

# EPWP RECRUITMENT GUIDELINES

<b>Name of Guidelines</b>	<b>EXPANDED PUBLIC WORKS PROGRAMME RECRUITMENT GUIDELINES</b>
<b>Name of Branch:</b>	<b>EXPANDED PUBLIC WORKS PROGRAMME</b>

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## Glossary of Terms

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

<b>Programme</b>	A programme is a coordinated approach to explore a specific area related to an organisation’s mission. It usually includes a plan of action or events which identifies staff and related activities or projects leading towards defined and funded goals.
<b>Public body</b>	A Government department, municipality or State Owned Entity that implement EPWP programmes or projects.
<b>Public Employment Programmes (PEPs)</b>	PEPs refer to interventions that respond to economic and unemployment challenges in a country. Through such interventions governments inject money into the economy through the creation of work opportunities.
<b>Target community</b>	All persons living in the municipal ward in which an EPWP project is being implemented.
<b>Work Opportunity</b>	<p>Is defined as “Paid work created for an individual on an EPWP project for any period of time.”</p> <p>The same individual may be employed on different projects and each period of employment, in each project, will be counted as a work opportunity. There is no standard length of time for a work opportunity.</p> <p>Work opportunities are counted on an annual basis. In each financial year the EPWP starts from a zero base and counts all the opportunities created in that financial year.</p>

## 1. INTRODUCTION

The Expanded Public Works Programme (EPWP) is one of Government's medium to long term strategies to reduce unemployment and alleviate poverty through the creation of work opportunities using labour-intensive methods. The EPWP is implemented in four sectors namely: Infrastructure, Social, Environment & Culture and Non-State. All spheres of government and State-Owned Entities are expected to implement the programme. The EPWP Phase I was implemented from 1 April 2004 to 31 March 2009, with a target of creating 1 million work opportunities, which was achieved one year ahead of schedule. Phase II of the EPWP was implemented from 1 April 2009 to 31 March 2014 and created more than 4 million work opportunities against a target of 4.5 million work opportunities.

Phase III, which is currently being implemented, started in April 2014 and ends in March 2019 with a target of creating six million work opportunities. The objective of EPWP Phase III is *"To provide work opportunities and income support to poor and unemployed people through the labour-intensive delivery of public and community assets and services, thereby contributing to development."*

In EPWP Phase III the following four principles were adopted as core elements of Public Employment Programmes (PEPs) in South Africa:

- a) Workers to be recruited through a fair and transparent process.
- b) The adherence to the minimum wage.
- c) Work provides or enhances public goods or community services.
- d) Compliance with minimum labour-intensity appropriate to a particular Sector.

Employment of EPWP participants is governed by the following documents:

- a) **Code of Good Practice, Notice No. 129** issued by the Minister of Labour in terms of the Basic Conditions of Employment Act, 1997 as appeared in Gazette No. 34032 on 18 February 2011; and
- b) **Ministerial Determination 4: Expanded Public Works Programmes, Notice No. 347** issued by the Minister of Labour in terms of the Basic Conditions of Employment Act, 1997 as appeared in Gazette No. 9745 on 04 May 2012.

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

## 2. PROBLEM STATEMENT

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

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

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

## 3. PURPOSE

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

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

The EPWP Recruitment Guidelines will be utilised by implementing public bodies, while the national Department of Public Works will provide oversight as the overall coordinator of the EPWP.

## 4. OBJECTIVES

The objectives of these Recruitment Guidelines are to:

- a) Provide guidance to EPWP stakeholders on their roles and responsibilities in the recruitment of EPWP participants,
- b) Foster consistency in the recruitment of EPWP participants,
- c) Provide guidance to stakeholders to ensure compliance with the recruitment procedures, and
- d) Ensure transparency across all sectors in the recruitment of EPWP participants.

## 5. RECRUITMENT GUIDING PRINCIPLES

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

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

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

<b>6.</b>	<b>Respect for environment</b>	With the aim of preserving the heritage and environment of South Africa, the EPWP stakeholders should endeavor to sustain the agreed heritage and environmental objectives for the benefit of future generations.
<b>7.</b>	<b>Commitment</b>	Nurturing and protecting the well-being of the individual, family, communities and the nation should be advanced through diligent execution of EPWP programmes and projects.

