



EXPANDED PUBLIC WORKS PROGRAMME
Creating opportunities towards human fulfilment

FIRST QUARTERLY REPORT

Financial Year 2004/05

1 April – 30 June 2004

9 September 2004

National Department of Public Works
Expanded Public Works Programme (EPWP)
First Quarterly Report (April - June 2004)

9 September 2004

1. Introduction

This report covers both progress with programme management issues (such as institution building and capacity building) and data on EPWP projects, as collected from national departments, State-owned Enterprises (SOEs) and provinces. Because of the fact that the EPWP is a new programme, the project data collected for the first quarter should be viewed with circumspection. As reporting agencies become more familiar with the EPWP reporting requirements, the quality of data should improve. This report reflects gross job opportunities over the period. Reporting bodies will be required to determine the job opportunities that could be ascribed to the utilisation of labour-intensive methods. These figures will then effectively serve as baseline data to determine net job opportunities per quarter.

2. Monitoring and Evaluation

An EPWP reporting template has been developed in consultation with the various reporting bodies. A draft monitoring framework for the EPWP has been developed with the assistance of the Human Sciences Research Council (HSRC). This draft framework will be discussed and finalised with stakeholders across the four EPWP sectors before the second quarterly reports are due. A number of indicators have been identified which will be monitored and measured in all EPWP projects. As far as possible, these indicators have been integrated into existing reporting systems of the various sectors. For example, the existing National Treasury monitoring system will be used to monitor EPWP projects funded through the Provincial Infrastructure Grant (PIG), and the EPWP indicators have been included in the single monitoring system which is being established for the Municipal Infrastructure Grant (MIG). It has been agreed with Stats SA that indicators on the EPWP will be included in both the Labour Force Survey (LFS) and the General Household Survey (GHS).

The HSRC has also designed a draft evaluation system for the EPWP so that the impact of the programme can be measured. The recommended framework has been circulated and is currently being reviewed by other sector departments, independent experts and Stats SA. Based on their input the framework will be

finalised and contracts will be tendered for the evaluation by independent agencies.

3. Project Data for the First Quarter

The EPWP started on 1 April 2004, and the first quarterly report on projects covers the period up to 30 June 2004. The financial year for municipalities only started on 1 July 2004, so their first quarterly reports will only be due on 30 September 2004. This report therefore excludes municipalities.

To date reports have been received from the provincial infrastructure departments, from national departments, and from the Environmental and Culture Sector (coordinated by the Department of Environmental Affairs and Tourism - DEAT). Reports have not yet been received from the Social Sector. The Economic Sector Plan is currently being developed by the Economic Sector departments.

Based on the reports received to date, almost 38 000 work opportunities were created during the first quarter of the financial year 2004/05 (Annexure A). The total wages paid amounted to approximately R33m. The number of work opportunities created per sector is also indicated, with most jobs being created in the Infrastructure Sector (almost 25 000).

The number of work opportunities created to date (as reported in Annexure A) is the total (gross) number of work opportunities for local labour created on EPWP projects. To obtain a clearer picture of the net work opportunities created by the EPWP, the number of work opportunities created in the infrastructure sector would need to be reduced by the number of work opportunities which would have been created if the infrastructure projects had been carried out using machine-intensive methods. The additional employment creation through the use of labour-intensive methods varies depending on the degree of labour-intensity of the production methods used. For example, the average increase in employment creation in Gauteng's labour-intensive programme is 10%, whereas the average increase in employment creation on the Gundo Lashu roads programme in Limpopo is 600%. Given the wide variety of infrastructure projects under the EPWP, calculation of the net number of work opportunities created would be complex.

The first quarter report covers a short period at the beginning of the financial year. Therefore, initial costs for project planning and design would be relatively high, with the result that cost per job would be high for this period.

The quality of the data should be viewed with caution at this stage. The EPWP Unit is checking the data received from reporting bodies in an effort to improve the quality of the data for subsequent reporting periods.

