



**EXPANDED PUBLIC WORKS PROGRAMME
POLICY AND IMPLEMENTATION FRAMEWORK**

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1. GLOSSARY OF TERMS / DEFINITIONS

EPWP - The Expanded Public Works Programme

The Expanded Public Works Programme (EPWP) is a nation-wide Government programme aiming at drawing significant numbers of unemployed into productive work, so that they increase their capacity to earn an income.

EPWP Project

Deliberate attempt by public sector bodies and Non-Governmental Organizations to use expenditure on goods and services to create work opportunities within the four sectors (Infrastructure, Social, Environment & Culture and Non State) of EPWP for the unemployed on a temporary basis under the Code of Good Practice for EPWP. Training will be applied where it is a pre-requisite to perform the task.

EPWP Worker/Beneficiary

An unskilled or semi-skilled person working temporarily or on a contract basis on an EPWP designed project.

Labour-intensive

Methods of construction involving a mix of machines and labour, where labour utilizing hand tools and light plant and the equipment, is preferred to the use of heavy machines, where technical and economically feasible.

(Note: The normal emphasis on the cost effectiveness and quality of the asset must be retained)

Key Performance Indicator (KPI)

A qualitative or quantitative measure of a service or activity used to compare actual performance against set standard or other target. In the context of EPWP, the key performance indicators relate to worker demographics, project budget, training days, wages, social impact studies, etc.

Work Opportunity

Paid work created for an individual on any EPWP project for any period of time.

By hand

It refers to the use of tools, which are manually operated and powered.

Capital Expenditure (CAPEX)

Expenditure used to create new assets or to increase the capacity of existing assets beyond their original design capacity or service potential. CAPEX increases the value of an asset.

Cash flow

The stream of costs and / or benefits over time resulting from a project investment ownership of an asset.

Community Liaison Officer (CLO)

The CLO is a member of the targeted community. The CLO is selected either by ward committee or the District in conjunction with the Local Municipality subsequently contracted by the contractor to provide social facilitation services. The CLO will be the link between the community and the project.

Demographic Characteristics of Workers

The number of workers that fall within the following categories must be recorded:

- Youth (16 –35 years of age)-40%
- Women-55%
- People with disabilities-2%

Person-days of Employment

The aggregate of the number of people who worked on a project multiplied by the number of days each person worked.

Project Budget

The project budget is the price tendered by the contractor plus the professional fees for the professional service provider appointed to design and supervise the project.

Project Wage

Minimum Daily Wage Rate (whether task-rated or time rated) paid per beneficiary and as determined by the Mhlontlo Local Municipality. The minimum daily rate cannot be less than the minimum wage rate as specified in the Ministerial Determination for EPWP. The minimum wage rate is adjusted annually in November, in line with inflation.

Task-rated worker

Means worker in which a worker is paid a fix rate for performing a task.

Time-rated worker

Means worker in which a worker is paid on the basis of the length of the time worked.

Person-Days of Training

The number of Training Person-days is the number of people who attended training multiplied by the number of days of training. A distinction must be made between accredited and non-accredited training person-days.

2. LIST OF ABBREVIATIONS

ORTDM O.R. Tambo District Municipality

DRPW Department of Roads and Public Works

NDPW National Department of public works

DPW Department of Public Works

DORA Division of Revenue Act

IDP Integrated Development Plan

KPI Key Performance Indicators

CAPEX Capital Expenditure

EPWP Expanded Public Works Programme

CETA Construction Education and Training Authority

SETA Sector Education and Training Authority

SAQA South African Qualifications Authority

SMME Small Micro to Medium Enterprises

MMC Member of the Mayoral Committee

PFMA Public Finance Management Act

PSC Provincial Steering Committee

RSC Regional Steering Committee

PSCC Provincial Sector Coordinating Committee

COIDA Compensation of Injuries and Diseases Act

UIF Unemployment Insurance Fund

OHSA Occupation Health and Safety Act.

MINMEC Minister and Members of Executive Committee of Public Works

MEC Member of the Executive Committee

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MM	Municipal Manager
NCC	National Coordination Committee
MFMA	Municipal Finance Management Act
NSC	National Steering Committee
DSC	District Steering Committee
ED	Enterprise Development
DoL	Department of Labour
CI	Corporate Identity
SCM	Supply Chain Management
NGP	New Growth Path
IPAP2	Industrial policy action plan,
PIDS	Provincial Industrial Development strategy.
SDBIP	Service delivery and budget Implementation Plans

3. INTRODUCTION

a. EPWP Background

Job creation and skills development remain key priorities of the South African Government. The Expanded Public Works Programme (EPWP) is a Cabinet endorsed Programme aimed at creating 4.5 million work opportunities by 2014. 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's overall coordinator is the National Department of Public Works (DPW).

The Programme is implemented in the context of strategic Government initiatives which includes the New Growth Path (NGP), Industrial policy action plan (IPAP2), Provincial Industrial Development strategy (PIDS). These initiatives outline 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.*

b. Rationale for the EPWP Policy

The persistently high rate of unemployment in South Africa is one of the most pressing socio-economic challenges facing the Government and similarly Mhlontlo Local Municipality. High youth unemployment in particular means young people are not acquiring the skills or experience needed to drive the economy forward. Job creation and skills development as stated in the Integrated Development Plan (IDP) will remain key priorities for the Local.

Cabinet has adopted EPWP as a primary vehicle for creation of work opportunities and has endorsed a conceptual framework which designates a specific role and targets for each municipality in terms of the Programme. To date the Municipality has given effect to the call by signing an Implementation Protocol with the Minister of Public Works to partner and co-operate in terms of EPWP. In order to mainstream the Programme through the Municipality, an EPWP policy is required to guide on the implementation of EPWP within the Municipality.

For the EPWP to be effective the Programme *must* be incorporated in all activities of the Municipality. This will require that every project as per the IDP *must* promote EPWP principles and re-structure project activities to facilitate and create greater employment opportunities per unit of expenditure, where possible.

This policy is therefore prepared for the entire Municipality, with the intention to close the identified gaps and challenges on the implementation of EPWP, strengthen the existing interventions and introduce new ones.

c. Challenges facing the Municipality in the implementation and delivery of EPWP objectives and targets

The EPWP has been implemented at a small scale within the Municipality yet with commendable outcomes in terms of the involvement of local communities in delivering local assets, transfer of wages and the creation of sustainable livelihoods.

Although the Programme has been introduced at a small scale within the Municipality, it has the potential to follow suit in terms of the achievements of several comparable municipalities by addressing the following:

- Capacity in terms of designing projects labour-intensively.
- Institutionalization of EPWP within the LM
- Capacity in terms of reporting.
- Dedicated coordination capacity within the Municipality.
- Achievement of longer duration of work opportunities targets.
- Local Entrepreneurship Development

4. EPWP POLICY

4.1. EPWP Policy Vision

The vision of the Mhlontlo LM EPWP Policy is in line with the overall Vision of the Municipality and is as follows:

“To be an innovative and dynamic Municipality in the implementation of EPWP so as to ensure self-sustainable communities”.

4.2. EPWP Policy Mission

The mission of the Mhlontlo Local Municipality Policy is to:

“Reduce the high unemployment rate through the provision of a sustainable, integrated and coordinated approach in the implementation of EPWP for the holistic development of the ORTDM community”.

4.3. EPWP Policy Objectives

The core objective of this Policy document is to provide a framework within which the District and its departments implement the EPWP. Through this policy the Mhlontlo Local Municipality aims to achieve the following fundamental objectives:

- Mainstreaming the implementation of the EPWP by:

- Adopting the EPWP as an approved delivery strategy for project implementation by including EPWP guidelines and principles in all contract documents of projects where EPWP methodologies are feasible.
 - implement the Programme in all EPWP sectors;
 - addressing under reporting on the EPWP;
 - developing skills within communities through the provision of training, with the emphasis on accredited programmes;
 - Entrenching the EPWP into the IDP to promote EPWP principles and the re-structuring of Municipal activities to facilitate and create greater employment opportunities per unit of expenditure.
 - Re-engineering the planning, designing and implementing of projects in line with EPWP principles.
 - Providing an enabling environment for the Mhlontlo Local Municipality to increase the implementation of EPWP, through the re-orientation of its line budgets and channelling a substantial amount of the overall annual budget allocation and human resources towards the implementation of EPWP.
- Institutionalising the Programme by:
 - Guiding on the EPWP Governance Structures within the Municipality;
 - clarifying the role of each Department in terms of EPWP;
 - informing all Departments within the District municipality on how their functions should contribute towards achieving the EPWP objectives; and
 - Securing ownership from all Departments to lead on the implementation of the EPWP, with the support from *EPWP coordinating unit* within the Municipality.
 - Guiding the implementation of the Programme by:
 - providing guidance on employment conditions, skills development and enterprise development;
 - promoting the adaptation of supply chain and procurement policies in line with EPWP;
 - maximising the percentage of the annual total budget spent and retained within local communities through employing and capacitating local labour and small businesses; and
 - defining key performance indicators to monitor, evaluate and report all EPWP initiatives.

4.4. EPWP Legislative and Policy Frameworks

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

- The Constitution of South Africa (Act 108 of 1996);
- The Integrated Development Plan (2012 – 2017);
- Intergovernmental relations framework Act 13 OF 2005
- Municipal Finance Management Act (Act 56 of 2003);
- Division of Revenue Act (depending on the applicable year);
- The Municipal Systems Act (Act 32 of 2000);
- The Basic Conditions of Employment Act (Act 75 of 1997);
- Skills Development Act (Act 37 of 2008);
- 2003 Cabinet Memo which approves the implementation of EPWP;
- EPWP Phase 2: Consolidated Programme Overview, 2009;
- Ministerial Determination 4: Expanded Public Works Programme, No. 35310 Gazetted 4 May 2012;
- Code of Good Practice for employment and conditions of work for Expanded Public Works Programme, no 34032, gazetted 18 February 2011;
- Expanded Public Works Programme (EPWP) Institutional Arrangement Framework, (2012);
- National Development Plan 2011; and
- New Growth Path 2010 (draft).
- Industrial policy action plan(IPAP2)
- Provincial Industrial Development strategy(PIDS)

4.5. EPWP Policy Commencement and Review

It is incumbent on the municipal manager to ensure that this policy is brought to the attention of all contractors, consultants and other key role players/stakeholders in the municipality. The municipal manager must also ensure that appropriate systems are in place to comply with the policy.

This policy is effective from a date to be determined by Council of the municipality. however, early adoption is encouraged.

