South African CitiesNetwork

THE STATE OF EXPANDED PUBLIC WORKS PROGRAMMES IN SOUTH AFRICAN CITIES

2012-2013

EXPANDED PUBLIC WORKS PROGRAMME

South African CitiesNetwork

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EXPANDED PUBLIC WORKS PROGRAMME

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FOREWORD

In June 2014, the SA Cities Network (SACN) EPWP Reference Group released the multi-year *State of Expanded Public Works Programme in South African Cities* report, representing the first half of the EPWP Phase II (2009/10–2011/12). With the 2012/13 report, we get back on schedule with the regular annual production of this important publication which tracks the progress and experience of the nine SACN member cities in implementing EPWP. This reporting continues to provide great value, providing important monitoring and benchmarking, as well as being an on-going platform for sharing knowledge and learning.

As with previous reports, the 2012/13 report presents the status of EPWP implementation in relation to programme output targets, expenditure, and sector performance. It also takes stock of the institutional arrangements being used in the cities for delivering EPWP, analyses particular innovative practices, and identifies key challenges facing the cities. We trust that the stakeholders will continue to find value in the reporting and use its findings to enhance the performance and impact of EPWP.

This report continues to be significantly informed by the cities themselves, through the SACN-EPWP Reference Group, a peer-based platform comprising key city officials who are responsible for implementing the EPWP in their respective cities. This collective has continued to meet quarterly over the period, providing a forum where experiences and knowledge are exchanged between peers. The Reference Group also contributes to enhancing coordination between the cities and other role players towards the effective implementation of EPWP.

We look forward to these reports contributing even more explicitly to enhancing job creation in South Africa, through information, reflection and learning based upon EPWP, our flagship public employment programme.

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www.epwp.gov.za
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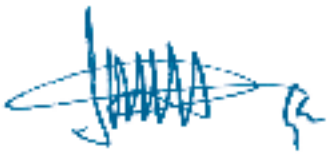

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ACRONYMS

CBO	Community-Based Organisation
CWP	Community Works Programme
DCoG	Department of Cooperative Governance
DoRA	Division of Revenue Act
DPW	Department of Public Works
ECD	Early Childhood Development
EPWP	Expanded Public Works Programme
FTE	Full Time Equivalent
GDS	Growth Development Summit
HCBC	Home/Community Based Care
IDP	Integrated Development Plan
KPI	Key Performance Indicators
MIS	Management Information System
NGO	Non-Governmental Organisation
NPO	Non-Profit Organisation
NQF	National Qualifications Framework
NSS	Non- State Sector
SACN	South African Cities Network
SALGA	South African Local Government Association
SMEC	Snowy Mountains Engineering Cooperation
SOEs	State-Owned Enterprises
WO	Work Opportunity

INTRODUCTION

ABOUT THIS REPORT

The South African Cities Network (SACN) is an established network of South African cities and partners that encourages the exchange of information, experiences and best practices on urban development and city management. SACN was established in 2002 by the Minister of Provincial and Local Government in collaboration with the mayors of South Africa's largest cities and the South African Local Government Association (SALGA)

The goals and mandates of the SACN are to:

- promote good governance and management in South African cities;
- analyse strategic challenges facing South African cities, particularly in the context of global economic integration and national development challenges;
- collect, collate, analyse, assess, disseminate and apply the experience of large city government in a South African context; and
- promote shared-learning partnerships between different spheres of government to support the management of South African cities.

The SACN's core members are nine of South Africa's largest cities: Buffalo City, Cape Town, Ekurhuleni, eThekwini, Johannesburg, Mangaung, Msunduzi, Nelson Mandela and Tshwane. The nine cities collectively occupy 1.7% (approximately 21 828 km2) of the country's land area and are home to nearly 40% (37.5%) of South Africa's population. Together, they contribute more than 60% of the country's gross domestic product and offer employment opportunities that attract individuals of different cultural backgrounds from all the provinces of South Africa. According to the 2011 Census, the number of employed people increased in all the cities, while the unemployed (including 'discouraged' work seekers) decreased. In 2011, all nine cities had employment rates that were higher than the country's average of 56.5%, with Buffalo City, Johannesburg, Tshwane, eThekwini and Cape Town exceeding 73%.

This report is the latest in the State of the Expanded Public Works Programme (EPWP) reports produced periodically by the SACN that reflect on how the SACN member cities have performed, and map out challenges experienced and lessons learnt. The report outlines the progress and implementation of the EPWP by the cities over the 2012/13 period. This reporting period corresponds to the fourth year of Phase II of the EPWP and this report will also serve to summarize the key changes and features of Phase II.

METHODOLOGY

The methodology applied to develop this report comprised of a desktop study and telephonic interviews. The desktop study involved the review and analysis of relevant documents sourced from the SACN member cities, as well as the EPWP and SACN websites. Statistical data was obtained from the EPWP Quarterly Reports and from the Management Information System [MIS] used by the EPWP Unit National Technical Support Programme, which supports municipalities to implement and report on EPWP projects. All the cities were also given an opportunity to provide input towards the data contained in the report through the individual city reports. Telephonic interviews were held with representatives of the cities and in many instances, these were the individuals representing the cities on the SACN EPWP Reference Group. The Reference Group was established by SACN for the member cities as a platform to share best practice and lessons learnt in the implementation of the EPWP.

The main body of the report gives an overview of the EPWP Phase II, institutional arrangements, implementation and challenges faced. Individual city reports for all nine member cities (found in Annexure A) focus on the progress made and key successes in implementing the EPWP, while best practice examples (in the form of case studies) are explored in Annexure B.

BACKGROUND

Following the second democratic elections, the government still faced vast socioeconomic challenges. It perceived the challenges to be fourfold: to reduce unemployment, alleviate poverty, improve general skill basis and improve social services (DPW, 2005). The government subsequently decided that this required large-scale, labour-intensive methods in the construction industry in order to reduce unemployment whilst addressing the lack of service delivery in disadvantaged areas (DPW, 2005).

Unemployment and the resulting poverty were seen as the most significant threats to South Africa's new democracy. In March 2003, StatsSA released the Labour Force Survey showing approximately 40% of working-age people were unemployed, with young people being the most affected. Certain measures needed to be taken in order to remedy the situation. The EPWP was one such remedial measure, conceptualised by government and announced by the President during the February 2003 State of the Nation Address. The programme was then agreed to at the Growth

Photo: MediaClubSouthAfrica.com

and Development Summit (GDS) held in June 2003, adopted by Cabinet in November 2003 and launched in 2004, with the aim of creating one million work opportunities (WOs) over the next five years.

Further complicating the unemployment situation and resultant poverty (which were largely a legacy of apartheid policies) were the social and economic changes driven by rapid globalisation and the inadequate skill base emanating from a poor education system. The expanding labour force, large job losses in mining and agriculture during the 1980s and slow job creation in other sectors also added to this challenge.

The EPWP is one of the short to medium term strategies devised by government to address unemployment. The primary long-term strategies for reducing unemployment are to grow the economy and to improve the skills development system, so that the workforce is able to obtain the skilled jobs that are being generated by the economy. The EPWP is a nationwide programme, involving all three spheres of government and state-owned enterprises (SOEs), that aims to absorb significant numbers of unemployed people into work, coupled with training to enhance their capacity to enter the formal economy.

KEY COMPONENTS OF EPWP

The target of Phase I of the EPWP was to provide temporary work and skills training to one million unskilled, unemployed individuals over a five-year period, beginning in April 2004. The EPWP Phase II covers 2009/10 to 2013/14. In order to create jobs in a short period of time, the approach is based on the requirements of the GDS agreement and has the following key principles:

- To allow for a wide diversity of existing programmes.
- To expand best practice of existing programmes.
- To use existing budgets and replace special poverty relief or public works budgets.
- To be sustainable, so the EPWP must not be 'made work' but must be 'economically efficient'. The emphasis is on labour-intensive delivery of cost-effective quality services.
- To focus on growing sectors of the economy to avoid displacement.
- To attempt, through the design process, to maximise the involvement of local unemployed labour.

The EPWP covers all spheres of government and SOEs. Each public sector body must formulate plans for using its budget to contribute to implementing the EPWP. The focus is on four sectors:

- **Infrastructure**: increasing the labour intensity of specific government-funded infrastructure projects in terms of specified guidelines in order to create WOs. This requirement is specified in the Division of Revenue Act (DoRA) to be applied in respect of provincial and municipal infrastructure grants.
- **Environmental**: creating WOs in public environmental programmes by expanding existing projects originally implemented through the Special Poverty Relief Allocation, for example Working-for-Water.
- **Social**: creating WOs in public social programmes particularly home/community-based care and early childhood development.
- **Non-State**: In this sector, government partners with Non-Government Organisations (NGOs) to expand on the creation of work opprotunities. The Non-State sector consists of the Non-Profit Organisation (NPO) component in which wage costs are covered and the Community Work Programme in which both wage costs and non-wage costs are covered.

The key components of an EPWP project are as follows:

- Public sector bodies make a deliberate attempt to use expenditure on goods and services to create additional WOs, coupled with training for unemployed individuals.
- Projects usually employ workers on a temporary basis (either by government, contractors or other non-governmental organisations), under the Ministerial Determination for the Expanded Public Works Programme.
- Public sector bodies attempt to define and facilitate exit strategies for workers when they leave the programme – to build bridges between the second economy and the first economy.

The target of Phase I of the EPWP was to provide temporary work and skills training to one million unskilled, unemployed individuals over a five-year period.

Photo: MediaClubSouthAfrica.com

EPWP GUIDELINES

In 2004, the EPWP issued guidelines for implementing labour-intensive infrastructure projects, which were updated in 2005. These guidelines are designed to provide provinces and municipalities with the necessary tools to tender labour-intensive projects. They cover how to implement the most commonly encountered delivery model for labour-intensive works: 'design by the employer', whereby the contractor undertakes construction on the basis of full designs issued by the employer. It also assumes that the public body appoints a consultant to design the works and to administer the contract. Guidance is also provided in respect of:

- identification of suitable projects,
- appropriate design for labour-intensive construction,
- specification of labour-intensive works, and
- compilation of contract documentation for labour-intensive projects.

Specific direction is given regarding contract clauses to be included in order to amend or augment standard documentation regarding the implementation of labour-intensive projects.

The guidelines stipulate that the employment of local temporary workers on all EPWP labour-intensive infrastructure projects must be in line with the Code of Good Practice for Employment and Conditions of Work for Special Public Works Programmes issued in terms of the Basic Conditions of Employment Act, 1997 (Act No 75 of 1997) and promulgated in the Government Gazette, Notice No P64 of 25 January 2002. The Code of Good Practice and the EPWP Ministerial have subsequently been updated for EPWP Phase II.

PERSON DAYS OF EMPLOYMENT CREATED

» The number of people who worked on a project x number of days each person worked.

JOB OPPORTUNITIES

» 1 job opportunity = 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 job opportunities.

» Futhermore, the same individual can be employed on different projects and each period of employment will be recorded as a job opportunity.

PROJECT WAGE

» The minimum daily wage rate = the daily wage (whether task-rated or time-rated) per individual project. This wage rate must be included in the project tender document at all times, as per the EPWP Guidelines.

TRAINING PERSON DAYS

» Training is funded through the National Skills Fund (NSF) from the Department of Higher Education and Training or from project budgets. The training funded through the NSF is accredited while training funded through the project budget is not necessarily accredited. The number of training person-days is calculated as follows: the number of people who attended training x the number of days of training.

» For any other training, one training day equates to at least seven hours of formal training. It is, however, important to draw a distinction between accredited and non-accredited training person-days.

PROJECT BUDGET

» The project budget = 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 relates to the expenditure on the project by the contractor plus the expenditure by the professional service provider appointed to design and supervise the project. The actual expenditure excludes expenditure on government management and administration.

DEMOGRAPHIC CHARACTERISTICS OF WORKERS

» The number of workers that fall within the following categories must be recorded:

- Youth (18 – 35 years of age),
- Women, and
- Persons with disabilities.

Figure 1: Definition of EPWP indicators

Source: Guidelines for the Implementation of Labour-Intensive Infrastructure Projects under EPWP (Appendix D)

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2012-2013 REPORT

PART II
THE REPORT

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STORE AT 14 °C

OVERVIEW OF EPWP PHASE II

In 2003, the EPWP was introduced as one of government's major anti-poverty programmes. The Cabinet appointed the national Department of Public Works (DPW) as the custodians of the EPWP, and the first phase (Phase 1) was implemented from 2004 to 2009 with the aim of creating one million short and medium-term WOs for the poor and unemployed nationally. These WOs were combined with training, with the aim of increasing the employability of low-skilled beneficiaries within the formal employment market. The EPWP targeted four main sectors (infrastructure, environment and culture, social and economic) and achieved the target of one million work opportunities a year ahead of time.

EPWP PHASE II (2009–2014)

Launched in April 2009, Phase II of the EPWP looked to build on the successes and lessons learnt from Phase I. According to the DPW:

> public bodies from all spheres of government (in terms of their normal mandates and budgets) and the non-state sector (supported by government incentives), are expected to deliberately optimise the creation of work opportunities for unemployed and poor people in South Africa through the delivery of public and community services. Training and enterprise development will also be implemented in sector specific programmes to enhance service delivery and beneficiary well-being.

During Phase II, the EPWP is expected to grow to approximately four and a half times its current size and make a significant contribution to the Millennium Development Goal of halving unemployment by 2014. Its goal is to create employment equal to two million FTEs, or 4.5 million short, on-going WOs with an average duration of 100 days (one FTE = 230 working days).

The following important factors will contribute to the success of Phase II:

- significant scaling up of public sector employment programmes as part of the National Anti-Poverty Strategy,
- enabling the creation of paid work as the primary objective of the programme (employer of last resort),
- locate clear political and administrative accountability for EPWP work creation targets across all spheres of government,
- align EPWP outputs with the core mandates and programmes of implementing public bodies,
- provide fiscal incentives to accelerate scaling of EPWP outputs across all spheres of government, and
- mobilise non-state capacity to deliver additional EPWP work opportunities progressively scaling up, from 210 000 FTEs per year in 2009/10 to 680 000 FTEs in 2013/14.

INDICATORS FOR PHASE II	
Number of work opportunities (people employed and FTEs) created per annum in EPWP programmes	
Year 1 – 2009/10	500 000 work opportunities (210 000 FTEs)
Year 2 – 2010/11	600 000 work opportunities (260 000 FTEs)
Year 3 – 2011/12	850 000 work opportunities (360 000 FTEs)
Year 4 – 2012/13	1.2 million work opportunities (500 000 FTEs)
Year 5 – 2013/14	1.5 million work opportunities (680 000 FTEs)

Table 1: Indicators for Phase II *Source: EPWP Phase II Consolidated Programme Overview – February 2009*

Targets for Phase II

Although Phase II was in many ways similar to Phase I, more emphasis was placed on creating temporary WOs, to provide income to the poor and unemployed. Tables 2 and 3 show the WO and FTE targets for the various spheres of government. Drawing on the recommendations from the strategic review of Phase I, the objectives for Phase II included:

- The WOs provided annually (starting 2009/10) would include 55% for women, 40% for youth and 2% for people with disabilities.
- Government and non-state sector service delivery would be provided to approved and defined standards.
- An increased proportion of the normal budget would be spent on EPWP outputs (WOs, people employed, training and income transferred).
- Sector programme targets would to be specified, where applicable, as a percentage of labour-intensive employment.

Work opportunities: targets per year and sphere of government					
	Local	*Provincial*	*National*	*Non-state*	*Totals*
2009–2010	182 607	247 325	100 068	20 000	550 000
2010–2011	208 032	281 720	104 248	48 000	642 000
2011–2012	267 920	370 420	133 660	98 000	869 000
2012–2013	349 129	501 283	183 588	176 000	1 210 000
2013–2014	440 721	659 286	249 994	300 000	1 650 000
TOTAL	**1 448 409**	**2 060 034**	**771 557**	**640 000**	**4 920 000**

Table 2: Work Opportunity Targets for all Spheres of Government

Source: EPWP Phase II Consolidated Programme Overview – February 2009

FTE Targets for all Spheres of Government					
	Local	*Provincial*	*National*	*Non-state*	*Totals*
2009–2010	61 922	117 554	22 698	8 696	210 870
2010–2011	74 371	136 630	26 999	20 870	260 870
2011–2012	97 342	181 667	40 991	41 739	361 739
2012–2013	125 853	243 527	56 272	76 522	502 174
2013–2014	157 086	320 692	76 570	130 435	684 783
TOTAL	**516 573**	**1 000 070**	**225 531**	**278 261**	**2 020 435**

Table 3: FTE Targets for all Spheres of Government (2009/10–2013/14)

Source: EPWP Phase II Consolidated Programme Overview – February 2009

Sector programmes

The EPWP has continued to operate in the infrastructure, social, environment and culture sectors, with some changes in focus. The various SMME development activities have been integrated into the other relevant sectors of the programme, and the non-state sector (NSS) has been mobilised to create employment and income for the EPWP target group. The sectors forming part of EPWP Phase II are:

Infrastructure sector: Led by the DPW, this sector includes at national level the departments of Transport, Cooperative Governance, Water Affairs, Energy and Human Settlements. Provinces and municipalities are encouraged to increase their performance by implementing their projects more labour-intensively and by establishing dedicated labour-intensive maintenance programmes that have the potential to pro-

vide regular employment to large numbers of people, especially in rural areas.

Social sector: The sector is led by the Department of Social Development and the sector will continue to grow the early childhood development and community and home-based care programmes. The sector has expanded to other areas that include community safety, Kha Ri Gude and school nutrition programmes.

Environment and culture sector: Led by the Department of Environmental Affairs, the sector's growth is dependent on the growth of the programmes implemented by national and provincial departments. Growth in the sector comes from increasing both the number and duration of WOs in public environmental programmes, such as Working-for-Water, Working-for-Wetlands and Working-on-Fire. In addition, the sector has established new programmes, such as waste collection and recycling, in partnership with metros and municipalities.

Non-state sector (NSS): The NSS consists of two sets of programmes. The first are institutional-based programmes where non-state actors (typically not-for-profit organisations, faith based organisations and community-based organisations) develop programmes that create income for large numbers of individuals through socially constructive activities. The second are area-based programmes involving local organisations that support employment-creation initiatives through building public or community-level goods and services. This approach offers considerable scope for work activities to be determined by the unique needs of a community and implemented at community level with partial funding from the state. The Community Work Programme (CWP) falls within this category.

Operationally, all the sectors continue to operate as before, and all the proposed changes have been made to enable implementing bodies to continue working as they have in the past. Phase II of the EPWP has increased the focus on creating temporary WOs that provide income for the poor and unemployed. The outputs per sector are shown in Table 4.