The list of projects per sector is attached as Annexure E. Reports were received from all nine provinces. The national Social Sector departments could not submit a first quarter report on the number of jobs created to date. The national Department of Housing has indicated that they will use the EPWP Tender and Design Guidelines for all new projects. These new projects will only be reported on for the second quarter (June-Sept 2004).

In the Infrastructure and Environment and Culture Sectors, most people are employed as manual workers. These manual workers are employed by contractors, who also employ supervisory staff. Depending on the nature of the project, some skilled artisans are also employed. Where available, information on the average task rate or daily wage rate for manual workers is also provided in Annexure E.

The average duration of employment on infrastructure projects is approximately four months, and for environment projects the average duration of employment is approximately six months. These employment duration periods are a function of the nature of the work being carried out.

The geographical location of the projects and the total budget for each project are also provided in Annexure E. The majority of infrastructure projects reported are in Gauteng, because this province has a programme in place to increase the labour intensity of all of its infrastructure projects.

4. Coordination of EPWP

As the national coordinator of the EPWP the DPW's approach to coordination has been one of creating a supportive and enabling framework and environment for the programme to be successfully implemented by government bodies across the four sectors. DPW has deliberately created a broad framework to allow for the rich diversity of programmes and initiatives which already exist at provincial and municipal level, which should be expanded.

The *Director-General's Steering Committee* for the EPWP has been established and has been meeting monthly. The following departments and bodies are represented on this committee:

- Department of Public Works, (DPW) - Chair
- National Treasury (NT)
- Presidency (PO)
- Department of Labour (DOL)
- Department of Social Development (DSD)
- Department of Environmental Affairs & Tourism (DEAT)
- Department of Trade and Industry (DTI)
- Department of Public Enterprises (DPE)

- South African Local Government Association (SALGA)

The *Sector Coordinating Committees* for the Environmental, Social and Infrastructure sectors also meet monthly. The outputs of these meetings have been a coordinated approach which has enabled the production of sector plans which are aligned with each other, the production of a common monitoring and evaluation system, and the adoption of a common approach to training and exit strategies across the sectors.

A special *EPWP Unit* to coordinate this programme has been created in the Department of Public Works.

All provinces have now established *Provincial EPWP Steering Committees*. Some of these structures have commenced with preparing provincial implementation plans that will outline the activities through which the province will participate in the EPWP and will set the provincial targets for projects and job creation.

5. Training

The Department of Labour (DOL) has established an *EPWP Training Steering Committee* to oversee training initiatives and learnerships. The committee comprises of representatives of the EPWP sector coordinating departments, DoL, the South African Qualifications Authority (SAQA) and the Sector Education and Training Authorities (SETAs). The EPWP Training Steering Committee has:

- Developed a standard 10-14 day training course for those workers in short-term employment in the Infrastructure and Environment and Culture sectors. This course will provide workers with (amongst others) general life skills, awareness and understanding of HIV/AIDS, labour market information and information about EPWP exit opportunities, such as learnerships, internships, further education and training (FET), regular employment, recognition of prior learning opportunities and national youth service opportunities.
- Assisted all sectors with the development and implementation of relevant learnerships and skills programmes. This includes working with the relevant SETA's to ensure their active support for all EPWP programmes as required.
- Mobilised training providers to ensure that sufficient training capacity exists to provide all the training required in the EPWP.

The Umsobumvu Youth Fund has also engaged with some of the sectors in the EPWP to identify opportunities and design interventions that will integrate its youth development activities with the EPWP. Umsobomvu is also currently funding the training of labour-intensive construction supervisors in Limpopo and

home based care workers in Gauteng as part of their National Youth Service Programme. DPW is working with the UYF to use these existing programmes as best practices for expansion in the Infrastructure and Social Sectors of the EPWP.

In line with the President's programme of action, DPW, DOL and the Department of Education (DOE) have started work on aligning the various Adult Basic Education and Training (ABET) programmes to the EPWP training initiatives. A task team consisting of officials from these departments has been established and will report back to the DOL training committee on progress made in this regard. Through DOL, the various sectors are also engaging with the SETAs to ensure their support for the EPWP. The table below outlines the various SETAs who are involved with the EPWP and the role they are playing.