## **6. RECRUITMENT GUIDELINESS AND TARGETS**

### **6.1. Roles and Responsibilities**

Public bodies or, in the case of the Community Work Programme (CWP), the relevant publicly appointed Implementing Agencies are responsible for the recruitment and selection of EPWP participants on each project. The implementing bodies will plan the recruitment process in consultation with local community leaders to ensure coordination, and if possible, combine recruitment for multiple projects.

### **6.2. Responsive to EPWP Requirements**

The recruitment process shall be informed by and aligned with the EPWP requirements.

The targeting of participants shall seek to optimise the achievement of EPWP objectives and targets, and to contextualise the recruitment of participants in terms of local realities.

Recruited participants shall be made aware of the provisions of the EPWP Universal Principles, the Ministerial Determination, and the Code of Good Practice for the EPWP. As per the Code of Good Practice Notice No. 129 of 18 February 2011, the local community through all the structures available, must be informed of and consulted on the establishment of an EPWP project.

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

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

### **6.4. Wage Determination**

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

### **6.5. Adequate & Accessible Information**

Community members shall have access to relevant, timely, accurate, and complete information to participate in the recruitment process. All reasonable efforts must be made to

announce the intention to recruit youth, women and persons with disability. Employment opportunities shall be communicated through various channels that optimise the effectiveness of reaching the intended participants. These may include:

- a) Flyers and notifications at local government offices and facilities,
- b) Existing community structures and communication channels,
- c) Existing or specially convened public meetings/gatherings, and
- d) Local community radio stations, newspapers, etc.

The announcement should always specify how, where and when potential candidates can register or apply for work on relevant EPWP projects. In addition, employment conditions (including responsibilities, wages, entitlements, health and safety, and contract duration) should be made known before the recruitment begins. Once appointed, each participant must be issued with a written contract.

### **6.6. Induction**

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

### **6.7. Eligibility**

The recruitment process shall be aligned with the self-targeting, community, and geographic targeting as per the EPWP Phase III. In order for youth to be eligible they must at least be 16 years old and not older than 35 at the time of the start of the work. In addition, participants should:

- a) reside within the ward in which the project is to be implemented. In the event that there are insufficient participants in the ward, then participants may be drawn from neighbouring wards (close to the project site). This practice may not always be applicable, for example, programmes such as *Working on Fire* which is not ward specific, may choose to recruit participants from a larger geographic area such as a municipality or province.
- b) be available to work on the dates as required by the project.
- c) apply or register for the work in accordance with the manner specified by the recruiting body.

### **6.8. Targeting and selection**

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

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

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

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

## 7. MONITORING AND EVALUATION

- 7.1 **Process:** the monitoring and evaluation will be done at various levels depending on the roles of the various stakeholders. The national DPW will monitor compliance of implementing public bodies to the Recruitment Guidelines by performing sampled assessments on implementing bodies.
- 7.2 **Indicators:** All implementing public bodies must have objectively verifiable (dynamic, cross-sectional and longitudinal) monitoring and evaluation indicators to assess compliance with the Recruitment Guidelines.
- 7.3 **Tools:** the monitoring and evaluation tools must be linked to the indicators and EPWP Reporting System (EPWP-RS). Mechanisms must be in place to:
  - a) Verify compliance to agreed performance standards.
  - b) Institute appropriate action against persons contravening these Recruitment Guidelines.
  - c) Sanction those performing below the expected ethical standards.

## 8. MEASURES REQUIRED TO DEAL WITH NON-COMPLIANCE

- 8.1 Non-compliance will be dealt with at operational levels using existing institutional policies.
- 8.2 Implementing bodies must institutionalise a mechanism to expose non-compliance with these Recruitment Guidelines.
- 8.3 Implementing bodies must have mechanisms for redress and/or sanctions when duties and commitments are not met.
- 8.4 The Public Employment Programmes Inter-Ministerial Committee (PEP-IMC) may be leveraged if issues are not resolved at the operational level.

