ACRONYMS

AG	Auditor General
APP	Annual Performance Plan
DEL	Department of Employment and Labour
DDM	District Development Model
DHET	Department of Higher Education and Training
DARD	Department of Agriculture and Rural Development
DPWI	Department of Public Works and Infrastructure
EPIP	Environment Protection and Infrastructure Programmes/ Projects
EPWP	Expanded Public Works Programme
EPWP SC	Expanded Public Works Programme Steering Committee
HOD	Head of Department
IA	Implementing Agencies
KPIs	Key Performance Indicators
PGDP	Provincial Growth and Development Plan
MEC	Member of the Executive Committee
M&E	Monitoring and Evaluation
MTEF	Medium- Term Expenditure Framework
MTSF	Medium – Term Strategic Framework
NDP	National Development Plan 2030
NDPWI	National Department of Public Works & Infrastructure
NPO	Not-for – Profit Organisations
NMW	National Minimum Wage
NRM	Natural Resource Management
NGO	Non-Government Organisations
IPPM&E	Integrated Planning, Policy, Monitoring and Evaluation (IPPM&E)
NRM	Natural Resource Management
NYS	National Youth Service
OSS	Operation Sukuma Sakhe
PEP	Public Employment Programme
PES	Presidential Employment Stimulus
PEP-IMC	PEP inter- Ministerial Committee
PFMA	Public Finance Management Act Act No1 1999
SCM	Supply Chain Management (Procurement policies)
SETA	Sector Education & Training Authority
SMME	Small Micro to Medium Enterprises

2. INTRODUCTION

Job creation and skills development are some of the South African National Government's apex priorities. According to the World Economic Forum, South Africa is projected to see the highest jobless rate globally. As the most industrialized nation on the continent, the unemployment rate is currently sitting at 32.9% as of July 2023.

The Expanded Public Works Programme (EPWP) is a government strategic intervention programme aimed at alleviating poverty, reducing unemployment and providing livelihoods for the most disadvantaged sector of society. The program, plays a crucial role in alleviating poverty, reducing unemployment, and providing livelihoods to disadvantaged sectors of society. In South Africa, where the triple challenges of poverty, inequality, and unemployment persist, the EPWP policy serves as a vital tool for addressing these pressing issues. As the most industrialized nation on the continent, South Africa faces a high unemployment rate, making it imperative for government entities to prioritize job creation and skills development initiatives.

The Programme is focused on the unemployed persons and it aims to address unemployment and increase economic growth, to improve skills levels through education and training and to improve the environment for industry to flourish.

As mandated by the South African Cabinet, the programme is coordinated nationally by the National Department of Public Works (NDPW), provincially it is coordinated by the KwaZulu Natal Department of Public Works. 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 Department of Agriculture and Rural Development is report under the Environment and Culture sector.

EPWP is rolled out in phases of five-year timeframes, each with its own goals. Given the magnitude of the unemployment and poverty challenge in the country, the EPWP will continue to be implemented in four-phased cycle. Phase IV of the EPWP is to be implemented over the 2019/20 to 2023/24 financial years and beyond. The National Department of Public Works has disaggregated the National Target into the various defined sectors within provinces in the country.

The National Development Plan (NDP) has further raised the importance of EPWP in South Africa. Chapter three of the NDP document calls for the expansion of EPWP. It states that *"The Public Employment Programmes should target the creation of 2 million work opportunities annually by 2020, or earlier, if possible..."* *"The main opportunities will lie in community based services and the roll out of social sector initiatives."* (NDP, Chapter 3). Further on, Chapter 11 of the NDP document states that the country should contribute to social protection for the unemployed by providing them with income support (NDP, Chapter 11).

The Provincial Growth and Development Plan (PGDP) further delineated the importance of growing EPWP in the province. It calls for the expansion of government-led job creation programmes that would yield incomes and assist in preparing participants for entry into the labour market (PGDP Objective 1.3).

It is from this background that the Department shall intensify its efforts to implement EPWP. For the Department to be able to implement the EPWP, a guiding policy document is required to assist in streamlining activities. It is critical that such a policy should be consistent with the National EPWP policy guidelines and Basic Conditions of Employment Act; Ministerial Determination. This policy is therefore prepared for the entire Department, with the intention to create an enabling climate for the successful implementation of EPWP in the Department.