SETA	Sector	Role and activities	Progress
Construction (CETA)	Infrastructure	<ul style="list-style-type: none"> • Development of unit standards on Labour intensive construction • Training of training providers on labour intensive construction • Contractor and supervisor learnership programmes for labour intensive construction • Artisan learnership programmes 	<ul style="list-style-type: none"> • All unit standards complete • Trainers trained • Support for first 750 learnerships in place
Health & Welfare (HWSETA)	Social	<ul style="list-style-type: none"> • Development of learnership programmes for Home Based Care workers • Assisting DSD with the preparations for rolling out these learnerships 	<ul style="list-style-type: none"> • 75 HCBC service providers have been accredited
Education & Training (ETDP SETA)	Social	<ul style="list-style-type: none"> • Registering and accrediting existing (informal) ECD training providers to enable training to roll out 	<ul style="list-style-type: none"> • Currently training for level 4 ECD learnerships (approximately 40 learners per province with emphasis on ISRDP & URP nodes)
Local Government and Water (LGW SETA)	Infrastructure	<ul style="list-style-type: none"> • Working together with DPW and CETA on rolling out a training programme to train municipal officials in the management of labour intensive EPWP infrastructure projects 	<ul style="list-style-type: none"> • LGW SETA has identified part of the budget to start the programme. CETA has applied for additional funds from NSF. • MOU's between the two SETA's being put in place
Tourism & Hospitality	Environment	<ul style="list-style-type: none"> • Will be establishing a short course on environmental awareness for workers in this sector. 	
Services SETA	Economic	<ul style="list-style-type: none"> • Is working together with DOL on establishing a new venture creation learnership for SMME's at NQF level 2. 	<ul style="list-style-type: none"> • Existing NQF level 4 learnership is being adjusted to create an NQF 2 learnership

Efforts are also underway to involve the BANK SETA to assist with providing financial literacy courses to workers, and to involve the Public Services SETA with the provision of training to national and provincial officials.

6. Involvement of Business and Labour

The Business Trust (BT) has agreed that support to the EPWP will be one of its key focus areas for the coming years. In close cooperation with DPW a framework for the type of support that the BT will provide has been prepared. It has been agreed that the BT will establish a Facilitation Fund to support the EPWP, by funding activities that will facilitate the implementation of the EPWP. A call for proposals for organisations to manage this fund has been issued and this fund should be operational by the end of 2004. The BT will provide R15 million to this fund in the first year.

Organised labour is being briefed on a regular basis on progress with regard to the EPWP. DPW also reports on progress to NEDLAC. Progress on the EPWP was reported to the NEDLAC Executive Council as part of the one-year review of the Growth and Development Summit (GDS), of which the EPWP is a key outcome.

7. Donor involvement

The British Department for International Development (DFID) is in discussions with the BT regarding a possible contribution to the Facilitation Fund mentioned above. Discussions are also being held with various other donors, including the European Union (EU) and the World Bank, regarding possible support for various capacity building and technical assistance aspects of the EPWP.

8. Communications

From January to March DPW visited every province as part of its road show to create awareness and support for the EPWP at provincial and municipal level, amongst officials, engineers and contractors in the construction industry. An audience of more than 700 municipal managers and councillors was reached. In addition DPW has briefed seven of the nine provincial Executive Councils and all the Provincial HOD's meetings.

A comprehensive EPWP communications programme is being executed through GCIS. Activities include radio programmes and talk shows, press conferences and press releases, and interviews with the print media. In addition a logo and slogan for the EPWP have been designed. Posters and leaflets have also been designed and an EPWP website has been established (www.epwp.gov.za).

The next phase of the communication and marketing strategy will focus on explaining the programme better and on mobilising provinces and municipalities for implementation.

