



Consolidated Programme Overview and Logical Framework

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EPWP logical framework summary 2004 - 2009

For definitions of Objectively Verifiable Indicators (OVI) see attached glossary.

	OVI	MOV	Assumptions/ Risks
Goal			
To alleviate unemployment for a minimum of one million people (at least 40% women, 30% youth and 2% disabled) in South Africa by 2009.	Number of job opportunities disaggregated by youth status, women and people with disabilities Impact of work, income and services provided on household poverty	EPWP and departmental monitoring systems EPWP impact evaluation	Public and private sector management, technical and financial capacity to implement the programme at scale in place Labour-intensive delivery is adopted at scale by the private sector and local authorities.
Purpose			
A. Over the first five years to create temporary work opportunities and income for at least 1 million unemployed South Africans.	Number of total, women, youth and disabled job opportunities Person days of work Average income of EPWP participants per sector	EPWP M&E system Departmental M&E system	National provincial and local EPWP management capacity available (including personnel, systems and budget provision)
B. To provide needed public goods and services, labour-intensively, at acceptable standards, through the use of mainly public sector budgets and public and private sector implementation capacity.	Cost of goods and services provided to standard in the infrastructure, environmental and social sectors Cost of each job created	Departmental strategic plans Departmental reports Facilitation Fund records	National, provincial and local government capacity to manage the delivery of goods and services in place or plans to build the capacity in place Where appropriate the private sector takes up opportunities to roll out labour-intensive delivery methods.
C. To increase the potential for at least 14% of public works participants to earn future income by providing work experience, training and information related to local work opportunities, further education and training and SMME development. (14% = Infrastructure 8%, environment 10%, social 40%, economic 30%)	% of participants at point of exit to secure <ul style="list-style-type: none"> • Employment • Education or Training • A SMME 	Extrapolated from EPWP impact evaluation	Skills and experience gained by participation in the programme are relevant to labour demand in the economy Sufficient opportunities for employment, education & training and SMME development available.

Outputs	Sector outputs	OVI	MOV	Assumptions/ Risks
1. Participants acquire work and income opportunities	1.1 750 000 unemployed acquire temporary work & income in the infrastructure sector EPWP between 2004/5 and 2008/9.	Number of job opportunities disaggregated by youth status, women and people with disability. Person years of work Average income of EPWP worker	Audited departmental M&E records EPWP records	Provinces and municipalities have the capacity, competence and commitment to manage labour-intensive contracts Private firms respond to labour-intensive contracts M&E systems developed implemented by all departments Internal audit capacity in place
	1.2 200 000 unemployed acquire temporary work & income in the environmental sector EPWP between 2004/5 and 2008/9.	Number (disaggregated) of job opportunities Person years of work Average income of EPWP worker	Audited departmental M&E records EPWP records	Government levels have the capacity, competence and commitment to deliver. Additional funding secured in the next MTEF cycle for the expansion of the programme. M&E systems developed implemented by all departments Internal audit capacity in place
	1.3 150 000 unemployed acquire temporary work & income in the social sector EPWP between 2004/5 and 2008/9.	Number (disaggregated) of job opportunities Person years of work Average income of EPWP worker	Audited departmental M&E records EPWP records	Additional funding secured from 2005 for the planned expansion of the programme Government levels, NGOs and CBOs have the capacity, competence & commitment to deliver. M&E systems developed implemented by all departments Internal audit capacity in place
	1.4 12 000 unemployed acquire temporary work & income opportunities in the economic sector EPWP between 2004/5 and 2008/9.	Number (disaggregated) of job opportunities Person years of work Average income of EPWP worker	Audited departmental M&E records EPWP records	Government levels have the capacity, competence and commitment to deliver M&E systems developed implemented by all departments

Outputs	Sector outputs	OVI	MOV	Assumptions/ Risks
2. Participants acquire training, skills and information linked to exit strategies.	2.1 Participants in the infrastructure sector offered a total of 9 million days life skills training linked to exit opportunities, 80% of which are taken up.	Number of training person days No of accredited training person days List of credits offered	EPWP records DOL records	Increased information about employment opportunities will help work seekers to secure employment Relevant SETAs have the capacity and competence to deliver Adequate capacity exists/ is created in NQF accredited service providers
	2.2 (a) Participants in the environmental sector receive 2 million training days linked to job requirements and exit strategies, 80% of which are taken up. (b) 5000 learnerships and/or skills programmes offered, 85% of which are completed	Number of training person days No of accredited training person days No of learnerships completed No of skills programmes completed List of credits offered	EPWP records SETA records	Private sector demand for skills developed Relevant SETAs have the capacity and competence to deliver Adequate capacity exists in NQF accredited service providers Centralised capacity to evaluate relevance of training in terms of exit opportunities exits
	2.3 (a) Participants in the social sector offered 4,5 million days training in the area of service, 80% of which are taken up. (b) Over 35 000 learnerships or skills programmes in HCBC and ECD offered, 85% of which are completed	Number of training person days No of accredited training person days List of credits offered No of learnerships completed No of skills programmes offered	EPWP records SETA records	Job requirement skills are marketable skills Relevant SETAs have the capacity and competence to deliver Adequate capacity exists in NQF accredited service providers Centralised capacity to evaluate relevance of training in terms of exit opportunities exits
	2.4 Participants in the economic sector offered 36 000 days training 80% of which are taken up.	List of credits offered Number of training person days No of accredited training person days No of learnerships completed	EPWP records SETA records	Job requirement skills are marketable skills Relevant SETAs have the capacity and competence to deliver Adequate capacity exists in NQF accredited service providers

Outputs	Sector outputs	OVI	MOV	Assumptions/ Risks
3. Profit companies and not-for-profit organisations engage in labour-intensive programmes	3.1 Infrastructure sector (a) 250 emerging contractors offered learnerships in managing labour-intensive contracts (b) 1 000 private sector professionals trained in managing labour-intensive contracts (c) 14 000 private sector contractors, supervisors and foreman trained in labour-intensive delivery (d) Recorded private sector projects using the labour-intensive methods introduced	No of trained contractors No of trained practitioners Number of labour-intensive contracts Total expenditure on contracts awarded to emerging contracts	SETA records Departmental records	Private sector and NPOs take up opportunities to implement labour-intensive approaches Enabling environment for labour-intensive contracts in place 85% of participants complete learnerships Sufficient skills training capacity available Private sector chooses to adopt labour-intensive delivery on a sufficient scale
	3.2 Environmental sector (a) 400 emerging contractors trained in managing EPWP contracts (b) 150 implementing agency professionals trained in managing EPWP contracts	No of trained contractors No of trained professionals Number of contracts awarded to emerging contractors Total expenditure on contracts awarded to emerging contractors	SETA records/ EPWP records Departmental records	
	3.3 Social Sector 90 Implementing agency professionals trained in providing EPWP service delivery	No of trained practitioners Number of EPWP contracts	Departmental records	
	3.4 Economic sector 3 000 venture capital learnerships to establish SMMEs offered, 85% of which are completed	Number EPWP contracts Total expenditure on contracts awarded to the SMMEs created No of learnerships completed	Departmental records SETA	

