

# EPWP PHASE IV BUSINESS PLAN

2019 - 2024



public works  
& infrastructure

Department:  
Public Works and Infrastructure  
REPUBLIC OF SOUTH AFRICA



EXPANDED PUBLIC WORKS PROGRAMME





# EXPANDED PUBLIC WORKS PROGRAMME (EPWP) PHASE IV

## BUSINESS PLAN 2019 – 2024

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# GLOSSARY OF TERMS

The following terms are used throughout this document:

TERM	DEFINITION
<b>EPWP</b>	<i>Expanded Public Works Programme:</i> The EPWP is a medium- to long-term government-funded programme that promotes the use of labour-intensive methods to create WOs, services and assets; thus contributing towards poverty alleviation and reduction of unemployment thereby contributing to development.
<b>Person year of employment</b>	One person year is equivalent to 230 person days of work. For task-rated workers, tasks completed should be used as a proxy for eight hours of work per day.
<b>Cost per FTE</b>	<i>Planned cost per FTE is calculated by:</i> dividing the total budget for an EPWP programme by the number of FTE jobs planned to be created.  <i>Actual cost per FTE is calculated by:</i> dividing the total project expenditure for an EPWP programme by the number of FTEs jobs created.
<b>EPWP target group</b>	Poor and unemployed persons willing and able to take up the offered work at the offered pay.
<b>EPWP worker/participant</b>	A person employed to work in an EPWP project under the Code of Good Practice for Special Public Works Programmes, Ministerial Determination and the National Minimum Wage Act (NMW Act 9 of 2018) or the Learnership Determination for unemployed learners.
<b>FTE job</b>	FTE refers to one person year of employment. One person year is equivalent to 230 person days of paid work. Person years of employment = total number of person days of employment created for targeted labour during the year divided by 230. For task-rated workers, tasks completed will be used as a proxy for eight hours of work per day.
<b>Implementing agent(s)</b>	An individual or firm contracted and authorised to act on behalf of the sector department, by implementing departmental projects and executing related transactions on their behalf.
<b>Labour intensity</b>	Labour intensity refers to the size of the labour component of a project and is calculated as the percentage of wages against the project expenditure.
<b>Monitoring</b>	Monitoring, in this context, refers to measuring and tracking the implementation progress of reporting EPWP programmes/projects according to planned job creation and service delivery outputs.
<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>Work opportunity</b>	Paid work created for an individual on an EPWP project for any period of time. The same person can be employed on different projects and each period of employment will be counted as a work opportunity <sup>1</sup> .
<b>The Ministerial Determination for Special Public Works Programmes</b>	The Ministerial Determination gazetted by the Minister of Labour applies to all employers and employees engaged in EPWPs.
<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 which provides guidelines to all stakeholders involved in the EPWP in respect of working conditions, payment and rate of pay as well as disciplinary and grievance procedures. It also 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.

<sup>1</sup> Each year, the reporting system counts each work opportunity afresh

# LIST OF ABBREVIATIONS

<b>AGSA</b>	Auditor-General of South Africa
<b>CBPWP</b>	Community-Based Public Works Programme
<b>CET</b>	Community Education and Training
<b>COGTA</b>	Department of Cooperative Governance and Traditional Affairs
<b>COIDA</b>	Compensation for Occupational Injuries and Diseases Act
<b>CWP</b>	Community Work Programme
<b>DEFF</b>	Department of Environment, Forestry and Fisheries
<b>DPWI</b>	Department of Public Works and Infrastructure
<b>DPME</b>	Department of Planning, Monitoring and Evaluation
<b>DORA</b>	Division of Revenue Act
<b>DSC</b>	District Steering Committee
<b>DSD</b>	Department of Social Development
<b>DTI</b>	Department of Trade and Industry
<b>E&amp;C</b>	Environment and Culture
<b>ECD</b>	Early Childhood Development
<b>ENE</b>	Estimates of National Expenditure
<b>EPWP</b>	Expanded Public Works Programme
<b>EPWP-RS</b>	EPWP Reporting System
<b>FTE</b>	Full-Time Equivalent
<b>GDS</b>	Growth and Development Summit (2003)
<b>HCBC</b>	Home Community-Based Care
<b>HIV/AIDs</b>	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
<b>ID</b>	Identity (number)
<b>IDT</b>	Independent Development Trust
<b>ILO</b>	International Labour Organisation
<b>IMR</b>	Installation, Maintenance and Repair
<b>LI</b>	Labour-Intensive
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MIG</b>	Municipal Infrastructure Grant
<b>MinMec</b>	Ministers and Members of Executive Councils
<b>MOU</b>	Memorandum of Understanding
<b>MTEF</b>	Medium-Term Expenditure Framework
<b>NCC</b>	National Coordinating Committee

<b>NDP</b>	National Development Plan
<b>NGP</b>	New Growth Path
<b>NGO</b>	Non-Governmental Organisation
<b>NMW</b>	National Minimum Wage
<b>NPC</b>	National Planning Commission
<b>NPO</b>	Non-Profit Organisation
<b>NPWP</b>	National Public Works Programme
<b>NSCCs</b>	National Sector Coordinating Committees
<b>NSF</b>	National Skills Fund
<b>NSNP</b>	National School Nutrition Programme
<b>NSS</b>	Non-State Sector
<b>NYS</b>	National Youth Service
<b>PEP</b>	Public Employment Programmes
<b>PEP-IMC</b>	Public Employment Programmes Inter-Ministerial Committee
<b>PRMG</b>	Provincial Roads Maintenance Grant
<b>PSC</b>	Provincial Steering Committee
<b>QLFS</b>	Quarterly Labour Force Survey
<b>SACN</b>	South African Cities Network
<b>SANRAL</b>	South African National Roads Agency Limited
<b>SETA</b>	Sector Education and Training Authority
<b>SIP</b>	Strategic Integrated Projects
<b>SOE</b>	State-Owned Enterprise
<b>TVET</b>	Technical and Vocational Education and Training
<b>UIF</b>	Unemployment Insurance Fund
<b>USDG</b>	Urban Settlements Development Grant
<b>WO</b>	Work Opportunity





## 1. INTRODUCTION

The EPWP Phase IV Business Plan is an outcome of intensive consultative processes with relevant stakeholders across all the spheres of government. These processes culminated in the approval of the EPWP Phase IV by Cabinet in December 2018. The Plan sets out the framework, objectives, targets and

most important features of the EPWP Phase IV. It is intended to be a guiding document for all stakeholders involved in the coordination and implementation of the EPWP Phase IV and should be read in conjunction with specific sector plans.

## 2. BACKGROUND

### 2.1. The rationale for the EPWP

Since the dawn of democracy, the unemployment rate in South Africa has remained high at rates above 20%. While the unemployment rates have been fluctuating, with the current depressed economic outlook, it is not expected that the unemployment rate will decline in the short- to medium-term. Therefore, it is expected that many people will be unable to find employment.

The first Quarterly Labour Force Survey (QLFS) for 2019 shows that out of a working age population of 38 million people in South Africa, 6.2 million people are unemployed. This is equivalent to 27.6% (using the official unemployment definition) and 9.9 million people are unemployed using the expanded definition (38%). In addition to these, 3 million are discouraged work seekers; all of whom are in need of employment and income. The majority of the unemployed people in South Africa have an education level of less than matric.

The South African society is structured around the implicit understanding that it is through work that adults must meet their needs for food, shelter, and clothing and there are few alternatives to meeting these basic needs if work is not available. The long-term human costs of not being able to find work are also visible through other indicators such as reduced life expectancy, lower academic achievement and earnings for the children of the unemployed. Furthermore, in most communities in South Africa, entering employment is part of the transition to adulthood, and the youth especially are under considerable pressure to enter the labour market as part of a developmental right which entails leaving the family house and being able to sustain themselves. Their failure to do so often leads to stigmatisation and, in some cases, the pressure to earn an income through illegal means.

Finally, employment is an essential avenue through which individuals engage with their community and society and it is therefore an essential ingredient for building strong communities and an active citizenry. The high levels of unemployment, combined with the profound social ills caused by people not being able to find work have now been identified as one of the most significant threats to South Africa's democracy. Employment is one of the fundamental means of addressing this complex set of issues, and this is

evident in the National Development Plan (NDP), which argues that employment is the best form of social protection.

In a context where the private sector is not creating jobs to the extent required and the number of unemployed remains unacceptably high, it is imperative that government intervenes. Chapter 11 of the NDP lays a clear vision as well as concrete policy business plans for a comprehensive social protection system for the country. Within the framework of an overall social protection system, the EPWP is positioned to assist in addressing a gap in the current social protection system by providing employment for those not covered by the social welfare system and are willing and able to work.

The EPWP is a nation-wide government-led initiative aimed at drawing a significant number of unemployed South Africans into productive work in a manner that will enable them to gain skills and increase their capacity to earn an income that will contribute towards the development of their communities. Since its inception in 2004, the EPWP has been drawing significant numbers of the unemployed into productive work so that they gain skills and work experience that enhance their future employability.

It must be emphasised that the EPWP achieves far more than just creating work opportunities (WOs), the programme also provides income support to the most needy. Through the productive work of participants in the EPWP, each project delivers concrete outputs which improve the lives of the poor by providing a wide range of services and assets. For example, the home-based care projects support the sick and elderly; through the Working for Water Programme invasive alien plants are removed to allow ecosystems to recover again to the benefit of agriculture and food production; through the infrastructure projects better roads are constructed and maintained to create better access to markets, school and clinics, among other examples. The value-add of Public Employment Programmes (PEPs) thus extends beyond the initial WOs and income transfer into poor households. These initiatives cut across all four sectors of the EPWP. One example would be the Value-Added Industries in the Environment and Culture (E&C) Sector where bio-mass from invasive alien plants are used to manufacture furniture and fire-resistant building materials that can be utilised in the construction of social infrastructure. Another example is Early Childhood Development Centres (ECDs) which serve as an enabler for women to explore other economic opportunities because their children are taken care of and given a head-start through early learning initiatives.



Another equally important achievement of the EPWP is that the opportunity to work enhances the participants' dignity and self-esteem while contributing to the development of their communities, and ultimately to that of the country. According to EPWP Phase II Mid-Term review conducted, it was found that approximately half of all EPWP participants were unemployed for more than five years prior to working in the programme. For them, finding work in the conventional market economy remains limited and only the EPWP provides a rare chance to work and earn an income. The approach of the EPWP is to include training and promote enterprise development in the programme to provide a sound basis for sustainable livelihood opportunities in communities.

## 2.2. The evolution of the EPWP

The democratic government which was instituted in 1994 recognised the potential of the use of labour-intensive construction methods and PEPs as instruments to help address the unemployment challenges. The government introduced the National Public Works Programme (NPWP) as a critical element of job creation efforts. The two key thrusts of the NPWP were the Community-Based Public Works Programme (CBPWP), and the reorientation of mainstream public expenditure towards infrastructure creation, using labour-intensive techniques.

Given the complexities at the time, namely the major political restructuring, a plethora of demands on government and an uncertain legal framework for labour-intensive construction; the reorientation of public expenditure towards labour-intensive delivery techniques failed to gather the necessary momentum. While valuable experience was gained through the CBPWP, it never achieved the scale required in comparison to the levels of poverty and unemployment in the country. In response to the persisting complex and inter-related challenges, the Growth and Development Summit (GDS) was convened in 2003 and culminated in a social compact among government, labour and the private sector, as captured in the GDS Agreement. One of the key elements of this agreement was with regard to the continuation and growth of PEPs, and it states that: **"The EPWPS can provide poverty and income relief through temporary work for the unemployed to carry out socially useful activities. These EPWPs would be designed to equip participants with a modicum of training and work experience, which will enhance their ability to earn a living in the future.**

**Such EPWPs must be large enough to have a substantial impact on employment and social cohesion, especially for young people, women and the rural poor. Some programmes in the EPWPs would take the form of the National Youth Service Programme."** The GDS also agreed that the EPWP must not displace existing permanent jobs and the WOs must be based on real demand for services.

The first phase of the EPWP started in April 2004 following the announcement in the 2003 State of the Nation Address. This led to the launch and implementation of the first five years of the EPWP, starting in April 2004 and ending in March 2008. The goal of the EPWP was: **"To alleviate unemployment for a minimum of 1 million people in South Africa (at least 55% women, 40% youth and 2% disabled), by 2009".** The EPWP Phase I had multiple objectives including:

- Employment creation
- Economic development and poverty alleviation in poor communities
- Skills development
- Small, Medium and Micro Enterprise (SMME) development
- The creation of exit opportunities
- Service delivery
- Mainstream EPWP principles in appropriate public sector programmes and budgets.