9. Summary of Progress per Sector

9.1 Infrastructure Sector

Conditional grants

DPW has worked closely with National Treasury (NT) and the Department of Provincial and Local Government (dplg) to ensure that budgets are allocated to the EPWP. EPWP conditions have been placed on the Provincial Infrastructure Grant (PIG) and the Municipal Infrastructure Grant (MIG) via the 2004 Division of Revenue Act (DORA). Through these grants, approximately R15 billion will be earmarked for EPWP projects over the next five years, representing approximately one third of the total R45 billion that will be distributed to provinces and municipalities through this mechanism over this period. The DORA now requires provinces and municipalities to execute all low-volume roads, storm water drains, trenching and sidewalks (funded through PIG and MIG) in a labour-intensive way. Over the next five years this mandated shift to labour intensive methods should create approximately 750 000 work opportunities in the infrastructure sector.

Auditing of compliance to conditions

DPW has been working with the Auditor-General to design a framework for auditing provinces and municipalities to ensure that funds earmarked for the EPWP are used as intended. The framework is designed to detect non-compliance by provinces or municipalities and to agree on a series of interventions by DPW and NT to ensure compliance with the use of labour-intensive construction methods. Arrangements have been made to train staff of the Auditor General to carry out such audits.

Tender and design guidelines

After a comprehensive consultation process, both within government and with the private sector, DPW finalised a set of tender and design guidelines for labour intensive infrastructure projects. The aim of the tender and design guidelines is to provide implementing bodies with the contractual tools that they need to ensure that contractors carry out projects highly labour intensively and cost effectively, and to ensure that employment conditions for workers on these projects are protected. The guidelines have been approved by NT and SALGA and have been distributed to every relevant department, province and municipality in the country.

In addition, DPW has been approaching departments, SOE's, and provincial and municipal governments to request that they also use the guidelines on suitable projects funded through other revenues. The Development Bank of Southern Africa (DBSA) has agreed that they will also make the guidelines a condition on their loans to municipalities. SALGA is actively promoting the use of the guidelines among its members. DPW is also engaging the nine cities in the SA Cities Network (SACN) to ensure that the guidelines are consistently used by these cities when they execute infrastructure projects.

A lot of infrastructure investment is not in low-volume roads, storm water and trenching, but in higher volume roads and other types of developments. These types of infrastructure are not excluded from the EPWP, and DPW is encouraging the public bodies responsible for this type of infrastructure to also use labour intensive construction methods whenever possible. The Gauteng provincial government is playing a leading role in this regard.

In the coming months, provinces and municipalities will start tendering their infrastructure projects in terms of the EPWP guidelines – and in line with the DORA requirements. As the EPWP guidelines indicate that projects that have already been planned to be executed equipment intensively should continue as planned, only projects for which the design process starts after the tender and design guidelines were issued will be designed and implemented in accordance with the EPWP. As such most of these projects will only start the construction phase towards the end of 2004.

Building maintenance programme

DPW has also put in place plans to use its own budgets for the maintenance of government buildings for the implementation of the EPWP, with the aim of building on the experience of a number of existing provincial programmes, such as Gauteng's Zivuseni Programme and the Western Cape's Saamstaan Programme. DPW has formed a partnership with the Independent Development Trust (IDT) to assist the national and provincial departments of Public Works to implement this programme. The aim of this programme will be to provide unemployed people with work opportunities and training on public building maintenance projects. The Construction Education and Training Authority (CETA) will also be involved in this programme, and some of the workers will be put onto learnerships which will eventually lead to their becoming artisans, with the aim of addressing the periodic shortage of artisans which exists in the building industry. DPW has signed a Memorandum of Understanding (MOU) with the IDT for the implementation of this programme and the detailed implementation plan for this aspect of the EPWP will be finished by the first week of September 2004.

Electrification and housing

The Department of Minerals and Energy (DME) has also committed itself to contribute to the EPWP through its electrification activities. DPW and DME are engaging with the concessionaires who are executing the national electrification programme to agree on timeframes for their participation in the EPWP. The mechanism for participation would be through the DME requiring the EPWP guidelines to be used in suitable contracts implemented by the concessionaires.

DPW also engaged the National Department of Housing and all the nine provincial Departments of Housing to discuss their participation in the EPWP. These departments decided that the EPWP guidelines would be used for the construction of the civil infrastructure of housing programmes, and that they would provide provincial plans on how the housing sector would contribute to the EPWP. It was also agreed that guidelines should be developed for employment creation through the top structures of the construction industry. Further progress in this regard will be provided in the next quarterly report.