Outputs	Sector outputs	OVI	MOV	Assumptions/ Risks
4. Public Sector capacity to implement labour-intensive service delivery programmes to standard developed	4.1 Infrastructure sector 1 000 number of local and provincial government officials acquire skills in developing, managing and promoting labour-intensive projects for the delivery of low-volume roads, trenching, storm water and sidewalks.	Number of officials trained No of officials who complete an NQF qualification Successful implementation of conditional grant (such as spending levels, officials assigned, conditions met)	SETA records Auditor Generals reports	HR and management systems in place to manage service delivery and/ or plans to build the required capacity developed and implemented by other government agencies
	4.2 Environmental sector 200 Officials capacitated to implement labour-intensive contracts	Number of officials trained Successful expenditure of allocated budget	Departmental reports Auditor Generals reports	
	4.3 Social sector 100 Officials equipped to developing, managing and promoting EPWP programmes and Provincial NGO/CBO co-ordination units established and institutionalised in each province	Number of officials trained NGO/CBO units established and funded Successful implementation of the conditional grant	Departmental reports NGO and CBO reports to departments Auditor Generals reports	
	4.4 Economic sector 50 Public sector officials exposed to labour-intensive approaches to service provision and officials equipped to manage labour-intensive tendering procedures	No and regional distribution of projects Number of officials trained No of accredited training person days	Departmental reports SETA reports	

Outputs	Sector outputs	OVI	MOV	Assumptions/ Risks
5. Local communities acquire needed goods and services to standard	5.1 Infrastructure sector 37 000 km of roads, 31 000 km of pipelines and 1 500 km of storm water drains and 150 km of sidewalks constructed using labour-intensive methods.	Length of roads constructed to standard Length of pipelines installed to standard Length of storm water drains constructed to standard Length of side walks constructed to standard Scale of labour-intensive delivery as a proportion of total departmental/ programme budget Cost per job created Labour costs as a proportion of the total project budget	Departmental records/ National Treasury National Treasury EPWP	Multi-year budgeting system ensures steady flow of government investment in service area. Capacity in place to manage service delivery and/ or plans to build the required capacity developed and implemented by other government agencies
	5.2 Environmental sector 720 000 hectares of aliens treated (initial and follow-up), 40 wetlands rehabilitated, 20 fire protection associations supported, 700 kilometres of coast cleaned and facilities upgraded 10 000ha of land rehabilitated, 32 waste management programmes established 150 historical & community tourism projects established	Hectares treated for alien vegetation Hectares of wetlands rehabilitated No of fire protection associations supported Km of coast cleaned and facilities upgraded No of waste management programmes established No of tourism projects established Cost per job created Scale of labour-intensive delivery as a proportion of total departmental budget	Departmental records EPWP records National Treasury	

Outputs	Sector outputs	OVI	MOV	Assumptions/ Risks
	5.3 Social sector 2.9 million people able to access HCBC services. 400 000 children serviced by registered ECD sites and trained practitioners.	Cost of job created No of people able to access HCBC services No of children serviced by ECD sites Scale of labour-intensive delivery as a proportion of total departmental budget	EPWP records Departmental records Conditional grant report National Treasury	
	5.4 Economic sector 3 000 SMMEs established	No of SMMEs created	Departmental records	

Outputs	Sector outputs	OVI	MOV	Assumptions/ Risks
6. New opportunities and ideas for labour-intensive delivery engaged	6.1 New opportunities for labour-intensive delivery in the public sector identified, scoped and designed	No and scale of new programmes researched No of new programmes operational	Departmental reports EPWP co-ordination unit records	MTEF ensures steady flow of investment into labour-intensive delivery.
	6.2 New opportunities for labour-intensive delivery in the private (profit and non-profit) sector identified, scoped and designed.	No and scale of new programmes researched No of new programmes operational Incentives encouraging private sector investment in labour-intensive delivery introduced	EPWP record with input from partner reports such as the Business Trust Government Gazettes	Private sector views the use of labour-intensive approaches as an effective opportunity to contribute to unemployment.

Glossary

Accredited training	Training provided by a training service provider accredited to provide such training by the relevant Education and Training Quality Assurance (ETQA) body.
Average income of EPWP worker	This will be calculated by dividing the total wages paid to EPWP workers by the total number of job opportunities.
Code of Good Practice for Special Public Works Programmes	The Minister of Labour issued a Ministerial Determination and Gazetted a Code of Good Practice for Special Public Works Programmes in 2002. This allows for special conditions to facilitate greater employment on Public Works Programmes. The Code guides the EPWP and provides for a training entitlement of at least 2 days per month of service for workers in this programme. Gazette No 64 25 January 2004.
Credit	One credit is equal to 10 notional hours that contribute to a qualification. Credits can be obtained through structured learning or work place learning.
Cost per job	Calculated by dividing the total expenditure on an EPWP project by the number of job opportunities created
Emerging contractor	A new contractor that is learning about the contracting business through the learnerships and contracts provided under the EPWP
EPWP agency	An implementing agency responsible for delivery under the EPWP
EPWP contract	A contract provided to a worker or contractor to perform a task under the EPWP. In the infrastructure sector, such contracts need to be issued in accordance with the "Guidelines for the implementation of infrastructure projects under the EPWP" issued by the Department of Public Works.
EPWP worker	A person employed to work in an EPWP under the Code of Good Practice for Special Public Works Programmes or the Learnership Determination for unemployed learners
Government expenditure	Money actually transferred to projects and supporting infrastructure but excluding government administration costs
Job opportunity	Paid work created for an individual on an EPWP project for any period of time. The same person can be employed on different projects and each period of employment will be counted as a job opportunity
Learnership	A learnership combines work-based experience with structured learning and results in a qualification that is registered within the National Qualifications Framework (NQF) by the South African Qualification Authority (SAQA). A learner who completes a learnership will have a qualification that signals occupational competence and which is recognised throughout the country. A learnership requires that a trainer, a coach, a mentor and an assessor assist the learner.
Person year of work	One person year is equivalent to 230 person days of work. For task-rated workers, tasks completed should be used as a proxy for 8 hours of work per day.
Professional	An employee of an implementing agency or private sector firm delivering services under the EPWP
Skills programme	A skills programme is occupationally based training that, when completed, constitutes a credit towards a qualification registered in terms of the NQF as defined by the SAQA. Only accredited training providers may provide the training.
Training Day	At least 7 hours of formal training. Formal training is further categorised as literacy & numeracy, life skills, vocational skills and business skills. This includes the assessment of prior learning of beneficiaries.

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1 Background

1.1 Unemployment in South Africa

The Expanded Public Works Programme (EPWP) is one of an array of government strategies aimed at addressing unemployment. The causes of unemployment in South Africa are manifold and complex. While a discussion of the research and debates in this area lies beyond the scope of this overview, it is important to note that there is substantial agreement that the cause of unemployment is structural rather than cyclical.

