

-13-

Notule: 6^{de} Gewone Maandlikse vergadering van die Plaaslike Raad vir Beaufort-Wes:
Dringende aangeleenthede deur die Municipale Bestuurder soos gehou op Dinsdag 30
Augustus 2016 om 10:00

8.30 AMENDMENT: POLICY FOR THE EPWP

13/7/17/1

dkd

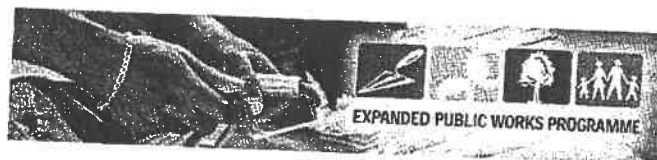
Councillor N Constable seconded by Councillor ZJD Lambert proposed that the amended EPWP Policy be accepted and approved and that Council be workshopped on the Policy.

**UNANIMOUSLY ACCEPTED
THUS RESOLVED**

BEAUFORT WEST LOCAL MUNICIPALITY



POLICY FOR THE EXPANDED PUBLIC WORKS PROGRAMME (EPWP)



②
KJH

Accepted by Council on: 26 June 2014: Item 8.27
Amended by Council: 30 August 2016: Item 8.30

Table of Contents

1. Acronyms and Definition of Terms.....	3
2. Municipal Background.....	4
3. EPWP Phase 3.....	4
4. Amendments to be made on the existing EPWP Municipal Policy.....	6
5. EPWP Vision.....	7
6. EPWP Mission.....	7
7. Policy Objectives.....	8
8. Legislative and Policy Framework.....	8
9. Desired Policy Goals.....	8
10. Policy Principles.....	9
11. Challenges affecting municipal objectives and targets.....	9
12. EPWP Institutional arrangements within the municipality.....	10
13. EPWP Sectors.....	11
14. Project Identification, target groups and recruitment of beneficiaries.....	12
15. Conditions of Employment.....	13
16. EPWP Conditional Grant and Targets.....	13
17. Quarterly and annual report on incentive projects.....	14
18. Provincial and National Support.....	15
19. Programme Performance Indicators (PPIs).....	15
20. Reporting Process.....	16
21. Endorsement of the Policy.....	16
22. Policy Review.....	16

Accepted by Council on: 26 June 2014: Item 8.27
Amended by Council: 30 August 2016: Item 8.30

②
KJH

1. Acronyms and Definition of Terms

DPW	National Department of Public Works
DSC	District Steering Committee
ED EPWP	Executive Director of the Municipality is a senior municipal manager Expanded Public Works Programme
Environment & Culture Sector	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.
Full-time Equivalents	Refers to one person's year of employment. One person year is equivalent to 230 per days of work. 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 complete d should be used as a proxy for 8 hours of work per day.
HOD Forum	Public Works Head of Department Forum
IDP	Integrated Development Plan
Incentive grant	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.
Infrastructure sector	The sector aims to promote the use of labour-intensive methods in the construction and maintenance of public infrastructure.
LED	Local Economic Development
MMC	Member of the Mayoral Committee
MM	Municipal Manager
NCC	National Coordinating Committee
NSC	National Sector Committee
Non-State Sector	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.

PSC

Provincial Steering Committee

PSCC

Provincial Sector Coordinating Committee

Social Sector

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.

Work Opportunity

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.

2. Municipal Background

Beaufort West local municipality is located in the Western Cape Province of South Africa, and forms part of the Central Karoo District Municipality. On the 03 February 1837, a proclamation appeared in the government gazette stating that Beaufort West had been granted municipal government and thus it became the first municipality in South Africa. To avoid confusion with Fort Beaufort and Port Beaufort was changed to Beaufort West in the 1860's. Beaufort West being the most populated town in the Central Karoo also operates as the administrative hub for the district, as most government departments, business and industrial activity happens here.

3. EPWP Phase 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.

Accepted by Council on: 26 June 2014: Item 8.27
Amended by Council: 30 August 2016: Item 8.30

WJA
KJH

- 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.

