



EXPANDED PUBLIC WORKS POLICY 2023

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DEFINITION OF TERMS

EPWP	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 income as well as develop their community and country. Expanded Public Works Programme
EPWP Target group	Poor and unemployed people willing and able to take up the offered work at the agreed wage rate.
EPWP participant/beneficiary	A person employed to work in an EPWP project under the Code of Good Practice for Expanded Public Works Programmes.
EPWP Reporting	Refers to the process of collecting project data in a defined (by National Department of Public Works) format and capturing in the EPWP Reporting System according to defined timeframes
EPWP Champion/Coordinator	The Municipal Official who is responsible for the coordination of all EPWP initiatives.
EPWP Target group	Poor and unemployed people willing and able to take up the offered work at the agreed wage rate.
Ministerial Determination	The Ministerial Determination applies to all employers and employees engaged in Expanded Public Works Programmes gazetted by the Minister of Labour and amended from time to time
Project budget	The total expenditure aggregated for all EPWP projects inclusive of all the sectors, infrastructure, environment, social and economic
Public body	Any institution of government administration at national, provincial or local government sphere as well as any other functionary or institution exercising a power or performing a duty in terms of the Constitution. However, a public body may appoint an implementing agent that is either an individual or legal entity contracted and authorised to act on its behalf implementing under the rules and conditions provided by the public body.
Project	An undertaking to create a unique product or service. It has a defined start and end point and specific objectives that, when attained, signify completion. In implementing EPWP, public bodies should select projects based on their potential to create work opportunities for poor and unemployed people without displacing existing workers.

Programme	A programme is a group of related projects managed in a coordinated way to obtain benefits not available from managing the projects individually.
Labour Intensity	The expenditure on wages expresses at a percentage of total project expenditure.

ACRONYMS

Abbreviation	Full Name
DPW	Department of Public Works
PWD	People with Disabilities
DPW	Department of Public Works
DLM	Dipaleseng Local Municipality
EPWP	Expanded Public Works Programme
FTEs	Full Time Equivalent Job(s)
NGP	New Growth Path
IDP	Integrated Development Plan
NSF	National Skills Fund

1. VISION

To reduce unemployment and alleviate Poverty

2. MISSION

- To have an EPWP Unit within the Municipality
- All Municipal Directors to have PWP targets in their performance Agreements with the Municipal Manager
- To report on the EPWP ER System all work opportunities created through the EPWP within Dipaleseng municipality.
- Meeting basic needs of our citizens (service backlogs)
- Establish EPWP Forum within the Municipality sitting every month.

3. DIPALESENG MUNICIPALITY BACKGROUND

Dipaleseng Local Municipality (DLM) is one of the seven local municipalities that make up Gert Sibande District. It is located on the northwest corner of Mpumalanga, and borders onto Gauteng and Free State Provinces to the west and south respectively. Lekwa and Govan Mbeki local municipalities are located along the Eastern and Southern boundary. It covers an area of approximately 2616.5km².

It is located south east of the Suikerbosrand Nature Reserve, just off the R23 that leaves the N3 north of Heidelberg and heads into the province of Mpumalanga. Balfour nestles in a region given over mostly to farms, game farms and bushveld. It is a small coal mining and mostly maize farming town.

The Municipal boundaries were delineated in terms of the Municipal Demarcation Act, (Act No. 27 of 1998) and considers population movement trends, regional economic patterns and current land use pattern. As such, the boundaries are not just administrative, but are also intended to promote social and economic development while also strengthening regional economic and functional linkages.

The growth in mining economic activities in Johannesburg and farming in the area resulted in massive population growth of natives in the area which resulted in the birth of Siyathemba in Balfour, in which the population of Dipaleseng is highly dense.

4. OVERVIEW OF EPWP

The Expanded Public Works Programme (EPWP) is South African Government initiated programme aimed at creating work opportunities and income support through service delivery.