The magnitude of South Africa's unemployment crisis is such that in September 2003, 4.6 million people were unemployed in terms of the strict definition and 8.3 million in terms of the broad definition. High and growing rates of unemployment are a consequence of dynamics on both the demand and supply sides of the labour market. On the supply-side, increasing rates of labour force participation have significantly expanded the number of job seekers. On the demand side, there has been some growth of employment between 1995 and 2002, but this has not been sufficient to absorb new labour market entrants or to provide jobs for those people who experienced job losses due to shrinking demand for labour. The unemployment rate has thus been growing by 1% to 2% per annum, reaching 30.7% by September 2002. To reach government's target of halving unemployment by 2014 (i.e. reducing the unemployment rate from 30% to 15%) 546 000 new jobs would have to be created each year.

1.2 Government's response

Two fundamental long-term strategies underpin the government's approach to reducing unemployment. These are firstly, to increase economic growth so that the number of net new jobs being created starts to exceed the number of new entrants into the labour market, and secondly to improve the education system such that the workforce is able to take up the largely skilled work opportunities which economic growth will generate. Short to medium-term strategies have been put in place to contribute towards these long-term strategies. The EPWP forms one of government's short to medium-term strategies.

President Thabo Mbeki formally announced the EPWP in his State of the Nation Address in February 2003. The programme was agreed to at the Growth and Development Summit (GDS) held in June 2003. Cabinet finally adopted the programme in November 2003 and the President launched the programme in May 2004.

"Expanded public works programmes can provide poverty and income relief through temporary work for the unemployed to carry out socially useful activities. These EPWP will be designed to equip participants with a modicum of training and work experience, which should enhance their ability to earn a living in the future. "

GDS Agreement, June 2003

The EPWP is a nationwide programme covering all spheres of government and state-owned enterprises. It aims to draw significant numbers of unemployed people into productive work accompanied by training, so that they increase their capacity to earn an income.

The EPWP is an important means of providing exposure to the world of work in a context where a very high proportion of the unemployed have never worked. Indeed, in the 16 - 34 age group (which constitutes the "youth" category in terms of the Youth Commission's definition) 70% report never having worked, while 59% of all unemployed people have never worked.

The programme involves re-orientating line function budgets and conditional grants so that government expenditure results in more work opportunities, particularly for unskilled labour. The GDS agreed that the EPWP must not displace existing permanent jobs and all opportunities must be based on real demand for services.

While the EPWP provides an important avenue for labour absorption and income transfers to poor households in the short to medium-term, it is not designed as a policy instrument to address the structural nature of the unemployment crisis. Moreover, it is merely one element within a broader government strategy to reduce poverty through the alleviation and reduction of unemployment.

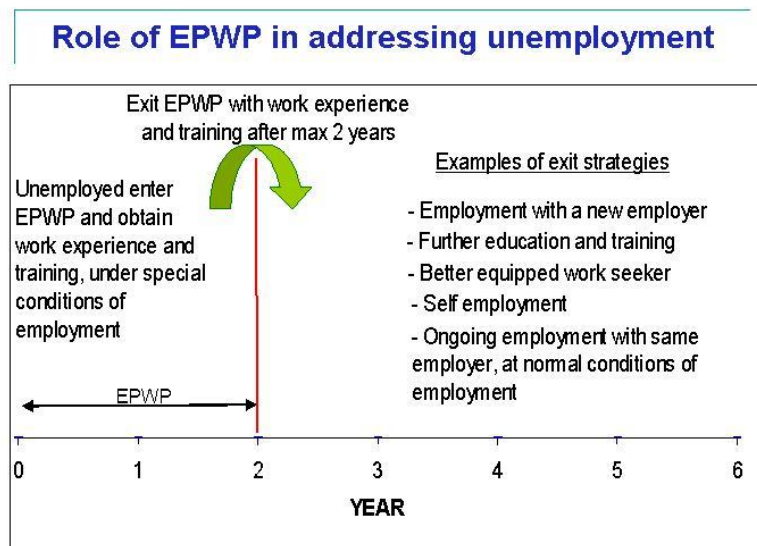
2 Logical framework

2.1 Problem statement

Inadequate economic growth and a lack of investment have resulted in unemployment. This, combined with the legacy of the past, has resulted in a situation where a large proportion of our population does not yet have the skills or opportunities to participate effectively in the economy and earn a living.

2.2 Goal

To alleviate unemployment for a minimum of one million people in South Africa, of which at least 40% will be women, 30% youth and 2% disabled, by 2009.



2.3 Purpose

To achieve this goal the Government will:

- Over the first five years of the programme create temporary work opportunities and income for at least one million unemployed people.
- Provide needed public goods and services, labour-intensively, at required standards, through mainly public sector resources and public and private sector implementation capacity.
- Increase the potential of participants to earn a future income by providing work experience, training and information related to local work opportunities, further education and training, and small, medium and micro enterprise (SMME) development.

This will be achieved by creating work opportunities in the following four ways:

- Increasing the labour intensity of government-funded infrastructure projects
- Creating work opportunities in public environmental programmes (e.g. Working for Water)
- Creating work opportunities in public social programmes (e.g. community care workers)
- Utilising general government expenditure on goods and services to provide the work experience component of small enterprise learnership / incubation programmes.

The programme will focus on the unemployed and marginalised by targeting:

- The unemployed, able and willing to work
- Largely unskilled people
- People not receiving social grants
- The poor
- Women
- People living with disabilities
- Youth (70% of unemployed people are youth)

Given the above purpose and targets an EPWP project or programme will typically have the following characteristics:

- It provides temporary work opportunities to largely unskilled people
- It provides relevant training to workers as part of the programme

- Workers are employed under the Code of Good Practice for Special Works Programme or under the Learnership determination for unemployed workers.
- EPWP workers employed as learners are in learnerships that are at NQF level 4 or below
- Projects or programmes are directly or indirectly government funded
- Projects or programme provide government services or create government assets.

Furthermore projects and programmes in the four different sectors of the EPWP will have some specific additional characteristics.

2.4 Approach

Employment under the EPWP is governed by the Learnership Determination for unemployed learners and the Code of Good Practice for Special Public Works Programmes for all other participants. The Code was gazetted by the Minister of Labour after discussions at National Economic, Development Labour Council (NEDLAC). It allows for special conditions of employment to facilitate greater employment on Public Works Programmes, namely:

- Employers may set rates of pay locally at self-targeting rates to avoid attracting workers away from more permanent employment
- Reduced obligations for employers, e.g. no Unemployment Insurance Fund (UIF) insurance payments
- Task-based payment for labour-intensive works.

This code and the accompanying Ministerial Determination are available on the EPWP website.

These special conditions of employment apply on condition that workers on EPWP's have an entitlement to training and that workers are employed under these special conditions of employment for a limited duration of time (a maximum of 24 months' employment within a five year cycle). All work opportunities are therefore combined with skills training or education that aims to increase the ability of participants to earn an income once they exit the programme. The Department of Labour (DOL), together with the Sector Education and Training Authorities (SETAs), will co-ordinate the training and skills development aspects of the programme.

The Code of Good Practice therefore ring-fences employment conditions on EPWP projects from established industries. This is in order to prevent EPWPs being a vehicle for deregulation of the labour market or for promoting casualisation in the labour market.

