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Municipality  
Umasipala

## **SWARTLAND MUNICIPALITY**

### **EXPANDED PUBLIC WORKS PROGRAM POLICY**

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August 2014

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## ACRONYMS AND DEFINITION OF TERMS

TERM	DEFINITION
Monitoring	Monitoring is a process that involves measuring and tracking progress according to the planned situation including; inputs, resources, completion of activities, costs, timeframes, etc.
Payment schedule	The payment schedule for the conditional grant means a schedule which sets out the amount of each transfer of the conditional grant allocation to a provincial department or municipality within the financial year.
Performance	Performance is the achievement, accomplishment, success towards realizing an objective/goal.
Poverty income	The minimum monthly income needed to sustain a household and varies according to household size.
Poverty line	Statistics South Africa identified the Upper Poverty Line as an income of R620/c/month and the Food Poverty Line as R310/c/month (according to 2011 pricing)
Poverty rate	The percentage of people living in households with an income less than the poverty income.
Programme	A programme is a coordinated approach to explore a specific area related to an organisation's mission. It usually includes a plan of action or events which identifies staff and related activities or projects leading towards defined and funded goals.
Project	Specific component of a programme usually funded by a defined budget and a donor. A planned undertaking designed to achieve specific objectives within a given budget and within a specific period of time. A project usually includes a detailed plan of actions to be undertaken.
Public body	Public body is any organisation that is defined by legislation as a government body; and for purposes of this document, refers to a province, municipality or public entity within these spheres of government.

Receiving officer	<p><b>(a)</b> in relation to a Schedule 4, 5 or 8 DORA allocation transferred to a province, means the accounting officer of the provincial department which receives that allocation or portion thereof for spending via an appropriation from its Provincial Revenue Fund; or</p> <p><b>(b)</b> in relation to a Schedule 4,6,7 or 8 DORA allocation transferred to or provided in kind to a municipality, means the accounting officer of the Municipality.</p>
Reporting	Reporting is a process that best communicates the required information collected during monitoring and/or evaluation for optimum use by different stakeholders.
Reporting requirements	Reporting requirements are the information needs of key stakeholders.
Risk	Risk is the possibility of an event occurring that will have an impact on the achievement of objectives. Risk is measured in terms of impact and likelihood.
Risk management	Risk management is the process to identify, assess, manage and control potential events or situations to provide reasonable assurance regarding the achievement of the organisation's objectives.
Targets	Targets are quantifiable levels of achievement for a specific activity within a specific time frame.
Technical Support Staff	Staff appointed by the Department of Public Works to assist provinces and municipalities with the implementation of the EPWP and accessing the EPWP conditional grant.
Transferring national officer	A transferring national officer means the accounting officer of a national department that transfers a Schedule 4, 5, 6, or 8 DORA allocations to a province or municipality or spends a Schedule 7 DORA allocation on behalf of a municipality.
Work opportunity	Paid work created for an individual on an EPWP project for any period of time. The same person can be employed on different projects and each period of employment will be counted as a job opportunity.

## **1 BACKGROUND**

The Expanded Public Works Programme (EPWP) has its origins in the Growth and Development Summit (GDS) of 2003. It is a key government initiative and a direct intervention poverty alleviation effort. The Programme is coordinated by the National Department of Public Works (DPW), as mandated by Cabinet.

It aims to intervene through employment creation by public works programs. The programs are largely focused on the infrastructure construction sector and provides employment on a temporary basis.

The EPWP was launched in 2004 and is currently still being implemented. It is a nationwide programme and includes all spheres of government and state-owned enterprises.

High poverty levels impact on the well-being of the communities and the sustainability of Municipalities. Swartland Municipality's poverty rate is currently at 26.8% (as per the IDP released in May 2013) which is lower than the District norm of 30.4% and the second lowest in the District.

As part of the Social Development Policy, Swartland Municipality defined a key performance area "Promote Access to the Economy". Under that particular KPA the following relevant objectives are listed.

- Co-ordinate keeping of database for unemployed with other stakeholders
- Promote use of local labour in tender documents
- Participate in EPWP.

The aforementioned objectives ties EPWP in with the greater outcomes envisaged by the Social Development Policy.

The municipality formulates its broader strategic aims in the IDP by way of identified strategic outcomes and the actions to be taken in realizing the outcomes. For the purpose of the EPWP policy document it is assumed that the EPWP, within the municipality's broader strategic aim has already been positioned and communicated to the relevant stakeholders.

