



LIMPOPO
PROVINCIAL GOVERNMENT
REPUBLIC OF SOUTH AFRICA

DEPARTMENT OF PUBLIC WORKS



EXPANDED PUBLIC WORKS PROGRAMME

**LIMPOPO EXPANDED
PUBLIC WORKS
PROGRAMME**

EPWP OVERVIEW REPORT 2004 - 2009

June 2009

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OVERVIEW OF EXPANDED PUBLIC WORKS PROGRAMME (EPWP IN LIMPOPO PROVINCE)

1. INTRODUCTION/BACKGROUND

The Expanded Public Works Programme (EPWP) is one of a number of Government initiatives aimed at addressing unemployment and alleviating poverty in South Africa in the short to medium-term. The programme involves re-orientating line function budgets so that government expenditure results in more work opportunities and skills development, particularly for unskilled labour. All work opportunities created through the programme are combined with a relevant training, education or skills development, with the aim of increasing the ability of people to earn an income once they leave the programme. This is facilitated through determined exit strategies which are project- and/or sector-specific.

The main target of the Programme is to create at least one million temporary work opportunities nationally, coupled with training, over its first five years. Of the people to be employed, at least 40% are to be women while 30% and 2% shall be youth and disabled respectively. The programme is to be implemented in all provinces by all government bodies and State Owned Enterprises.

Opportunities for implementing the EPWP have been identified in four sectors, namely, the Infrastructure, Environmental, Social and Economic Sectors. Projects/programmes in these sectors will be funded through the normal budgetary process, utilizing the line-function budgets of Departments, Municipalities and State-Owned Enterprises (SOEs).

The Expanded Public Works Programme (EPWP) was officially launched by the State President in May 2004 during his visit to one of the innovative labour intensive projects called Gundo Lashu in Limpopo, the success of which made it one of the models of EPWP now being replicated nationwide.

In line with the above overall National Government policy and with due consideration of the socio-economic situations/realities of the Province, the Limpopo Cabinet in January 2005, outlined and approved the Provincial EPWP strategy. It also mandated the Limpopo Department of Public Works (LDPW) to coordinate the implementation of the programme in the Province.

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The development direction and priorities in the Province are articulated in the Provincial Growth and Development Strategy (PGDS) document.

According to the current PGDS, the vision of the Province is to be 'a peaceful, prosperous, united, dynamic and transformed province'. To realize this vision, the government has adopted a mission 'to stimulate, promote and sustain unity and an enabling environment conducive for economic development, social justice and improved quality of life for its entire people.'

The Limpopo government has identified health care, housing and job creation as key priorities of focus till 2009. (Source: Limpopo Growth & Development Strategy, January 2005). As stated in the PGDS the Province adopted five development objectives. These are:

- The need to improve the quality of life of the population;
- Enhancing economic growth;
- Attain regional integration;
- Enhance innovation and competitiveness; and
- Improve the institutional efficiency and effectiveness of the government.

The EPWP objectives are in line with the above overall policy priorities aimed towards facilitating economic growth and capital investment to reduce the level of unemployment that persists in the Province.

2. ROLL-OUT OF EPWP

The Province is adopting basically two approaches for rolling out EPWP. These are:

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- Re-orienting conventional projects and budgets to employment intensive methods of Construction in compliance with EPWP and DoRA requirements thereby maximizing employment opportunities.
- Learnerships and skills development including the capacity development of local emerging entrepreneurs. Learnerships are an avenue incorporated in the EPWP to ensure that job creation is sustainable. The increase in skills through the training and learnerships will increase the employability of the individuals in the future and also increase their earning potential.

3. PROVINCIAL TARGETS

The national targets indicated above are global figures without specific targets for provinces. The national targets also do not reflect the actual provincial socio-economic conditions, resource availability, and the wish of the provinces. It was against this background that for the efficient implementation and ultimate success of the EPWP it was deemed imperative to have a comprehensive 5-year Provincial Business Plan which is based on actual needs of the Province and covers all components and aspects of the programme. LDPW therefore developed the Business Plan in May 2007 which is now being used by all the Implementing Agencies. The Business Plan serves as a general guidance and reference document and also as a monitoring and evaluation tool. It is also intended to be a medium for information dissemination among policy makers, programme implementers, as well as all EPWP stakeholders. A summary of the set provincial targets are as indicated in the tables below:

Table 1: EPWP Provincial Business Plan 5-Year Targets

Sectors	Funding allocation (Million)	Work Opportunities	Learnership & Skills Development	Worker's Training
Economic	R1,126.4	29,855	16,671	29,855
Environmental	R3,891.0	143,989	450	145,903
Infrastructure	R6,962.0	173,635	962	173,635
Social	R1,436.7	43,962	43,962	-
Provincial Total	R13,416.1	391,441	62,045	349,393

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The above plan for Limpopo appears to be ambitious and probably may need to be revised during the mid-term review based on the detailed assessment of the capacities and capabilities of the participating implementing agencies. It should however be noted that, the above figures are compiled from actual submissions of implementing agencies part of which has been reflected on their respective Medium Term Expenditure Framework (MTEF) plans. Moreover, some implementing agencies did not participate in the compilation of the plan due to administrative and other reasons. The authors of the plan were, therefore, compelled to make assumptions on the scope of work and investment to be made by these agencies. It should also be noted that the national EPWP planned budget of R19, 6 billion excludes the budget for the Economic sector which is still not finalized.

