



A how-to guide on running effective Expanded Public Works Programmes





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Abbreviations and Acronyms

ABET	Adult Basic Education and Training
AGSA	Auditor-General of South Africa
CEO	Chief Executive Officer
CFO	Chief Financial Officer
CIDB	Construction Industry Development Board
CLO	Community Liaison Officer
DDG	Deputy Director-General
DEA	Department of Environmental Affairs
DEFF	Department of Environment, Forestry and Fisheries
DHET	Department of Higher Education and Training
DORA	Division of Revenue Act
DPWI	Department of Public Works and Infrastructure
DSD	Department of Social Development
ECD	Early Childhood Development
EPWP	Expanded Public Works Programme
EPWP IG	Expanded Public Works Programme Integrated Grant
FET	Further Education and Training
FTE	Full-Time Equivalent
GDS	Growth and Development Summit
HCBC	Home/Community-Based Care
ICT	Information and Communications Technology
ID	Identity Document
IG	Integrated Grant
LI	Labour Intensity
LIC	Labour-Intensive Construction
M&E	Monitoring and Evaluation
MEC	Member of the Executive Council
MFMA	Municipal Finance Management Act
MM	Municipal Manager
MMC	Member of the Mayoral Committee
MIS	Management Information System
NDP	National Development Plan
NGO	Non-Governmental Organisation



NPO	Non-Profit Organisation
NQF	National Qualifications Framework
NSF	National Skills Fund
NYS	National Youth Service
PFMA	Public Finance Management Act
PPP	Public-Private Partnership
PWD	Person Living With Disability
Q	Quarter
SACN	South African Cities Network
SETA	Sector Education and Training Authority
STATSSA	Statistics South Africa
TVET	Technical and Vocational Education and Training
WO	Work Opportunity

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Foreword



The South African government introduced the Expanded Public Works Programme (EPWP) as a means of creating jobs. The primary focus of the programme is to provide an income for the poverty stricken and to reduce the country's high unemployment rate while creating much-needed public infrastructure and improving service delivery. To maximise work opportunities, the early stages of the programme emphasised labour-intensive methods in the Infrastructure sector. Since then, cities have since found innovative ways to implement the programme in the Social, Environment and Culture and Non-state sectors.

Throughout its four phases, covering the years 2004 to 2024, the EPWP has experienced a number of implementation challenges including underperformance, poor or incomplete reporting, non-compliance, lack of institutional capacity and demands from participants for permanent employment. Among the reasons for these problems are a lack of consistency and uniformity in how the programme has been implemented at city or municipal level. It is to help with addressing such issues that the DPWI and the SACN have developed this "how-to guide" for EPWP implementing agents, coordinators and cities. It is hoped that it will provide a valuable reference document, giving guidelines on how to implement the EPWP successfully and meet its objectives.

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Introduction



The EPWP is a South African government initiative developed in 2003 following the Growth and Development Summit (GDS) that took place in that year. The mandate of the programme is to “provide poverty and income relief through temporary work for the unemployed to carry out useful activities”. In doing this, it helps to create and maintain infrastructure and improves services to the public.



EPWP Guiding Principles



Aiming to create jobs in the shortest possible time and shaped by the conclusions of the GDS, the EPWP is guided by the following principles:

- To allow for diversity in its programmes
- To increase the use of best practice in its programmes
- To use assigned budgets and replace special poverty-relief or public-works budgets
- To be sustainable and economically efficient
- To focus on growing sectors of the economy
- Through the programme design process, to maximise involvement of local unemployed labour.

The EPWP focuses on four sectors: Infrastructure, Environment and Culture, Social and Non-state. It covers all spheres of government and state-owned enterprises, with each public-sector body structuring its budget so that it contributes to the implementation of the programme.

Key Components Of An EPWP Project



- Public-sector bodies adopt a deliberate policy of using expenditure on goods and services to create additional work opportunities (WOs) as well as training for unemployed people.
- Employment on EPWP projects, whether run by government, contractors or non-governmental organisations (NGOs), is usually temporary and operates under a Code of Good Practice and learnership employment conditions.
- To the greatest extent possible, public-sector bodies put in place suitable exit strategies for people leaving the programme.

Person-days of employment created

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

Work opportunity (WO)

- One WO is paid work created for an individual on an EPWP project for any period of time. In the case of Social sector projects, learnerships also constitute WOs.
- Any person can be employed on different projects, with each period of work that they undertake defined as a WO.

Full-Time Equivalent (FTE)

- One FTE is equivalent to 230 person-days. For task-based workers, tasks completed should be used as a proxy for 8 hours of work per day.

Minimum Daily Wage

- This is the daily wage (whether task-rated or time-rated) per individual project. The wage rate must be included in all project tender documentation, as required by the EPWP Guidelines.

Training person-days

- Training is funded through the Department of Higher Education and Training's National Skills Fund (NSF) or from project budgets. Training funded through the NSF is accredited while training funded through project budgets is not necessarily accredited. The number of training person-days is calculated by multiplying the number of people who attended training by the number of days of training.
- For any other training, one training day equates to at least seven hours of formal training. It is important to keep in mind the distinction between accredited and non-accredited training person-days.

Project budget

- The project budget is the price tendered by the contractor plus the professional fees for the professional service provider appointed to design and supervise the project. The project budget excludes government management and administration costs.

Actual expenditure

- Actual expenditure is the expenditure on the project by the contractor plus the expenditure by the professional service provider appointed to design and supervise the project. It excludes expenditure on government management and administration.

Demographic characteristics of workers

- Youth (18-35 years of age), Women, People living with disabilities (PWD).

FIGURE 1: EPWP Terminology

Purpose Of The Guide

The purpose of the guide is to provide implementing agents at city level with guidelines on how to carry out EPWP programmes and projects successfully. Reference material used in compiling the guide included the Infrastructure Manual, the Ministerial Determination and the Code of Good Practice for the EPWP. The sections of the guide follow those shown in the figure below.



FIGURE 2: Purpose of the Guide

1 Establishing An EPWP Coordinating Unit



The Minister of Public Works and Infrastructure is the overall champion of the EPWP and provides national policy leadership and direction on the design, framework and implementation of the EPWP. Within the DPWI, the EPWP Branch is responsible for:

- overall coordination and implementation support.
- developing funding frameworks.
- providing technical support to participating public bodies.
- monitoring and evaluation.

