

# **MANGAUNG METROPOLITAN MUNICIPALITY**



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**REVIEW**

**EXPANDED PUBLIC WORKS PROGRAMME (EPWP) POLICY  
AND IMPLEMENTATION PLAN**

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**The following items are the amendments/additions to be made to the existing approved EPWP policy**

Definition of Terms

- EPWP
- EPWP Target Group
- EPWP Participant
- Implementing Agents
- Labour Intensity
- Monitoring
- Ministerial Determination
- Project
- Programme
- Public Body
- EPWP Reporting

1.1 Overview of EPWP 3

1.2 Introduction and Monitoring of the 4 EPWP principles

1.3 Convergence and contributing to sustainable livelihood

Table 1: Contribution by Mangaung (EPWP Targets)

15. EPWP Targets for Mangaung Metro

19. Reporting Process

20. Endorsement of the Policy

21. Review of the Policy

## TABLE OF CONTENTS

	List of Amendments	i
	Table of Contents	ii
	Definition of Terms	1
	Acronyms	5
1.	INTRODUCTION	6
1.1	Overview of EPWP	6
1.2	Introduction of EPWP universal principles	7
1.3	Convergence and Contributing to sustainable livelihood	9
1.4	Legal and policy Framework	10
1.5	Problem Statement	10
1.5.1	Challenges Affecting Municipalities to Deliver on EPWP Objectives and Targets	11
1.6	EPWP Policy Objectives	12
1.7	Overview of EPWP Sector Programme	13
1.7.1	Environment and Culture Sector Programmes	13
1.7.2	Social Sector Programmes	14
1.7.3	Infrastructure Sector Programme	14
1.7.4	Non-State Sector	15
1.7.5	Cross-Cutting Support Programmes	15
2	BACKGROUND OF THE MUNICIPALITY	16
2.1	Socio-Economic Activity	16
2.2	Human Development Index	17
3	VISION	18
4	MISSION	18
5	EPWP MUNICIPAL COORDINATION STRUCTURE	18
6	EPWP INSTITUTIONAL ARRANGEMENTS	19
6.1	Roles and Responsibilities	20
6.1.1	Political Champion	20
6.1.2	Administrative Champion	20
7	OVERALL COORDINATION	21
8	COMMUNICATION AND BRANDING	22
9	EPWP SECTOR INITIATIVES IMPLEMENTED	22

10	PROJECT IDENTIFICATION, DESIGN AND SELECTION OF BENEFICIARIES	23
10.1	Project Identification	23
10.2	Project Design	23
10.3	Target Groups and Beneficiaries Recruitment	23
11	CONDITIONS OF EMPLOYMENT	23
12	EPWP INCENTIVES	24
13	SCM PROCESSES	24
14	SUPPORT FROM THE PROVINCE AND NATIONAL	24
15	EPWP TARGETS FOR MANGAUNG METRO	25
16	PROGRAMM PERFORMANCE INDICATORS	25
16.1	Work Opportunities Created	25
16.2	Persons-Days of Employment	26
16.3	Project Budget	26
16.4	Person-training Days	26
16.5	Demographics	26
16.6	Expenditure Retained Within Local Communities	26
17	FUNDING MECHANISMS	27
18	INTEGRATED DEVELOPMENT PLAN	27
19	REPORTING	27
20	ENDORSEMENT OF THE POLICY	29
21	REVIEW OF THE POLICY	29

## DEFINITION OF TERMS

The following terms, definitions and acronyms are used in this policy document.

Term	Definition
<b>EPWP</b>	The EPWP is a nation-wide government-led initiative aimed at drawing a significant number of unemployed South Africans into productive work in a manner that will enable them to gain skills and increase their capacity to earn income as well as develop their community and country.
<b>EPWP Target group</b>	Poor and unemployed people willing and able to take up the offered work at the agreed wage rate.
<b>EPWP participant</b>	A person employed to work in an EPWP project under the Code of Good Practice for Expanded Public Works Programmes.
<b>Implementing Agent(s)</b>	An individual or legal entity contracted authorized to act on behalf of the sector department, by implementing projects and executing related transactions on their behalf.
<b>Labour Intensity</b>	Labour intensity refers to the expenditure on wages expressed at a percentage of total project expenditure. Labour intensity is an indicator of the project expenditure that is injected into the community in the form of wages.
<b>Monitoring</b>	Monitoring is a process that involves measuring and tracking progress according to the planned situation including; inputs, resources, completion of activities, costs, timeframes, etc.
<b>Ministerial Determination</b>	The Ministerial Determination applies to all employers and employees engaged in Expanded Public Works Programmes gazetted by the Minister of Labour and amended from time to time.
<b>Project</b>	An undertaking to create a unique product or service. It has a defined start and end point and specific objectives that, when attained, signify completion. In implementing EPWP, public bodies should select projects based on their potential to create work opportunities for poor and unemployed people without displacing existing workers.