The programme is not implemented in isolation with other Government strategic initiatives, the New Growth Path (NGP) outlines Key Job drivers, such as targeting more labour-absorbing activities across the main economic sectors; and substantial public investment in infrastructure both to create employment directly, in construction, operation and maintenance as well as the production of inputs, and indirectly by improving efficiency across the economy.

EPWP work opportunities are all linked to the NGP Job drivers and expected to contribute to the NGP targets through its Full-Time Equivalent (FTE) targets.

The Programme is implemented by all spheres of government, across four (4) defined sectors, namely the Infrastructure, Social, Non-State and Environment and Culture sectors. The Programme is co-ordinated by the National Department of Public Works (DPW), as mandated by Cabinet.

Municipalities are required to develop policies with a focus on closing the gap between the first and the second economies. These policies are expected to also promote the EPWP and are required to re-structure current activities to create greater employment opportunities per unit of expenditure, together with skills training across the four sectors detailed below. The National EPWP programs are being undertaken in four (4) sectors, targeting 1,0 million jobs over a period of five (5) years, since 2004. Within each Sector, there are opportunities for creating employment and training as follows:

4.1 EPWP Infrastructure Sector: increasing the labour intensive construction of public infrastructure projects:

- Road Marking
- sidewalks
- storm-water management

4.2 **EPWP Environmental & Culture Sector:** creating work opportunities in public environmental.

- Domestic waste collection

4.3 **EPWP Social Sector:** creating work opportunities through the public sector social programs of

- Early Childhood Development.
- Admin Support

5. **EPWP PHASE IV**

The objective of EPWP Phase 4 is "To provide work opportunities and income support to poor and unemployed people through the labour-intensive delivery of public and community assets and services, thereby contributing to development."

This focused mandate of the EPWP Phase 4, emphasizes the three main outputs, namely employment creation, income support, and the development of community assets and the provision of services, delivered on a consistent basis at the required quality creates the platform to enable broader development impacts. The injection of income in communities, participation of beneficiaries and utilisation of assets will enhance the livelihoods and local economic development.

5.1 **Introduction and Monitoring of the four (4) EPWP Universal Principles**

The Principles form the basis for deciding whether a project or programme is part of the EPWP and may be reported as such. Through compliance with principles such as the Ministerial Determination, social protection outcomes of EPWP are enhanced and a minimum level of income transfer is ensured.

While some of these are not necessarily new but in EPWP Phase 4 are made much more explicit, are constantly monitored and that specific measures are taken to ensure adherence, such as exclusion of EPWP reports when projects that do not comply to these criteria. The Municipality will take all possible steps to ensure that the four (4) EPWP Universal Principles are adhered to in all the projects it implements.

The following universal Principles are introduced:

UNIVERSAL EPWP PRINCIPLES

PRINCIPLE	EXPLANATION
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1. Adherence to the EPWP Minimum wage and employment conditions under the EPWP Ministerial Determination	The EPWP Ministerial determination of 2012 sets out a minimum wage for the EPWP and the EPWP must seek to achieve full compliance with this determination. There is currently substantial non-compliance with the minimum wage.
2. Selection of workers based on (a) A clearly defined process and (b) A defined criteria	The selection of each worker should be done on a clear set of criteria to minimize patronage and abuse during selection. The selection should also happen in accordance with clear transparent and fair procedures.
3. Work provides or enhances public goods or community services.	The work output of each EPWP project should contribute to enhancing public goods or community services.
4. Minimum labour intensity appropriate to sector.	A minimum labour-intensity benchmark appropriate to each sector should be set as sectors differ too much to apply a common standard across all sectors. Furthermore programmes within each sector would also be encouraged to set their own benchmarks.