Cumulative Sector Outputs for EPWP Phase II		
Sector	*Work opportunities*	*FTEs*
Infrastructure	2 374 000	900 000
Environment	1 156 000	350 000
Social	750 000	500 000
Non-state	640 000	280 000
TOTAL	**4.5 million plus**	**2 million plus**

Table 4: Cumulative Sector Outputs for EPWP Phase II (2009–2014)

Source: EPWP Phase II Consolidated Programme Overview – February 2009

ORGANISATIONAL ARRANGEMENTS OF THE CITIES

This section provides an overview of the institutional arrangement and related EPWP policy governing the implementation of EPWP within each of the nine cities. It furthermore investigates and reviews any amendments that were implemented during the 2012/13 reporting period.

The objective of an EPWP policy is to provide a framework for implementing EPWP within each city. The policy should therefore be geared towards providing an enabling environment for the cities where EPWP projects can be successfully implemented, while ensuring that all government directives are adhered to. EPWP policy should promote the implementation of EPWP within all aspects of the city and, with the aim of maximising the potential WOs generated through EPWP initiatives, thereby proactively addressing poverty within the city.

The DPW recommends that EPWP policies developed by all local government municipalities should include the following minimum objectives:

- To educate all departments and units within the City on how their functions should contribute towards the EPWP.
- To establish a delivery strategy in terms of social economic development, poverty alleviation, employment creation and skills development.
- To ensure development integration across all sectors.
- To engineer the planning, design and implementation of programmes/projects with the City in order to maximise greater employment opportunities.

Although all nine cities recognise and acknowledge the importance of developing and implementing an EPWP policy, not all cities have an approved policy in place. Some cities still have their policies in draft format, awaiting approval by their municipal council. The policy status of each city is show in Table 5.

Policy Status of the Cities	
City	*Policy Status*
Buffalo City	Approved
City of Cape Town	Approved
City of Johannesburg	Approved
City of Tshwane	Approved
Ekurhuleni	Draft
eThekwini	Approved
Mangaung	Draft
Msunduzi	Approved
Nelson Mandela Bay	Approved

Table 5: Policy Status of the Cities

POLICY CHANGES AND TARGETS IN 2012/13

During 2012/13 all nine cities placed greater emphasis on the implementation of EPWP and the enforcement of approved EPWP policies across all city departments and sectors. The achievements in this regard were measured against targets set by the cities, over and above

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those defined by the DPW. For those cities without their own internal targets in place, the success and implementation of the city's EPWP policy were measured against city key performance indicators (KPIs) such as the number of WO generated and the cost per WO created

During this period awareness furthermore arose for the need to align EPWP policies with the cities IDP's to ensure a uniform approach to growth and unemployment within the city. Cities therefore began discussing the need to amend existing EPWP policies to accommodate this alignment, ensuring that the implementation of EPWP is maximised and enforced across all sectors. The changes made by eThekwini to its EPWP policy is an example of the shift in focus during this period. eThekwini revised its EPWP policy, which had been approved in 2007, in order to align with the objectives defined within its IDP. A realignment of this nature would therefore promote the integration of EPWP principles throughout all municipal activities, as they align to a common objective

INSTITUTIONAL ARRANGEMENTS

A proficient institutional arrangement dedicated to the coordination and growth of EPWP needs to be reinforced with the necessary institutional capacity in order to be effective. Five of the nine cities have structured institutional arrangements, geared towards the coordination of EPWP within the city, that were in place during 2012/13: City of Cape Town, City of Johannesburg, City of Tshwane, eThekwini, and Nelson Mandela Bay.

The institutional arrangements in these five cities were commonly built on the basis of either a dedicated EPWP unit or an overarching steering committee responsible for coordinating EPWP within the city. In turn, these EPWP units or steering committees were headed by EPWP champions, as well as sector or departmental representatives and political champions. Political champions have been shown to be very important, as they facilitate the buy-in from other entities within the city, thus generating more support and commitment towards implementation of EPWP across the city.

During this period, Msunduzi documented its institutional arrangement but lacked the organisational capacity to put it into effect. The case of Msunduzi shows that a structured institutional arrangement alone is not a guarantee of the effective implementation and coordination of the city's EPWP policy. A critical component of any institutional arrangement is the organisational capacity to facilitate and monitor the implementation of a city's EPWP.

Both Buffalo City and Ekurhuleni had temporary institutional arrangements in place that were undergoing changes, pending approval, during the 2012/13 reporting period. In Buffalo City, the aim was to centralise EPWP through the appointment of a dedicated EPWP coordinator who would be responsible for administering EPWP across all sectors of the city. Ekurhuleni's EPWP coordination resided within the Department of Economic Development, headed by the head of department and supported by an EPWP coordinator, a project coordinator and a data capturer. The changes that were being made were aimed at increasing the number of project coordinators (to three) and data capturers (to five).

Mangaung was still in the process of finalising the institutional arrangement within the city. During this period, the city's EPWP was headed up by two departments which proved not to be conducive to the effective implementation and coordination of EPWP initiatives. The overall implementation of EPWP within the city was coordinated by the Directorate of Strategic Projects and Service Delivery Regulation, while EPWP within the infrastructure sector was the responsibility of the Directorate of Engineering Services.

Performance in Relation to Institutional Arrangements

A review of the performance of the cities across the previous financial years, using 2009/10–2011/12 Annual Report, found a direct correlation between a city's performance and its institutional arrangement.

Having a dedicated EPWP unit and political champions was the common trend for institutional arrangements of cities, such as Cape Town, City of Tshwane, City of Johannesburg and eThekwini, that have made significant achievements in the number of WOs and FTEs generated.

A review of the approved EPWP policies found that the following key elements were considered in the development of the policies:

- alignment of EPWP delivery with relevant and strategic policy interventions, such as the city IDP along with EPWP targets set for the city as a whole,
- the creation of WOs coupled with training using the budget or expenditure targets,
- incorporating the EPWP into the key performance indicators (KPIs) for the relevant municipal officials and city managers, and
- integration of EPWP within municipal line departments to facilitate the implementation of the programme.

Institutional capacity is another critical requirement that drives the successful implementation and growth of EPWP within the city. Without adequate institutional capacity, a city will be noticeably limited in its performance, regardless of how proficient and comprehensive its institutional arrangement and EPWP policy may be. Organisational capacity is, therefore, key to the successful execution of a city's EPWP policy deliverables and coordination of EPWP through its institutional arrangement.

The importance of sufficient organisational capacity is evident when the performance of the City of Johannesburg is reviewed between 2009/10 and 2011/12. During this period, the city exhibits a decreasing trend in the number of WO and FTEs generated, in spite of the city having a comprehensive EPWP policy and proficient institutional arrangement in place. It shows that a lack of organisational capacity could lead to inadequate buy-in and commitment from senior management to EPWP, as well as ineffective monitoring, evaluation and reporting on EPWP projects, therefore attributing to the decline in overall performance.

Without adequate institutional capacity, a city will be noticeably limited in its performance, regardless of how proficient and comprehensive its institutional arrangement and EPWP policy may be.

OVERVIEW OF EPWP IMPLEMENTATION

This section of the report highlights the progress of the cities in their implementation of the EPWP during 2012/13 and reviews trends over the 2009/10–2012/13 financial periods.

Six indicators are used to assess each city's progress in meeting the objectives defined by EPWP Phase II:

- number of work opportunities created,
- number of person-days of work created,
- minimum day-task wage rate,
- number of person-days of training provided,
- overall budget and expenditure, and
- demographics of workers.

The figures that follow used data extracted from the EPWP Quarter 4 Consolidated Report for 2012/13, as well as information extracted from the 2009/10–2011/12 Three-Year Annual Report.

EPWP IMPLEMENTATION

During 2012/13, the SACN member cities generated a cumulative total of 99 471 WOs and 28 765 FTEs. The WO and FTEs generated were based on the implementation of 1 418 projects across the nine cities, as illustrated by Figure 2.

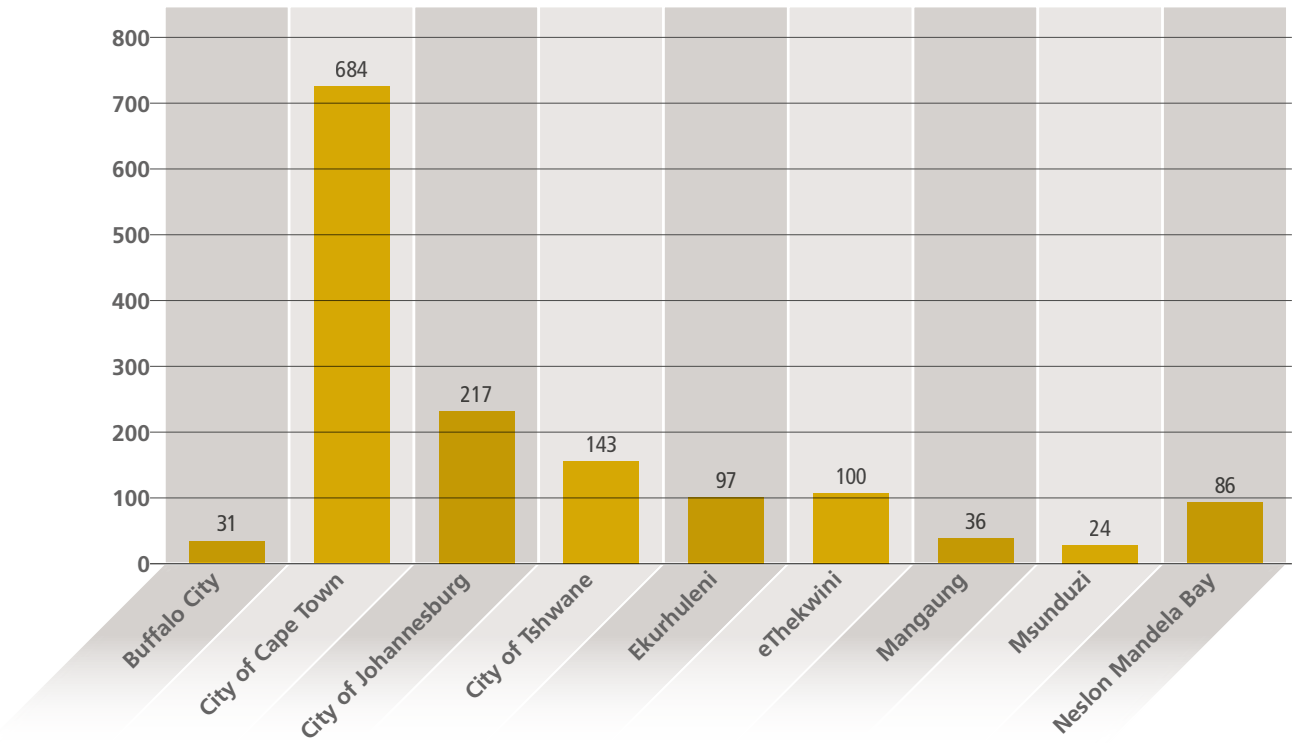

Figure 2: Number of EPWP Projects Implemented (2012/13)

Although the larger cities, such as Cape Town (684), Johannesburg (217) and Tshwane (143), implemented the most EPWP projects during this period, this in itself is not an adequate indicator of the progress and success of EPWP within these cities. Crucial factors, such as the average duration of WO created, should also be taken into consideration.

A distinct relationship exists between the number of projects implemented and the institutional arrangement and organisational capacity within the cities. The number of projects implemented by the larger cities such as Cape Town, Johannesburg, Tshwane and eThekwini can therefore be attributed to their well-established and dedicated EPWP units. However, a dedicated EPWP unit or steering committee alone is not a guarantee of the effective management and coordination of a city's EPWP.

Sufficient organisational capacity is required to drive the coordination of EPWP through the platform provided by the city's institutional arrangement, and sufficient administrative capacity is needed to manage effectively the implementation and coordination of a larger number of projects. For instance, although institutional arrangements were implemented in smaller cities, such as Nelson Mandela Bay and Msunduzi during 2012/13, the lack of organisational capacity to facilitate the implementation of these arrangements became evident from the number of projects implemented in these two cities (86 and 24 projects respectively). In the case of cities, such as Buffalo City, Ekurhuleni and Mangaung, the relatively low number of projects implemented can be attributed to a shortfall in both the institutional arrangement as well as organisational capacity within these cities.

EMPLOYMENT CREATED

In 2012/13, the nine cities collectively generated 99 471 WO, which represented 28.49% of the EPWP Local Government WO target of 349 129.

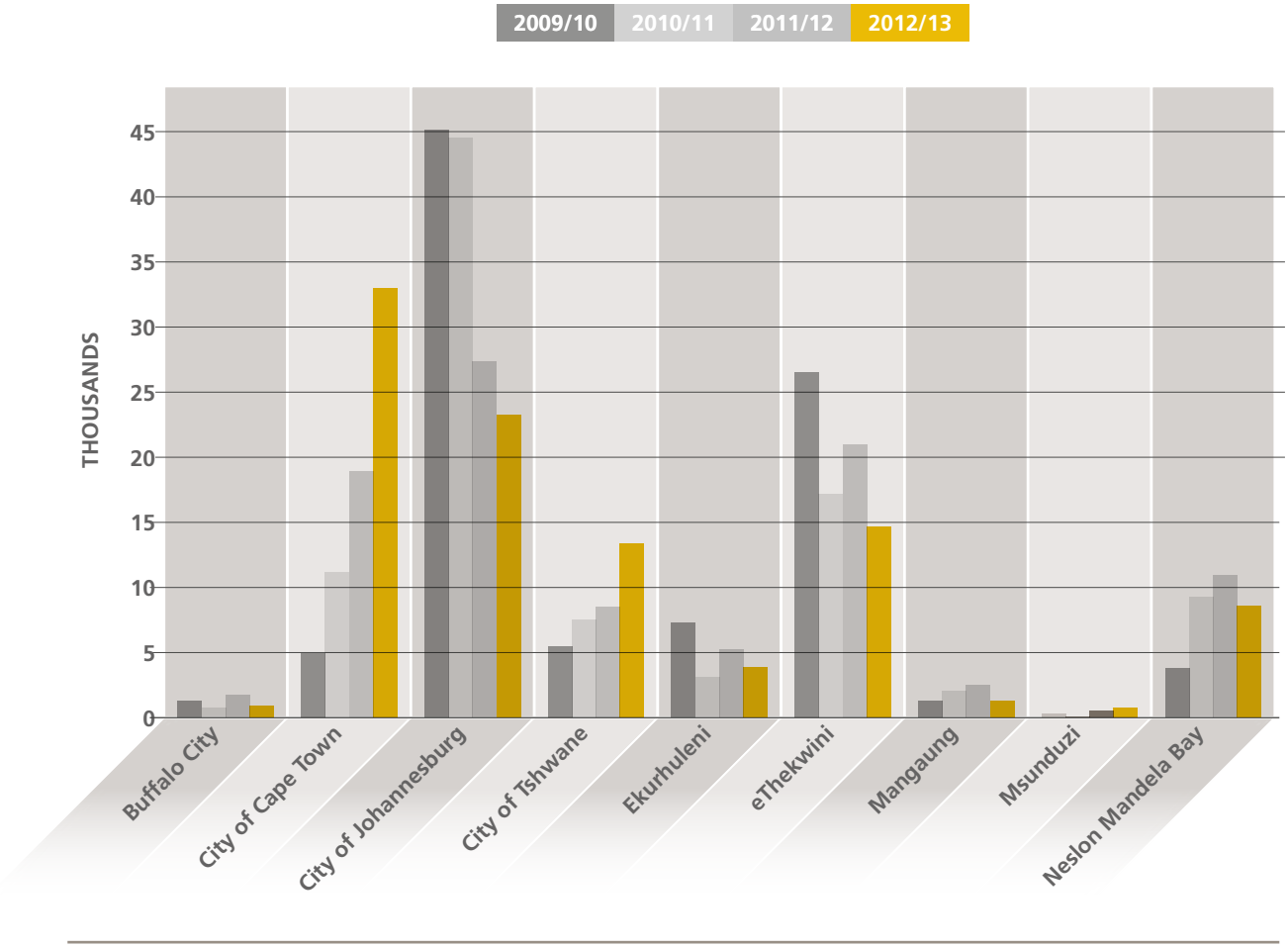

Figure 3: Number of Work Opportunities (2009/10–2012/13)

The most WOs were created by the larger cities such as Cape Town (33 101), Johannesburg (23 183), Tshwane (13 348) and eThekwini (14 491). As would be expected, the number of WOs created is related to the number of projects implemented by the city. For example, Msunduzi implemented the least number of projects and therefore generated the least number of WOs. The number of WOs generated can similarly be attributed to the city's institutional arrangement and organisational capacity as previously discussed.

When comparing the WO generated across 2009/10–2012/13, a distinctive trend becomes evident. The majority of the cities, with the exception of Cape Town and Tshwane, show a decrease in the number of WOs generated annually. This could be due to various factors, such as under-reporting, projects not commencing on schedule and longer duration of projects that leads to an increase in the period of employment, thereby reflecting negatively on the annual WOs generated. As not all of these contributing factors are negative, the number of FTEs and the duration of employment need to be considered when analysing this trend.