This document aims to establish, through overview, description of roles, responsibilities and proper procedure, a mechanism for the implementation EPWP principles. The procedures are limited to project identification, data capturing, reporting and coordination of EPWP efforts and the roles and responsibilities surrounding these.

## **2 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)
- Public Service Act (PSA, 1994)
- Municipal Finance Management Act (MFMA, 2003)
- Division of Revenue Act (DORA, annually)
- The Municipal Systems Act (Systems Act, 2000)
- The Basic Conditions of Employment Act (BCEA, 1997)
- Skills Development Act (SDA, 1998)

- Cabinet Memo of 2003 approving the implementation of EPWP
- Ministerial Determination and the Code of Good Practice for employment conditions of work for Special Public Works Programmes (2002)
- Expanded Public Works Programme (EPWP) Institutional Arrangement Framework, (Draft 2012).
- Swartland Municipality; Social Development Policy (2013)

### **3 OVERVIEW OF EPWP**

#### **3.1 Purpose of the EPWP**

The EPWP aims to provide poverty and income relief through temporary employment. The main objectives are:

- a) To bring the unemployed into a temporary working environment.
- b) The unemployed will obtain skills and gain work experience.
- c) The unemployed will receive a stipend (allowance).
- d) To enhance chances of future employment for the unemployed and/or trigger their "entrepreneurial spirit".

#### **3.2 EPWP Sectors**

The EPWP creates work opportunities in four sectors, namely

- a) Infrastructure Sector, through increasing the labour intensity of government-funded infrastructure projects.
- b) Environmental and Culture Sector, through creating work opportunities in public environment and culture programmes.
- c) Social Sector, through creating work opportunities in public social programmes.
- d) Non - State Sector, through creating work opportunities through the Non-Profit Organisation Programme (NPO) and Community Work Programme (CWP).

Swartland Municipality's functions and dealings cut across three of the four sectors that are the Infrastructure, Environmental & Cultural and Social sectors.

### **4 PROJECT IDENTIFICATION**

#### **4.1 Project Identification**

Projects that are feasible to be registered with the Department of Public Works must be identified. It is important that projects have an allocated budget and are properly funded. The municipality should be cautious in making commitments that may not be supported by proper budgeting and available funds. Projects may either be funded from a capital or the operational budget.

It is therefore envisaged that the municipality identifies projects that are part of actions and objections of its primary functions. Projects have to form part of the municipality's service delivery and associated primary functions and should not be treated as outside the scope of activities associated with the normal spending of operational and capital budgets.

Projects that were identified, need to be submitted to the Municipal EPWP Data Capturer no later than 30 March each year. The Municipal EPWP Data Capturer must ensure that projects which were identified must be approved by the National Department Public Works (NDPW).

#### **4.2 Project Design**

Design of capital projects should optimise the use of locally produced resources and labour as far as possible. When considering the use of manual labour and labour intensive methods, careful consideration should be taken with regards to the following:

- a) Effective utilisation of financial resources in achieving a specific end-product outcome.
- b) Maintaining appropriate technical standards in the end-product.
- c) Timeous completion of projects.

Where possible, and the level of sophistication of projects permitting, specific clauses related to the use of labour intensive methods could be incorporated into tender/contract documents under special condition of contracts, specifications, schedule of quantities (for Infrastructure Sector, this is outlined in the Guidelines for Implementation of Labour Intensive Infrastructure Projects under EPWP). This must be done in consultation with the respective Engineering Departments.

#### **4.3 Target Groups**

EPWP target groups are the unemployed and unskilled. The program tries to achieve the following profile participation rates.

- 55% of the beneficiaries are women
- 45% of the beneficiaries are youth
- 2% of the beneficiaries

The profiles are not mutually exclusive and a beneficiary may fit into more than one or all of the above profiles.

The targets will be achieved by the following:

- Use of women and youth for Operation Clean-ups;
- Where projects allow it, women is preferred above men and youth is preferred above adults;
- All tenders must have a sub clause that all un-skilled labour must be obtained from the towns or villages that are worked in.

#### **4.4 Recruitment of Beneficiaries**

EPWP beneficiaries must be:

- South African citizens with a valid bar-coded ID.
- Residents of designated area where projects are being implemented.
- Persons from indigent households.
- Households with no income and priority given to one individual per household.
- Recruited through the Councils recruitment strategy.