5.2 Challenges experienced regarding EPWP specifically in Dipaleseng Local Municipality include the following:

- Achievement of longer duration of work opportunities and FTE targets.
- Unclear recruitment process.
- Capacitation or non-availability of Data Capturers.
- Non -attainment of designated target for people living with disabilities.
- Non-attainment of FETs targets – due to shorter duration of work opportunities.
- Non-adherence to UIF
- Lack of Supervision of beneficiaries in the respective Departments where they are stationed
- Late or no reporting by Contractors, Project Managers and Sub-contractors.
- Contractors not adhering to EPWP Minimum Wage

6. EPWP MUNICIPAL POLICY OBJECTIVES

The purpose of this **Policy document** is to provide a framework within which Dipaleseng Local municipality and its departments implementing the Expanded Public Works Programme (**EPWP**). Through this policy the municipality is aimed to achieve the following objectives:

- To have EPWP as an approved delivery strategy for projects implementation, employment creation and skills development; by ensuring that EPWP guidelines and principles are adhered to in the implementation of any Municipal project.

- To inform all Departments and Units within Municipality on how their functions should contribute towards achieving the EPWP objectives;
 - The Finance Department
 - Project Management Unit
 - Planning and Economic Development
 - Corporate Services
 - Community Services & Public Safety
- To entrench the EPWP methodology within the IDP; (acknowledge EPWP in the IDP)
- To develop skills within communities through on-the-job and/or accredited training of workers and thereby developing sustainable capacity within communities;
- To capacitate SMME's and emerging contractors within local communities by facilitating the transfer of sustainable technical, managerial and financial skills through appropriate Learnership Programmes and SMMEs development initiatives;

7. LEGAL FRAMEWORK

The development of this policy is guided by the following legislative and policy prescripts:

- The Constitution of South Africa (Act No.108 of 1996)
- The Public Finance Management Act (PFMA, 1999).
- Public Service Act (PSA, 1994).
- Municipal Finance Management Act (MFMA, 2003).
- Division of Revenue Act (DORA, 2006)
- The Municipal Systems Act (Systems Act, 2000)
- The Basic Conditions of Employment Act (BCEA, 1997).
- Skills Development Act (SDA, 1998)
- Cabinet Memo 2003 approving the implementation of EPWP

- EPWP Phase 4: Consolidated Programme Overview, 2016.
- EPWP II Logical Framework
- Ministerial Determination.
- Code of Good Practice for Expanded Public Works Programme.
- Expanded Public Works Programme (EPWP) Institutional Arrangement Framework, (2012).
- National Development Plan 2011
- New Growth Path 2010
- *All relevant municipal policies*

8. RECRUITMENT AND SELECTION

Recruitment of Beneficiaries

The recruitment of Beneficiaries should be driven by the Municipality, with support from the Provincial Coordinating Department within the Province or the sector lead Department within the Province.

The Municipality may make use of unemployment databases/indigent databases, open advertisement, make use of councillors, make use of CDW or make use of the contractors.

Participants are only permitted to participate for a period not longer than Twelve (12) months to allow for rotation of unemployed beneficiaries.

EPWP beneficiaries must be:

- South African citizens with a valid bar-coded ID.
- Residents of designated area where project is being implemented.
- Persons from indigent households.
- Households with no income and priority given to one individual per household.
- Lowly skilled, Poor and unemployed

Targets Groups

The EPWP target group is unemployed and unskilled persons, women (55%) youth (40%) and persons with disabilities (2%). These will be attained by:

- Advertising in the Municipal Notice Boards
- Referrals by Councillors
- Using developed job-seeker data base

9. CONDITIONS OF EMPLOYMENT

EPWP beneficiaries will be employed under the conditions of employment stipulated in the Ministerial Determination and Code of Good Practice for EPWP. The Municipality will ensure that its projects fully comply with Labour Legislations such as Unemployment Insurance Fund (UIF), Compensation of Injuries and Diseases Act (COIDA) and Occupation Health and Safety Act (OHSA). Specific clauses addressing Labour Legislations compliance will be put in all EPWP Municipal contracts with service providers.

10. EPWP SUPPORT PROGRAMMES

10.1 Training Support

This refers to capacity building and skills development of both officials and EPWP beneficiaries. The Municipality will optimise on various funding pockets for training including the National Skills Fund (NSF). Training can either be accredited or non-accredited.