4. AMENDMENTS TO BE MADE ON THE EXISTING EPWP MUNICIPAL POLICY

In light of the above, the following amendments to the EPWP Municipal Policy are proposed and the Municipality commits to implement these priorities and creates an enabling environment to achieve these targets for EPWP Phase 3 in line with this Policy:

4.1 Introduction and monitoring of the four (4) EPWP Universal Principles

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

While some of these are not necessarily new but in EPWP Phase 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:

UNIVERSAL EPWP PRINCIPLES

Principle	Explanation
1. Adherence to the EPWP Minimum wage and employment conditions under the EPWP Ministerial Determination	The EPWP Ministerial determination of 2012 sets out a minimum wage for the EPWP and the EPWP must seek to achieve full compliance with this determination. There is currently substantial non-compliance with the minimum wage.
2. Selection of workers based on (a) A clearly defined process and (b) A defined criteria	The selection of each worker should be done on a clear set of criteria to minimize patronage and abuse during selection. The selection should also happen in accordance with clear transparent and

Accepted by Council on: 26 June 2014: Item 8.27
Amended by Council: 30 August 2016: Item 8.30

(R)
KJH

	fair procedures.
3. Work provides or enhances public goods or community services	The work output of each EPWP project should contribute to enhancing public goods or community services.
4. Minimum labour intensity appropriate to sector	A minimum labour-intensity benchmark appropriate to each sector should be set as sectors differ too much to apply a common standard across all sectors. Furthermore programmes within each sector would also be encouraged to set their own benchmarks.

5. EPWP Vision

- To ensure that Labour intensive construction techniques are utilised to maximise labour force in all our municipal and sector projects.
- We strive to encourage labour intensive methods in eradicating poverty and creating an economic environment for all its residents.

6. EPWP Mission

- The EPWP unit to reside within the executive Mayor's office.
- The Municipal Manager together with sector champions to manage EPWP in the municipality.
- To ensure that our planned projects are part of the IDP budget process.
- Cascading of targets to all Directorate Service Delivery Budget Implementation Plans (SDBIPS)
- Wage rate in line with the Ministerial Determination.
- To establish a working committee consisting of a representative of each implementing line department together with portfolio councillor as chairperson.
- All Directors / Heads of Departments and Project Managers to have EPWP targets in their Performance Agreements with the Municipal Manager.
- Report Municipal created work opportunities and expenditure on a monthly basis to the EPWP Reporting System.

7. Policy Objectives

The main objectives of this Policy shall be as follows:

- To create temporary work opportunities through the promotion of Labour Intensive Methodologies, where appropriate, in the execution of the Municipality's programmes and projects;
- To accelerate the efficient and effective implementation of the EPWP across the Municipality;
- To set clear targets in the IDP and Service Delivery Budget Implementation Plans (SDBIPs) for the implementation of the EPWP;
- To drive accountability and responsibility for the planning, design and implementation of the EPWP at all levels within the Municipality through mainstreaming the implementation of EPWP in the Municipal Projects; and to establish EPWP methodology that will ensure monitoring, evaluation and reporting of all Programmes and Projects within the boundaries of the Municipal area of jurisdiction.

8. Legislative and Policy Framework:

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

- The Constitution of South Africa (Act No.108 of 1996)
- The Public Finance Management Act (PFMA, 1999).
- Public Service Act (PSA, 1994).
- Municipal Finance Management Act (MFMA, 2003).
- Division of Revenue Act (DORA, 2006)
- The Municipal Systems Act (Systems Act, 2000)
- The Basic Conditions of Employment Act (BCEA, 1997).
- Skills Development Act (SDA, 1998)
- Cabinet Memo 2003 approving the implementation of EPWP
- EPWP Phase 2: Consolidated Programme Overview, 2009.
- Ministerial Determination and the Code of Good Practice for Expanded Public Works Programme.
- Expanded Public Works Programme (EPWP) Institutional Arrangement Framework, (2012).
- National Development Plan 2011
- New Growth Path 2010
- 2012/17 BLM IDP

9. Desired Policy Goals

The purpose of the Policy is to:

Accepted by Council on: 26 June 2014: Item 8.27
Amended by Council: 30 August 2016: Item 8.30

- Drive the implementation of the EPWP within the Municipality as an approved delivery strategy for projects implementation, employment creation and skills development;
- Provide standard implementation principles and methodology to all line departments;
- Maximise work opportunities created through labour intensive methods;
- Ensure reporting conforms to National requirements;
- To inform all Departments and units on how their functions should contribute towards achieving the set minimum goals and EPWP objectives.
- To develop skills within communities through on-the-job and/or accredited training of workers and thereby developing sustainable capacity within communities;

10. Policy Principles

This Policy shall be governed by the following underlying principles:

- Compliance – The policy shall comply with all relevant legislation and government policies relating to EPWP.
- Equity – To establish fairness and equity in all aspects of the implementation of EPWP in the Municipality, and to meet the standards of the Integrated Development Plan, especially in relation to the strategic focus areas of involving HIV/Aids sufferers in economic and household responsibilities.
- Equal opportunities – To ensure that all persons and communities that benefit from EPWP shall enjoy equitable opportunities in line with the strategic objectives and focus areas identified by the Municipality.
- Good governance – To ensure that the EPWP meets the requirements of the Integrated Development Plan relating to a well-run Municipality, including compliance with the governance prescripts relating to transparency, efficiency, good financial management and prudence,
- Empowerment – To provide for opportunities to empower people, including the poorest members of the community in accordance with the Integrated Development Plan's focus areas relating to Municipality as we strives to improve the lives of all our residents by being a sustainable, expanding and safe town.