3. POLICY BACKGROUND

The triple challenges of poverty, inequality, and unemployment continues to rise in South Africa due to the unfavorable economic climate characterized by low economic growth rate. It is believed that agriculture is one of the key drivers of economic development. Therefore, providing a strong agricultural economy translates to social progress by increasing productivity, employment and income.

The development of a clear policy guideline on EPWP Programme will assist the Department to comply with the various policies, plans, procedures, laws and regulations and/or other requirements that govern the EPWP Programme.

4. POLICY MANDATE

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

- a) The Constitution of South Africa Act 108 of 1996;
- b) Cooperative Governance (Section 24 of the Constitution of the Republic of South Africa);
- c) Intergovernmental Relations Framework (Act 13 of 2005);
- d) The Division of Revenue Act;
- e) The Code of Good Practice for employment and conditions of work for Special Public Works Programmes (Basic Conditions of Employment Act 1997);
- f) The Ministerial Determination 4: Expanded Public Works Programmes;
- g) The Skills Development Act (Act 37 of 2008);
- h) The National Development Plan (NDP);
- i) The Provincial Growth Development Plan (PGDP, 2013);
- j) The National EPWP Phase 3 Business Plan (2014);
- k) The EPWP Training Framework;
- l) The National EPWP Monitoring and Evaluation Framework;
- m) The Youth Employment Accord of 2013;
- n) The National Skills Accord of July 2011;
- o) EPWP Incentive Grant Manual for Provinces and Municipalities (April 2012);
- p) The 2003 Cabinet Memo which approves the implementation of the EPWP; and
- q) Operation Sukuma Sakhe Handbook;
- r) Integrated Development Plan;
- s) District Development Model;
- t) The National EPWP Recruitment Guidelines
- u) The Presidential Job Summit Framework Agreement of 2018
- v) South Africa Economic Reconstruction and Recovery Plan (ERRP), 2020
- w) Medium-Term Strategic Framework (MTSF) 2020-2025 United Nations Convention on the Rights of Persons with Disabilities, 2006
- x) International Covenant on Economic, Social and Cultural Rights, signed in 1966 and ratified in 2015

5. SCOPE OF APPLICATION

The provisions of this policy will apply to all Departmental Directorates implementing EPWP and other programmes that are responding to unemployment and skills development; Departmental State-Owned Entities, Agents or Contractors working for the Department as well as the beneficiaries of the programme. The Departmental EPWP policy document must be read and implemented in conjunction with the EPWP Recruitment Guidelines and Basic Conditions of Employment Act; Ministerial Determination and the Code of Good Practice.

6. POLICY PURPOSE

The purpose of this policy is to provide a framework for the Department to better manage the Expanded Public Works Programme and to ensure compliance with other government prescripts and guidelines.

The Department of Agriculture and Rural Development through this policy will transform the lives of KwaZulu-Natal communities by providing job creation and skills development opportunities aimed at alleviating poverty, reducing unemployment and providing livelihoods for the most disadvantaged sector of society.

The Department will use its own Departmental programmes to create job opportunities that would yield income and assist in preparing participants for entry into the labour market.

7. POLICY OBJECTIVE

The key objective of this policy document is creating an enabling environment for the management and implementation of EPWP Programme within the Department of Agriculture and Rural Development.

Other sub- objectives of the policy document are to:

- a) Provide guidance to the EPWP Governance structures within the Department.
- b) Ensure the Department has a supportive and enabling environment for the successful implementation of EPWP within the Department

- c) Ensure strict adherence to EPWP guidelines in the implementation of EPWP job creation initiatives under the purview of DARD.
- d) Entrench the EPWP methodology within the Department – a methodology that expands the current service delivery model of goods and services to ensure shared economic growth.
- e) Guide the recruitment of EPWP beneficiaries, contractors and all other associated role players.
- f) Guide the creation of employment opportunities for the unemployed within local communities through the implementation of an EPWP implementation plan.
- g) Guide the development of skills within communities through EPWP training programmes.
- h) Guide the development of SMMEs to execute EPWP work by facilitating the transfer of technical, managerial and financial skills through relevant SETA courses.
- i) Promote the development of specific EPWP procurement documentation, specifications and standards for the Department.
- j) Support the adaptation of supply chain and procurement policies in line with EPWP.
- k) Define the key performance indicators to monitor, evaluate and report all EPWP initiatives of the Department

8. POLICY PRINCIPLES

The Minister of Labour issued and gazetted a Code of Good Practice for Special Public Works Programmes that guide stakeholders implementing the EPWP Programme with regards to basic conditions of employment which includes, payment and rate of pay, working hours, leave, records keeping, COID, health and safety and termination. 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. 35310, 4 May 2012.