- ✓ Officials involved with EPWP will require training on an ongoing basis because of the EPWP Reporting Systems getting upgraded over time.
- ✓ Training of beneficiaries is essential as one of the EPWP key policy issues, either by using the on-the job training or away -from -the job beneficiary training methods.

❖ Training EPWP Officials

Training for public sector officials is desirable but not mandatory. It is recommended that officials complete the following skills programmes:

Position	NQF	Unit Standard Title
Senior Management and Professionals	7	Develop and promote labour intensive construction strategies
Middle Management Technical	5	Manage labour-intensive construction projects
Middle Management Administrative	5	Manage labour-intensive construction projects

Arrangements must be made with the LGWSETA and the CETA to make these courses more accessible to municipal employees.

❖ **Training of EPWP Participants**

Phase 4 training is to enhance skills and entrepreneurial capacity of participants; enhance the participants' future employability, opportunity to access further education/vocational training and/or to establish and manage their own enterprises. To improve training and its outcomes, the Municipality will:

- (i) Prioritise accredited project-based training including skills programme, artisan development interventions and learnerships.
- (ii) Set aside budget for training to augment the limited external funds.
- (iii) Report all training interventions to the EPWP system irrespective of whether internal or external funded.

10.2 Communication and Branding

The Municipality will ensure that all the projects are branded; profiled and comply with EPWP Corporate Identity Manual as provided by NDPW. On annual bases, the Municipality will submit entries for the Kamoso Awards hosted by both National and Provincial Departments of Public Works.

10.3 Support from Provinces and National

National - supportive role i.e. within the region.

National (H/O) - called in from time to time through the Provincial offices.

11 EPWP INCENTIVES

The Municipal Manager will sign the Incentives Agreement with the National Department of Public Works in which the municipality agrees to receive and utilise the EPWP Incentive Grant on the basis of the stipulations, requirements, conditions and obligations assigned to the agreement. By signing the Incentive Grant Agreement, the

municipality confirms its willingness to receive the grant as well as its undertaking to put in place measures to abide by the requirements of the progress reporting, audit and disbursement procedures:

- Eligibility criteria
- Continuous Reporting
- Using of incentive to create even more jobs

EPWP Champion/Coordinator to work closely with CFO to trace all incentive amounts for accountability and distribution to departments that are creating jobs.

12 SUPPLY CHAIN MANAGEMENT AND FINANCE PROCESSES

The legislations and policies governing public sector procurement will be adhered to in the implementation of EPWP within the municipality. Municipal Finance Management Act (MFMA, 2003) and the municipal procurement policies will apply, unless where The National Treasury has granted the permission to deviate from the stipulated SCM processes.

13 INSTITUTIONAL ARRANGEMENT

EPWP cuts across all the Departments and Units of the Municipality. Each Department will make a systematic effort to target the unskilled and unemployed and develop a plan to utilise their budgets to draw significant numbers of the unemployed into productive work, in such a way that workers are given an opportunity to gain life and job specific skills while they work to increase their chances of getting out of the marginalised pool of unemployed people.

14 REPORTING

The Municipality will adhere to the EPWP Monitoring & Evaluation reporting process by ensuring the following:

- Recording of the data at the project level using templates provided.
- Verify if the information/data is correct.
- Capture the project data on the EPWP Reporting System on a monthly basis.

Progress reports provide information on how the different resources are used to achieve the project objectives. Progress reports broadly consist of the following;

- Status reporting (current status of the project)
- Performance reporting (describing what the project has accomplished when compared with a given target or baseline)

Progress reports must be:

- Specific
- Meaningful
- Accurate
- Relevant; and
- Timeous

15 COMPLIANCE (ENDORSEMENT AND SUBMISSION OF POLICY)

Only Executive Mayor through the council can endorse this policy before it becomes official document for implementation. The policy shall be endorsed by Council to ensure that it is binding to all departments.

16 IDP

All planned and implemented projects of the Municipality must be included in the IDP.

17 REVIEW OF THE POLICY

The policy will be reviewed as and when required. The appointed Municipal EPWP Champion/Coordinator will provide a quarterly report to the Council on the implementation and monitoring of this Policy.