11. Challenges affecting Municipal objectives and targets

- Commitment of political and administrative leadership.
- Capacity in terms of designing projects labour-intensively.
- Dedicated coordination capacity within the municipality.
- Achievement of longer duration of work opportunities and FTE targets.
- Low skills base
- Lack of accredited service providers
- Low revenue base

12. EPWP Institutional Arrangements within the Municipality

The programme cuts across all the departments and units of the municipality. Each department will make a systematic effort to target the skilled 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 the opportunity to gain job specific skills whilst they work to increase their employability.

12.1 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 programme in the municipality. The executive mayor will also ensure that EPWP is aligned with IDP document and key policies and programmes of the municipality.

12.2 Administrative Champion: The Municipal Manager

The municipal manager will nominate the technical manager and or delegate functions of the overall coordination of EPWP to a particular unit and ensure that all the managers of departments have EPWP as an item in their performance contracts/agreements. The nominated/delegated Manager will ensure that the EPWP is incorporated in the development plan of the municipality and also ensure that the Municipal departments incorporate EPWP FTE targets into their implementation plans. The nominated/delegated Manager will ensure the effective coordination and monitoring the implementation of EPWP within the municipality, assist and mobilise departments within the municipality to meet their targets.

12.3 EPWP Coordinating Structures

EPWP Steering Committee

Beaufort West Municipality shall establish the EPWP Steering Committee (SC) to be responsible for the strategic direction and co-ordination of EPWP. The SC shall be chaired by the appointed/delegated Director or any such sub-delegated person. This Committee is to be constituted as follows:

- The Municipal Manager (or his/her sub-delegate)
- Appointed/delegated Director (or his/her sub-delegate)
- A representative from the IDP/LED Unit
- A representative from the Human Resources Unit
- A representative from the Salaries Unit
- Departmental Champions
- Infrastructure Co-ordinator
- Environment & Culture Co-ordinator
- Social Co-ordinator

Accepted by Council on: 26 June 2014: Item 8.27
Amended by Council: 30 August 2016: Item 8.30

Q
KJH

The EPWP SC will be responsible for:

- Ensuring compliance with conditions and obligations of the EPWP Conditional Grant Agreement;
- Overall co-ordination of EPWP;
- Regular reviews (annually) of the EPWP Municipal Policy;
- Setting overall EPWP Municipal targets;
- Ensuring transparency in the selection and recruitment of beneficiaries;
- Creating an enabling environment for the successful implementation of EPWP;
- Liaison with the Provincial, Regional and National EPWP Departments & Forums;
- Reporting to Council; and
- Compiling an EPWP Management Plan.

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

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

12.4 Cross-Cutting Support

Training Support

Training of workers is not a prerequisite on EPWP projects but should be implemented where deemed possible and practical by the relevant department. Whether training of EPWP workers should be provided shall be determined at project level based on the following factors:

Communication and Branding

Beaufort West Municipality will ensure that all the projects are branded, profiled and comply to the EPWP Corporate Identity Manual as provided by NDPW. On an annual basis.

13. EPWP Sectors

Municipalities are expected to deliver EPWP across the following sectors:

- Infrastructure sector: Increasing the labour intensity of government-funded infrastructural projects
- Environment and culture: Creating work opportunities in public environmental programmes

Accepted by Council on: 26 June 2014: Item 8.27
Amended by Council: 30 August 2016: Item 8.30

Q
KJM

- Social Sector: Creating work opportunities in public social programmes
- Non-State Sector: Contribution by NPO's, NGO's, and CBO's to the overall government objectives of jobs creation. Municipalities are expected to support the delivery of the non-state sector through measures such as facilitating and mobilising NPOs.

14. Project Identification, Target groups and Recruitment of Beneficiaries

14.1 Project Identification

Suitable projects will be identified by the various departments within the Beaufort West Municipality, using the EPWP Sectors Guideline. Guided by the relevant Head of the department, such identified project is to be tabled before the EPWP Steering Committee, captured in the Municipality's IDP and aligned with the Budget, captured onto the EPWP project database.

14.2 Target Groups

Beaufort West Municipality will priorities the EPWP target groups, i.e. women (55%) Youth (55%) and persons with disabilities (2%) during the recruitment of beneficiaries

14.3 Recruitment of Beneficiaries

- An unemployment representative from the ward based committee will champion the recruitment of beneficiaries together with the ward Councillor.
- A data-base of all applicants will be compiled by the municipal steering committee on EPWP.
- Only individuals who applied through this process and whose names appear on the database may be appointed/ given an opportunity.
- The prospective individual is required to place the application on a sealed box and names to be drawn as per required opportunities.
- One person per household will be given an opportunity in an EPWP project unless agreed by the community due to unforeseen circumstances.
- Our recruitment will be aligned to the municipal objectives and deliverables set and approved by the council.

