

A guideline to align sector programmes to EPWP

**Phase 2**

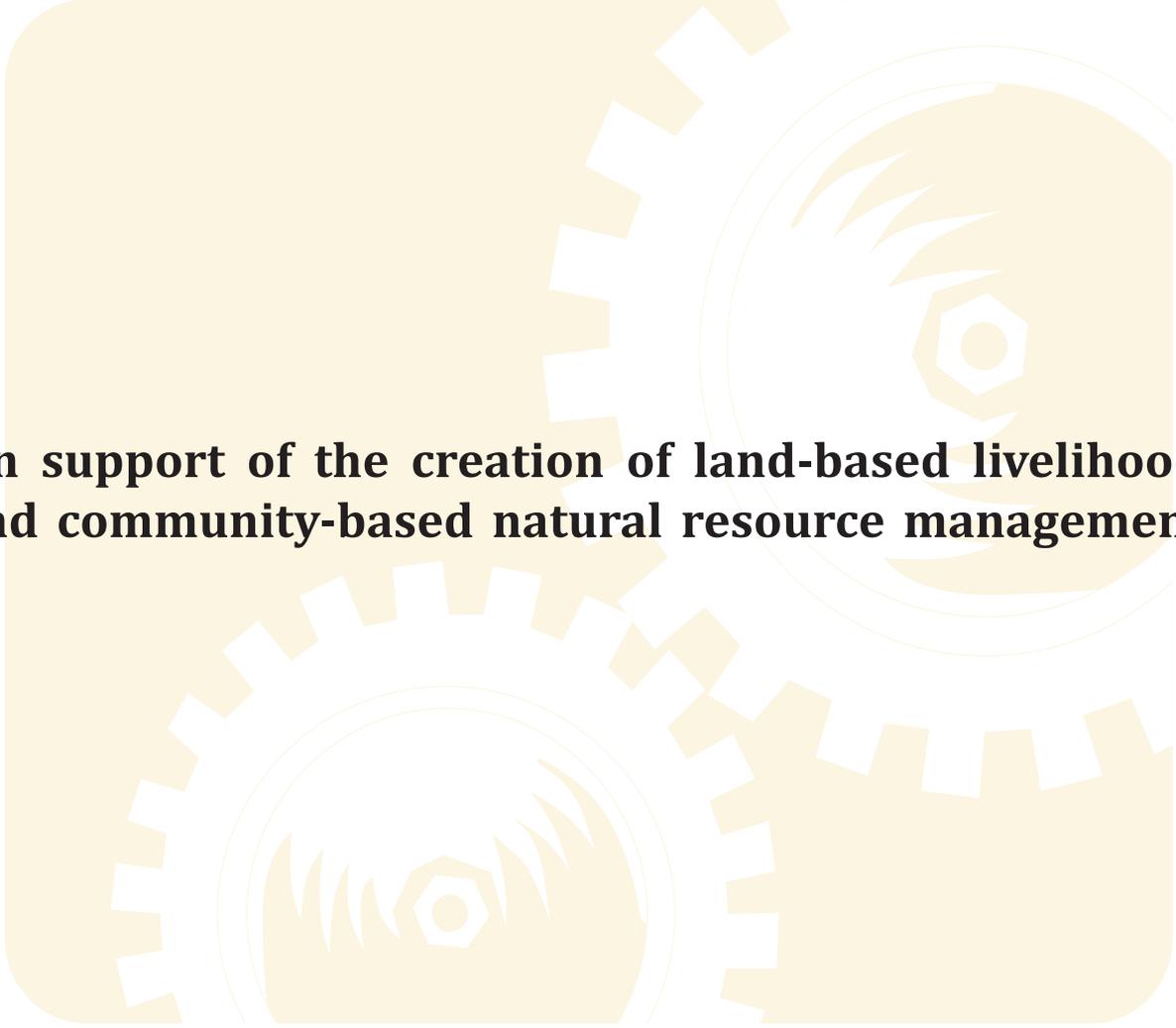
2009 -2014



**NATIONAL ENVIRONMENT AND CULTURE SECTOR PLAN**



**EXPANDED PUBLIC WORKS PROGRAMME**



**“In support of the creation of land-based livelihoods  
and community-based natural resource management”**

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A special word of thanks is extended to **Mr. Makgale Moela**, Director: Expanded Public Works Programme Coordination and Programme Evaluation in the Department of Environmental Affairs and **Ms. Matilda Skosana**, Director: Environmental and Cultural Sector for the administrative support and leadership provided during the compilation of this plan.

## FOREWORD



The end of March 2009 marked the end of the first phase of the Expanded Public Works Programme (EPWP) which had started five years earlier, in April 2004. This phase was characterized by hard work and experimentation of delivering services using the labour intensive methodology with a view to absorb as many unemployed people into productive work so that they can earn an income and at the same time acquire skills. The target was to create 1 million work opportunities by the end of the five year period and 20 % of that target i.e. 200, 000 work opportunities was a target for the environment and culture sector under the leadership of the then Department of Environmental Affairs and Tourism. It was widely reported that this target was achieved a year ahead of time, and the total work opportunities achieved by the sector at the end of March 2009 were in excess of 400, 000.

The achievement of the sector must also be located within the context of the success of EPWP phase 1 given that collectively the EPWP exceeded its 1 million target a year ahead of time.

Building from the success of EPWP phase 1, government decided to continue with this labour intensive approach so as to make a significant dent in fighting poverty and unemployment in the country with specific focus on women, youth and people with disabilities. April 2009 saw the beginning of EPWP phase 2 with targets set at 4.5 million work opportunities and 2 million Full-time Equivalent jobs (FTE). The concept of FTE is a new invention aimed at increasing the duration of employment into any EPWP project. FTE therefore refers to one-person year of employment and this is equivalent to 230 person days of work, whereas a work opportunity relates to employment of a person for any duration. From the above targets the sector is expected to contribute 1.2 million work opportunities and 325, 652 FTEs by the end of March 2014.

Given the experiences of the first phase of EPWP and notwithstanding the challenges (compounded by the significantly increased targets), the sector commits itself to play a role in the creation of a better life for all. This sector led the whole EPWP stable in terms of performance in the phase 1 of the programme and there is no reason that it should not happen in phase 2. We strongly believe that this sector has a potential to expand and exceed the set targets. This is possible especially if all the sector programmes take the opportunities presented by the incentive grant to expand and in the process close the gap between the baseline targets and the nationally set EPWP targets.

All we require is collaboration and support from all the affected institutions, from the participating public sector bodies to the Department of Public Works as the main coordinating department and the National Treasury. The Department of Environmental Affairs will do everything possible to ensure a properly coordinated sector for the benefit of all South Africans. As we perform our responsibilities as various institutions we must always look at the bigger picture. The main objectives of the Expanded Public Works Programme are to create jobs and provide the most needed skills as we empower participants to fend for themselves beyond their involvement in this programme.

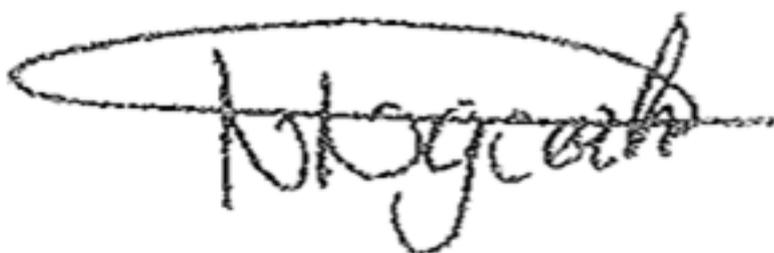
The purpose of this Sector Plan therefore, is to define the sector and the programmes thereof.

The plan presents an opportunity to continuously expand scope within the framework of the objectives of the sector. It further provides a road-map for the sector for the next five years. The areas of commonalities are outlined, sharing experiences and lessons in the work being undertaken. It should also be noted that as part of this Sector Plan, the sector programmes have been revised with a view to ensure that all interventions implemented by the participating public bodies find a home within the broader sector programmes.

The revised sector programmes are Sustainable Land Based Livelihoods, Waste Management, Tourism and Creative Industries, Parks and Beautification, Coastal Management as well as Sustainable Energy. Let me also note that all the 'working for' programmes as we know them have not changed, they have been consolidated with the new programmes.

Working together we can ensure sustainable utilization of the natural resources and effective environmental management.

Thank you.

A handwritten signature in black ink, appearing to read 'Nosipho Ngcaba', enclosed within a large, hand-drawn oval shape.

**Ms Nosipho Ngcaba**  
**Director-General**  
**Department of Environmental Affairs**

## CHAPTER 1



INTRODUCTION:  
ENVIRONMENT AND CULTURE SECTOR PLAN

## 1.1 INTRODUCTION TO THE ENVIRONMENT AND CULTURE SECTOR PLAN

The Environment and Culture Sector Plan 2009–2014 is a five-year plan developed for public bodies participating in the Environment and Culture sector of Expanded Public Works Programme.

The Sector Plan articulates the shared vision of the Environment and Culture Sector and builds on the previous Phase 1 Sector Plan covering the period 2004 to 2009. It consolidates the strategies and actions of the previous five-year plan, defines the priority areas for the next five years, and gives a framework to guide Phase 2 government investments and performance targets for creating jobs within the sector programmes. It outlines the envisaged goals without eliminating new and additional contributors and programmes, and encourages the pursuit of new opportunities.

The Sector Plan also provides the opportunity for the Environment and Culture Sector to speak with a common voice to other sectors, and to broader stakeholders about the significant contribution it makes to the lives of South Africans.

## 1.2 HISTORICAL BACKGROUND TO EXPANDED PUBLIC WORKS PROGRAMME

As the most significant threats to South Africa's new democracy, unemployment and resulting poverty have necessitated certain measures to be taken in order to remedy the situation. According to Labour Force Survey, March 2003 released by the Statistics SA approximately 40% of working-age people were unemployed when the need was identified as urgent, with young people mostly affected.

One such remedial measure is the Government conceptualized Expanded Public Works Programme that was announced by the President during the February 2003 State of the Nation Address. The programme was then agreed to at the Growth and Development Summit held in June of the same year. It was ultimately adopted by the South African cabinet in November 2003 and launched in 2004, with the aim of creating one million work opportunities over the next five years.