The Code of Good Practice also sets affirmative action targets for the employment of youth, women and people living with disabilities on EPWP projects. It also requires that relevant community-based organisations (CBOs) be consulted regarding the selection of workers to be employed on projects.

In addition to working with unemployed participants in the programme, the EPWP will also focus on training public sector officials, private sector practitioners and other interested parties in labour-intensive approaches to the delivery of goods and services. This, combined with the work undertaken by the Business Trust to support innovation and create a groundswell of support for the adoption of labour-based approaches, aims to create an enabling environment for alleviating unemployment.

2.5 Sectoral programmes

The goal and purpose will be achieved through seven outputs, six of which have been further broken down into sub-outputs – one for each of the four sectoral programme components. Each sectoral component is driven by a lead department responsible for developing the sector plan and coordinating its implementation. A brief overview of each sector plans follows.

2.5.1 Infrastructure sector plan

The infrastructure plan is being led by the Department of Public Works and includes the Departments of Transport, Housing, Provincial and Local Government, Water Affairs and Forestry, Public Enterprises, Minerals and Energy and Education. In addition, the Independent Development Trust has been drawn into the plan.

The plan builds on the experience of the Zibambele programme in KwaZulu-Natal and the Gundo Lashu programme in Limpopo. There will be a strong emphasis on efficiency, cost-effectiveness and quality of products when introducing labour-intensive construction methods in civil works under the EPWP. The work will be carried out using an appropriate mix of labour and machines. (Contractors will be allowed to use machines for construction activities where it is not technically or economically feasible to use labour.) All the work will be carried out according to the normal industry quality standards.

The programme involves ring-fencing a portion of the existing conditional infrastructure grants to provinces and municipalities. Over the next five years, approximately R15 billion (or one third of the total

budget) will be spent on the labour-intensive construction and maintenance projects, mostly low-volume roads, stormwater drains, trenching for pipelines and sidewalks. The local labour content of these civil engineering projects will increase on average from 5% of project costs to 30% of project costs. Despite the higher labour costs overall costs of labour-intensive methods remain competitive with machine-intensive construction methods.

Approximately 37 000 km of roads, 31 000 km of pipelines, 1 500 km of stormwater drains and 150 km of urban sidewalks will be constructed using labour-intensive methods.

This will result in 750 000 employment opportunities for targeted unemployed people in the areas where the projects take place. (Since the average duration of these projects is four months, this translates to 250 000 person-years of employment.) All the workers employed on these projects will receive training, funded by DOL from its existing budget. In addition, 250 emerging contractors will be put through Construction Education Training Authority (CETA)-registered learnerships to gain the necessary skills to build this infrastructure utilising labour-intensive method. The Department of Public Works (DPW) will also arrange for mentorship and access to finance for these learner contractors.

2.5.2 Environmental sector plan

The environmental sector plan is a joint plan of the Departments of Environmental Affairs and Tourism, Water Affairs and Forestry, Arts and Culture and Agriculture. The Department of Environmental Affairs and Tourism is the lead department.

The plan aims to create 200 000 jobs through programmes such as the Department of Agriculture's Land Care programme; the Department of Environmental Affairs and Tourism's People and Parks, Coastal Care, Sustainable Land-based Livelihoods, Cleaning up SA, and Growing a Tourism Economy programmes; and the Department of Water Affairs and Forestry's Working for Water, Wetlands, and Fire programmes. Many of these programmes are already established and will be expanded under the EPWP. In addition new programmes such as waste collection and recycling programmes will be established by the sector in partnership with metros and municipalities.

This programme will result in 720 000 hectares of aliens being treated, 40 rehabilitated wetlands, 20 fire protection associations, 700 kilometres of coast cleaned and with adequate infrastructure, 10 000 hectares of rehabilitated land, 32 waste management programmes and 150 historical and community tourism projects.

A total of R4 billion has been committed to this programme by government for the 2004-9 period.

2.5.3 Social sector plan

The social sector plan emanates from the Departments of Health, Education and Social Development. The Department of Social Development is the lead department.

Home / Community Based Care (HCBC) for AIDS sufferers and Early Childhood Development (ECD) are two areas identified for immediate work and training opportunities. Other potential areas have also been identified. Further research is necessary before planning for expansion in the other areas can be quantified. This preparatory work will be undertaken during the current financial year.

The plan aims to create 150 000 jobs through the first two programmes, namely, HCBC and ECD.

The programme will result in 2.9 million people being able to access qualified HCBC services and 400 000 children serviced by registered ECD sites and trained practitioners.

A total of R600 million of direct expenditure is currently committed to the programme. With the planned expansion of the programmes over the next five years, it is anticipated that this spending will increase to R2 billion.

2.5.4 Economic sector plan

The economic sector plan will kick off with a micro-enterprise venture learnership project. Learners, selected from amongst the unemployed, will be registered on full-time SETA-funded learnerships and supported to set up an SMME. The practical work experience component of these learnerships will be funded through public bodies allocating learning contracts to the learners and using general public sector expenditure on goods and services. The learners will graduate from their learnerships with the necessary technical knowledge to run their businesses, knowledge of how to tender for public sector projects, knowledge of how to run a business, a National Qualifications Framework (NQF) qualification, experience and a credit track record.

In consultation with DOL, a target has been set of 3 000 venture learnerships over the next five years. It is estimated that these micro-enterprises will each employ an additional three people.

2.6 Outputs

Output 1: Participants acquire work and income opportunities

Temporary work opportunities will be created for over 1 million people, each yielding an income to the participant. The table below summarises the planned job creation through the EPWP over the first five years of the programme.

Sector	Work opportunities	Person-years of work
Infrastructure	750 000 (4-month average duration)	250 000
Environmental	200 000 (1-year average duration)	200 000
Social	150 000 (12-18 month average duration)	200 000+
Economic	12 000 (18-month average duration)	18 000
TOTAL	1 million plus	650 000 plus

Output 2: Participants acquire training, skills and information linked to exit strategies

Exit strategies will be developed for each sector and will identify possible exit routes for workers once they leave the EPWP programmes. Opportunities include possible longer-term employment, self-employment, or further education or training. These exit strategies will inform the training provided to beneficiaries under the programme. In some cases, consideration of exit strategies may result in workers being offered training which is not related to the work being carried out under the EPWP programme. For example, youth employed as manual labourers on a labour-intensive roads project, may be offered training in unrelated building skills such as bricklaying, if there is demand for such skills in the labour market.

As far as possible, all training must result in NQF-accredited certification. The table below summarises the training days planned for EPWP workers

Sector	Training days	Learnerships/ programmes	Skills
Infrastructure	9 million days (average of 12 days per participant)	0	
Environmental	2 million days (average of 10 days per participant)	5 000	
Social	4.5 million days (average of 30 days per participant)	35 000	
Economic	36 000 (average of 12 days per participant)	3 000	
TOTAL	15.5 million plus	43 000	

Output 3: Profit companies and not-for-profit organisations engage in labour-intensive programmes

A key focus area of the programme will be to train a number of private sector emerging contractors, professionals and management agencies in labour-intensive contracting – thereby enhancing both their ability to play a meaningful role in the programme and the sustainability of labour-intensive approaches to service delivery in South Africa. In the social sector non-profit organisations will be targeted for training as the bulk of the delivery is undertaken by this sector.