4. SECTOR FOCUS

The Province is currently implementing EPWP projects in all the four sectors. Sector Business Plans for all sectors have been completed and distributed to the various sector committees for implementation. The sector plans also form part of the Five-Year EPWP Business Plan. Brief descriptions of each sector activities are given below:

4.1 Infrastructure Sector

The Infrastructure Sector focused on medium to large scale projects using Labour Intensive Construction (LIC) methods to deliver public infrastructural services in roads, water, sanitation, housing etc. The LIC method involves the use of an appropriate mix of labour and machines, with a preference for labour where technically and economically feasible, without compromising the quality of the finished product. Government bodies currently participating in the sector are the Department of Roads and Transport, Road Agency Limpopo (RAL), and the District and Local Municipalities.



Figure 1: Workers on a Road Construction Project

4.2 Environmental Sector

The Environmental and Culture sector focused on the employment of people on projects to improve their local environments thereby improving the livelihood of the target communities. The sector attempts to utilize the country's natural and cultural heritage to create both medium and long-term jobs and social benefit.



Figure 2: A worker clearing Alien Plants

The sector consists of the following core programmes:

- Sustainable land-based livelihoods (Working for water);
- People and Parks;
- Working for Tourism and Working on Waste and
- RESIS.

The departments currently participating in the programme are: Economic Development, Environment and Tourism (DEDET); and their national counterparts, Department of Environmental Affairs and Tourism (DEAT); Water Affairs and Forestry (DWAF); and Department of Agriculture (DOA).

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4.3 Social Sector

The Social Sector's primary focus is the improvement of basic social services, through implementing of the Early Childhood Development (ECD) Programme, Home-Community Based Care (HCBC) Programme, Auxiliary Nursing, Victim Empowerment and Safety & Security; and thereby enhancing the livelihood of the local communities. The participating Departments are Education, Health, Local Government and Housing, Social Development, and Safety, Security and Liaison.

Social Sector Support Programme: The National DPW appointed Shisaka to offer management information support in Home Community Based Care and Early Childhood Development programmes. Two pilot HCBC Centres were identified, namely, Fanang Diatla and Makotse. Ten Care givers from the two centres were trained on collection of data from households using cell phones technology. Data on a number of HCBC, NPOs and Care givers in Limpopo was collected and developed into Electronic database linked to Geographical Information System maps. This kind of information assists with data capturing and verification for quarterly reports in line with DPW reporting template.

Social Sector launch and Graduation Ceremony:

The launch took place at Mokopane on the 07th September 2006. It empowered many stakeholders regarding the activities of the Expanded Public Works Program in the Social Sector and has demonstrated integration of the sector. Seven hundred Cooks, seven hundred Gardeners and one thousand Practitioners received certificates on that day.

Social investment in children remains a responsibility for all sectors.



Figure 3: An ECD site at work

4.4 Economic Sector

The Economic Sector's primary focus is the development of entrepreneurial skills through new venture creation Learnerships and cooperatives in order to introduce previously disadvantaged individuals into the mainstream economy. Currently, only the Department of Public Works and LIBSA are participating in the sector, implementing the Sakhasonke Contractor Development Programme and Cooperatives Programme.

To date 100 learner contractors have been enrolled into the programme and have successfully completed training, i.e., in 2005/06 forty (40) learner contractors benefited and in 2006/07 sixty (60) graduated in Contractor Contracting NQF level 2. Learner contractors have managed to complete 300 projects as part of their practical training and approximately 4100 jobs were created during the implementation of the learnerships. They have been contractually bound to exit the programme after they were assessed as having emerged and have completed training projects.