1.1 NATIONAL COORDINATION

The DPWI coordinates the Infrastructure and the Non-State sectors; the Department of Environment, Forestry and Fisheries (DEFF) coordinates the Environment and Culture sector; and the Department of Social Development (DSD) coordinates the Social sector. The coordinators provide leadership and authority, coordination and direction, advocacy, risk management and capacity building for their respective sectors.

1.2 PROVINCIAL COORDINATION

At provincial government level, Members of the Executive Council (MECs) for Public Works provide provincial leadership and direction for the programme. Each province has an EPWP Unit in its Department of Public Works. The units mobilise other provincial departments and municipalities to collaborate to achieve the objectives of the EPWP.

1.3 MUNICIPAL/CITY LEVEL COORDINATION

At municipal level, the Executive Mayor is the political champion and the City Manager the administrative champion. The Executive Mayor appoints Members of the Mayoral Committee (MMCs) to lead the programme within cities and municipalities. Political leadership and buy-in are critically important for ensuring accountability and effective implementation of the programme.

1.4 INSTITUTIONAL ARRANGEMENTS AT CITY LEVEL

Planning, coordination, implementation, management and progress reporting take place at various levels. Coordination structures are vital for ensuring effective implementation of the EPWP for each sector and the programme as a whole. An implementing department's roles in ensuring that the sector objectives and priorities are achieved include:

- Planning, developing and implementing strategies and mechanisms to implement and expand its EPWP programmes/projects.
- Implementing EPWP programmes/projects towards job creation targets and evaluating the impact of these programmes.
- Advising and reporting to executive authorities on all aspects of the EPWP programmes/projects.
- Reporting to the DPWI on the progress of the EPWP programmes/projects.

Cities are responsible for building institutional capacity to perform these roles successfully.

1.5 GOALS OF CITY EPWP UNITS

- Ensure high-level political-administrative support for the EPWP.
- Provide clear frameworks for EPWP compliance and technical support.
- Facilitate provision of all programme narrative, quantitative and financial reports for the EPWP.

Figure 3 gives an example of a city-level institutional arrangement, showing the minimum key roles, responsibilities and capacity for effective implementation of the EPWP. Ideally, data capturers should be appointed to ensure timely and adequate reporting. Monitoring, evaluation and reporting are discussed in Section 8 of this guide.

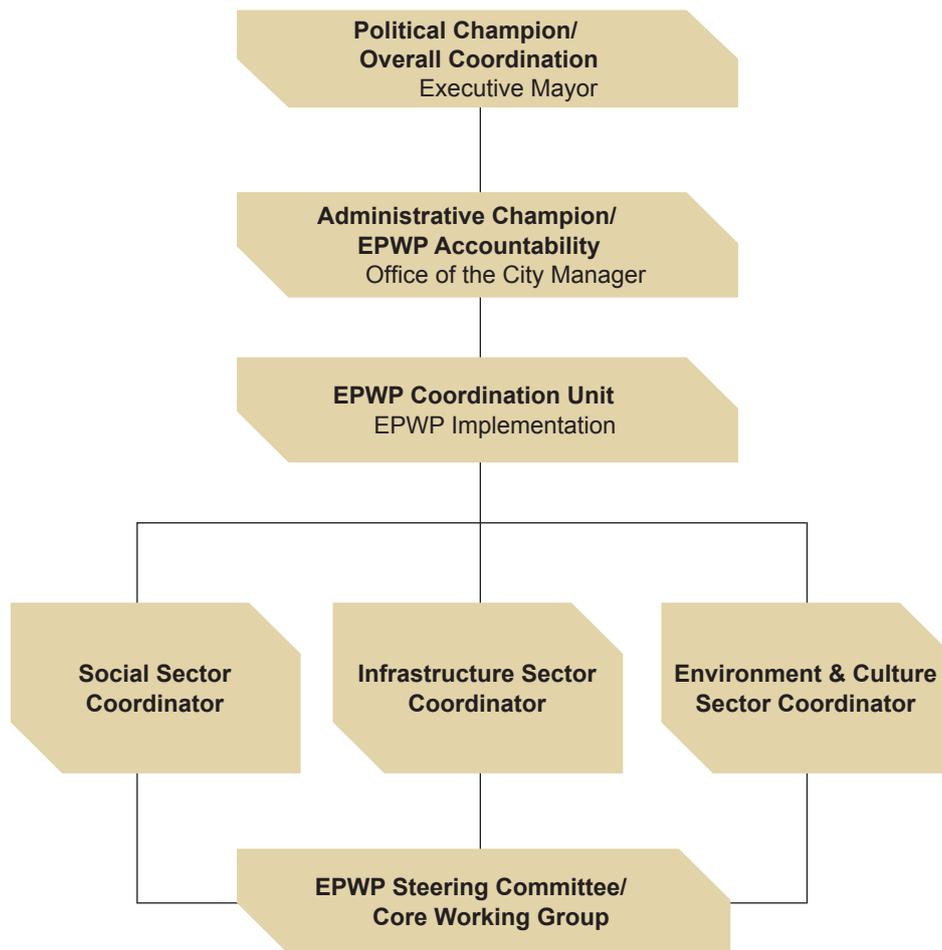


FIGURE 3: Example of a City-Level Institutional Arrangement for Implementing the EPWP

2 Developing EPWP Policy



Developing comprehensive EPWP policies is fundamental to cities' successful implementation of the programme. These policies should be formally adopted by each city's council and must comply with national policies such as the EPWP Ministerial Determination, Cabinet policy position statements, government directives and legislative requirements.

Guided by DPWI's policy objectives, cities are to:

- Educate all departments and units in the city on how their functions should contribute to the EPWP.
- Establish a delivery strategy for socioeconomic development, poverty alleviation, employment creation and skills development.
- Ensure development integration across all sectors.
- Engineer the planning, design and implementation of programmes and projects within the city so that they maximise employment opportunities.
- Ensure that there are clear mechanisms in place to monitor implementation of and compliance with the city's EPWP policies.

Cities' EPWP policies should be aligned with the requirements of the current phase of the programme.

3 Identifying and Implementing EPWP Projects



Regardless of the sector, the main focus when identifying and designing an EPWP project must be on its potential to benefit the poor socially and economically. Where a project is not able to benefit the poor directly because of its location, every effort must be made to ensure that they benefit indirectly.

Cities must consult with and involve the community when identifying EPWP projects to be implemented. Guidelines and suggestions about the types of projects that can be implemented in each sector are given in section 3.1 of this guide.