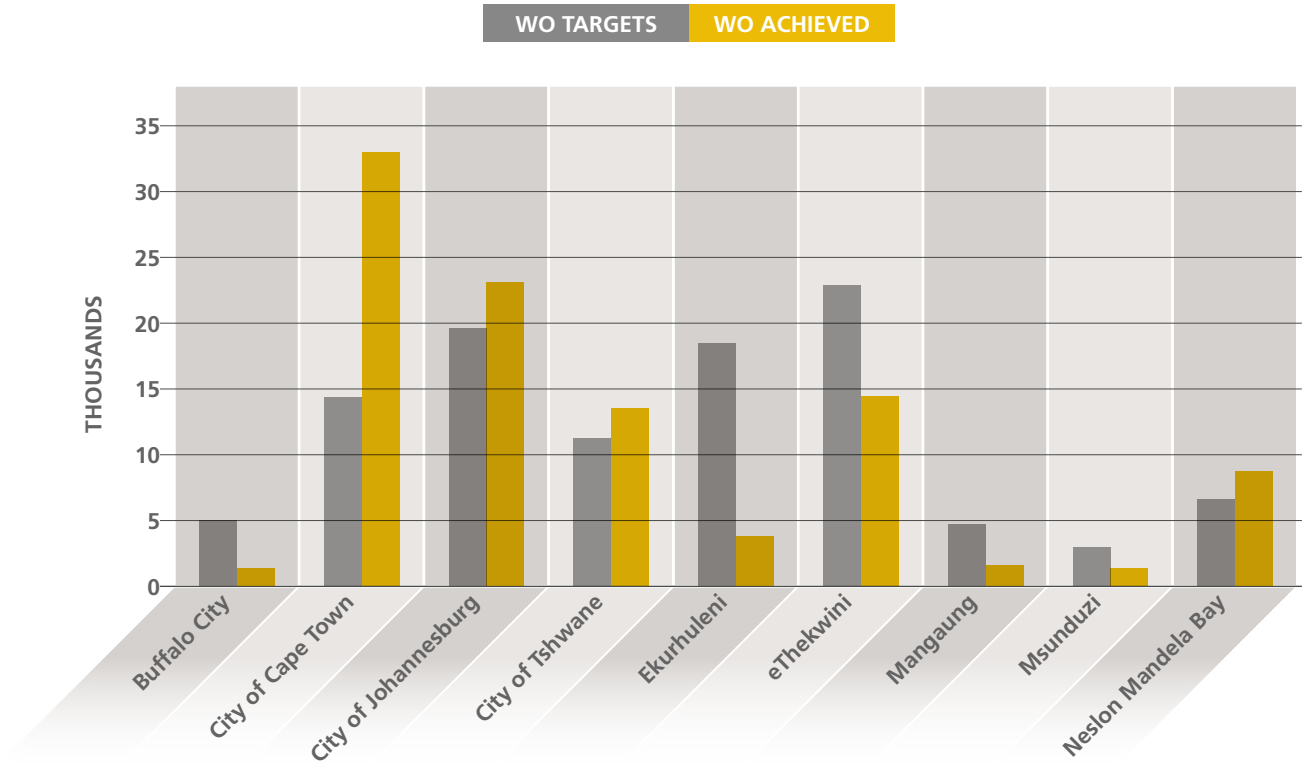

Figure 4: WO Targets vs WO Achieved

Although the number of WOs decreased across most of the cities, Cape Town, Johannesburg, Tshwane and Nelson Mandela Bay managed to exceed the WO targets set for 2012/13. The fact that Johannesburg succeeded in achieving its WO target, although the number of WO generated has been decreasing annually, could possibly be attributed to the relatively low targets, compared to what the city is capable of achieving. This would give a false representation of success when reviewing a single year in isolation.

The fact that Johannesburg succeeded in achieving its WO target, although the number of WO generated has been decreasing annually, could possibly be attributed to the relatively low targets...

Figure 5 illustrates the number of FTEs generated by each of the cities for the 2009/10–2012/13 reporting periods. In 2012/13, the cities collectively generated 28 765 FTEs, or 22.86% of the Local Government FTE target of 125 853.

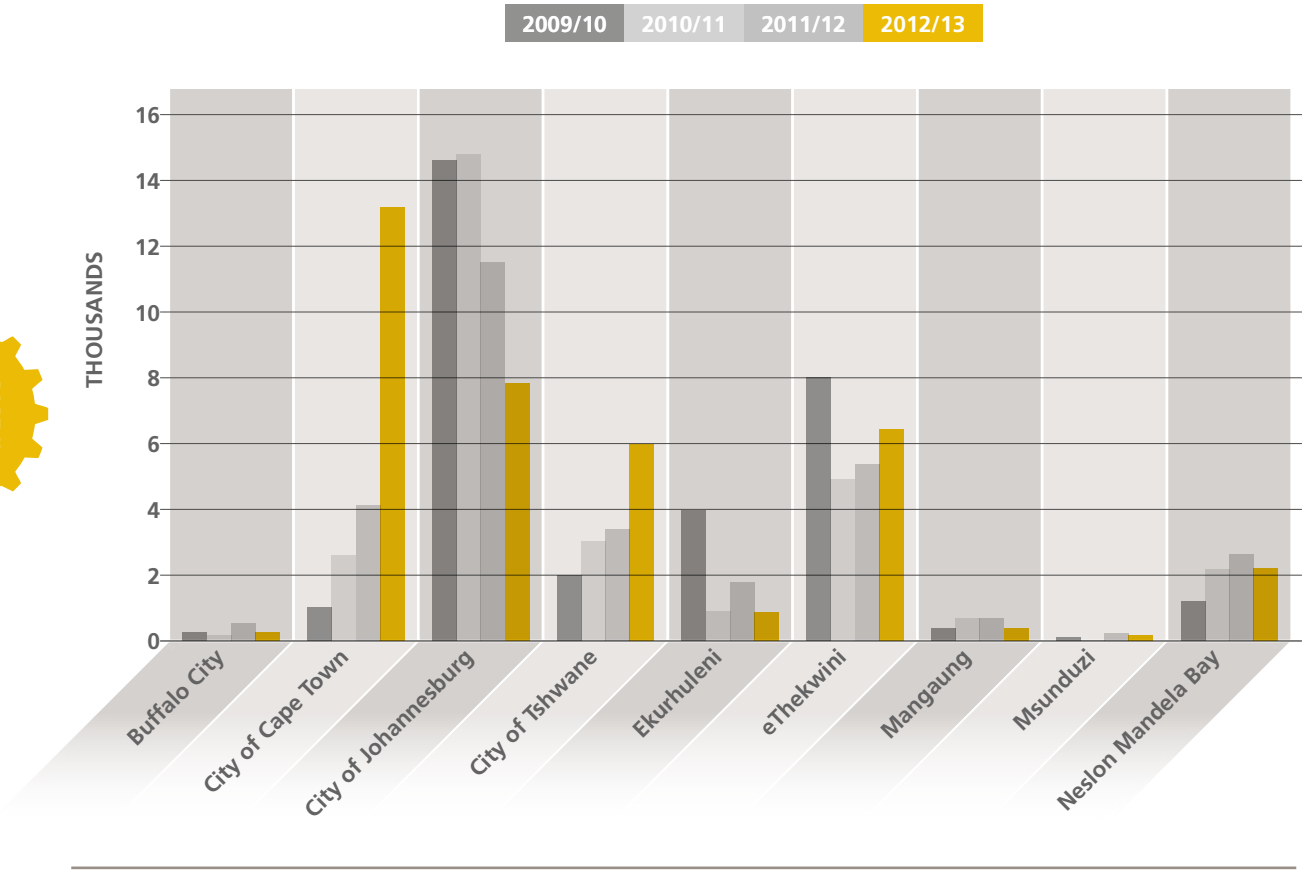

Figure 5: Person-Years of Work Including Training (2009/10–2012/13 FTEs)

The expectation would be for the number of FTEs created to reflect the same trend as the WOs across the four financial years, but this is not the case. Indeed, the FTEs generated annually do not always decrease when WOs decrease. For example, in eThekwini the number of FTEs increased across the four years but the number of WO decreased. Again, this could potentially be attributed to the duration of projects.

During 2012/13 the City of Johannesburg produced the most FTEs, exceeding those produced by Cape Town, despite Cape Town producing significantly more WOs during the period. This finding is evidence of the limited sustainability of the WOs generated by Cape Town, as it relates to the short duration of the WOs generated and reinforces the need to take both these indicators into consideration when assessing EPWP performance.

FTEs are calculated based on the total number of person-days of work, (consisting of eight hours per work day) accumulated for all WO generated, divided by 230. FTEs are therefore not calculated per WO but instead take into account the total person-days of work derived from all WOs within the city. One FTE could therefore consist of person-days of work accumulated from several WOs.

It is important to assess the number WO created together with FTEs generated from those WO, as these factors are key monitoring indicators of EPWP Phase II objectives. It is therefore essential to take both of these indicators into consideration when reviewing annual EPWP performance.

However, WOs and FTEs alone are not adequate indicators of EPWP progress within a city, as they do not reflect the sustainability of the WOs created. In order to accurately assess the sustainability of the city's EPWP, a correlation would have to be drawn between the number of WOs created and the average length of each WO.

Figure 6 cross-references the FTEs generated by the cities against the FTE targets set for 2012/13 and illustrates the importance of considering both WO and FTEs when measuring performance.

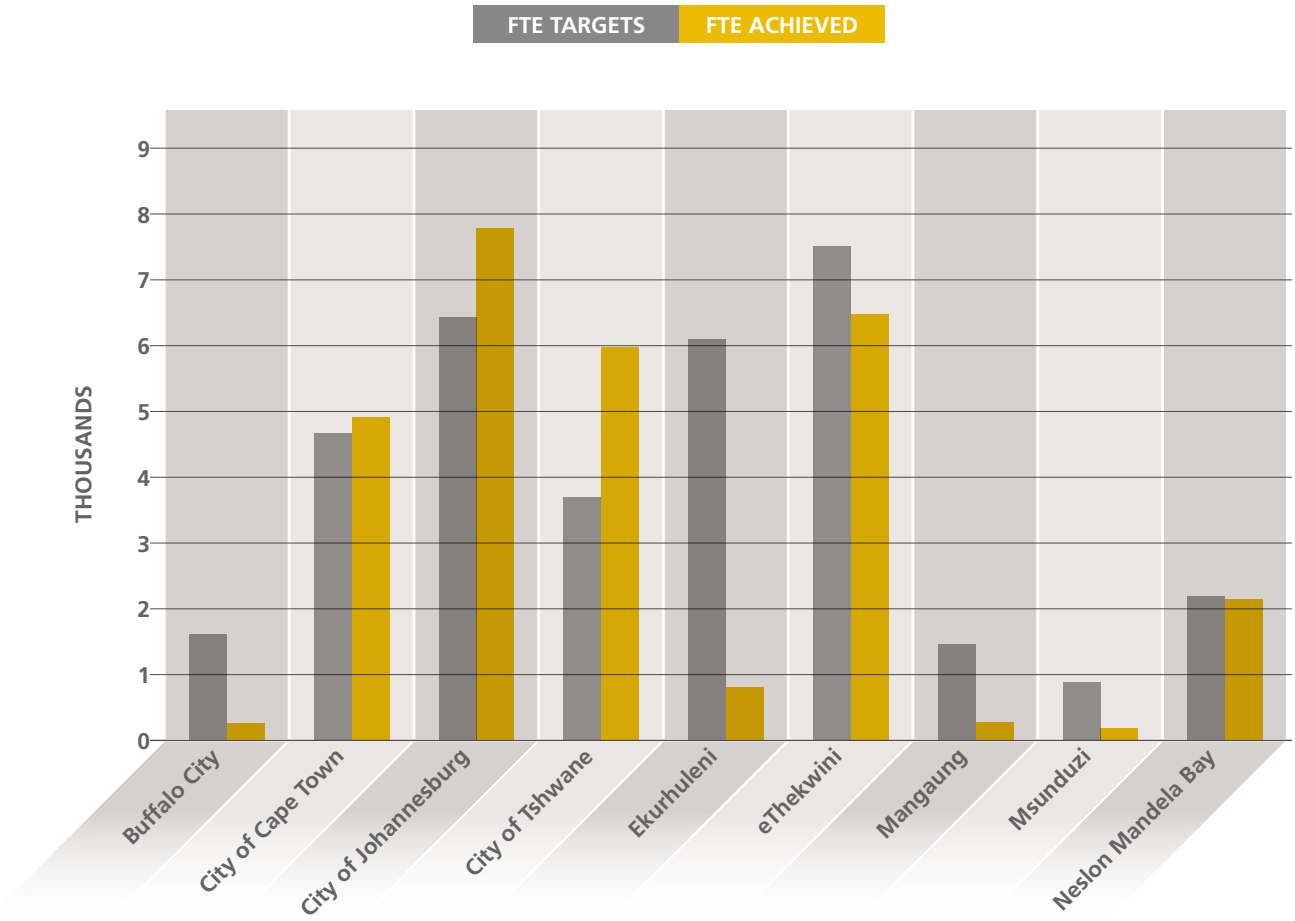

Figure 6: FTE Targets vs FTE Achieved

During this period, eThekwini exceeded the number of FTEs generated by Cape Town, although Cape Town implemented more projects and generated more WOs. This implies that, while eThekwini did not manage to generate as many WOs, it was far more successful at creating longer term, sustainable WOs through implementing fewer projects. This is indicative of the municipality's progressive EPWP performance, driven by its comprehensive EPWP policy and facilitated by its dedicated institutional arrangement.

As for its WOs, the City of Johannesburg managed to exceed the FTE target, despite a decrease in the number of FTEs generated annually. In contrast, Buffalo City, Ekurhuleni, eThekwini, Mangaung and Nelson Mandela Bay did not manage to meet their WO and FTE targets set for 2012/13

Figure 7 displays the average length of employment created across the cities in 2012/13.

eThekwini exceeded the number of FTEs generated by Cape Town, although Cape Town implemented more projects and generated more WOs.

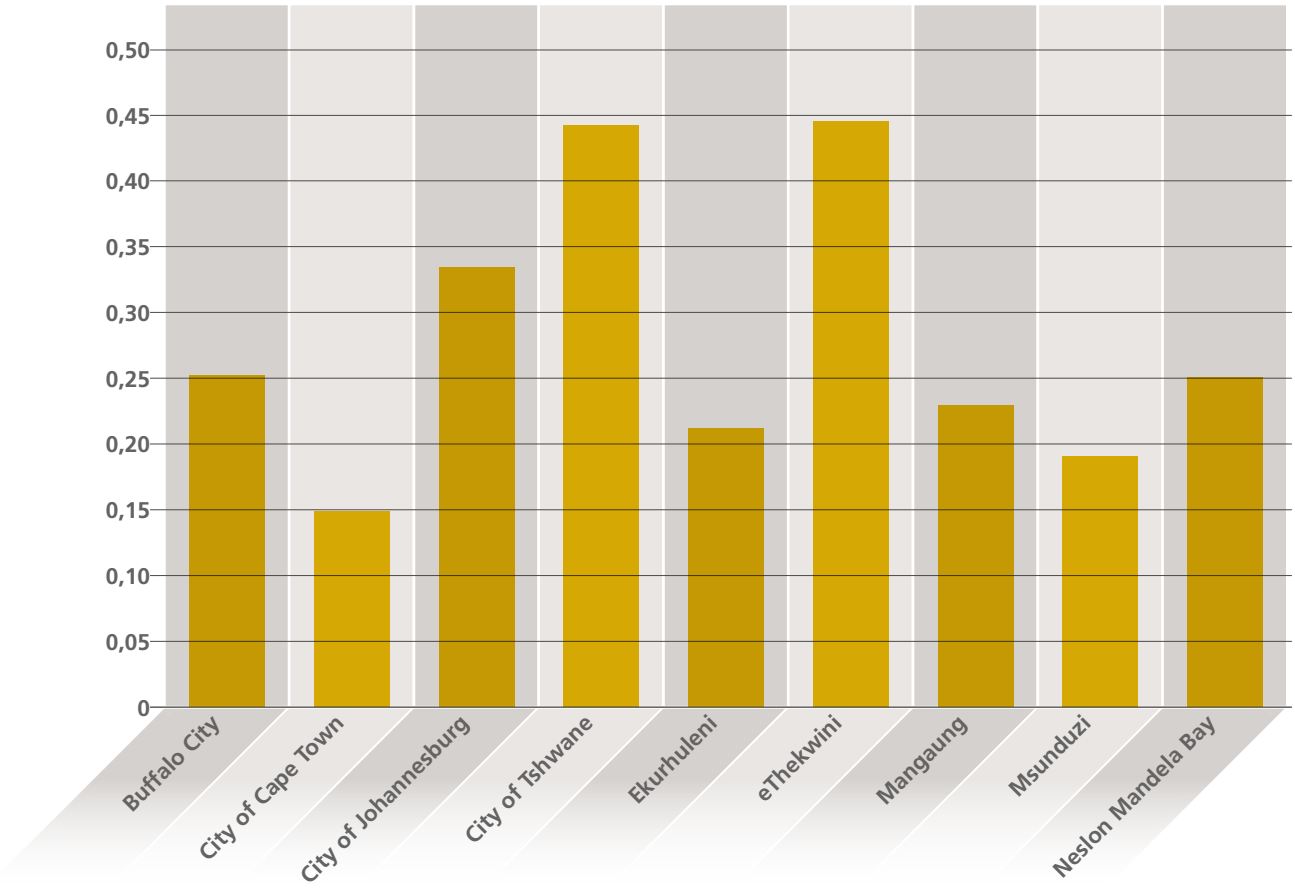

Figure 7: Average Length of Employment Created (2012/13)

Figure 7 illustrates that that eThekwini and Tshwane both had the longest duration of employment (0.45 years). Therefore, although these two cities did not generate the most WOs or FTEs, the WOs created were more sustainable and thus more effective in terms of poverty alleviation.

The average length of employment could also be attributed to dedicated EPWP programmes implemented by the cities, generating longer-term WO, in conjunction with projects that contain EPWP components and often generate shorter duration WOs.

Although the City of Cape Town generated the most WOs and FTEs, the average length of employment was the shortest (0.15 years) of all nine cities. As mentioned above, this could be a result of the city implementing a large number of projects with EPWP components, rather than dedicated EPWP programmes, thereby generating a large number of WOs but with shorter average duration.

Including measures and targets for increasing the average duration of each WO was a significant recommendation derived from Phase I.

DEMOGRAPHICS OF EMPLOYMENT

The demographics targets defined by EPWP Phase II were set at 55% for women, 40% for youth and 2% for people with disabilities. It is therefore important to review the demographic distribution of the WO generated by each city in order to assess their achievements against the target set. Figure 8 depicts the demographic distribution of EPWP workers across all nine cities.