#### **4.5 Conditions of Employment**

EPWP beneficiaries are employed under the conditions of employment stipulated in the Ministerial Determination and Code of Good Practice for EPWP.

EPWP beneficiary contracting must be compliant with labour legislation such as the Unemployment Insurance Fund (UIF), Compensation of Injuries and Diseases Act (COIDA), and Occupational Health and Safety Act (OHSA).

In the instance where Swartland Municipality directly employs an EPWP beneficiary, he/she will be recognised as such. The beneficiary will sign a contract specially drawn and developed for the contractual employment of EPWP beneficiaries.

### **5 EPWP CONDITIONAL /INCENTIVE GRANT AGREEMENT**

The Municipal Manager will, in his capacity as the Accounting Officer, in his discretion, sign the Incentive / Conditional Grant Agreement with the National Department of Public Works in which the municipality agrees to receive and utilize the EPWP Conditional grant on the basis of the stipulations, requirements, conditions and obligations assigned to the agreement. By signing the Conditional 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.

### **6 SCM PROCESSES**

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

### **7 ROLES AND RESPONSIBILITIES**

EPWP cuts across all the Departments and Units of the Municipality. Each Department will make a systematic effort to implement the EPWP principles in the utilisation of their budgets. These efforts are directed at a sustainable approach that will add value to the municipality's actions and outcomes.

#### **7.1 Political Champion: The Executive/Mayor**

In line with the EPWP Institutional Arrangement Framework and Protocol Agreement signed by the Minister of Public Works and The Executive Mayor, the Executive Mayor will provide leadership and direction on the implementation of the EPWP in the municipality. The Executive Mayor will appoint a Member of the Mayoral Committee (MAYCO) to champion and lead the EPWP in the Municipality. The appointed Mayco member will also ensure that EPWP is aligned with the IDP and key policies and programmes of the municipality.



## **7.2 The Municipal Manager**

The Municipal Manager (MM) will identify suitable officials and assign functions of EPWP to them and ensure that all the Directors have EPWP as an item in their performance contracts/agreements.

The Municipal Manager will, in his capacity as the Accounting Officer, in his discretion, sign the Incentive / Conditional grant Agreement with the National Department of Public Works.

## **7.3 Directors**

As an EPWP implementing body the municipality has to appoint an EPWP champion(s). Each Directorate is responsible to identify and appoint an EPWP champion within that Directorate. Directors are responsible for identifying officials in their respective departments to act as EPWP champions. The decision of whom to appointment is at the discretion of the Director as is the number of champions identified and appointed.

Directors are responsible to report monthly on the progress of EPWP registered projects within their Directorate. The reporting platform being the monthly Senior Management meetings.

Directors will be evaluated on EPWP performance as part of the performance agreements/contracts.

## **7.4 Champions**

As an EPWP implementing body the municipality has to appoint an EPWP champion(s). The functions and dealings of Swartland Municipality cuts across three of the four EPWP sectors. They are Infrastructure, Social and Environmental & Cultural. Ideally at least one champion out of every Directorate should be identified and appointed. Champions are responsible to actively drive the EPWP efforts of the municipality.

### **7.4.1 Identification of projects**

Champions will identify projects within their respective Directorates as suitable for registering and reporting. For this purpose a champion needs to familiarise him/herself with the criteria of an EPWP suitable project and communicate them to other officials directly involved in projects. Once potential projects are communicated to the champion he/she will have to take the project under consideration and decide whether it satisfies the EPWP criteria. The champions will then ensure that the project information is relayed to the Data Capturer for registration and reporting purposes.

### **7.4.2 Project information to Data Capturer**

Champions are responsible for liaison between the Data Capturer and responsible officials, once a project has been identified as EPWP compliant. It is at the discretion of every champion to establish a protocol within his/her Directorate whereby information is supplied to the Data Capturer. This may include direct involvement in the supply of information or where information is supplied from the responsible official to the Data Capturer.

### **7.4.3 Forums, workshops and meetings**

As part of the EPWP coordination the Department of Public Works regularly hosts meetings, workshops and information sessions. The municipality has to be represented by the champions. Aforementioned are often sector specific so as to address any challenges arising within a specific sector. A champion must take note of these meetings, workshops and information sessions and at his/her discretion attend.