Training for management and supervision of labour intensive construction

As the EPWP will require a major shift from capital to labour intensive construction methods, DPW identified the need to develop and implement appropriate training courses and programmes to facilitate this change. Furthermore, in order to ensure the EPWP Guidelines are well understood and used properly, DPW will be providing customised training to officials on the use of the guidelines. DPW is also working with dplg to ensure that this training is provided to the Project Management Units (PMUs) which are being established to support municipalities with the implementation of the MIG.

In order to build the overall capacity to execute increasing volumes of work in a labour intensive manner, DPW has been working closely with the CETA to put appropriate unit standards (courses) in place. These courses are targeted at different role players in the sector: officials, engineers, project managers, contractors, site supervisors and foremen. These unit standards, especially developed for the EPWP, have all been completed and officially registered with the SAQA. The CETA has also fast-tracked accreditation and registration requirements for these courses in labour-intensive construction. It has also funded a comprehensive “Train the Trainer” programme to build capacity among training providers. Three of these programmes have been completed so far and to date 58 trainers have been trained at NQF level 4 and 30 at NQF level 2. In addition 44 consulting engineers and contractors have been trained at NQF level 5 and 97 consulting engineers have been trained at NQF level 7.

As part of the EPWP guidelines, the unit standards developed for the EPWP have been made a requirement for all consultant and contractor staff working on EPWP projects. Those with experience in labour-intensive construction methods

will be able to meet this requirement through Recognition of Prior Learning (RPL).

DPW is also working closely with SALGA, the Local Government SETA and the CETA to create a programme to provide CETA accredited training on the management of labour intensive construction projects to municipal officials. The Local Government SETA and CETA are currently working on an MOU between themselves in this regard.

In order to create a cadre of civil engineers with an in-depth understanding of labour-intensive construction who will then be able to participate in and contribute to the EPWP, DPW has signed a Memorandum of Agreement (MOA) with the Research Centre for Employment Creation in Construction of the University of the Witwatersrand. Under this agreement the university will provide bursaries and research fellowships to students and researchers to conduct research on topics related to the infrastructure sector of the EPWP. Advertisements requesting applications for these bursaries and fellowships were placed in newspapers in August 2004.

EPWP Contractor Learnership Programme

DPW and the CETA are working together on building capacity amongst SMME contractors to participate in and contribute to the EPWP. As a result a contractor learnership programme based on the experience of the successful Gundo Lashu programme, now entering into its third year in the Limpopo Province, has been established as part of the EPWP.

The learnerships involve both practical work experience through carrying out labour-intensive infrastructure projects funded by the provinces and municipalities, and classroom training funded by the CETA. Both the contractors themselves and their site supervisory staff are recruited onto the learnerships. The training provided covers managerial and technical issues related to the labour-intensive construction and maintenance of municipal infrastructure and low-volume provincial roads, as well as training related to business management, financial management and tendering. The learners are also provided with mentoring by mentors appointed by DPW, and with access to credit and bridging finance (through ABSA Bank) to enable them to purchase the necessary tools and equipment to carry out their training projects. At the end of the learnerships the contractors and their supervisors will graduate with NQF registered qualifications and with the experience and expertise required to successfully tender for the ongoing stream of labour-intensive projects which will be tendered by the provinces and municipalities on an ongoing basis, in accordance with the tender and design guidelines.

Over the past six months DPW staff have been in extensive engagements with provinces and municipalities to brief them about the EPWP and to encourage

them to participate in these labour-intensive contractor learnerships. The implementation agreements that have been signed so far, with the associated number of learnerships and EPWP training projects, are listed in the table below. The bodies in bold contain Integrated Sustainable Rural Development Programme (ISRDP) or Urban Renewal Programme (URP) nodes in their areas of jurisdiction.