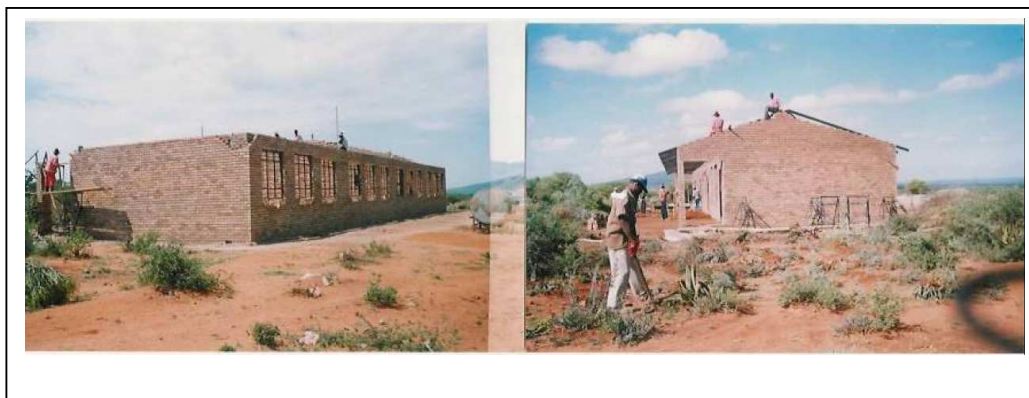


Figure 4: A Classroom Block under construction under Sakhasonke Programme

5. PROGRAMME MANAGEMENT

LDPW has established an EPWP Directorate at its headquarters headed by a General Manager to coordinate the implementation of EPWP in the Province. The Directorate includes two Senior Managers, four sector coordinating managers and their deputies as well as support staff.

Four sector coordinating committees each comprising of relevant implementing agencies and facilitated by a lead department, have been established. Each sector committee holds regular monthly meetings.

The Directorate has also established a Provincial Steering Committee (PSC) involving all EPWP stakeholders which convenes quarterly. The PSC has a technical arm, i.e., the Technical Coordination Committee, which meets more regularly and deliberates on day-to-day technical activities of the sectors.

LDPW is being assisted by the International Labour Organization (ILO) which is providing technical assistance and skills development support in infrastructure-related works covering all the sectors while also providing managerial support related to the implementation of EPWP. Five

Experts have already been mobilized and are in place since the beginning of September 2005. According to the bilateral agreement, the five experts will be seconded to Limpopo Department of Public Works for a period of three years. This has been extended to by a further 2 years

6. PROGRAMME ACHIEVEMENTS

Since inception of the programme up to March 2009, a total of 168,112 work opportunities have been created through implementing EPWP related projects to the tune of R 1.4 billion in all the four sectors. In addition, some 13,646 Learnerships have been conducted and some 25,329 workers received training in technical and life skills. The tables below give a breakdown of the data for the achievement highlighted above.

6.1 EMPLOYMENT

Table 2: Summary of Job Opportunities Created

Sector	5 year Targets	Number of Job Opportunities Created					Progress
		2005/2006	2006/2007	2007/2008	2008/2009	Grand Total	%ge
Economic	29,855	1,137	2,112	2,234	2,055	7,538	25%
Environment	143,989	8,431	5,486	31,725	19,282	50,546	35%
Infrastructure	173,635	16,862	2,889	13,934	28,340	62,025	36%
Social	43,962	4,113	2,654	6,535	11,061	24,363	55%
Total	391,441	30,543	13,141	54,428	60,738	144,472	37%

6.2 SKILLS DEVELOPMENT

Skills development under EPWP is being carried out in two ways:

- Learnerships - where the entrepreneurs and staff of Small and Medium Enterprises are provided with training and exposed to real life work projects to capacitate them to effectively manage their businesses and service delivery; and

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- Workers training, where unskilled workers engaged on EPWP projects are given skills on technical and generic issues to enable them to gain entry into the labour market. This is a requirement for projects to qualify as EPWP.

The following tables provide the status of skills provided and the type of courses offered.

Table 3: Summary of Skills Development

Sector	5 year Targets	Learnerships (No. of Learners)					Progress
		2005/2006	2006/2007	2007/2008	2008/2009	Grand Total	%ge
Economic	16,671	100	140	-	98	338	2%
Environment	450	149	-	414	125	688	153%
Infrastructure	962	165	148	83	862	1,258	131%
Social	43,962	3,350	3,750	5,347	16,687	29,134	66%
Total	62,045	3,764	4,038	5,844	17,772	31,418	51%

Table 4: Summary of Workers' Training

Sector	5 year Targets	Workers' Training (No. of Learners)					Progress
		2005/2006	2006/2007	2007/2008	2008/2009	Grand Total	%ge
Economic	29,855	1,734	1,139	187	890	3,950	13%
Environment	145,903	3,870	2,009	7,258	9,550	22,687	16%
Infrastructure	173,635	3,870	960	4,302	15,688	24,820	14%
Social	-	-	-	-	-	-	-
Total	349,393	9,474	4,108	11,747	26,128	51,457	15%

Note: The above employment and Skills development figures reflect only what has been reported by implementing agencies. In fact these figures may be on the lower side considering the uncoordinated reporting system prevailing in the Province. Some Departments do not produce reports at all and others directly report to their National departments and NDPW without necessarily sharing information with the EPWP Directorate. Details are contained in the review report compiled in September 2007

6.3 Advocacy of Programme to Stakeholders

The Department has visited all municipalities and has given a series sensitisation workshop on the objectives and principles of EPWP and LIC as well as assisting in the formulation of their projects. The awareness campaigns targeted local leaders, policy leaders and municipal officials. In addition to the above, the EPWP Directorate also conducted technical re-orientation workshops for all implementing agencies' officials, private Consultants and Mentors involved in the management of LIC and EPWP projects. To date some 140 EPWP Managers of implementing bodies, and 100 Mentors and Consultants had undergone workshops on the principles and objectives of EPWP, and labour intensive construction technology.