This situation of unemployment and resultant poverty, largely a legacy of apartheid policies, was further complicated by social and economic changes driven by rapid globalization and the inadequate skill base emanating from a poor education system. The expanding labour force, large job losses in mining and agriculture during the 1980s and slow job creation in other sectors also added to this challenge.

The extent of unemployment remains high, estimated to range from 22% to 36% depending on the method of estimation and the source of data. It is so significant that the government had to devise national strategies to address unemployment.

Expanded Public Works Programme is one of the short to medium term strategies devised by government to address unemployment. The primary long term strategies for unemployment reduction are to grow the economy and to improve the skills development system so that the workforce is able to obtain the skilled jobs which are being generated by the economy. The Expanded Public Works Programme is a nationwide programme that involves all three spheres of government and state owned enterprises. The Expanded Public Works Programme aims to absorb significant numbers of unemployed people into work coupled with training to enhance their capacity to enter the formal economy.

**Expanded Public Works Programme is one of the short to medium term strategies devised by government to address unemployment.**

The Phase 1 Expanded Public Works Programme focused in four sectors namely,



- Infrastructure Sector which aims at increasing the labour intensity of government funded infrastructure projects;
- Environment and Culture Sector which aims at creating work opportunities in public environmental and cultural heritage programmes;
- Social Sector which aims at creating work opportunities in public social programmes particularly Home Based Care and Early Childhood Development; and the
- Economic Sector which utilizes general government expenditure on goods and services to provide work component of small enterprise learnerships and incubation programme.

### 1.2.1 GOALS OF THE EXPANDED PUBLIC WORKS PROGRAMME

The objective of the Expanded Public Works Programme is to utilize public sector budgets to reduce and alleviate unemployment. This objective is to be achieved by creating productive employment opportunities and by enhancing the ability of workers to earn an income after they leave the programme, either in the labour market or through entrepreneurial or cooperative income-generating activities. Work opportunities are created, through intensive methods, in the following four ways:

- a) Government-funded infrastructure projects;
- b) Creating work opportunities in public environmental and culture programmes (e.g. Land Care);
- c) Creating work opportunities in public social programmes (e.g. community care workers); and
- d) Utilising general government expenditure on goods and services to provide the work experience component of small enterprise learnerships or incubation programmes.

The ability of workers to earn an income after they leave the programme is expected to be enhanced by providing participants with a combination of work experience and skills development programmes.

The above goals find expression in the four sectors, which serve as vehicles for delivery of the programme.

The Environment & Culture Sector pursues above interventions through the implementation of Environment and Culture Sector programmes. The first phase of the Environment and Culture Sector was rolled out in the period 2004 – 2009.

Table 1: Expanded Public Works Programme Objectives

Objective	Detailed Sub-Objective
Skills Development	Skills training and work experience increase capacity of participants to earn an income after exiting Job creation
	Alleviate unemployment through short term work opportunities (Temporary Jobs)
	Increase capacity of those exiting Expanded Public Works Programme to take up existing work opportunities
	Increase aggregate demand for labour through labour intensification and increased government expenditure
	Small, Micro and Medium Enterprises Development (Change structure of labour market)
Service Provision	Improve Service Delivery

Expanded Public Works Programme Phase 1<sup>1</sup> reached its goal of creating one million work opportunities, but this effort is criticized for reaching only 11% of unemployed people in the 2007/08 financial year. While there has been a general decline in the rate of unemployment during the first years of the Expanded Public Works Programme's existence, studies indicate that the scale of the programme needs to be expanded significantly in order to make its contribution to the government's goal of halving unemployment by 2014.

<sup>1</sup> Expanded Public Works Programme Five-Year Report, 2004/05 – 2008/09 published by the Department of Public Works

## CHAPTER 2



### OVERVIEW: ENVIRONMENT AND CULTURE SECTOR



## 2.1 OVERVIEW OF THE ENVIRONMENT AND CULTURE SECTOR

The definition of Environment and Culture Sector finds its premise from the Expanded Public Works Programme definition. The Expanded Public Works Programme is a nation-wide programme, which will draw significant numbers of the unemployed people into productive work, so that workers gain skills while they work, and increase their capacity to earn an income once they exit the programme.

The Environment and Culture Sector builds South Africa's natural and cultural heritage, and in doing so, dynamically uses heritage to create both medium- and long-term work and social benefits while, at the same time, responding to climate change challenges.

The key aim of the sector is to deliver programmes that create work opportunities and link people in the marginalized 'second economy' with opportunities and resources to enable their participation in the developed 'first economy'; and to do so by generating useful outputs and positive outcomes in the areas of environment, heritage (including tourism development) and biodiversity.

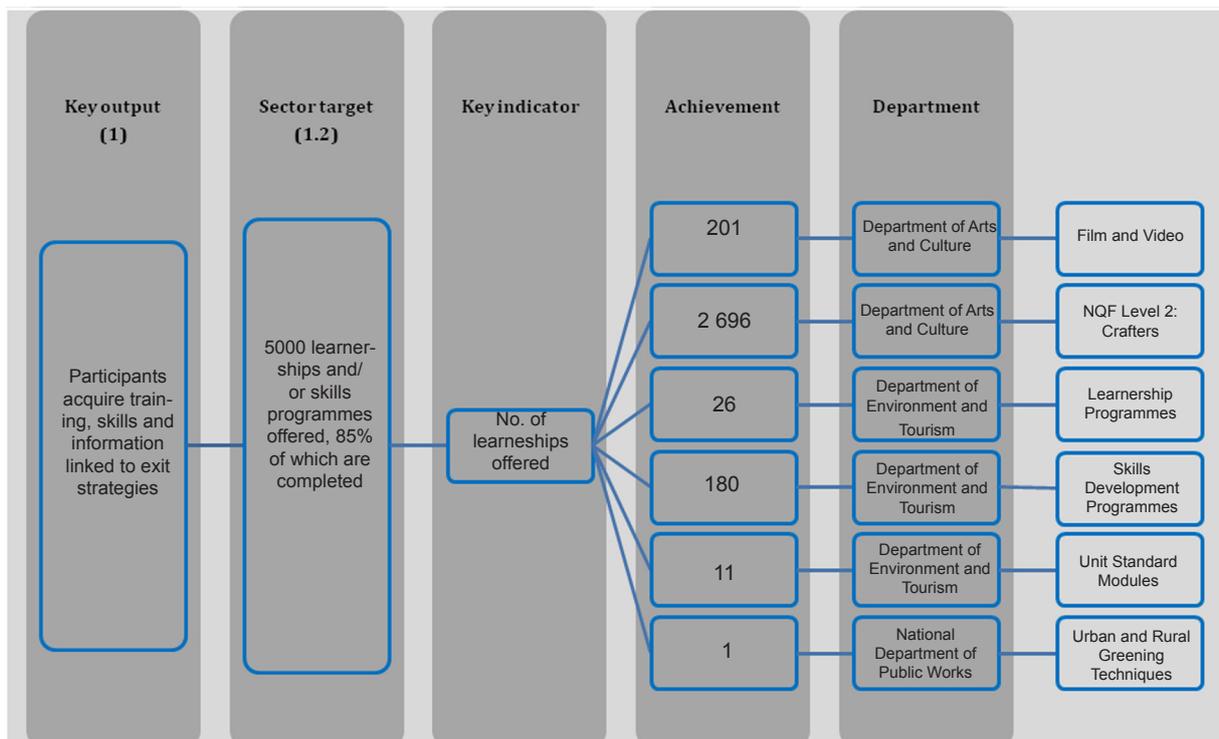
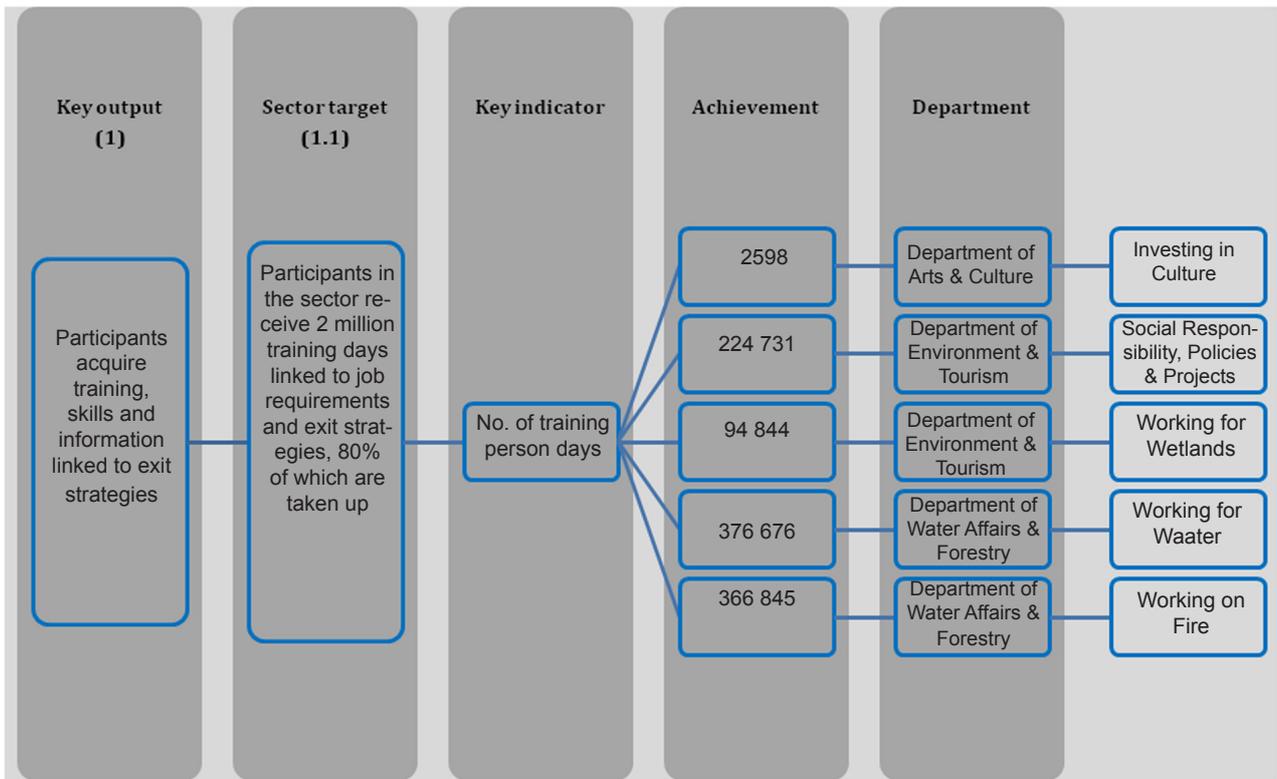
## 2.2 ENVIRONMENT AND CULTURE SECTOR PHASE 1 TARGETS AND ACHIEVEMENTS