## 9. ROLES AND RESPONSIBILITIES OF STAKEHOLDERS IN THE RECRUITMENT PROCESS.

Public Body	Responsibility	Roles
<p><b>National Department of Public Works</b></p>	<p>To coordinate and monitor the implementation of the EPWP</p>	<ul style="list-style-type: none"> <li>• To develop strategic documents to assist in the implementation of the EPWP.</li> <li>• To conduct workshops on the implementation of the document.</li> <li>• To ensure alignment of the existing EPWP municipal policies to the Recruitment Guidelines.</li> <li>• To conduct evaluation assessments on the impact of the Recruitment Guidelines.</li> <li>• To develop mechanisms for monitoring the compliance of implementing bodies to the Recruitment Guidelines.</li> <li>• To monitor on a sample basis compliance to the EPWP Recruitment Guidelines.</li> </ul>
<ul style="list-style-type: none"> <li>• <b>Lead Sector Departments</b></li> </ul>	<ul style="list-style-type: none"> <li>• To implement the EPWP and to report on programme performance of implementing bodies that utilize their own budgets and the Integrated Grant from DPW.</li> </ul>	<ul style="list-style-type: none"> <li>• To inform the relevant local municipality about planned projects to be implemented within its boundaries.</li> <li>• To ensure that the recruitment process is undertaken in partnership with the ward committees and other community structures where projects are implemented.</li> <li>• Ensure wage rates comply with the EPWP requirements to avoid conflict among communities and spheres of government.</li> <li>• The local authority to be part of the recruitment process to ensure convergence amongst spheres of government occurs in an efficient and coherent manner.</li> <li>• Monitor the implementation of the EPWP Recruitment Guidelines.</li> </ul>

<p><b>Provincial Departments of Public Works</b></p>	<ul style="list-style-type: none"> <li>• To implement the EPWP and to report on all work opportunities created utilizing their own budgets and the Integrated Grant from the national DPW.</li> <li>• To coordinate the implementation of the EPWP by all public bodies in the province.</li> <li>• To ensure that all EPWP work opportunities are reported on the EPWP Reporting System (EPWP-RS).</li> <li>• To provide assistance and support to the public bodies in the province with institutional arrangements to improve performance.</li> <li>• To assist public bodies in the province with interventions to implement the EPWP as well as to achieve their set targets.</li> </ul>	<ul style="list-style-type: none"> <li>• To provide support on the roll-out of the Guidelines within the province.</li> <li>• To make use of the existing coordination structures to discuss the progress on the implementation of the Guidelines.</li> <li>• To identify areas of concern with regard to the implementation of the EPWP and communicate these to the national DPW.</li> <li>• To develop objective monitoring and evaluation indicators to monitor the implementation of the Guidelines.</li> <li>• To provide technical support to the public bodies.</li> <li>• To ensure the social facilitation and induction workshops cover the Recruitment Guidelines Principles.</li> </ul>
<p><b>Other Provincial Departments</b></p>	<ul style="list-style-type: none"> <li>• To implement the EPWP and to report on all work opportunities created utilizing their own budgets, as well as the Integrated Grant from DPW.</li> </ul>	<ul style="list-style-type: none"> <li>• To inform the relevant local municipality about planned projects to be implemented within its boundaries.</li> <li>• To ensure that the recruitment process is undertaken in partnership with the ward committees and other community structures where projects are implemented.</li> <li>• Ensure wage rates comply with the EPWP requirements, to avoid conflict among communities and spheres of government.</li> <li>• The local authority to be part of the recruitment process to ensure convergence amongst spheres of government occurs in an efficient and coherent manner.</li> <li>• Monitor the implementation of the EPWP Recruitment Guidelines.</li> </ul>



<b>Local Municipalities</b>	To implement the EPWP and to report on all work opportunities created utilizing their own budgets, as well as the Integrated Grant from the national DPW.	<ul style="list-style-type: none"><li>• Must ensure that the recruitment process for EPWP participants is aligned to the Recruitment Guidelines.</li><li>• To ensure that during the facilitation process, the communities are made aware of the recruitment process to be followed, the Ministerial Determination and the Code of Good Practice.</li><li>• To workshop the ward committee members and Project Steering Committee</li></ul>
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## 10. APPLICABILITY

These Recruitment Guidelines apply to all National and Provincial government departments, Municipalities, Public Entities, Non-Profit Organizations and other bodies implementing the Expanded Public Works Programme.

## 11. EFFECTIVE DATE

These Recruitment Guidelines will take effect 20 days from the date of signature by the Director-General of the Department of Public Works.

## 12. AUTHORITY FOR THIS GUIDELINES

These Recruitment Guidelines are issued in terms of the EPWP Ministerial Determination Gazette number: 35310 4<sup>th</sup> May 2012 and the Code of Good Practice as published in Gazette number: 34032 of 18<sup>th</sup> February 2011.

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**MS N.M OLIPHANT, MP**

**MINISTER: DEPARTMENT OF LABOUR**

**DATE:**

INITIAL: \_\_\_\_\_