Sector	Emerging contractors	Private sector professionals and contractors	Agencies
Infrastructure	250	15 000	0
Environmental	400	0	150
Social	0	0	90
Economic	3 000	0	0
TOTAL	3 650	15 000	240

In addition to the direct training of the private and non-profit sectors, the programme hopes to raise awareness of the benefits of labour-intensive approaches and, through this, stimulate interest in and use of the approach in programmes outside of those funded by the public sector.

Output 4: Public sector capacity to implement labour-intensive service delivery programmes to standard developed

The success of the EPWP relies on the capacity of the public sector to implement labour-intensive service delivery programmes. As with the private sector, the public sector needs to be trained to perform

its role in the programme to the required standard. Services delivered below standard both undermine the sustainability of the approach and programme, and demand additional investments to rectify the problems. Clear outputs have therefore been defined for each sector to provide the framework for standard-setting.

Sector	Officials trained
Infrastructure	1 000
Environmental	200
Social	100
Economic	50
TOTAL	1350

Output 5: Local communities acquire needed goods and services to standard

Delivering quality services to standard is critical to the long-term success and sustainability of the programme. Norms and standards will be developed for each sector and delivery output targets have been set.

Sector	Service outputs
Infrastructure	37 km of roads, 31 000 km of pipelines, 1 500 km of stormwater drains and 150 km of sidewalks constructed
Environmental	720 000 ha of aliens treated, 40 wetlands rehabilitated, 20 fire protection associations supported, 700 km of coast cleaned and facilities upgraded, 10 000 ha of land rehabilitated, 32 waste management programmes established and 150 historical and community tourism projects established
Social	2.9 million people able to access HCBC services and 400 000 children serviced by registered ECD sites and trained practitioners
Economic	3 600 SMMEs established

Output 6: New opportunities and ideas for labour-intensive delivery engaged

The plan outlined in this document is seen as the first step in rolling out labour-intensive delivery. Various government departments plan to identify further opportunities within their existing programmes and to design additional programmes under the EPWP banner.

The EPWP has also forged a partnership with the Business Trust to facilitate new ideas and opportunities to expand labour-intensive opportunities. Through this partnership, new ideas and opportunities will be captured and engaged. This will be supported by changes to public sector tendering processes to encourage labour-intensive delivery.

2.7 Assumptions and risks

There are a number of key assumptions underlying delivery in the EPWP. These are summarised as follows:

2.7.1 Capacity

Capacity is the primary assumption. The EPWP is based on the assumption that the public and private sector stakeholders have the management, technical and financial capacity to implement the programme in a reasonably short period of time. This includes national, provincial and local EPWP management capacity available to implement the programme, including personnel, systems, budget provision, the delivery of goods and services tied to the EPWP, and / or the ability to develop the necessary plans to put the necessary capacity in place. It is also necessary for the monitoring and evaluation (M&E) systems developed to be implemented by all departments to enable troubleshooting and improvements. All plans developed need to interface and co-ordinate with South African Management Development Institute (SAMDI) programmes and plans.

With regard to key partners, capacity is also required in the skills development arena, especially in the relevant SETAs. The EPWP assumes that the human resources and management systems are in place to manage service delivery and / or that plans to build the required capacity will be developed and implemented by the government agencies. It is also assumed that the relevant non-governmental organisations (NGOs) and CBOs have the ability to scale up existing programmes to absorb the additional work, and that labour-intensive delivery will be adopted at scale by the private sector and local authorities to enable the roll-out.

2.7.2 Take up of labour-intensive methods

It is assumed that labour-intensive methods and approaches will be adopted by the private sector and not-for-profit organisations (NPOs) and that they will take up opportunities to implement the labour-intensive approaches on a sufficient scale. An enabling environment for labour-intensive contracts needs to be in place, especially with regard to tendering requirements. Sufficient skills training capacity needs to be made available and 85% of participants must complete the learnerships.

2.7.3 Labour market and exit

A number of key assumptions exist as to the participants' functioning after exiting the EPWP. It is assumed that the market is able to absorb 10 % of the new job-seekers and that the skills and experience gained by participation in the programme are relevant to labour demand in the economy. Where appropriate, the private sector takes up opportunities to roll out labour-intensive delivery methods and increased information about employment opportunities should help work-seekers to secure employment. Finally, the Department of Labour is a key partner in the training of participants and the identification of long-term employment opportunities.

It is also assumed that further training opportunities will be made available and funded by external entities.

It is assumed that the longer-term service market exists and that funding exists to create the additional long-term posts required to sustain the service delivery. Finally, it is assumed that the private sector, municipalities and communities will take responsibility for ongoing service delivery and maintenance and that government will encourage procurement from SMMEs.

2.7.4 Funding

The EPWP is predicated on a multi-year budgeting system that ensures a steady flow of government investment in the identified service areas. It is also based on the assumption that additional *funding* is secured in the next Medium Term Expenditure Framework (MTEF) cycle for the expansion of the programme, and that additional funding is secured from 2005 for the planned expansion of the programme. As stated above, it is assumed that funding exists to create the additional long-term posts required to sustain the service delivery.

2.7.5 Training environment

The training environment is crucial to the deliverables of the EPWP. It is assumed that the Department of Labour will be a key partner, that the relevant SETAs have the capacity and competence to deliver, and that adequate capacity exists in NQF-accredited service providers. Centralised capacity to evaluate the relevance of training in terms of exit opportunities needs to be in place.

2.7.6 Enabling environment

The take-up of labour-intensive approaches depends in part on the existence of a raised awareness of the benefits of labour-intensive approaches and an enabling environment for the adoption of such approaches. This requires both changes to tendering and other procedures, and mechanisms to identify and capture new ideas and opportunities for mainstreaming labour-intensive approaches.

2.7.7 Corruption risk

A huge risk in the EPWP is the potential for corruption within the system. Mitigating this risk involves strong management, good systems and auditing capacity within each of the project management units.