MOA signed on EPWP Contractor Learnership Programme				
Name of Public Body	Province	Contractor Learnerships	Supervisor Learnerships	EPWP Projects
Roads Agency Limpopo (With all 26 municipalities in the province)	Limpopo	26	52	78
Mossel bay Municipality	Western Cape	6	12	18
Cape Agulhas Municipality	Western Cape	2	4	6
George District Municipality	Western Cape	6	12	18
Overberg District Municipality	Western Cape	2	4	6
Department of Transport and Roads	Western Cape	20	40	60
Ethekwini Municipality	Kwazulu Natal	20	40	60
Oliver Tambo Municipality	Eastern Cape	15	30	45
Coega Development Corporation	Eastern Cape	10	20	30
Klipfontein Corridor Project	Western Cape	20	40	60
Nkangala District Municipality	Mpumalanga	20	40	60
Department of Roads, Public Works and Transport	Northern Cape	25	50	75
Department of Transport, Roads and Public Works (and all municipalities in the province)	Free State	30	60	90
Department of Public Works	Mpumalanga	15	30	45
Total		217	434	651

DPW is still engaging with other public bodies to sign up for this programme. In order to accommodate the increasing interest in this programme, DPW has requested that the CETA allocate an additional 750 learnerships to this programme.

In the areas where the agreements have been signed, the implementation of the programme has started. In the Western Cape and Ethekwini the selection process for these learner contractors has been completed and the training will commence in August. In Mpumalanga the selection process has also commenced and advertisements for the learners to apply will be placed in Free State, Coega and Oliver Tambo District Municipality by mid-September.

DPW, the CETA and the International Labour Organisation (ILO) are putting in place programme management support structures that will assist provinces and municipalities with the implementation of this learnership programme.

9.2 Environmental and Cultural Sector

Many of the Environmental and Cultural Sector programmes are already up and running. Activities in the sector have therefore focused on how these programmes can be expanded, coordinated, integrated and improved in order to ensure increased employment creation and improved outcomes. In addition, the different departments in the sector have been working on aligning their existing monitoring and evaluation systems to the EPWP requirements to ensure that they are able to report to DPW as a sector.

The environmental and cultural sector consists of the following departments

- Environmental Affairs and Tourism (DEAT)
- Water Affairs and Forestry (DWAF)
- Arts and Culture (DAC)
- Agriculture (NDA)

The sector has clustered its activities into a number of core programmes namely:

- Sustainable Land Based Livelihoods;
- Working for the Coast;
- People and Parks;
- Working for Tourism; and
- Working on Waste.

The sector programmes reflect the commonalities of the mandates of the departments involved and provide a framework for the integrated approach to achieving job creation, community participation, indigenous knowledge utilisation and sustainable natural resource management.

It is envisaged that further integration and consolidation of these programmes around urban renewal and rural development programmes will take place in the immediate future. This will entail the expansion of existing programmes and the exploration of new opportunities to maximise the benefits of the EPWP, e.g. to establish an urban greening programme integrated with a housing programme in which the focus will be on the involvement of the youth. The sector lead department (DEAT) will facilitate the development of the second phase of the plan.

The sector has identified the ISRDP and URP nodes as the focus areas for expansion of its activities. A programme of visits to these areas is scheduled for August and September 2004 to share the sector plans and to seek inputs and partnership opportunities.

The sector programmes have been consolidated under the umbrella brand FARANANI - “Working together in building a foundation for the future”.

The institutional arrangements envisaged are to ensure that DEAT as the lead sector department is able to coordinate sector programme activities that will give effect to the achievement of the objectives of the EPWP. The intention is to foster interdepartmental relations or partnerships which will facilitate minimum duplication of efforts, effective implementation models, consistency in reporting and tools of measurement used, efficient resource allocation and use and sharing of best practice models.

DEAT is investigating the training requirements of the environmental sector so that additional training programmes for the sector can be developed and so that training can be better linked to exit strategies. One key challenge that the sector has been facing is the lack of exit strategies for workers in the sector and training modules more focused on filling skills gaps will improve the chances of workers exiting into other more formal work opportunities.

With its M&E framework aligned to the overall EPWP framework, the environmental sector was able to report on its first quarter activities within the agreed upon timeframes.