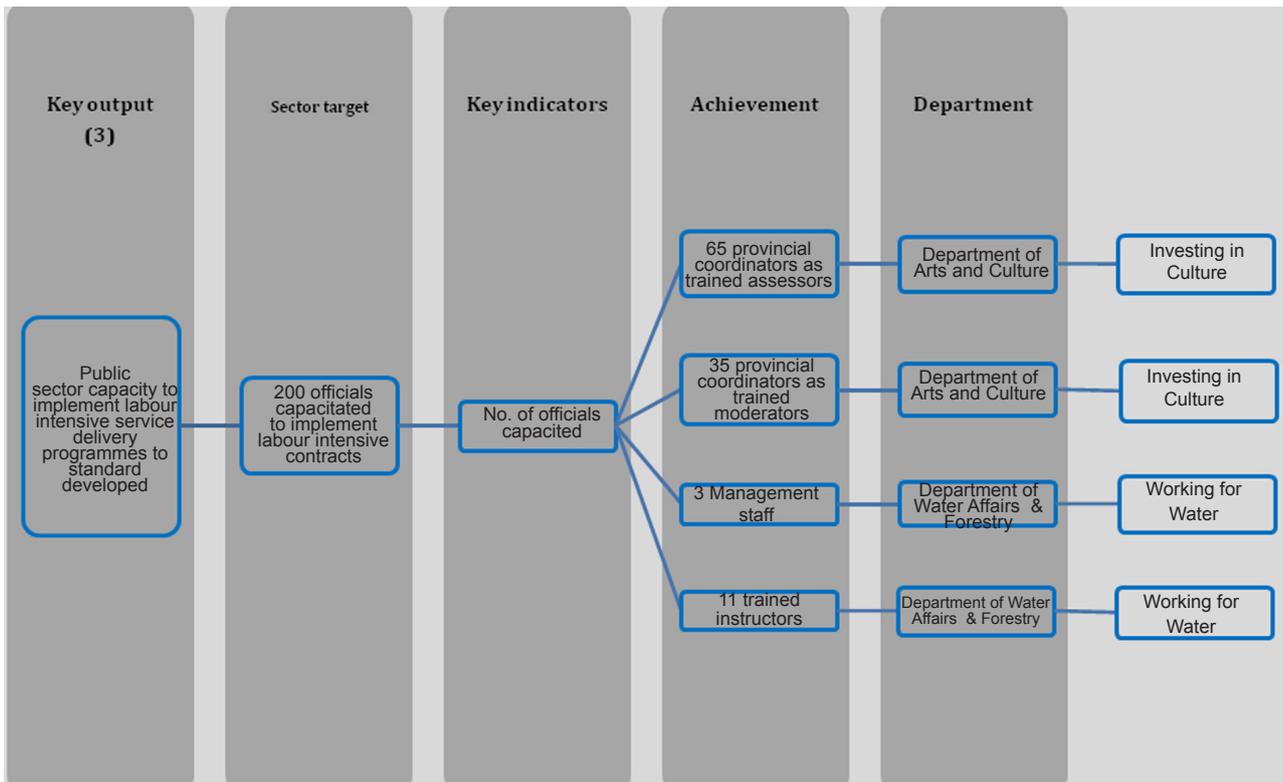
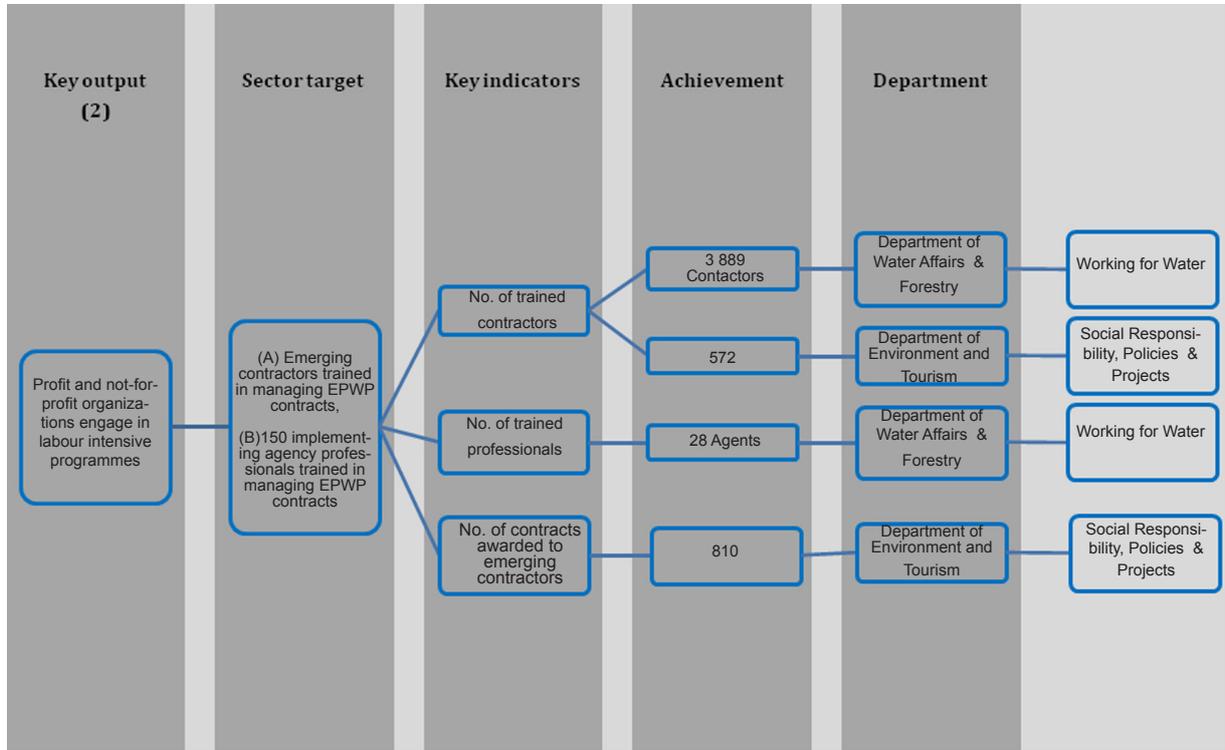
In Phase 1, the sector was allocated targets for 200,000 work opportunities over a five-year period. The sector collectively exceeded this target as demonstrated in Table 2 below. Further achievements of Phase 1 targets against key sector outputs are also captured in Figure 1. However review of the Expanded Public Works Programme has indicated some areas of concern, and made recommendations for increasing both the scale and the impact of the programmes in future.

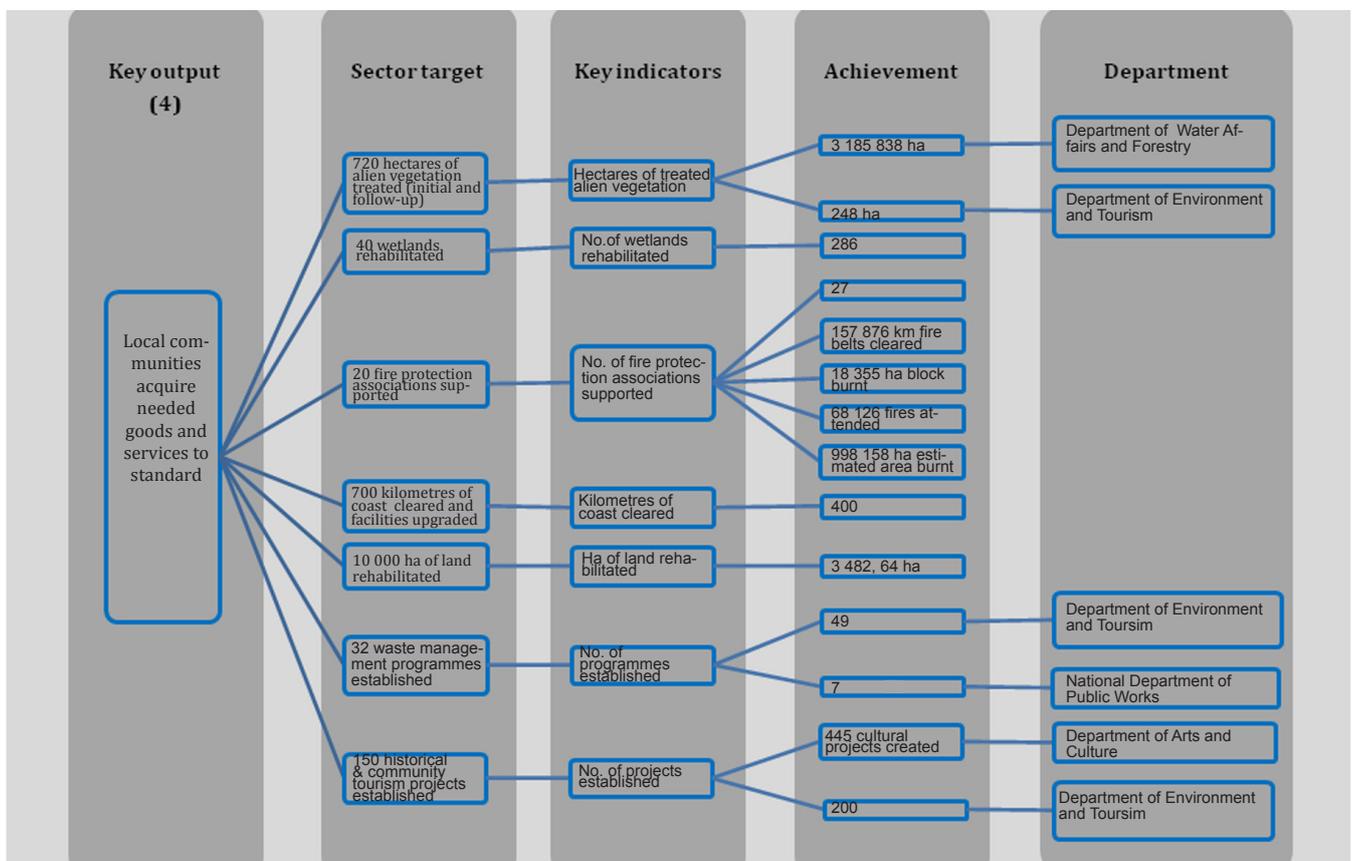
**Table 2: Sector Achievements - Phase 1 Work Opportunities per Programme**