This policy shall be reviewed annually and when considered necessary by the municipal manager, proposals for the amendment of this policy shall be submitted to Council for approval.

All correspondence with regards to this policy shall be addressed to the Municipal manager.

4.6. EPWP Scope of Application

- (a) The provisions of this Policy shall apply to all project-oriented departments, sections/units, municipal-owned entities, agents or contractors working or contracted by the Municipality.
- (b) EPWP progress reporting and issues resolution shall be a permanent standing item on the agenda of all management meetings, departmental meetings, progress and project site meetings.

4.7. EPWP Policy Management powers and duties

- (i) The Council of Mhlontlo Local Municipality has delegated all powers and duties to the municipal manager which are necessary to enable the municipal manager –
 - (a) To discharge the EPWP responsibilities conferred on the municipality in terms of the EPWP implementation guidelines or the EPWP incentive agreement.
 - b) To maximize administrative and operational efficiency in the implementation of this EPWP policy ;
 - (c) To enforce reasonable cost-effective measures for the prevention of fraud, corruption, favouritism, unfair and irregular practices in the implementation of this policy.

4.8. Authority to Execute/ Oversight role

- (i) The council of the municipality reserves its right to maintain oversight over the implementation of this policy.
- (ii) For purposes of such oversight the municipal manager must –
 - a) At the end of each financial year, submit a report on the implementation of this policy to the council of the municipality; and
 - b) Whenever there are serious and material problems in the implementation of this policy immediately submit a report to council.

4.9. EPWP Policy Coordination

- (i) An EPWP policy secretariat within the municipality shall be established to facilitate/coordinate the implementation of this policy.
- (ii) The EPWP policy secretariat shall operate under the direct supervision of the strategic director:
EPWP
- (iii) The key obligations of the EPWP secretariat are detailed as follows:
 - EPWP policy dissemination/training of all key role players-use of flyers and stickers
 - EPWP policy review, approval and adoption.
 - Solicit Technical support from DRPW for the implementation of the policy
 - EPWP policy monitoring and evaluation
 - EPWP Policy year review.

5. EPWP INSTITUTIONAL ARRANGEMENT

This refers to the overall coordination of EPWP and contextualises the governance structures and accountability within the Programme across all spheres of Government, as far as it impacts on the Municipality.

5.1. EPWP Political Leadership-National and Provincial Sphere

The Minister of Public Works has been mandated by Cabinet to champion the EPWP, and thereby is responsible to provide overall coordination and leadership on the policy, design and implementation of the EPWP. The Minister reports to Cabinet on progress in implementing the EPWP and achieving the EPWP targets and also mobilises resources and political support at National, Provincial and Local spheres.

At provincial level, the Premier provides leadership and direction on the implementation of the EPWP in the province. The Premier appoints a Member of the Executive Committee (MEC) to coordinate and lead the EPWP in the Province. MECs of Public Works, are mandated to promote EPWP, ensure effective coordination and participating of public bodies and monitor performance. MECs must also ensure that EPWP aligns with key economic policies and programmes of the provinces.

5.2. EPWP Technical Management-National and Provincial Sphere

At a technical level, the following capacity has been created to coordinate and implement the Programme:

- The Minister of Public Works has mandated the Director-General of DPW to create an EPWP Branch that is responsible for the overall coordination of the Programme. The EPWP is headed by a Deputy Director-General. This branch has technical capacity across the sectors, training, monitoring and evaluation and small business development. The Branch develops policy, funding mechanisms, guidelines and provides monitoring and evaluation expertise. Capacity has been created at a regional level to ensure cooperation between the National and Provincial spheres in terms of EPWP and the transfer of knowledge with regard to the above mentioned areas of specialisation.
- The Eastern Cape MEC for Roads and Public Works has mandated the Head of Department to create a Provincial EPWP Unit, which is responsible for the overall coordination and achievement of EPWP at a provincial level. This Unit is headed by a Chief Director. The Unit ensures that all public bodies in the Province participate in the EPWP, manages EPWP sectoral coordination and facilitates monitoring and evaluation at a provincial level. Capacity has been created at a regional level within the province to ensure a sound inter-face between the provincial and local sphere.

5.3. EPWP Governance Structures-National and Provincial Sphere

Different structures and committees have been established nationally, provincially and locally to coordinate and monitor EPWP implementation at different spheres of Government. These include amongst others:

- National Coordinating Committee (NCC) brings together all key National sphere policymakers, all nine (9) EPWP Provincial Coordinating Departments, such as the Eastern Cape Provincial Department of Roads and Public Works, and sector champions from the National Departments: of Social Development, Environmental Affairs, Traditional affairs and Cooperative Governance. This is the highest decision making body in the Programme, which meets on a quarterly basis. The resolutions from this Committee are presented to the Minister of Public Works, and in turn the Portfolio Committee of Public Works and the various Clusters of Government.
- National Sector Committee (NSC): Each sector has a NSC which is chaired by DPW, DSD and DEA for the infrastructure, social and environment and culture sectors respectively. The decisions of the NCC are shared with all Departments that form part of the NSC. The NSCs brings together all sector specific contributing Departments from National and Provincial sphere to discuss sector specific issues such as funding, reporting, the enabling environment where sector progress and challenges are discussed. These are the highest sector decision making structures. These Committees sit on a quarterly basis.

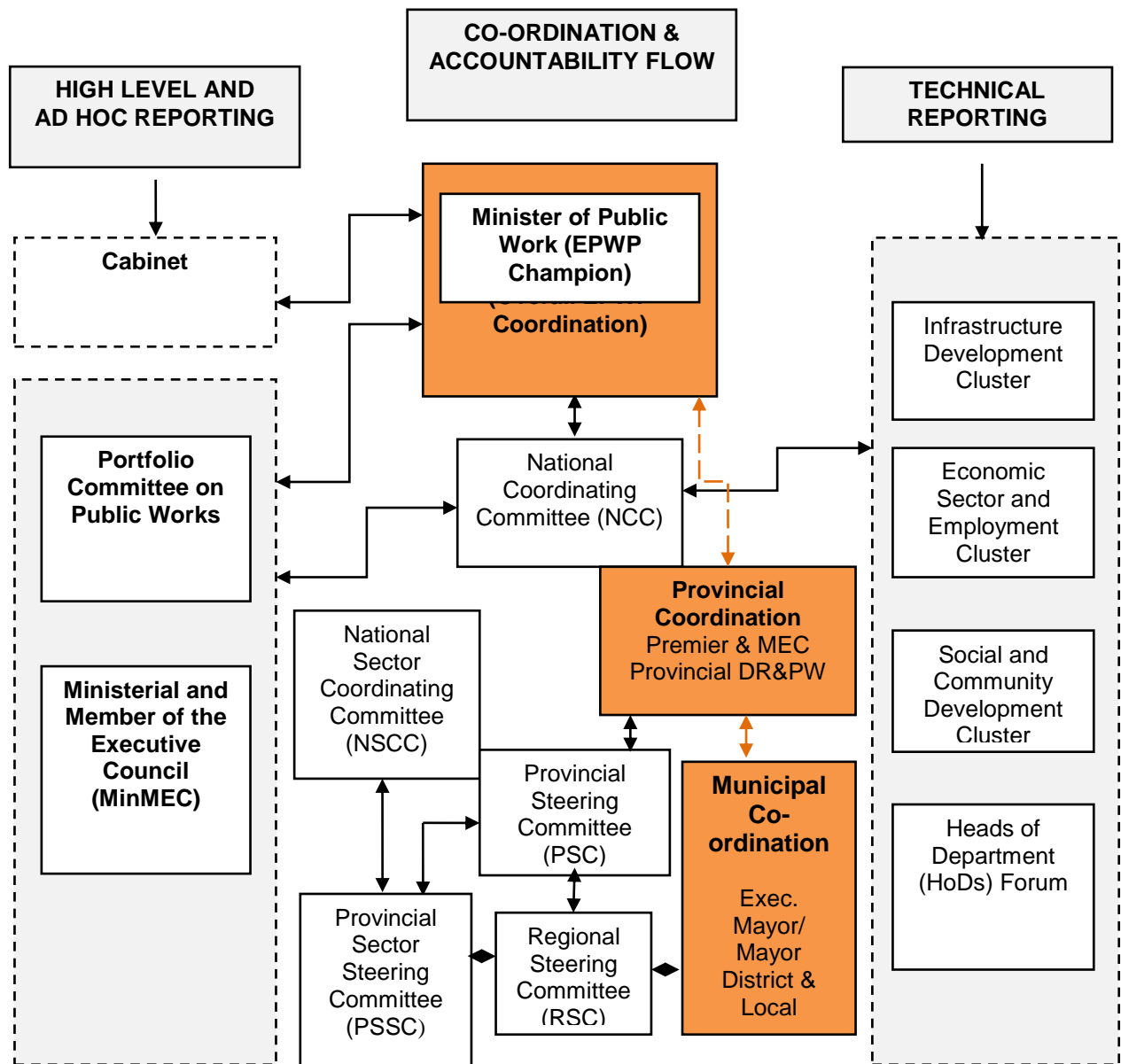
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- Provincial Steering Committees (PSCs): is the coming together of the municipalities and departments in the province to account on the progress made in terms of job creation targets and challenges. Monitor and evaluate the implementation of EPWP in the province. The decisions of the NCC are shared with all Departments and municipalities that form part of the PSC within the Eastern Cape. Best practises are shared with Public Bodies for replication. The PSC sit bi-monthly.
- Provincial Sector Coordinating Committees (PSCCs): This committee consist of the regional sector coordinators. The Committee leads and champions EPWP different Sector Programmes in the province and monitor the implementation of those programmes. The decisions and best practises of the PSCC are reported to the PSC within the Eastern Cape. The committee sits on a monthly basis
- Regional Steering Committees (RSCs): Coordinate all sectors at a district level. Consider expansion programmes to upscale job opportunities. Quarterly reports for each municipality are presented and discussed, best practise are also shared by public bodies. The decisions and best practises of the RSC are reported to the PSC within the Eastern Cape. The RSC also meets bi-monthly and its co-chaired by the Mhontlo Local Municipality technical champion and Regional DRPW.

The National and provincial EPWP Co-ordinating structure is depicted in figure 1 below:

Figure 1: EPWP Overall Coordination-National and Provincial

EXPANDED PUBLIC WORKS PROGRAMME (EPWP) CO-ORDINATION FLOW & REPORTING



5.4. EPWP Coordination-Mhlontlo local municipality

EPWP cuts across all the Departments and Units of the Mhlontlo Local Municipality. Each Department must 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. Figure 2 below outlines the overall coordination of EPWP within Mhlontlo Local Municipality.