3 Funding

Funds for the EPWP programmes will be allocated to national departments, provinces and municipalities through the normal budgeting process. The table below indicates the funds which will be allocated to the EPWP programmes over the next five years:

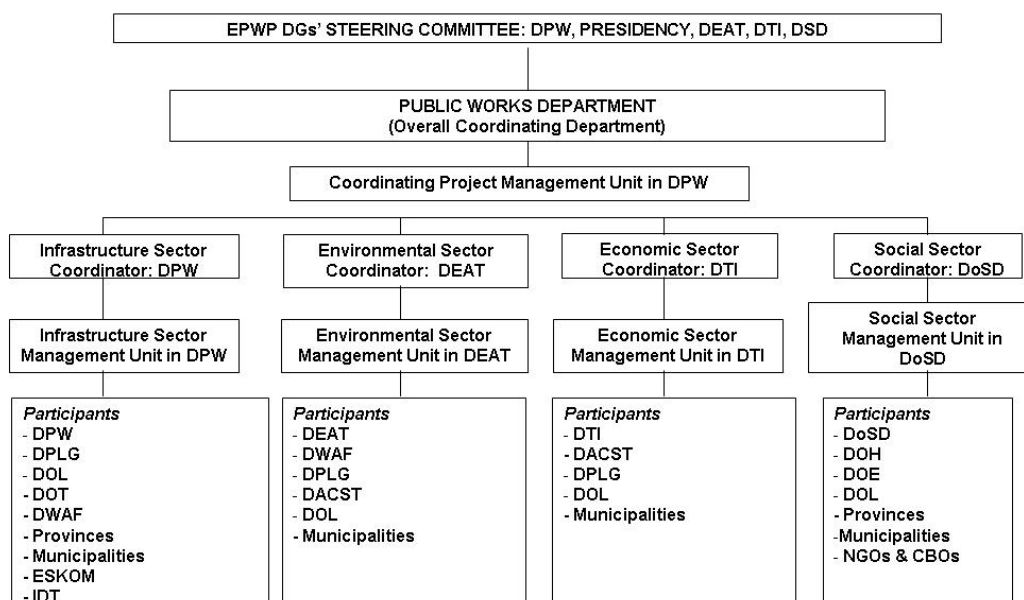
Sector	EPWP Public Sector Budget Allocations 2004/5 – 2008/9
Infrastructure	R15 billion
Environmental	R 4 billion
Social	R0.6 billion (planned to increase to R2 billion)
Economic	Still to be determined

In addition to this substantial commitment from public sector budgets there is a need for a further R272 million to support a range of gaps in the programme. To date, R22 million of this has been secured. This leaves a remaining balance of R250 million which still needs to be raised.

4 Institutional arrangements

Overall co-ordination of the programme will be done by the DPW. Each of the four sectoral plans will be coordinated by a lead department. The DPW will also co-ordinate the infrastructure sector. The economic, environmental, and social sectors will be coordinated by the Department of Trade and Industry (DTI), the Department of Environmental Affairs and Tourism (DEAT) and the Department of Social Development (DSD) respectively.

The DPW will carry out its overall coordinating role through a Director-Generals' (DGs') steering committee, consisting of the other three sectoral coordinating departments, the Presidency, National Treasury (NT), DOL, the Department of Provincial and Local Government (DPLG), and the Department of Public Enterprises (DPE). The DGs' steering committee will receive progress reports and address bottlenecks in implementation.



Roles and responsibilities of co-ordination units

As the overall co-ordinating department, the DPW will have the following roles and responsibilities:

- Overall monitoring
- Progress reports to Cabinet
- Promoting linkages between sectors (e.g. through learning networks)

- Putting in place common monitoring, evaluation, exit strategy, and training frameworks, and supportive guidelines
- Providing support by facilitating common programmes across sectors (e.g. access to credit for learner entrepreneurs)
- Assisting other sectoral co-ordinating departments to develop sectoral plans.

The sector co-ordinating departments will have the following roles and responsibilities:

- Championing the EPWP in the sector
- Liaison with other departments and stakeholders in the sector
- In consultation with the other public bodies in the sector, producing a sectoral plan to:
- Identify areas for expansion of EPWP approaches
- Set targets for expansion
- Describe how the expansion is going to be achieved
- Facilitating the meeting of common needs in the sector (e.g. sectoral training and qualifications frameworks, sectoral guidelines)
- Monitoring implementation against the sectoral plan
- Producing sectoral progress reports for the DPW.

5 Partnerships

While the core of the programme will be run by the various participating departments, a range of partnerships is required to realise the goal.

Firstly, there is the partnership with the Department of Labour, which is a key player in the development, funding and oversight of the skills component of the programme. The Department has committed itself to being an active partner and has set up a task team of various departmental staff to maximise the impact of the skills programme and to ensure that it is aligned with the skills development priorities for each sector.

A second partner is the Business Trust. This partnership focuses on mobilising private sector capacity and initiative in support of the programme. To effect this, the Trust is setting up a Facilitation Fund to provide technical assistance, develop information programmes, and identify and support innovative private sector labour-intensive programmes. Oversight of the Fund will be undertaken by a joint liaison committee, convened by the Minister and chaired by a business leader invited to do so by the President. A budget of R1 billion over five years is being targeted for the Fund by the Business Trust.

6 Monitoring and evaluation

6.1 Overview

Monitoring and evaluation of the EPWP has been identified as a very important element in the implementation of the programme. Monitoring and evaluation (M&E) provides the information for management to review progress, identify problems, make adjustments and highlight problem areas to be addressed. Used correctly, M&E can assist delivery and increase the impact of the programme. M&E frameworks must be supported by information systems that enable data collection and analysis to be effective.

At the outset there has been recognition that, while common definitions and an M&E framework for the EPWP are needed, M&E needs to be mainstreamed within each Department and must be linked to existing ongoing reporting schedules and systems. The EPWP has partnered with the Human Sciences Research Council (HSRC) to develop standard definitions and an M&E guideline.

6.2 Working definitions

Work opportunity	Paid work created for an individual on an EPWP project for any period of time. The same person can be employed on different projects and each period of employment will be counted as a job.
Person year of employment	One person year of work is equivalent to 230 person days. For task-rated workers, tasks completed should be used as a proxy for 8 hours of work per day.
Training	1 training day = at least 7 hours of formal training. Types of training include literacy and numeracy, life skills, vocational training and business training. This includes the assessment of prior learning of workers.
Government expenditure	Money actually transferred to project and supporting infrastructure but excluding government administration costs
Expenditure per work	Total project costs divided by the work opportunities created

6.3 M&E framework

A monitoring and evaluation (M&E) system has been designed, combining ongoing reporting and monitoring using existing departmental channels with a number of new evaluation tools to measure the impact of the programme. This framework is currently being reviewed by all sector departments and independent experts.

Departments will report on the outputs detailed in the logical framework. The evaluation framework will focus on monitoring the impact of the programme as part of reporting on the purposes and goal of the programme.

Below is a brief summary of the various proposed evaluation tools.

Technique	Implementation	Areas Measured	Timeframes
Cross-sectional Surveys	Surveys of contractors/ implementing agents, beneficiaries, communities & government departments	Profile of beneficiaries & their households; impact of income transfers; impact of assets created; relevance & quality of training; role of contractor (targeting, training etc.); community perceptions of the benefit of the project; efficacy of design & implementation	Years 1 - 5, surveys to be conducted at the end of the project cycle
Longitudinal Surveys	Surveys of beneficiaries 6 months after exiting the EPWP & 6 months thereafter	Whether employment or self-employment occurs after exiting the EPWP; longer-term impact of income transfers & training; offsetting effects (displacement and substitution)	Years 1 - 5, surveys to be conducted 6 months after beneficiaries exit the EPWP & 6 months thereafter
Case Studies	In-depth studies of 8 projects by Senior Researchers, spread across sectors and provinces	All measurement areas excluding employment prospects of beneficiaries after exiting the EPWP	Years 1 – 5
Poverty Impact Analysis	Secondary data & data derived from surveys utilised	Impact of income, assets and services transferred to poor households on poverty levels of the household	Years 3 & 5
Aggregate Impact Analysis	Utilise a computable general equilibrium (CGE) model to measure broader impacts	Linkages between EPWP and broader macroeconomic variables such as aggregate demand, net jobs created, income redistribution and inflation	Years 3 & 5
Assessment of Quality of Assets and Services	Evaluation of the quality of infrastructure and services against accepted benchmarks	All forms of infrastructure and services	To be undertaken annually by line departments & EPWP co-ordination unit

7 Gap analysis

A strategy to ensure that the assumptions are addressed is key to the success of the EPWP. Currently there are a number of shortcomings that have been identified. Addressing these requires external support and intervention. The following key gaps have been identified and prioritised for support.