Programme	National	Provincial	Municipal	Total
Land Care	69,333	83,803	8,982	162,118
Comprehensive Agriculture Support Programme	10,554	4,666	0	15,220
Working for the Coast	8,084	5	19	8108
Working for Tourism	33,243	150	0	33,393
Working for Water	182,900	2,786	0	185,686
Working for Wetlands	10,470	33	156	10,659
Working for Fire	15,637	77	0	15,714
Working on Waste	3,050	1,698	9,682	14,430
Other	4,995	13,080	4,382	22,457
<b>Total</b>	<b>338,266</b>	<b>106,298</b>	<b>23,221</b>	<b>467,785</b>

**Figure 1: Phase 1 Target Achievements against Key Sector Outputs**







### 2.3 ENVIRONMENT AND CULTURE SECTOR – PHASE 2

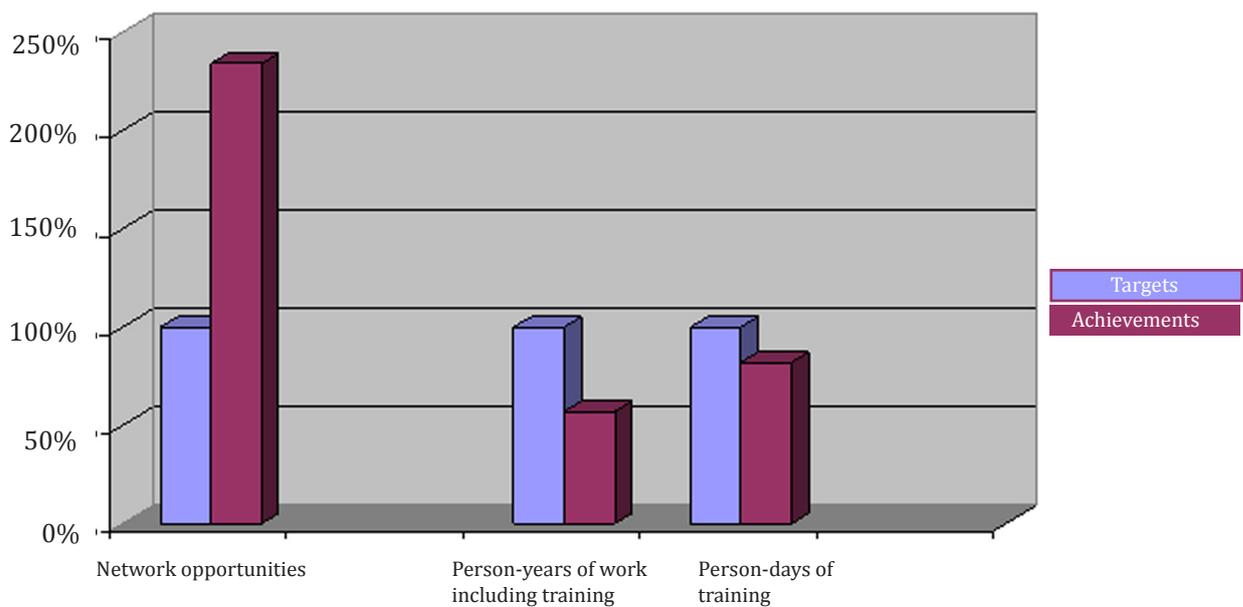
The target for Phase 1 Environment and Culture Sector work opportunities was reached ahead of time and exceeded, by the fifth-year. A summary of this achievement is captured in Table 3 and, highlights 234% above target attainment of total net work opportunities created.

**Table 3: Phase 1 Environment and Culture Sector targets and achievements**

Indicators	Targets	Achieved	% Achieved
Net work opportunities	200 000	467 720	234
Person-years of work including training	200 000	114 228	57
Person-days of training	2 005 000	1 650 647	82

Figure 2 below shows that even though the target for work opportunities was exceeded, the modest objectives of the time combined with slow uptake and lack of understanding of the programme led to short term work opportunities that did not sufficiently impact on poverty and employment as well as skills acquisition. These very short-term opportunities limited the income transfer to each beneficiary

**Figure 2: Performance of E & C Sector against key indicator targets**



The overall Environment and Culture Sector’s performance has been above average notwithstanding concerns around the widely varying performance between the various contributing public bodies.

The sector has been recognized in the final Mid Term Review of Expanded Public Works Programme as having clear targets and programmes building upon its historic experience in the implementation of projects.

## 2.4 PHASE 2 TARGETS

Phase 2 of the Expanded Public Works Programme aims to create 2 million full time equivalent jobs and has targeted 4.9 million work opportunities for the poor and unemployed people so as to contribute to a 50% reduction of unemployment by 2014. To this end, the Environment and Culture Sector aims to contribute 325 652 full time equivalents and 1 156 000 work opportunities over the five-year period. The Environment and Culture Sector targets will be achieved through contribution by the public bodies at National, Provincial and Local Government as shown in Table 3 and 4 below.

**Table 4: Environment and Culture Sector Phase 2 Targets - Number of Work Opportunities**

<b>Environment and Culture Sector: Number of Work Opportunities</b>				
	<b>Total</b>	<b>Municipal</b>	<b>Provincial</b>	<b>National</b>
2009-2010	150,000	3,043	48,657	98,300
2010-2011	156,000	3,165	50,603	102,232
2011-2012	200,000	4,058	64,876	131,067
2012-2013	275,000	5,579	89,204	180,217
2013-2014	375,000	7,608	121,642	245,750
	1,156,000	23,453	374,981	757,566

**Table 5: Environment and Culture Sector Phase 2 Targets - Number of Full Time Equivalents**

<b>Environment and Culture Sector: Number of Full Time Equivalents</b>				
	<b>Total</b>	<b>Municipal</b>	<b>Provincial</b>	<b>National</b>
2009-2010	32,609	1,103	9,494	22,012
2010-2011	41,739	1,412	12,152	28,175
2011-2012	59,130	2,001	17,215	39,914
2012-2013	81,304	2,751	23,671	54,882
2013-2014	110,870	3,751	32,279	74,839
	325,652	11,019	94,812	219,822

In addition to the lessons learned from Phase 1, it can be expected that new policies such as the New Growth Path and the Green Paper on climate change will have an impact on Phase 2 of the Environment and Culture Sector. It is also anticipated that the Sector will, during Phase 2, contribute substantially to National Government Priorities Outcome 4 and 10, adopted at Cabinet Lekgotla, January 2010.

Outcome 4 and 10 respectively bear reference to decent employment through inclusive economic growth, and creation of a better South Africa and contribution to a better and safer Africa and the world.

The New Growth Path prioritizes employment creation and aims to have growth in the green economy as well as to increase effort in rural development. Rural development is to a large extent still expected to be driven by agriculture. The envisaged investment in skills development in a coordinated way will yield an increased number of qualified artisans, enhancing the contribution of the sector to skills.

South Africa is committed to play its role in reducing the impact of climate change. In this effort, it will support the private sector in agricultural industry's proactive efforts to exploit new agricultural potential and opportunities (new areas, new crops, etc.) and reduce the impacts on existing potential (crop switches, etc.).

## **2.5 DELINEATION OF ENVIRONMENT AND CULTURE SECTOR**

A programme is considered an Environment and Culture Sector initiative if it addresses environment, heritage (including tourism development) and biodiversity issues. However, the overlaps in implementation of such projects complicate this definition. To illustrate the point, a programme or project may, at an objective level, fit seamlessly within this definition whilst at implementation level, the support activities may straddle sectors. For example, a Land Care project such as erecting of camps to manage overgrazing qualifies at an objective level as an Environment and Culture Sector programme, but the activities of erecting a fence may be considered infrastructural.

It is thus clear that overlaps are a natural and inherent phenomenon between sectors in the Expanded Public Works Programme. Thus, an attempt to draw clear boundaries will serve no absolute value as this may be artificial.

In the context of the above therefore, supplementary criteria are necessary to set parameters and boundaries for programmes belonging to any sector. Such instruments as reporting (i.e. where a programme or project reports its activities and progress made) and flow of funds (where the funds used in the activities, projects or programmes flow from) could be used as a basis for refining the classification of programmes. This applies equally to all sectors as it does for the Environment and Culture Sector.

In the light of the above, it is clear that reporting within a particular sector may not necessarily reflect accurately the totality of the contribution of the particular project to the broader Expanded Public Works Programme.

In some instances, the contribution of a particular sector may be artificially inflated owing to this dynamic or conversely, under reported.

It is also possible though, that the misclassification may be random, thereby canceling each other out, without having any significant impact on either sector. Fortunately, from a broader Expanded Public Works Programme perspective, this scenario does not matter as the aggregate reports reflect an accurate picture of the programme.

## **2.6 OBJECTIVES OF THE ENVIRONMENT AND CULTURE SECTOR**

The objectives of the programmes within this sector are to achieve the immediate social benefits of the overall Expanded Public Works Programme, while at the same time generating sustainable outputs in the fields of environment, tourism, heritage, biodiversity and land care.

The objectives of the sector can be summarized as:

- a) Creating jobs and providing training through these jobs to facilitate long-term employment. In particular the sector aims to create 1 156 000 work opportunities. It is expected that approximately 325 000 full time equivalents of work will be created during Phase 2.
- b) Linking the marginalized people with opportunities and resources to enable their participation in the developed "main stream economy".
- c) Integrating sustainable rural development and urban renewal
- d) Creating land-based livelihoods
- e) Promoting community-based natural resource management
- f) Developing the natural resources and cultural heritage
- g) Rehabilitation of natural resources and protection of biodiversity
- h) Promoting tourism

These objectives fit within the broader objectives of government such as poverty reduction, transformation, empowerment, urban and rural development, growth and job creation.

## CHAPTER 3



### INSTITUTIONAL FRAMEWORK

### 3.1 INSTITUTIONAL FRAMEWORK OF THE SECTOR

The Expanded Public Works Programme institutional arrangement matrix system of management was put in place to enhance good governance within sectors. At a higher level, is the Deputy-Director-General's Forum (National Coordinating Committee) which is convened by Department of Public Works and consists of other sectoral coordinating departments; the Presidency; National Treasury; Department of Labour; Department of Cooperative Governance and Department of Public Enterprises. The National Coordinating Committee receives progress reports and addresses any bottlenecks in implementation and policy review needs. The following diagram depicts key governance structure of the Environment and Culture Sector.