5.4.1. Roles and Responsibilities

i) The Mayor: Political Champion

In line with the EPWP Institutional Arrangement Framework and Protocol Agreement signed by the Minister of Public Works and the Mayor. The Mayor will provide political leadership and direction in the implementation of the EPWP within the Mhlontlo Local Municipality.

ii) EPWP Oversight Sub-Committee

The overall coordination of the EPWP at political level has been delegated to an EPWP oversight subcommittee made up of six (6) Members of the Portfolio Committees appointed by the Mayor to champion and lead the EPWP within the Mhlontlo Local Municipality. The membership are as follows::

- Portfolio head –Infrastructure development and planning -Chairperson;
- Portfolio head - LED
- Portfolio head – Community Services

The oversight sub-committee will meet monthly chaired by the Portfolio Head – IDAP and conduct quarterly site visits to EPWP projects. (As proposed in the council calendar).

The office of the strategic director: EPWP serves as the secretariat to this oversight sub-committee.

Their core responsibilities are to:

- Ensure that EPWP is entrenched within the Mhlontlo Local Municipality IDP and key policies and programmes of the Municipality.
- Monitor, evaluate and report on the EPWP to EXCO and council..
- Championing and lead the implementation of the EPWP policy.

iii) The Municipal Manager: Administrative Champion

The Municipal Manager (MM) as the Administrative champion is responsible for the overall coordination of EPWP within the Municipality. His responsibilities are as follows:

- Appoint the Deputy Director: EPWP to coordinate the EPWP across all Departments, units and sections;
- Appoint a sector coordinators for each EPWP sector at least at the Mhontlo Local Municipality level;
- Ensure that all Directors/HODs of the Municipality have EPWP targets and or compliance matters in their annual performance contracts/agreements;
- Ensure that EPWP is incorporated in the IDP of the Municipality;
- Ensure that an **annual EPWP district session/summit** is held to discuss the annual targets and performance against the previous year targets; and
- Review, monitor and report on a monthly basis EPWP achievements at Management Meetings.
- Help to resolve EPWP issues at management level.

iv) EPWP Technical Steering Committee: EPWP Task Team

The Municipality will form the EPWP Technical Steering Committee to be responsible for the strategic direction and coordination of EPWP. The EPWP Technical Steering Committee is formed by: Head of Departments (Directors) and chaired by the Strategic Director: EPWP. This Committee is constituted as follows:

- Dir: Infrastructure development and planning
- Dir: LED
- Dir: Community Services
- Dir: Corporate Services
- CFO

All Departments will have the responsibility of implementing EPWP and hence all Departmental Heads will have EPWP departmental targets in their Service delivery, budget Implementation Plans(SDBIP) and performance Contracts, which will be cascaded down to officials of the departments.

Departmental heads will also have the additional responsibility of developing plans/strategies for the achievement of the EPWP departmental targets.

The responsibilities of the EPWP Technical Steering Committee is as follows:

- Creation of job opportunities for the unemployed within local communities through the implementation of the sector's EPWP business plan which collectively cuts across the different sectors inter alia; the infrastructure, social and environmental and culture sectors.
- Coordinate the overall district-wide coordination of EPWP and related issues;
- Recommend the review of the District's EPWP Policy;
- Set EPWP performance targets for each department and Sectors;
- Create an enabling climate for the successful implementation of EPWP in Mhontlo Local Municipality;
- Report to the Management Meeting;
- Monitor and Evaluate the EPWP;
- Set Performance Standards; and
- Compile an EPWP Management/Business Plan.

v) EPWP Unit

An EPWP unit within the municipality will be established to facilitate/coordinate the implementation of the EPWP program.

The EPWP Unit shall operate under the direct supervision of the Strategic director: EPWP and be humanly resourced with a 3 No. EPWP sector co-ordinators (Infrastructure, environmental and social), 1 No. EPWP training/learner ship coordinator, 1 No. LED coordinator, 5 No. data capturers and 100 No. EPWP field workers to assist in the implementation of the program.

The key obligations of the EPWP Unit are detailed as follows:

- Register all of its EPWP projects on the DPW's EPWP-MIS.
- On a monthly and quarterly basis, report to EPWP Technical steering committee and DPW on the progress of EPWP.
- Maintain project and payroll records as specified in the EPWP audit requirements stipulated in the **EPWP Incentive Grant Manual** for all of the EPWP projects
- Ensure that these projects and payroll records are available for auditing by DPW
- Comply with the terms of the EPWP Incentive Grant Manual, as amended from time to time, the relevant provisions of the **2009 Division of Revenue Act, the EPWP Incentive and protocol Agreement** and any other terms and conditions determined by DPW
- Comply with the directions of DPW regarding the contents of, and the form and manner in which, information regarding EPWP projects is provided and registered on the EPWP MIS.
- Monitoring and evaluation of the EPWP.

vi) Strategic Director: EPWP (EPWP Overall Coordination)

The appointed strategic director: EPWP will be responsible for the overall Coordination of EPWP within Mhlontlo Local Municipality:

His/Her responsibilities will include the ff. amongst others:

- Establishing appropriate EPWP capacity within his/her Department. This capacity will:
 - provide an understanding of EPWP in the Municipality;
 - provide a monthly reporting template which will capture EPWP work opportunities, FTEs and training;
 - Ensure that accredited training is provided for EPWP employees and beneficiaries according to the EPWP Training framework.
 - consolidate the monthly reports submitted by the respective sector coordinators/director for the Management meeting;
 - crowd-in technical support from National and Provincial Departments of Public works for example, on the designing of contracts and monitoring implementation;
 - provide regular feedback on the performance of the municipality in terms of the Programme;
 - attend, represent the Municipality at the PSC and RSC and provide feedback to the Municipality;
 - attend National EPWP Municipal Summit on an annual basis;
 - sample contract documents to ensure that labour-intensive principles are included contracts;
 - provide standard EPWP clauses to be incorporated into tender documentation, which also include training requirements;
 - monitor that EPWP sector directors brand and profile EPWP projects; and
 - monitor the municipality's performance with regard to its performance on the incentive.

- Liaise with IDT and other departments to ensure the achievement of the objectives of the non-state sector.
- Report on the EPWP performance at the Municipal Management, EPWP Technical Steering Committee and oversight sub-committee meetings, on a monthly basis;
- Prepare EPWP relevant inputs into Mayoral and MM statements and speeches;
- Attend EPWP Municipal Summit on an annual basis;
- Attend the PSC and co-chairs the RSC with the DPW.
- Address implementation challenges across the sectors.
- Identify corrective measures, especially in terms of the Municipality not reaching its EPWP targets and compliance concerns
- Helps to resolve EPWP issues at the management level.

vii) Sector Coordination and Implementation

a) EPWP Sector coordinators/directors: Sector Coordination

As per 4.5.3, the MM appoints sector coordinators, at a Deputy Director level, per sector, namely:

- Infrastructure Sector director.
- Environment and Culture Sector director
- Social Sector director
- Deputy Director: EPWP Training
- Director: LED

The appointed Sector directors (Infrastructure, Environmental & culture and social) are responsible for;

- Designing EPWP relevant projects and incorporated EPWP principles into the contracts;
- Reporting monthly, as per the template provided by the Office of the Deputy Director: EPWP;
- Ensuring that appointed service providers adhere to required EPWP specified conditions in the contracts;
- Liaising with the Sector Lead Departments Provincially and Nationally;
- Keeping abreast with sector specific developments;
- Liaising and representing the Mhlontlo Local Municipality on the relevant provincial EPWP sector Committees;
- Disseminating sector specific information to the dedicated EPWP Coordinators identified by each of the Departments.
- Sector directors are also responsible for programmes design, implementation and reporting on EPWP System; and
- Monitor, evaluate and report on sector specific Key Performance Indicators (KPIs) to the Strategic director: EPWP.
- The Sector directors will engage all Departments within the Municipality, as per figure 3 detailed below.

b) EPWP Training Coordinator/Director; EPWP Training

Responsible for the overall capacity building and skills development of both officials and EPWP beneficiaries in accordance with the **EPWP training policy and legislative framework 2012** established within the program. This includes the ff:

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- Implements 'appropriate' training in terms of Public Body's DOL Linkages Model for on-the-job / project training for EPWP workers and entrepreneurs. This training model includes technical skills as well as subsistence food security and agricultural unit standards.
- Ensure utilisation of Municipal Funding to support training.
- Conducts quarterly EPWP Skills audit (assessments and training requirements) for onward submission to DRPW and DOL.
- Coordinates EPWP learner ship programmes across all three(3) sectors
- Liaises with relevant SETAs and DOL and applies for training,
- Facilitates training for the relevant EPWP sectors NQF training,
- Evaluates the relevance of training and exit opportunities; and
- Monitors and reports on the overall status EPWP training.
- Develop skills within communities through EPWP training programs, by accredited training providers aimed at developing sustainable skills and capacity within communities.
- Provide accredited training aligned to the National Qualifications Framework (NQF) prioritised to enhance the placement of beneficiaries beyond the EPWP projects. The training provided will depend on the type of projects implemented and may vary from learner ships, skills programmes to artisan development programmes
- Provide Non-standard/non-accredited training for all EPWP workers on EPWP compliance.
- Arrange Vukuphile Learner ships- Small scale/Emerging contractor development
- Arrange Local Enterprise development-Small scale local enterprise training and development.
- Optimisation on various funding pockets for training including the National Skills Fund (NSF),SETA etc.
- Prioritisation of the training of municipal officials, consultants, contractors and all service providers on Labour Intensive methods to ensure that the municipal projects are designed and implemented labour intensively.

c)LED Coordinator/director: Local Enterprise Development:

Responsible for capacitating or development and branding of SMME's, cooperatives and emerging contractors within local communities by facilitating the transfer of sustainable technical, managerial and financial skills through appropriate Learner ship Programmes and SMMEs development initiatives.

His/her responsibilities include the ff:

- Maximise the percentage of the annual total budget spent and retained within local communities by promoting the municipality's procurement of goods and services from locally developed and branded SMMEs and cooperatives.
- Propose a review of the SCM policy to ensure that the Municipality procures from locally developed and or branded local enterprises formed into cooperatives. eg. sewing of uniforms, catering, cleaning, security etc.
- Ensure that all the EPWP projects are branded; profiled and comply to the EPWP Corporate Identity (CI) Manual as provided by NDPW using the locally developed and branded SMMEs and cooperatives
- On annual bases, he/she will submit entries for the Kamoso Awards hosted by both National and Provincial Departments of Public Works.