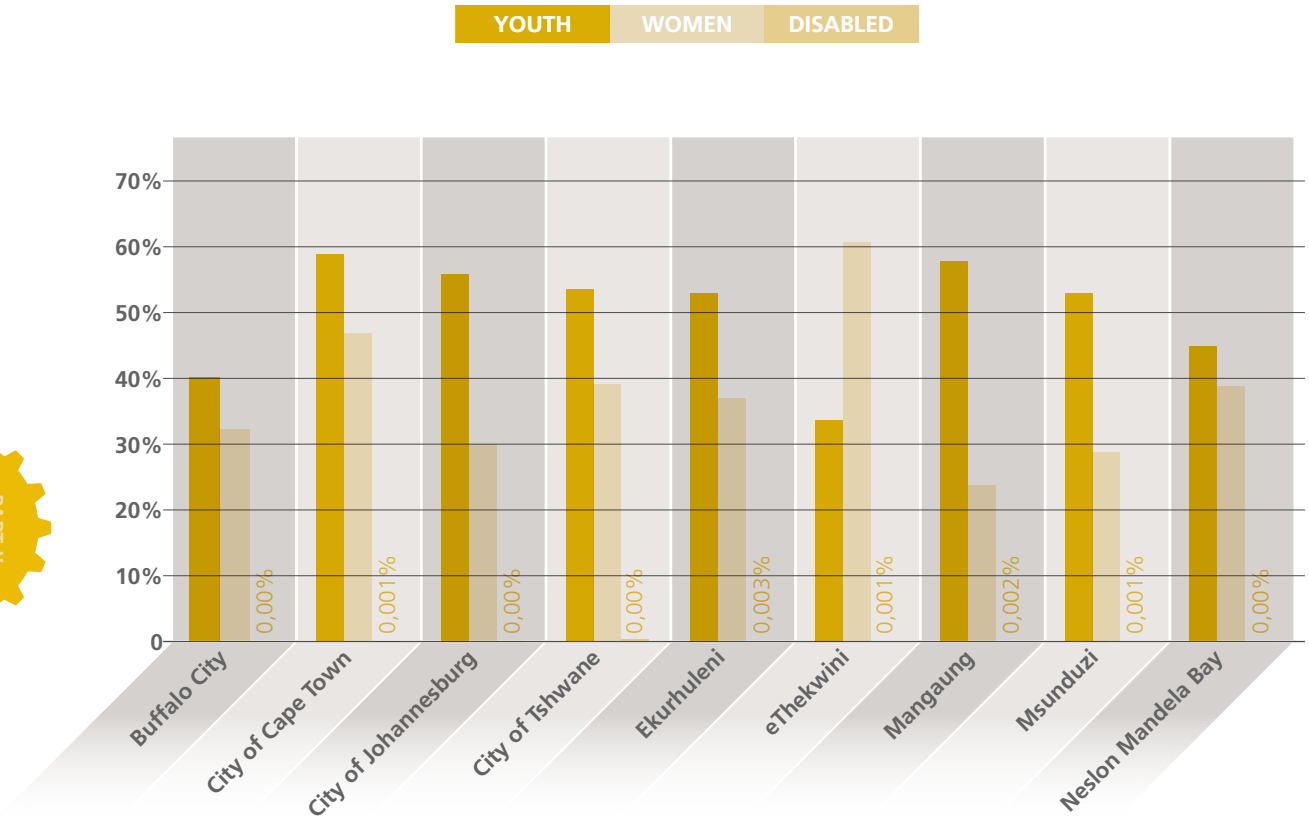

Figure 8: Demographics of EPWP Workers (2012/13)

Only eThekwini managed to achieve the percentage target for the employment of woman but did not manage to meet the youth target of 40% or the target of 2% set for people with disabilities. The other eight cities managed to achieve the youth target but not the target set for woman or people with disabilities.

A common trend in Phase II is that none of the cities managed to reach the target set for people with disabilities. City of Cape Town (0.001%), Ekurhuleni (0.003%), eThekwini (0.001%) and Mangaung (0.002%) were the only cities who managed to achieve some form of employment for people with disabilities, although these achievements were insignificant.

This trend could be due to the high number of projects residing within the infrastructure sector. As infrastructure-related projects involve physical labour, they are not disability friendly, thereby limiting the number of people with disabilities that the cities can realistically employ.

In order to reach this target the cities would have to place more emphasis on implementing projects within the social as well as culture and environment sectors such as early childhood development, Kha Ri Gude and other education-based programmes.

EXPENDITURE ON EPWP

Another key indicator of the cities' EPWP efforts and success is the expenditure on EPWP implementation. It is therefore imperative to report on the cities' EPWP expenditure and take into consideration the cost per WO and wages paid out over the reporting period. Investigation of expenditure will allow for further analytical assessment of the cities' EPWP achievements.

Figure 9 shows how much each city spent on implementing EPWP between 2009/10 and 2012/13. In 2012/13, the four cities with the highest wage expenditures were Tshwane (R411.5-million), eThekwini (R389.6-million) and Cape Town (R311-million), followed closely by Johannesburg (R305.1-million).

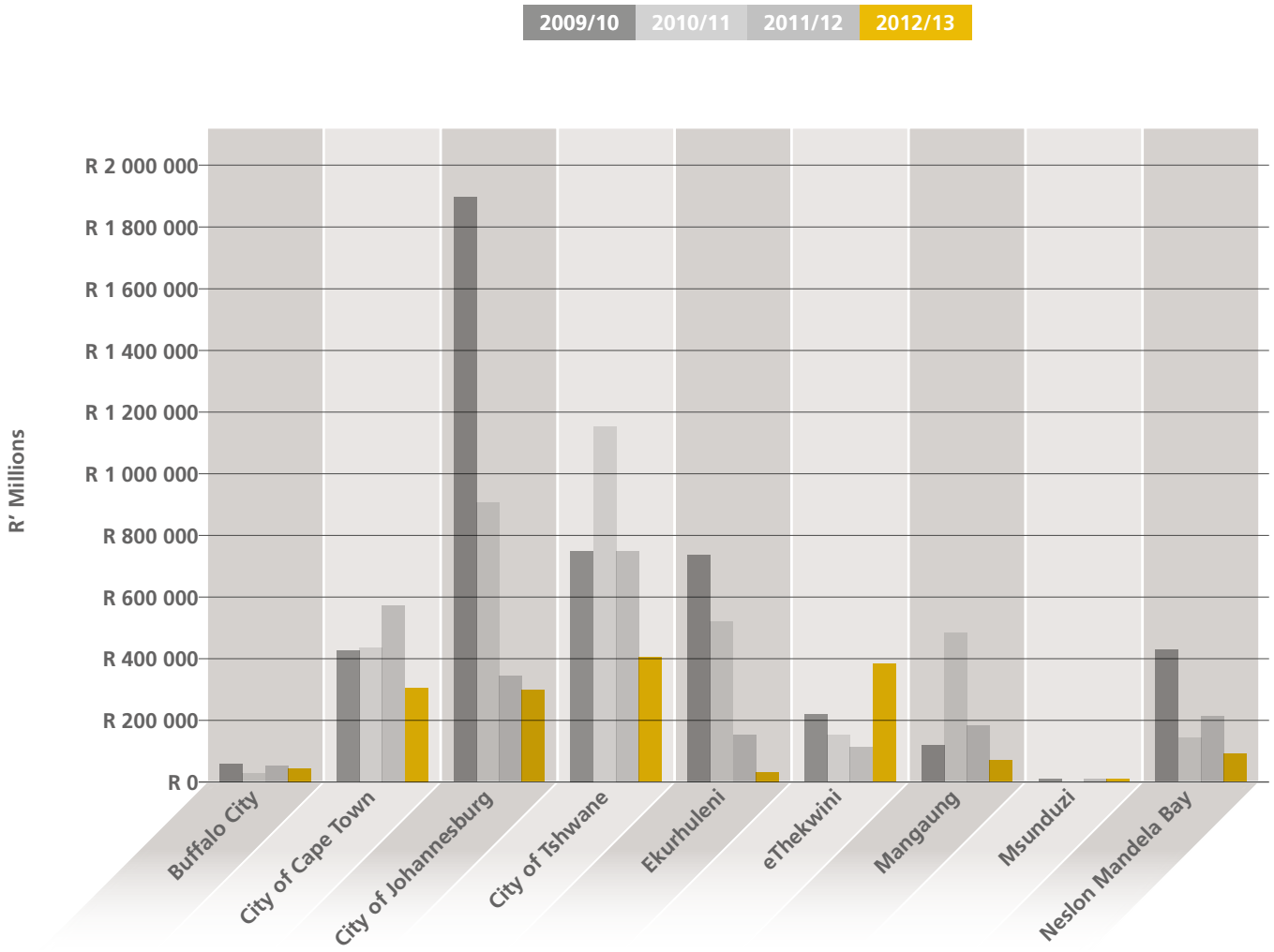

Figure 9: Expenditure, Including Professional Fees (2009/10–2012/13))

The City of Johannesburg's expenditure across the four financial years shows a decrease in annual expenditure. A correlation between the decrease of WO and FTEs generated by the city and the decrease in expenditure on EPWP can therefore be established. The decrease in expenditure can be attributed to several factors, such as the lack of commitment to EPWP from all departments within the city (thereby limiting the number of EPWP projects implemented) or inefficient performance in previous financial years affecting the WO and FTEs created and consequently the EPWP budgets for the following financial year.

If expenditure was expected to have been directly related to the number of projects implemented and WOs created, Cape Town should show the highest expenditure across the four financial years, as the city implemented the most projects and generated the highest number of WOs during this period. However, this is not the case, and Cape Town's expenditure is only the third highest.

At the opposite end of the scale is Tshwane, which had the highest expenditure in 2012/13 but only implemented 143 EPWP projects, generating 13 348 WOs. Msunduzi's expenditure was the lowest overall, spending only R4-million in 2012/13, which is to be expected due to the low number of projects (24) implemented and WOs (854) generated. Conversely, in 2012/13 Buffalo City implemented a similar number of projects (31) as Msunduzi, which generated a comparative number of WO (958), but spent significantly more (R49.5-million) than Msunduzi.

Figure 9 suggests that some correlation exists between the number of projects implemented and WOs generated, but it is not as direct as expected. This could be attributed to the size and duration of the projects implemented by the cities. Larger projects with longer durations cost more to implement than smaller projects with shorter timeframes. Smaller projects with short timeframes would still increase the number of projects implemented and WOs generated but would cost less, thereby resulting in lower expenditure.

This shows that it is important not to consider the overall expenditure on EPWP alone when assessing the city's EPWP progress in relation to its expenditure. Such analysis has to look at the cost per WO, the total expenditure on wages, the number of WO generated and the average length of employment

Figure 10 illustrates the cost per WO across 2009/10–2012/13 and suggests an overall decrease in the cost per WO majority of the cities. The exception is Buffalo City, whose cost per WO has fluctuated very little across the four financial years, with the cost in 2012/13 being only marginally lower than in 2009/10.

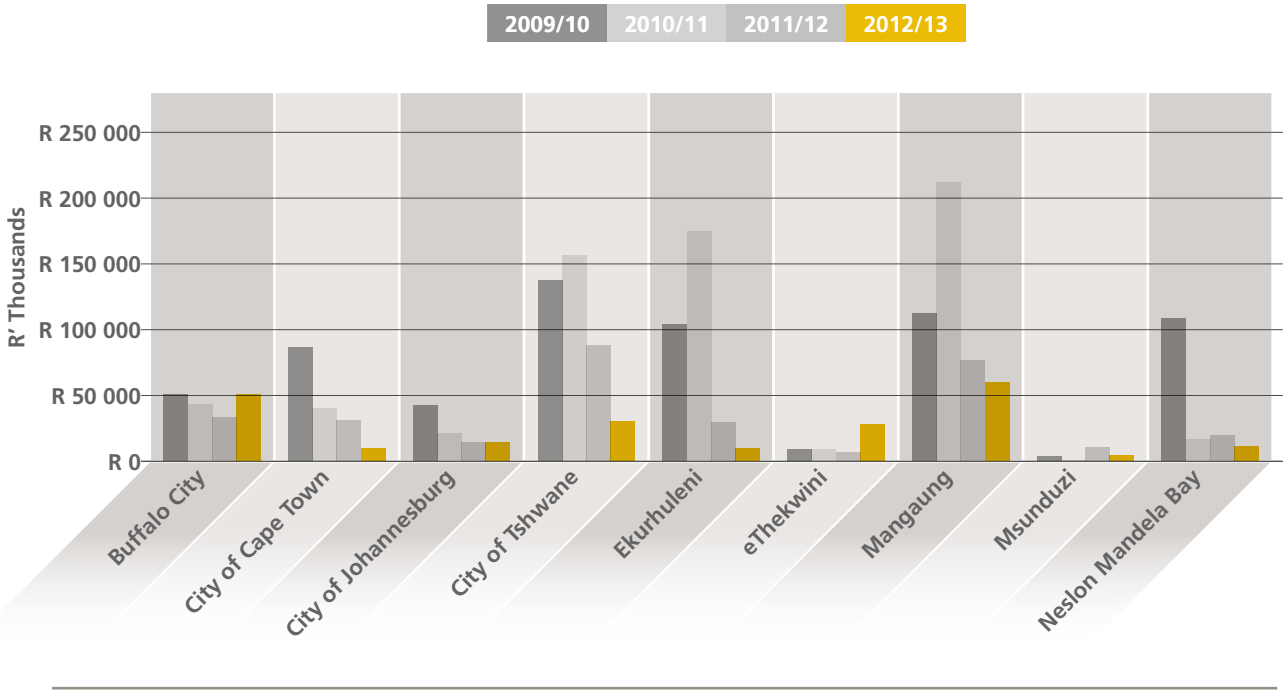

Figure 10: Cost per Work Opportunity (2009/10–2012/13)

Upon further review of Figure 10, the importance of taking cost per WO into consideration becomes apparent. For example, in 2012/13 Buffalo City had the second highest cost per WO (R51,624.93)but implemented only a few projects, generating a low number of WO and FTEs. This suggests the possibility of ineffective expenditure on EPWP within the city or under-reporting on WO and FTEs generated through EPWP expenditure. The City of Cape Town's low cost per WO does not necessarily indicate efficiency, as it is likely to be as a result of implementing small-scale projects with low overheads that generate relatively short-term employment (as revealed previously in Figure 7). Similarly, Msunduzi's low cost per WO during 2012/13 is directly related to the implementation of small-scale projects at low costs. eThekwini's cost per WO is a more adequate indicator of efficiency, as the city produced WOs with the longest average duration and with a significantly low cost per WO (R26,885.05) during 2012/13.

Mangaung's high cost per WO (R58,119) in 2012/13 compared to Msunduzi's cost (R4,673.41), despite both cities implementing a similar number of projects, could because of ineffective coordination of and spending on EPWP projects, or inaccurate reporting on expenditure. Over-reporting of expenditure could occur if the city reports based on the total project value, not just the EPWP component. This would inflate the cost per WO generated. Similarly, under-reporting expenditure on EPWP would deflate the cost per WO.

The total amount of wages paid out together with the minimum day-task wage rate, are key indicators of the benefits derived from a city's EPWP initiatives. Figure 11 illustrates the total amount of wages paid out by the cities during 2012/13.

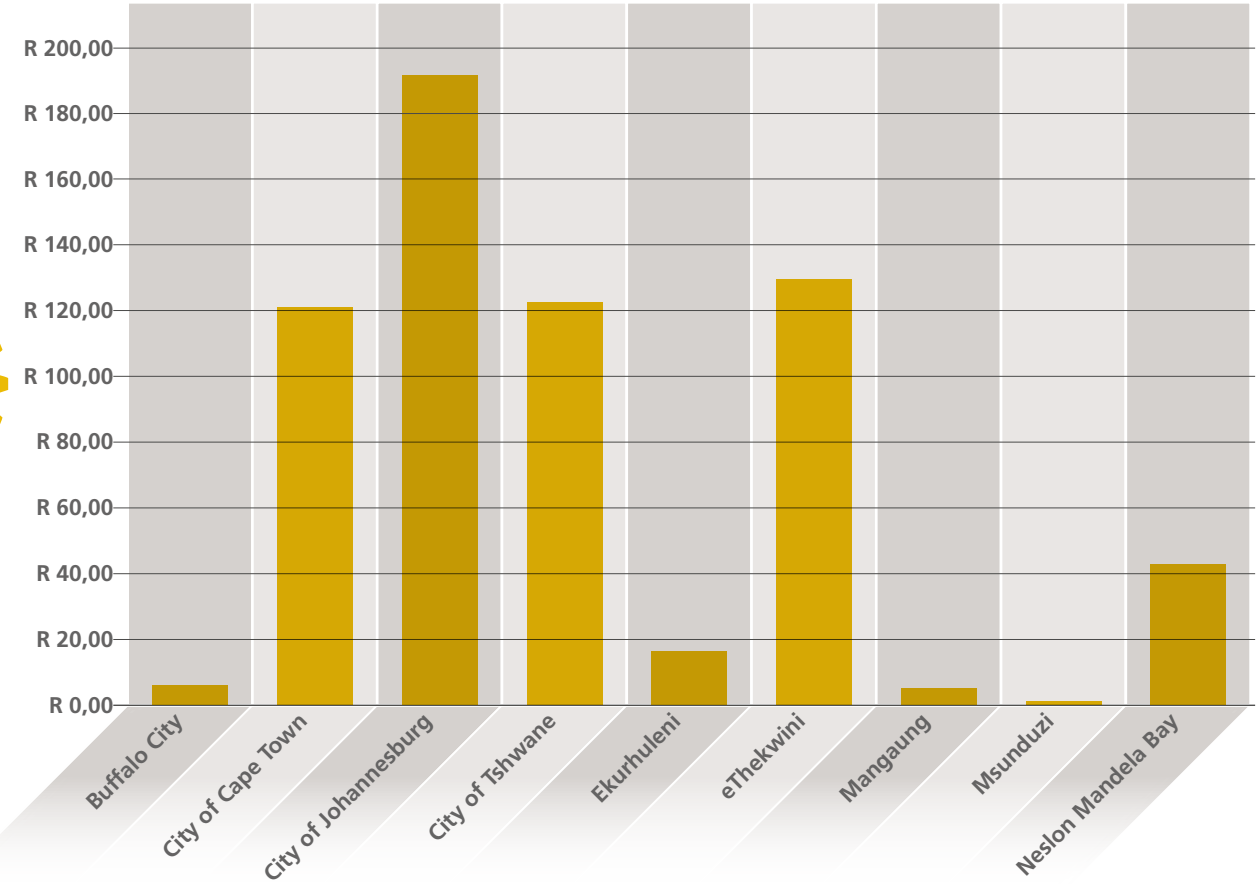

Figure 11: Wages Paid Out to Employees on EPWP Projects (2012/13)

As expected, a relationship exists between the number of WOs generated and the total expenditure on wages. Johannesburg (R182-million), eThekwini (R123-million) and Tshwane (R117-million) had the highest expenditure on wages, followed closely by Cape Town (R115-million).

Although the total expenditure on wages increases as the number of WO increases, this is not an exponential trend. For instance, in 2012/13 Cape Town generated the most WOs but did not have the highest expenditure on wages. The reason for this is linked to both the day-task wage rate and the average duration of employment. Thus, a city generating fewer WOs with longer average durations could spend the same (or possibly even more) on wages as a city with more WOs and shorter average employment durations. When factoring in the day-task wage rate, the equation becomes more dynamic.

A minimum day-task wage rate per project is used as a baseline indicator to standardise reporting across all the cities. Figure 12 illustrates the minimum day-task wage rate per project for each city during 2012/13. Buffalo City (R129.55) and Tshwane (R121.85) have the highest day-task wage rate, Johannesburg (R106.23), Msunduzi (R106.57) and Cape Town (R104.35) have very similar rates while Mangaung (R85.72) has the lowest.