The goal was achieved by creating WOs in four sectors namely the infrastructure, environment, social and economic sectors. In addition, the EPWP objectives included a number of social development objectives to address the distortions created by the apartheid-era such as labour, education and resource distribution policies. Specifically, the anticipated broader benefits of the EPWP are increased livelihoods, reduced poverty, and the creation of sustainable employment, community empowerment and economic growth.

The EPWP in Phase I achieved its 1 million WOs target ahead of time but the review of the programme found that the EPWP achieved far more than the WOs and providing income to the most needy. Another equally important achievement of the EPWP is that it provided people with an opportunity to work, enhancing their dignity and self-esteem, that it improved the lives of the poor by providing a wide range of services and assets and so contributed to the development of their communities and ultimately, to that of the country.

While the EPWP Phase II was a continuation of the first phase in many ways, Phase II made some changes. The programme reduced its objectives from Phase I. Training, as a core objective of the programme and SMME development, were removed in Phase II to be programmatic objective instead. In the second phase, the programme increased the target for designated groups (women, youth and people with disabilities). The objective of the EPWP Phase II was: **“To create 2 million FTE for poor and unemployed people in South Africa so as to contribute to halving unemployment by 2014, through the delivery of public and community services.”**

In EPWP Phase II, over 4 million WOs were created against a target of 4.5 million WOs. In terms of FTEs, over 1.15 million FTEs were created against a target of 2 million FTEs. Through phases I and II, the EPWP received considerable attention in the country and among policy makers and is perceived as a significant response to the challenges of the chronic unemployment situation South Africa is currently facing.

The EPWP Phase III which was implemented from April 2014 to March 2019, built on the lessons from the past two phases and international experience, and aimed to take the role of public employment programmes to the next level. Phase III has partly been about achieving the scale that the country needs while realising the real development potential of the EPWP. It was important, therefore, that the EPWP built on the experience and innovations of the past phases to identify

measures that addressed some of the weaknesses of the programme that have emerged, and resulted in capitalising on the various developmental opportunities. The objective of the EPWP Phase III was to: **“Provide work opportunities and income support to poor and unemployment people through the delivery of public and community services and assets.”** The key strategies for EPWP Phase III were the following:

- Implementation of the universal principles that guide all EPWP programmes/projects and distinguished the EPWP projects from other projects.
- Ensuring the provision of quality services and the creation of quality assets.
- Providing target incentives and expansion.
- Streamlining monitoring and reporting mechanisms.

In the EPWP Phase III, over 4.5 million WOs were created against a target of 6 million WOs from 73 667 projects implemented across all provinces with an average duration of 90 days. Of the 4.5 million WOs created; 66% participants were women, 46% youth and 1% people with disabilities. Over the five years of implementation, a total of R41 billion has been transferred to poor households in South Africa ensuring that participants and their households live above the poverty line.



## 3. THE DEVELOPMENT ROLE OF THE EPWP

### 3.1. Different development outcomes and their trade-offs

The EPWP is expected to make a contribution to different developmental objectives like any other PEP, because the impacts and multipliers in the programme are derived from complementary outcomes as follows:

- The impacts of the incomes earned;
- The impacts of participation in employment; and
- The impacts of the assets and services delivered.

While the different sectors and programmes of the EPWP differ in implementation modalities, they all share these core outcomes and they all achieve their diverse development impacts in relation to this common set of factors. An often overlooked impact of the EPWP is its contribution towards providing participants with a first work experience with various elements of formal employment like written contracts, regular payments, provisions for health and safety, payment through a bank account, leave and a minimum wage. This is

an important contribution as it sets standards and minimum expectations from participants for future employment. It is therefore important that the EPWP will ensure that all these elements are consistently featured in all its programmes.

Furthermore, it must also be recognised that there are generally trade-offs among these three elements that need careful consideration. In general, increasing the emphasis on one element requires less emphasis on another. An example of these trade-offs is reflected in the labour-intensity that programmes can achieve. A disproportionate emphasis on maximising the wage rate in the EPWP will deliver more income to the participants but result in fewer participants recruited into the programme. These trade-offs can be referred to as the “Trilemma” and they are not unique to the EPWP as they are applicable to other similar public employment programmes. These programmes have to manage the challenge of the three competing priorities and there is a need to actively find the right balance among them.

**Figure 1: The “Trilemma” facing the EPWP**



While PEPs can provide employment, social protection, create assets and provide services at the same time, there are trade-offs involved; maximising one outcome tends to reduce the impact of the other two. Implementers need to endeavour a balance that addresses all the three aspects of the ‘trilemma’.

### 3.2. The EPWP's contribution to enhancing social protection

Chapter 11 of the NDP lays out a vision as well as concrete policy business plans for a comprehensive social protection system for the country. Within the framework of an overall social protection system for the entire population, the EPWP is positioned to assist with addressing a key gap in the current social protection system which is the protection against the risks of (long-term) unemployment. The NDP has a very broad interpretation of social protection and the various functions it serves, besides its protective one. It also attributes a preventive, promotive, transformative and developmental function to it and from this perspective; the EPWP already contributes to these different broader social protection functions:

- The income transfer as wages into poor communities not only reduces poverty but is also a form of economic stimulus targeted directly at the poor. The increased focus on the Community Work Programme (CWP) and other sectors in the EPWP Phase III also allows this stimulus to address spatial inequality, target the poorest areas and strengthen productive activities in marginalised local economies.
- Unemployment contributes to a myriad of social problems, with high social costs. These include health problems, depression, alcohol and drug abuse, domestic violence, crime, and alienation from society. As such, participation through work in PEPs can assist in mitigating these effects through building self-esteem, social networks, providing structure in peoples' lives and recognition of their value to their communities. It can also be a powerful instrument for social and economic inclusion.
- The assets and services provided can have transformative impacts on development across all EPWP sector programmes such as food security, community safety, building infrastructure to connect communities to each other and facilities like schools and clinics or markets, and improving the quality of life in communities.

- The increased emphasis on participatory approaches, as well as the use of non-profit agencies in delivery starts to build new forms of partnership between government, civil society and communities, and deepens participation in development planning and the ownership of the process. It has the potential to unlock new forms of agency and active citizenship, and resources for communities to take action in relation to their priority challenges through the mechanism of work.

While these impacts are already part of the EPWP's development and social protection contribution, the evaluation of these dimensions of impact need to take place in a more systematic manner. This will require moving to an approach where features to maximise impacts are included in the design of the sector programmes, with an explicit intention of strengthening their development impacts and, where feasible, the multipliers. In addition to these required changes of monitoring and evaluation feeding into design, there are other implications of positioning the EPWP to make a stronger contribution to social protection. These are important but will not require fundamental restructuring. The NDP emphasises: ***"The provision of WOs is one of the best forms of social protection"***. This is in line with the EPWP's current primary objective of providing work. Nonetheless, achieving stronger social protection outcomes has implications for four features of the EPWP and will require some modification in design, but more importantly stronger emphasis in implementation. These features are the recruitment of participants, compliance with the EPWP working conditions, the selection of assets and services and exploiting the synergies amongst the various sectors and programmes. This will require more attention in EPWP Phase IV and are addressed in the business plans in the subsequent section.

### 3.3. Phase I of the EPWP

**Table 1: Overview of the EPWP Phase I**

EPWP Phase I: 2004 to 2009	
<b>Purpose:</b> <p>To alleviate unemployment for a minimum of 1 million people (at least 40% women, 30% youth and 2% disabled) in South Africa by 2009.</p>	<b>Measured by:</b> <p>Impact of work, income and services provided on unemployment and household poverty.</p>
<b>Objectives:</b> <ul style="list-style-type: none"> <li>• To create temporary WOs and income for at least 1 million unemployed South Africans over the first five years.</li> <li>• 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.</li> <li>• To increase the potential for at least 14% of EPWP participants to earn future income by providing work experience, training and information related to local WOs, further education and training and SMME development.</li> </ul>	<b>Measured by:</b> <ul style="list-style-type: none"> <li>• Number of WOs disaggregated by youth status, women and people with disabilities.</li> <li>• Person days of work.</li> <li>• Average income of EPWP participants per sector.</li> <li>• Cost of goods and services provided in the infrastructure, environment and culture and social sectors.</li> <li>• Cost of each job created.</li> <li>• Percentage of participants at point of exit to secure either: <ul style="list-style-type: none"> <li>- Employment</li> <li>- Education or training</li> <li>- Small medium micro enterprises (SMMEs).</li> </ul> </li> </ul>
<b>Guiding policy</b>	<ul style="list-style-type: none"> <li>• The GDS, 2003.</li> <li>• The People's Contract, 2004.</li> <li>• Government's Vision 2014.</li> </ul>
<b>Implementation period</b>	1 April 2004 to 31 March 2009.
<b>Implemented by whom</b>	<ul style="list-style-type: none"> <li>• By public bodies across all spheres of government using their existing programme implementation arrangements.</li> <li>• In four sectors: Infrastructure, E&amp;C, Social and Economic sectors.</li> </ul>
<b>Implementation strategy:</b> This was to be achieved by creating WOs in the following ways: <ul style="list-style-type: none"> <li>• Increasing the LI of government-funded infrastructure projects.</li> <li>• Creating WOs in public environment and social programmes.</li> <li>• Utilising general government expenditure on goods and services to provide the work experience component of small enterprise learnership/incubation programmes.</li> </ul>	
<b>The EPWP Phase I performance</b>	The EPWP as a whole over performed against its target, reaching its 1 million WO target a year ahead of schedule, and creating 1.6 million WOs by the end of five years.



## EPWP Phase I: 2004 to 2009

### The EPWP Phase I lessons

The mid-term review highlighted key improvement areas to extend the impact and reach of EPWP Phase I including:

- In terms of programme design:
  - Development of an effective mechanism to mobilise funds to scale up performing areas.
  - Increasing the LI of projects without an excessive long term fiscal burden.
  - Explore switching the programme to a demand driven approach.
- In terms of programme implementation:
  - Focus targeting.
  - Set more uniform wage structures.
  - Redesign the training framework to be more effective.
  - Promote a suitable minimum duration for WOs.
  - Mobilisation of capacity (mainly, technical and reporting) support for implementing bodies.

## 3.4. Phase II of the EPWP

Table 2: Overview of the EPWP Phase II

The EPWP Phase II: 2009 to 2014	
<b>Purpose:</b> To create 2 million FTEs (equivalent to 4,9 million WOs) for the poor and unemployed in South Africa so as to contribute to halving unemployment by 2014, through the delivery of public goods and community services.	<b>Measured by:</b> <ul style="list-style-type: none"><li>• Number of FTE jobs created.</li><li>• Number of WOs disaggregated by youth status, women and people with disabilities.</li><li>• Average wage rate per sector &gt; EPWP minimum wage.</li></ul>
<b>Guiding policy</b>	<ul style="list-style-type: none"><li>• Government's Vision 2014.</li><li>• Delivery Agreement Outcome 4: Decent Employment through Inclusive Growth.</li></ul>
<b>Implementation period</b>	1 April 2009 to 31 March 2014.
<b>Implemented by whom</b>	<ul style="list-style-type: none"><li>• By public bodies across all spheres of government.</li><li>• In four sectors: Infrastructure, Environment and Culture, Social and Non-State sectors.</li></ul>

## The EPWP Phase II: 2009 to 2014

While the second phase was a continuation of the first phase in many ways, Phase II made the following shifts:

- The creation of paid work as the primary objective of EPWP.
- Implementing agents provided training in line with the requirements of the work.
- Significantly expanded the number of WOs created and increased the duration of these WOs offered to provide increased income to the poor and unemployed; hence, the primary output of the programme was defined as the number of FTEs created.
- Located clear political and administrative accountability for EPWP targets across all spheres of government through the signing of intergovernmental protocols or agreements.
- Took further steps to mainstream EPWP criteria and outputs within the core programmes and budgets of implementing public bodies.
- Introduced tailor-made EPWP incentives for different spheres and sectors to accelerate the scaling up of the EPWP.
- Mobilised Non-State capacity to deliver additional EPWP WOs.
- Mobilised technical support to spheres, sectors and implementing bodies.
- Introduced a system-driven validation of reported WOs and FTEs to improve data integrity.