6.4 Standardization of Tender Documents for EPWP/LIC Projects

Sample tender documents have been prepared in collaboration with Road Agency Limpopo (Pty) Ltd (RAL), which uses the CIDB format and incorporates LIC and EPWP clauses. The sample tender documents have been recommended to relevant implementing bodies (municipalities and departments) for use.

6.5 Technical Support on Labour Intensive Methods of Construction

Technical support has been provided to implementing bodies and in particular, the municipalities in the implementation of EPWP projects using LIC methods in the following areas:

- Assistance provided in planning, designing and implementation of LIC infrastructure projects through guidance and provision of technical advice to programme managers, and appointed Engineering Service Providers;

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- Collection and keeping of essential data such as employment, social, outputs, cost, etc, that will be relevant for analysing the impact and benefit of the methods of delivery;
- Re-aligning of projects and tender documents to EPWP/LIC requirements.
- Coordination of learnerships and other training with Department of Labour.
- Reviewing and analysing the training needs requirement of the institutions essential for optimising employment opportunities in the execution of the mandate assigned to them;
- Advising, supervising and monitoring that appropriate labour standards are observed and applied by implementing agencies

To date, the following institutions have received technical support:

6.5.1 Support to Municipalities

More than one hundred (100) new Infrastructure projects of various municipalities have been reviewed and recommended to municipality's Technical Sections for re-alignment to comply with LIC and EPWP requirements. 7 of the 23 municipalities are being assisted by National Public Works and rest by Limpopo Public Works.

6.5.2 Support to Departments

6.6.2.1 Department of Roads and Transport

Road Agency Limpopo (Pty) Ltd. (RAL): parastatals under the Department of Roads and Transport, is being assisted by the EPWP Coordinating Unit with the implementation of Gundo Lashu labour intensive roads programme under EPWP. Currently 9 road projects to the tune of R 69.9 million are under construction by SMME contractors.

As part of the assistance, research works on alternative sealing options suitable and user-friendly to labour intensive methods are being undertaken in collaboration with the Council for Scientific and Industrial Research Institute (CSIR).

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The Department of Roads and Transport embarked on EPWP projects in road fencing and plans are in progress to start mobile mechanical units and routine road maintenance by SMME contractors. Both DORT and RAL are also being assisted by the EPWP Directorate with the planning and implementation of additional projects funded under a National EPWP Up-scaling programme. A budget of R72.0 million has been allocated for the projects in Limpopo.

6.6.2.2 Department of Water Affairs (DWAF)

The EPWP Directorate assisted the Department of Water Affairs (DWAF) in the Province and South Africa Local Government Association (SALGA) to prepare a draft proposal on Sanitation Job Creation Initiative project. The project's primary objective is to address the province's VIP Latrine backlog. The Project is expected to cost R2 billion over the next four years.

6.6 MIG and EPWP Collaboration

The EPWP Directorate has established collaboration with the MIG Unit of the Department of Local Government and Housing (DLGH) in the implementation of EPWP projects under MIG funding. As a result of this collaborative effort, the EPWP Coordinating Unit participates in MIG monthly and quarterly meetings through which information related to EPWP and LIC is exchanged. Through this collaboration, efforts are being made to review and come up with one reporting format for both MIG and EPWP reporting, as well as to undertake joint projects inspection and participate in the municipalities' PMU meetings.

6.7 Coordination and Harmonization of Learnerships

6.7.1 Establishment of Giyani Training Centre (GTC)

In order to ensure cost effective and harmonized Learnership programme, the LDPW established a Training Centre at the former College of Education at Giyani. The Giyani Training Centre (GTC) was established with the aim of providing LIC capacity building for the implementation of EPWP. The Training Centre catered for the training of Learner Contractors, established contractors, consultants and client staff of the Province.

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ILO assisted in the management of the training centre as well as training delivery. The training facility is also capable of providing services to other EPWP implementing agencies including neighbouring provinces, i.e. Mpumalanga and North-West Provinces

Thirty (30) learners from ten (10) emerging contracting firms have already completed their first classroom training at GTC on Water-sector learnerships and are currently undertaking their training projects in Sekhukhune District.

A total of 75 learners from 25 Road-sector Learner Contractor Firms comprising of 4 for Capricorn District Municipality, 6 for Polokwane Municipality, 5 for Vhembe District Municipality and 10 for Mopani District Municipality, underwent 4-month training and are currently executing training projects.

A two-week LIC re-orientation workshop was also conducted at the Centre for departmental and municipal officials who are implementing EPWP. LDPW is exploring the possibilities of integrating the Giyani Training Centre with the FET colleges in partnership with the Department of Education.