<b>Programme</b>	A programme is a group of related projects managed in a coordinated way to obtain benefits not available from managing the projects individually.
<b>Public body</b>	Any institution of government administration at national, provincial or local government sphere as well as any other functionary or institution exercising a power or performing a duty in terms of the Constitution. However, a public body may appoint an implementing agent that is either an individual or legal entity contracted and authorised to act on its behalf implementing under the rules and conditions provided by the public body.
<b>EPWP Reporting</b>	Refers to the process of collecting project data in a defined (by National Department of Public Works) format and capturing in the EPWP Reporting System according to defined timeframes
<b>By Hand</b>	Refers to the use of tools, which are manually operated and powered
<b>Capital Expenditure</b>	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.
<b>Cash Flow</b>	The stream of costs and/or benefits over time resulting from a project investment or ownership of assets.
<b>Community Liaison Officer</b>	A member of the targeted community, recommended by the ward committee and appointed by the contractor to assist with the identification of suitable persons from the community to be appointed.
<b>Demographic Characteristics of Workers</b>	The number of workers that fall within the following categories must be recorded: Youth (18-35 years of age), Women & People with disabilities
<b>Environment and Culture Sector</b>	The sector aims to build South Africa's natural, social and cultural heritage, and in so doing dynamically uses this heritage to create both medium and long-term work and social benefits through sustainable land-based livelihoods, waste management, tourism and creative industries, parks and beautification, coastal management and sustainable energy.

<b>Full-Time Equivalents</b>	Full-Time Equivalent means 230 person days of work created by an EPWP project within a financial year. Person years of employment equals total number of person days of employment created for targeted labour during the year divided 230. For task rated workers, tasks completed should be used as a proxy for 8 hours of work per day.
<b>Geographic Information Systems</b>	Software, which provides a means of spatially viewing, searching, manipulating, and analyzing an electronic database.
<b>Incentive Grant</b>	Incentive paid to public bodies to incentivise employment creation under the EPWP. The incentive is paid per quantum of employment created for the EPWP target group and can be measured in FTEs.
<b>Infrastructure Sector</b>	The sector aims to promote the use of labour-intensive methods in the construction and maintenance of public infrastructure.
<b>Key Performance Indicator</b>	A qualitative or quantitative measure of a service or activity used to compare actual performance against a standard or other target. Key performance indicators commonly relate to statutory limits, safety, responsiveness, cost, comfort, asset performance, reliability, efficiency, environmental protection and customer satisfaction.
<b>Labour-intensive</b>	Labour-intensive construction is the economically efficient employment of as great a proportion of labour as is technically feasible throughout the construction 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.
<b>Life Cycle Cost</b>	The cycle of activities that an asset throughout its life including planning, design, construction, acquisition, operation, maintenance, rehabilitation, and disposal costs.
<b>Non-State Sector</b>	The sector aims to foster partnership between non-profit organisations (NPOs), communities and government to create opportunities through socially constructive activities for a large number of individuals within local communities.
<b>Person-days of employment</b>	The aggregate of the number of people who worked on a project multiplied by the number of days each person worked.

<b>Project Budget</b>	The price tendered by the contractor plus the professional fees for the professional service provider appointed to design and supervise the project.
<b>Project Wage</b>	Minimum Daily Wage Rate (whether task-rated or time rated) per individual project
<b>Social Sector</b>	The sector aims to drive a sphere of social policy dedicated to human development and improving quality of life in the areas on education, health and welfare.
<b>Training Person-Days</b>	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.
<b>Work Opportunity</b>	Paid work for an individual on an EPWP project for any period of time. The same person can be employed on different projects and each period of employment will be counted as a work opportunity.



<b>Abbreviation</b>	<b>Full Name</b>
<b>BCEA</b>	Basic Conditions of Employment Act
<b>CM</b>	City Manager
<b>COIDA</b>	Compensation for injuries ad Diseases Act
<b>CWP</b>	Community Work Programme
<b>DORA</b>	Division of Revenue Act
<b>DPW</b>	Department of Public Works
<b>DSC</b>	District Steering Committee
<b>E&amp;Cs</b>	Environment and Culture Sector
<b>EPWP</b>	Expanded Public Works Programme
<b>FETs</b>	Further Education and Training
<b>FTE</b>	Full-Time Equivalent
<b>GM's</b>	General Managers
<b>HOD</b>	Head of Department
<b>IDP</b>	Integrated Development Plan
<b>GIS</b>	Geographic Information System
<b>H/O</b>	Head Office
<b>KPI</b>	Key Performance Indicator
<b>LED</b>	Local Economic Development
<b>M&amp;E</b>	Monitoring & Evaluation
<b>MMC</b>	Member of the Mayoral Committee
<b>MM</b>	Municipal Manager
<b>MMM</b>	Mangaung Metropolitan Municipality
<b>NCC</b>	National Coordinating Committee
<b>NDP</b>	National Development Plan
<b>NDPW</b>	National Department of Public Works
<b>NGP</b>	New Growth Path
<b>NSC</b>	National Sector Committee
<b>NSF</b>	National Skills Fund
<b>OHSA</b>	Occupational Health and Safety Act
<b>PEPs</b>	Public Employment Programmes
<b>PFMA</b>	Provincial Finance Management Act
<b>PSA</b>	Public Safety Act
<b>PSC</b>	Provincial Steering Committee
<b>PSCC</b>	Provincial Sector Coordinating Committee
<b>PWD</b>	People With Disabilities
<b>SDA</b>	Skills Development Act
<b>SETAs</b>	Sector Education and Training Authorities
<b>UIFA</b>	Unemployment Insurance Fund Act
<b>USDG</b>	Urban Settlement Development Grant
<b>WO</b>	Work Opportunity