5.4.2. Departmental Coordination and Implementation

i) EPWP departmental coordinators: departmental coordination

The Departments are expected to contribute to sector specific objectives and targets by appointing dedicated EPWP departmental coordinators whose responsibilities are as follows;

- Selecting suitable projects for inclusion in the Mhlontlo Local Municipality's EPWP Implementation/Business Plan;
- Participating in setting uniform task or daily rates for beneficiaries to be employed on labour intensive projects;
- Identifying projects which are suitable for inclusion in the Mhlontlo Local Municipality's Learner ship programmes;
- Ensuring that the planning, design and contract administration of labour intensive works are carried out by consultants who have completed the necessary skills training;
- Constant Monitoring, reporting and evaluation on the implementation of EPWP projects.
- Ensuring that there is labour intensive component in all the projects and inclusion of EPWP conditions in all the projects that go on tender.
- Facilitating and arranging appropriate awareness campaigns among local communities to illustrate the benefits of labour-intensive methods in projects implementation;
- Ensuring that all the projects of their Departments are compliant to the Department of Labour's legislations and the Ministerial Determination on Expanded Public Works Programme.

ii) EPWP Data Centre/EPWP data capturers; EPWP Data capturing

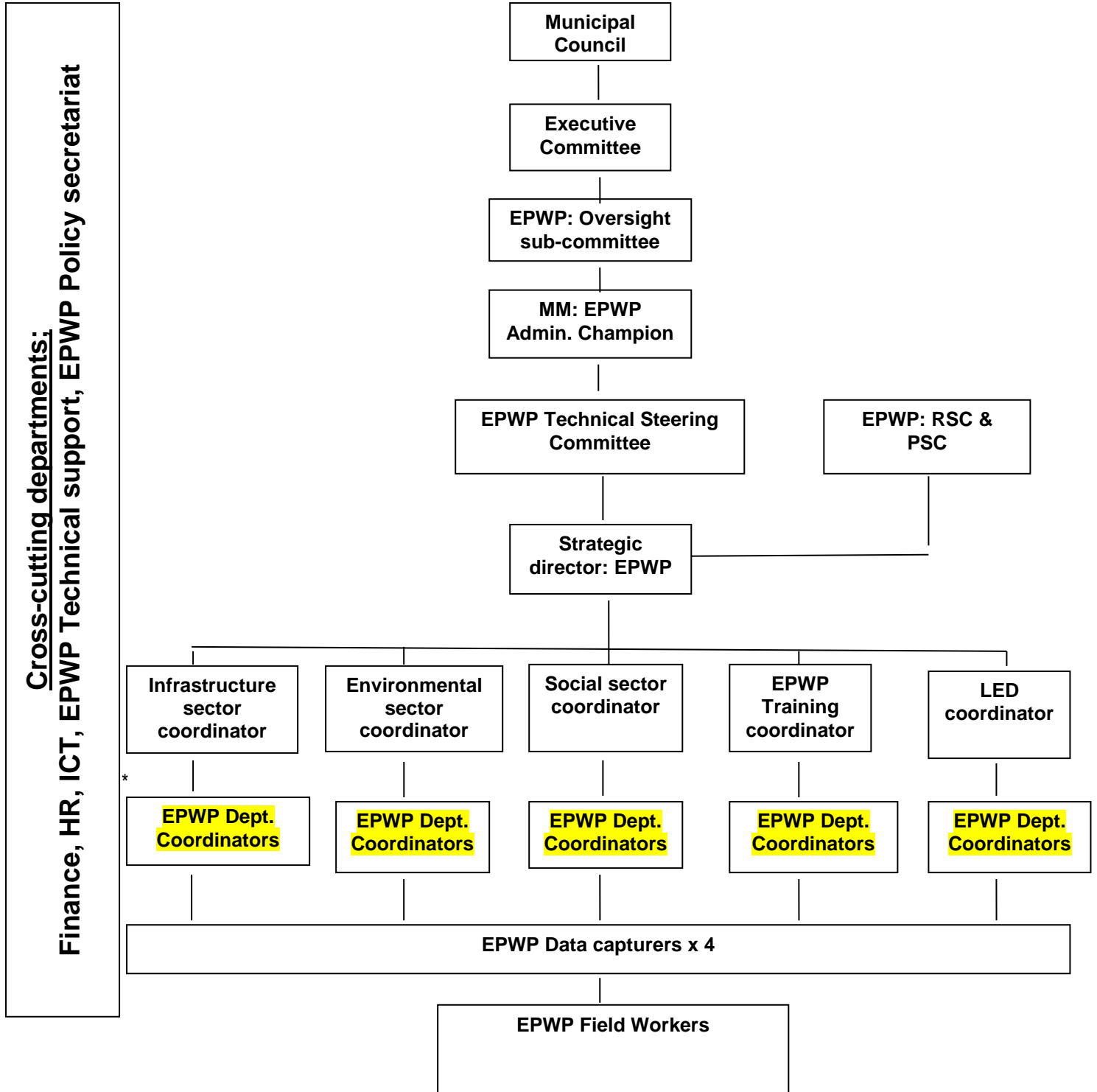
The municipality shall establish, equip and maintain a modern state of the art EPWP data centre. This data centre will be located on the **96 Church Street, Qumbu 5180, Mhlontlo LM at Qumbu**

The data centre will be manned by 2 fully trained data capturers who will be responsible for the capturing of EPWP data(job creation data) into the EPWP MIS and the generation of monthly/quarterly EPWP achievements reports/M& E reports for the departmental and sector coordinators.

iii) EPWP Field Workers:

100 EPWP field workers made up of Supervisors, social facilitators, technicians and field workers will be appointed by the EPWP Unit to champion the EPWP terms and conditions/principles at the ground level and also EPWP field data collection and submission to the data capturers. Full names, ID Nos,DOB, Disability status, level of education, no. of days worked in a month, amount paid, training days received for the EPWP project employees must be captured by the field workers as per the **prescribed EPWP monthly forms** and submitted to the data capturers. Refer to Annexure for samples of the forms.

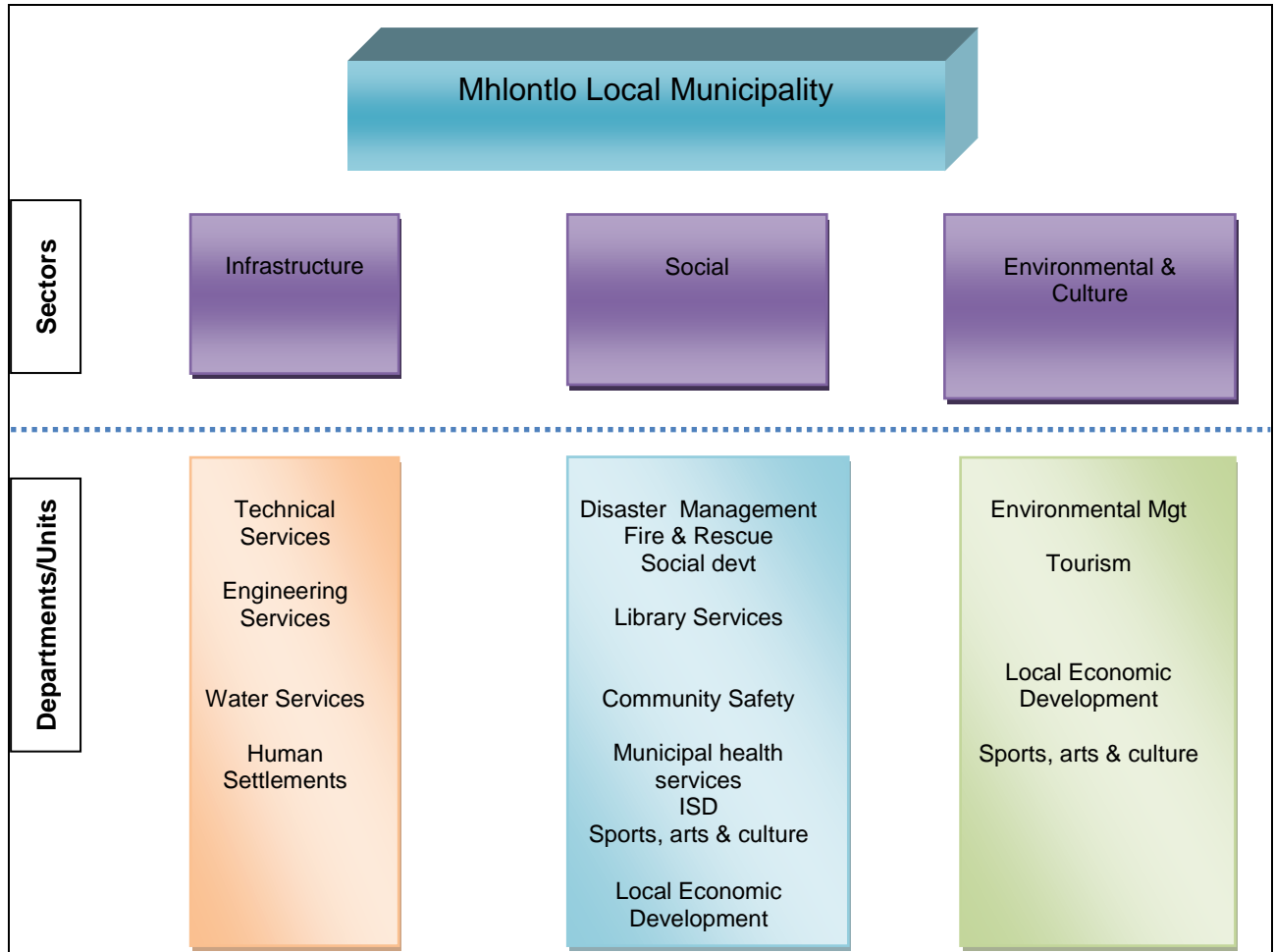
Figure 2: Overall coordination of EPWP within Mhontlo Local Municipality



5.4.3. Sectors Classifications and Coordination

Various ORTDM Departments are grouped according to EPWP Sectors in line with their core businesses as depicted in figure 3 below.