**Figure 3: Environment and Culture Sector Governance Structure**

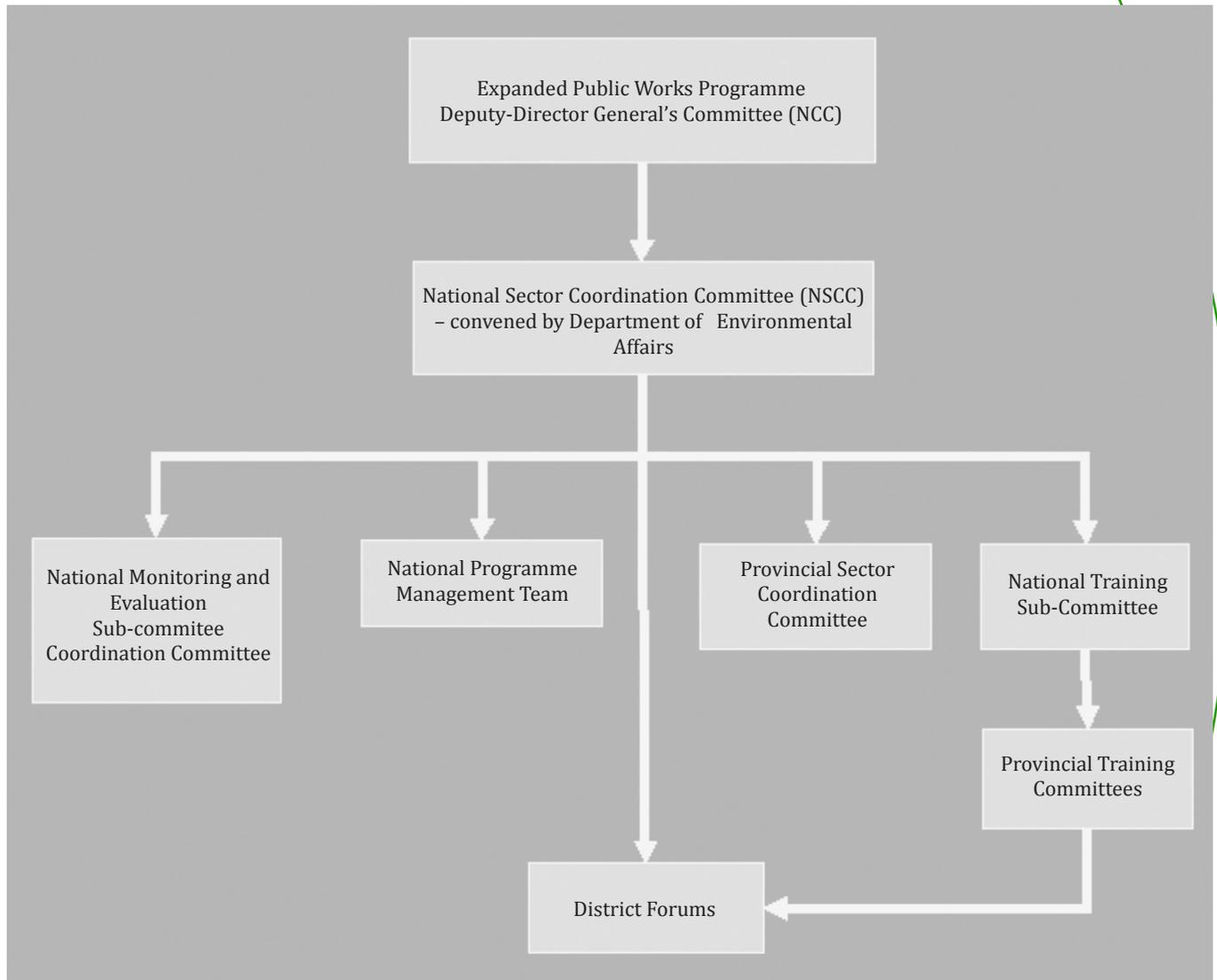


Figure 4 below illustrates coordination and implementation structures of the contributing public bodies within the Sector lead by the National Department of Environmental Affairs.



**Figure 4: Environment and Culture Sector Coordination and Implementing Structure**

The Department of Public Works is responsible for the overall support of the coordination of the Expanded Public Works Programme and also coordinates the Environment and Culture Sector. The Environment and Culture Sector is led by Department of Environmental Affairs.

The lead sector, as per the Cabinet Memo of 2003, Department of Environmental Affairs is responsible for:

- a) Establishing a sector co-coordinating committee;
- b) Determining a sector strategic framework and produce a sector plan;
- c) Setting targets and performance standards;
- d) Reviewing sector Expanded Public Works Programme targets (new areas);
- e) Putting in place a funding strategy (Medium Term Economic Framework, Donor, etc.);
- f) Putting in place a sector training and capacity building framework, includes:
  - i. Identification of training needs for the sector;
  - ii. Identification of exit strategies within the sector;
  - iii. Defining linkages between training and exit strategies;
  - iv. Establishment of necessary National Qualification Framework qualification and unit standards; and
  - v. Facilitate new agreements and Memorandums of Understanding (Department of Labour)
- g) Ensuring that there is an effective monitoring and evaluation system for the sector;
- h) Submitting regular sector reports to the overall coordinating departments (Department of Public Works)

### **3.2 ROLE OF SECTOR PUBLIC BODIES (NATIONAL, PROVINCIAL AND MUNICIPAL DEPARTMENTS)**

The role of individual departments such the Department of Water Affairs, Department of Environmental Affairs, Agriculture, Forestry and Fisheries, Department of Arts and Culture and Department of Tourism is to ensure the achievement of the sector objectives and priorities for the Expanded Public Works Programme as well as to:

- a) Contribute to the sector strategic priorities and plans;
- b) Put in place business plans;
- c) Facilitate implementation;
- d) Submit monthly reports;
- e) Determine areas of improvements, and amendments to the sector plan

Department of Public Works has an established Expanded Public Works Programme unit. The Environment and Culture Sector is supported by the Department of Public Works, Environment and Culture Directorate and serves as the link between the sector and the broad Expanded Public Works Programme.

To address the identified gap of authority between Public Works, the Provinces and Municipalities, all Provincial Premiers have signed a protocol agreement with the Minister of Public Works.

This system of management helps in the coordination and information sharing across line functions of the sector. These include the District forums at municipal districts, and Provincial Sector Coordinating Committees as well as the National Sector Coordinating committee, the Project Management Team and Monitoring and Evaluation Forum.

The public implementing bodies in all spheres of government carry out projects that yield the services contained in their departmental mandate in a labour intensive manner that results in both the service and job creation being achieved. They have the responsibility to report their progress on the set targets through an Expanded Public Works Programme reporting system maintained by the Department of Public Works monitoring unit.

The Provincial Sector Coordinating Committee (PSCC) co-ordinates the set targets.

The National Sector Coordinating Committee (NSCC) meets quarterly to share information, address any bottlenecks in the execution and reporting of their Environment and Culture projects with respect to the set targets, including sector-specific policies.

The Provincial and National Training Sub-committees (PTC and NTC) compile the training needs of the sector and prioritize them at the Provincial and National levels respectively.

The National Monitoring and Evaluation Sub-committee is constituted by members of all national Environment and Culture Sector departments, provincial lead sector departments, and other spheres of government (by invitation) to provide a platform where all issues relating to reporting of sector projects are discussed with a view to improve the basis for decision-making.

The Project Management Team is a committee chaired by Department of Public Works and is responsible for the design, implementation and management of the national sector incentives.

## CHAPTER 4



### IMPLEMENTATION FRAMEWORK

#### 4.1 FOCUS AREAS OF THE ENVIRONMENT AND CULTURE SECTOR

The specific focus areas for the sector are:

- a) Creating sustainable land-based livelihoods and promoting community-based natural resource management
- b) Developing and rehabilitating our natural resources and protecting biodiversity
- c) Promoting, and developing, tourism and creative industries
- d) Promoting waste management
- e) Cleaning, clearing and the beautification of public open spaces
- f) Promoting energy efficiency; and
- g) Responding to climate change

In practice, Phase 2 will focus on increased number of full time equivalents, leveraging incentive fully, expansion of existing programmes and identification of new areas for expansion. Areas which have been identified as challenges in particular areas such as reporting, and understanding of the programme by new entrants will be addressed. Table 4 below lists the programmes already identified for inclusion in the Environment and Culture Sector.

**Table 6: Programmes included in the Environment and Culture Sector**

Programme	Sub-programmes
Sustainable land based livelihoods	Comprehensive Agricultural support Programme
	Land Care
	Working for Water
	Working for Wetlands
	Working on Fire
	Greening and Gardening Services
	Cemetery Maintenance
	Fresh Water Farming
Coastal Management	Mining Rehabilitation
	Working for the Coast
Tourism and creative industries	Working for Fisheries
	Working for Tourism
Waste management	Creative Industries
	Urban Renewal and Cleaning of Public Open Spaces
Parks and beautification	Food for Waste
	People and Parks
Sustainable energy	Community Parks
	Working for Energy

#### 4.2 KEY DESIGN ELEMENTS OF THE ENVIRONMENT AND CULTURE SECTOR PROGRAMME

The characteristics listed below reflect the nature of the Expanded Public Works Programme Environment and Culture Sector programmes.

##### 4.2.1 Implementation arrangements

While all programmes are managed by government, they are implemented using a variety of implementation arrangements. Some programmes are implemented by the national or provincial departments themselves. Others are implemented through partnership arrangements with other spheres of government. And yet others are implemented through implementing agents, as either procured service providers, public entities or community based organizations.

##### 4.2.2 Training component

The sector programmes include a training component:

- a) For skills development;
- b) To enhance exit potential; and
- c) To promote sustainable practices

### **4.3 CRITERIA FOR PROJECT SELECTION**

The following is the minimum agreed criteria for project selection:

- a) The project must aim to deliver positive outcomes in one of the agreed focus areas in section 3 above;
- b) The project must create work for the Expanded Public Works Programme target group; defined as: local, unemployed, low or unskilled labour;
- c) Projects must pay a minimum wage of R60 per person day of work, adjusted annually in line with inflation;
- d) For national Environment and Culture programmes, projects must dedicate a minimum of 30% of the project's budget to community wages;
- e) For provincial and local Environment and Culture programmes, projects must create a minimum of 6.6 full time equivalents per Rand million of the project budget.