## 1. INTRODUCTION

### 1.1 Overview of EPWP 3

In November 2013, Cabinet approved the implementation of EPWP Phase 3 for another 5-year period (2014/15-2018/19), with increased targets and more focused and specific objectives, which include amongst other things:

- The increased focus on community-driven programmes such as the CWP, which through the transfer of wages will provide an economic stimulus, target the poorest areas and consolidate and strengthen markets in marginalised local economies. These types of programmes will broaden the development impact.
- The introduction of a set four of (4) core principles to improve compliance to the EPWP guidelines in terms of minimum wages and conditions of employment, selection of EPWP workers, provision of public goods and services as well as adherence to a minimum level of labour intensity. This will assist in creating synergy for the broader development impact and multipliers from PEPs.
- Fostering synergy and convergence amongst sectors and intra/inter-sectoral collaboration.
- Systematic approach in the measuring impact to be included in the design of the sector programmes, with an explicit intention to strengthen their development impacts and multipliers.
- Strengthening the ability of public bodies to identify and provide quality assets and services that have transformative impacts on community development.
- Training interventions to be specific to the operational needs of the different sectors. Collaborations with FET Institutions and SETAs to be enhanced to work towards accredited training.

- Enterprise development interventions to be limited to sub-programmes that use small and medium enterprises in the delivery of services and assets.

The objective of EPWP Phase 3 is ***“To provide work opportunities and income support to poor and unemployed people through the labour-intensive delivery of public and community assets and services, thereby contributing to development.”***

This focused mandate of the EPWP Phase 3, emphasises the three main outputs, namely employment creation, income support, and the development of community assets and the provision of services, delivered on a consistent basis at the required quality creates the platform to enable broader development impacts. The injection of income in communities, participation of beneficiaries and utilisation of assets will enhance the livelihoods and local economic development.

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

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

While some of these are not necessarily new but in EPWP Phase 3 are made much more explicit, are constantly monitored and that specific measures are taken to ensure adherence, such as exclusion of EPWP reports when projects that do not comply to these criteria. The Municipality will take all possible steps to ensure that the four (4) EPWP Universal Principles are adhered to in all the projects it implements.

The following universal Principles are introduced:

Adherence to the EPWP Minimum wage and employment conditions under the Ministerial Determination

- The EPWP Ministerial determination of 2012 sets out a minimum wage for the EPWP and the EPWP must seek to achieve full compliance with this determination. There is currently substantial non-compliance with the minimum wage.

Selection of workers based on a clearly defined process and defined criteria

- The selection of each worker should be done on a clear set of criteria to minimize patronage and abuse during selection and ensure target group benefits. The selection should also happen in accordance with clear transparent and fair procedures.

Work provides or enhances public goods and community services

- The work output of each EPWP project should contribute to enhancing public goods or community services.

Minimum labour intensity appropriate to sector

- A minimum labour-intensity benchmark appropriate to each sector should be set as sectors differ too much to apply a common standard across all sectors. Furthermore programmes within each sector would also be encouraged to set their own benchmarks.

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

This programme is not implemented in isolation with other Government strategic initiatives, but rather in collaboration with the New Growth Path (NGP) which outlines Key Job Drivers, such as *targeting more labour-absorbing activities across the main economic sectors; and substantial public investment in infrastructure both to create employment directly in construction, operation and maintenance environments, and lastly by indirectly improving efficiency across the economy*. EPWP work opportunities are all linked to the NGP Job drivers and expected to contribute to the NGP targets through its Full-Time Equivalent (FTE) targets.

The National Development Plan Vision 2030 through the Diagnostic Report identified nine main challenges facing South Africa, amongst others are: *too few people work and the quality of education available to the majority is poor*. The persistently high rate of unemployment in South Africa is one of the most pressing socio-economic challenges facing government. High youth unemployment in particular means young people are not acquiring the skills or experience needed to drive the economy forward. This inhibits the country's economic development and imposes a larger burden on the state to provide social assistance.

No single policy offers the solution; what are needed is a sustained period of accelerated and inclusive economic growth and a comprehensive set of short-term and long-term policy reforms and initiatives that encompass increasing demand for labour, improving education and skills, and labour market interventions that improve the employability of young people. EPWP is one of those short-term initiatives by Government aimed to create work opportunities for the marginalised: women, youth and people with disabilities.

The incentives grant was introduced during the second phase of the Programme with the aim to reinforce and reward public bodies that implement labour intensive methods and utilise their existing budget allocations effectively to increase the labour content of service delivery; also to encourage public bodies to meet their EPWP targets and rapidly expand job creation.

### **1.3 Convergence and contributing to sustainable livelihood**

As the EPWP keeps growing both in terms of overall scale and the number of sub-programmes, to avoid duplication and overlaps the Municipality will strengthen collabora-

tion and synergy with other public bodies. Improve complementarity and convergence, whereby programmes rather collaborate with each other and build on each other's strengths in order to increase their overall impact.

Continuous capacity building and training of Programme participants will be prioritised to contribute to their sustainable livelihood during and after their involvement in the Programme. Using different pillars (Financial Capital, Physical Capital, Natural Capital, Social Capital and Human Capital) the Municipality will strive to improve sustainable livelihood of the Programme participants directly and indirectly.