6.8 Streamlining Payment of Daily Wage Rates on all EPWP Projects

Terms of Reference have been drafted to engage a private Consultant to undertake a survey to review the daily wage and come up with uniform wage rates for the Province. However, this process was put on hold as National DPW agreed to undertake the same exercise nationwide including Limpopo. In the meantime, it has seriously affected agencies like the RAL on the Gundo Lashu projects where workers have abandoned sites for better paying projects.

7. PROGRAMME REVIEW

A mid term review was conducted at National level commissioned by the National Department of Public Works and undertaken by Human Sciences Research Council (HSRC), Social Surveys Africa, ITT, Rutgers University and Southern Africa Labour and Development Research Unit (SALDRU) on behalf of the Department of Public Works. There were a number of key findings and recommendations from this review. The recommendations were mainly at Policy level as well as programme redesign level. Implementation of the recommendations of the review will be

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dealt with at national level by a task team comprising National Public Works, National Treasury, The Presidency, National Department of Social Development and other key line Departments.

In the Limpopo Province a review workshop was held in mid August 2007 by key stakeholders pursuant to the Economic Cluster directive to verify if the set Provincial EPWP targets were realistic or not. Below are issues deliberated upon with findings and conclusions from the situation appraisal:

- ⇒ The targets set for EPWP in the Province are realistic. The reason being that, if all participating implementing bodies contribute their share to the EPWP, the province can exceed the 394,000 work opportunities contemplated. The formula that the unit utilized is that: Assume that it cost +/- R25,000 to create one job per annum, then the net public sector investment of R13 billion for EPWP in the form of conditional grants such as Municipal Infrastructure Grant (MIG) etc , results in the creation of a total of 520, 000 work opportunities. This far exceeds the target set by more than 126,000 work opportunities.
- ⇒ Reporting: It was found that most implementing bodies did not submit reports previously and are still not reporting on implementation of EPWP at all. Attention of the reviewers was drawn to summarize version of reports, where each and every implementing body is listed showing their appalling status of reporting. It was further established that Accounting Officers of implementing bodies do not know what is being reported on EPWP in their institutions as coordinators do not update them. Most participants reported that their Accounting Officers usually do not sign EPWP reports to be submitted to LDPW for incorporation in the National M & E data base. It was also noted that the standards of reporting were not adhered to. It was in particular noted that most of the projects were excluded from EPWP since the training of workers did not take place; projects without training become like any other project and hence do not comply with EPWP even if Labour Intensive Methods of Implementation are utilized.
- ⇒ Programme Awareness: It was established that awareness has not risen to the highest stimuli, because in most implementing agencies, EPWP is an add-on and not part of the functional mandate even if the agency receives monies with EPWP conditions contained in the Division of Revenue Act. It was further noted that training of public officials on the principles and ethos and the political economy of a public work programme is critical. Central to awareness creation was the issue of proper targeting, that the EPWP is designed to deal with poverty alleviation at the second economy level and it is therefore not a conventional programme.

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- ⇒ Governance Model: The review team affirmed the central role of LDPW being overall Coordinator, while LEDET leads the Economic sector, Department of Agriculture leads the Environment Sector, and LDPW leads the Infrastructure Sector, and the Department of Health and Social Development leading the Social Sector. However, it was noted that Sector Lead departments were not leading at all, rather would want LDPW to lead them. This results in a situation where sectors lagged behind in the identification, budgeting and implementation of relevant EPWP projects. This leads to shallow content input in sector specific projects where lead departments are specializing on content. It was also established that the model where Public Works leads all other sectors has limitation in terms of content input into the other sectors, as it would be noted that the programme has implementation guidelines in the infrastructure sector only, while the rest do not have, hence a need for development of guidelines in the other sectors particularly for the social sector

At Municipal level it was established that the District Municipalities should coordinate EPWP in the District.

- ⇒ Up-scaling for Goal Realization: It was found that Treasury has allocated monies to the Provincial Departments for up-scaling of the EPWP. It was found that the monies were meant to further bolster attainment of EPWP targets, but this is not happening, within the Infrastructure Grant for Provinces recipients, the MIG recipient, CASP, Land Care, School Nutrition Programme and Rural Access Roads Programme. Therefore there is a need for a directive to the Infrastructure recipients and the Environment recipients of MIG and PIG to upscale their projects. There is also an urgent need for the MIG budget to be utilized for the implementation of learnerships. The identified seven Top Municipalities receiving the biggest allocation of MIG put a drive for meeting the targets together with Department of Public Works, Department of Roads and Transport, and the Department of Agriculture. There is also a need that the Economic sector participants consolidate the cooperatives for long term sustainability and further implement new venture creations or new enterprise development model in up-scaling the sector. The Social Sector should expand the Early Childhood Development and the Anti-Retroviral roll out programme.
- ⇒ Accountability: It was further realized that Treasury does not request achievability reports on the realization of EPWP targets from implementing bodies against funds allocated for the programme since there is under spending on some programmes within implementing bodies. Some Accounting Officers do not take responsibility of ensuring that set targets are achieved across their departments, SOEs and Municipalities. Further, that the Internal Audit does not query compliance by implementing bodies on the DORA EPWP conditions.
- ⇒ Translation of policy into programme of action: The mid term review undertaken at the National level has recommended that “ The desirability and feasibility (fiscal and administrative) of using a PWP in place of alternative social protection options for working age poor unemployed,

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needs to be agreed prior to decision to extend the EPWP beyond 2009". Within the Limpopo Provincial context the role of the EPWP will be to translate National Policy Objectives into provincial programmes of action. It was therefore agreed that there is no need of policy change in the province other than focus on achieving the remaining targets.