### Monitoring, reporting and evaluation approach

<b>The EPWP Phase II performance</b>	<p><b>In the EPWP Phase II, over 4 million WOs were created against a target of 4,5 million WOs. In terms of FTEs, over 1,15 million FTEs were created against a target of 2 million FTEs.</b></p> <ul style="list-style-type: none"> <li>• In the 2012/13 financial year alone, the EPWP created 941 593 WOs and reached 795 082 people.<sup>2</sup> Furthermore, surveys indicated that the majority of EPWP participants were poor - 60% had income levels below the poverty line<sup>3</sup> used in the NDP and 32% had income levels that fall below half this poverty line. For the poorest group, the EPWP doubled their annual household income for the year they were working on the programme.</li> <li>• Over EPWP Phase II, the average annual income for each WO was R4 414 at an average wage over the five-year period of R67,91 a day for approximately 65 days.</li> </ul>
<b>The EPWP Phase II lessons</b>	<ul style="list-style-type: none"> <li>• The strength of the South African government's EPWP lies in its ability to innovate. The following key innovations needed to be enhanced in EPWP Phase III: <ul style="list-style-type: none"> <li>- In infrastructure, EPWP broke new ground in trying to mainstream LI methods into government contracting processes, rather than having a set of labour-based public works projects separate from the wider infrastructure development system. In the EPWP Phase III, the challenge was to improve implementation to capitalise on the untapped employment potential.</li> <li>- South Africa is still the only country in the world that has a menu of public employment activities in various sectors in addition to the traditional public works programmes. Replicating successful programmes across the country across the spheres would be key in the EPWP Phase III.</li> <li>- The EPWP fiscal incentives are a unique basket of funding mechanisms that aim to mobilise public bodies to maximise their contribution to the EPWP and at the same time reward those who were doing so through the allocation of additional resources. The appropriateness and success of each funding mechanism should be reviewed and aligned to the expansion and development goals in the EPWP III.</li> </ul> </li> </ul>

## The EPWP Phase II: 2009 to 2014

### The EPWP Phase II lessons

- In terms of institutional arrangements:
  - There was a need to maintain strong leadership, coordination and implementation arrangements at all levels.
  - Key to further expansion was the need to capitalise on the existing developed implementation capacity.
  - Accountability for delivery should be tied in by agreements (on principles, targets and implementation strategies) with the relevant parties.
- Technical support to improve areas such as project design and labour intensive delivery was essential. In addition, there was a need to strengthen partnerships with other government initiatives that could enhance the impact of EPWP programmes, or the opportunities available to EPWP participants.
- Funding to expand EPWP activities needed to be directed towards the areas of greatest opportunity that represent value for money and generally present potential impacts. These areas needed to be clearly identified.
- In terms of Monitoring and Evaluation (M&E):
  - The framework for implementing the EPWP was clearer, including definitions, criteria for an EPWP programme/project, working conditions and related policies (for example, training) and supplemented by technical implementation guidelines to ensure quality services within consistent norms and standards.
  - A simple, efficient reporting system that minimises the administrative component was essential. This was complemented with clear, transparent, efficient data management protocols.
  - There was a shift of focus from just counting outputs and measure the impact on poverty and unemployment to documenting the value of programmes to communities as well.

2 795 082 distinct Identity (ID) numbers were reported for these WOs. In addition, for 65 257 WOs were reported for which no ID numbers were registered. For the remaining 81 254 WOs, it is possible that the same person had multiple WOs in the same year.

3 The poverty line used in the NDP is R419 per capita per month, and half of this amounts to R210 per capita per month.





### 3.5. Phase III of the EPWP

**Table 3: Overview of the EPWP Phase III**

The EPWP Phase III: 2014 to 2019		
<b>Programme objective</b>	<p><b>“To provide WOs and income support to poor and unemployed people through the delivery of public and community assets and services, thereby contributing to development.”</b></p> <p>(Over a million WOs provided per year culminating in 6 million WOs in five years and 2.55 million FTE jobs).</p>	
	<p><b>Measured by:</b></p> <ul style="list-style-type: none"> <li>• Number of FTE jobs created.</li> <li>• Number of WOs disaggregated by youth status, women and people with disabilities.</li> <li>• Income transferred to participants.</li> <li>• The development of community assets and the provision of services, delivered through LI methods, on a consistent basis at the required quality which creates the platform to enable broader development impacts.</li> </ul> <p>The injection of income in communities, participation and utilisation of assets will enhance the livelihoods and local economic development.</p>	
	<p><b>Each of the four EPWP sectors contributed to the overall programme objective in the following way:</b></p>	
	<b>Infrastructure Sector</b>	To contribute to the overall objectives of the EPWP by increasing the labour intensity of public-funded infrastructure construction and maintenance projects through the use of labour-intensive methods.
	<b>E&amp;C Sector</b>	To build and protect South Africa’s natural resources and cultural heritage, and in doing so, dynamically uses this preservation work to create both medium- and long-term work and social benefits.
	<b>Social Sector</b>	<ul style="list-style-type: none"> <li>• To draw significant numbers of the unemployed into productive work through the delivery of social services to enable them to earn an income.</li> <li>• To provide as many EPWP participants as possible with education and skills to enable them to set up their own businesses/service or to become employed.</li> </ul>
	<b>NSS</b>	<ul style="list-style-type: none"> <li>• To mobilise the capacity of the non-State stakeholders to create more WOs.</li> <li>• To contribute to the employment creation by targeting areas where markets will take long to reach and where people are unable to access other opportunities.</li> </ul>
<b>Guiding policy</b>	<ul style="list-style-type: none"> <li>• The NDP and New Growth Path.</li> </ul>	
<b>Implementation period</b>	<ul style="list-style-type: none"> <li>• 1 April 2014 to 31 March 2019.</li> </ul>	
<b>Performance</b>	<p>The overall target in Phase III was 6 million WOs with the bulk envisaged to be delivered through the CWP and the Infrastructure Sector. As at 31 March 2019, the programme created 4,5 million WOs representing 75% of the target. A total of 73 667 projects were implemented across all spheres of government with an average duration of 90 days.</p> <p>Of the 4,5 million WOs created, 66% of participants were women, 46% were youth and 1% was people with disabilities. Over the five years of implementation, a total of R41 billion income was transferred to EPWP participants.</p>	

## The EPWP Phase III: 2014 to 2019

### The EPWP Phase III lessons

- Targets were unrealistic and many public bodies did not have the capacity to implement and report EPWP projects - targets should also be linked to Medium-Term Expenditure Framework (MTEF) allocations made to public bodies and adjusted where budgets are reduced.
- There was limited commitment for using own funding for implementation of the programme due to lack of legislation. There is a need for the programme to look outside the fiscus for additional funding and develop a policy to enforce implementation.
- There was insufficient technical and managerial capacity for the EPWP implementation among many implementing public bodies' officials.
- The Public Employment Programmes Inter-Ministerial Committee (PEP-IMC) has raised the profile of the EPWP, in particular, among political leadership. This structure could have an even more impactful role on the EPWP.
- Compliance with the EPWP principles has improved on the EPWP reported projects. Strengthening the monitoring of the core EPWP principles to improve compliance to the EPWP guidelines is necessary.
- Given the large number of EPWP participants, providing all of them with training was found not to be feasible due to limited budget/funding. Partnerships with the private sector should be strengthened for investments, placements and training.
- Even though the EPWP is a public sector programme, the review recommended that the EPWP should identify opportunities for increased involvement or partnerships with the private sector.



## 4. THE EPWP PHASE IV STRATEGY

Given the magnitude of the unemployment and poverty challenge in the country, the EPWP will continue to be implemented in a fourth phase (Phase IV). Phase IV of the EPWP is to be implemented over the 2019/20 – 2023/24 financial years. Phase IV builds on the lessons from the past fifteen years as well as international experience, and aims to take the role of public employment to the next level. It is important, therefore, that the EPWP builds on the experience and innovations to date to identify measures that will address some of the weaknesses of the programme that have emerged, and result in capitalising on the various developmental opportunities. This business plan contains a strategic shift for the EPWP in Phase IV. This shift is primarily a qualitative one and will require that a much stronger emphasis is placed on social protection, convergence and capitalising on developmental opportunities. This has design implications, in particular the mechanisms to improve targeting, ensuring compliance with the EPWP employment conditions and enhancing regularity and predictability of income as well as enabling convergence, particularly at the local level.

Achieving this in practice will not only depend on changing specific design features of the EPWP, but will also require improved implementation. It is therefore also proposed that considerable attention is given in Phase IV to improve many of the operational aspects of the EPWP, with the aim of achieving improvements in the following areas: implementation, qualitative outcomes, compliance with legislation, greater collaboration and synergies between sectors, operational efficiencies and a degree of uniformity where feasible and standardisation across the various EPWP programmes. Ultimately, these will collectively enhance the various development aspects discussed above. While each of these aspects by themselves do not represent a fundamental change in the programme, if implemented they will collectively bring about a large, positive shift in the programme as a whole. In summary, the key changes that will be implemented in Phase IV are the following:

- Strengthening the monitoring of the core EPWP principles to improve compliance to the EPWP guidelines.
- Expansion of the programme through replication and improvements in programmes across all sectors.
- Ensuring and monitoring the provision of quality services and the creation of quality assets.
- Enhancing the EPWP coordination and institutional arrangements including the PEP-IMC.
- Implementing projects and programmes that are more attractive to the youth who are in the Not in Education, Employment or Training Sector and increasing the participation of women across all programmes and sectors.
- Ensuring transparency and accountability through social audits and strengthening programme evaluation to enable improved performance of the programme guided by evidence.
- Strengthening impact evaluation of the EPWP and ensure greater transparency and accountability through the introduction of social audits.
- Strengthening partnerships with the private sector and Technical and Vocational Education and Training (TVET) colleges.

## 4.1. The EPWP Phase IV Programme theory of change

**Table 4: The EPWP Phase IV Programme impact**

<b>Definition</b>	The EPWP is a medium- to long-term government-funded programme that promotes the use of labour-intensive methods to create WOs, services and assets; thus contributing towards poverty alleviation and reduction of unemployment, thereby contributing to development.		
<b>Objective of the EPWP Phase IV</b>	<p><b>To provide WOs and income support to poor and unemployed people through the labour-intensive delivery of public and community assets and services, thereby contributing to development.</b></p> <p>This focused mandate, emphasising the three core performance areas of EPWP, namely employment creation, income support, and the development of community assets and the provision of services, delivered through LI methods, on a consistent basis at the required quality creates the platform to enable broader development impacts. The injection of income in communities, participation in employment and utilisation of assets will enhance the livelihoods and local economic development.</p>		
<b>Programme impact</b>	Poor unemployed people improve their well-being by:		
	<b>1</b>	<b>Employment creation</b>	<ul style="list-style-type: none"> <li>Acquiring work-based skills and workplace experience enhancing their potential to find future work in the formal or informal sector.</li> </ul>
	<b>2</b>	<b>Income support</b>	<ul style="list-style-type: none"> <li>Earning an increased income and improving their social security.</li> </ul>
	<b>3</b>	<b>Development of community assets and the provision of services</b>	<ul style="list-style-type: none"> <li>Benefiting from improved service delivery and the delivery of infrastructure in their communities through labour-intensive construction methods.</li> </ul>

## 4.2 Targets for the EPWP Phase IV

### 4.2.1. Participants, WOs and FTEs

The South African economy is unlikely to create many additional jobs and responding to the high level of unemployment will have to be the main priority for government. The overall minimum target for Phase IV is five million WOs. This target is based on a scale that can be achieved utilising current budgets and available MTEF forecasts available; and assuming that these budgets would increase in line with inflation in the outer years. This obviously provides a much more modest but steady growth of the programme from its current scale. The target is in line with

current indications from National Treasury that there are no additional funds available. In the current fiscal environment, it is more likely that government and the EPWP will face budget cuts rather than increasing budgets and it is, therefore, not prudent to set targets based on the assumption that budgets would increase. The targets are thus based on the current budget over the MTEF with projections for the outer years. Below are the set WOs and FTE targets for the EPWP Phase IV per sector and, sphere per financial year.