In the case of labour-intensive projects, cities must:

- Adhere to the specifications in section 5.5 of the Infrastructure Guidelines relating to the type of work that can be done using labour-intensive methods. Examples are excavation, loading, short-distance hauling, offloading, spreading, grassing and stone-pitching¹.
- Ensure, before the project starts, that sufficient local labour (willing to work) is available for the envisaged project.
- Ensure that managers involved with such projects acquire training in labour-intensive construction (LIC) methods as set out in the EPWP Infrastructure Guidelines.
- Ensure that, before they are appointed, the consultants responsible for the design and implementation of the labour-intensive work have the qualifications set out in the EPWP Infrastructure Guidelines.
- Ensure that the contractors involved in the labour-intensive work have qualifications as outlined in the EPWP Infrastructure Guidelines.

The EPWP programme/project selection criteria, as proposed by the DPWI, must be taken into account when planning initiatives to be funded by the EPWP Integrated Grant (EPWP IG); section 4.2 of this guide gives details of the grant. Its criteria stipulate that:

- A project must aim to deliver positive outcomes in one of the focus areas: Infrastructure, Environment and Culture, Social and Non-state.
- A project must create work for one or more of the EPWP target groups: people who are local, unemployed and low-skilled or unskilled. This work must comply with the Ministerial Determination.
- Projects must pay at least the EPWP minimum wage to the people that they employ.
- For all sectors, projects must create a minimum of 13 full time equivalent jobs (or 2 990 person days of work) for every million rand of the project budget.
- At least 30% of the grant must be allocated to wages for the people providing the labour.
- The EPWP grant cannot be used to fund the cost of permanent municipal personnel. However, up to 5% of the grant can be used for contract-based capacity to manage data capturing and for on-site management related to the use of labour-intensive methods.
- The remaining 65% to 70% can be used for the non-wage costs of the project such as equipment, tools and materials and for contracted capacity for project management and reporting.

¹Stone pitching: concrete layers embedded with rocks. Used in embankments and culverts to break up the flow of storm-water and to stop erosion.



3.1 SECTOR CONSIDERATIONS

Programmes that cities implement should be in the Infrastructure, Social and Environment and Culture sectors. Below are examples of projects and programmes typically implemented in each of these sectors.

3.1.1 Infrastructure Sector

The Infrastructure sector emphasises the use of labour-intensive methods in the construction and maintenance of publicly-funded infrastructure projects. The EPWP in the sector is led by the DPWI which collaborates with the Departments of Transport, Cooperative Governance, Water Affairs and Sanitation, Human Settlements, Mineral Resources and Energy. EPWP programmes that have been implemented in this sector include:

- Vuk'uphile Learnership Programme: This programme trains people in labour-intensive construction methods to become contractors at National Qualifications Framework (NQF) level 2 or supervisors at NQF level 4.
- National Youth Service Programme: The aim of this year-long skills training and development programme is to provide young unemployed people with technical and life skills and with access to practical work experience and mentoring.
- Large Projects: Based on the EPWP principles, these are projects with a minimum budget of R30 million aimed at meaningful development of emerging contractors.

REFERENCE MATERIAL:

The Guidelines for the Implementation of Labour-Intensive Infrastructure Projects under the Expanded Public Works Programme and the EPWP Large Projects Guidelines give further details about how to implement labour-intensive projects/programmes in the Infrastructure sector.

3.1.2 Environment and Culture Sector

The Environment and Culture sector builds the country's natural and cultural heritage, responds to the challenges of climate change and creates social benefits through medium- and long-term work. The sector's objectives are to:

- Create jobs and provide training which will result in long-term employment.
- Link marginalised people with opportunities and resources so that they can participate in the mainstream economy.
- Integrate sustainable rural development and urban renewal.
- Help to create land-based livelihoods.
- Promote community-based natural resource management.
- Develop natural resources and the cultural heritage.
- Rehabilitate natural resources and protect biodiversity.
- Promote tourism.

Environment and Culture flagship programmes that have been implemented include:

Sustainable land-based livelihoods. This programme focuses on:

- Creating sustainable land-based livelihoods through activities that support land rehabilitation; clearing invasive alien plants; re-vegetation of landscapes; improving the productive potential of land; advocating; and helping communities, land owners and farmers to implement appropriate agricultural and land-management strategies.
- Encouraging effective and efficient use of the country's natural resources (particularly land and water resources).
- Contributing to climate change mitigation through greening, planting indigenous trees and transforming targeted areas into vibrant, green and sustainable settlements.
- Enhancing biodiversity and sustaining ecosystem functions.
- Empowering communities affected by fire so that they understand the benefits of, and potential harm caused by, fire.
- Rehabilitating wetlands.
- Nature conservation.



Waste management: This cluster of programmes focuses on domestic waste management and cleaning public open spaces. The programmes introduce the concept of community-based waste management and/or cooperatives and promote recycling. They thus help to address the problem of poor waste removal, disposal and management and play a role in urban renewal.

Tourism and creative industries: This cluster of programmes provides work in the tourism sector and involves projects and programmes that contribute to the goals and objectives of government's tourism and heritage policies with a focus on:

- Tourism infrastructure development.
- The development of tourist products.
- Skills development and capacity building in tourism and the creative industries.
- Supporting grassroots enterprises and practitioners in the cultural and creative industries.

Parks and beautification: This cluster of programmes focuses on:

- Cleaning, clearing and beautifying public open spaces such as municipal streets, parks, dump sites and cemeteries.
- Supporting communities in improving their surroundings.
- Developing infrastructure in protected areas.

Coastal management: With the aim of creating a safe and clean coastal environment and promoting the sustainable use of marine resources, this cluster of programmes provides unemployed people in coastal communities with work and training on projects that:

- Contribute to the goals and objectives of government's coastal policy.
- Encourage the development of a sustainable fishing industry by promoting the conservation and sustainable use of marine resources, establishing water farming projects and facilities and supporting appropriate management of the fishing industry.

Sustainable energy: These programmes focus on provision of energy through renewable energy technologies and facilitate energy management using labour-intensive methodologies to stimulate sustainable job creation, local economic development, technology skills transfer and capacity development.