### **4.4 TARGETED APPROACH**

The following principles guide the sector's targeting approach. In selection, funding and expansion focus, preference should be given to projects that meet the following criteria:

#### **4.4.1 Labour intensity<sup>2</sup>**

- a) Will provide work to a large number of beneficiaries;
- b) Have lower costs per full time equivalents (or per person day of work)

#### **4.4.2 Geographic targeting**

Geographic targeting is driven by environmental and developmental considerations; but should also take into account the following:

- a) Target rural areas;
- b) Target poverty nodes (poverty/ unemployment spread);
- c) Will employ local labour

#### **4.4.3 Beneficiary profiles**

- a) 55% of beneficiaries should be women;
- b) 40% of beneficiaries should be youth;
- c) 2% of beneficiaries should be people with disabilities

#### **4.4.4 Partnerships**

- a) Have established, or will develop partnerships as part of the project implementation plan to co-fund project costs

### **4.5 PROGRAMME MANAGEMENT ARRANGEMENTS**

#### **4.5.1 The implementing agent fee**

The average implementing agent fee is 10% of the project cost for implementing agents (public entities, community organizations, etc.) acting on behalf of departments to implement Expanded Public Works Programme projects.

#### **4.5.2 Criteria to be met by implementing agents**

Where implementing agents are utilized to implement projects, all implementing agents must meet the following specific criteria:

- a) Implementing Agents must be registered companies or a government entity;
- b) The financial arrangements of the Implementing Agents must comply with the Public Finance Management Act;
- c) The Implementing Agents must either have a track record relevant to the project to be implemented or the service required. Alternatively, new Implementing Agents must demonstrate the institutional capacity and technical skills to be able to implement the project or to provide the service required;
- d) The Implementing Agents must have appropriate management and reporting systems to be able to meet Expanded Public Works Programme reporting requirements

## 4.6 NORMS AND STANDARDS

### 4.6.1 Work opportunity and full time equivalent defined

Key underlying principles of the Expanded Public Works Programme are focus on highly labour intensive work activities involving unskilled labour, while ensuring that existing workers and Small, Micro, and Medium Enterprises are not displaced from their working environments.

There may also be limited skilled work opportunities in the management and supervision of these labour-intensive work activities.

Work opportunities created within the Expanded Public Works Programme are designed to be 'stop-gap' interventions for temporary duration of employment.

The following are working definitions and calculations for purposes of Expanded Public Works Programme implementation:

**Person-days of Employment Created:** The number of people who worked on a project x the number of days each person worked.

**Work Opportunities:** 1 work opportunity = paid work created for an individual on an Expanded Public Works Programme project for any period of time. Learnerships also constitute work opportunities. The same individual can be employed on different projects and each period of employment will be counted as a work opportunity.

**Project Wage:** Minimum Daily Wage Rate = daily wage (whether task-rated or time-rated) per individual project. The minimum daily wage rate is set in line with the Ministerial Determination and it is currently R60 and provides for annual escalations.

**Person-Days of Training:** 1 training day = at least 7 hours of formal training.

**The Number of Training Person-Days** = the number of people who attended training x the number of days of training. [A distinction must be made between accredited and non-accredited training person-days.]

**Project Budget:** The project budget = the total cost attached to the planning and implementation of a project, including, but not limited to professional fees.

**Actual Expenditure:** **Actual expenditure** = the expenditure on the project by the contractor + the expenditure by the professional service provider appointed to design and supervise the project excluding government management & administration expenditure.

### 4.6.2 Employment conditions

Employment conditions were outlined in the Cabinet Memorandum of 23 October 2003. *The Ministerial Determination 4: Expanded Public Works Programmes*<sup>1</sup> and the *Code of Good Practice*<sup>2</sup> are the current guides for the Expanded Public Works Programme employment conditions and apply across all sectors of the programme. The purpose of this Ministerial Determination and the Code of Good Practice is to promote a common set of good practice and minimum standards in employment practices among the different Expanded Public Works Programme programmes within South Africa.

This legislative framework addresses, among others, the following:

- a) Terms and hours of work;
- b) Payment and deductions;
- c) Sick, maternity and family responsibility leave;
- d) Health and safety, including compensation for injuries and diseases;
- e) Termination

<sup>1</sup> Ministerial Determination 4: Expanded Public Works Programme, GOVERNMENT GAZETTE 33665, 22 OCTOBER 2010

<sup>2</sup> Code of Good Practice, GOVERNMENT GAZETTE 34032, 18 FEBRUARY 2011

#### 4.6.3 Growing the sector

There is clear evidence that there is a room to grow the sector scope. Programmes such as the Land Care have identified the need for expansion of current activities, for example, increasing the scope of rehabilitating highly degraded areas; and clearing bush encroachments.

New programmes like Greening and Gardening Services, Food for Waste, etc. have potential as an expansion area within municipalities. Another area of expansion is the participation by all spheres of government particularly at municipal level where full contribution is yet to be realized.

Departments such as Mineral Resources, Energy, Rural Development and Land Reform and others that were not part of the sector in Phase 1 are beginning to identify service delivery in their areas that yields work opportunities that can be reported within the sector.

Up-scaling of Environment and Culture Sector outputs in Phase 2 will involve identification and development of new opportunities as well as expansion of existing programmes.

#### 4.7 EXIT STRATEGY

Expanded Public Works Programme, being a short to medium term intervention, is purposed to serve as an enabling conduit for those employed within the programme to access regular jobs or develop business enterprises beyond the life of the programme.

Thus the role of Expanded Public Works Programme presupposes that a participant will be employed on a temporary basis and thereafter exit the programme after obtaining training and work experience.

It is thus critical that exit strategies are adopted so as to ensure that gains made in alleviating unemployment through the programme are not lost. Examples of exit strategies are:

- a) Further education and training;
- b) Employment with a new employer;
- c) Ongoing employment with the same employer at normal conditions of employment; and
- d) Enterprise development

##### 4.7.1 Training

While training is crucial to the achievements of Expanded Public Works Programme deliverables, it is also central to unlocking opportunities when workers exit the programme. As a bridge between unemployment and employment, Expanded Public Works Programme should therefore effectively equip workers with skills and credit-bearing qualifications.

Several learnerships have been accredited and training expansion areas were identified within the Environment and Culture Sector which led to introduction of programmes such as the Greening and tourism hospitality.

In addition, training interventions aligned to the National Skills Development Strategy and Economic Growth Path have been suggested namely, literacy and numeracy skills, life skills, vocational training and business skills training, including assessment of prior learning of workers.

The Department of Public Works plays a critical training support and management oversight roles through the Beneficiary Training Unit of the Expanded Public Works Programme

##### 4.7.2 Enterprise development

The tourism development driven by the Department of Tourism and the arts and craft projects under Investing in Culture are good examples within the Environment and Culture Sector of how enterprises can be developed beyond the life of Expanded Public Works Programme.

In both programmes, participants initiated sustainable ventures with capacity to generate even more income. The arts and culture participants learn to make beads and other crafts for sale at flea markets and at exhibitions.

The Department of Agriculture, Forestry and Fisheries rolled out training to participants within Land Care to make fencing used in Veld Care programmes.

Similar initiative would be introduced to enable trained participants to begin selling to their communities and/or to other communities involved in Veld Care projects. The Environment and Culture Sector also has extensive potential to be explored in the development of cooperatives in areas such as:

- a) Alien Plant Clearing Cooperatives: Research on spatial extent on alien plant invasion has shown that more than 10 million hectares of land is already infested by more than 180 species. This is not only an expansion area but an opportunity to skill beneficiaries on identification & eradication methods (mechanical, chemical and bio-control). This will also promote the participation of Historically Disadvantaged Individuals as Environmental Service Providers in the long run.
- b) Nursery Management and Greening Cooperatives: This will complement the above and promote the concept of eco-towns and eco-schools.
- c) Coastal Management Cooperatives: Empowerment on coastal clean-ups and rehabilitation.
- d) Waste Management Cooperatives: Promote Recycling Initiatives
- e) Protected Areas Cooperatives: Conservation, Tourism & Hospitality.
- f) Cooperatives focused in Arts and Crafts.

Incubators on environmental projects promoted at the local sphere through Integrated Development Plans and Local Economic Development support are also a vital pathway to sustainable enterprise development.

#### 4.8 COMMUNICATION AND DEEPENING ENVIRONMENT AND CULTURE SECTOR UNDERSTANDING

The National Sector Coordinating Committee is the highest decision-making forum of the Environment and Culture Sector. The National Sector Coordinating Committee meetings, which are held on quarterly basis, provide a platform for the sector to discuss issues relating to the sector. Members of the National Sector Coordinating Committee are:

- a) National sector departments implementing Environment and Culture Sector Programmes (Department of Water Affairs, Department of Environmental Affairs, Department of Tourism, Department of Agriculture, Forestry and Fisheries, Department of Mineral Resources, Department of Energy, Department of Arts and Culture and any other Department that has related mandate);
- b) Provincial Lead Sector Departments tasked with the coordination of Environment and Culture activities at provincial levels;
- c) Metros implementing Environment and Culture Sector Programmes at municipal levels;
- d) Any potential department that have potential Environment and Culture Sector Programmes that can be reported to the sector

The Department of Public Works also interacts with stakeholders through Provincial Sector Forums, Training Providers' Forums and Portfolio Committee Outreach Programmes. Other forms of interaction are IMBIZOs, Environmental Calendar Events, Conferences, KAMOSO Awards (for Expanded Public Works Programme Performance), newsletters, magazines, and the Expanded Public Works Programme website.

Also notable is that contributing Environment and Culture Sector programmes communicate to the stakeholders differently. For example Table 5 below illustrates a range of different communication approaches adopted by different programmes.

**Table 7: Other Communication Approaches Adopted by Different Environment and Culture Sector Programmes**

Programme	Communication modes
Working for Water	Reports
	Meetings
	Publications
Investing in Culture	Print media – Newspapers, brochures at municipal offices
	Radio announcements
	Telephone
	Email exchanges
	Physical visits
Land Care	Meetings
	Telephones
	Email messages
	National Skills Fund Management Committee meetings

## CHAPTER 5



### THE INCENTIVE SCHEME

## 5.1 INTRODUCTION TO THE INCENTIVE MANUAL

The intention of the Expanded Public Works Programme incentive scheme is to increase the creation of work opportunities by government bodies through the provision of a financial performance reward.