7.1 Technical project management assistance

Without the required project management capacity the EPWP will not succeed. Capacity is needed at national, provincial and local levels both to co-ordinate the different components of the programme and to roll out the sector implementation plans. In addition, management capacity is needed to support the various partners, in particular the SETAs, to play their role in the programme.

7.2 Training capacity, materials and information dissemination

On the capacity front, several of the programmes are reliant on new training modules being developed, new learnerships being set up and new materials being produced. The capacity to meet these needs is not available in all the sectors or provinces. A programme to fast-track capacity development is urgently needed if the current training commitments are to be met. This need is not limited to training participants in the EPWP. Capacity to train public and private sector implementers is also needed.

7.3 Research, monitoring and evaluation

Given the scale of the programme, it is critical that proper M&E systems are established to measure the impact and learn from the experiences on the ground. This requires research capacity. Another research need is to address areas of poor performance, problem areas or opportunities for new programmes. This includes capturing international best practices and further improving current approaches and tools for labour-based delivery.

7.4 Mechanism to identify new and scale up existing opportunities

Finally there is a need to undertake research into new opportunities within the public and private sectors for the expansion of the programme, both into new areas and through the introduction of new ideas. A mechanism is needed to popularise what is being done and to solicit ideas and capacity for expanding the impact of the programme.

Within each of these areas, a number of projects have been identified and packaged as potential areas for donor support and funding. A summary of the various opportunities is detailed in Section 8.

Three mechanisms for donor input have been identified, namely:

- Support to a department, focus area or region
- Support through the Business Trust Facilitation Fund
- Direct support to a project

Wherever possible, donor input will be co-ordinated and captured on a central database, providing an overview of the areas of continued need and those already funded.

8 Opportunities for donor participation

8.1 Technical project management support

8.1.1 Technical assistance to the EPWP units

The EPWP will be co-ordinated by a unit in the Department of Public Works. This unit will require technical assistance at various levels and at various stages of the programme. Currently the unit is being staffed by a team of consultants. The Department is in the process of replacing this team with full-time staff. Once this team is in place, it is proposed that an additional team of national and international experts is made available on a part-time basis for approximately three months per year, to support the team in specific areas of expertise.

In line with the proposed institutional arrangements, each sector will be co-ordinated by the lead department, which will establish a project management unit. Like the centralised unit, these units will require technical assistance, especially in the short-term as they recruit and train up a team.

Estimated cost:

Department of Public Works:	R 10 million over 5 years
Sector Departments:	R 18 million over 5 years

8.1.2 Technical assistance to the SETAs

Training is the backbone of the EPWP. Failure to meet the training obligations will seriously hamper the sustainability of the job opportunities. To meet this need, the various Sector Education and Training Authorities (SETAs) involved in the programme are being asked to play a more extensive role. This includes the development of a range of new electives, registration drives to expand the pool of training

providers, and expansion of their learnership programmes. Short-term technical assistance is needed in the Health and Welfare SETA, the Education, Training and Development Practices SETA and the Tourism and Hospitality SETA, to gear up their capacity to meet the needs of the programme.

Estimated cost:
R2 million in the first year

8.1.3 Technical assistance to municipalities

A large part of the projects in the EPWP will be implemented by municipalities. The overall capacity of municipalities across the countries varies enormously, and so does their experience with job creation programmes and labour-intensive construction methods.

In order to increase the capacity of municipalities to be able to handle increased funding of the Municipal Infrastructure Grant, the Department of Provincial and Local Government is putting Project Management Units (PMUs) in place. These PMUs will focus on the pre-design and construction processes. The main focus will be to ensure that the appropriate project proposals, feasibility studies and administrative arrangements are in place.

In the infrastructure sector there is a further need to assist municipalities with the actual execution of the projects, in particular with managing contractors and consultants to ensure that the labour-intensive works are executed properly.

In the social sector there is a need to assist municipalities to develop and design projects based on the national norms and standards, and to develop the appropriate systems to manage such projects.

In the environmental sector an opportunity exists to roll out a Municipal Waste programme, based on the Working on Waste national programme. As with the social sector, there is a need to assist municipalities to develop and design projects based on national norms and standards, and to develop appropriate systems to manage such projects.

A team of national and international professionals with experience in labour-intensive construction and job creation programmes will be established that will be able to provide practical support to municipalities. This team will need to be supported by a pool of consultants able to provide ongoing support to municipalities in the first year of the projects.

Estimated cost:
Initially a detailed analysis of needs and logistics and a pilot are required to quantify the longer-term needs.
A budget of R3 million is needed for this initial scoping.

8.1.5 Learning network for provinces and municipalities

In order for the EPWP to reach its planned scale it is important that all provinces and municipalities contribute to the EPWP. A large amount of learning needs to take place, so that the required skills and knowledge are spread around the country.

Together with the Centre for Public Service Innovation (CPSI) and the Development Bank of Southern Africa (DBSA), the Department of Public Works hosted a three-day workshop on how innovative labour-intensive programmes can be replicated in other areas of the country. It was clear from this workshop that a large demand for information exists among officials who will have to implement the EPWP projects in their areas. Given the large number of officials to be reached and the ambitious targets of the EPWP, an extensive learning network is needed. This learning network will need to use a variety of knowledge- and information-sharing methods in order to reach all potential participants.

The CPSI has been approached to assist with this and to explore possible innovative ways of structuring this learning network. Lessons from the current Horizontal Learning Network (Hologram), established by the South African Local Government Association, will inform this work.

Estimated cost:
R 12 million over 5 years

8.1.5 Registration of ECD service providers

A registration drive to register the 23 000 ECD service providers is a prerequisite for rolling out the expanded social sector ECD job creation programme. Currently, just over 7 000 of the estimated 23 000 sites are registered. Most of the unregistered sites are located in poor communities and lack the management capacity to meet the administrative requirements for registration.

The Department of Social Development's Non-Profit Directorate, in partnership with the ECD umbrella organisations, plans to roll out a registration drive. This will involve a 24-month window for registered providers to meet the registration requirements to retain their registration. The drive will combine an information campaign, a capacity building component and a series of provincial workshops. Six months of support from a team of three people is required to support the NPO Directorate with this drive.