### 4.2.2. Overall Phase IV targets (1 April 2019 to 31 March 2024)

**Table 5: Overall Phase IV WO targets per sector per year**

	<b>Infrastructure</b>	<b>Environment</b>	<b>Social</b>	<b>Non-State</b>	<b>Total</b>
2019/20	321 260	181 458	171 703	307 076	981 497
2020/21	331 072	185 838	174 204	293 376	984 490
2021/22	340 114	189 588	175 253	305 017	1 009 972
2022/23	348 819	193 260	176 474	305 016	1 023 569
2023/24	358 503	197 103	178 120	305 016	1 038 742
<b>Total</b>	<b>1 699 768</b>	<b>947 247</b>	<b>875 754</b>	<b>1 515 502</b>	<b>5 038 271</b>



**Table 6: Overall Phase IV FTE targets per sector per year**

	Infrastructure	Environment	Social	Non-State	Total
2019/20	114 069	78 807	115 462	148 185	456 523
2020/21	117 785	80 814	117 353	148 115	464 068
2021/22	121 277	82 576	118 193	156 622	478 667
2022/23	124 687	84 445	119 149	156 622	484 903
2023/24	128 452	86 421	120 347	156 622	491 842
<b>Total</b>	<b>606 269</b>	<b>413 063</b>	<b>590 504</b>	<b>766 167</b>	<b>2 376 003</b>

#### 4.2.3 Overall Phase IV targets per sphere per year

**Table 7: Overall WO targets per sphere of government per year**

	Municipal	Provincial	National	Total
2019/20	251 232	310 957	419 307	981 497
2020/21	253 538	321 845	409 107	984 490
2021/22	255 320	330 316	424 336	1 009 972
2022/23	256 429	339 185	427 955	1 023 569
2023/24	258 049	349 026	431 668	1 038 742
<b>Total (5 Y)</b>	<b>1 274 569</b>	<b>1 651 329</b>	<b>2 112 373</b>	<b>5 038 271</b>

**Table 8: Overall FTE targets per sphere of government per year**

	Municipal	Provincial	National	Total
2019/20	88 277	163 577	204 669	456 523
2020/21	89 147	168 519	206 401	464 068
2021/22	89 853	172 045	216 769	478 667
2022/23	90 419	175 850	218 634	484 903
2023/24	91 248	180 039	220 555	491 842
<b>Total (5 Y)</b>	<b>448 944</b>	<b>860 030</b>	<b>1 067 029</b>	<b>2 376 003</b>

There will be a shift in the EPWP Phase IV to also target and report on the number of participants in the programme which is based on the distinct number of ID numbers reported each financial year. This is in line with the EPWP's objective, which states that the EPWP aims to reach the poor and unemployed people. In Phase IV, progress will be reported against the achievement of all the elements of the EPWP objectives, and not simply emphasising the main target of WOs. Therefore, reporting for the EPWP will cover, among others, the following issues, as extracted from the 2017-18 financial year performance:

**"In 2017-18 financial year, the EPWP reported 900,000 WOs with an average duration of 102 days, and an average income support of R12,250 per annum to 825,000 poor and unemployed people through the delivery of 16,000 projects whose average labour intensity was 52%."**

Reporting in this manner will highlight the multi-faceted achievements of the EPWP and assist in building better recognition of its employment, social protection and broader developmental impacts through assets created, services delivered and pathways into sustainable livelihoods that makes a contribution to the social or solidarity economy.

#### 4.2.4. Assumptions for target-setting

The following assumptions have informed the setting of targets:

- Baselines were estimated based on past expenditure as reported on the EPWP Reporting System.
- The past performance of participating public bodies at all spheres of government and baseline data of 2017/18 were used.

#### 4.2.5. Demographic targeting

In order to increase participation of the vulnerable groups of our society, demographic targets for youth participation is set at 55% in the EPWP Phase IV while targets for the participation of women and people with disability are set at 60% and 2% respectively. The targets for Phase IV designated groups are presented in the table below.

**Table 9: Targets for demographics in EPWP Phase IV**

Category	Phase IV target
Women	60%
Youth between 16 and 35 years	55%
Persons with disabilities	2%

The EPWP has a variety of youth focused programmes, introduced as early as 2007, which include the National Youth Service (NYS) Programme that focuses on the training of youth between the ages of 18 to 35 in artisan trades in the built environment across the various spheres of government; the Youth Environmental Services Programme aimed at ensuring the participation of youth in natural resource and biodiversity management, and the Youth Mobilisation Programme aimed at supporting youth that have started community development initiatives that are socio-economic in nature to enhance the project outcomes.

Even though these programmes are well-developed, the scale is limited and the programme had an average youth participation rate of 46% in EPWP Phase III. According to the latest fourth quarter of Labour Force Survey (2018), 55.2% of the unemployed in South Africa were youth.

In recognition of the extremely high rates of youth unemployment and to increase participation of youth, the target of 55% youth is maintained in Phase IV. Extra effort will be made to employ youth through the following strategies:

- For the EPWP work that is clearly on a project (short-term, and once-off) basis, the recruitment of youth should be done more rigorously in that 55% of the opportunities will simply be reserved for youth and filled from the locally available cadre of youth willing and eligible to work in the EPWP.
- As outlined in the Jobs Summit Agreement, the social partners will extend the scope of the NYS, the Youth Environmental Service and youth ambassadors across a number of additional sectors. Furthermore, the Jobs

The Code of Good Practice currently articulates specific targets for the proportion of EPWP participants that will be women, youth and persons with disabilities. In the EPWP Phase III, the targets for women and youth were 55% respectively, while the target for people with disabilities was 2%.

Summit agreed that business will explore mechanisms to increase youth placement.

- As EPWP participants graduate out of the programme, they will be replaced by youth who will also benefit from the training and skills offered in these programmes.
- In order to implement more programmes that are attractive to the youth, the NPO programme will be redesigned in Phase IV to become much more youth-focused, as presented under the NSS business plans.
- In line with the various commitments made at the National Jobs Summit, the EPWP will link up and explore the synergies with the various initiatives such as Installation, Maintenance and Repair (IMR), the ECD incubators and the Youth Employment Schemes. This collaboration could take several forms, from channelling youth who have worked in the EPWP into these initiatives, integrating the ECD incubator strategy into the EPWP ECD where feasible and ensuring that the NYS has a strong focus on the IMR activities.
- Partnerships with different stakeholders, both public (like TVET colleges) and private sector, will be scaled up. Opportunities that will arise as the country transit to the fourth industrial revolution will be explored to promote youth participation.
- Collaboration with the Department of Planning, Monitoring and Evaluation (DPME) will be key in terms of programme development and alignment in terms of youth initiatives with a particular focus to inspire patriotism and develop a responsible citizenry among the youth. This will also include a branding strategy for youth in EPWP that will be rolled out across the country.

## 5. PROJECT AND PUBLIC BODY COMPLIANCE

The EPWP is implemented in line with key government legislations, prescripts and guidelines. All EPWP projects and public bodies must comply with these requirements and they include, among others:

- The Ministerial Determination 4: EPWP (2012) and the Code of Good Practice for employment and conditions of work for EPWP (2011), which contains the standard terms and conditions for workers employed in the elementary occupation of the EPWP.
- The Unemployment Insurance Contributions Act (Act 4 of 2002, as amended), which provides for the imposition and collection of contributions for the benefit of the Unemployment Insurance Fund (UIF).
- Occupational Health and Safety Act (Act 85 Of 1993, as amended), which provides for the health and safety of persons at work and in connection with the use of plant and machinery as well as the protection against hazards to health and safety arising out of or in connection with the activities of persons at work.
- Compensation for Occupational Injuries and Diseases Act of (Act 130 of 1993, as amended), which provides for compensation for disablement caused by occupational injuries or diseases sustained or contracted by employees in the course of their employment, or for death resulting from such injuries or diseases.
- The National Minimum Wage Act (Act 9 of 2018) which provides for the national minimum wage, Schedule 1, Section 6(6). 2(2) and EPWP minimum wage in terms of clauses 13(2) of the Ministerial Determination.
- The EPWP Recruitment Guidelines (2017), which provides guidance in the selection of participants to be employed in an EPWP project to ensure uniformity, fairness, transparency and equity across all sectors.



## 6. THE FOUR UNIVERSAL EPWP PRINCIPLES

The four universal principles introduced in Phase III form the basis for deciding whether a project or programme is part of the EPWP or not and can therefore be reported as such. The formulation of the four principles was adjusted to reflect some of the developments and changes in Phase IV. The monitoring of these elements will be strengthened so

that qualitative dimensions can also be reported on as part of a shift towards a greater focus on the qualitative outcomes of the EPWP. Clear policies and guidelines for documenting, monitoring compliance with each of these four criteria will be rolled out to implementers in EPWP Phase IV. The revised principles are presented in the following tables:

**Table 10: The EPWP Universal Principle 1**

Principle 1	Explanation	Implementation in the EPWP Phase IV
<b>Adherence to the EPWP minimum wage and employment conditions under the EPWP Ministerial Determination</b>	Many of the core features of the EPWP relates to the Ministerial Determination for the EPWP and the associated Code of Good Practice. The EPWP Ministerial Determination sets out minimum wages and working conditions that are critical social tools for protecting vulnerable EPWP participants and for the EPWP to become more effective as a social protection instrument. Monitoring compliance with this legislation and taking action when there is a lack of compliance will receive greater priority in all the EPWP programmes. The EPWP programmes/projects must seek to achieve full compliance with this determination in Phase IV.	<ul style="list-style-type: none"> <li>Work that complies with the Ministerial Determination and Code of Good Practice for Special Public Works Programmes will be categorised as falling within the EPWP programme.</li> </ul> <p>Compliance with the Ministerial Determination and Code of Good Practice requires that:</p> <ol style="list-style-type: none"> <li>All EPWP participants receive the minimum daily wage/task rate for EPWP projects as set out on an annual basis.</li> <li>All EPWP participants receive UIF coverage</li> <li>All EPWP participants must be covered in terms of the Compensation for Occupational Injuries and Diseases Act (1993).</li> </ol>

In May 2018, the Parliament of South Africa passed a National Minimum Wage Act of 2018 that aims to tackle the wage inequality in South Africa. The National Minimum Wage (NMW) is set at R20 per hour (R160 per day) which amounts

to R3 500 per month. The EPWP has been exempted from 100% payment of the NMW at R20 per hour but has been allowed to pay a minimum daily wage of R11 per hour (55% of the NMW).

**Table 11: The EPWP Universal Principle 2**

Principle 2	Explanation	Implementation in EPWP Phase IV
<b>Selection of EPWP participants based on (a) a clearly defined process and (b) a defined criteria</b>	Given the international evidence of the importance of targeting in determining the impact of programmes like the EPWP on reducing poverty among EPWP participants, Phase IV agrees with defined targeting considerations ensuring fair and transparent selection criteria, but at the same time keep targeting operationally as simple as possible.	<p>In order to keep targeting operationally simple and cost effective, the EPWP uses a combination of three targeting mechanisms namely:</p> <ol style="list-style-type: none"> <li><b>Geographical targeting:</b> As much as possible, all EPWP projects and programmes should be located in poor communities and recruit workers residing in those communities.</li> <li><b>Self-targeting</b> through the EPWP minimum wage: Anyone willing to work for the set minimum daily wage paid by EPWP projects. It is recommended that EPWP projects within one locality should pay similar wages.</li> <li><b>Community-based targeting:</b> This will be achieved through a project steering committee or similar structures.</li> </ol>



Principle 2	Explanation	Implementation in EPWP Phase IV
<b>Selection of EPWP participants based on (a) a clearly defined process and (b) a defined criteria</b>	The selection of each EPWP participant should be done on a clear set of criteria to minimise patronage and abuse during selection. The selection should also happen in accordance with clear transparent and fair procedures.	Criteria for EPWP participants: <ol style="list-style-type: none"> <li>1. Willing and able to take up the offered work.</li> <li>2. Unemployed.</li> <li>3. Living close to the project area (i.e. local).</li> <li>4. Recruited through a fair, transparent, community-based selection process as stipulated in the EPWP Recruitment Guidelines.</li> <li>5. All EPWP participants to be above 16 years of age.</li> </ol>

**Table 12: The EPWP Universal Principle 3**

Principle 3	Explanation	Implementation in the EPWP Phase IV
<b>Work provides or enhances public goods or community services</b>	For the EPWP to fulfil its transformative, developmental and social protection potential, the focus of developing assets and services that in particular enhance the social and economic benefits to the poor, is important. The work output of each EPWP project should contribute to enhancing public goods or community services, with a bias towards the poor. The core of this requirement is that EPWP projects are not deployed on activities that will benefit private companies or contribute to private sector profit generation. This excludes the use of private sector companies as implementing agents. In addition to this, a focus on labour-intensive delivery methods while maintaining quality standards further enhances benefit.	In the EPWP, collecting data and reporting on service delivery outputs is solely the responsibility of implementing public bodies. All projects and programmes should have mechanisms to measure and monitor the productivity and outputs of all work to ensure value for money. A record of outputs should form part of reporting.