#### **1.4 Legal and Policy Framework**

The development of this policy is based on the following legislative and policy prescripts:

- The Constitution of the Republic of South Africa;
- The **Public Finance Management Act** (Act No.1 of 1999);
- The **Public Service Act** (Act No. 147 Of 1999);
- The **Local Government: Municipal Finance Management Act** (Act No. 56 of 2003);
- The **Division of Revenue Act** (Act No 5 of 2012);
- The **Local Government: Municipal Systems Act** (Act No.32 of 2000);
- The **Basic Conditions of Employment Act** (Act No 75 of 1997);
- The **Skills Development Act** (Act No 97 of 1998);
- Cabinet Memo 2003 approving the implementation of the EPWP;
- The EPWP Phase 3: Consolidated Programme Overview, 2014;
- The Ministerial Determination and the Code of Good Practice for EPWP
- The EPWP Institutional Arrangement Framework, (2012);
- The National Development Plan 2011;and
- The New Growth Path 2010.

#### **1.5 Problem Statement**

The introduction of the significant changes in the EPWP Phase III requires intensification of EPWP coordination and implementation by the Metro's. Mangaung has to contribute towards reducing unemployment as presented in the table below

Table 1: Contribution by Mangaung

Mangaung EPWP Targets					
2014/15	2015/16	2016/17	2017/18	2018/19	5 year total
<b>Mangaung 5 year WO targets All Sectors</b>					
<b>6558</b>	<b>7066</b>	<b>7692</b>	<b>8361</b>	<b>9224</b>	<b>38901</b>
<b>Mangaung 5 year FTE targets All Sectors</b>					
<b>2144</b>	<b>2310</b>	<b>2517</b>	<b>2737</b>	<b>3021</b>	<b>12729</b>
<b>Mangaung 5 year WO targets per sector: Infrastructure Sector</b>					
<b>6376</b>	<b>6860</b>	<b>7439</b>	<b>8056</b>	<b>8862</b>	<b>37593</b>
<b>Mangaung 5 year WO targets per sector: Environment &amp; Culture Sector</b>					
<b>73</b>	<b>70</b>	<b>66</b>	<b>63</b>	<b>59</b>	<b>331</b>
<b>Mangaung 5 year WO targets per sector: Social Sector</b>					
<b>110</b>	<b>136</b>	<b>187</b>	<b>243</b>	<b>303</b>	<b>979</b>

### 1.5.1 Challenges Affecting Municipalities in delivering on EPWP Objectives and targets

Most public bodies implementing EPWP face similar challenges. The most common challenges includes amongst others:

- Commitment of political and administrative leadership;
- Capacity in terms of designing projects labour-intensively;
- Capacity in terms of reporting;
- Dedicated coordination capacity within the municipality;
- Low incentive draw-down;
- Achievement of longer duration of work opportunities and FTE targets.

As it relates to the Mangaung Metropolitan Municipality, the following challenges are more profound:

- Procurement process: late starting of projects; contractors under pressure and the use of mechanised plant and/or equipment;
- No requisite cooperation from officials on internal projects;
- Shortage of accredited service providers and hence lack of bidding for and allocating EPWP resources;

- Late or no reporting by service providers and project managers on EPWP projects;
- Lack of skills and capacity to manage the EPWP projects particularly managing innovative cross-sectoral projects;
- The data base for EPWP not readily available in a up-to-date format including on-line and EPWP sites cannot be traced with ease leading to under reporting on internal projects;
- Budget constraints on social projects;
- Insufficiency of staff numbers and skills to cope with the existing EPWP as well as the expansion of the programme without concomitant provision for human resources;
- No induction to contractors and beneficiaries;
- Inadequate involvement and support from management for the EPWP;
- Intensive Structure not finalised;

## **1.6 EPWP Policy objectives**

The purpose of this Policy document is to provide a framework for the coordination and implementation of the Expanded Public Works Programme within the MMM, which includes the operations of Centlec. This policy document is aimed at providing an enabling environment for MMM wherein which more EPWP projects can be implemented by adhering to the Government directives which calls for the channelling of more funds and human resources towards the implementation of EPWP projects. Through this policy the MMM is aimed at achieving the following objectives:

- To have the EPWP as an approved delivery strategy for project coordination and implementation, employment creation and skills development;
- To inform all Directorates within MMM and Centlec on how their functions should contribute towards achieving the EPWP objectives;
- To entrench the EPWP methodology within the IDP by acknowledging the EPWP in the IDP.
- To develop sustainable capacity within the community by providing on-the-job and/or other accredited training to the EPWP employees.
- To capacitate SMME and emerging contractors within local communities by facilitating the transfer of sustainable technical, managerial and financial



skills through appropriate learnership programmes and SMMEs development initiatives;

- To re-engineer the planning, design and implementation of programmes/projects within the existing MMM's operational and capital budgets in order to maximize greater employment opportunities per unit of expenditure;
- To maximise the percentage of the MMM's annual total budget spent and retained within local communities by promoting the procurement of goods and services from local manufacturers, suppliers and service providers; and
- To ensure coordination, development and integration across all sectors.

## 1.7 Overview of EPWP Sector Programmes

The MMM is determined, in line with the directive from Government, to deliver the EPWP across the following sectors:

- **The Infrastructure Sector:** increasing the labour intensity of government-funded infrastructural projects;
- **The Environment and culture Sector:** creating work opportunities in public environmental programmes;
- **The Social Sector:** creating work opportunities in public social programmes;
- **Non-State Sector:** contribution by NPOs, NGOs, and CBOs to the overall government objective of jobs creation by providing support to the delivery of the non-state sector through measures such as facilitating and mobilising NPOs.