- ⇒ The Province participated in the National EPWP awards and won in two categories, the best Province Social Sector and Best Project in the Economic Sector.
- ⇒ Summary of upscaling and massification of the EPWP is presented hereunder:

The plan was generated Utilising data submitted by sector departments, municipalities and state owned enterprises participating in the implementation of the EPWP based on directives of the Sector Clusters and the decisions of the Executive Council.

The Department submitted a Provincial 2008/9 report on massification/upscaling as per EXCO Decision 37 of 2008. The upscaling programme began in the second quarter for implementation as approved by the G & A Cluster in September 2008

Below is progress registered by individual participating bodies.

Table 5: Up-scaling/Massification Plan 2008/2009 Financial Year

Implementation of EPWP in Limpopo:					
Up-scaling/Massification Plan 2008/2009 Financial Year					
Sector	Programme	Agency	Potential EPWP Allocation	Jobs to be created	Jobs Created
			%		
1. Economic	Cooperatives	LimDev	100	50	0
	SMMEs for African Ivory Route	Economic Development Environment & Tourism	100	20	0
	Contractor Development	Dept of Public Works	100	40	0
2. Environment	Land Care	Dept of Agriculture & Engineering works	100	178	0
	Tshivhase/Makumbani Tea Estate	Dept of Agriculture & Engineering works	100		

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					0
	Mass Participation	Dept of Sports Art and Culture	100	492	561
	People and Parks	Dept of Economic Dev, Environment & Culture	100	125	0
	Working for Tourism	Dept of Economic Dev, Environment & Culture	100	389	0
	Working for Waste	Dept of Economic Dev, Environment & Culture	100	70	0
	Working for Waste	Feta-kgomo Local municipality	100		99
	Working for Waste	Thulamela Local Municipality	100		100
	Botanical Garden	Aganang Local municipality	100		Project on tender
	Tourism and Heritage site	Aganang Local municipality	100		Proposal has been sent for tribal resolution
	Sanitation	Mogalakwena Local municipality	100	476	416
	Greening Sekhukhune	Limpopo Department of Agriculture	2	304	188
	BILEC	Limpopo Department of Agriculture	2,5	75	150
3. Infrastructure	Conventional Road Construction	Road Agency Limpopo	100	4,141	0
	Conventional Road Maintenance	Road Agency Limpopo	100	1,853	0
	Gundu Lashu Road construction	Road Agency Limpopo	100	647	0
	Road Rehabilitation/Upgrading-regular	Dept of Roads & Transport	100	5,171	0
	Road Maintenance-regular & NYS	Dept of Roads & Transport	100	2,046	
	Road Sector Upscalling	Dept of Roads & Transport	100	1,971	1,443
	Municipal Infrastructure Grant (MIG)	Dept of Local Government & Housing	50	12,211	0

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	Provincial Infrastructure Grant (PIG)	Dept of Agriculture Projects	100	1,438	0
		Dept of Education Projects	100	7,055	0
		Dept of Local Government & Housing	100	12,490	0
		Dept of Health Projects	100	7,622	
		Dept of Public Works Projects	100	751	15
		Dept of Social Development Projects	100	1,076	
		Dept of Sport, Art & Culture Projects	100	270	
4. Social	School Nutrition	Dept of Education	100	121 (Women Comparatives)	121
	Early Child Development (ECD)	Dept of Education	100	3,720	0
	Home Community Based Care (HCBC)	Dept of Health	100	4,000	0
	Home Community Based Care (HCBC)	Dept of Social Development	100	1,850	0
	Manyeleti Youth Academy	Safety, Security & Liaison	100	440	0
	Integrated Sustainable Human Settlement (ISHS)	Local Government & Housing	100	2,600	0
Total				60,757	3,093

Massification of EPWP:

Potential Challenges and Mitigations measures

The following challenges still apply to the programme as reported in the third quarter of 2008/2009.