Estimated cost:

R1.1 million in the first year

8.2 Training capacity, materials and information dissemination

8.2.1 Developing unit standards

In addition to the technical support to SETAs, the environmental and social sectors require assistance to develop appropriate unit standards to supplement existing unit standards. It is envisaged that the task of developing new unit standards will be ongoing, based on the changing needs of the market and the lessons from the programme evaluations planned on an annual basis.

Estimated cost:

R3 million per annum or R15 million over five years

8.2.2 Assessor training

The EPWP will result in a dramatic increase in learnerships. Key to the successful roll-out of these learnerships is the training of assessors to support each programme. Such training in the main falls outside of the current SETA support.

Estimated cost:

R5 million per annum or R25 million over five years

8.2.3 Information packs for EPWP participants

Information packs are needed for participating service providers in the social and infrastructure sectors, for interested and participating municipalities and for every participant worker in the EPWP. These packs will provide the information needed to facilitate the delivery of the programme and will form part of the induction training. Each pack will comprise a generic section on the EPWP programme and a specific section on the sector programme or sub-programme.

Estimated cost:

R5 million in the first year and R2 million in subsequent years. Total cost over five years will be R13 million.

8.2.4 Mentorship for CETA Learner Contractors

The Department of Public Works and the Construction SETA have jointly launched a labour-intensive contractor-learnership programme. Through this programme, at least 180 small contractors consisting of a team of three individuals (one contractor and two supervisors), across the country will enter into two-year full-time learnerships. This programme will be implemented in partnership with provinces and / or municipalities, who will make projects available to these learner contractors to ensure that they gain relevant practical experience.

During the execution of these projects it is important that the learner contractors have access to a mentor who can provide both practical and contractual advice. These mentors will be appointed by the Department of Public Works. They will be appointed for a two-year period on a full time basis, and will be expected to mentor 5 to 10 contractors.

Estimated cost:

R 16 million over two years

8.2.5 Bursaries for emerging contractors and consultants

One of the requirements for consultants and contractors to participate in EPWP projects is that they undergo relevant training in labour-intensive construction. DPW has together with the CETA put in place courses at NQF levels 2, 4, 5 and 7 in labour-intensive construction. While established consultants and contractors will be able to pay for these courses themselves, as they will be able to claim the costs back through the Skills Development Levy (SDL) system, this will be more difficult for emerging contractors and consultants. Even if they are registered SDL payers, they will still need to finance the costs of these courses.

DPW would therefore like to establish a bursary scheme that would allow these contractors and consultants to receive bursaries to enable themselves to get qualified. It is envisaged that bursaries will be provided to 300 contractors (for site supervisors, foremen and site managers) annually and 50 consultants.

Estimated cost:

R 2 million on an annual basis or R10 million over five years

8.2.6 Establishment of a National Training Centre for labour-intensive construction

As part of the EPWP, a large number of foremen, supervisors, contractors and engineers will have to undergo training on labour-intensive construction. While part of this training will be provided through private service providers, it has been identified that a public institution needs to be established to offer these courses as well. DPW has partnered with the Departments of Transport, and Science and Technology, as well as the Umsobomvu Youth Fund and LITE, a training NGO, to establish such a programme. DPW will be providing a building for accommodating the satellite campus, and the other departments will be providing additional funding. There is a need, however, for additional funding to get the programme established.

Estimated cost:

Once of capital injection of R2 million

8.2.7 ECD learning aids

Within the ECD sector one of the biggest challenges for practitioners is the absence of learning materials once they return to the classroom. This problem is exacerbated in the poorer areas. A box of learning aids provided to each new worker trained in the NQF full course is proposed to address this problem. The box would be jointly developed by the SETA and the Department of Education. The SETA has agreed to cover 50% of the cost. The balance of the funding is required.

Estimated cost:

A once-off allocation of R800 000

8.3 Research, monitoring and evaluation

8.3.1 Norms and standards

Experience in the infrastructure and environmental sectors has demonstrated the importance of developing norms and standards across the country in all the new programmes. Already in HCBC, problems have emerged because of the absence of such norms. Inconsistencies have emerged between service providers, resulting in tensions combined with unrealistic expectations from workers.

A process to develop norms and standards for the social sector is urgently needed. Once developed, the norms need to be popularised and service providers will need to be assisted to standardise their programme with a 12-month period.

Estimated cost:

R1.2 million in the first year

8.3.2 Audit team

Given the scale of the EPWP roll-out, the potential exists for inconsistencies in service levels and / or corruption to occur. The development of a national audit team in each sector, responsible for rolling out both a self-assessment programme and an external audit programme, is key to managing this risk. Models for this type of audit programme have been developed in the poverty relief programmes such as Working for Water.

The team would be responsible for developing benchmarks for each programme, training national and provincial staff in the lead departments and developing a culture of assessment. Initially it is proposed that every project be visited annually with a medium-term goal to spot-audit every project bi-annually.

Initially, a team of three full-time people is needed for the social sector, and two for each of the infrastructure and environmental sectors. This team will be supported by a pool of part-time consultants, depending on the audit needs in each programme.

Estimated cost:

Social sector: R10 million over the five years

Environmental sector: R 8 million over five years

Infrastructure sector:

R10 million over five years

8.3.3 Evaluation of the projects in the EPWP

In order for the impact of the EPWP to be assessed and for continuous improvements to be made, a good monitoring and evaluation system needs to be put in place. It has been agreed that the monitoring will be done through the use of existing monitoring systems in departments and those linked to conditional grants.

More detailed evaluation will be required in some cases, especially regarding the efficiency and effectiveness of using labour-intensive and NGO/CBO delivery methods, and the impact of the employment opportunities on workers and their households. Each Department (and the EPWP Unit in the Department of Public Works) has a limited budget to do the evaluation of the EPWP and is seeking assistance to increase this budget.

Estimated cost:

R 30 million over the five years

8.3.4 Research on the use of labour-intensive methods

Currently the EPWP focuses on the construction of infrastructure such as gravel roads, stormwater drainage and trenching. Significant scope also exists to construct higher standard infrastructure using labour-intensive methods. Other factors, such as the increasing price of gravels, are also making it increasingly important to expand the range of labour technologies available in the infrastructure sector. While a lot of research has been conducted on this, both in South Africa and abroad, there is a need to capture the existing best practices and disseminate these, test some of these new technologies in the South African context and conduct additional research.

Estimated cost:

R3 million on an annual basis or R15 million over the five years

8.4 Mechanism to identify opportunities for expansion

8.4.1 Scope for expansion

Despite the scale of the current EPWP programme there are a number of additional possibilities for expansion within the social and environmental clusters. Further research is needed to quantify the opportunities and implications of expanding the EPWP into additional areas. This needs to be preceded by a baseline study on the current employment figures and budgets in each sector.

Estimated cost:

R4 million per annum or R20 million over the five years

8.4.2 Innovation

The further expansion of the EPWP is reliant on ongoing innovation by NGOs, CBOs and local authorities. A fund that supports the design and piloting of such innovation is proposed as part of the broader research and development component of the programme. This fund should include resources to institutionalise the pilots developed. The Business Trust has offered to facilitate such a fund in partnership with interested donors.

Estimated cost:

The target is R10 million per annum or R50 million over the five years