### 1.7.1 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, to dynamically use this heritage to create both medium and long term work and social benefits such as :

- Sustainable land based livelihoods (greening, working for water and wetlands etc.);
- Waste management (working on waste, food for waste);
- Tourism and creative industries (working for tourism);
- Parks and beautification (people and parks, Cemetery Maintenance);
- Sustainable energy (working for energy).

### **1.7.2 Social sector programmes**

The objectives of this sector is to contribute to the overall Government objectives of improving the delivery of health services, early childhood development, community crime prevention, school nutrition and other social development oriented services through programmes such as:

- Community safety programmes (crime reporting, crowd control, school patrol, disaster emergency response, fire fighting, floods Impact support and community safety officials);
- Home-based community care (home-based community 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 (life guards, sports academy, seasonal employment: holiday resorts and nature reserves);
- Social Services (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).

### **1.7.3 Infrastructure sector programmes**

The Infrastructure Sector aims to promote the use of labour-intensive methods in the construction and maintenance of public infrastructure.

- Road construction and maintenance;
- General construction and maintenance (construction of buildings, dams, reservoirs etc. and their maintenance);
- Storm water programmes (storm water drainage systems);
- Water and sanitation projects;
- National youth services (aimed at developing and training youth between the age of 18 and 35 years on artisan trades in the built environment);
- Vukuphile programmes (Learnerships aimed at training and developing contractors and supervisors in labour-intensive methods of construction);
- Large Projects (aimed at providing support to public bodies in the implementation of labour-intensive projects with a value of greater than R 30 million );
- All infrastructure related programmes.

### **1.7.4 Non-State Sector**

The objective of this sector is to create an avenue where NPOs can assist government in creating income for large numbers of individuals through socially constructive activities in their local communities.

### **1.7.5 Cross-Cutting Support Programmes:**

**Training Support:** The municipality shall strive to access various funding options for training, including the National Skills Fund (NSF), and the training for municipal officials in Labour Intensive work methods to ensure that municipal projects are designed and implemented in a labour intensive manner. Training can either be accredited or non-accredited.

**Enterprise Development:** The MMM shall capacitate SMME and emerging contractors within local communities by facilitating the transfer of sustainable technical, managerial and financial skills through appropriate learnership programmes and SMMEs development initiatives. It shall also maximise the percentage of the annual total budget spent and retained within local communities by promoting the procurement of goods and services from local manufacturers, suppliers and service providers.

## **2. BACKGROUND OF THE MUNICIPALITY**

The former Mangaung Local Municipality (MLM) was established in 2000 with the amalgamation of four former Transitional Councils, but was recently (April 2011) elevated from a category “B” municipality to a category “A” metropolitan municipality (also incorporating the former Motheo District Municipality administration) comprising of Bloemfontein, Botshabelo, and Thaba Nchu. This new status presents both challenges and opportunities to MMM and it is against this background that the MMM is excited to fulfil its Constitutional mandate by focussing on effective and efficient municipal service delivery, growing the economy and empowering its community. More than half of the population is concentrated in Bloemfontein (52%), followed by Botshabelo (28%), Thaba Nchu (14%), and the rural area (6%).

### **2.1 Socio-economic Activity in the Municipality**

The research findings (Quantec Research, 2012) which were released at the beginning of 2012 revealed the following observations:

- That 63.4% of households earned less than R3, 200 a month in 2010. This compared better to Free State (71.2%) and South Africa (64.4%);
- That the largest income group in MMM, (25.3%) earned between R1, 600 and R3, 200 a month in 2010;
- That 90.8% of households in MMM had access to electricity as the main source of energy in 2010;

- That 52% of households had access to water borne sanitation in MMM during 2010;
- That almost all households in MMM had access to piped water in or near their dwellings in 2010;
- That the Government Services sector is the largest contributor to MMM's economy (35.3%);
- That the MMM experienced an annual economic growth rate of 3.5% from 2000 to 2010;
- The Government sector provided the most formal employment opportunity in MMM (42.6%);
- That employment grew by an average of 0.6% p.a. between 2000 and 2009;
- That the HIV/AIDS prevalence in MMM was estimated at 14.3% in 2010 as compared to that of the Free State Province at 14.5% and that of the entire South Africa at 12.6%;
- That the number of people with HIV/AIDS in MMM grew by an average of 5.4% per annum from 2000 to 2010, compared to 4.2% in the Free State Province and 5.5% in South Africa.

## **2.2 Human development index**

The research findings (Quantec Research, 2012) also revealed the following observations:

- That at the end of 2011 there were an estimated 747 431 people living in MMM, comprising of approximately, 202,945 children, 505,385 persons of working age, and 36,542 persons that can be classified as the aged;
- That the MMM population experienced an average annual growth rate of 1.2% since 2000;
- That the MMM gender distribution for 2011 was 48% males and 52% females;
- That the working age population (16 to 65), in 2010, consisted of around 67.8% of MMM population compared with 64% in South Africa;
- That around 33.6% of MMM adults finished secondary school and 10.9% obtained a tertiary qualification;
- That only 13.1% of workers in the formal sector can be classified as highly skilled;
- That an estimated 6.2% of adults in MMM did not attain any form of formal education by 2010 compared to 10.8% in South Africa.