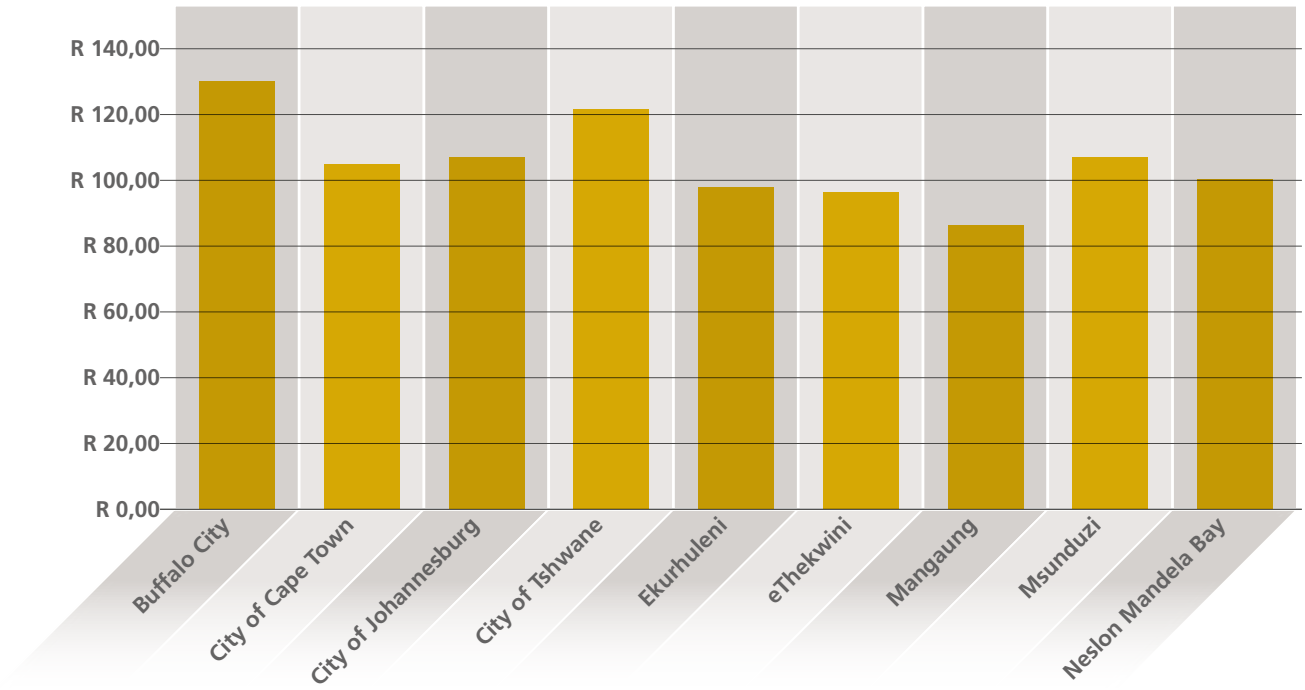

Figure 12: Minimum Day-Task Wage Rate per Project

The day-task rate directly affects the city's expenditure on wages because, as the minimum day-task rate fluctuates across the cities along with the number of WO, so too does the expenditure on wages.

Figure 12 shows clearly that the day-task wage rate is not standard across the cities. Fluctuations in wage rates are attributed to the fact that each city is responsible for defining its own day-task wage rate, according to the nature of the project and the scope of work involved. There is however a need to standardise the EPWP wage rates across the cities in order to maximise the potential WOs generated while safeguarding beneficiaries from exploitation.

From this review of the indicators, it becomes evident that these indicators cannot be analysed in isolation of each other. In order to accurately assess the progress and success of the cities' EPWP implementation, data analysis should occur across all indicators as a collective dataset so as to reveal the correlations and associated relationships.

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EPWP SECTOR ANALYSIS FOR THE CITIES

This section focuses on performance within the sectors in which the cities are implementing projects. The predominant sector is infrastructure, but the cities are also implementing projects in the environment and culture, social and non-state sectors, as shown in Figure 13.

BUFFALO CITY	INFRASTRUCTURE	ENVIRONMENT & CULTURE	SOCIAL	
CITY OF CAPE TOWN	INFRASTRUCTURE	ENVIRONMENT & CULTURE	SOCIAL	NON-STATE
CITY OF JOHANNESBURG	INFRASTRUCTURE	ENVIRONMENT & CULTURE	SOCIAL	
CITY OF TSHWANE	INFRASTRUCTURE	ENVIRONMENT & CULTURE	SOCIAL	
EKURHULENI	INFRASTRUCTURE	ENVIRONMENT & CULTURE	SOCIAL	
ETHEKWINI	INFRASTRUCTURE	ENVIRONMENT & CULTURE	SOCIAL	
MANGAUNG	INFRASTRUCTURE	ENVIRONMENT & CULTURE		
MSUNDUZI	INFRASTRUCTURE		SOCIAL	
NELSON MANDELA BAY	INFRASTRUCTURE	ENVIRONMENT & CULTURE	SOCIAL	

Figure 13: EPWP Sectors Being Implemented within the Cities

Source: SACN Reference Group
Ekurhuleni Site Visit

INFRASTRUCTURE SECTOR

The infrastructure sector is led by the DPW, which collaborates with the departments of Transport, Cooperative Governance and Traditional Affairs, Water Affairs and Energy.

The infrastructure sector involves the use of labour-intensive methods in the construction and maintenance of public sector-funded infrastructure projects. Labour-intensive infrastructure projects under the EPWP entail:

- using labour-intensive construction methods to provide work opportunities to local unemployed people,
- providing training and skills development to the locally unemployed people, and
- building cost effective quality assets.

Most projects are implemented by the provinces and municipalities. While all provinces and 99% of municipalities are already contributing to the EPWP, many provincial departments and municipalities could increase their contribution further. The continued growth of the sector will depend on the degree to which some of the underperforming provinces and municipalities can increase their performance by implementing their more labour-intensive projects and by establishing dedicated labour-intensive maintenance programmes, which have the potential to provide regular employment to large numbers of people, especially in rural areas.

The key EPWP Infrastructure sector key programmes include:

- **Vuk'uphile Learnership Programme:** This programme trains individuals in labour-intensive methods of construction to become contractors at NQF level 2 and supervisors at NQF level 4.
- **National Youth Service Programme:** A year-long skills training and development intervention, which aims to provide unemployed youth with technical skills and life skills training, access to practical work experience and mentoring.
- **Large Projects:** These are projects with a minimum budget of R30-million, aimed at ensuring the delivery of large budget projects based on EPWP principles and meaningful development of emerging contractors.
- **Provincial Roads Programme:** Through this programme, assistance is provided to provincial roads departments to help them implement projects and programmes labour-intensively. The assistance is done in partnership with the national Department of Transport, and the focus of the Provincial Roads Programme is on rural access roads.

Sector-specific programmes implemented in the cities

MANGAUNG METRO: Vuk'uphile Contractor Learnership Programme

Phase 1 of the Vuk'uphile Learnership Programme was initiated in 2013 by Mangaung Metropolitan Municipality. Ten learnership contractors and supervisors were appointed for five roads and stormwater projects along with five sanitation projects. Additionally, a mentor and four assistants, were appointed for the duration of the Programme.

The sanitation projects formed part of the city's basic sanitation infrastructure programme to meet the increasing need to provide adequate sanitation to disadvantaged communities. The projects involved the construction of outfall sewer lines which were approximately 5013m in length. The leanership contract commenced in April 2013 with completion in November 2013. A total of 89 work opportunities were created and a total amount of R602 784 was spent on labour.

Five roads, which were to be upgraded, were identified for the roads and stormwater component of the learnership programme. The contracts consisted of the construction of 6m wide newly paved roads with interlocking paving blocks and brick box culverts. The projects were successfully completed in November 2013 with a total length of 915m of paved roads being constructed. A total of 5 904 person days were created by the projects with a total amount of R541 174 being spent on wages for local labour.

All the projects initiated under Phase 1 of the learnership programme were executed by the learner contractors who were assisted by an experienced supervisor and a mentor. The process of supervision and mentorship were faciliatated to provide skills development and a transfer of skills to better assist the contractors to be able to become experienced and competent contractors. Labour-intensive activities were identified in terms of the scope of work and were carried out using local labourers who were temporarily employed by the learner contractors.

ENVIRONMENTAL AND CULTURE SECTOR

The environment and culture sector builds South Africa's natural and cultural heritage and, in doing so, dynamically uses heritage to create both medium- and long-term work and social benefits while, at the same time, responding to climate change challenges.

The key aim of the sector is to deliver programmes that create work opportunities and link people in the marginalised 'second economy' with opportunities and resources to enable their participation in the developed 'first economy', through generating useful outputs and positive outcomes in the areas of environment, heritage (including tourism development) and biodiversity.

The objectives of the sector are as follows:

- Creating jobs and providing training and, through these jobs, facilitating long-term employment.
- Linking marginalised people with opportunities and resources to enable their participation in the developed 'mainstream economy'.
- Integrating sustainable rural development and urban renewal.
- Creating land-based livelihoods.
- Promoting community-based natural resource management.
- Developing natural resources and cultural heritage.
- Rehabilitating natural resources and protecting biodiversity.
- Promoting tourism.

Key environment and culture projects include:

- sustainable land-based livelihoods,
- waste management,
- tourism and creative industries,
- parks and beautification,
- coastal management, and
- sustainable energy.

Sector-specific programmes implemented in the cities

CITY OF TSHWANE: *Vat Alles* Project

The *Vat Alles* project was initiated by the City of Tshwane in May 2012 with the aim of ensuring a cleaner city with special emphsis placed on cemetries, shopping centres, open spaces, taxi ranks, rivers, sport fields and other public places.

The first phase of the project envisioned that more than 3 000 community members would benefit through the EPWP project. Beneficiaries were selected from the poorest of the poor in their respective communities and were contracted for a duration of six months. The beneficiaries were responsible for the cleaning the areas of Ga-Rankuwa, Mabopane, Attridgeville, Mamelodi, Centurion, Soshanguve, Metsweding, Hammanskraal, Winterveld and the inner City.

Duties included general litter picking, the maintenance of cemeteries, shopping centres and open spaces, along with the clearance of illegal dumping and rudimentary maintenance at sporting facilities.

Forming part of the training received by the beneficiaries was occupational health and safety (OHS) training. The training was faciliatated to enable the beneficiaries to effectively and efficiently carry out their duties.

Through this initiative, the City aims to educate the community about waste sorting and recycling along with the benefits of living in a clean environment. Additionally, through an on-going community programme, the City will also aim to encourage people to keep their living spaces clean, including cleaning pavements and roads.

The *Vat Alles* project has afforded work opportunities for women, youth and persons with disabilities in order to address the challenges experienced by these demographic groups.

The *Vat Alles* project has afforded work opportunities for women, youth and persons with disabilities

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SOCIAL SECTOR

A key focus of the social sector is to equip pre-school teachers and support staff with adequate training to pass on their knowledge to benefit the country's children in the long term. The social cluster comprises of the departments of social development, education and health. Much of the work of these three departments relies on the input of volunteers and civil society organisations and is suitable for the development of the EPWP.

While a number of programmes can present a range of opportunities for work creation, the following have been selected as flagship programmes for the social sector:

- **Early childhood development (ECD)**: The main purpose of ECD is to protect the child's rights, with the ultimate goal being to improve young children's capacity to develop and learn. ECD interventions include educating and supporting parents, delivering services to children, developing capabilities of caregivers and teachers and using mass communication to enhance parents' and caregivers knowledge and practices.
- **Home/community-based care** (HCBC): This entails the provision of comprehensive services, including health and social services, by formal and informal caregivers in the HCBC and support programmes. It is prioritised as a cost-effective response, which substitutes a significant portion of Aids-related hospital care. The programme aims to facilitate the foundations for launching the Community Health and Development Worker Programme by equipping unemployed individuals with foundation skills and experience.
- **School nutrition programme**: Community members are employed as food handlers to provide food to children from needy families and thus address malnutrition.
- **Community crime prevention:** Community members are encouraged, by employing volunteers in EPWP projects, to be active in helping to identify community safety priorities for their neighbourhoods.
- **School mass participation**. Work opportunities are provided to sports coaches, and members of the public are encouraged to participate actively in sports, with the objectives of promoting good health, self-realisation, community development and social cohesion.
- **Kha Ri Gude** (Tshivenda for 'let us learn'): A Mass Literacy Campaign aimed at inviting adults who missed out on their schooling, and who cannot read nor write, to join literacy classes provided across the country.

Sector-specific programmes implemented in the cities

CITY OF CAPE TOWN: Alchohol and Drug Recovery Treatment Sites

The Western Cape has the country's highest number of methamphetamine ('tik') users, along with other substance abuse. This has serious consequences for communities, such as risky sexual behaviour, criminality and violence. To help address the problem, the City launched its first alcohol and drug recovery treatment site in 2008, and now has five across the metro – in Tafelsig (Mitchells Plain), Albow Gardens (Milnerton), Delft South, Khayelitsha and Parkwood.

The City Health's alcohol and drug recovery treatment programme takes a new and holistic approach by incorporating an outpatient treatment programme into an existing health clinic, with five treatment sites currently operational in areas of most need across the metro.

Using a best-practice model, this highly community-focused initiative helps promote education, skills acquistion, awareness and provides meaningful and practical support to assist clients to become contributing memebers of society again.

The programme itself is very intensive and includes at least three sessions per week for four months. These are split into individual, group, and family sessions which educate and empower family members so as to ensure support in the home. The programme is manual-based which ensures that therapists can keep track of the progress made by each client so all can receive equal comprehensive treatment.

Based on an 'outpatient intensive treatment' model, this programme is the first of its kind in Africa. These treatment sites achieve success though their multi-faceted approach to substance abuse recovery and their incorporation of the recovery programme in an existing health clinic.

The sites are at clinics in areas of high unemployment, poverty and substance abuse, and aim to provide communities with free quality recovery treatment along with simultaneous treatment of associated problems. The programme is an attempt to provide support for under-supplied communities and turn around the cycle of substance abuse and unemployment in these areas.

Source: DPW Community Work Programme Facebook page

NON-STATE SECTOR (NSS)

Phase II of the EPWP consists not only of the continuation and growth of existing programmes, but also of the introduction of new programmes, especially those which encourage the non-state sector to participate in the EPWP. The NSS comprises the Community Work Programme (CWP) and the Non-Profit Organisations (NPO). The CWP is area-based and managed by the Department of Cooperative Governance. The NPO is institutionally based and managed by DPW, which (as custodian of the programme) offers an administration fee and wage subsidy for the wages of the individuals employed in the Non-Profit Organisations.

The purpose of the NSS programmes is to:

- Create an avenue where NPOs can assist government in creating income for large numbers of individuals through socially constructive activities in their local communities.
- Provide accredited training to beneficiaries so that at the end of the year they can evolve into the second phase of the job market which would be to exit into full-time jobs in line with the six job drivers of government's new growth path.
- Encourage municipalities to use the human capacity of NPOs funded by the NSS
- Programme in municipal IDP projects aimed at developing local communities.

Sector-specific programmes implemented in the cities

COMMUNITY WORKS PROGRAMME (CWP): Implementation Guidelines

The Community Works Programme (CWP) was initiated as a pilot programme in 2007 under the auspices of a partnership between the Presidency and the Department of Social Development. Based on the performance of the pilot phase, the CWP was introduced in Phase II of the EPWP and located within the NSS.

The primary purpose of the CWP is to provide an employment safety net, contributing to the development of public assets and services in comunities, strengthening community development approaches and providing work experience whilst also enhancing dignity and promoting social and economic inclusion.

The implementation of the CWP is guided by the implementation manual as published by the Department of Cooperative Governance (DCoG). The key features that constitute the CWP along with the values that govern the Programme are included in the document.

The CWP provides access to a minum level of regular work and is an area based programme which is intended to be ongoing as this will allow it to target the poorest areas, where market based jobs are unlikely to arrive any time soon. Site management is handled by implementing agencies appointed by the programme.

The CWP has a single main objective to create regular work for those who need it. In achieving this though, a range of other outcomes are achieved which contribute key strategic concerns such as strengthening community participation and creating an institutional mechanism that facilitates integrated development at local level.

CHALLENGES FACED BY CITIES

Based on the responses obtained from the cities and the analysis of existing documentation, Table 6 highlights some of the major challenges facing the cities in implementing the EPWP, as well as potential solutions.

Challenges	Potential Solutions
Lack of cooperation from all stakeholders and EPWP implementing agents.	The appointment of political champions will facilitate the buy-in and cooperation from all stakeholders and implementing agents involved.
Lack of focus on generating WOs for people with disabilities.	Focus on implementing more disability-friendly projects, such as social sector projects
Lack of accredited beneficiary training across EPWP projects and delays in the approval of accredited training.	Set training requirements and targets, approve accredited training prior to implementing projects and consider setting up a separate fund, at local government level, for training requirements.
Single-year planning of EPWP initiatives for consideration of funding allocation.	Promote the establishment of long-term EPWP goals and targets.
Poor reporting by service providers responsible for implementing and administering EPWP projects.	Write reporting requirements into the scope of work for all EPWP-related tenders.
Ineffective or poor branding by service providers responsible for implementing and administering EPWP projects	Stipulate all branding requirements into the scope of work for all EPWP-related tenders.

Table 6: Challenges and Potential Solutions for Implementing EPWP

MITIGATION MEASURES IMPLEMENTED BY THE CITIES

In an attempt to bridge the challenges faced by the cities, several common mitigation measures have been initiated. These include:

- Employing additional data capturing resources to assist with EPWP reporting,
- Appointing political champions to generate commitment and buy-in to EPWP from senior management,
- Appointing external service providers to assist with the coordination of EPWP,
- Improving institutional arrangements, and
- Implementing EPWP policies and operational frameworks.

MITIGATION MEASURES IMPLEMENTED BY DPW

DPW has furthermore introduced additional mitigation measures in an attempt to provide assistance to the cities in overcoming the challenges faced. These mitigation measures include:

- Providing data capturing and reporting support,
- Upgrading management information systems (MIS) to improve reporting efficiency, and
- Providing technical assistance for the development of EPWP policy and institutional arrangements.

CONCLUSION

Cities serve as the hubs of employment, production and economic activity, while also providing a platform for social interaction, learning and creativity, and are often the sites for identifiable cultural symbols. This has led to economic development, public works and poverty relief being issues on the urban policy agenda.

Local economic development and public works are among the many initiatives designed to address the rising levels of urban poverty in South Africa. Cities can create work opportunities and provide training to unskilled, marginalised and unemployed beneficiaries, by coordinating the implementation of EPWP projects and programmes. The cities aim to foster an enabling environment for the creation of sustainable work opportunities so as to contribute to the national goal of job creation and poverty alleviation.

Of the overall number of WOs created by municipalities, the SACN nine member cities contributed 99 471, or 29% of the overall local government target. Over the last four years, the average project cost has consistently decreased, from R2.4-million/project in 2009/10 to R0.75-million/project in 2012/13. This indicates an improved level of efficiency, despite decreases in overall expenditure whilst increasing the number of projects implemented.

Nonetheless, challenges remain, in particular related to the monitoring and evaluation of data integrity, the ability to design and implement projects and the financial management capability for the implementation of projects.