Figure 3: Departments - Sector Classification



5.4.4. EPWP Sectors Overview

The objectives of the programme and the day-to-day activities guide on which sector does the programme belongs to.

i) The Environment and Culture Sector Programmes:

The aim of the Sector is to: 'Build South Africa's natural, social and cultural heritage, and in doing so, dynamically uses this heritage to create both medium and long term work and social benefits.' Examples of projects in the Environment and Culture Sector include:

- Sustainable land based livelihoods (Greening, domestic Waste collection/recycling, Working for Water & Wetlands, coast etc.)
- Tourism and creative industries (Agri-business initiatives, Working for Tourism, etc.)
- Food for waste programs

ii) Social Sector programmes:

The objectives of the sector is to contribute to the overall government objectives of creating work opportunities through the public sector social programs such as:

- Ward Based planning & Information system development
- Local Enterprise Development -Baking & Sewing, poultry, vegetables, piggery, nursery, farming, women dev't
- Community safety programmes (coastal patrols, crowd control, school patrol, disaster emergency response, fire fighting, floods Impact support and community safety officials)
- Home community based care (home community based care Services (TB, HIV/Aids) and pharmaceutical assistants,
- Early Childhood Development (early childhood development, homework services, literacy programs, peer education, social issues awareness and career guidance)
- Sports and recreation (sports academy, seasonal employment: holiday resorts and nature reserves)
- Social Services (community libraries, municipal health, domestic violence, rape counselling and support, child labour, suicide counselling, abuse counselling and support, substance abuse).
- Graduate development programmes (updating indigent register and debt collection).

iii) Infrastructure Sector programmes:

The Infrastructure sector is aimed to promote the use of labour-intensive methods in the construction and maintenance of public infrastructure. Infrastructure Sector Programmes includes:

- Maintenance of access roads;
- Storm water programmes (storm water drainage systems);
- Capital projects;(MIG projects
- Informal Settlement upgrading
- Emergency Housing(Military Veterans, vulnerable groups homes)

- Multipurpose centres
- National youth services (aimed at developing and training youth between the age of 18 and 35 years on artisan trades in the built environment);
- Construction material manufacture and supply (concrete materials for drainage structures)
- Vukuphile programmes (Learner ship aimed at training and developing contractors and supervisors in labour-intensive methods of construction); and
- Accredited training of project managers and consultants in labour intensive construction management aligned to the National Qualifications Framework (NQF) Level 5 & 7
- Large Projects (aimed at providing support to public bodies in the implementation of projects with a value of greater than R 30 million labour-intensively).
- Household Contractor programs-ablution cleaning and maintenance

iv) Non-State Sector:

The objectives of the Sector are to create an avenue where NPO's; NGOs; and CBOs can assist government in the overall Government objectives of Job creation through socially constructive activities in their local communities. The Municipality will support the delivery of the Non-State Sector through measures such as facilitating and mobilising NPOs.

The municipality will liaise with IDT and other departments to ensure the achievement of the objectives of this sector.

5.5. Cross-Cutting Support Programmes

EPWP programmes in the different Sectors will include the following:

5.5.1. EPWP Training

The overall capacity building and skills development of both officials and EPWP beneficiaries in accordance with the EPWP training framework.

5.5.2. Enterprise Development:

This refers to any form of intervention aimed develop small business including cooperatives, through business development support services and access to market in the form of Learner ship and targeted procurement).

5.5.3. Communication and Branding

The Municipality will ensure that all the projects are branded; profiled and comply to the EPWP Corporate Identity (CI) 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.

5.5.4. Finance Department

Ensure constant monitoring and control of the respective vote accounts for EPWP. Furnish the Strategic director with monthly statements on these vote accounts for reconciliation and audit purposes.

5.5.5. Human Resource Department

Offers assistance and support in the recruitment, setting of payment levels and the drafting of appointment letters for EPWP officials, beneficiaries and field workers.

5.5.6. ICTM Department

Offers all the necessary ICT support and training necessary for the implementation of the EPWP.

5.5.7. EPWP Technical Support

The municipality will constantly liaise with the DRPW to solicit technical support for the EPWP as and when needed.

6. EPWP – PROGRAMME FUNDING

EPWP does not receive any special grant funding from the national or provincial government. Therefore, as a municipality line departments in all sectors have to allocate a portion of their normal budgets to service delivery models that are identified as labour intensive.

6.1. Existing Funding of Labour Intensive programs.

To date, the Municipality is making a significant contribution to labour-intensive employment and SMME development through a number of existing projects / programmes budgets, including inter alia:-

6.1.1. Capital Budget (MIG, RBIG, ESS,RHIG);

- Procurement of goods and services
- Construction Projects*

6.1.2. Operating Budget (MIG):

- Access road construction

6.1.3. SMME Development Budget:

- Informal trade support
- Outsourcing of capital and operating budget and functions to SMMEs
- EPWP Construction Contractor Development Programme (2004-2007)

6.1.4. Old EPWP Performance Based Incentive grant

- EPWP Capacity Building
- MMC special initiative on EPWP
- Waste collection cooperatives
- Cleaning & Greening programs

6.1.5. New Integrated EPWP Incentive grant

- Early Childhood Development (ECD) and Home Based Care (HBC),
- Ward Based planning
- Waste collection cooperatives
- Cleaning & Greening programs

6.1.6. National and provincial sector department funding

- Human Settlements- Funded by Department of Human Settlements
- Coast Care and land care program,- Funded by Department of Agriculture and Environmental Affairs
- Early Childhood Development (ECD) and Home Based Care (HBC)- Funded by the Department of Health and Social Welfare.
- ORTDM Agricultural development programme-(emerging agri-business enterprises and food security model)-Funded by Department of Agriculture and Environmental Affairs
- Working for Water, Working for woodlands, Working for Wetlands funded by DWA,DF etc

The current budgets therefore clearly demonstrate that there is great potential for expanding the EPWP program using existing operational and capital budgets.

7. EPWP INCENTIVE GRANT

7.1. Old EPWP Performance Based Incentive Grant

The old performance based EPWP incentive grant when obtained will be shared in the ratio of 60%:27.5%:12.5% into the infrastructure, environmental & culture and social sector votes accounts of **602016531400,450516531400** and **150516531400** respectively. These ratios will be adjusted periodically based on employment generation potential of the sector.

7.2. New Integrated EPWP Incentive Grant

The Municipal Manager on an annual basis will sign the **new integrated incentives grant agreement** with the National Department of Public Works in which the Municipality agrees to receive and utilise the EPWP new integrated Incentive Grant on the basis of the stipulations, requirements, conditions and obligations assigned to the agreement. By signing the New Integrated EPWP 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.

The incentive will be allocated, earned, disbursed and utilised in the manner contemplated in the incentive Agreement.

- 40% of the allocation will be disbursed at the beginning of the financial year (15 May for provinces and 15 August for municipalities), this amount:
- A further 2 payments of 30% each will take place in the remainder of the year (15 August and 15 November for provinces and 15 November and 15 February for municipalities), provided the municipality is implementing its EPWP projects and spending as planned towards its job creation

*The New integrated incentive grant when received will be placed in a **newly established vote account** to be utilised according to the **new integrated incentive grant agreement** and the **EPWP business plan** submitted.*

8. EPWP- KEY PERFORMANCE INDICATORS (KPIs)

The following KPIs are applicable to the implementation of all projects which form part of the EPWP:

8.1. Employment Opportunities

The number of employment opportunities created, irrespective of the duration of each of the jobs, during the period under review.

8.2. Person-days of Employment

The number of person-days of employment created during the period under review. This is calculated by aggregating the duration of each of the job opportunities created and dividing the total by the appropriate unit (days, weeks or months). The result is the number of person-days for any given review period.

8.3. Project Budgets

The total expenditure aggregated for all EPWP projects inclusive of all the sectors, Infrastructure, Environment and Culture, Social and Non State Sectors.

8.4. Person-Training Days

The total number of training opportunities aggregated and expressed in the equivalent number of person-training days.

8.5. Demographics

The number of work opportunities created for women, the youth and people with disabilities expressed as a ratio of the total number of work opportunities created for any given period, for each of the four sectors.

8.6. Expenditure Retained within Local Communities

The amount of the budget spent and retained within local communities through the procurement of goods and services from local manufacturers, suppliers and service providers is recorded for a given period.

8.7. Project Task Rates

Where applicable, rates for the same or similar tasks will have to be uniform for the ORTDM. Task and time rates must comply with the terms of the Ministerial Determination on EPWP.

9. EPWP IMPLEMENTATION FRAMEWORK

9.1. EPWP Target groups and beneficiary recruitment

The major objective of the EPWP is to generate employment for the local poor* and unemployed, those who have no income and have realistically no prospect of getting permanent long-term jobs. The map below of Public Body illustrates the distribution of the targeted indigent households in the GIPO. EPWP is a means to achieve socio-economic objectives, which are to improve the lives of the poor*, unemployed, men, women, youth, and the disabled and is NOT limited to the infrastructure sector only which by nature does offer the greatest opportunities. EPWP beneficiaries must be:

- South African citizens with a valid bar-coded Identity Document;
- Residents of designated area where project is being implemented
- Persons from indigent households; and
- Households with no income and priority given to one individual per household.

9.1.1. Geographical Targeting of Indigent

Labour intensive project identification and implementation must be within a line departments service delivery mandated obligations to maximise employment opportunities per unit expenditure. The departments must prioritise and identify projects/programmes in the targeted areas of the municipality, where unemployment is very high. i.e. the urban periphery and the rural areas. In terms of the Spatial Development Framework/IDP there are very high levels of unemployment in the Mhlontlo Local Municipality as indicated in the table below;

	Mhlontlo	
Rural	32,675	
Urban	12,700	

In 2010, the unemployment rate in Mhlontlo Local Municipality (based on the official definition of unemployment) amounted to 41.2%. This was somewhat lower than the 45.0% recorded in 2004.

9.1.2. Backlogs Targeting:

Poverty is not only associated with unemployment, it also about social inaccessibility to services which includes inadequate access to household services and communal services /facilities. Current backlogs studies being done throughout the municipality will inform this component.

It is clear that the number of households without hygienic toilets is 215 800 in 2010. The backlog in terms of number of households with piped water is 235 600 households in 2010. The percentage share of households with piped water at or above the RDP-level is 28.3% in 2010. Only 9% of the district's households receive electricity from their local authorities,

9.1.3. Social Targeting:

As mentioned previously EPWP broadly targets the unemployed and marginalised, particularly the unskilled. EPWP also targets vulnerable groups particularly women (in particular women-headed households) and the youth. This component needs to be extensively researched in line with the National Social sector business plans. The Municipality will prioritise the EPWP target groups during the recruitment of beneficiaries.