EPWP beneficiaries must be:

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

(N)
KJM

15. Conditions of Employment

EPWP beneficiaries will be employed under the conditions of employment stipulated in the Ministerial Determination and Code of Good Practice for EPWP. Beaufort West Municipality will ensure that its projects fully comply with labour legislations such as Unemployment Insurance Fund (UIF), Compensation of Injuries and Diseases Act (COIDA), and Occupational Health and Safety Act (OHASA). Specific clauses addressing labour legislation compliance will be inserted in all EPWP Municipal contracts.

16. EPWP Conditional Grant and Targets

The Integrated 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 utilize their existing budget allocations effectively to increase the labour content of service delivery; also to encourage public bodies meet their EPWP targets and rapidly expand job creation. However, at the last EPWP Summit held in November 2011, various implementing bodies expressed their inability to meet targets and effectively implement EPWP due to financial constraints and requested funding to be made available in advance. Hence, the introduction of the new Conditional Grant which came into effect 1 April 2012

The Municipal Manager will sign the Integrated Grant Agreement with the National Department of Public Works in which the Municipality agrees to receive and utilise the EPWP Integrated Grant on the basis of the stipulations, requirements, conditions and obligations assigned to the Agreement. By signing the Integrated Grant Agreement, Beaufort West 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 EPWP Integrated Grant will only be disbursed based on EPWP projects reflected in IDPs and which is included in the Project Business Plans.

EPWP Integrated Grant Allocation as Per Dora 2018/2019

Municipality	Integrated Grant Allocation 2018/19
Beaufort West	R1,285,000

New targets

The new targets for the municipality for the entire EPWP Phase 3 for the period (2014/15-2018/19) are outlined below and broken down per annum. The Municipality will ensure that the work opportunity targets and Full-Time Equivalent are met and all the EPWP sectors are implemented within the municipality.

②
KJH

Accepted by Council on: 26 June 2014: Item 8.27
Amended by Council: 30 August 2016: Item 8.30

SECTOR TARGETS:		2014/15	2015/16	2016/17	2017/18	2018/19
Infrastructure	FTE	35	34	42	52	58
	W/O	107	105	128	160	177
Environmental	FTE	80	78	78	78	78
	W/O	216	211	201	190	180
Social	FTE	-	-	-	-	-
	W/O	-	-	-	-	-
All Sectors	FTE	115	113	120	131	136
	W/O	323	316	328	350	357

17. 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 concern.

- 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.

- 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.

Accepted by Council on: 26 June 2014: Item 8.27
Amended by Council: 30 August 2016: Item 8.30

KJM

18. Provincial and National Support

The National Department of Public Works will play a supportive role in respect of the Municipality. The Provincial office will call on the National Office for assistance, as and when required.

19. Programme Performance Indicators (PPIs)

The performance of Beaufort West Municipality in the implementation of EPWP will be measured by National Public Works as per the following indicators:

Work Opportunities (WOs) Created:

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

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 period under review.

Project Budgets:

The total expenditure aggregated for all EPWP projects inclusive of all the Sectors, i.e. Infrastructure, Environment & Culture and Social.

Person-Training Days:

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

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 under review, for each of the Sectors.

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 that is recorded for a given period. The expenditure injected into the community through wages being paid to communities will also be measured. Consider the percentage of project expenditure that was paid in wages.

Q
KJH

20. Reporting Process

Beaufort West Municipality will adhere to the EPWP Monitoring and Evaluation process by ensuring:

- Recording of the data at the project level using templates provided.
- Verify if the information/data is correct.
- Capture the project data on the EPWP Reporting System on a monthly basis.
- Correct all the non-compliant projects within a week after the Data Dump and analysis report has been received.

21. Endorsement of the Policy

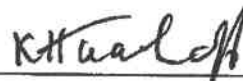
The amendment to the EPWP Municipal Policy is endorsed by the Council and all Departments and Units of the Municipality including entities shall comply with the Policy and its amendments.

22. Policy Review

- The policy should be reviewed in conjunction with the EPWP phases.
- The policy will be reviewed annually by the EPWP Steering/Section 80 Committee and submitted for approval to a full council agenda.



N. CONSTABLE
EXECUTIVE MAYOR



K. HAARHOFF
MUNICIPAL MANAGER

Accepted by Council on: 26 June 2014: Item 8.27
Amended by Council: 30 August 2016: Item 8.30