### **3. VISION**

“By 2030 and beyond, Mangaung Metropolitan Municipality is recognised as globally safe and attractive municipality to live, work and invest”.

Additionally, the 8-point delivery agenda is identified in the Integrated Development Plan as follows:

- Poverty reduction, job creation, rural and economic development;
- Financial Sustainability;
- Spatial Development and the Built Environment;
- Eradication of bucket system and VIP toilets, improve and maintain infrastructure;
- Human Settlements;
- Public transport;
- Environmental management and climate change;
- Social and community services.

This delivery agenda supports the objectives of the EPWP as outlined in Paragraph 1.4 above.

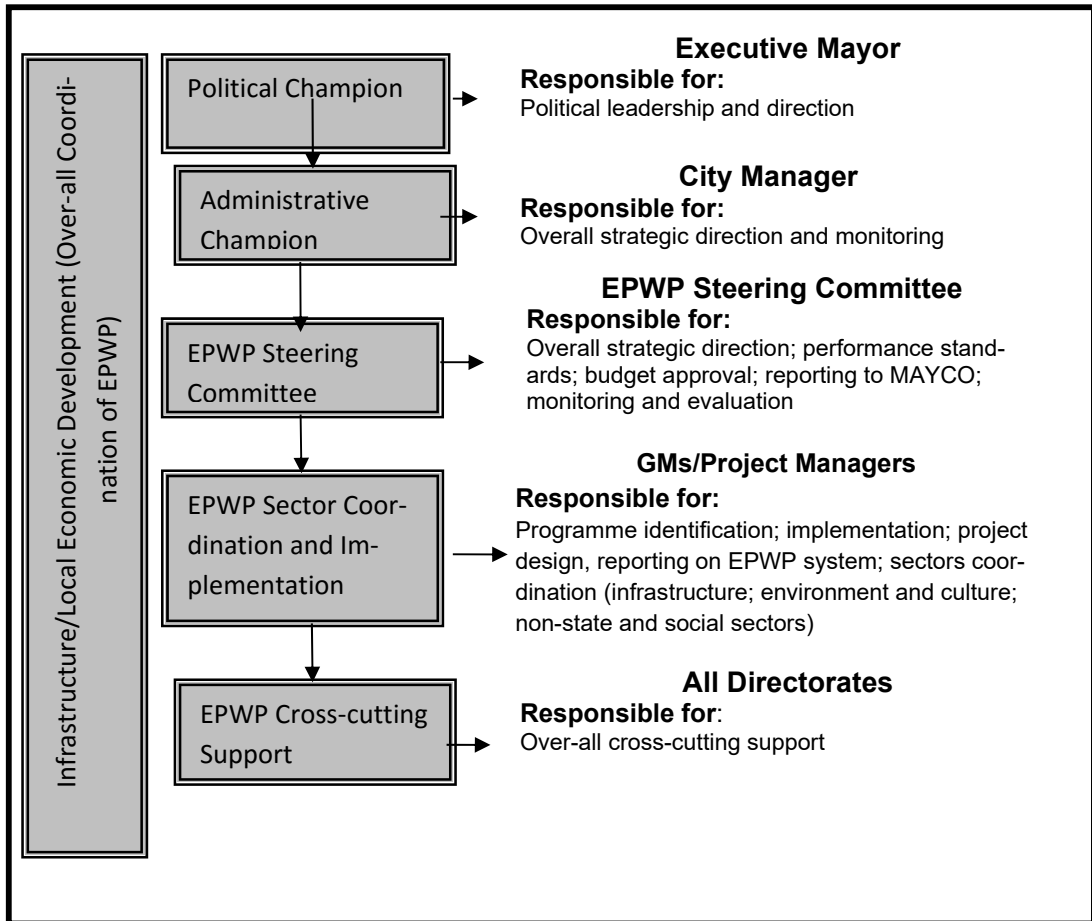
### **4. MISSION**

In pursuance of the vision and the delivery agenda, the Municipality has spelt out its mission as “to improve social and economic livelihoods through public participation, effective and efficient integrated governance systems and programs”.

### **5. EPWP MUNICIPAL COORDINATION STRUCTURE**

The organisational structure for the coordination and implementation of the EPWP is informed by the EPWP Institutional Arrangement Framework from the National Department of Public Works. Figure 1 below depicts the Municipal EPWP Coordinating Structure and Figure 1.1 depicts the Municipal EPWP operational structure

Figure 1: Municipal EPWP Coordinating Structure



## 6. EPWP INSTITUTIONAL ARRANGEMENTS WITHIN THE MUNICIPALITY

EPWP cuts across all the Directorates and units of the Municipality. Each directorate 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

## **6.1 Roles and Responsibilities**

### **6.1.1 Political Champion: The Executive Mayor**

In line with the EPWP Institutional Arrangement Framework and Protocol Agreement signed by the Minister of Public Works and Executive Mayor, the Executive Mayor shall provide leadership and direction on the implementation of the EPWP in the Municipality. The Executive Mayor must appoint three (3) MMCs to champion and lead each EPWP sector namely; Infrastructure Sector, Social Sector, and Environment & Culture Sector, in the municipality. The appointed MMCs shall also ensure that the EPWP is aligned with the IDP and key policies and programmes of the Municipality.