All of the cities are taking measures to facilitate the implementation of the EPWP and recognise that, for successful implementation to occur, cities need to have an EPWP policy in place along with defined and enforced institutional arrangements. The cities have experienced challenges with respect to the lack of cooperation from relevant internal stakeholders and implementing bodies regarding obtaining buy-in for the implementation of EPWP.

Executive management, political leadership and ownership affect the effectiveness of the EPWP, through their influence on the willing cooperation and productive coordination between lead and sector departments at municipal level. A lack of political direction and participation in the implementation process has led to frustration and low levels of performance. The presence of strong political champions result in better delivery of EPWP, as is evident in cities like Cape Town, eThekwini and Johannesburg.

During 2012/13, short-term planning and poor reporting were among the challenges experienced by the cities, and there is a lack of resources with regards to monitoring and evaluation requirements for reporting. The current level of available resources does not sufficiently address the capacity required to report on projects to ensure that targets are met. EPWP data integrity is also a concern, as the data reported by DPW does not relate to the data submitted to the EPWP MIS by the cities. Despite these challenges, the cities have made significant progress in Phase II of the EPWP in the creation of sustainable work opportunities for unskilled unemployed individuals and the alleviation of poverty.

Cities can create work opportunities and provide training to unskilled, marginalised and unemployed beneficiaries, by coordinating the implementation of EPWP projects and programmes.

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ANNEXURE A: INDIVIDUAL CITIES REPORTS

BUFFALO CITY MUNICIPALITY

OVERVIEW OF EPWP WITHIN THE CITY

During the 2012/13 reporting period Buffalo City Municipality shifted its EPWP focus of generating work opportunities from predominantly through labour-intensive construction projects within the infrastructure sector to incorporate all sectors. Emphasis was placed on skills development and increasing the number of work opportunities created through the implementation of EPWP projects across all sectors.

This focus was endorsed through initiatives such as Vuk'uphile contractor learnership programme, aimed at addressing shortage of skills to emerging contractors, by providing necessary skills, training and qualifications. The implementation of projects such as the Mdantsane Eco Parks facilitated the expansion of EPWP initiatives outside of the infrastructure sector.

Although Buffalo City proactively focused on the implementation of EPWP across all sectors, the city continued to expand on the already successful EPWP activities within the infrastructure sector. Focus here shifted from labour-intensive construction activities to include maintenance activities of existing infrastructure through the implementation of EPWP principles.

Significant changes that the city experienced between 2009/10 and 2012/13 included:

- the establishment of an EPWP Task Team commissioned by the City Manager responsible for the implementation and oversight of EPWP within the city,
- approval of the city's EPWP policy, which was endorsed in May 2013, and
- the employment of two temporary data capturers responsible for reporting on job creation within the city.

POLICY AND IMPLEMENTATION

Buffalo City's EPWP policy was approved by the council and officially implemented in May 2013. As the city adopted EPWP as the primary vehicle for creating work opportunities, it endorsed the EPWP policy as the formal framework governing the implementation and coordination of EPWP projects. The main objective of the policy is to mainstream and guide the implementation of EPWP within Buffalo City Municipality.

Buffalo City recognised that, in order to be effective, the EPWP programme needed to be incorporated into all activities within the municipality. The EPWP policy therefore requires that all projects listed in the IDP promote EPWP principles in order to facilitate and greater work opportunities created per unit of expenditure.

Through implementing its EPWP policy, Buffalo City aimed to close the gaps and challenges identified within the implementation of EPWP, as well as strengthen existing and introduce new initiatives to promote EPWP.

As the municipality's EPWP policy was only approved during the 2012/13 reporting period, its implementation and effectiveness would have to be closely monitored and assessed during future reporting periods.

INSTITUTIONAL ARRANGEMENTS

Since the approval of the EPWP policy, significant changes were made to the institutional arrangements governing EPWP within the municipality. The City Manager commissioned a group of officials to oversee the implementation of the EPWP throughout the municipality. This group is responsible for providing support to the coordination of the programme across all sectors and to ensuring an integrated approach, in terms of planning, coordination, monitoring and reporting of all EPWP-related activities within the municipality.

Key changes made to the institutional arrangements included:

- the temporary administration of EPWP within the Directorate of Infrastructure Services, which is to be replaced by the new proposed EPWP structure,
- the submission of a proposed EPWP structure, and
- the creation of an EPWP coordinator position aimed at centralising the programme, which was advertised but not appointed during the given reporting period.

The EPWP structure had been proposed but was still awaiting approval from all relevant committees.

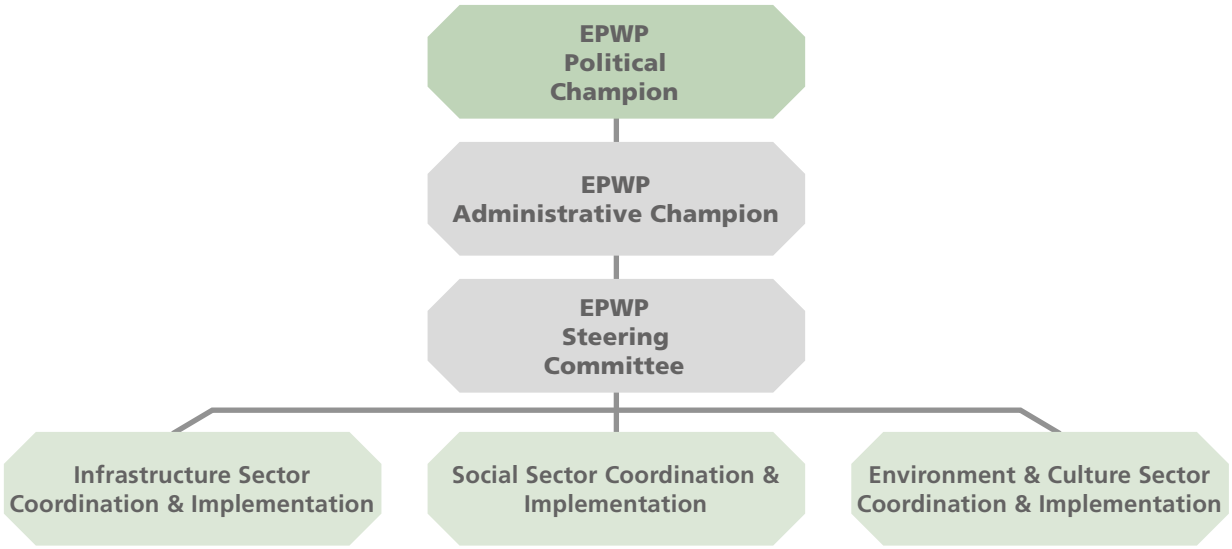

Figure 13: Proposed Institutional Arrangement – Buffalo City Municipality

BUDGET ALLOCATIONS

Buffalo City Municipality relied predominantly on the Incentive Grant received from the national Department of Public Works (DPW) to fund EPWP projects during this period, as the municipality did not have council funding allocated. It is therefore essential that the municipality implement EPWP effectively throughout the municipality, so as to maximise on the work opportunities created and therefore capitalise on the Incentive Grant funding received.

Challenges experienced with regards to EPWP funding related mainly to the approval of the Incentive Grant, which occurred in batches, resulting in budget shortages for strategic projects.

PROGRESS

Buffalo City Municipality implemented EPWP projects in the infrastructure, environment and culture and social sectors. Table 4 shows the progress of the municipality's EPWP across these sectors during the 2012/13 reporting period.

	Total
Number of Projects Implemented	31
Number of Work Opportunities Created	958
Number of FTEs	224
Number of Training Days	0
Expenditure	R49.5-million
Wages Paid	R4.9-million

Table 4: Buffalo City Municipality 2012/13 EPWP Progress

As indicated by Table 4, Buffalo City created a total of 958 work opportunities through the implementation of 31 EPWP projects which collectively generated 224 FTEs during this period.

CORNERSTONE PROJECTS AND SUCCESSES

During 2012/13 Buffalo City Municipality experienced significant success in the following projects:

Sanitation Ablution Blocks

This project is aimed at the provision and maintenance of sanitation services to informal settlements throughout the municipality, through the use of labour-intensive construction methods and EPWP employment. The municipality is therefore able to address the critical backlog in essential service delivery to informal settlement areas while creating sustainable work opportunities. The Sanitation Department implemented the project, which created 187 work opportunities.

Mdantsane Eco Parks

The construction and maintenance of Mdanstane Eco Parks were done through the employment of EPWP beneficiaries. The project's main objective was to clean up selected unused open spaces in order to prevent illegal dumping and promote efficient use of open spaces in the form of sports fields and recreational open areas. The project generated much-needed employment, training and skills transfer. In addition to contributing to open space management, eco-parks also enhance the physical character of areas and promote greening initiatives. The Community Services Directorate implemented the project, which created 161 work opportunities.

Picture: Wikipedia

Rural & Urban Roads Maintenance & Stormwater Programme

The Rural and Urban Roads Maintenance Program used EPWP beneficiaries to maintain municipal road and stormwater infrastructure. The programme therefore had a dual benefit of providing work opportunities as well as addressing critical service delivery needs. The Roads Department implemented the programme, which created a maximum of 500 work opportunities.

KEY CHALLENGES

The challenges experienced by Buffalo City Municipality include:

- the lack of collective and long-term planning in the selection and implementation of EPWP projects, which limited the progress of EPWP,
- unrealistic and therefore unattainable set targets, and
- lack of commitment and buy-in from all departments, weakening the support for EPWP in the municipality.

LESSONS LEARNT

Lessons learnt by Buffalo City Municipality that will allow for the improvement of EPWP across future reporting periods include:

- Ensure sufficient organisational capacity to guide the implementation and coordination of EPWP.
- Ensure greater reporting capacity, to facilitate accurate reporting.
- Promote longer duration of work opportunity targets in order to secure EPWP sustainability.

CITY OF JOHANNESBURG

OVERVIEW OF EPWP WITHIN THE CITY

During the 2012/13 reporting period the City of Johannesburg focused on strengthening the city's key EPWP objective of proactively seeking out all potential EPWP opportunities within all city activities.

Therefore, the aim was to implement EPWP across all sectors within the city. In order to achieve this, the city had to secure the buy-in of all departments and municipally entities through extensive roadshows and EPWP awareness initiatives. The city also set out to identify and promote EPWP initiatives within every project implemented by the city. This focus was endorsed by the city's long-standing slogan of 'Every Project an EPWP Project'.

As a result, the city managed to create 261 learnership opportunities, received R140-million in Incentive Grant funding and was awarded two Kamoso Awards, one for best infrastructure sector and one for best innovative project within the social sector (JMPD Tourist Ambassadors)

Significant changes that the city experienced between the 2009/10 to 20012/13 reporting periods included:

- the inclusion of EPWP within the city's overall spending approach,
- robust monitoring and evaluation initiatives as an essential part of the rollout value chain,
- accountability for EPWP success implemented at the highest level of management and reinforced via the city's performance management system,
- the inclusion of EPWP as part of the city's overall comprehensive long-term planning, and
- the commitment and buy-in from all politicians and officials within the city.

POLICY AND IMPLEMENTATION

Although the City of Johannesburg had approved and endorsed its EPWP policy in May 2009, the policy came under review during 2012/13, in order to strengthen EPWP throughout the city. As a part of the policy review process, the city was in the process of drafting an implementation framework that sought to expand on the city's achievements within existing EPWP initiatives.

Implementation of the city's EPWP policy proved to be highly successful and can be directly attributed to the dedicated EPWP unit situated within the Department of Economic Development. The EPWP unit is responsible for driving the effective implementation of the policy and monitoring the overall success of the programme. Sector coordinators are in turn responsible for reporting, monitoring and evaluating EPWP within the various sectors. The sector coordinators report directly to the EPWP unit on the achievements and compliance of EPWP within the different sectors across the city.

INSTITUTIONAL ARRANGEMENTS

Significant changes were made to the institutional arrangement governing EPWP within the city. These changes stemmed from a general institutional review process, which saw the merging of some departments and city entities. Key changes made to the institutional arrangement included:

- the removal of the monitoring and evaluation as well as Incentive Grant coordinators,
- the establishment of a social sector coordinator, and
- the incorporation of monitoring and evaluation within each sector with direct lines of reporting to the EPWP unit.

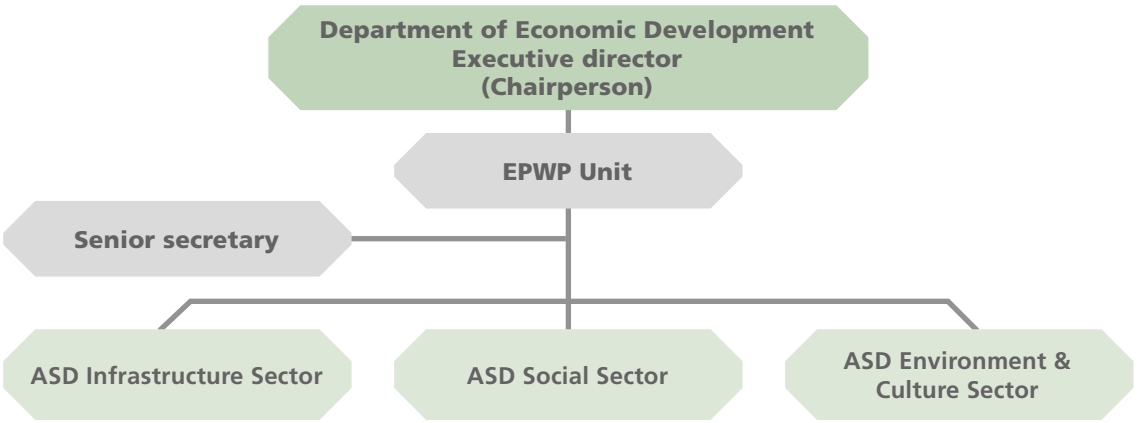

Figure 14: Revised Institutional Arrangement – City of Johannesburg

BUDGET ALLOCATIONS

The city relied on both grant funding and council budget allocation to fund EPWP projects during this period. As its slogan states, 'Every Project is an EPWP Project', and so the city implements EPWP projects regardless of funding sources and ensures sufficient budget allocation as far as reasonably practicable.

The main EPWP funding sources during the 2012/13 reporting period included:

- Urban Settlement Development Grant,
- EPWP Incentive Grant
- external loans,
- state grants,
- provincial grants, and
- Council budget.

Challenges experienced with regards to EPWP funding were mainly because of projects not being implemented in accordance with EPWP guidelines, which meant they could not be reported on or FTEs claimed for work opportunities generated in those projects. The city also experienced difficulties spending the grant allocations within the set timeframes, which would affect funding received in the following term.

PROGRESS

The City of Johannesburg implemented EPWP projects in the infrastructure, environment and culture and social sectors. Table 5 shows the progress of the city's EPWP across these sectors during the 2012/13.

	Total
Number of Projects Implemented	217
Number of Work Opportunities Created	23 183
Number of FTEs	7 787
Number of Training Days	1 442.1
Expenditure	R305.2-million
Wages Paid	R182.0-million

Table 5: City of Johannesburg 2012/13 EPWP Progress

As Table 5 shows, the City of Johannesburg created a total of 23 183 work opportunities through implementing 217 EPWP projects, which collectively generated 7787 FTEs during this period.

CORNERSTONE PROJECTS AND SUCCESSES

During 2012/13 The City of Johannesburg experienced significant success in the following projects:

JMPD Ambassadors

The JMPD Ambassadors Programme is a learnership programme initiated by the city to train individuals in traffic management and the city's by-laws. The successful trainees are then employed by the city to assist with traffic management service delivery. The programme won two Kamoso Awards during the 2012/13 financial year (as the best innovative project) and created more than 400 work opportunities.

Jabulani Housing project

In 2012/13, the City of Johannesburg managed to generate 800 work opportunities through the construction of flats as part of the Jabulani Housing Project, using labour- intensive construction methods. The project was shortlisted for the Kamoso Awards in the Best Infrastructure Project category.

Bus Rapid Transit (BRT)

The BRT project entails the construction of a new public transport bus system that delivers fast, comfortable, and cost-effective urban mobility, through providing segregated right-of-way infrastructure, and rapid, frequent operations. This massive project has created more than 5000 work opportunities and has proven to be a sustainable on-going project that started during EPWP Phase I.

KEY CHALLENGES

The challenges experienced by The City of Johannesburg, which limited the success of its EPWP, included:

- lack of focus on creating opportunities for people with disabilities, as a result of the predominant focus on labour-intensive projects;
- difficulties in providing accredited training to EPWP beneficiaries;
- insufficient training funds received from the national DPW;
- beneficiaries expecting to be offered full-time employment, which placed a lot of pressure on the city;
- backlogs in the implementation of projects due to lack of funding in relation to the period of transfer of the allocation;
- poor linkages and coordination with the province to maximise efforts; and
- a general lack of long-term planning, as EPWP projects are planned and monitored on a yearly basis.

LESSONS LEARNT

Lessons learnt by the City of Johannesburg that will allow for the future improvement of EPWP include:

- Make training requirements compulsory and link to a project in order to facilitate EPWP-related training.
- Ensure acute awareness and alignment with all relevant Ministerial Determinations in order to capitalise on the outcomes of EPWP.
- Standardise EPWP wage rates (should be aligned with industrial rates).
- Revise and clearly define EPWP employment conditions in order to ensure employment that is just and fair.
- Place greater emphasis on defining exit strategies, while thorough consultation is required to assist the city in aligning its EPWP towards Phase III.

CITY OF TSHWANE

OVERVIEW OF EPWP WITHIN THE CITY

During the 2012/13 reporting period the City of Tshwane experienced vast improvements in the implementation of its EPWP. These improvements can be attributed to city setting targets over and above those set by the DPW, as well as the commitment of all departments, city entities and regions to the achievement of these targets.

The spreading of targets to all departments, regions and entities, as well as instilling EPWP as a key performance indicator (KPI) for each senior manager, resulted in all departments, entities and regions proactively contributing toward achieving the overall target set for the city.

Significant changes that the city experienced between 2009/10 and 20012/13 included:

- the revision of the city's EPWP policy,
- reformation and clarification of the city's EPWP vision, goals and objectives, and
- revised institutional arrangements.

POLICY AND IMPLEMENTATION

During 2012/13, the City of Tshwane reviewed and revised its EPWP policy in order to redefine the vision, goals and objectives set out by the policy, and to strengthen EPWP within the city through the implementation and coordination framework set out by the policy. The revised policy was approved by the council in January 2013.

Changes made to the EPWP policy consisted of:

- redefined EPWP vision, goals and objectives,
- revised institutional arrangements to incorporate political leadership down to sector classification and coordination,
- the inclusion of overviews of the individual sector programmes, and
- greater alignment with the city's IDP.

The implementation of the EPWP policy has proven to be effective within the majority of the city's departments, entities and regions, although not all departments have yet fully implemented the policy. To monitor the progress of the policy implementation, the city held monthly one-on-one meeting with the various departments, so as to guide them on how to fully implement the policy.