9.3 Social Sector

The Social Sector of the EPWP is focusing on the expansion of Home Community Base Care (HCBC) programmes in the health/ social areas and on Early Childhood Development (ECD) programmes in the social/ education areas. Both of these areas are highly labour-intensive and provide enormous opportunities for the creation of work opportunities, given the large needs for these services. Under the leadership of the Department of Social Development (DSD), the Social Sector has produced an EPWP sector plan. The sector has set the target of creating 150 000 work opportunities in HCBC and ECD in the next five years.

In this sector the focus has now shifted to establishing the enabling framework that will allow it to grow and achieve these targets. The required developments include putting in place a common system of remuneration for people employed on these programmes, improved programme management and reporting systems, training unit standards, qualifications and learnerships in line with the NQF. Currently the different departments have different norms and standards for HCBC. A process to standardise the norms and standards in the sector is planned to be finalised by October 2004 and should be uniformly applied from April 2005.

Outside of the SETA and DOE limited conditional grant programmes there is no dedicated funding stream for ECD from government. A conditional grant for ECD is strongly recommended to ensure adequate support and commitment to the plan. An application for a national conditional grant for the ECD has been submitted to the National Treasury.

Another important part of the enabling framework is to formalise and improve the training that is provided in this sector. The Social Sector is therefore working together with the Education and Training SETA and the Health and Welfare SETA to establish formal learnerships in these sectors. In the Home Base Care sector, the development of unit standards at NQF levels 3 and 4 is now at an advanced stage and will be completed in the next four months. The Department of Health and the Department of Social Development are currently discussing an integrated curriculum framework for care givers.

In the ECD sector appropriate unit standards are in place at NQF levels 4 and 5, but the training capacity to roll out these standards needs to be put in place. An interim integrated framework for ECD has been developed by the Department of Education and the Department of Social Development to fast track the EPWP ECD service delivery plan. Participants for the skills programmes and learnerships with the SETA for levels 1 and 4 have also been identified. In addition, 4500 Grade R educators are being trained towards NQF level 4 qualifications.

Work opportunities in these sectors will therefore consist of learnerships during which workers will undergo formal training while also doing practical work in these areas. Upon completion of these learnerships workers will have obtained a formal qualification in Home Based Care or ECD, thus enabling them to enter into formal employment in these sectors. There is a need to plan for growth in these sectors in order to generate these formal employment opportunities.

Another important part of the enabling framework in the Home Based Care sector is to establish a consistent approach to engage the large number of volunteers in the sector. The different roles and responsibilities of volunteers and EPWP workers need to be spelled out clearly in order not to create undue expectations or destroy the strong spirit of volunteerism that is so important in this sector. A communication strategy that will include an awareness raising campaign is currently being developed to address this challenge.

In the ECD sector it is important that the large numbers of ECD sites are registered so that formal government support for the EPWP workers on learnerships can be provided. Currently, a registration drive to register ECD sites has been initiated by the Department of Social Development and ECD umbrella organisations.

The Department of Social Development conducted workshops in all provinces to discuss the proposed social sector plan and assist the provinces with the development of a roll-out of provincial implementation plans. These workshops were also aimed at identifying areas in which the enabling framework would need to be strengthened.

9.4 Economic Sector

The Economic Sector Plan is currently being developed by the Economic Sector departments.

10 Challenges and Conclusions

There is a tendency for the EPWP to be seen as a Department of Public Works programme rather than as a programme of the whole of government. The main challenge is to mobilise government bodies to implement the programme. This involves overcoming widespread resistance to the use of more labour-intensive methods in infrastructure, within both the public and private sectors. This resistance is based on the perception that labour-intensive methods are more difficult to manage, take longer, are more costly, and result in inferior quality products. DPW is focusing on establishing demonstration projects to overcome this perception.

Some environmental sector programmes, and some labour-intensive infrastructure programmes in some provinces, such as the Zibambele programme in KZN and the Gundo Lashu programme in Limpopo, are running successfully and could be expanded further if more funds could be made available.