Table 6: Massification of EPWP: Potential Challenges and Mitigations measures

Challenges	Proposed improvements
1) Realignment of large conventional infrastructure projects	1) Streamline the planning, design, implementation and

<p>to EPWP</p> <ol style="list-style-type: none"> 2) DoL training budget not sufficient to cover all beneficiaries 3) The ten-set-aside projects identified by the economic Sector Cluster Technical Committee is not being implemented 4) Short duration of employment offered particularly on project under the environment sector 5) Lack of well designed exit strategies for beneficiaries exiting the EPWP projects 6) Lack of forward looking project implementation plan 	<p>monitoring of project to maximize job creation</p> <ol style="list-style-type: none"> 2) Realign large scale investment projects to EPWP to increase impact of the programme and sustain socio-economic benefits 3) Adopt a two-year project planning and implementation cycle to improve service delivery 4) That employment of beneficiaries be beyond the two cycle and linked to well defined exit strategies 5) State institutions should plan for EPWP projects and set targets in their APP's, IDP and Strategic plans.
<p>Strategic Interventions for implementation by Implementing bodies</p> <ol style="list-style-type: none"> 1) Improve administrative and technical capacities of in project planning, design and implementing by state bodies 2) Non-accredited training undertaken by projects must be acknowledged or recognized and reported as part of EPWP training 3) The G & A Cluster to prioritize and solicit for funding to support RPL processes in the province which feed back will be provided in due course by OTP 4) Progress made in the implementation of Ten-Set-Aside and SMME development strategies are reported by LEDET on a quarterly basis and that an impact analysis is done and reported to the Cluster. 5) Proper planning and design of projects for EPWP Phase II so that project can commence by 1 April 2009 and 1 July 2009 for municipalities as per National Plan. 	

Recommendations were made to the Economic Sector Cluster to note the report on Provincial EPWP Massification and Upscaling and the challenges and that the interventions have to be approved.

8. PROGRAMME RELEVANCE AND SUSTAINABILITY

The programme is highly relevant in the current social transformation that is taking place in South Africa with emphasis on job creation and black economic empowerment. It is also in line with the government short-to-medium term policy which aims at eradicating poverty and enhancing national economic development.

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The programme is creating jobs and skills development opportunities in all parts of the province including areas where such opportunities were none existent in the past.

The key ingredients of a sustainable programme are government/political support, ownership and commitment by implementing agencies, sustained financing, which should be demand-driven and participatory in nature. The EPWP satisfies all these which make it unique in the world, certainly in Africa. As indicated above, EPWP is a programme initiated by the government to address rampant unemployment and poverty among the historically disadvantaged people. The government has made a conscious decision to use its line budget, to the tune of R19 billion, to maximize job creation coupled with skills development, and this puts the SA government among very few countries in the world to do so. Lastly, targeted communities are able to participate in the selection and monitoring of projects through the Integrated Development Plan (IDP) process. There is a mechanism in place by which the respective SETAs are providing funds for skills development and training.

There is a school of thought that suggests that EPWP is creating short-term employment and will not be able to address the structural problems of unemployment and poverty. This however, does not appear to reflect the actual reality on the ground. In the first place the EPWP was not meant to eradicate unemployment and poverty in the country. It was meant as an interim temporary measure to provide livelihoods for the majority of the historically disadvantaged people while the mainstream economy is growing to the level that it can create opportunities for the same. Secondly, the short-term nature of the projects implemented under the EPWP programme is not a problem by itself. The problem lies with the public bodies' inability to create enough of these small projects although they have the budget to do so. The challenges are, among others, the lack of buy-in and commitment on the part of some programme managers and administrators as well as acute shortage of capacity in the implementing agencies which results in most public bodies not actively involved in EPWP. Hence there is a need for a focused approach and action on the part of the Government to address this situation. EPWP as a programme should also address this issue in order to ensure the sustainability of social benefits and economic growth.

9. EMPLOYMENT AND LABOUR STANDARDS

One of the key requirements for a successful implementation of EPWP is the observance of human rights in general and ensuring of the rights and welfare of workers in particular. These are clearly stated in the Code of Good Practice for Special Public Works issued by the Department of

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Labour and the Guideline for the Implementation of Labour-Intensive Infrastructure projects under EPWP. The Code defines benefits to be accrued to the workers by virtue of working on EPWP projects and the conditions of work including health and safety requirements. The workers are also entitled to a two days paid training per month on technical and vocational skills which enhances their future employability.

Project-based Steering Committees (PSC) comprising of the local Authorities, Community Leaders, representatives of local civic organizations, CBO's and NGO are established on all projects to monitor project activities, ensure the welfare of workers and serve as links between the community and projects managers. In addition, all projects appoint Community Liaison Officers (CLOs) who monitor the welfare of the workers on a daily basis and communicate the grievances of the workers to the PSCs. The CLOs serve as the first complaint mechanism for workers. As they are selected from among the local community, the CLOs are easily approachable and workers communicate their problems.

All EPWP projects are required to strictly follow this implementing mechanism/approach so as to ensure productivity, protect the rights and welfare of workers as well as to sustain the benefits of EPWP. It was therefore recommended that Limpopo adopts the interim wage rate of R50.00/day on all EPWP projects.