3.1.3 Social Sector

The Social sector cluster is made up of the Departments of Social Development, Education and Health. Much of the work of these departments relies on the input of volunteers and civil society organisations and is therefore suitable for the development of the EPWP. A key focus in this sector is on training pre-school teachers and support staff. The following programmes are flagships of the sector:

- **Early childhood development (ECD):** ECD interventions include providing services to children and protecting their rights, educating and supporting parents and developing the capabilities of caregivers and teachers. The goal is to improve young children's ability to develop and learn.
- **Home/community-based care (HCBC):** Through this programme, formal and informal caregivers provide a range of health and social services. HCBC can be a cost-effective alternative to hospital care for people living with HIV-AIDS, for example. The Community Health and Development Worker Programme aims to equip unemployed people with foundation skills and experience to work in this field.
- **School nutrition programme:** Community members are employed to prepare and serve food to children from needy families, thereby helping to address malnutrition.
- **Community crime prevention:** Community members assign volunteers in EPWP projects to help identify safety priorities in their neighbourhoods.
- **School mass participation:** With the objective of promoting good health, self-realisation, community development and social cohesion, these programmes employ sports coaches thus encouraging and enabling members of the public to take part in sports.
- **Kha Ri Gude (Tshivenda for 'Let us learn'):** This is a mass literacy campaign aimed at adults who were not able to complete their schooling and who cannot read or write.

IMPORTANT:

EPWP projects and programmes in the Infrastructure, Environment and Culture and Social sectors may increasingly need to respond to changing trends and themes in employment, technologies and emerging industries: for example, information and communications technology (ICT) and e-commerce.

4

Budget Allocation for EPWP Projects



4.1 LINE BUDGETS

IMPORTANT:

Cities should not rely on the EPWP IG as a primary source of project funding but should use it as a “top-up” to supplement already allocated budgets. The conditions attached to the EPWP IG are that:

- It cannot be used to fund the salaries of permanent personnel.
- A maximum of 5% of the grant can be used to fund contract-based capacity (for data capturing/ management, on-site management costs and/or technical support for labour-intensive design).
- A receiving officer may not transfer any Schedule 5 allocation, or any part of it, to any other entity or sphere of government for the performance of a function envisaged in terms of the allocation without prior approval from National Treasury and the DPWI.

Cities are to use their line budgets for identifying, designing and implementing EPWP projects and creating WOs and must have in place policies to ensure compliance, accountability and enforcement. To supplement their EPWP budgets, where possible cities should enter into public-private partnerships (PPPs) and/or attract donor funding.

The EPWP Integrated Grant (EPWP IG) can act as a “top-up” to existing project budgets and helps to expand job creation efforts. The following section gives details about the EPWP IG.

4.2 EPWP INTEGRATED GRANT

The EPWP IG is a conditional grant allocated to eligible public bodies to maximise labour-intensive job creation. The grant is referred to as ‘integrated’ as it can be used for EPWP purposes across more than one sector.

The following criteria must be met in order to be eligible for the EPWP IG:

- Public bodies must currently be participating in the EPWP and reporting on EPWP projects.
- In one financial year, the public body must have reported to the DPWI on its EPWP performance in the preceding 18 months. The performance indicators used in reporting are given in section 8 below.
- To indicate eligibility for the EPWP IG, public bodies can report EPWP performance in any sector.

To receive EPWP IG funding, public bodies have to identify focus areas in their sectors and, within these, projects that are aligned with their growth and development plans and with the grant’s full-time equivalent (FTE) targets. It is recommended that they include a mix of projects across the relevant sectors and focus areas.



CALCULATING THE EPWP IG ALLOCATION:

Grant allocation for the current year = the number of FTEs created over 18 months x 230 x minimum EPWP wage.

Each year's performance against the EPWP FTE target is used to inform the following year's EPWP grant allocation.

Total EPWP FTE target = Grant FTE target + Baseline FTE target.

The Baseline FTE target is the FTE target calculated for public bodies based on the baseline budgets available for projects that are, wholly or in part, EPWP projects. The Grant FTE target is the FTE target calculated for public bodies based on the EPWP IG allocation.

In accordance with the EPWP Integrated Grant Manual (Version 12), the IG is allocated as follows:

- The size of the grant allocation is partly determined by the labour intensity of the city's EPWP programmes/projects in the previous financial year.
- The planning process for the grant in general requires public bodies to identify projects that have a labour intensity above a certain minimum (10% for the Infrastructure sector, 35% for the Environment and Culture sector and 35% for the Social sector) to be funded by the grant. These planned projects are reviewed by the DPWI for further input into the project design. The purpose of this process is to influence the labour intensity of EPWP programmes/projects in terms not only of the level of wages but, more importantly, of the amount of work created.

The DPWI's Technical Support Programme assists all public bodies, including municipalities, with implementing the EPWP IG. The technical support teams have a set of tools and guidelines for planning labour-intensive construction and delivery; this support is offered to all public bodies, including those that are not eligible for the EPWP IG. The EPWP Integrated Grant Manual gives details about the eligibility criteria; Annexure II of this guide gives information about the EPWP IG compliance requirements for reporting and Annexure IV gives information about the EPWP IG evaluation criteria.

5 Procurement Of Service Providers /Professional Services



Professional services such as, in the case of the Infrastructure sector for instance, those of consulting engineers, project managers and contractors must be procured through fair, equitable, transparent, competitive and cost-effective bid/tendering processes. Procurement must be carried out in accordance with South African procurement legislation which includes but is not limited to:

- Public Finance Management Act 1 of 1999 (PFMA)
- Preferential Procurement Policy Framework Act 5 of 2000 (PPPFA)
- Broad-Based Black Economic Empowerment Act 53 of 2003
- Local Government regulations including the Municipal Systems Act 32 of 2000 and the Municipal Finance Management Act 56 of 2003 (MFMA)
- National Treasury procurement regulations.

These regulations apply to commercial contracts entered into by organs of state in relation to the acquisition of goods and services, disposal and letting of state assets and putting in place PPPs. When engaging in PPPs, cities must also be guided by the regulations outlined under Regulation 16 of the Treasury Regulations and Section 20 of the MFMA.

EPWP procurement strategies must take into consideration current trends in public procurement which emphasise issues such as local content, employment of PWDs and the development of small, medium and micro enterprises.

5.1 CONDITIONS OF TENDER AND SELECTION CRITERIA FOR LABOUR-INTENSIVE WORK

Public bodies must only award contracts to contractors who have demonstrated that they will have in their employ (if awarded the contract) suitably qualified senior and mid-level staff to supervise the labour-intensive works during the term of the contract.

Tenderers/bidders must be made aware of the above requirement in the tender documents and their ability to meet these requirements must be established before appointment; the requirements therefore form part of the selection criteria. During the tender evaluation process, those responsible for evaluating tender/bid documents must confirm that the contractor has signed agreements with suitably qualified staff. In addition to the applicable standard specifications, the requirements for labour-intensive works in accordance with the Infrastructure Guidelines must be included as "Special Specifications" in the Scope of Works.