The incentive is structured to reward government bodies that create Expanded Public Works Programme work by reimbursing them, a portion of their wage costs. The more employment created, the higher the incentive that will be paid out. It is assumed that the incentive grant will lead to a greater adoption of labour-intensive methods and approaches by public bodies implementing the Expanded Public Works Programme. The incentive is designed to provide additional funds to those public bodies creating more employment using their available budget allocation.

In Phase 1, one of the main reasons for not adopting labour intensive methods on a larger scale (as reported by public bodies in the first phase) was the risk of increased costs. The incentive has been designed to address this by partially funding wage costs and freeing up funds to accommodate any additional costs that public bodies would have incurred in increasing the labour intensity of their projects. Where there are no additional costs, the incentive will increase the overall budget, allowing for increasing the scope of work of the public body.

## 5.2 ELIGIBILITY

### 5.2.1 Focus on rural development

There is a deliberate focus on rural areas. For the 2009/10 financial year, the performance threshold for all non-urban municipalities has been set at zero, which means that eligible rural municipalities will be able to claim the incentive grant for all Expanded Public Works Programme employment created in 2009/10 from the first full time equivalent job created.

### 5.2.2 Characteristics of Expanded Public Works Programme projects qualifying for incentives

The incentive is limited to Expanded Public Works Programme projects that are characterized as follows:

- a) Government projects that employ large numbers of local, low skilled, unemployed persons who are willing to work, defined as the Expanded Public Works Programme target group;
- b) Projects that are highly labour intensive: a large percentage of the overall project costs are paid out in wages to the Expanded Public Works Programme target group; and
- c) Projects that provide a service to or develop an asset for the community.  
To distinguish work that is eligible for the incentive grant, in addition to the above characteristics such work:
  - d) Will comply with the Ministerial Determination and Code of Good Practice for Special Public Works;
  - e) Will not end up with reimbursement of government employees wages;
  - f) May not result in the displacement of existing workers or in the downgrading of existing workers' employment conditions;
  - g) Minimum wage rate is set at R60 and a maximum of R150 per day or per task;
  - h) Will have workers that are not paid below the rate that can be claimed back through the incentive

### 5.2.3 Additional components of the Expanded Public Works Programme incentive scheme

The Expanded Public Works Programme Incentive Scheme also considers the following components:

- a) The available funding provided to public bodies through conditional grants (such as Land Care and CASP); and the equitable shares aimed at the creation of work opportunities;
- b) The geographic spread of unemployment in provinces and municipalities;
- c) Past Expanded Public Works Programme performance;
- d) With a rural bias

Only public bodies that meet the following criteria are eligible to participate in the Expanded Public Works Programme incentive grant:

- a) In any one financial year, to be eligible to participate in the Expanded Public Works Programme incentive grant, public bodies must have reported to Department of Public Works on their contribution to job creation in a prior financial year. Because the budget process (of making proposals and budget requests) takes place between July and November, the reporting criterion is applied as follows:
  1. For eligibility in 2009/10, public bodies must have reported to Department of Public Works on 2007/08 Expanded Public Works Programme performance.
  2. To be eligible in 2010/11, public bodies must have reported on 2008/09 Expanded Public Works Programme performance through the Expanded Public Works Programme Management Information System managed by National Public Works for all Expanded Public Works Programme projects.

3. Similarly, to be eligible in 2011/12 to receive the incentive public bodies must have reported on 2009/10 Expanded Public Works Programme performance through the Expanded Public Works Programme Management Information System managed by National Public Works for all Expanded Public Works Programme projects.

4. For late eligibility, public bodies must have reported before end of the second quarter (which is the 22nd October) of the previous financial year for them to receive nominal amounts of the incentive.

b) In addition, public bodies must meet the minimum performance threshold. The minimum performance threshold is the number of Full Time Equivalents that must be created by the public body in delivering the Environment and Culture services and is based on their existing Environment and Culture programme at locations.

#### 5.2.4 Determining eligibility

After having met the reporting requirements, each public body must meet a minimum performance threshold. The minimum performance threshold is set by the Department of Public Works and will be reviewed annually.

#### 5.2.5 Minimum performance threshold

The 'final performance target' is determined by using past performance as the basis for the performance improvement levels to be achieved.

A standard agreement will be provided to the public body for signature:

- (a) The Head of each Provincial Department will receive a standard provincial incentive agreement, which must be signed and returned to Department of Public Works before the first quarter disbursement.
- (b) Every Municipal Manager will receive a standard municipal incentive agreement that must be signed and returned to National Public Works before the first quarter disbursement.
- (c) The agreement will specify the rules and conditions of the Expanded Public Works Programme Incentive Grant and requires that the incentive grant be managed in accordance with this manual

In order for the incentive to be paid out based on actual performance; there is standard information required from public bodies to be submitted and there are standard procedures for securing participation, registering Expanded Public Works Programme projects to be reported, reporting progress, verifying data and receiving the incentive

In terms of registration: Provinces and municipalities are required to load all their Expanded Public Works Programme projects onto Department of Public Works' Expanded Public Works Programme Management Information System and update project information at every monthly reporting cycle. It is the responsibility of the public body to ensure that their projects have been registered and the information provided is correct.

There is standard project information required when registering projects as part of the programme. This is gathered through various forms and loaded onto Department of Public Works' Expanded Public Works Programme Management Information System. Every project manager must ensure that the required data is collected, updated, filed and provided to the public body on a monthly basis.

Department of Public Works will provide assistance to public bodies in the 2009/10 financial year via technical support staff at provincial or municipal level that will collect the data from the public body and load the information onto the Expanded Public Works Programme Management Information System. Key data that must be collected every month mainly includes: beneficiary information, site information, payment information and performance information.

In terms of reporting and payment: To ensure that data is collected every month and that the incentive is paid out every quarter, the public body must report all required project information on the Expanded Public Works Programme Management Information System within 7 days of the close of every month. All information loaded on the Expanded Public Works Programme Management Information System must be "signed off" by the relevant public body (represented by the delegated official). There will be a process of validation with the public body thereafter. 14 days after the close of the month, the Expanded Public Works Programme Management Information System will produce a progress report for each province and municipality based on performance as reported into the Management Information System. Department of Public Works will verify that the reports meet the requirements, including audit and compliance requirements and once satisfied will process payments to the respective municipality or provincial treasuries within 30 days after the end of the quarter.

Calculation of the payment: The example below provides an overview of how the payment against the indicative incentive will be determined.

The Provincial Department of KwaZuluNatal has a set minimum performance threshold of 2596 full time equivalents, a performance target of 12323 full time equivalents (which would translate to an annual allocation of R111.861 million, but because only 3 installments would fall into the 2009/10 financial year, this must be discounted by the quarter 4 payment); thus an indicative incentive allocation of R83.9 million.



## CHAPTER 6



### MONITORING AND EVALUATION



## 6.1 MONITORING AND EVALUATION FRAMEWORK

The scope of the Expanded Public Works Programme's Monitoring and Evaluation Framework, first compiled in 2004 with the assistance of the Human Sciences Research Council and revised in 2005, was informed by international experience and the policy objectives of the Expanded Public Works Programme.

The purpose of evaluation of the Expanded Public Works Programme is to improve the basis for decision-making and assist with policy review of the Expanded Public Works Programme, as well as to assist project managers and participants as to their own performance; hence the need to place more emphasis on process evaluation.

The Environment and Culture Sector set itself objectives aligned to the overall Expanded Public Works Programme objectives. The Expanded Public Works Programme aligned Sector objectives are captured in Table 8 below, as outlined in the Expanded Public Works Programme Logical Framework Summary 2009-2014<sup>1</sup>.

**Table 8: Aligned Sector Objectives to be Monitored**

Objective	Measure
Over the five years of Phase 2, to create temporary work opportunities and income for at least 1 156 000 unemployed South Africans which translates to 326 652 Full Time Equivalents within the Environment and Culture Sector.	Number of beneficiaries benefitting from the sector programmes, total number of women, youth and disabled work opportunities; Full Time Equivalents Person days of work; Average income of Expanded Public Works Programme participants
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 Environment and Culture Sector;  Cost of each job created
To increase the potential for at least some of participants to earn future income by providing work experience, training and information related to local work opportunities, further education and training and Small, Micro and Medium Enterprise development.	% of participants at point of exit to secure Employment; Education or Training; and Small, Micro and Medium Enterprise

The Environment and Culture Sector focuses on two process indicators, i.e. training days provided and work days created, and assess programme success by comparing performance of these two indicators against targets.

## 6.2 PROPOSED MONITORING AND EVALUATION FRAMEWORK

An Expanded Public Works Programme Monitoring and Evaluation system is in place, which supports ongoing reporting and monitoring using existing departmental channels. It also provides for direct reporting captured on the website and downloaded for verification regularly to ensure credible integrity of data captured. A number of new evaluation tools to measure the impact of the programme are continuously devised and reviewed in line with the details contained in the logical framework.

The information needed to populate the identified indicators is captured monthly and aggregated every quarter by reporting bodies on a reporting template. The following Table 9 captures the various examples of existing monitoring measures.

**Table 9: Proposed Evaluation Framework**

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, 3 and 5, surveys to be conducted at the end of the project cycle
Longitudinal Surveys	Surveys of beneficiaries 6 months after exiting the Expanded Public Works Programme & 6 months thereafter	Whether employment or self-employment occurs after exiting the Expanded Public Works Programme; Longer-term impact of income transfers & training; Offsetting effects (displacement and substitution).	Years 1, 3 and 5, surveys to be conducted 6 months after beneficiaries exit the Expanded Public Works Programme & 6 months thereafter
Case Studies and Completion Reports	In-depth studies of selected projects by researchers, spread across sectors and provinces	Assessment of quality of assets and services. Evaluation of the quality of infrastructure and services against accepted benchmarks. All measurement areas excluding employment prospects of beneficiaries after exiting the Expanded Public Works Programme Implementation process. All forms of infrastructure and services	Years 1 to 5
Poverty Impact Analysis	Secondary data & data derived from surveys utilised	Impact of income, assets and services transferred to poor households on poverty & vulnerability	Years 3 & 5
Aggregate Impact Analysis	Utilise a computable general equilibrium model to measure broader impacts	Linkages between Expanded Public Works Programme and broader macroeconomic variables such as aggregate demand, net jobs created, income redistribution and inflation	Years 3 and 5

## CHAPTER 7



CRITICAL SUCCESS FACTORS

## 7.1 CRITICAL SUCCESS FACTORS

Phase 1 of the Environment and Culture sector programme has provided an opportunity for the sector to learn from experience and significant advancements were made. Reporting systems have improved, provinces are now participating and reporting and an increasing number of municipalities have Environment and Culture projects. New policies such as the New Growth Path and the Green Paper for Climate Change favour the sector's improvement in the generation of work opportunities.