10. COMMUNITY PARTICIPATION

Community and stakeholder participation is of paramount importance for a development programme such as EPWP, in order for it to have an impact in the livelihood of its target beneficiaries. Involving the community among others:

- enhances transparency, accountability and efficiency in the use of public resources;
- empowers the disadvantaged communities to have a say in the planning process in general and in the selection of programme/ projects affecting their livelihood, and
- Ensures sustainability and ownership of programmes/projects.

Under the EPWP, like any development programmes in SA, community participation is ensured through the Integrated Development Planning (IDP) process. The IDP process requires all public bodies to consult the community at village/ward levels before presenting projects to elected

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local leaders (e.g., Councils) for approval. This process allows or empowers the community to participate in the identification, selection and prioritization of projects for public investment.

It should be noted, however, that the IDP process like any participatory system in any emerging democracy has its own loopholes. Sometimes communities tend to focus on their immediate needs (localized interests) and are unable to see/think globally (even at Municipality-wide level). As a result some projects, selected by the communities, may not fit into, complement and/or advance the provincial and national development strategies. However, this can be mitigated through increasing awareness levels of and continuous social dialog with target communities and their local leaders.

11. SOCIAL DIALOGUE

The level of success in the implementation of any project is dependent on the relationship and dialogue between various role players particularly between the employer and workers. Social dialogue enables the resolution of any conflict in an amicable manner and creates a sense of trust and confidence between the managers and those who execute projects. These ensure a smooth running of projects.

In the context of EPWP, the roles and responsibilities of all players/stakeholders should be clearly defined in the Programme implementation guidelines as well as sectoral project management procedures and guidelines. These documents encourage and give basis for social dialogue and interaction between the workers and their employers as well as the community and programme managers.

12. CHALLENGES /PROBLEMS/CONSTRAINTS

The following are some of the teething challenges encountered in the implementation of EPWP in the Province:

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- In spite of its apparent impact on poverty reduction and despite the national Cabinet's call for up-scaling its activities, EPWP is not widely adopted and its implementation remains at the smaller project level, while it was anticipated that state institutions would implement large EPWP's projects;
- Lack of technical and managerial capacity in most implementing bodies and varied capabilities among them. This challenge is more acute with the Municipalities in poor communities ;
- Questions still linger on the effectiveness of training of both Consultants and Contractor Staff on LIC. The Task work system and indeed the whole LIC concept are still widely misunderstood by these groups. There is also evidence of reluctance amongst Consultants and established Contractors to adopt LIC/EPWP as they perceive it to be slower and thus less profitable. There are also anecdotal indications of loose cartels between Consultants, Plant Suppliers and Contractors. All these result in poor project monitoring which in turn have a negative impact on project delivery. This failure of LIC projects due to misconduct of Consultants and Contractors is more-often-than-not unfairly blamed on LIC technology.
- Lack of effective Coordination between training role players (SETAs, National DPW, Trainers, Mentors, Consultants and Client Bodies);
- Low productivity of contractors and Consultants which slows down service delivery;
- Inadequate reporting by most implementing bodies and inconsistencies and sub-standard quality of the few submitted reports.
- The involvement of the private sector in the implementation of the programme is also a challenge, which is being addressed through entrepreneurship development under the economic and social sectors. There is a huge potential for employment creation in the private sector. Therefore, efforts must be made to tap into this potential through engaging and partnering with the private sector in line with the Government's Accelerated and Shared Growth Initiative for South Africa (AsgiSA).

13. RECOMMENDATIONS

With the implementation frameworks put in place, as described above, there is high indication that the Province will be able to make substantial contributions towards meeting the national objectives of unemployment and poverty alleviation. However, the following actions need to be taken as a matter of urgency:

- Heads of Government bodies should take a lead role on all aspects of EPWP implementation in their respective institutions and ensure part of their line budgets are used for EPWP activities . In addition, implementing bodies should submit Service Level Agreement on the implementation of their EPWP projects to LDPW
- Intensification of awareness creation on EPWP, targeted training for programme managers and enforcement of legislations by relevant authorities;
- Continuous training of programme implementers as part of internal human resources development programme of respective implementing bodies and technical and managerial support to struggling agencies;
- Carry out comprehensive review of the performance of contractors and update the comparative study between Labour-Intensive and Conventional construction methods;
- Reviewing of existing planning and reporting procedures and forms to make them concise and user-friendly. There should be standardized reporting formats for various levels operation and reporting;

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- The roles and responsibilities of parties involved in the implementation of EPWP projects must be clearly defined and made known to all parties. In this regard it may be necessary to re-look at the procedure of engaging Training Service Providers, Mentors as well as Consultants with the aim of making these complimentary instead of competitors.
- That funding from the Department of Labour be made available at the beginning of the Financial Year
- That the EPWP Phase II model be adopted and implemented in the next Financial Year beginning the 1 April for Provincial stakeholders and 1 July for Municipal stakeholders.

Head of Department

Date