5.2 CONTRACT ADMINISTRATION

For labour-intensive projects, cities should use the standard forms of contract listed in the Construction Industry Development Board (CIDB) Standard for Uniformity in Construction Procurement. They therefore do not need to create new forms of contract or amend the approved forms of contract.

All EPWP and labour-intensive requirements, and any other special conditions, must be included in the contract documentation. Consultants must not submit the contractor's payment certificate to the employer (the city) until the contractor has submitted all relevant labour-related information in the format and timeframe specified by the employer. This is to ensure that the reporting and compliance requirements of each project are met.

REFERENCE MATERIAL:

The Guidelines for the Implementation of Labour-Intensive Infrastructure Projects under the Expanded Public Works Programme (the Infrastructure Guidelines) and the EPWP Large Projects Guidelines give further information about how to implement labour-intensive projects/programmes in the Infrastructure sector.



6 Targeting and Recruiting EPWP Participants



6.1 GENERAL GUIDELINES

Cities are responsible for recruiting and selecting EPWP participants for each project. The recruitment process must be fair, transparent, equitable and accountable and must respect the environment.

Participants in the EPWP are targeted through a combination of:

- Geographic targeting: The focus is on poor communities and those with high unemployment rates.
- Community targeting: Based on transparent processes and criteria, communities select those most in need.
- Self-targeting: The EPWP minimum-wage rate is used to ensure that people already in the formal workforce do not apply for EPWP jobs.

Targeting and recruitment prioritise participants who:

- Live in the ward in which the project is to be implemented or as close as possible to the project site.
- Are available to work during the required dates and times.
- Are PWDs.
- Are receiving social grants: for example, disability grants.
- Live in female-headed households.
- Come from households that:
 - o are headed by a person with less than a primary school education.
 - o have fewer than one person earning a full-time income.
 - o rely on subsistence agriculture as their primary source of income.

6.2 RECRUITING THROUGH COMMUNITY ENGAGEMENT

Recruitment must be planned in consultation with local community leaders and, where possible, in conjunction with other projects. The community should also be involved in identifying and prioritising the assets to be developed.

Before an EPWP project begins, the community should be mobilised to set up committees of people (including community liaison officers) who will act as points of entry for community participation and act as representatives throughout implementation of the project.

Cities should ensure that community members have access to relevant, timely, accurate and complete information so that they can participate meaningfully in the recruitment process; and, in line with demographic targets, must include in the recruitment process young people, women and PWDs.

The EPWP Recruitment Guidelines give the following examples of channels that can be used to provide information about EPWP employment and to maximise reach:

- Flyers and notifications at local government offices and facilities
- Existing community structures and communication channels
- Existing or specially convened public meetings/gatherings
- Local media such as community radio stations and newspapers.

Announcements must indicate how, where and when potential candidates can register or apply for work on advertised EPWP projects; and the employment conditions, including responsibilities, wages, entitlements, health and safety provisions and contract duration, must be made clear before recruitment begins. Once appointed, each participant must be issued with a written contract.

6.3 DEMOGRAPHIC CONSIDERATIONS

To the greatest extent possible, cities must meet the demographic targets applicable to the current phase of the EPWP. In Phase 4, the targets are 60% women, 55% youth and 2% PWDs.

Women

Statistics show that unemployment among women in South Africa is 7.5% higher than among men. Cities therefore need to have in place transparent, deliberate and innovative ways to bring women into the EPWP. This applies to all sectors, including Infrastructure, which tends to be male-dominated. Achieving the 60% target for women in the EPWP will help the country to close the gender gap in the workforce and contribute to gender equality.

Youth

In 2020, the youth unemployment rate was estimated at approximately 56%, caused by lack of education, skills and experience. By targeting young people when recruiting EPWP participants, cities can help to address this socio-economic problem.

To qualify as youth, participants must be aged between 16 and 35 at the time of the start of the work.

Persons with Disabilities (PWDs)

The EPWP uses the United Nations definition of PWDs which states that a PWD is “any person unable to ensure by himself or herself, wholly or partly, the necessities of a normal individual and/or social life as a result of a deficiency, either congenital or not, in his or her physical or mental capabilities”. For reporting purposes, participants are expected to declare their disabilities.

Recruitment of PWDs should be based on consultation with local structures and with PWDs’ community associations. It can also be done through PPPs.

6.4 WAGES FOR EPWP PARTICIPANTS

The EPWP wage rate should be set before recruitment of participants starts. They should not be paid less than the minimum wage rate or more than prevailing rates for similar work locally.

In line with inflation and with new wage rates (rates in the preceding six weeks), the minimum wage is adjusted annually on 1 November.

IMPORTANT:

Although the EPWP wage rate must not be lower than the national minimum wage rate, it should not be so high as potentially to displace participants from formal employment or any other sustainable income stream.

Participants must be paid at least monthly through an agreed payment method, with task-rated work paid only when completed. As required by the Ministerial Determination, payments must be accompanied by the following information in writing:

- The period for which the payment is made
- The number of tasks completed or hours worked
- The worker’s earnings
- Any money deducted from the payment
- The actual amount paid to the worker.

RECOMMENDATIONS:

- To avoid wage discrepancies and labour unrest, cities should aim to standardise EPWP wage rates across projects, programmes and wards.
- The EPWP wage rate should not be so high as to encourage participants to regard the EPWP as a permanent form of employment. It should, however, be high enough to provide social protection and adhere to the conditions stipulated in the Ministerial Determination.

6.5 CONDITIONS OF EMPLOYMENT

Participants in the EPWP must be employed under the conditions stipulated in the Ministerial Determination for the Expanded Public Works Programme. To ensure that the programme reaches the greatest possible number of participants and assists with exit from the programme, cities' EPWP policies must make clear the maximum number of contracts that a participant can have. Section 9 of this guide gives guidelines on exit strategies.

Cities must conduct induction sessions with all newly recruited EPWP participants to ensure that they are adequately informed about the programme and their duties and about the Ministerial Determination.

RECOMMENDED READING:

The Basic Conditions of Employment Act (1997), the Ministerial Determination and the Code of Good Practice give information about EPWP employment conditions including hours of work, meal breaks, rest periods, leave, health and safety requirements and termination.

7 Training

Cities must ring-fence part of their project budgets for EPWP training, with the training budgets included in municipal policies and sector plans.