**Table 13: EPWP IV Universal Principle 4**

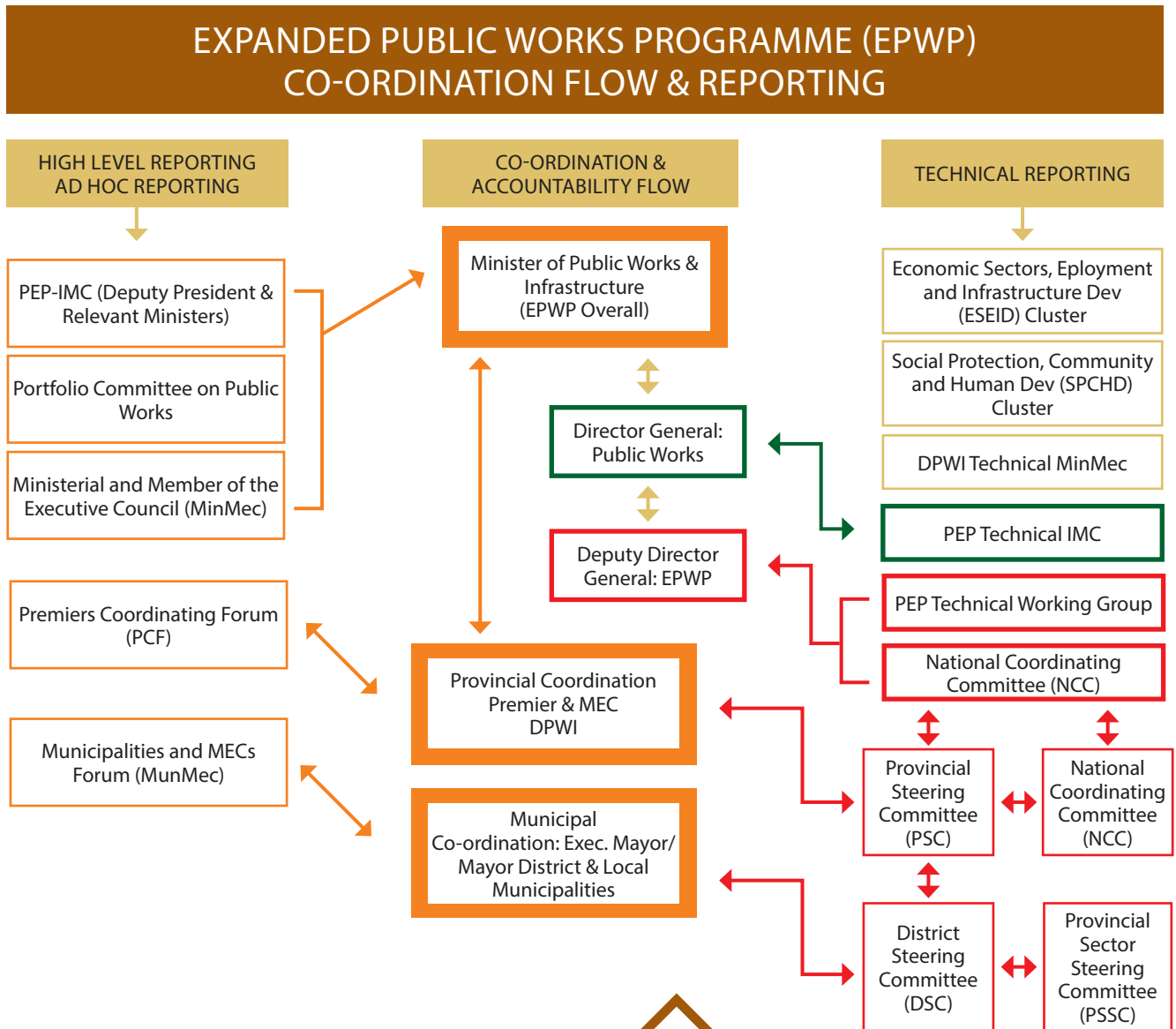
Principle 4	Explanation	Implementation in EPWP Phase IV
<b>Minimum labour intensity (LI) appropriate to each sector</b>	A minimum LI benchmark appropriate to each sector has been set. Different types of programmes within each sector would also be encouraged to set their own benchmarks.	Each sector has specified a minimum LI standard. Every EPWP programme/project must comply with the relevant sector LI standards set.  Given that the minimum sector LI is part of the definition of an EPWP programme, this will form part of the compliance criteria contained in the EPWP Compliance Guidelines to be implemented and monitored.

## 7. ENHANCING THE EPWP COORDINATION AND INSTITUTIONAL ARRANGEMENTS FOR PHASE IV

The EPWP is a cross-cutting government programme. There are various levels at which planning, coordination, implementation, management and progress reporting takes place. As such, coordination structures are important to ensure

the effective implementation of the EPWP for each sector and for the programme as a whole. The overall coordination, accountability and implementation arrangements of the EPWP are outlined in the figure below.

**Figure 2: The coordination structure of the EPWP**



## 7.1. Accountability arrangements

The overall accountability of the EPWP lies with the Department of Public Works and Infrastructure (DPWI). In the EPWP Phase IV, the DPWI will report on the progress of the programme to the following structures:

- Cabinet of South Africa.
- Public Employment Programmes Inter-Ministerial Committee (PEP-IMC).
- The Executive, through MinMec, and the Economic Sectors Employment and Infrastructure Development as well as the Social Protection Community and Human Development clusters.
- To National Treasury for MTEF budget planning into the MTEF Functional Group on employment.

## 7.2. Overall institutional arrangements

The coordination of the EPWP is multi-faceted as it is implemented across multiple national departments,

provincial departments, some State-Owned Enterprises (SOEs), agencies as well as municipalities.

- The DPWI is responsible for the overall co-ordination of the Infrastructure Sector and the NSS:NPO. The NPO programme of the NSS will be implemented through an implementing agent, while the CWP will be implemented and managed through the Department of Cooperative Governance and Traditional Affairs (COGTA).
- The environment and culture sector will be led and coordinated by the Department of Environment, Forestry and Fisheries (DEFF).
- The Department of Social Development (DSD) will coordinate the social sector.
- At provincial level, the EPWP Units in the provincial departments of Public Works will continue to coordinate and mobilise other provincial departments as well as municipalities within the province to ensure positive performance on the EPWP.



### 7.3. Roles and responsibilities

**Table 14: Roles and responsibilities of key stakeholders**

Structure	Roles and responsibilities
<b>DPWI</b>	<ul style="list-style-type: none"> <li>Developing the EPWP overall policy frameworks: <ul style="list-style-type: none"> <li>A Communications Strategy for EPWP.</li> <li>The EPWP M&amp;E Framework.</li> <li>The Training Framework.</li> <li>The Enterprise Development Framework.</li> </ul> </li> <li>Coordinating and supporting the implementation strategy of the EPWP: <ul style="list-style-type: none"> <li>Monitoring the implementation of the EPWP against objectives and evaluating the impact of the programme; and reporting on progress to all stakeholders.</li> <li>Advising and reporting to the Minister of Public Works and Infrastructure on all aspects of the EPWP.</li> <li>Providing technical support to the public bodies implementing EPWP programmes/projects.</li> </ul> </li> <li>Supporting EPWP expansion planning.</li> <li>Facilitate the development and/or refinement of the grant models, frameworks and conditions to facilitate EPWP expansion.</li> <li>Documenting and publishing best practices in EPWP.</li> </ul>
<b>Lead sector departments</b>	<ul style="list-style-type: none"> <li>Championing and leading the sectors in general.</li> <li>Facilitating coordination and liaison within the sector between national, provincial and municipal public bodies for all sector issues and reporting concerns.</li> <li>Development of the sector plans in consultation with DPWI and all relevant public bodies.</li> <li>Supporting EPWP implementation in the sector, including: <ul style="list-style-type: none"> <li>Putting in place a sector training and capacity building framework, qualifications framework and sector guidelines.</li> <li>Identifying strategies for sector expansion.</li> <li>Facilitating discussions on sector expansion areas.</li> <li>Monitoring implementation progress against the sector plan.</li> <li>Facilitating sector discussions on quarterly performance and actively engaging with progress reports.</li> </ul> </li> </ul>
<b>Provincial coordinating departments</b>	<ul style="list-style-type: none"> <li>Coordinating and supporting the EPWP activities at the provincial level.</li> <li>Championing and leading the programme in general, including convening the Provincial Steering Committee meetings.</li> <li>Facilitating coordination and liaison within the province between the provincial and municipal public bodies for all provincial issues and reporting concerns.</li> <li>Monitoring implementation progress against the programme business plan.</li> <li>Facilitating EPWP discussions on quarterly performance and actively engaging with progress reports.</li> </ul>

## 7.4. EPWP coordination structures

**Table 15: EPWP coordination structures**

Structure	Aims and objectives	Members
<b>National Coordinating Committee (NCC)</b>	<p>The objective is to make decisions on EPWP policy matters and to provide strategic platforms on planning and implementation of the programme across all sectors and spheres of government.</p> <p>The focus includes developing and reviewing strategies for implementation, expansion, increased performance and funding.</p> <p>The NCC also facilitates linkages across sectors and resolves cross-cutting issues such as planning, implementation approaches, training, enterprise development and monitoring and evaluation.</p>	<ul style="list-style-type: none"> <li>• The NDPWI (Convenor).</li> <li>• Lead sector departments (DFF, DSD and COGTA).</li> <li>• Provincial coordinating departments.</li> </ul>
<b>National Sector Coordinating Committees (NSCCs)</b>	<p>The sector coordinating structures is a technical advisory committee responsible for facilitating and monitoring the sector's implementation as per the sector plans.</p> <p>The structure also facilitates dialogue and create enabling environment where sector progress and develop strategies to achieve sector target.</p>	<ul style="list-style-type: none"> <li>• Lead sector departments (Convenor).</li> <li>• Sector implementing departments.</li> <li>• The DPWI.</li> <li>• Other relevant stakeholders.</li> </ul>
<b>Provincial Steering Committee (PSC)</b>	<p>To facilitate and monitor the implementation of EPWP within the provinces.</p> <p>It is utilised as a forum to share policy and implementation challenges, solutions and streamline coordination to ensure that EPWP targets are met.</p>	<ul style="list-style-type: none"> <li>• The provincial coordinating department (Convenor)</li> <li>• All EPWP implementing departments in the province.</li> <li>• District municipalities and metros.</li> <li>• Provincial SALGA.</li> <li>• Other relevant stakeholders.</li> </ul>
<b>District Steering Committee (DSC)</b>	<p>The aim of the DSC is to facilitate and monitor all EPWP activities implemented within the municipalities. It is utilised as a forum to share policy and implementation challenges, solutions and streamline coordination to ensure that EPWP targets are met.</p> <p>The structure also ensures participation of all municipalities within the district.</p>	<ul style="list-style-type: none"> <li>• The Municipal Manager of the District Municipality as nominated by members of the DSC (Convenor).</li> <li>• The provincial coordinating department.</li> <li>• Sector coordinating departments.</li> <li>• All municipalities.</li> </ul>



## 8. FUNDING AND THE EPWP INCENTIVE GRANT IN PHASE IV

Funding for the EPWP programmes will be allocated to national departments, provinces and municipalities through the normal budgeting processes leveraging on equitable share and public agency budgets. The implementing public bodies are expected to use their line function budgets to implement the EPWP projects.

In order to assist with additional funding for the implementation of the EPWP, incentive grants were introduced with the aim of providing the programme with additional funding to expand job creation in specific focus areas, where labour intensive delivery methods can be maximised.

The EPWP Incentive Grant is designed to reward performance with respect to the creation of FTE. There are several EPWP sector-specific Conditional Grants, each with its own characteristics and focus. The management of all these

grants, however, subscribe to the same basic management process.