INSTITUTIONAL ARRANGEMENTS

During 2012/13, no major changes were made to the institutional arrangements governing EPWP within the city, as the prevailing structure was in line with the city's EPWP policy. However, the city did appoint an EPWP champion within each implementing department, city entity and region in order to strengthen the implementation of EPWP throughout the city. Targets were set for each implementing unit and used as KPIs to continuously assess the success and progress of EPWP.

Changes made to the institutional arrangement included:

- appointment of EPWP champions in each implementing department, city entity and region, and
- incorporation of targets set per implementing department, city entity and region.

BUDGET ALLOCATIONS

The City of Tshwane relied on grant funding, council funding and operational budget allocation to fund EPWP projects during this period, although no specific budget percentage was set. The main EPWP funding sources during the 2012/13 reporting period included:

- incentive grants,
- Council funds

The main challenge experienced was that the Incentive Grant received during the 2012/13 period was not sufficient to support all EPWP projects. This could have been a result of not spending all the grant funding, or possibly under-reporting work opportunities and FTEs generated during the previous reporting period, which would have directly affected the funding received in 2012/13.

PROGRESS

The City of Tshwane implemented EPWP projects in the infrastructure as well as environment and culture sectors. Table 6 shows the progress of the city's EPWP across these sectors during the 2012/13 reporting period.

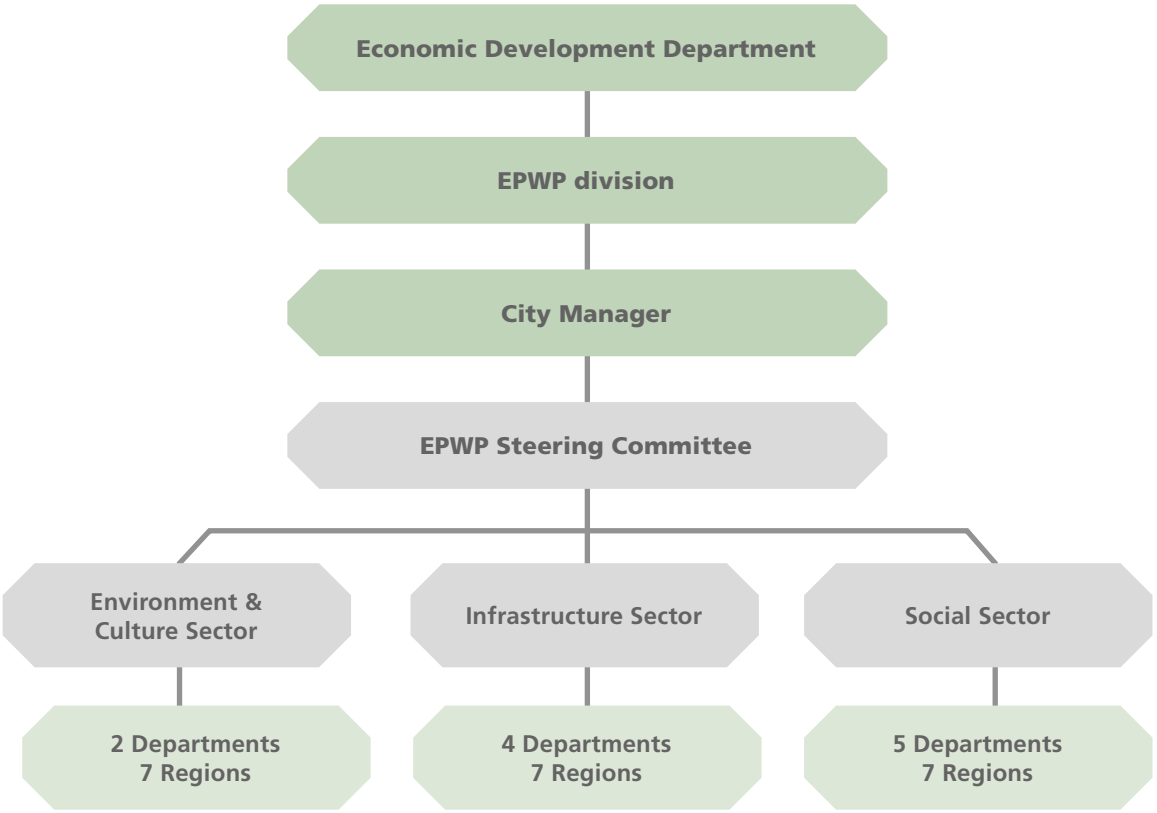

Figure 15: Institutional Arrangement – City of Tshwane

	Total
Number of Projects Implemented	143
Number of Work Opportunities Created	13 348
Number of FTEs	5 946
Number of Training Days	593.4
Expenditure	R411.5-million
Wages Paid	R116.7-million

Table 6: City of Tshwane 2012/13 EPWP Progress

As indicated by Table 6, the City of Tshwane created a total of 13 348 work opportunities through the implementation of 143 EPWP projects, which collectively generated 5946 FTEs during this period.

CORNERSTONE PROJECTS AND SUCCESSES

During 2012/13 The City of Tshwane experienced significant success in the following projects:

Vat Alles

In May 2012, the first phase of the Vat Alles project was launched in Hammanskraal. The project is aimed at keeping Tshwane clean, and the 'Vat Alles soldiers' are responsible for general litter picking, and the maintenance of the city's clinics, provincial clinics, hospitals, schools, homes and crèches, as well as rudimentary maintenance of cemeteries. During 2012/13, the project created about 3000 work opportunities and attained the objective of cleaning up the city's regions.

Tsosoloso

The Tsosoloso programme is an on-going programme funded through the Neighbourhood Development Partnership Grant. Began in February 2009, the primary aim of the programme is to create vibrant, quality spaces, focusing on nodes of economic potential, to act as catalysts for development. The scope includes the following:

- creating community activity centres and focal points (including town centres and urban cores),
- strengthening activity linkages (activity spines and streets),
- transforming transport interchanges into civic terminuses,

Picture: Wikipedia

- enhancing the pedestrian environment, and
- enriching the quality of the public environment with public art and 'green structure' (trees).

During 2012/13 reporting period, Tsosoloso programme managed to create 464 work opportunities.

KEY CHALLENGES

The challenges experienced by the City of Tshwane, which limited the success of its EPWP, included:

- not capitalising on all potential EPWP work opportunities because of shortcomings in supply chain management processes required to incorporate EPWP as a prerequisite in all relevant tenders;
- difficulties in getting service providers to submit monthly EPWP reports, which affected the city's ability to report on all work opportunities and FTEs created during this period; and
- a general lack of EPWP awareness within the city because of lax branding requirements of EPWP projects.

LESSONS LEARNT

Lessons learnt by the City of Tshwane, during the 2012/13 reporting period that will allow for the improvement of EPWP across future reporting periods include:

- Ensuring that all tenders pass through the EPWP office before being advertised, in order to calculate the minimum number of work opportunities that can be generated, so as to maximise on all potential EPWP opportunities.
- The need to set minimum wage rates specific to regions, provinces, sectors and subsectors, as the city believes the current minimum wage rate is very low for Gauteng, especially in the infrastructure sector.

EKURHULENI METROPOLITAN MUNICIPALITY

OVERVIEW OF EPWP WITHIN THE CITY

During 2012/13, EPWP within Ekurhuleni Metropolitan Municipality was mainly endorsed through the municipality's Municipal Infrastructure Grants (MIG), which meant that all departments had to apply EPWP principles to MIG-funded projects. However, as MIG projects were predominantly infrastructure-related (e.g. road maintenance and building clinics), this left a significant gap in the implementation of EPWP across all sectors. As a result Ekurhuleni placed greater emphasis on implementing EPWP across all sectors. This was assisted by the inclusion of the Urban Settlement Development Grant (USDG) which provided essential funding for projects within the environment and culture, and social sectors.

The absence of an EPWP policy limited the implementation and progress of EPWP within the municipality, as framework was available to guide the implementation and coordination of EPWP projects. During 2012/13, the municipality attempted to strengthen its EPWP by redefining its EPWP organisational structure: EPWP was moved from the Project Management office to the Department of Roads and Stormwater and then to the Department of Economic Development. These shifts were made with the aim of improving the municipality's EPWP but in fact caused significant implementation delays. However, after the final move to the Department of Economic Development, the programme started taking shape, which should have a positive impact on the progress and success in 2013/14.

Significant changes that the city experienced between 2009/10 and 20012/13 included:

- the inclusion of the USDG, in addition to MIG funding, which allowed for the implementation of environment and culture as well as social sector projects, and
- restructuring, moving EPWP coordination to the Department of Economic Development.

POLICY AND IMPLEMENTATION

During 2012/13, Ekurhuleni Metropolitan Municipality was in the process of drafting its EPWP policy, which was to be submitted to the council for approval. Therefore, no policy implementation occurred during this period. In the absence of the EPWP policy, the Department of Economic Development managed the responsibility of EPWP guidance and coordination. Once completed and approved by the council, the policy will form the overarching framework guiding EPWP within the municipality.

INSTITUTIONAL ARRANGEMENTS

During 2012/13, significant changes were made to the institutional arrangements governing EPWP within the municipality. EPWP was moved under the Department of Economic Development, where a dedicated EPWP coordination office was established to take overall responsibility of programme coordination throughout the municipality. The EPWP coordination office consists of an EPWP coordinator, a project coordinator and a data capturer. The head of each department within the municipality is directly accountable to the EPWP coordination office for EPWP reporting.

Key changes made to the institutional arrangement included:

- establishment of an EPWP coordination office under the Department of Economic Development, and
- assigning the responsibility of reporting to the EPWP coordination office to the heads of departments (HODs).

BUDGET ALLOCATIONS

The city relied on grant funding, as well as capital and operational budget allocations to fund EPWP projects during this period. The main EPWP funding sources during the 2012/13 reporting period included:

- grant funding
- internal budget allocations

Challenges experienced included poor compliance of projects to EPWP guidelines, which resulted in insufficient budget allocations and so limited the number of work opportunities created – only projects displaying a significant degree of compliance with EPWP guidelines received sufficient budget. The municipality also experienced difficulties with the distribution of budget within projects: an EPWP component in that the pro-

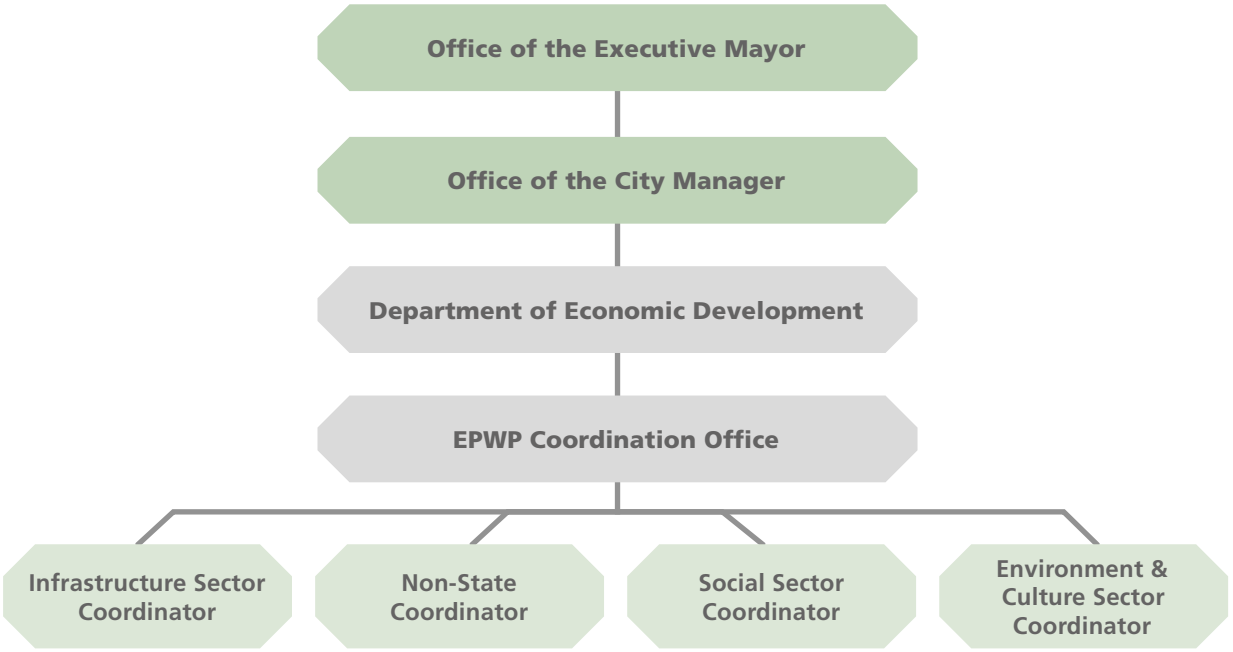

Figure 16: Institutional Arrangement – Ekurhuleni Metropolitan Municipality

ject might have had a large total budget, but only a small portion was assigned to EPWP, which limited the number of work opportunities created.

PROGRESS

Ekurhuleni Metropolitan Municipality implemented EPWP projects in the infrastructure, environment and culture and social sectors. Table 7 shows the progress of the city's EPWP across these sectors during the 2012/13 reporting period.

	Total
Number of Projects Implemented	97
Number of Work Opportunities Created	3 750
Number of FTEs	798
Number of Training Days	0
Expenditure	R31.4-million
Wages Paid	R15.5-million

Table 7: Ekurhuleni Metropolitan Municipality 2012/13 EPWP Progress

As indicated in Table 7, Ekurhuleni Metropolitan Municipality created a total of 3750 work opportunities through the implementation of 97 EPWP projects, which collectively generated 798 FTEs.

CORNERSTONE PROJECTS AND SUCCESSES

During 2012/13 Buffalo City Municipality experienced significant success in the following projects:

Vuk'uphile Learnership Programme

The Vuk'uphile Learnership Programme provides beneficiaries with the necessary skills, training and practical construction-related experience. Following the success of the Vuk'uphile programme during previous reporting periods, Ekurhuleni again had an intake of 20 learner contractors and 20 supervisors in 2012/13.

Roads Turnkey Projects

The Roads Turnkey programme is essentially a road maintenance programme that employs EPWP beneficiaries on a large scale through appointed consortiums. This programme is one of the great models of how large projects can successfully be implemented while capitalising on all potential EPWP work opportunities. Consortiums are appointed with the consultant and the contractors to carry out the assigned projects. The main contractors then appoint sub-contractors, who then appoint locals to work with them.

This process not only creates a significant number of work opportunities but also assists the upcoming SMME contractors to develop and gain essential experience, as they work under the main contractor who monitors their work consistently.

Picture: Wikipedia

KEY CHALLENGES

The challenges experienced by Ekurhuleni Metropolitan Municipality which limited the success of its EPWP, included:

- the absence of an EPWP policy meant that there was no approved framework guiding the implementation process,
- lack of organisational capacity to effectively implement and coordinate EPWP, and
- restructuring of the municipality's institutional arrangements delayed EPWP implementation.

LESSONS LEARNT

Lessons learnt by Ekurhuleni Metropolitan Municipality, during the 2012/13 reporting period that will allow for the improvement of EPWP across future reporting periods include:

- Set targets should be done in consultation with the municipality, to ensure they are realistically attainable – national targets are normally defined using calculations from the municipal budgets and in most cases give a higher target that is not achievable.
- Have clear guidelines from national DPW on direct employment that comply with Treasury requirements, which will allow uniform payment systems for directly employed beneficiaries,
- Make decisions with urgency on the required reporting systems (MIS/IRS), while monitoring and evaluation forums should be active in all the provinces.
- Institute a more consultative process between municipal officials and national DPW when developing and signing protocol agreements, to ensure a clear understanding on what the protocol is about and the mayor's responsibility to ensure that the set targets are reached.

ETHEKWINI MUNICIPALITY

OVERVIEW OF EPWP WITHIN THE CITY

During the 2012/13 reporting period eThekwini Municipality succeeded in increasing the number of EPWP participating departments, which lead to an increase in the number of work opportunities created. As a result, the city exceeded the FTE target set for this period. The emphasis was on creating sustainable job opportunities as opposed to short-term work opportunities. A major contributing factor to the increased number of sustainable work opportunities was a relaxation on the daily wage rate, which allowed the municipality to generate more work opportunities per unit of capital spent.

During this period the municipality also undertook the review of its EPWP policy that had been approved and implemented in 2007. The aim of the policy review was to facilitate greater EPWP implementation across all sectors and secure a higher level of commitment and buy-in from all municipal departments through the appointment of political champions. The revised policy therefore allowed for an integrated approach towards EPWP involving all sectors. For example, the Department of Agriculture's rollout of the Rural Fish Ponds programme incorporated the social sector (identifying potential projects, engaging with the beneficiaries and facilitating site preparation), the environmental sector (dealing with environmental impact assessment/sustainable perm-culture programmes), the infrastructure sector (designing and facilitating the infrastructure provision) and the economic sector (managing enterprise development and marketing of the produce).

Guidelines for effectively implementing EPWP labour-intensive methods are being formulated and were work-shopped with the municipality's departments to ensure buy-in and compliance.

Significant changes that the municipality experienced between 2009/10 and 20012/13 included:

- A change in the political and administrative landscape after the local government elections, resulting in the appointment of new leadership with more interest and support for the EPWP;
- an increased EPWP awareness and commitment, through the rollout of extensive road shows and presentations;
- the contribution of large contract projects in maximising job creation;
- increased EPWP compliance from all participants, as a result of internal audits scrutinising the municipality's EPWP; and
- improved monitoring and evaluation processes, through EPWP monitoring, mainstream monitoring processes such as capital monitoring, City Manager's weekly operations meetings and performance monitoring on Service Delivery and Budget Implementation Plan scorecard.

POLICY AND IMPLEMENTATION

eThekwini's EPWP policy, which was approved in 2007, provided the overarching framework for implementing EPWP within the municipality. However, during 2012/13 the policy was reviewed to facilitate greater EPWP implementation across all sectors and to secure a higher level of commitment and buy-in from all municipal departments through the appointment of political champions.

The implementation of eThekwini's EPWP policy has proven to be highly effective, as shown by the municipality attaining and exceeding the targets set. The implementation of the policy was monitored by the Infrastructure Management Socioeconomic Development Department (the overall coordinating department), together with Supply Chain Management, and Treasury and internal audits.

INSTITUTIONAL ARRANGEMENTS

During the reporting period, no significant changes were made to the institutional arrangements governing EPWP within the municipality. However, the municipality did appoint two Deputy City Managers and the head of the Engineering Unit to provide strategic attention and focus to the EPWP. Political champions were in the process of being identified.