To the greatest extent possible, training should be not only adequate but accredited. The DPWI can assist cities with applying for accreditations to the relevant bodies: the Department of Higher Education and Training (DHET) and/or the Sector Education and Training Authorities (SETAs).

To help to prepare participants for formal employment, self-employment, further training or other forms of sustainable income generation, training should be aligned with cities' exit strategies. This will also help to ensure that participants do not view the EPWP as continuous or permanent employment.

According to the EPWP Training Framework, training targets should be set at sector and sub-programme level and should be based on the following criteria:

- To find out how far the skills needed by a planned project are available, a skills audits should be carried out. Training targets should be based on the findings of these audits.
- Targets may be set for EPWP beneficiaries, officials and implementers of EPWP projects.
- Targets for officials should be in line with the requirements of the EPWP Learning Programme and/or other relevant programmes.
- For projects that need specialised skills or competencies, training for the number of beneficiaries required is mandatory. Beneficiaries' NQF levels should be taken into account.
- Training must be prioritised for medium to long term projects.
- Public bodies are to set their training targets annually.
- Training targets are communicated to the EPWP Beneficiaries Training Directorate through sector managers.

There are three models for providing training:

- **Prior training:** This refers to training EPWP participants before the start of a project through theoretical and practical classroom training. This training model should only be implemented when the project has been approved and a contractor has been appointed. Prior training is suitable for short, medium or long term projects.
- **On-site training:** This refers to training participants during implementation of the project and provides theoretical, practical and workplace/hands-on training, mostly under the supervision of a service provider. This model requires precise planning of the time taken for training and project implementation activities. On-site training is recommended for short to medium term projects and care should be taken to ensure that there is minimal interruption to the work that needs to be completed by the contractor.
- **Training as an exit strategy:** This refers to training that takes place after completion of an EPWP project. Further details are given in section 9 below.

IMPORTANT:

Workers required to attend agreed training programmes must be paid a training allowance. This should be equal to 100% of the daily task rate for task-rate workers or 100% of the daily rate of pay for time-rated workers. All costs of training such as travel, trainers, material and tuition fees must be covered.

8

Monitoring and Evaluation



Service providers' contract documentation must specify reporting requirements, with systems put in place to ensure compliance (for example: tying reporting requirements to payment schedules).

As required by the Infrastructure Guidelines, cities' EPWP coordinators must ensure that service providers keep monthly records of the following indicators for each EPWP project implemented:

- Project budget and planned output according to EPWP requirements
- Actual project expenditure and actual output according to EPWP requirements
- Planned and achieved labour intensity
- Number of work opportunities created
- Demographics of workers employed (disaggregated by women, youth and PWDs)
- Wage rate earned on the project
- Number of person-days of employment created
- Copies of workers' identity documents
- Number of people who have attended training and the nature and duration of the training
- Assets created, rehabilitated or maintained in accordance with indicators in the EPWP M&E Framework
- Services provided or delivered in accordance with indicators in the EPWP M&E Framework.

The requirement for compliance with these data collection and reporting guidelines must be included in contract documentation and payments to service providers must not be processed if these guidelines are not adhered to.

For knowledge management and data retention purposes, cities must keep the following participant information for at least three years after completion of a project:

- The participant's name and position
- A copy of an acceptable participant identification
- In the case of task-rated workers, the number of tasks completed by the participant
- In the case of time-rated workers, the time worked by the participant
- Payments made to the participant.

EPWP REPORTING SYSTEM:

The EPWP Reporting System is a centralised web-based system with built-in validation rules to ensure data quality, integrity and ownership.

8.1 REPORTING TO THE DPWI

All projects must be registered on the EPWP Reporting System developed by the DPWI and progress reports submitted in accordance with the reporting guidelines. The roles for registered users of the system include administrator, capturer, authoriser and project owner. To ensure clarity of roles and to maintain accountability, cities must clearly define these roles in the Institutional Arrangement.



The EPWP Reporting System enables various types of projects to be registered and reported on:

- Programmes or projects funded from existing baseline budgets
- Programmes or projects funded from existing baseline budgets and supplemented by grant funding
- New programmes or projects funded by the grant
- Programmes or projects intended to create work that will achieve the grant's FTE target.

Implementing bodies are required to capture EPWP progress data directly onto the EPWP Reporting System. This should be done by dedicated data capturers in the EPWP Coordinating Unit who have been adequately trained on the system requirements. Senior officials, such as sector coordinators or officials in the Office of the City Manager, must authorise the data as valid and correct.

Data to be captured for monthly reporting on the EPWP Reporting System (consistent with the terminology given in Figure 1) include:

- Number of WOs created
- Number of person-days of work created
- Minimum day-task wage rate
- Number of person-days of training provided
- Overall budget and expenditure
- Demographic profile of the workers.

Data captured in the EPWP Reporting System must follow the data validation rules given in the Reporting Guidelines document. Data that fail the validation steps remain on the system for the reporting body to remedy.

For each worker, cities are required to submit the following information on the EPWP Reporting System:

- Copy of ID
- Copy of the worker's contract
- Attendance register
- Proof of payment.

Annexure III gives details of the fields in the EPWP Reporting System for recording participant information.

REFERENCE MATERIAL:

The EPWP Reporting Guidelines give further details about the data and key performance indicators to be reported and how such data should be captured.

9 Designing Exit Strategies



Second to social protection, employment creation and poverty alleviation, the intended outcomes for participants in the EPWP are the skills and experience that they gain from the programme. Cities must therefore design exit strategies to achieve this outcome and provide participants with potential pathways to other income generation initiatives. Each sector's exit strategies should aim to enable participants to take one of the following pathways after they leave the EPWP:

- Long-term employment
- Self-employment
- Further training.

As it is a way of providing participants with skills to enter formal employment, self-employment, further training (for instance, through higher learning institutions) or any other form of sustainable income generation, training can also be used to aid the design of exit strategies. Sections 9.1 to 9.3 below give examples of programmes that can be used as exit strategies, aligned with the three main pathways listed.

9.1 LONG-TERM EMPLOYMENT

Initiatives such as the National Youth Service (NYS) programme can be used to provide young unemployed people with practical skills and experience that enable them to qualify for and seek permanent employment: for example, with contractors implementing labour-intensive projects.