Key contributors to success will include increasing participation of local government entities, newly participating departments and newly established government programmes emanating from the new policies. A concerted effort in communicating the programme to these public bodies that do not yet have the sector experience will have to be made. A good orientation programme for new contributors will be critical to success. The remaining challenges with respect to reporting, monitoring and evaluation system will have to be resolved.

The objectives of the sector plan are achievable, given previous performance of the sector as well as new policy developments that are favourable to the advancement of the sector.



## REFERENCES

1. Social surveys (2007) Component 1 of Expanded Public Works Programme Mid-Term Review – Social Field Research into perceptions of the Expanded Public Works Programme by government officials
2. Anna McCord (2007); Component 2 of the Mid Term Review of the Expanded Public Works Programme – International Comparative Study
3. Human Sciences Research Council Team (2007): Component 3 of the Mid-Term Review of the Expanded Public Works Programme – Analysis and review
4. Human Sciences Research Council Team (2008): Mid-Term review of the Expanded Public Works Programme – Final synthesis Report
5. Cabinet Memo Expanded Public Works Programme (2003)
6. Phase 1 Expanded Public Works Programme Five Year Report
7. Expanded Public Works Programme Sector Plan (2004)

**The sector has also developed significant documents which should be read in conjunction with the sector plan, namely:**

- a. Monitoring and Evaluation Terms of Reference
- b. National Sector Coordinating Committee Terms of Reference
- c. Training Sub-committee Terms of Reference

**These documents are available on [www.epwp.gov.za](http://www.epwp.gov.za) .**

# ANNEXURES

## CONTACT DETAILS

### ENVIRONMENT AND CULTURE SECTOR NATIONAL COORDINATION

DEPARTMENT	POSITION	NAME AND SURNAME	CELL	TEL	EMAIL
Environmental Affairs	Sector Coordination	Makgale Moela	084 559 0598	012 310 3836/3907	Mmoela@environment.gov.za
National Department of Public Works	Sector Support	Matilda Skosana	082 957 3818	012 337 2200	Matilda.skosana@dpw.gov.za

### PROGRAMME MANAGERS WITHIN THE ENVIRONMENT AND CULTURE SECTOR NATIONAL SECTOR DEPARTMENTS

DEPARTMENT	PROGRAMME NAME	NAME AND SURNAME	CELL	TELEPHONE	EMAIL
Agriculture, Forestry and Fisheries	Comprehensive Agricultural Support Programme (CASP)	Elder Mtshiza	076 279 0225	012 319 7380	ElderM@daff.gov.za
Agriculture, Forestry and Fisheries	LandCare	Mpumi Ntlokwana		012 319 7380	MpumiN@daff.gov.za
Agriculture, Forestry and Fisheries	Fisheries	Lucas Williams	082 806 3806	021 402 3567	LucasW@daff.gov.za
Agriculture, Forestry and Fisheries	Fsheries	Betusile Mtwla	079 717 7231	021 402 3567	BetusileM@nda.agric.za
Agriculture, Forestry and Fisheries	Forestry	Pumeza Nkhwashu	082 802 2944	012 336 8054	DFR@daff.gov.za
Arts and Culture	Investing in Culture	Mapula Gaffane	082 386 4060	012 441 3438	Mapula.gaffane@dac.gov.za
Energy	New and Renewable Energy	Nomawethu Qase	079 889 9225	012 444 4222	noma.gase@energy.gov.za
Environmental Affairs	Social Responsibility Programme	Gcinumzi Qotywa	082 890 0169	012 310 3127	gqotywa@environment.gov.za
Environmental Affairs	Social Responsibility Programme	Makgale Moela	084 559 0598	012 310 3836	Mmoela@environment.gov.za
Environmental Affairs	National Resources Management	Ahmed Khan	082 908 7291	021 441 2729	KhanA@dwa.gov.za
Mineral Resources	Mining Rehabilitation	Kgauta Mokoena	083 642 1453	012 444 3831	Kgauta.mokoena@dmr.gov.za
Public Works	Expanded Public Works Programme	Hlamalang Come	082 337 5885	012 337 3258	Hlamalang.come@dpw.gov.za
Public Works	Expanded Public Works Programme	Matilda Skosana	082 957 3818	012 337 2200	Matilda.skosana@dpw.gov.za
Tourism	Social Responsibility Implementation	Lerato Matlakala	084 691 9018	012 310 3812	lmatlakala@tourism.gov.za
Tourism	Social Responsibility Implementation	Morwamadibane Ntsoane	082 410 8658	012 310 3003	mntsoane@tourism.gov.za

## PROVINCIAL LEAD SECTOR DEPARTMENTS

PROVINCE	DEPARTMENT	NAME AND SURNAME	CELL	TELEPHONE	EMAIL
Eastern Cape	Economic Development and Environmental Affairs	Pumla Mzazi-Geja	082 775 2206	0 43 605 7011	phumla.mzazi@deaet.ecape.gov.za
	Roads and Public Works	Khulile Kostile	082 520 2098	040 609 4695	Khulile.Kostile@dpw.ecape.gov.za
	National Dept. of Public Works	Diaho Moso	082 449 9427	041 408 2328	diaho.moso@dpw.gov.za
Free State	Economic Development, Tourism and Environmental Affairs	Thabang Selemela	082 449 4690	051 400 4930	tselemela@dteea.fs.gov.za
		Meks Letolo		051 400 9497	Letolom@detea.fs.gov.za
	Public Works	Papana Ngombane	083 310 5255	051 505 7400	Papana.Ngombane@pwr.gov.za
	National Dept. of Public Works	Julia Seitheisho	082 957 4192	051 400 8968	Julia.Seitheisho@dpw.gov.za
Gauteng	Agriculture and Rural Development	Melinda Swift	082 332 4270	011 958 1367	Melinda.swift@gauteng.gov.za
		Mavis Makobe	082 976 0411	011 355 1297	Mavis.Makobe@gpg.gov.za
	Infrastructure Development	Peggy Mabuza	083 326 0010	011 355 5133	Peggy.Mabuza@gauteng.gov.za
	National Dept. of Public Works	Siso Luvuno	074 604 6875	012 337 1030	Siso.luvuno@dpw.gov.za
Kwa- Zulu Natal	Environmental Affairs and Rural Development	Haroon Karodia	082 570 1989	033 355 9624	karodiah@kzndae.gov.za
		Nonhlanhla Mkhize	082 377 7080	033 355 9340	Nonhlanhla.Mkhize@kzndae.gov.za
	National Dept. of Public Works	Nkosinathi Mbanjwa	084 568 0608	031 314 7312	Nkosinathi.Mbanjwa@dpw.gov.za
Limpopo	Agriculture and Rural Development	Richard Selemela	082 670 5670	015 294 3625	Selemelam@agric.limpopo.gov.za
		Leon Manthata	071 484 0263	015 294 3560	LakaK@agric.limpopo.gov.za
	Limpopo Department of Public works	Mashiane Matsobane	082 954 1475	015 293 8093	mashianeme@dpw.limpopo.gov.za
	National Dept. of Public Works	Azwianewi Makatu	072 235 7509 082 8008 314	015 293 8093	Azwianewi.Makatu@dpw.gov.za
Mpumalanga	Agriculture, Rural Development and Land Administration	Andre Van Nieker	082 816 6907	013 766 8535	AvNieker@mpg.gov.za
		Martha Kalogwile	076 464 6747	013 766 8535	Mkalogwile@mpg.gov.za
	Public Works, Road and Transport	Zodwa Skhosana	076 780 3713	076 780 3713	zkhosana@mpg.gov.za
	National Dept. of Public Works	Isaac Mothapo	071 484 4015	013 753 6300	Isaac.mothapo@dpw.gov.za
North West	Department of Agriculture and Rural Development	Malaika Matlhaba	082 901 8231	018 389 5157	malaikam@nwpg.gov.za
		Fanie Aucamp	079 714 4244	018 389 5128	faucump@nwpg.gov.za
	Provincial Public Works, Roads and Transport	Caiphus Molokoane	082558 6603 082 323 0522	018 387 2127	gmolokoane@nwpg.gov.za
	National Dept. of Public Works	Vincent Mamathaba	073 3797403 079 507 4742	018 386 2262	Vincent.Mamathaba@dpw.gov.za

PROVINCE	DEPARTMENT	NAME AND SURNAME	CELL	TELEPHONE	EMAIL
Northern Cape	Environmental Affairs and Nature Conservation	Les Abrahams	083 309 9370	053 807 7300	labrahams@ncpg.gov.za
		M Tools Bernado	0833099429	053 807 7300	Cmogorosi@ncpg.gov.za
	Roads and Public Works	Ayanda Kula	071 864 5366	053 839 2100	akula@vodamail.co.za
	National Dept. of Public Works	Moleboheng Mathaba	072 424 3646	053 838 5237	Moleboheng.Mathaba@dpw.gov.za
Western Cape	Environmental Affairs and Development Planning	Dipolelo Elford	084 656 4291	021 483 9308	Dipolelo.Elford@pgwc.gov.za
		Veronica Mukasa	074 186 8565	021 483 5012	Veronica.Mukasa@pgwc.gov.za
	Transport of Public Woks	Pat Jenniker	083 641 5064	012 483 8551	pjanniker@pgwc.gov.za
		Makhotso Tsekoa	078 803 6517	012 483 9308	mtsekoa@pgwc.go.za
		Annelisa Gedze	083 592 6627	021 843 9971	agedze@dpwc.gov.za
	National Dept. of Public Works	Zwamadoda Mfene	079 887 3231	021 402 2239	Madoda.Mfene@dpw.gov.za



# NATIONAL ENVIRONMENT AND CULTURE SECTOR PLAN



**environmental affairs**

Department:  
Environmental Affairs  
REPUBLIC OF SOUTH AFRICA



**EXPANDED PUBLIC WORKS PROGRAMME**