The grant allocation to each public body for a particular financial year is published in the Division of Revenue Act (DoRA, Act 1 as amended annually). The Act specifies conditions of the different grants that are provided to different public bodies. The allocations are transferred in tranches according to a payment schedule, based on compliance by the public body to the stipulations of the DoRA as amended annually, and the signed agreement. In the case of non-compliance, disbursements may be withheld. Monthly expenditure reports, quarterly grant performance reports and annual grant evaluation reports are submitted by the receiving public bodies. With reference to these, the NDPWI also compiles quarterly performance reports and an annual evaluation report for each grant.



## 9. REPORTING, MONITORING AND EVALUATION (M&E)

The NDPWI is responsible for monitoring and evaluation (M&E) of the EPWP programme. The vision for M&E of the EPWP is:

**“To efficiently gather information about the performance of EPWP programmes/ projects, to monitor and report implementation progress and evaluate the impact of the programme on the participants, households and their communities.”**

The NDPWI is responsible for consolidation, validating, analysis, and reporting achievements against set targets.

The implementing public bodies are responsible for project implementation, verification of project information as well as reporting into the EPWP-RS. The following key indicators should be included in the information reported: project information; participants' information (name and surname, ID number, contacts details); employment information (daily wages paid, number of days worked); training information; enterprise formation; financial information (project budget and expenditure); implementing body information and project output information.

With the improvement in the EPWP-RS realised under Phase III, the programme is now in a much better position to report on the number of individuals employed. The adherence to the four EPWP Universal Principles will be monitored and reported on more systematically. In Phase IV the level of adherence to the two principles (adherence to the EPWP minimum wage and the minimum LI) will be more actively monitored and that projects and programmes that are not complying will be excluded from official EPWP reports.

The monitoring of project outputs (services and assets) as indicated in Principle three will be further strengthened. The EPWP-RS is already able to report on the outputs but given the diversity of outputs of EPWP programmes, it recognised that there is an inherent difficulty in evaluating the quality and impact of the outputs created and services provided. It is therefore important that DPWI, in partnership with the relevant public bodies and DPME, to conduct complementary evaluations of the nature, quality and impacts of the outputs of different programmes.

### 9.1. Improving evaluations

In addition to the strategies above, the EPWP, in general, will invest much more heavily in evaluations and impact assessments. While the DPWI will take the lead in developing an overall framework on this, more evaluations will be done as partnerships between DPWI, the DPME and participating public bodies. This aims to optimise the use of resources, ensure that there is a common framework for these evaluations and that they are comparable and collectively provide a better assessment of the programme as a whole.

The EPWP M&E Framework for Phase IV will include the new concept of social audits, adopted by the Jobs Summit. A social audit is a process in which details of resources (financial and non-financial) used by public agencies for development initiatives are shared with the people. Social audits allow people to enforce accountability and transparency, providing users an opportunity to scrutinize development initiatives. Local participation is key for successful social audits.

The EPWP M&E Framework will detail how the social audits will be implemented in Phase IV. The table below list a summary of the proposed evaluation plan of EPWP Phase IV. A detailed M&E Framework will elaborate in more detail how projects will be monitored, reported and evaluated.





**Table 16: Proposed Evaluation Plan for the EPWP Phase IV**

Technique	Implementation	Areas measured	Timeframes
<b>Process evaluations</b>	Process evaluations of the implementation of projects and programmes in different sectors.	Implementation in accordance with prescribed guidelines, requirements and conditions. Extend compliance at difference stages of the project cycle; determine efficacy of implementation.	Years two and four.
<b>Surveys, including baselines, cross-sectional and longitudinal</b>	Surveys of participants, communities and government departments.	Profile of participants and their households; impact of income transfers; impact of assets created; relevance & quality of training, role of contractor (targeting, training etc.); community perceptions on the benefit of the project.	In years one, three and five, surveys to be conducted at the end of the project cycle.
<b>Case studies and completion reports</b>	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 participants after exiting the EPWP.  Quality of assets.  Implementation process.  All forms of infrastructure and services.	Years one and three.
<b>Poverty impact analysis</b>	Secondary data and data derived from surveys utilised.	Impact of income, participation in work, and assets and services transferred to poor households on poverty and vulnerability.	Year five.





## 10. AUDITING OF THE EPWP

The Auditor-General of South Africa (AGSA) is the only institution that, by law, audits and reports on how the Government is spending South African taxpayers' money. On an annual basis, AGSA produces audit reports on all government departments, public entities, municipalities and public institutions. This is based on performance audits done by AGSA on government departments and SOEs in line with the Framework for Managing Programme Performance Information.

In conducting performance audits for the EPWP, the AGSA considers a list of all EPWP projects reported in the EPWP Reporting System (EPWP-RS) to assess the following:

- Project details which include:
  - The sector to which the project belongs.
  - The name of the project.
  - A description of the project.
  - The start and end dates of the project.
  - The project budget.
  - The project planned job creation outputs, estimated numbers of WOs, FTEs and training days to be created in respect of the project.

Based on the information received from the EPWP-RS (including the above), AGSA then samples projects to perform site visits to verify the following in line with Section 12 of the EPWP Ministerial Determination:

- Availability of site attendance registers.
- Completeness of the registers.
- Payment registers.
- ID copies of participants.
- Work contracts for participants.
- Names on the EPWP-RS in comparison to the participants at the project site.

The responsibility for the integrity of the data captured in the EPWP-RS solely lies with the implementing body that has captured the information on the EPWP-RS. Implementing bodies should refer to the **EPWP-RS Help Desk Operating Procedures and Standards** for guidance on capturing projects on the EPWP-RS.

In terms of the section 12(2) of the Ministerial Determination - the employer must keep records for at least three years after the completion of the EPWP project.

Project records must be retained for the following:

- Audits.
- Research data.
- Direct evidence in litigation or for occupational disease or injury compensation purposes.



# 11. TRAINING AND ENTERPRISE DEVELOPMENT

The EPWP is operating in a context in which the South African economy is simply not creating employment at the scale required to absorb all those willing and able to work. Therefore, even though the EPWP is seen as a stepping stone into the world of work, the majority of the participants exit back into poverty or back into EPWP projects at the end of their EPWP work opportunity.

The EPWP, therefore, requires strengthening of its scope for participants to access employment opportunities beyond the EPWP, while strengthening their livelihoods when such employment opportunities are not available to them. The EPWP provides training and enterprise development to support EPWP participants to access employment opportunities beyond EPWP, but also to strengthen their livelihoods when such employment opportunities are not available to them.

## 11.1. Training of EPWP participants

Training is a highly desirable element of EPWP, requiring an expansion and an increase in the quantum and variety of training to be provided. However, the resources available for training are limited and the provision of accredited training in South Africa is costly.

To this extent, many programmes face a difficult choice of whether to use their funds to pay for training or to use funds for wages of EPWP participants (and thus either employ more participants or the same number for a longer duration). This is a very important trade-off, and the decision to use these resources for training would only be warranted if there is a high degree of confidence that the benefits of training outweigh those of providing more employment or longer duration of employment. The long-term benefits of providing further employment or training must be considered.

In order to improve the training outcomes in the EPWP Phase IV, the following principles have been adopted with regard to project based-training:

- Training will remain critical but not compulsory for every work opportunity created and should be implemented where needed, based on availability of funding.
- Training must be project based, meaning it must be aligned with project activities undertaken during the project implementation. Other training interventions not directly related to project implementation will be considered as a graduation or exit intervention.
- Project-based training is not limited to certain types of training programmes but allows any programme including skills programmes, learnerships as well as artisan development.
- Training targets should be determined by sectors at sub-programme level.
- Public bodies should set aside budget for training to augment the limited external funds.
- Whenever possible, training should be based on accredited programmes that can lead to a qualification.
- Training interventions should prioritise technical skills as enlisted in the priority course brochures for sectors. The priority courses will be found in sector plans.
- Capacity building interventions such as the provision of financial literacy training will continue. Other partnerships focused on improving life skills of EPWP participants are to be undertaken.
- All training activities, regardless of the funding source, must be reported on the EPWP reporting system as per the set prescripts.

Training of participants through formal non-accredited training, accredited skills programmes and learnerships will continue in the EPWP Phase IV and may be linked to graduation strategies of a sector or programme. Further details on training are furnished in the EPWP Phase IV Training Framework.

To expand the funding for training and promote exit opportunities, the EPWP Training Unit will also:

- Establish and strengthen partnerships with government and other external funders outside government to explore other funding opportunities.
- Identify public and private partnerships with TVET colleges, Sector Education and Training Authorities (SETAs), community education and training colleges



and companies for placement and increased training opportunities.

- Partner with other stakeholders including the Department of Higher Education and Training (DHET), the Manufacturing Engineering and Related SETA (MERSETA), the Construction Education and Training Authority (CETA) to expand the Artisan Development Programme.

## 11.2. Enterprise development in the EPWP

The aim of enterprise development through the DPWI is to provide small business support to EPWP participants in order to promote sustainable livelihoods. The small business development support includes assistance with business compliance, capacity- building and training and forming linkages to aid access to markets, financial and non-financial support. The EPWP enterprise development focuses on supporting participants who displayed an interest and the capability to start and operate a business. A key enterprise development support intervention through DPWI is the Start and Improve Your Business intervention (SIYBI). This training and capacity building initiative is undertaken through DPWI and International Labour Organisation (ILO) partnership.

There are also public bodies that lead and implement enterprise development support development initiatives.

These public bodies undertake the SMME model of implementation to achieve the EPWP outcomes, i.e. contractor development initiatives in the built and environmental sectors. These initiatives are fully operationalised and funded by these public bodies.

In Phase IV, enterprise development support will continue through the DPWI enterprise supported initiatives and public body lead interventions. The key areas for implementation in the EPWP Phase IV are as follows:

- Strengthening the linkages with the public and private institutions.
- EPWP sectors, programmes and public bodies designing and scaling-up enterprise development efforts and implementation.
- The DPWI will facilitate capacity building programmes for public bodies that have designed enterprise development initiatives.
- Continuing and improving on the reporting of the EPWP enterprise support provided by DPWI and public bodies undertaking enterprise support.
- Developing an Enterprise Development Framework for the EPWP Phase IV.



## 12. CONVERGENCE IN THE EPWP

The most important developments in Phase III included the introduction of convergence, a concept that aims to foster inter-sectoral linkages and encourage programme co-financing, as well as standardisation of programme implementation to eliminate overlaps and maximise cost-efficiency and programme effectiveness.

The principle of convergence broadens the EPWP from a programme into a more comprehensive strategy that not only tackles poverty and unemployment but also enhances multiple public sectors to improve efficiency and build developmental synergies. Collaboration can take place at both a higher policy level where policies and directives can provide the space for implementers to deepen developmental outcomes, share resources, training and technical support (to increase efficiency and reduce duplication) as well as at the local level, thus providing the same envisioned outcomes. Since the introduction of the concept of convergence, the degree to which it is implemented across sectors differs particularly at local level. For example, the wage rate for similar EPWP programmes in one locality often differs from another. Another example is of an ECD project delivered through the CWP which may not comply with the same norms and standards of an ECD project delivered through the DSD. Ensuring that convergence also happens at the local level remains an area for improvement in Phase IV.

In Phase III, the dimension of convergence that was introduced was aimed at enabling convergence around EPWP outputs within a given geographic area or around a local institution. This is most easily illustrated by the different EPWP programmes that evolve around schools, such as school maintenance and repair, nutrition, sports and homework support, converging around the same school. In this context, convergence was meant to ensure that sports facilities have been repaired and nutrition is provided to enable a mass sports programme, while ensuring that the homework support is not scheduled to clash with the mass sports activities. Such convergence does not just result from advocating for convergence at the national level but mostly from planning and coordination at the local level.

To ensure this happens as advocated, it requires that local institutions and communities be empowered to engage in planning with the EPWP as well as other government programmes, and that these programmes have the ability and willingness to be flexible, responsive and collaborative at the local level. Creating such conditions should be one of the objectives of the establishment of the local governance structures, similar to those of the Local Reference Committees in the CWP and Provincial Steering Committee (PSCs) in infrastructure projects. In these structures both elected officials like ward councillors and community leaders are represented to ensure the implementation of the EPWP projects and that the recruitment of EPWP participants are done in a fair, equitable and transparent manner.

The following are convergence strategies for EPWP Phase IV:

- In EPWP Phase IV, each EPWP sector will mainstream the convergence concept, with sectoral plans making specific reference to it and how it will be achieved within their respective programmes.
- For local level convergence to happen effectively in Phase IV, the EPWP structures at local level will be strengthened so that they are able to collaborate or be merged when there are multiple EPWP projects in one community.
- There will be more partnerships between programmes that are involved in similar activities and they will be formalised to ensure consistency around norms and standards in the EPWP.
- In addition, operational guidelines will be developed on convergence that will provide clarity to implementing bodies and their officials on how to approach and realise convergence.