Over and above these Code of Good Practice, when implementing the EPWP, the Department should ensure that it follows the Batho Pele Principles as a way of enhancing the quality and accessibility of government services by improving efficiency and accountability to the recipients of public goods and services which are:

- Consultation

- Service Standards
- Access
- Courtesy
- Information
- Openness and Transparency
- Redress
- Best Value
- Customer Impact

9. POLICY PROVISIONS

The EPWP Ministerial Determination sets out a minimum wage for the EPWP Programme and the Department must seek to achieve full compliance with this determination. The minimum wage rates are reviewed annually and adjusted accordingly by the National Department of Public Works. The Department will annually determine the wage rates to be paid to EPWP beneficiaries, and these rates will be calculated based on the National Department of Public Works minimum set rate, factoring in the industry norms and rates paid by other government bodies operating within the relevant comparable sector. The Department shall also factor in all associated payments when setting the wage rate and this shall incorporate leave pay and all other payments workers shall be entitled to as determined by the Ministerial Determination, and this will be done to ease the administration of such fees. Wage rates paid to EPWP beneficiaries shall be approved by the Accounting Officer of the Department or his delegated official.

Recruitment and Selection adheres to the EPWP Guidelines as it is crucial to ensure equal access to opportunities and fair treatment for individuals from diverse backgrounds, including marginalized groups, and to consider measures to address any potential discrimination or biases. The programme has the potential to yield a positive environmental impact and sustainability practices which can contribute to long-term benefits for both communities and the environment.

Funding for the Departmental EPWP initiatives is sought from the respective unit's equitable share allocation of budget. For the expansion of EPWP within the Department, it is encouraged that where possible, Departmental Directorates should allocate a portion of their

normal budgets to service delivery models that are identified as labour intensive and that are consistent with EPWP principles.

The Department is required to report all its EPWP jobs created on the DPW's on-line reporting system. Constant reporting over 18-months period and meeting all EPWP compliance, the Department automatically qualified to receive an allocation of the EPWP Incentive Grant, this is an incentive for reporting created EPWP that can assist with creating additional jobs.

With the allocation of the EPWP Incentive Grant, the HOD will sign the Conditional Grant/Incentives Agreement as well as the associated Business Plan with the NDPW, in which the Department agrees to receive and utilize the EPWP Incentive Grant on the conditions and obligations assigned to the agreement. By signing the Incentive Grant Agreement, the Department shall confirm its willingness to receive the grant as well as its undertaking to put in place measures to abide by the requirements of progress reporting, audit and disbursement procedures. The Department will have to record, monitor, evaluate and report on the KPIs in a standard and uniform manner as stipulated in the conditional grant agreement.

10. SECTOR CLASSIFICATIONS

The NDPW has identified four sectors that provide the opportunities for the implementation of EPWP Programme namely:

- **Infrastructure:** The Infrastructure sector aims to promote the use of labor-intensive methods for construction and maintenance of public infrastructure.
- **Environment and Culture:** contributes by creating work opportunities in public environmental programmes.
- **Social Sector:** 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 by creating work opportunities in these public social programmes.
- **Non-state sector:** The objective of the Sector serves as an avenue where NPOs, NGOs, and CBOs can assist government in the overall government objectives of job

creation through social constructive activities in the local communities. The Department will support the delivery of the Non-State Sector through measures such as facilitating and mobilizing NPOs.

Out of four different NDPW sectors in which organizations can participate in, it shall be expected that the EPWP initiatives of the Department will be categorized into the Environment and Culture Sector.

11. COORDINATING MECHANISMS

EPWP is a cross-cutting government programme. There are various levels at which planning, coordination, implementation, management and progress reporting takes place. As such, coordination structures are important to ensure the effective implementation of the Expanded Public Works Programme for each sector and for the entire programme.