Women (55%); youth (40%) and persons with disabilities (2%). By using sound Social Facilitation process, the Municipality will drive the beneficiaries' recruitment supported by the Provincial Coordinating Department and/or Sector Lead Department in the Province.

9.2. EPWP Integrated Implementation plan

One of the first outcomes of the EPWP is the development of the **EPWP integrated implementation plan** across all sectors. This is made up of the following plans:

9.2.1. EPWP Targets

In line with the Protocol Agreement between the Executive Mayor and the Minister of Public Works, the minimum EPWP work opportunity targets are depicted in table 1 below. Departments and Sectors may set targets above these minimum on the availability of projects and budgets. These targets will be reviewed annually depending on the availability of budget and will be an appendix to the policy.

Table 1: Mhlontlo LM EPWP Phase 2 targets.

Financial Year	Work opportunities (WO)	Full Time Equivalent (FTEs)
2009/10	6012	2059
2010/11	6866	2475
2011/12	8833	3234
2012/13	11483	4174
2013/14	14454	5197
Total	47648	17138

9.2.2. Municipal IDP

This policy will be embedded within the Integrated Development Plan to promote EPWP principles and the restructuring of Municipal activities to facilitate and create greater employment opportunities per unit of expenditure. The IDP committee shall work in tandem with the EPWP unit to ensure that the prescripts of the program are embedded into the IDP.

Rule of Thumb: The national target is 4.28 FTEs per R1 million and the Provincial target is 4.53 FTEs per R1 Million expenditure. 20 job opportunities per million expenditure

9.2.3. Sector Management plans

Each sector of the EPWP will be required to compile an **EPWP sector management plan** that incorporates the program objectives and clearly details their respective labour intensive programs, budgets and employment targets.

The EPWP Sector Plan includes the outputs for each sector and will be used to:

- Guide the execution of the EPWP within the sector , including project selection;
- Document EPWP related decisions and assumptions;
- Define Sector reviews;
- Facilitate communication among stakeholders; and
- Provide a baseline for progress measurement and programme control

9.2.4. Departmental Management plans

All the departments should develop an **EPWP departmental Management Plan** that adheres to the sector management plan. The EPWP Management Plan describes the processes required to implement, monitor, evaluate and report on the agreed EPWP KPI's.

9.3. Guidelines for Implementation of EPWP projects

9.3.1. Labour Intensive/EPWP Projects

Labour-intensive projects is the economically efficient employment of as great a proportion of labour as is technically feasible throughout the implementation process to achieve the standard demanded by the specification; the result being a significant increase in employment being generated per unit of expenditure by comparison with conventional equipment-intensive methods.

Therefore, labour-intensive projects are those projects in which the labour content has been optimised and will in most projects comprise between 30% and 80% of the project costs.

The approach to be adopted by the ORTDM in the implementation of labour intensive projects is that existing and planned projects are reviewed to incorporate the philosophy of labour-intensive construction.

9.3.2. Guidelines for the Implementation of Labour-Intensive/EPWP Infrastructure Projects

The "**Guidelines for the Implementation of Labour-Intensive Infrastructure Projects under the EPWP (2nd edition – July 2005)**"- provides a framework for the implementation of labour-intensive projects under the EPWP and gives guidance on;

- The identification of suitable projects;
- The appropriate design for labour-intensive projects;
- The specification of labour-intensive works; and
- The compilation of contract documentation for labour-intensive projects
- Setting of the rate of pay/Conditions of Employment.

- Project Branding

i) EPWP Project Identification – HODS

A line department's core function is service delivery and as such, is key to the long-term success of the EPWP programme. It is therefore the responsibility of line department Heads / Deputy Heads to ensure that their project managers champion and facilitate the following:

- Selection of suitable projects for EPWP Labour Intensive construction using EPWP provided sector guideline: **The “Guidelines for the Implementation of Labour-Intensive Infrastructure Projects under the EPWP (2nd edition – July 2005)**
- Identification of projects, which are suitable for inclusion in learner ships and SMME developmental programmes.
- The planning, design and packaging of EPWP compliant labour-intensive projects. (Heads to ensure the project-managers are LIC-NQF5 qualified.)
- Develop a data base of task rates specific to the different types of infrastructure.
- The recording and provision of information to the EPWP MIS on the number of employment opportunities created per unit expenditure of the total budget and the availability of local labour skills training etc. (The required EPWP specific KPI's have already been built into EPWP MIS)
- Monitoring and evaluation of the EPWP projects.
- Community liaison throughout the project lifecycle.

Only projects that prove beyond doubt that they cannot have EPWP/labour intensive elements/content can be considered to be implemented out of EPWP conditions and a written approval must be obtained from the ORTDM EPWP Strategic director to implement that project outside of EPWP conditions.

ii) EPWP Project Initiation and Feasibility Stages

For all projects key elements that are addressed during the initiation and Feasibility stages include but not limited to the following:

- Suitability of the project for the application of labour-intensive methods;
- Commitment from the Mhlontlo LM to the greater use of labour per unit of expenditure;
- Ability of the Consultant to produce suitable designs and documentation for labour-intensive construction;
- Acceptability of the project and availability of both skilled and unskilled Unemployed labour within the community; and
- Availability of contractors (both local and otherwise) to carry out the work.

iii) EPWP Project feasibility

POLICY ON THE EXTENDED PUBLIC WORKS PROGRAMME

A technical pre-feasibility analysis needs to be done on projects to initially establish if they are suitable for labour intensive construction. The aim of the feasibility analysis is to produce indicative information regarding scope and scale of the project, together with associated cost and time. An appropriate choice of project is essential for future success of the program. All potential labour intensive projects (construction) must be assessed in terms of its:

- Location of project
- Type of project
- Size of contract
- Extent to which labour-intensive methods may productively be used in different types of construction
- Scale of project/programme lead times
- Relation between duration of programme and overhead costs.

The emphasis of the feasibility study is to interrogate the project on the operations and activities that are labour intensive. e.g. For the earthworks labour intensive operation; it will be excavation, loading, hauling, unloading and spreading (ELHUS) operations. The community must be fully involved and agreement reached upon the following: nature of the project, level of service, method of service delivery availability of labour, selection of trainees and workers, wage rates and conditions of employment.

iv) EPWP Project Budget allocation

Capital and operating budgets must reflect the EPWP projects, targeting four (4) years of the multi-year municipal budgets in incremental percentages as indicated in the table below. It is abundantly clear the huge potential available to the municipality to facilitate a sustainable EPWP programme.

CAPEX

Nature of funding	2011/12	2012/13	2013/14	2014/15
Capital Budget	721.3mil	763.3mil	787.7mil	852.7mil
% EPWP	15%	20%	25%	30%
EPWP Target Expenditure-CAPEX	108.1mil	152.7mil	196.9mil	255.8mil
Job opportunities	14,426	15,266	15,754	17,054

OPEX

Nature of funding	2011/12	2012/13	2013/14	2014/15
Operating budget	48,7mil	45,5mil	47,0mil	57,7mil
% EPWP	20%	25%	35%	40%
EPWP Target Expenditure-OPEX	9.74mil	11.37mil	16.45mil	23.08mil
Job opportunities	974	910	940	1,154

The capital budget targets suggested above can only be realized once technically feasible projects are designed to be constructed using Labor Intensive Construction (LIC) methods.

In respect of the targets reflected against the Operations & Maintenance budgets; the intension is to take existing best practice community-based operations and maintenance partnerships /programmes and expand them to other sectors but include formal accredited training to maximize business / economic growth potential.

The capital budget alone has the potential to create a minimum of **15,266** temporary job opportunities through LIC for the period 2012/13.

v) EPWP Project Design

Job creating opportunities are optimised through the application of labour-intensive design guidelines during these stages of the project life cycle. Consultants appointed to carry out the design of labour-intensive works, must have completed the necessary Labour-Intensive Construction (LIC) NQF skills training as endorsed by the CETA.

The design checklist chapter is comprehensive and covers all design aspects for the various infrastructure disciplines. It lists types of infrastructure suitable for LIC and there is a list of numerous references to other publications on LIC relative to the South African situation.

Further to the above, the document the “Public Body Municipality Labour Intensive Construction Procedures” dated April 2005, forms the basis for the infrastructures projects implementation procedure within Public Body specifically.

Specific clauses related to the use of labour-intensive methods shall be incorporated into tender/ contract documents under special condition of contracts, specifications and schedule of quantities.

*The respective **tender adverts, tender documents, contract documents and letters of appointments** for contractors, consultants, other service providers and EPWP project employees/beneficiaries shall be designed to conform to this policy provision*

vi) EPWP Compliance – (Infrastructure)

To date the development of labour-intensive guidelines, documentation and skills development has been largely concentrated on the infrastructure sector due to the potential illustrated in the above table, and the need to reverse the years of technological mechanisation that has dominated the construction sector. The other sectors are essentially labour intensive by nature; it is the expansion of these programmes that is required as illustrated by the existing programmes within Public Body (6.1). Section (9) therefore only concentrates on the infrastructure sector; guidelines for the other sectors will be developed in time.

a) Procurement / contract documentation

The legislations and policies governing public sector procurement will be adhered to in the implementation of EPWP within the Municipality. The 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.

It is incumbent of the Municipality to ensure that all service providers, suppliers, contractors and consultants are aware of the EPWP conditions and guidelines prior to quoting, tendering etc on EPWP identified services, contracts / projects. It is important to note that only contractors and consultants with the appropriate NQF qualifications in labour-intensive technologies may be appointed. In reality this will have to be phased in over time, a programme is in place to address this.

EPWP contract conditions also vary depending on the types of services required by line departments whether capital or operational and as such need to be assessed separately. As EPWP implementation gains momentum, EPWP sector specialists are available from the national DPW to assist in resolving bottlenecks and achieving compliance within the different sectors. Currently all infrastructure contract documentation used by the various engineering line departments in their procurement of services are being reviewed by a DPW technical specialist for compliance. A suite of EPWP compliant contract documentation will be made available for PQs, small works, conventional contracts etc. including the reporting mechanisms.

The ff. tender/ contract documents for Consulting Engineers and Contractors for Labour intensive construction projects will be reviewed to comply with the EPWP conditions and guidelines:

- Contract Documentation for Consulting Engineering Services
- Contract Documentation for the Works
- Conditions of tender
- Conditions of contract
- Scope of work
- Schedules of quantities

Specific clauses related to the use of labour-intensive methods shall be incorporated into tender/ contract documents under special condition of contracts, specifications and schedule of quantities.