9.2 SELF-EMPLOYMENT

Cities can use innovative contractor development/learnership programmes such Vuk'uphile as exit pathways that can lead participants to self-employment after they have left the EPWP. The objective of such initiatives is, through training, to build capacity among emerging contractors so that, at exit, they are qualified to tender for and carry out labour-intensive projects. Participants may also exit the EPWP into entrepreneurship, forming enterprises that create jobs.

9.3 FURTHER TRAINING

Cities' training initiatives can provide skills to participants who do not qualify for tertiary education. For example, adult basic education and training (ABET) programmes provide learning tools, knowledge and skills through nationally recognised qualifications and thus give participants the opportunity to qualify for entry to higher education institutions such as Technical and Vocational Education and Training (TVET) colleges, Further Education and Training (FET) colleges and universities. Training that cities provide must adhere to the relevant NQF levels and training providers must be accredited.

HIGHLIGHT:

Programmes such as Vuk'uphile can be used to achieve multiple EPWP objectives and contribute to a range of targets including increasing WOs, meeting youth targets and training targets and creating sustainable exit strategies.

REFERENCE MATERIAL:

The EPWP Contractor Learnership Programme Management Plan for Labour Intensive Construction Learnerships gives further details about how to implement the Vuk'uphile programme.

When they have completed their EPWP work or when the employment is terminated (the Ministerial Determination gives information about termination terms), participants must be issued with a certificate of service stating:

- The participant's full name
- The name and address of the employer
- The EPWP project that s/he worked on
- The work performed
- Any training received as part of the EPWP
- The period during which the participant worked on the project
- Any other information agreed by the employer and the participant.

10 EPWP Branding



Cities must commit to improving the EPWP's brand visibility and consistency in accordance with the EPWP Corporate Identity Manual. This is to ensure a consistent and strong brand presentation by all role players for purposes such as marketing.

REFERENCE MATERIAL:

The EPWP Corporate Identity Manual gives guidelines on EPWP branding and co-branding.

ANNEXURE I: EPWP PARTICIPANT CERTIFICATE TEMPLATE

This is to certify that

Name Surname

is awarded the

Sample text

presented on _____

Name Surname **Name Surname**

 **public works**
Department of Public Works
REPUBLIC OF SOUTH AFRICA

 **EXPANDED PUBLIC WORKS PROGRAMME**

The certificate template features a white background with a black border. It includes a decorative orange and white wave graphic at the bottom. The text is centered and uses a mix of serif and sans-serif fonts, with some text in italics. There are several horizontal lines for entering participant information and dates.



ANNEXURE II: EPWP INTEGRATED GRANT COMPLIANCE REQUIREMENTS

Table 1: EPWP IG Compliance Requirements

Further details about the information in this table are given in the EPWP IG Manual.

	Milestone	DPWI Deadline	Public Bodies Deadline	Responsibility
Planning inputs to reporting	Submit EPWP project list	n/a	4th week of April (provincial). Dates may change from year to year depending on the current grant framework. 1st week of June (municipal). Dates may change from year to year depending on the current grant framework.	Project Management Units of the public body
	Sign grant agreements	Sent out by the DPWI: Beginning of April (provincial) Beginning of June (municipal)	Sign agreement by: 4th week of April (provincial). Dates may change from year to year depending on the current grant framework 1st week of June (municipal). Dates may change from year to year depending on the current grant framework.	Accounting Officers of the public body and the DPWI
	Register project on the EPWP Reporting System	n/a	By the Q1 reporting date	Public body supported by the EPWP Technical Team
Grant disbursements	Grant disbursement dates for public bodies	15 May, 15 August, 15 November (provincial) August, November, February (municipal)		CFO of the DPWI, provincial and municipal Treasuries
Monthly financial reporting	In-year monitoring reporting to Treasuries in terms of PFMA S40(4)(c), MFMA S71, DORA Section 12(2)-(4)	15 calendar days after the end of every month	15 calendar days after the end of every month (provincial) 10 working days after the end of every month (municipal)	CFO of provincial departments, CFO/MM of municipalities, CFO of the DPWI
Monthly EPWP progress reporting	Public bodies load or submit monthly data for loading onto EPWP reporting system	n/a	15 calendar days after the end of every month	Public bodies, unless otherwise agreed to between the parties
	Verification of information	Exclusion report sent out at the end of every month	Upon loading the following month's data	The public bodies' EPWP's M&E unit
	Provincial Technical Team monthly management progress meetings	n/a	Every month	EPWP Sector Manager, Technical Team, Provincial Coordinators

Table 1: EPWP IG Compliance Requirements (continued)

	Milestone	DPWI Deadline	ePublic Bodies Deadline	Responsibility
Quarterly EPWP progress reporting	Full quarter's data loaded and authorised on the system (culmination of monthly loading)	15 calendar days after the end of every month		Public body supported by the EPWP Technical Team
	EPWP reporting: locking of EPWP reporting system	15 calendar days after the end of every quarter	n/a	EPWP's M&E unit
Overall EPWP reporting	Overall quarterly EPWP reporting	45 calendar days after the end of every quarter	30 days after the end of every quarter	EPWP's M&E unit
	Quarterly Performance reporting and Quarter Payment Schedule to National Treasury			Public bodies' EPWP Finance and Sector Manager
Annual accountability requirements	EPWP programme/ project evaluation	Provincial Grant: 4 months after financial year end Municipal Grant: 6 months after financial year end	2 months after financial year end	Accounting Officer of the DPWI Accounting Officer of the public body
	EPWP programme/ project audit	Submitted to AGSA and National Treasury 2 months after financial year end Finalised 5 months after financial year end	Submitted to AGSA and relevant Treasury 2 months after financial year end (all public bodies) Provinces finalise 5 months after the financial year end Municipalities finalise 7 months after financial year end	

ANNEXURE III: PARTICIPANT REPORTING INFORMATION

Table 2: Participant Information in the EPWP Reporting System

Further details about the information in this table are given in the EPWP IG Manual.