Economic Development, Tourism and Environmental Affairs (EDTEA) is mandated by NDoPWI to lead and coordinate activities of the Provincial Environment and Culture Sector. The Provincial Department of Human Settlements and Public Works has been mandated to coordinate the EPWP Provincial performance.

To enable effective coordination of the EPWP within the Department, the Department will form the EPWP Steering Committee that is responsible for the strategic direction and coordination of EPWP initiatives. It is expected that this committee shall meet at least once each quarter or when it is necessary to do so. Among other key responsibilities, this committee shall do the following:

- On a quarterly basis, review performance of the EPWP initiatives of the Department and address any issues that may arise;
- Regular reviews (at least once a year) of the Department's EPWP policy;
- Responding on the EPWP targets (annual and 5-year targets);
- Creating an enabling climate for the successful implementation of the Department's EPWP Programme;
- Conduct the overall monitoring, evaluation and reporting of the adopted KPIs.

12. IMPLEMENTATION STRATEGY

The DARD EPWP Policy must be read and implemented in conjunction with the attached approved EPWP Recruitment Guidelines. The guidelines ensure that there is uniformity in the recruitment of participants from within the EPWP targeted group. The implementation of the EPWP should also be in line with Ministerial Determination.

12.1 Stakeholder Management

The DARD EPWP Policy derives guidance from the EPWP Recruitment Guidelines for EPWP stakeholder management. The Guidelines details the roles and responsibilities of stakeholders in the recruitment of EPWP participants in order to foster consistency and ensure compliance in the recruitment process, implementation and reporting.

12.2 Recruitment of Participants

The Recruitment of participants for the DARD EPWP programme is guided by the EPWP Recruitment Guidelines. The Guidelines detail how the recruitment process must adhere to fundamental principles of selection which includes fairness, transparency, equity, ethics, accountability, respect for environment and commitment.

The DARD EPWP participants should be recruited as provided for in the Recruitment Guidelines adhering to the following steps;

- Introduction of the municipalities/traditional authority by project leader
- Utilization of the OSS/DDM database (list)
- Identification of the beneficiaries
- Selection process and requirements with attachments
- Specification of requirements by the nature of the project.

The recruitment process of the EPWP participants should be in line with the guidelines at all times.

13. ROLES AND RESPONSIBILITIES

13.1 The National Department of Public Works and Infrastructure

The implementation of EPWP is a key Policy Priority of the Government of the Republic of South Africa in promoting its objectives of reducing poverty and unemployment. The Minister of Public Works and Infrastructure is the overall champion of the EPWP and provides national policy leadership and direction on the design, framework and implementation of the EPWP. Within the Department of Public Works and Infrastructure (DPWI), the EPWP Branch is responsible for: overall coordinating and implementing support, developing

funding frameworks, providing technical support to participating public bodies and monitoring & evaluation.

13.2 Provincial Department of Human Settlements and Public Works

The official handover/ transfer of the Expanded Public Works Programme (EPWP) to the KwaZulu-Natal Department of Human Settlement and Public Works from the KwaZulu-Natal Department of Transport in March 2015 ushered a new era for the establishment of EPWP Coordination in the Province of KwaZulu-Natal. As of April 2015, the Provincial Executive Council mandated the Department to be fully effective in EPWP planning processes and the implementation of its strategies.

As of the said period, the KwaZulu-Natal Department of Human Settlement and Public Works was tasked with the overall responsibility for coordination and implementation of EPWP for further creation of decent employment opportunities through inclusive economic growth.

This mandate also gave the Department of Human Settlement and Public Works the responsibility to monitor and report on EPWP performance by all public bodies as well as its own Department contribution and performance on EPWP in the Province.

The EPWP Provincial Coordinating Department (KZN Human Settlement and Public Works) is therefore responsible for:

- Reporting on EPWP at strategic Government Platforms;
- Providing technical support to all public bodies;
- Establishing institutional arrangements and Information Sharing Platforms;
- Strategizing in stakeholder engagement for planning and implementation purposes;
- Promoting and advancing advocacy of EPWP throughout the province, and
- Implementing provincial planning and coordination of EPWP.