## **7.5 Data Capturer**

The Data Capturer acts as the centre where all project information are delivered for registration and reporting. He/she is also the point of entry for the Department of Public Works. The Data Capturer is responsible for all administrative matters concerning the reporting of projects, attendance of meetings and correspondence between the Municipality and the Department. Administrative tasks will typically include but is not confined to the following:

- a) Gathering project information from the various departments
- b) Registering projects
- c) Reporting on projects
- d) Submitting business plan annually
- e) Correspondence between Department of Public Works and Champions.
- f) Attending meetings, workshops and information sessions
- g) Liaise with service providers and contractors
- h) Receive progress reports

The Data Capturer will closely liaise with the champions in a concerted effort to coordinate the municipality's EPWP implementation.

## **8 TARGETS (NATIONAL, PROVINCE, MUNICIPAL AND OWN TARGET)**

The target for Swartland municipality is set annually and documented in the funding agreement with the Department of Public Works. In compiling the business plan the municipality is informed by the targets and identify projects that will satisfy the target and EPWP principles. Opportunities for implementing the EPWP have been identified in the following sectors:

- a) Infrastructure
- b) Environmental and Cultural
- c) Social

## **9 PROGRAMME PERFORMANCE INDICATORS (PPIs)**

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

### **9.1 Work Opportunities (WO)**

Opportunity for work provided to targeted individual for any period of time. Quality of WO is measured by duration and level of income and regularity of employment.

### **9.2 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.

### **9.3 *Person-days Budgets***

The total expenditure aggregated for all EPWP projects inclusive of all the sectors, infrastructure, environment and social.

### **9.4 *Person-Training Days***

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

### **9.5 *Demographics***

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

### **9.6 *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.

### **9.7 *Project Daily Rates***

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

To ensure compliance with the general requirements of the EPWP and specific requirements of any of the conditional grants such as the MIG, the departments will have to record, monitor, evaluate and report on the PPIs in a standard and uniform manner.

## **10 BRANDING**

Branding has become an integral part of the roll-out of EPWP projects. Where possible, projects should at least have the minimum form of branding. Where projects are outsourced to contractors it may be required, should it be deemed feasible and economically and practically sensible, to require that branding be specified in the tender documents as a special condition. Types of branding include, but are not limited to;

- a) Reflective Bibs (minimum branding);
- b) Overalls;
- c) T- Shirts;
- d) Name Boards; and
- e) Vehicle Stickers.

All of the above should be the orange or green, with the official EWPW logo printed on the clothing and sign boards.

## **11 FUNDING**

The Expanded Public Works Programme distributes a conditional grant from National Government. Amounts are budgeted in various line departments for the employment of temporary workers.

Municipal capital and operational budgets must reflect the budgets for the remuneration of the EPWP beneficiaries. The intention is to take existing community-based operations and maintenance partnerships / programmes, implement EPWP principles where possible and report on the projects.

## **12 REPORTING**

There are specific procedures and deadlines to be met in terms of progress reporting. The procedures and timelines for progress reporting are strict and rigorous because the disbursement will be determined based on the EPWP progress reports. The procedures and timelines should be adhered to as to enable the municipality to receive and utilise the available funding within the intended timeframes.

The municipality will submit a monthly In-Year Monitoring (IYM) report to the relevant treasury to report spending against the budget, including spending on conditional grants - 15 calendar days after the end of every month in terms of Section Division of Revenue Act for provincial departments; and 10 working days after the end of every month in terms of Division of Revenue Act for municipalities. It must ensure that the EPWP project data (EPWP performance and financial data in particular) submitted in their IYM reports (to National Treasury) and their EPWP reports (to NDPW) correspond.

Project data must be updated and uploaded on a monthly basis onto the EPWP MIS and EPWP EAC systems.

For every project, each implementer will ensure that project progress data is provided to the EPWP Data Capturer and/or EPWP Champion within the Directorate where the project is located, at the end of every month.

The municipality has between the end of the month and 22 calendar days after the end of every month to:

- a) Sign-off on the progress report; (All data loaded on the EPWP MIS and EPWP EAC must be signed off quarterly.)
- b) Provide it to the EPWP data capturers for loading onto the EPWP MIS and EAC.
- c) Validate data: There will be a process of data validation with the municipality thereafter (which can happen before, during and after the capturing of data onto the EPWP MIS). Validated data is then included in the progress report.