Field name	Description of the field to be completed	Instructions on how to complete the field	Do	Don't
First Name	The participant's first name	Only enter the first name of the person. Do not enter two names (i.e. no middle names)	John	John Mitchell
Initials	Initials of the participant	Do not use full stops between initials	JM	J.M.
Last Name	Last name of the participant		Doe	John Doe
ID Number	The participant's ID number	An ID number must have 13 digits	1900010101089	19000101
DOB	Date of birth	Enter dd/mm/yyyy Make sure you enter the date of birth in the correct way.	01/01/1900	1 January 1900 or 00/01/01
Gender	M or F	M = Male F = Female	M	
Has Disability	Y or N	Y = Yes N = No	Y	
Education	1 = Unknown 2 = No Schooling 3 = Grade 1-3 (SubA – Std1) 4 = Grade 4 (Std2) ABET1 5 = Grade 5-6 (Std3-4) ABET2 6 = Grade 7-8 (Std5-6) ABET3 7 = Grade 8-9 (Std7) ABET4 8 = Grade 10-11 (Std8-9) 9 = Grade 12 (Std10) 10 = Post-Matric			
Start Date	Date the participant started working on the project	dd/mm/yyyy	22/09/2018	18/09/22
PFD Ref No.	Reference number of the project			

ANNEXURE IV: EVALUATION OF THE USE OF THE EPWP INTEGRATED GRANT

Table 3: Evaluation of the Use of the EPWP Integrated Grant

Further details about the information in this table are given in the EPWP IG Manual.

Primary aims of the evaluation	<p>(1) To improve accountability for the use of the grant and drive desired outcomes</p> <p>(2) To generate knowledge</p> <p>(3) To enable decision-making</p> <p>(4) To improve performance</p>
Use of the grant	<p>Where is the grant applied? Which focus areas? What type of programmes/projects is it funding?</p> <p>Was the grant spent as planned? Are funds being used in a manner that supports the grant's goals? Is this spending creating work?</p> <p>What is the cost of this work? How much is being used to pay wages/compensate participants?</p> <p>What is the labour intensity (LI) ratio?</p>
Performance	<p>Did the project list meet target expectations? Was the project list implemented as planned? If not, why not?</p> <p>How much work was created (work opportunities, FTEs) against the target? Have targets been met? Why/why not?</p> <p>Are labour intensive delivery methods being maximised? What is the LI ratio? Is it driven by wage levels or by the number of person days of work?</p> <p>What are the areas of poor performance and what can be learned from these? What kind of technical support would improve performance?</p>
Outcomes	<p>Is there a contribution to the key outcomes of the EPWP? Quantify this contribution.</p> <p>Is there an increase in the number of people employed and receiving income through the EPWP?</p> <p>Is there an increase in the average duration of the work opportunities created?</p> <p>Are EPWP participants receiving increased income?</p> <p>Is there an improvement in the quality of life of participants (reduced poverty) since involvement in the project?</p> <p>Has there been any improvement in the opportunities participants have in terms of securing sustainable work? Is the EPWP grant leading to better EPWP performance by public bodies?</p>
Management of the grant	<p>Is there a focus on the strategic goals/purpose of the grant?</p> <p>Who manages performance and drives corrective actions to reach goals? How effective are these interventions or structures? Are there buy-in and accountability at the highest levels?</p> <p>What needs to change in terms of the design of programmes/projects, focus areas funded, procurement arrangements, management of projects etc.?</p> <p>Is reporting accurate and undertaken as required? If not, what are the challenges and how can these be addressed?</p> <p>Is the technical support programme effective and how can it be better targeted or improved?</p> <p>Is the administration of the grant too onerous? How can it be simplified/improved?</p>
Learnings	<p>Are there specific learnings for the grant or sector(s) that must be shared or replicated?</p>

⁴The labour intensity (LI) ratio is the ratio of the work carried out through labour-intensive methods to the work carried out using heavy machinery and/or other automated methods. This is calculated as the percentage of unskilled labour wages against total expenditure.

ANNEXURE V: REFERENCE MATERIAL

Table 4: Further Reading Material

Document Name	About this document	Link
EPWP Integrated Grant Manual (Version 12, April 2020)	A manual developed by the DPWI setting out how the EPWP Integrated Grant works for implementing public bodies.	http://www.epwp.gov.za/documents/Infrastructure/Infrastructure%20incentive%20manual/EPWP_INTEGRATED_GRANT_MANUAL.pdf
Code of Good Practice for employment and conditions of work for Expanded Public Works Programmes	A document issued and gazetted (Gazette No 34032, 18 February 2011) by the Minister of Labour and providing guidance to stakeholders in the EPWP on working conditions, payment, rates of pay and disciplinary and grievance procedures. Its aim is to promote a common set of good practices and minimum standards in employment practices among the country's EPWP programmes.	https://www.gov.za/sites/default/files/gcis_document/201409/34032gon129.pdf
EPWP Contractor Learnership Programme: Management Plan for Labour Intensive Construction Learnerships	Provides details about implementation of the Vuk'uphile Contractor Learnership Programme.	http://www.epwp.gov.za/documents/Infrastructure/Vuk'Uphile/EPWP_Contractor_Learnership_Programme_Management_Plan_for_Labour_Intensive_Construction_Learnerships.pdf
EPWP Large Project Guidelines	Guidelines developed to assist various implementing bodies with conceptualising, planning, designing, implementing and managing large infrastructure projects and to ensure that they are implemented in accordance with the EPWP principles.	http://www.epwp.gov.za/documents/Infrastructure/Large%20Projects/EPWP_Large_Projects_guidelines.pdf
EPWP Recruitment Guidelines	Guidelines developed to ensure that public bodies comply with the principle of selecting workers through a fair and transparent process.	http://www.epwp.gov.za/documents/Final_Recruitment_Guidelines-2018-05-23.pdf
EPWP Reporting Guideline Document	Explains EPWP reporting to system users (data capturers, data authorisers, project owners) and managers.	http://epwpmun.dpw.gov.za/8180/exist1-4/rest/db/kwantu-resource/kdl/homepageDocuments/Guideline%2520Document%2520on%2520EPWP%2520Reporting.pdf
Expanded Public Works Programme Corporate Identity Manual	Provides guidelines on branding at national, provincial, municipal/city and project level.	http://www.epwp.gov.za/documents/Cross_Cutting/Communications/EPWP_CI_Manual_2017.pdf
Guidelines for the Implementation of Labour-intensive Projects under the Expanded Public Works Programme (EPWP)	Also known as the Infrastructure Manual, this document provides detailed guidelines on implementing labour-intensive projects in the Infrastructure sector.	http://www.epwp.gov.za/documents/Infrastructure/Infrastructure%20incentive%20manual/EPWP_Infrastructure_Guidelines_3rd_Edition_June_2015.pdf
Basic Conditions of Employment Act, 1997 – Ministerial Determination 4: Expanded Public Works Programmes	Sets out the employment conditions for workers and employers in the EPWP. Gazetted by the Minister of Labour (Gazette No 9745, May 2012).	https://www.gov.za/documents/basic-conditions-employment-act-ministerial-determination-4-expanded-public-works





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