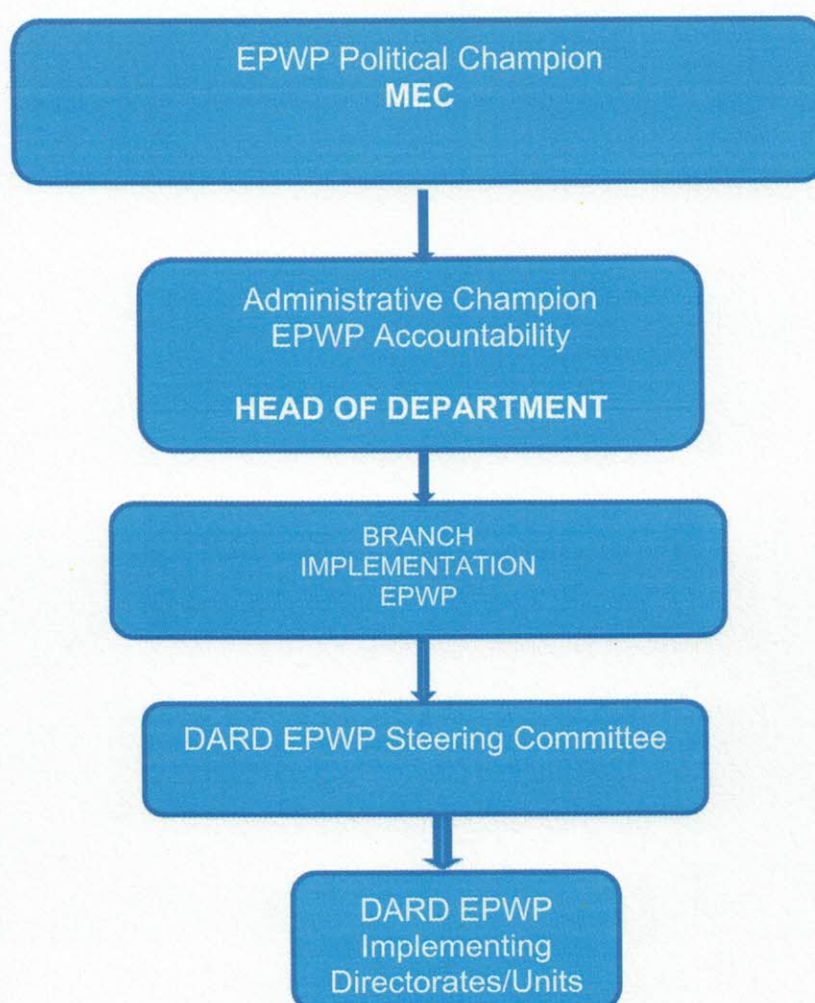
13.3 Provincial Department of Agriculture and Rural Development

The Department will coordinate the implementation of EPWP from all relevant sections within the Department that are implementing EPWP to ensure the correct implementation and reporting in conjunction with the Provincial Department of Human Settlement and Public Work who will be providing the governance.

Through a dedicated directorate, the Department shall:

- Shall become a responsible custodian of the policy and strategy of EPWP in the Department.
- Mobilize and advocate for all relevant units in the department to contribute to the EPWP.
- Coordinate the planning and budget allocation from all participating directorates/units.
- Consolidates the Departmental EPWP implementation plan
- Ensure that the EPWP implementation complies all EPWP prescripts.
- Providing technical support in implementation and oversight to all participating directorates/units
- Ensure an ongoing stakeholder relation across all implementing directorates/units.
- Ensure that there are clear mechanisms in place for monitoring of implementation and reporting of performance.
- Consolidate reports for sign off by accounting officer and to oversight structures
- Coordinate the EPWP skills plan.
- Coordinate the opportunities for enterprise development.
- Coordinate the development of exit plans for exiting EPWP job creation programmes.

13.4 DARD Institutional Arrangement for Implementing the EPWP



14. POLICY MONITORING, EVALUATION AND REPORTING

A consolidated EPWP report for monitoring progress of all the EPWP initiatives for the Department is required by the National DPWI on a monthly, quarterly and annual basis to ensure that the Department is achieving the targeted outcomes of the EPWP programme in all facets of the Department's programmes. Progress reports provide information regarding the use of different resources to achieve the project objectives.