## 13. PRIVATE SECTOR PARTNERSHIPS

In the EPWP Phase III, there were limited partnerships with the private sector across all sectors. The partnerships that exist include the following programmes:

- Expansion of the non-centre based ECD.
- Mentoring of emerging contractors participating in the Vuk'uphile Contractor Development Programme.
- Private sector training of youth from the NSS NPO programme on Information and Communication Technology.
- Placement and training young people participating in the National Youth Chefs Programme.

To strengthen partnership with the private sector, the programme will develop a strategic overarching framework with clear terms of engagement with the private sector which is imperative to ensure the identified common outcomes are achieved. The objectives of the partnership will be to achieve the following:

- Harnessing the expertise of the private sector to attract investment and grow SMMEs.

- Ensuring that the skills development elements of the EPWP are aligned with the skills required in the private sector.
- Placement of EPWP participants with relevant private sector firms.
- Partnerships with initiatives and Corporate Social Responsibility activities that are coherent with EPWP objectives, most importantly related to youth employment and skills development.

While the programme will be exploring new ways of involving the private sector, there are commitments already made at the Jobs Summit agreement with private sector, where social partners have committed to certain areas such as strengthening of EPWP NYS and the Youth Environmental Service programmes. Business agreed to explore mechanisms to increase the number of placements, interaction of business and government in specific sectors to ensure that training provided during participation in the EPWP responds to the skills needs in the private sector.











# THE EPWP SECTOR STRATEGIES

## 14. THE EPWP SECTOR STRATEGIES

### 14.1. Infrastructure sector

The EPWP Infrastructure Sector's strategy to achieve its objective and the associated targets is to focus on increasing the labour intensity of infrastructure expenditure. The Infrastructure Sector is led by the NDPWI. The other participating stakeholders include the Department of Transport, provincial infrastructure departments, municipalities and SOEs. All implementing public bodies are encouraged to increase their performance through enhancement of the labour intensity of their projects. This includes the establishment of dedicated labour intensive maintenance programmes, which have the potential to provide regular employment to large numbers of people.

The objective of the Infrastructure Sector is: ***To create WOs through increased labour intensity of public-funded infrastructure construction and maintenance projects through the use of labour-intensive methods.***

#### 14.1.1. Infrastructure sector programmes and sector outputs indicators

The Infrastructure Sector will implement the following programmes in EPWP Phase IV to achieve its desired objective.

**Table 17: Infrastructure Sector programmes**

PROGRAMME	IMPLEMENTERS	PROGRAMME DESCRIPTION	OUTPUTS INDICATORS
<b>NYS</b>	The NDPWI, provincial infrastructure departments and municipalities.	Provide youth with training in artisan trades in the built environment and on-site work experience.	Youth trained in technical skills.
<b>Vuk'uphile Learnership Programme (Contractor Development Programme)</b>	The NDPWI, provincial departments and municipalities.	This is a Contractor Development Learnership Programme aimed at increasing capacity among small contractors to implement labour-intensive infrastructure projects.	Percentage of contractors with increased grading by Construction Industry Development Board. Number of contractors able to deliver projects labour-intensively.
<b>Large projects</b>	National and provincial departments as well as municipalities.	The programme focuses on providing support to public bodies to apply labour-intensive construction methods to projects with budgets over R30 million.	Components of projects above R30 million implemented labour intensively.
<b>Provincial Roads Programme</b>	Provincial Departments of Roads and Transport.	The programme provides support to public bodies involved in projects related to: <ul style="list-style-type: none"> <li>Routine rural road construction and maintenance.</li> <li>Improvement of secondary road network.</li> <li>New construction and rehabilitation of primary roads.</li> </ul>	Kilometres of primary roads constructed. Kilometres of rural roads constructed. Kilometres of roads rehabilitated.

#### 14.1.2. Infrastructure sector targets for Phase IV (2019 – 2024)

The overall targets for the Infrastructure Sector are presented in the tables below. The total target for WOs in the Infrastructure Sector is 1 699 768 and the total target for FTEs is 606 269.

**Table 18: Infrastructure Sector WO targets per sphere of government per year**

	Municipal	Provincial	National	Total
2019/20	145 898	155 363	20 000	321 260
2020/21	146 805	163 267	21 000	331 072
2021/22	147 275	170 839	22 000	340 114
2022/23	147 149	178 670	23 000	348 819
2023/24	147 374	187 129	24 000	358 503
<b>Total</b>	<b>734 501</b>	<b>855 267</b>	<b>110 000</b>	<b>1 699 768</b>

**Table 19: Infrastructure Sector FTE targets per sphere of government per year**

	Municipal	Provincial	National	Total
2019/20	48 210	59 250	6 609	114 069
2020/21	48 509	62 337	6 939	117 785
2021/22	48 665	65 342	7 270	121 277
2022/23	48 623	68 463	7 600	124 687
2023/24	48 697	71 824	7 930	128 452
<b>Total</b>	<b>242 705</b>	<b>327 217</b>	<b>36 348</b>	<b>606 269</b>

#### 14.1.2.1. Assumptions

The Infrastructure Sector targets are based on the available budgets for public bodies implementing infrastructure projects. These budgets include the various infrastructure related allocations and the three related conditional grants. The Infrastructure targets were based on the following rationale:

- Budgets available to public bodies implementing infrastructure projects:
  - National departments (infrastructure grants): NDPWI, Basic Education, Health, Higher Education & Training, Correctional Services, Police, Energy, Transport, Water and Sanitation, Arts and Culture, Human Settlement.
  - Provincial Departments (Infrastructure grants): Roads and Transport -PRMG; Basic Education-Infra Grant; Human Settlement; Health; Basic Education.
  - The Municipal Infrastructure Grant (MIG).
  - Metropolitan municipalities: Urban Settlement and Development Grants (USDG).
- Average duration of WOs.
- Labour intensity,
- Minimum wage to participants.

Other assumptions considered include the following:

- A percentage (0.7%) of the national departments' infrastructure grants was used to calculate the total amount that could be used to pay wages which was derived from the Phase III performance.
- A total of 4% of the provincial departments grants for Basic Education, Health, and Human Settlement was used.
- 25% of the MIG is used as EPWP budget for district/local municipalities.
- 25% of the USDG is used as EPWP budget for the metropolitan municipalities.
- 23% average LI used based on performance in the EPWP Phase III.
- Each WO for all other provincial departments, national departments, metros and district/local municipalities is made up of 76 days.
- The average daily wage rate for the first year for all other provincial departments, national departments and municipalities is R142 projected with 5% inflation rate to the outer years.
- For the Provincial Roads Maintenance Grant (PRMG) in Eastern Cape and KwaZulu-Natal the daily wage rate for the first year is R92.31 (EPWP Minimum Wage) projected with 5% inflation rate to the outer years of the phase.

- For the PRMG in the other seven provinces, the average daily wage rate for the first year is R142 projected with 5% inflation rate to the outer years of the Phase.

## 14.2. Social Sector

The Social Sector primarily focuses on providing WOs to unemployed and unskilled people through programmes that deliver of social development and community protection services such as ECD Programme, the Home Community Based Care (HCBC), the National Schools Nutrition Programme (NSNP) and the Mass Participation Programme.

The objective of the sector is: ***To draw significant numbers of the unemployed into productive work through the delivery of social services to enable them to earn an income.***

The Social Sector is led by the DSD. The stakeholders participating in the sector include the Departments of Health, Basic Education, Sports and Recreation and related provincial departments and municipalities.

### 14.2.1. Social Sector programmes and sector output indicators

In Phase IV, the Sector will scale up by creating more WOs in public social programmes listed below:

**Table 20: Social Sector programmes**

PROGRAMME	DESCRIPTION	SECTOR SUB- PROGRAMMES	OUTPUTS INDICATORS
<b>Home Community-Based Care</b>	The programme aims to address the effect of the Human Immunodeficiency Virus/Acquired Immunodeficiency (HIV/AIDS) epidemic effect on communities. The programme strategy entails the provision of home-based care services classified into preventative, therapeutic, rehabilitative, long-term maintenance and palliative care to families.	Drop-in-centres	<ul style="list-style-type: none"> <li>Number of people provided with home based care services.</li> <li>Increased capacity of care givers in delivering HCBC services.</li> </ul>
		Community-based care services	
		Health utilities	
		Malaria control	
		Behavioural change	
		HCBC learnership	
<b>Early Childhood Development</b>	The provision of education, stimulation and care to children of ages between 0 and 9 years, while nurturing the children's health, nutrition, education, psychosocial and other services within the context of the family and the community.	Child minders	<ul style="list-style-type: none"> <li>Number of children enrolled in ECD centres.</li> <li>Increased capacity of practitioners in delivering ECD services.</li> </ul>
		ECD practitioners	
		ECD out of centre model	
		ECD learnerships	
<b>National School Nutrition Programme</b>	The provision of nutrition to school going children to enhance the educational experience of needy primary school learners through promoting regular school attendance and Improving their concentration while contributing to their general health development.	Food handlers	<ul style="list-style-type: none"> <li>Number of children receiving school nutrition.</li> <li>Number of food handlers delivering nutritional services.</li> <li>Number of gardeners delivering nutritional services.</li> </ul>
		Gardeners	
<b>Community Safety Programme</b>	The Programme aims to augment police services by providing safety and security services in communities, towns, schools, trains, etc.	Community policing and patrolling	<ul style="list-style-type: none"> <li>Number of community policing and patrolling.</li> <li>Number of volunteer social crime prevention.</li> <li>Number of schools safety patroller.</li> </ul>
		Volunteer social crime prevention	



PROGRAMME	DESCRIPTION	SECTOR SUB- PROGRAMMES	OUTPUTS INDICATORS
<b>Community Safety Programme</b>	The Programme aims to augment police services by providing safety and security services in communities, towns, schools, trains, etc.	Schools safety patroller	<ul style="list-style-type: none"> <li>• Number of security guards.</li> <li>• Number of tourism safety monitors.</li> <li>• Number of traffic control/point duty officers.</li> </ul>
		Security guards	
		Tourism safety monitors	
		Traffic control/ point duty officers	
<b>Mass Participation Programme</b>	The provision of school and community sports activities to children and adults to contribute to a fair and inclusive citizenry.	School sports coordinators	<ul style="list-style-type: none"> <li>• Number of children and communities participating in the programme.</li> </ul>
		Community-based sports coordinators	
		School sport coaches	
<b>Expansion/ New Programme</b>	These are a myriad of additional projects that are innovation of the sector and are piloted.	Pharmacy assistants	<ul style="list-style-type: none"> <li>• Facilities supported through pharmacy assistants.</li> <li>• Participants trained on Pharmacy Assistant Training Programme.</li> <li>• Facilities supported through record management assistants.</li> <li>• Projects captured and reported.</li> <li>• Schools supported through teacher assistants.</li> <li>• Learners provided with homework assistants.</li> <li>• Learners provided with reading skills.</li> <li>• Schools provided with cleaning services.</li> </ul>
		Record management officers	
		Facility assistants	
		Data capturers and admin support	
		Extra school support programmes	



All spheres of government (national departments together with provinces and municipalities) are responsible for implementation of six main programmes and a group of programmes classified as expansion/new. The latter includes five programmes that were either introduced or older programmes were targeted for expansion in Phase III.

#### 14.2.2. Social Sector targets for Phase IV (2019 – 2024)

The overall targets for the Social Sector are presented in the tables below. The total target for WOs in the Social sector is 875 754 and the total target for FTEs is 590 504.