*The respective **tender adverts, tender documents, contract documents and letters of appointments** for contractors, consultants, other service providers and EPWP project employees/beneficiaries shall be designed to conform to this policy provision*

b) The Appointment of Consulting Engineers and Contractors

Appointment of consulting engineers and contractors will be as per section 8.3.2 & 8.3.3 of the “**Guidelines for the Implementation of Labour-Intensive Infrastructure Projects under the EPWP (2nd edition – July 2005)**”

The municipality will ensure that:

- i. The design of the labour intensive works by consultants is overseen by persons in their employ who have completed the necessary skills training (see table 2)
- ii. Works contracts are administered by persons in the employ of consultants who have completed the necessary skills training (see table 2); and

- iii. Works contracts are awarded to contractors who have in their employ managers who have completed the necessary skills training (see table 2).

Specific clauses related to the use of labour-intensive methods shall be incorporated into tender/ contract documents under special condition of contracts, specifications and schedule of quantities.

*The respective **tender adverts, tender documents, contract documents and letters of appointments** for contractors, consultants, other service providers and EPWP project employees/beneficiaries shall be designed to conform to this policy provision*

c) Conditions of Employment/Setting of the rate of pay

EPWP beneficiaries will be employed under the conditions of employment stipulated in the **Ministerial Determination and Code of Good Practice for EPWP (clause 10.4)**. The Municipality will ensure that its projects full comply with Labour Legislations such as Unemployment Insurance Fund (UIF), Compensation of Injuries and Diseases Act (COIDA), and Occupational Health and Safety Act (OHSA). Specific clauses addressing Labour Legislations compliance will be put in all EPWP Municipal contracts with service providers.

Specific clauses related to the use of labour-intensive methods shall be incorporated into tender/ contract documents under special condition of contracts, specifications and schedule of quantities.

*The respective **tender adverts, tender documents, contract documents and letters of appointments** for contractors, consultants, other service providers and EPWP project employees/beneficiaries should be designed to conform to this policy provision.*

d) EPWP Branding

The Municipality will also ensure as part of the conditions of contract that EPWP projects are branded ; profiled and comply to the **EPWP Corporate Identity (CI) Manual** as provided by NDPW. This includes the provision of the ff. amongst others:

- Orange coloured uniforms and boots with the EPWP and the name of the public body inscribed at the back
- Project signboards branded with the EPWP Logo, inscriptions and colours.

Specific clauses related to the use of labour-intensive methods shall be incorporated into tender/ contract documents under special condition of contracts, specifications and schedule of quantities.

*The respective **tender adverts, tender documents, contract documents and letters of appointments** for contractors, consultants, other service providers and EPWP project employees/beneficiaries shall be designed to conform to this policy provision.*

9.3.3. EPWP Training

i) EPWP Employees/Beneficiaries

Training of beneficiaries will be provided through the existing project budget or through the National Skill Fund (NSF) from the Department of Higher Education and Training in partnership with the National Department of Public Works. Workers will be paid a daily allowance/stipend by the contractor (included in the project cost) whilst attending training.

Specific clauses related to the use of labour-intensive methods shall be incorporated into tender/ contract documents under special condition of contracts, specifications and schedule of quantities.

*The respective **tender adverts, tender documents, contract documents and letters of appointments** for contractors, consultants, other service providers and EPWP project employees/beneficiaries shall be designed to conform to this policy provision.*

The EPWP has merely identified the following modest targets for training:

- 3% of participants will gain access to learnerships; and,
- 97% will receive standardized training (not learner ships) to the equivalent of 2 days for
 - every 20 days worked.

ii) Municipal Officials

The municipality will ensure that municipal officials are trained in Labour-Intensive Construction NQF5/7, who will therefore be in a position to accelerate the programme significantly whilst ensuring compliance.

Table 2: Skills Programme for Municipality Officials / Project Managers:

Personnel	NQF	Unit Standard Title	Skills Programme Description
Senior management and professionals	7	Develop and Promote Labour-Intensive Construction Strategies	Skills Programme against this single unit standard
Middle (technical)	5	Manage Labour-Intensive Construction Projects	Skills Programme against this single unit standard
Middle (admin)	5	Manage Labour-Intensive Construction Projects	Skills Programme against this single unit standard

iii) Consultants (table3)

The person responsible for the design and documentation of the labour intensive works, must be qualified in the NQF level 7 unit standard "Develop and Promote Labour Intensive Construction Strategies". The person who is responsible to the employer for the administration of the contract, must be qualified in the NQF level 5 unit standard "Manage Labour Intensive Construction Projects".

Table 3: Skills Programme for Consultants

Personnel	NQF	Unit standard Title	Skills Programme Description
Administrator / Site Supervisor	5	Manage Labour Intensive Construction Projects	Supervisor Skills Programme against this single unit standard

POLICY ON THE EXTENDED PUBLIC WORKS PROGRAMME

Designer	7	Develop and Promote Labour- Intensive Construction Strategies	Skills Programme against this single unit standard
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Specific clauses related to the use of labour-intensive methods shall be incorporated into tender/ contract documents under special condition of contracts, specifications and schedule of quantities.

*The respective **tender adverts, tender documents, contract documents and letters of appointments** for contractors, consultants, other service providers and EPWP project employees/beneficiaries should be designed to conform to this policy provision.*

iv) Contractors

Contractors having a CIDB contractor grading designation of 3CE and higher shall only engage supervisory and management staff in labour intensive works who have completed the skills programme as outlined in Table 2.

Contractors having a CIDB contractor grading designation of 1CE, 2CE, 3CE and 3CE shall have personally completed the skills programme for the NQF level 2 unit standard. All other site supervisory staff in the employ of emerging contractors must have completed the skills programme for the NQF level 4 unit standard.

Table 4: Skills Programme for Contractors

Personnel	NQF	Unit standard Title	Skills Programme Description
Team Leader / Admin Supervisor		Apply Labour-Intensive Construction Systems and Techniques to Work Activities	
Team Leader/ Supervisor	2	Apply labour-intensive construction systems and techniques to work activities	This unit standard must be completed, and
		Use labour-intensive construction methods to construct and maintain roads and stormwater drainage	any one of the listed unit standards must be completed
		Use labour-intensive construction methods to construct, repair and maintain structures.	
Foreman/ Supervisor	4	Implement labour-intensive construction systems and techniques	This unit standard must be completed, and
		Use labour-intensive construction methods to construct and maintain roads and storm water drainage	any one of the listed unit standards

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		Use labour-intensive construction methods to construct, repair and maintain structures	
Site Agent / Manager	5	Manage Labour-Intensive Construction Processes	Skills Programme against this single unit standard

Specific clauses related to the use of labour-intensive methods shall be incorporated into tender/ contract documents under special condition of contracts, specifications and schedule of quantities.

*The respective **tender adverts, tender documents, contract documents and letters of appointments** for contractors, consultants, other service providers and EPWP project employees/beneficiaries should be designed to conform to this policy provision.*

9.3.4. Skills Transfer and Learner ships

Learner ships are registered with the appropriate SETA in accordance with its internal procedures. All the parties are required to sign a learner ship agreement. The Municipality will have to ensure that there are sufficient projects to satisfy the requirement of each learner ship awarded to the Municipality.

As an additional means of building the capacity of the labour-intensive construction sector, the Department of Public Works (DPW) together with the Construction Education and Training Authority (CETA) has established a labour intensive contractor learner ship programme. The aim of this learner ship programme is to produce emerging contractors qualified to execute work in accordance with the “**Guidelines for the Implementation of Labour-intensive Infrastructure**”.

As part of the learner ship programme learner contractors would complete an appropriate mix of structured classroom training and workplace experience. The duration of each learner ship will be approximately two(2) years. Suitable learner contractors will have to be identified and selected.

Once formally published, details of the learner ships available for the social, environment and cultural sectors will be included in the relevant sector plans

9.3.5. Exit Strategies

The Municipality shall establish a standby “**intervention fund**” as an exit strategy for Learner contractors in the event of a huge debt burden caused by excessive delays in the award of contracts and other negative factors.

The municipality together with DRPW shall also negotiate with a development bank (DBSA, ECDC, IDC etc) for the necessary working capital at concessionary interest rates and flexible repayment terms.

By the power vested in the Municipal Manager through the provisions of this policy he approves the exit strategies for the Learner ship upon recommendation by the strategic director: EPWP through the oversight sub-committee.

Specific clauses related to the use of labour-intensive methods shall be incorporated into tender/ contract documents under special condition of contracts, specifications and schedule of quantities.

*The respective **tender adverts, tender documents, contract documents and letters of appointments** for contractors, consultants, other service providers and EPWP project employees/beneficiaries should be designed to conform to this policy provision.*

9.3.6. EPWP Incentive grant utilisation

i) Conditions precedent for the EPWP Incentive utilisation

- The Municipality's internally initiated EPWP projects or training initiatives which intends utilising the EPWP Incentive grant must first of all be listed in the **EPWP integrated business/implementation plan** for the financial year.
- Secondly the project initiator must apply to the Strategic director: EPWP for approval through the departmental/sector coordinator/director. The application must be accompanied by a **credible business plan** as per the prescribed format indicating the job creation potential of the project.
- The project details and job opportunities already created if any in the last 3 months shall be captured on the EPWP MIS at the EPWP Data Centre.
- Upon approval of the business plan draw downs on the incentive grant can only be authorised by the strategic director: EPWP for the payment of stipends and other needs of the project or initiative based on the approved business plan.
- The department coordinators must then ensure that there is a EPWP field worker attached to the project who will submit on a monthly basis the jobs created on the **EPWP prescribed monthly forms** to the EPWP data centre for capturing purposes and to justify the existence of the project or initiative
- Continuous drawdown on the Incentive grant will only be justified by prove of consistency and continuous job creation and reporting by the departmental/sector coordinators.
- Drawdown on the account will be stopped if job creation on an approved project is not reported continuously for 3 months.

ii)Statement of Accounts

The CFO must furnish the strategic director; EPWP with monthly statements of accounts on all the existing EPWP vote accounts for monitoring, control, audit and reconciliation purposes.

iii) Authority to Sign

The CFO must also issue an authority to sign mandate to the strategic director: EPWP as the sole signatory to all the EPWP votes' accounts.

iv)Audit of Accounts

A quarterly financial audit of the EPWP votes/accounts will be initiated by the EPWP Unit to ensure that the funds are utilised according to the integrated Incentive Agreement (for the purpose for which they are intended) and secondly the jobs created are commensurate with the funds utilisation.