The policy advocates for on-going capacitation of staff involved in EPWP on issues of monitoring and evaluation. The monitoring and evaluation unit of the department should provide continuous and hands-on support on all matters related to monitoring and reporting

of EPWP implementation. This will enhance skills and abilities in data collection, analysis, and reporting, leading to more robust and reliable monitoring and evaluation outcomes. Effective monitoring and evaluation will foster a culture of continuous learning and improvement by using monitoring and evaluation findings to inform policy decisions, identify areas for improvement, and share best practices. Regularly review and update the monitoring and evaluation framework based on lessons learned. Implementation evaluation on the EPWP will be conducted at appropriate intervals to identify areas of success and weakness so to inform an appropriate implementation approach.

Progress reports broadly consist of the following:

- Status reporting (current status of the initiatives).
- Performance reporting (describing what the project has accomplished when compared with a given target or baseline).
- Progress reports must be specific, meaningful, accurate, relevant and timeous.
- The NDPWI, EPWP Unit requires that the Department reports on the following key performance indicators:

14.1 Employment related indicators that include:

- The number of work opportunities disaggregated by women, youth and the disabled.
- The number of beneficiaries provided with work.
- Household information
- The number of Full Time Equivalent jobs (FTEs).
- The labour-intensity of the work provided.

14.2 Beneficiary impact indicators that include:

- The average duration of work provided to beneficiaries.
- The average direct income transfer to beneficiaries.
- Minimum and average wage rate paid per day of work.
- The number of beneficiaries accessing training (either project-related, on the job, or accredited training).

14.3 Value for Money indicators that include:

- Project Expenditure.
- Labour-intensity.
- Cost per FTE.

14.4 Effectiveness or service delivery indicators:

A record of outputs should form part of reporting. All projects and programmes should have mechanisms to measure and monitor the productivity and outputs of all work to ensure that the state receives value for money:

- Assets created, rehabilitated or maintained,
- Services provided or delivered, and
- Annually measuring the impact of assets or services provided by EPWP programmes.

The Department will adhere to the EPWP M&E reporting process and timeframes. The various EPWP forums will conduct some form of M&E at varying levels. The Departmental EPWP Steering committee will be expected to play a major role in conducting the programme's monitoring & evaluation and reporting progress thereof. The Department's Integrated Planning, Policy, Monitoring and Evaluation (IPPM&E) Directorate will also be expected to conduct periodic monitoring and Evaluation of the EPWP initiatives.

The Implementers of the EPWP initiatives shall be responsible for compiling Directorate specific progress reports and such reports will be sent to all the reporting forums both at provincial and national level. Some of the forums that the Department will be expected to send reports to include the following but not limited to; EPWP Provincial Steering Committee, Environmental & Culture Sector Meetings, Provincial Sector Coordinating Committee, NDPWI, DFFE (Outcome 10 Reporting) and Working Group 1&6.

The EPWP Departmental Champion (coordinating directorate) shall collate all EPWP reports for the compilation of the sector progress reports on a quarterly basis for onward submission to the National Department of Public Works and Infrastructure. The EPWP Champion will also ensure that implementers of EPWP must collate performance data obtained from Contractors / Service Providers and ensure such data is captured on the EPWP Reporting System (RS) or any database as directed by the National Department of Public Works and Infrastructure. The creation of Departmental EPWP jobs to be included on the Departments APP. A quarterly report will have to be compiled for the Departmental APP performance reporting. In addition, there will be an annual report that will reflect achievements, challenges and best practices for the reporting period.

15. MEASURES FOR NON-COMPLIANCE

- Non-compliance shall be addressed at the operational level in accordance with current institutional policies.
- Implementing bodies and the EPWP unit shall put in place a system to detect noncompliance with the Recruitment Guidelines.
- When duties and promises are not performed, implementing bodies must have mechanisms for recourse.
- If problems cannot be handled at the operational level, the province at the head office may be called upon.

16. REVIEW OF THE POLICY

The EPWP Policy will be reviewed at least every three years or as and when there is change in legislation affecting the policy.

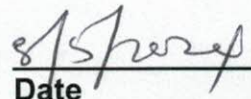
17. FORMAL POLICY APPROVAL

This policy is hereby approved for the implementation in the Department of Agriculture and Rural Development with effect from the date of the signature.

Approved by:

Signature


 Mr. Z.N Dlamini
 Head of Department


 Date