### **6.1.2 Administrative Champion: The City Manager**

The CM shall appoint an HOD or to delegate functions of the overall coordination of the EPWP to a particular unit. The CM must also ensure that all the HODs have the EPWP as an item in their performance contracts/agreements. The appointed/delegated HOD shall ensure that the EPWP is incorporated in the development plan of the Municipality and he must also ensure that each Directorate incorporates the EPWP FTE targets into their programme plans. The appointed/delegated HOD shall ensure the effective coordination as well as the monitoring and implementation of the EPWP within the municipality. The appointed HOD will assist and mobilise Directorates within municipality to meet their EPWP targets.



## **7. OVERALL COORDINATION**

The MMM must establish an EPWP Steering Committee that will be responsible for the strategic direction and coordination of the EPWP. The Steering Committee shall be chaired by the appointed/delegated HOD. The Steering Committee shall be constituted as follows:

- Social coordinator;
- Environment coordinator;
- Champions from Directorates;
- A representative from the Directorate: Corporate Services.

The EPWP Steering Committee shall be responsible for:

- The overall coordination of the EPWP;
- Regular annual reviews of the EPWP policy;
- Setting overall EPWP targets for the MMM;
- The creation of an enabling environment for the successful implementation of EPWP;
- The compilation of an EPWP Management Plan.

The Management Plan includes the outputs for each sector and shall be used to:

- Guide the execution of the EPWP,
- 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.

## 8. COMMUNICATION AND BRANDING

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

The MMM must communicate EPWP projects to all stakeholders using different communications strategies, depending on the affordability of the communication medium (i.e. public consultations, constituency meetings, roadshows, door-to-door, workshops, seminars, conferences, and/or media).

## 9. EPWP SECTOR INITIATIVES IMPLEMENTED BY THE MUNICIPALITY

Various Directorates are grouped into EPWP Sectors in accordance with their core businesses as depicted in the Table 2. These Sectors must be implemented by the municipality and the different Directorates must lead and coordinate their own sector activities within the Municipality.

Table 2: Directorates and Entity by EPWP Sectors

<b>Infrastructure Sector</b>	<b>Environment and Culture Sector</b>	<b>Social Sector</b>
Engineering Services	Engineering Services	Social Services
Strategic Projects and Service Delivery Regulations	Social Services	Finance
Planning and Economic Development	Planning and Economic Development	Corporate Services
Human Settlements		
Centlec		

## **10. PROJECT IDENTIFICATION, DESIGN AND SELECTION OF BENEFICIARIES**

### **10.1 Project Identification**

Suitable projects shall be identified by various Municipal Departments using the EPWP provided Sectors Guideline.

### **10.2 Project Design**

EPWP Sectors guidelines shall also be used at the initial projects design phase to ensure that the projects optimise the use of labour-intensive methods. Specific clauses related to the use of labour-intensive methods must be incorporated into tender/contract documents under special condition of contracts, specifications and schedule of quantities.

### **10.3 Target Groups and Beneficiaries Recruitment**

The Municipality must prioritise the EPWP target groups during the recruitment of beneficiaries: Women (55%); youth (55%), and persons with disabilities (2%).

EPWP beneficiaries must be:

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

## **11. CONDITIONS OF EMPLOYMENT**

EPWP beneficiaries shall be employed under the conditions of employment as stipulated in the Ministerial Determination and Code of Good Practice for the EPWP. The Municipality must ensure that its projects fully comply with all Labour Legislation such as the **Unemployment Insurance Fund Act** ( Act No.63 of 2001 ), the **Compensation for Injuries and Diseases Act** (COIDA), and the **Occupational Health and Safety Act** ( Act No.130 of 1993).

## **12. EPWP INCENTIVES**

The City Manager shall sign the Incentives Agreement with the National Department of Public Works in which the Municipality agrees to receive and utilise the EPWP Incentive Grant on the basis of the stipulations, requirements, conditions and obligations assigned to the agreement. By signing the Incentive Grant Agreement, the Municipality confirms its willingness to receive the grant as well as its undertaking to put in place measures to abide by the requirements of the progress reporting, audit and disbursement procedures.

## **13. SCM PROCESSES**

The legislations and policies governing municipal sector procurement must be adhered to in the implementation of EPWP within the Municipality. **The Municipal Finance Management Act** (Act No 56 of 2003) and the MMM procurement policies must apply, unless where The National Treasury has granted the permission to deviate from the prescribed SCM processes.

## **14. SUPPORT FROM THE PROVINCE AND NATIONAL**

- Provincial – supportive role( i.e. within the region);
- National (H/O) – called in from time to time through the Provincial offices.

## 15. EPWP TARGETS FOR MANGAUNG METRO

In terms of the Protocol Agreement, the Mangaung Metropolitan Municipality needs to achieve the following Phase II EPWP targets over the next five years as summarised in Table 3.