**Table 21: Social Sector WO targets per sphere of government per year**

	Municipal	Provincial	Incentive Grant	Total
2019/20	31 271	128 944	11 487	171 703
2020/21	31 321	130 764	12 119	174 204
2021/22	31 375	131 093	12 785	175 253
2022/23	31 436	131 613	13 424	176 474
2023/24	31 701	132 323	14 096	178 120
<b>Total</b>	<b>157 106</b>	<b>654 736</b>	<b>63 911</b>	<b>875 754</b>

**Table 22: Social Sector FTE targets per sphere of government per year**

	Municipal	Provincial	Incentive Grant	Total
2019/20	12 047	93 426	9 989	115 462
2020/21	12 066	94 750	10 538	117 353
2021/22	12 086	94 988	11 118	118 193
2022/23	12 110	95 365	11 674	119 149
2023/24	12 211	95 879	12 257	120 347
<b>Total</b>	<b>60 520</b>	<b>474 408</b>	<b>55 576</b>	<b>590 504</b>

##### 14.2.2.1. Assumptions

The Social Sector targets are based on the budgets available to public bodies implementing Social Sector programmes such as the comprehensive HIV/AIDS grant funding, HCBC, the School Nutrition Programme Grant as well as provincial budget allocations for other programmes like the ECD Programme and the Mass Sports Participation Programme. The sources of funding to determine the sector targets are as follows:

- For provincial departments, the funding resources for EPWP are expected to come from a combination of conditional grants and equitable share.
- For municipalities, historical performance shows that most of the participation by municipalities is in the Community Safety Programmes with minor contribution to the HCBC and ECD programmes.

- These programmes are functionally classified as community and social services or public safety in municipal standardised budgets.

The Social Sector targets are based on the following assumptions:

- Budgets available to public bodies implementing social sector programmes.
- It assumes that 1.5% of the expenditure will go towards EPWP in the metros and 2% in non-metro municipalities.
- The targets for WOs and FTEs created from the incentive grant are calculated for the entire sector.
- The social sector incentive grant is assumed to grow with inflation at 5.5%. The average cost per WO and FTE for the entire sector is used to calculate the WOs and FTEs expected from this funding.

### 14.3. The Environment and Culture sector (E&Cs)

The key aim of the Environment and Culture sector in the EPWP is to build and protect South Africa's natural resources and cultural heritage, promote tourism, and in doing so, spur social and economic development while contributing to sustainable use while creating access to WOs and social benefits.

The objective of the E&C Sector is: ***To build and protect South Africa's natural resources and cultural heritage, and in doing so, dynamically use this preservation work to create both medium and long term work and social benefits.***

The Environment and Culture sector is led by the DEA. The other participating stakeholders include the National Departments of Tourism, Agriculture, Water Affairs, Arts and Culture, Forestry and Fisheries, Energy, provincial departments, municipalities and other SOEs. Growth in the sector will come both from increasing the number of WOs and increasing the duration of WOs in public environmental and cultural programmes.

#### 14.3.1. The Environment and Culture sector programmes and output indicators

The sector includes a wide variety of programmes and projects, which are organised in an agreed set of focus areas outlined in the table below.

**Table 23: The Environment and Culture sector programmes**

FOCUS AREA	DESCRIPTION OF PROGRAMMES	SECTOR PROGRAMMES	OUTPUTS INDICATORS
<b>Sustainable land-based livelihoods</b>	The creation of sustainable land-based livelihoods through activities that support land rehabilitation, clearing of invasive alien plants, the re-vegetation of landscapes, improving the productive potential of land, advocating and assisting communities, landowners and farmers with the implementation of appropriate agricultural and land-management strategies.	Comprehensive Agricultural Support and Land Care	Hectares of: <ul style="list-style-type: none"> <li>• Alien plants removed/ cleared.</li> <li>• Fire breaks cleared.</li> <li>• Land rehabilitated.</li> <li>• Prescribed burning.</li> <li>• Soil rehabilitated.</li> <li>• Veld fires extinguished.</li> <li>• Wetlands rehabilitated.</li> </ul>
		Working for Water	
		Working on Fire	
		Working for Wetlands	
		Working for the Forest	
		Other (Greening and gardening, fresh water farming, etc.)	
<b>Coastal management</b>	This programme provides work and training for unemployed people in coastal communities to create and maintain a cleaner and safer coastal environment.  Supporting the development of a sustainable fishing industry by promoting the conservation and sustainable use of marine resources, establishing certain water farming projects and facilities, and supporting the appropriate management of the fishing industry.	Working for the Coast	Hectares of sandbanks rehabilitated.  Kilometres of coastline: <ul style="list-style-type: none"> <li>• Cleaned.</li> <li>• Monitored (fish stock).</li> <li>• Patrolled.</li> </ul>
		Working for Fisheries	





FOCUS AREA	DESCRIPTION OF PROGRAMMES	SECTOR PROGRAMMES	OUTPUTS INDICATORS
<b>Tourism and creative industries</b>	<p>This cluster of programmes provides work in the Tourism Sector and involves projects and programmes that contribute to the goals and objectives of the government's tourism and heritage policies, with a focus on:</p> <ul style="list-style-type: none"> <li>• Tourism infrastructure development.</li> <li>• The development of tourist products.</li> <li>• Skills development and capacity building in the tourism industry and creative industries.</li> <li>• Supporting grassroots enterprises and practitioners in the cultural and creative industries.</li> <li>• Supporting initiatives which support the conservation of heritage and culture.</li> </ul>	Working for Tourism	<p>Programmes provide work in the tourism sector.</p> <p>Number of:</p> <ul style="list-style-type: none"> <li>• Participants trained as chefs.</li> <li>• Participants trained in the hospitality sector.</li> <li>• Tourism products funded.</li> <li>• Chalets built.</li> <li>• People trained in wine tasting (sommelier).</li> </ul>
		Creative Industries	
		Museum Services	
		Cultural Services	
		Language Services	
		Heritage Services	
<b>Waste management</b>	<p>The Programme focuses on domestic waste management and the cleaning of public open spaces.</p>	Working on Waste	<ul style="list-style-type: none"> <li>• Tons of waste collected.</li> <li>• Number of buyback centre built/ created.</li> <li>• Kilometres of landfill sites established /rehabilitated.</li> <li>• Kilometres of fence erected.</li> <li>• Number of households receiving waste collection services.</li> </ul>
		Urban Renewal	
		Cleaning of Public Open Spaces	
		Recycling	
<b>Parks and beautification</b>	<p>This cluster of programmes mainly involves:</p> <ul style="list-style-type: none"> <li>• Cleaning, clearing and the beautification of public open spaces such as municipal streets, parks, illegal dump sites, cemeteries, etc.</li> <li>• Supporting communities improve their local surroundings.</li> <li>• Developing infrastructure within protected areas.</li> </ul>	People and parks	<ul style="list-style-type: none"> <li>• Number of indigenous trees planted.</li> <li>• Number of community parks created/ rehabilitated.</li> <li>• Square metres of parks/area cleaned and maintained.</li> </ul>
		Community parks	
<b>Sustainable energy</b>	<p>This area focuses on the provision of energy through renewable energy technologies and facilitating energy management through using LI methodologies to stimulate sustainable job creation, local economic development, technology skills transfer and capacity development within a South African context.</p>	Working for Energy	<ul style="list-style-type: none"> <li>• Joules/Watt hours of energy produced.</li> <li>• Joules/Watt hours of energy saved.</li> </ul>
		Other	

### 14.3.2 The Environment and Culture Sector targets for Phase IV (2019 – 2024)

In Phase IV, measuring performance will continue in respect of achievement of targets set for WOs and FTEs. In addition, the programme will also measure the number of participants in the EPWP, the aim being to assess the extent to which

the programme is reaching significant numbers of the unemployed. The table below sets out the proposed WO and FTE targets by all spheres in the E&C Sector over the five-year period.

**Table 24: Overall summary of E&C Sector targets for Phase 4**

	Municipal	Provincial	National	Total
2019/20	74 063	26 651	80 744	181 458
2020/21	75 412	27 815	82 611	185 838
2021/22	76 669	28 384	84 534	189 588
2022/23	77 843	28 901	86 515	193 260
2023/24	78 973	29 575	88 555	197 103
<b>Total</b>	<b>382 961</b>	<b>141 326</b>	<b>422 960</b>	<b>947 247</b>

**Table 25: E&C Sector FTE targets per sphere of government per year**

	Municipal	Provincial	National	Total
2019/20	28 020	10 900	39 887	78 807
2020/21	28 572	11 433	40 809	80 814
2021/22	29 102	11 715	41 759	82 576
2022/23	29 686	12 022	42 738	84 445
2023/24	30 340	12 336	43 745	86 421
<b>Total</b>	<b>145 720</b>	<b>58 405</b>	<b>208 938</b>	<b>413 063</b>

#### 14.3.2.1. Assumptions informing target-setting

A number of assumptions have informed the target-setting, which are outlined below:

- Baselines were estimated based on past expenditure (EPWP system data was used). The figures were later confirmed or amended by public bodies when they receive their final allocation letters.
- Targets were primarily based on past performance (performance and baseline data of 2017/18 were used) of participating public bodies at all spheres of government.
- Targets were first allocated to national and provincial departments with an E&C mandate, and then to municipalities.
- All existing (2017/18) participating E&C public bodies were to be allocated a target.
- Provincial and local government sphere targets should be aggregated to individual public bodies.





## 14.4. Non-State sector

The objective of the Non-State sector is to create WOs through collaboration with non-State organisations and strengthen community participation in local community development through delivering assets and services that improve the quality of life and complementing wider service delivery.

The NSS consists of two sets of programmes: NPOs and the CWP. The programmes in this sector are implemented by NSS agencies like NGOs, Non-Profit Organisations (NPOs) and Faith-Based Organisations (FBOs) in communities. The NPO Programme is led and coordinated by the DPWI while the CWP Programme is led and coordinated by COGTA.

**Table 26: Overview of Non-State sector programmes**

PROGRAMME	IMPLEMENTERS	DESCRIPTION AND SERVICE DELIVERY OUTPUTS
Non-Profit Organisations (NPO) Programme	Managed by Department of Public Works and Infrastructure implemented by the Independent Development Agency (IDT).	Non-state stakeholders are mobilised to create additional WOs. In this institutional-based programme, NPOs develop programmes that create income for large numbers of individuals through socially constructive activities.
CWP	Department of Cooperative Governance	In the CWP, the types of initiatives are determined by the non-state stakeholders with the state providing partial funding for specified costs and wages.

While the rest of EPWP is organised in relation to sectors, the NSS is instead characterised by the modality of delivery through NPOs, which overlap with the other sectors in relation to work activities. For the NSS, convergence remains

an important priority, ensuring that the work undertaken, for example, in relation to ECD or HCBC, is aligned with approaches and norms and standards in the Social Sector, with scope for peer learning as well.

### 14.4.1. NSS targets for Phase IV (2019 – 2024)

**Table 27: NSS WO targets per programme per year**

	WOs		
	CWP	NPO	Total
2019/20	253 245	53 831	307 076
2020/21	252 836	40 540	293 376
2021/22	252 819	52 198	305 017
2022/23	252 818	52 198	305 016
2023/24	252 818	52 198	305 016
<b>Total</b>	<b>1 264 536</b>	<b>250 966</b>	<b>1 515 502</b>

**Table 28: NSS FTE targets per programme per year**

	FTEs		
	CWP	NPO	Total
2019/20	118 695	29 490	148 185
2020/21	118 503	29 612	148 115
2021/22	118 495	38 127	156 622
2022/23	118 495	38 127	156 622
2023/24	118 495	38 127	156 622
<b>Total</b>	<b>592 683</b>	<b>173 484</b>	<b>766 167</b>

#### 14.4.1.1. Assumptions for targeting

The targets for the Sector were based on the following:

- For the CWP, the targets are based on the budget allocations made to COGTA specifically with the following assumptions:
  - 70% of the allocated budgets will be paid to CWP participants in wages.
  - CWP participants will be paid the EPWP Minimum wage of R92,52 in 2019/20 and factoring in the anticipated 6% annual adjustments.
  - Supervisors and storekeepers will be paid R127,20 per day in 2019/20.
  - Participants on sites that have been established in previous years will work 100 days a year.
  - That for new sites, it is assumed that they are established on a continuous basis throughout the year so that in the first year, on average, new CWP participants will work for 100 days.
- For the NPO Programme, the targets are based on the budget allocations made to DPWI specifically for the NPOs with the following assumptions:
  - That 93% of the allocated budgets will be paid to NPO Programme participants in wages.
  - 7% of the allocated WO targets allocated should be for administration.
  - Funding model to have provision of 3% contribution towards UIF, COIDA and bank charges incurred when paying participants using EFT payments.
  - Participants working 14 days a month for a full year .
  - Alignment of wage rate of R95 per day with the Ministerial Determination rates; set NSS wage rates above the minimum inflation rate.
  - The NPO Programme only provides R200 per annum for Personal Protective Equipment increasing at 6% per annum.



NOTES:

[illegible]







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