9.3.7. EPWP Reporting

The Municipality will adhere to the EPWP Monitoring and Evaluation reporting processes by ensuring the development of the following:

i) Annual EPWP project or business plan

The EPWP Unit must prepare an annual EPWP project/business plan as part of the Municipality's IDP. The project plan must:

- Record the measures/strategies that the municipality will implement in order to meet or exceed its EPWP performance target and must include the ff:
 - Project name, budget, estimated no of work opportunities, FTE jobs to be created in respect of each EPWP project
 - A list of the planned EPWP projects that will be implemented towards achieving set targets

The assistance of DPW should be solicited in preparing the EPWP plan by helping to identify strategic and suitable EPWP projects and advising on the targets for such projects.

(Refer to clause 11 of the EPWP incentive agreement)

ii) Quarterly EPWP project plan

The EPWP Unit must continuously review the **quarterly EPWP performance reports** and prepare **EPWP quarterly strategic plans** for the achievement of the KPI or FTE targets and for which the EPWP incentive could be claimed. This must be submitted as part of the EPWP quarterly progress reports and must be received by the EPWP Technical steering committee on **the 5th day of the close of the quarter**.

The quarterly strategic plan must:

- Record the measures/strategies that the municipality will implement in order to meet or exceed its quarterly performance target and must include the ff:
 - Project name, budget, estimated no of work opportunities, FTE jobs to be created in respect of each EPWP project

- A list of the planned EPWP projects that will be implemented towards achieving set targets

The assistance of DPW should be solicited in preparing the EPWP plan by helping to identify strategic and suitable EPWP projects and advising on the targets for such projects.

This should be submitted annually to the department of public works according to the EPWP incentive agreement between the municipality and DPW.

iii) EPWP Project identification and registration system

The EPWP Unit must continuously review/screen the EPWP registered project list in the EPWP project business plan based on the monthly/quarterly performance reports and identify and register new strategic projects within the various sectors/clusters of the EPWP that are EPWP compliant and potential contributors to our KPI or job opportunities/ FTE targets.

Department of public works (DPW) should be called to provide assistance in the project identification and registration process.

iv) EPWP Information gathering system

By the **25th of each month**, the EPWP data/job creation data should be captured by EPWP field workers, consultants, contractors and other key role players on the **prescribed EPWP monthly progress template**, signed off by the respective site manager/agent, CLO, consultant, contractor or any key role player and submitted to the EPWP data centre at the **96 Church, Qumbu, Eastern Cape, Qumbu** or the municipal project manager responsible for that project.

OR

The completed, signed off and completed **EPWP monthly progress template** can also be submitted by the contractor, consultant or any other key role player as a returnable document **attached to a payment claim** if and only if the payment claim is due for payment by the end of the month.

EPWP data centre will then consult, review, collate and capture all the EPWP information/data collected with respect to the implementation of EPWP projects by the **2nd day after the end of each month**.

To ensure that the required data is collected every month. The following measures will be instituted:

- EPWP Data or information collection, review and reporting must form a compulsory part of the agendas of all site/technical meetings and project/program managers, contractors, consultants and other key role

players (ISDs etc) are tasked to ensure that this is carried out to the later. EPWP unit will then need to collect all the site/technical meeting schedules for the on-going projects in each sector, ensure regular attendance to train and capture EPWP data.

- The provisions of the EPWP policy must feature prominently in the supply chain management processes and must be institutionalized.
- EPWP monthly progress reports from contractors, consultants and any other key role players should form part of the statutory returnable documents for payment claims.

v) Penalties for non-compliance

The EPWP monthly progress report submission and validation by the EPWP data centre will serve as a pre-requisite for the processing of payment claims for field workers, consultants, contractors and other key role players.

In other words no payment claims will be processed for any field worker, consultant, contractor or any other key role player until he/she complies with this EPWP policy.

On the other hand the penalties will not be applied to punish or harm an emerging contractor to such an extent that the empowerment of previously disadvantaged individuals cannot be realized.

From the above it is obvious that a balance must be found where the penalty urges and encourages the emerging contractor to submit the EPWP information on time, but if he fails to do this, the penalties must not put him out of business.

Specific clauses related to the use of labour-intensive methods shall be incorporated into tender/ contract documents under special condition of contracts, specifications and schedule of quantities.

*The respective **tender adverts, tender documents, contract documents and letters of appointments** for contractors, consultants, other service providers and EPWP project employees/beneficiaries shall be designed to conform to this policy provision.*

vi) Physical document management/filing system

A physical document/filing system would be established where files on all EPWP projects would be kept and maintained for auditing purposes. The EPWP project files should contain the ff:

- EPWP progress reports received
- Daily site attendance register
- Summary of monthly attendance register:
- Payment information-Payment Register
- Any other site information collected

vii) EPWP Data Quality management system

The EPWP data centre will clean and validate the EPWP data submitted by the field workers, contractors, consultants and other key role players to ensure that the information received is credible and accurate.

EPWP data should be validated against the data quality control sheet

(Refer to Annexure for data quality control/validation sheet.)

The EPWP must use all means available to verify and validate the EPWP data. This may include site visits, checking of payment Invoices, ID Copies, proof of payment, payment registers, contracts, training information, attendance registers to validate the data quality.

viii) Data Capturing system

- Register the project on the EPWP MIS

The EPWP data centre must collate the data obtained from the field workers, contractor, consultants and other key role players and ensure it is captured on the EPWP-MIS.

- Correct all the non-compliant projects within a week after the Data Dump and analysis report has been received from DPW.

ix) Data consolidation and reporting system

The EPWP data validated, cleaned and captured will have to be consolidated into the following reports:

a) EPWP monthly performance/progress reports

The EPWP data centre must also collect and download monthly progress reports from the EPWP MIS and submit it to the Strategic director: EPWP through the departmental or sector coordinators for monitoring and evaluation purposes.

The Number and performance of each of the projects on the EPWP weekly/monthly report should be reviewed monthly against set targets so as to devise a strategic plan for the achievement of the set targets.

b) EPWP quarterly performance/progress reports

To ensure that the overall municipality is achieving the quarterly targeted outcomes of the programme, the EPWP data centre will compile/prepare on a quarterly basis a consolidated EPWP report indicating progress of the EPWP. This will then be submitted to the Strategic director: EPWP for approval and onward submission to the Department of Public Works by the **7th day after the close of the quarter**.

The Number and performance of each of the projects on the EPWP quarterly progress report should be reviewed quarterly against set targets so as to devise a strategic plan for the achievement of the FTE/ job opportunity and other EPWP KPI targets.

The EPWP quarterly report should be structured to highlight EPWP performance on projects and sectors.

The EPWP quarterly performance reporting should be structured as follows:

- Status reporting (current status of the projects, zones and sectors)- status training/learner ship performance inclusive
- Performance reporting (describing what the program has accomplished when compared with a given target or baseline)
- Challenges
- Best practices/Lessons
- Plan, proposal or Way forward for next quarter.
- Conclusion

c) Status or performance reporting on Training/Leaner ship programmes must include the following amongst others:

- Training programme for workers being implemented with Dept of Labour funding
- Training of engineers and contractors for labour intensive construction, with Construction SETA (CETA)
- Training of officials to implement the EPWP, with Local Government and Construction SETA's
- Vukhupile Contractor learner ship programme with CETA and Provinces/ Municipalities

d) EPWP annual performance reports

In addition, an annual report must be prepared by the EPWP Unit **30 days after the close of the year** that will reflect: achievements, challenges and best practices for the reporting period as well as an outline of goals and activities for the following year.

9.3.8. EPWP monitoring and evaluation

a) Internal Monitoring & Evaluation

An internal monitoring and evaluation system will be established to determine, on the basis of a retrospective analysis, whether the authorized EPWP policy processes were followed and whether the objectives of this policy were achieved.

The monitoring and evaluation plan will consist of **key performance indicators(KPI)** and targets identified in terms of the objectives set for EPWP policy. The following KPI objectives have been identified to be monitored and evaluated every month, quarter and year against the set targets:

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- Number of EPWP registered projects
- Project Budgets
- Total number of jobs created
- Number of person days of employment created
- Total number of person training days
- Number of job opportunities in terms of demographics(Women, Youth, and People with Disabilities)
- Amount of budget spent and retained within communities
- Project task/wage rates(Uniformity and compliance with Ministerial determinations)

The EPWP Data capturers, EPWP field workers, Consultants and project managers must collate the EPWP/job creation data obtained from the EPWP project and ensure it is captured on EPWP MIS at the EPWP Data Centre.

The EPWP data capturers collect or download data from on the EPWP MIS on a monthly basis and submit it to the EPWP departmental coordinators. The Sector Coordinators collate all EPWP monthly progress reports for the compilation of the sector progress reports on a quarterly basis for onward submission to the Strategic Director: EPWP, EPWP Technical Steering Committee, Over-sight Sub-committee and Department of Public Works.

EPWP quarterly performance/ progress meetings of the EPWP Technical steering committee would be conducted **within 10 days after the end of the quarter** to review EPWP performance against the set KPI targets and strategize a way forward.

b) External Monitoring & Evaluation (Site Visits)

Bi-weekly unannounced site visits will be conducted by departmental and sector, training and LED coordinators to EPWP project sites to check compliance with the EPWP terms and conditions and guidelines. An EPWP Compliance checklist shall be developed to guide this operation.

10. ENDORSEMENT OF THE EPWP POLICY

The policy *must* be endorsed by the Council to ensure that it is binding and everybody complies.

11. REVIEW OF THE POLICY

The policy will be reviewed annually or as and when required.

Mhlontlo LM EPWP Policy reviewed and approved by Council on the 201

Council resolution number.....

.....
S.G. Sotshongaye
Municipal Manager

.....
N.Dywili
Honourable Mayor

Date:.....

Date:.....

REFERENCES

- Guidelines for the Implementation of Labour-Intensive Infrastructure Projects under the EPWP (2nd edition – July 2005)
- EPWP Corporate Identity (CI) Manual
- Ministerial Determination and Code of Good Practice for EPWP_2012
- EPWP Incentive Grant Manual
- Division of Revenue Act,2009
- ORTDM EPWP Incentive and protocol Agreements_2012/13
- EPWP training policy and legislative framework 2012
- EPWP prescribed monthly forms
- Framework for M & E of the Expanded Public Works Program

ANNEXURES