Table 3: EPWP Phase III targets for Mangaung

Financial Year	Work Opportunities (WO)	Full-Time Equivalents (FTEs)
2014/15	6558	2144
2015/16	7066	2310
2016/17	7692	2517
2017/18	8361	2737
2018/19	9224	3021
<b>Total</b>	<b>38901</b>	<b>12729</b>

Table 4: EPWP Phase III Departmental targets for Mangaung

Financial Year	Finance	Engineering Service	Social Services	Corporate Services	Human Settlement	Planning & Economic Development	SP & SD Regulation	Centile c	5yr total
2014/15	22	2550.4	73	88	637.6	637.6	637.6	1912.8	<b>6559</b>
2015/16	27.2	2744	70	108.8	686	686	686	2058	<b>7066</b>
2016/17	37.4	2975.6	66	149.6	743.9	743.9	743.9	2231.7	<b>7692</b>
2017/18	48.6	3222.4	63	194.4	805.6	805.6	805.6	2416.8	<b>8362</b>
2018/19	60.6	3544.8	59	242.4	886.2	886.2	886.2	2658.6	<b>9224</b>
<b>5Y total</b>	<b>195.8</b>	<b>15037.2</b>	<b>331</b>	<b>783.2</b>	<b>3759.3</b>	<b>3759.3</b>	<b>3759.3</b>	<b>11277.9</b>	<b>38903</b>

## 16. PROGRAMME PERFORMANCE INDICATORS

The performance of the Municipality with regards to the implementation of the EPWP must be measured by the following indicators:

### 16.1 Work Opportunities (WO) Created

This performance indicator can be described as the opportunity to work provided to a targeted individual for a period of time. The quality of WO shall be measured by duration, the level of income and regularity of employment.

## **16.2 Persons-days of Employment**

This performance indicator relates to 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.

## **16.3 Project Budgets**

This performance indicator can be described as the total expenditure aggregated for all EPWP projects inclusive of all the sectors, infrastructure, environment and social.

## **16.4 Person-Training Days**

This performance indicator can be described as the total number of training opportunities aggregated and expressed in the equivalent number of person-training days.

## **16.5 Demographics**

This performance indicator can be described as 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.

## **16.6 Expenditure Retained within Local Communities**

This performance indicator can be described as 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 during a given period. This includes the expenditure injected into the community through wages being paid to communities.

## 17. FUNDING MECHANISMS

The Urban Settlement Development Fund (USDG), EPWP Incentive Grant, the municipality's own budget, as well as funding from National and Provincial Departments, shall be used in the implementation of EPWP projects within the Municipality.

## 18. INTEGRATED DEVELOPMENT PLAN

The **Municipal Systems Act** (Act No. 32 of 2000) promotes the development of an Integrated Development Plan (IDP) as a key strategic planning document, guiding and informing all planning and development activities in Mangaung Metro.

Currently the EPWP forms part of the programmes and projects in Chapter 4 of the IDP that deals with poverty eradication, rural development, economic development and job creation. Articulated in the IDP are, amongst others, the following key challenges:

- Low economic growth and unemployment;
- Poor access to basic household services;
- High levels of poverty;
- Low levels of literacy and skills development; and
- Exposure to unacceptable high level of crime and risk.

EPWP should form part of the IDP, the IDP of Mangaung should be aligned to EPWP

## 19. REPORTING PROCESS

### 19.1 Focused Reporting

EPWP Phase 3 put in place increasing emphasis not just on reaching work opportunity targets, but also pays greater attention to the quality of the services that are provided and the new assets created. In order to achieve this objective the municipal reporting will include:

**19.1.1** ***Work opportunities created*** – these are traditional numbers of work opportunities that have been reported through the programme.

**19.1.2** ***Assets created*** – using the identified unit of measure (e.g. hectares of land cleared, kilometres of road

constructed, etc.) given by the EPWP relevant sector to report the asset created.

**19.1.3** **Service rendered/delivered** – reporting of service rendered and its impact is critical for EPWP Phase 3. The Municipality will also provide the report on the service rendered and the impact to participants and beneficiaries.

## **19.2** Quarterly and annual report on incentive projects

In line with the Division of Revenue Act, the Municipality will submit quarterly and annual non-financial reports within thirty (30) days after the end of each quarter on impact of the incentive grant received as far as job and asset creation or service rendered are concerned.

## **19.3** Training of EPWP Participants –

Phase 3 training is to enhance skills and entrepreneurial capacity of participants; enhance the participants' future employability, opportunity to access further education/vocational training and/or to establish and manage their own enterprises. To improve training and its outcomes, the Municipality will:

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

**19.4** In line with the Cabinet Approval for the EPWP Phase 3 proposal, the Municipality will further mainstream the implementation of the programme through having a dedicated capacity to monitor the implementation and reporting of the programme and improve convergence within the Municipality.

The Municipality must adhere to the EPWP M&E reporting process by ensuring the following:

- Recording of the data at the project level using provided templates;
- Verifying that the information/data is correct;



- Capturing the project data on the EPWP Reporting System on a monthly basis;
- Correcting all the non-compliant projects within a week after the Data Dump and analysis report has been received;
- Reporting on a monthly, quarterly, mid-year and annual basis.

## **20. ENDORSEMENT OF THE POLICY**

The EPWP Policy must be endorsed by Council after all the prerequisites have been fulfilled, namely:

- First draft;
- Discussion at Executive Management Team;
- Tabling of the discussion document to MAYCO;
- Tabling of the second draft document at Section 80 Committee;
- Tabling of the third draft document to Special Council sitting for information and noting;
- Notification of the general public and public hearings;
- Development of the fourth draft and submission to MAYCO;
- Tabling of the final document for approval by Council

### **Monitoring of the Policy**

The appointed Municipal EPWP Champion will provide a quarterly report to the Council on the implementation and monitoring of this Policy.

## **21. REVIEW OF THE POLICY**

The policy must be reviewed on an annual basis in line with the budget and IDP or as and when required.