BUDGET ALLOCATIONS

The municipality relied mainly on budget allocation from its capital and operating budgets to fund EPWP

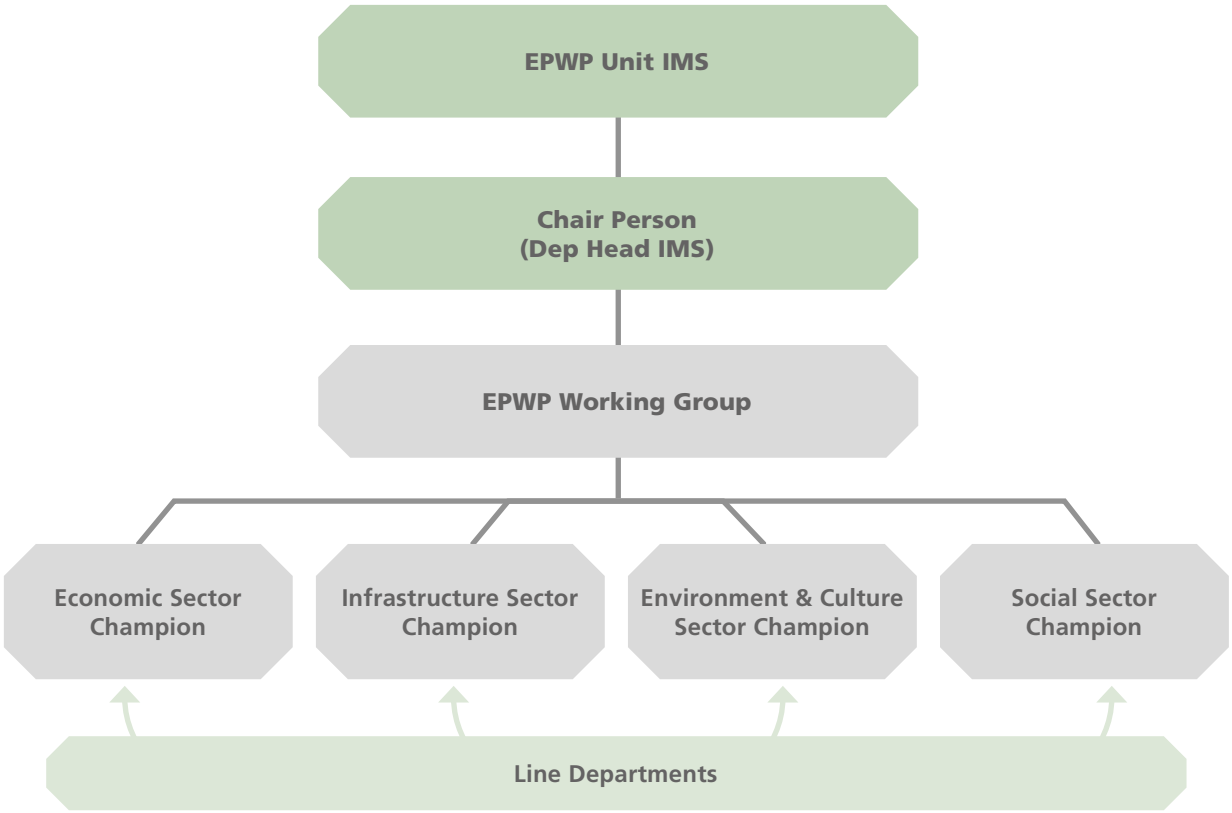

Figure 17: Institutional Arrangement – eThekwini Metropolitan Municipality

projects during this period. Although Incentive Grant funding was used to supplement this budget, the municipality did not rely on the grant funding received for the EPWP. The main EPWP funding sources during the 2012/13 reporting period included:

- capital budget
- operational budget
- grant funding

Challenges experienced with regards to EPWP funding included the inability of municipal departments to spend the allocated budget in previous reporting periods, which negatively affected the budget allocation received for the 2012/13 reporting period. As a result of the decrease in the Incentive Grant received (less than was expected), several strategic EPWP role players became demotivated, which affected the commitment to EPWP.

PROGRESS

The eThekwini Municipality implemented EPWP projects in the infrastructure, environment and culture and social sectors. Table 8 shows the progress of the city's EPWP across these sectors during the 2012/13 reporting period.

	Total
Number of Projects Implemented	100
Number of Work Opportunities Created	14 491
Number of FTEs	6 484
Number of Training Days	69
Expenditure	R389.6-million
Wages Paid	R122.9-million

Table 8: eThekwini Metropolitan Municipality 2012/13 EPWP Progress

As indicated by Table 8, eThekwini Municipality created a total of 14 491 work opportunities through the implementation of 100 EPWP projects, which collectively generated 6484 FTEs during this period.

CORNERSTONE PROJECTS AND SUCCESSES

During 2012/13 eThekwini Municipality experienced significant success in the following projects:

Interim Service Delivery Project

This project is aimed at providing and maintaining interim services to informal settlements throughout the municipality, using labour-intensive construction methods and EPWP employment. The municipality is therefore able to address the critical backlog in essential service delivery to these informal settlement areas while creating sustainable work opportunities. The provision of ablution blocks is a sub programme under the project, which employed 700 beneficiaries during 2012/13.

Agricultural rollout

This project aims to address food security in the city by providing infrastructural and agricultural support to small-scale growers, creating in the process thousands of jobs and, most importantly, sustainable livelihoods. The city has a database of 2000 of these gardens. A rollout of rural fish ponds is linked to this project.

Zibambele Roads Maintenance programme

The Zibambele programme is a low-volume road maintenance programme employing approximately 6000 of the poorest community members within eThekwini Municipality. The programme is predominantly aimed at female-headed households and provides thousands of female beneficiaries with work opportunities and some income.

KEY CHALLENGES

The challenges experienced by eThekwini Municipality, which limited the success of its EPWP, included:

- a change in the political landscape, which brought about a change in leadership that caused delays in EPWP implementation;
- difficulties experienced in migrating from the MIS to the IRS reporting system that caused significant delays;
- too much emphasis and reliance placed on the Incentive Grant, which led to a shift of focus away from the EPWP pillars of self-sustaining through employment creation using existing sources of budget;
- low expenditure by departments resulted in fewer employment opportunities created; and
- rural-urban migration led to a high unemployment rate within the municipality, which exerted too much pressure on EPWP.

LESSONS LEARNT

Lessons learnt by eThekwini Municipality, during the 2012/13 reporting period that will allow for the improvement of EPWP across future reporting periods include:

- Targets must be realistic and work-shopped with all stakeholders in order for them to be realistic and attainable.
- Maintenance programmes have a potential for creating a large number of sustainable work opportunities.
- Communication and awareness campaigns are key factors to secure buy-in of communities and all other stakeholders.
- All community members must be made aware of a potential EPWP project in a target area to ensure fair employment opportunities.
- The daily labour rate must be uniform across the municipality.
- To be effective, EPWP needs to be supported at all levels of governance.

MANGAUNG METROPOLITAN MUNICIPALITY

OVERVIEW OF EPWP WITHIN THE CITY

During the 2012/13 reporting period Mangaung Metropolitan Municipality successfully expanded its EPWP through the implementation of projects, predominantly within the infrastructure sector. Infrastructure sector projects included infrastructure construction and maintenance-related projects. Apart from expanding EPWP within the infrastructure sector, the municipality also managed to continue existing projects within the environment and culture and social sectors. During this period, Mangaung registered all of its infrastructure projects as EPWP projects, therefore capitalising on the work opportunities and FTEs generated.

Significant changes that the municipality experienced between the 2009/10 to 20012/13 reporting periods included:

- registering all of its infrastructure projects as EPWP projects,
- improved reporting on work opportunities and FTEs generated, and
- increased incentive grant funding, as a result of improved reporting, which provided more funding for the implementation of EPWP projects.

POLICY AND IMPLEMENTATION

During the 2012/13 reporting period, Mangaung Metropolitan Municipality prepared a draft EPWP policy, which was still to be submitted to the council for approval. As the municipality's EPWP policy had not yet been approved by the council during this reporting period, implementation and effectiveness of EPWP will have to be closely monitored and assessed during future reporting periods.

INSTITUTIONAL ARRANGEMENTS

During 2012/13, significant changes were made to the institutional arrangements governing EPWP within the municipality. The coordination of EPWP was shifted from the Project Management Unit to both the Directorate of Strategic Projects and Service Delivery Regulation and the Directorate of Engineering Services.

The Directorate of Strategic Projects and Service Delivery Regulation is responsible for the overall implementation of EPWP within the municipality, while the Directorate Engineering Services is responsible for the implementation of EPWP within the Infrastructure Sector. The Municipality was still in the process of finalising this structure during the reporting period and so, although the Directorate of Engineering appointed five officials to coordinate EPWP, the Directorate of Strategic Projects and Service Delivery Regulation did not have any dedicated EPWP officials during this time.

Key changes made to the institutional arrangement included:

- the reallocation of EPWP coordination from the Project Management Unit to the Directorate of Strategic Projects and Service Delivery Regulation and the Directorate of Engineering Services, and
- the appointment of five dedicated EPWP officials in the Directorate of Engineering Services.

BUDGET ALLOCATIONS

The municipality relied on grant funding and Council budget allocation to fund EPWP projects during this period. Infrastructure-related projects were funded according to the IDP process, while grant funding was used for projects identified within the environment and culture, and social sectors. For instance, the Food for Waste programme was funded by the Incentive Grant Fund. The main EPWP funding sources during the 2012/13 reporting period included:

- council budget allocation,
- Incentive Grant, and
- Urban Settlement Development Grant

Challenges experienced with regards to EPWP funding were mainly related to the lack of equal implementation across all sectors, resulting in fewer projects (and therefore work opportunities created within the environment and culture, and social sector), which limited the funding allocated to these sectors.

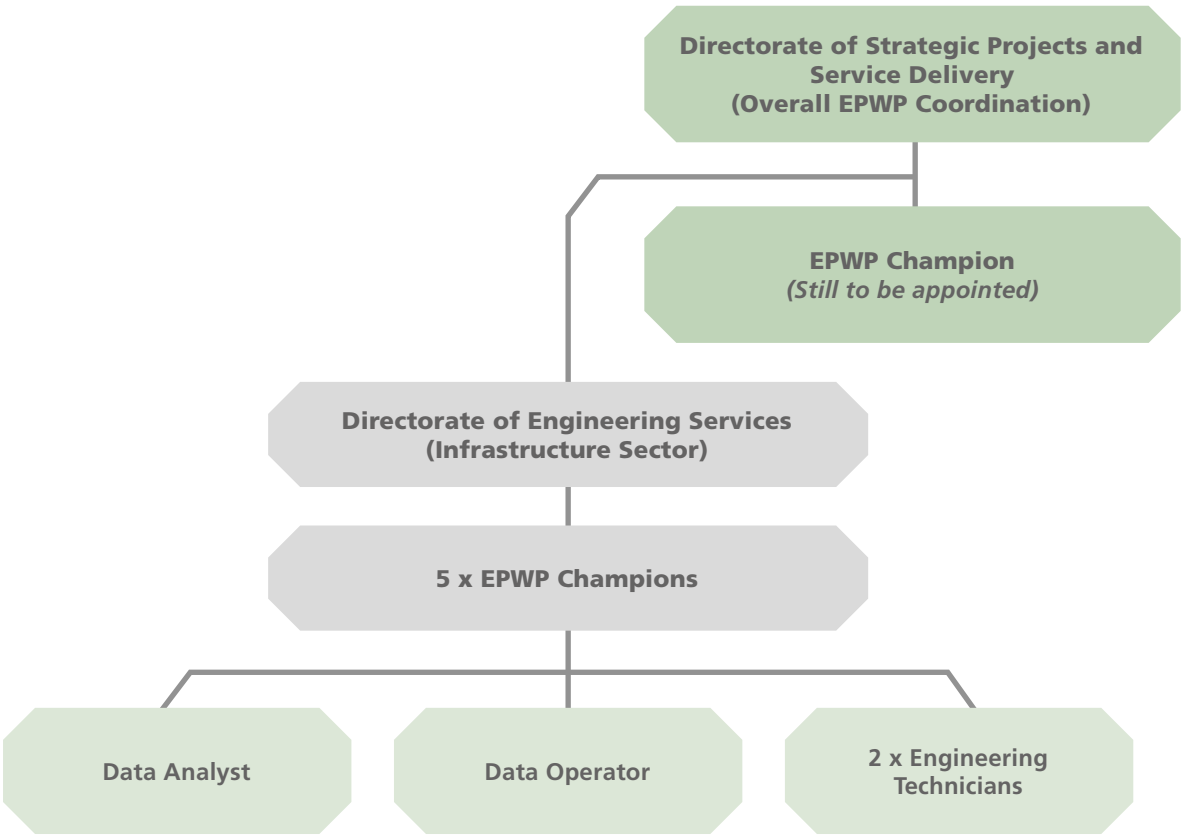

Figure 18: Institutional Arrangement – Mangaung Metropolitan Municipality

PROGRESS

Mangaung Metropolitan Municipality implemented EPWP projects in the infrastructure, environment and culture, and social sectors. Table 9 shows the progress of the city's EPWP across these sectors during the 2012/13 reporting period.

	Total
Number of Projects Implemented	36
Number of Work Opportunities Created	1 247
Number of FTEs	289
Number of Training Days	0
Expenditure	R72.5-million
Wages Paid	R5.5-million

Table 9: Mangaung Metropolitan Municipality 2012/13 EPWP Progress

As indicated by Table 9, Mangaung created a total of 1247 work opportunities through the implementation of 36 EPWP projects, which collectively generated 289 FTEs during this period.

CORNERSTONE PROJECTS AND SUCCESSES

During 2012/13 Mangaung Metro Municipality experienced significant success in the following projects:

Vukhupile Learnership Programme

The Vuk'uphile Learnership Programme provides beneficiaries with the necessary skills, training and practical construction-related experience. During the 2012/13 reporting period, Mangaung Metropolitan Municipality launched Phase I of the Vukhupile Learnership Programme. Ten Learnership Contractors and Supervisors were appointed for five roads and stormwater projects and five sanitation projects. One mentor along with four assistants was appointed.

The Sanitation Project

This project formed part of Mangaung Metro Municipality's basic sanitation infrastructure programme to meet the increasing need for adequate sanitation in disadvantaged communities. This project is aimed at the construction of a sewer outfall line. The contract commenced in April 2013 with practical completion being granted from October to November 2013. To sum up, the total contract amount was R8,112,809

Picture: Wikipedia

and the total amount spent on labour was R602,784. A total of 89 work opportunities were created and 6699 person days of work were generated.

Roads and Stormwater Maintenance Project

The municipality identified five roads to be upgraded under the roads and stormwater project. The aim of the project was to provide as many work opportunities as possible. A total of 5904.5 person days were created ,with a total amount of R541,174.35 paid to local workers in wages.

The Incentive Waste Collection

This project provides the cleaning and waste collection to the illegal dumping site of Mangaung, and its objective is to remove and eradicate the illegal dumping through the employment of EPWP beneficiaries. The project generated over 180 work opportunities during 2012/13.

KEY CHALLENGES

The challenges experienced by Mangaung Metropolitan Municipality which limited the success of its EPWP, included:

- lack of a suitable institutional arrangement to facilitate the commitment and buy-in from all departments, which limited the implementation of EPWP throughout the municipality;
- lack of organisational capacity and EPWP champions to implement EPWP across all sectors and departments; and
- lack of an approved EPWP policy, so there was no overarching framework guiding the implementation and coordination of EPWP.

LESSONS LEARNT

Lessons learnt by Mangaung Metropolitan Municipality, during 2012/13 that will allow for the improvement of EPWP across future reporting periods include:

- The need for an EPWP unit, equipped with sufficient organisational capacity, to guide the implementation and coordination of EPWP within the municipality.
- The involvement of top management from the onset of EPWP and the presence of political champions.
- Provision on the capital and operational budgets for specific EPWP projects, so the municipality does not rely only on grant funding, as this will limit the expansion of EPWP.
- The further streamlining of the MIS, to be faster and to allow all municipalities and government sectors to extract reports.

MSUNDUZI MUNICIPALITY

OVERVIEW OF EPWP WITHIN THE CITY

During the 2012/13 reporting period Msunduzi Municipality made noteworthy achievements in their EPWP, the most significant of which was the approval of the EPWP policy document and adoption by full council. Although the municipality made progress, institutional arrangements to govern the implementation and coordination of EPWP throughout the municipality were lacking.

Despite not having a formal structure governing EPWP, the municipality's programme was in line with the goals of government: work opportunities were provided to unemployed citizens living within local communities where projects were carried out. The reporting of statistics also improved compared to previous years. Msunduzi acknowledges the need for commitment and accountability towards EPWP from all stakeholders involved, in order to enhance the EPWP within Msunduzi Municipality. The municipality therefore attempted to create an acute awareness of EPWP in order to generate such commitments.

KDBS Consulting, employed by the municipality to provide assistance in the implementation of EPWP, proved to have been instrumental in the progress made.

Significant changes that the municipality experienced between the 2009/10 to 20012/13 reporting periods included:

- the approval of the municipality's EPWP policy, and
- a greater number of EPWP projects implemented and work opportunities generated.

POLICY AND IMPLEMENTATION

Msunduzi Municipality's EPWP policy was approved and adopted during the 2012/13 reporting period. The policy is aimed at generating a greater level of accountability towards the implementation of EPWP, as well as providing a framework for the implementation and coordination of EPWP throughout the municipality.

Although the EPWP policy has been approved and formally adopted, the municipality experienced difficulties implementing it because of the lack of institutional arrangement and organisational capacity within the municipality. However, a steering committee has been proposed to govern the implementation of the policy. Once appointed, this committee will be responsible for facilitating the implementation and coordination of EPWP across all sectors in accordance with the EPWP policy.

Due to the fact that the municipality's EPWP policy only came into effect during the 2012/13 reporting period (and the appointment of a steering committee to drive the implementation is still outstanding), the policy's implementation and effectiveness will have to be closely monitored during future reporting periods.

INSTITUTIONAL ARRANGEMENTS

Significant changes were made to the institutional arrangements governing EPWP within the municipality since the approval of the EPWP policy. The realignment of the structure was done in accordance to the approved EPWP policy. A dedicated steering committee was proposed but has not yet been appointed. However, political champions were appointed to add credibility to the programme and to generate commitment from other stakeholders. As EPWP cuts across all municipal units and departments, it was decided to assign managing departments to each sector.

Key changes made to the institutional arrangement included:

- proposal of a new steering committee,
- appointment of political champions, and
- assigning managing departments to each sector of implementation.

BUDGET ALLOCATIONS

The municipality relied on both grant funding and council funding to implement EPWP projects during this period. Each department is required to prepare and business plan indicating how they intent to spend their budget allocations to implement EPWP and therefore contribute to the cumulative number of FTEs generated.

The main EPWP funding sources during the 2012/13 reporting period included:

- MIG funding,
- Council funding, and
- grant allocations

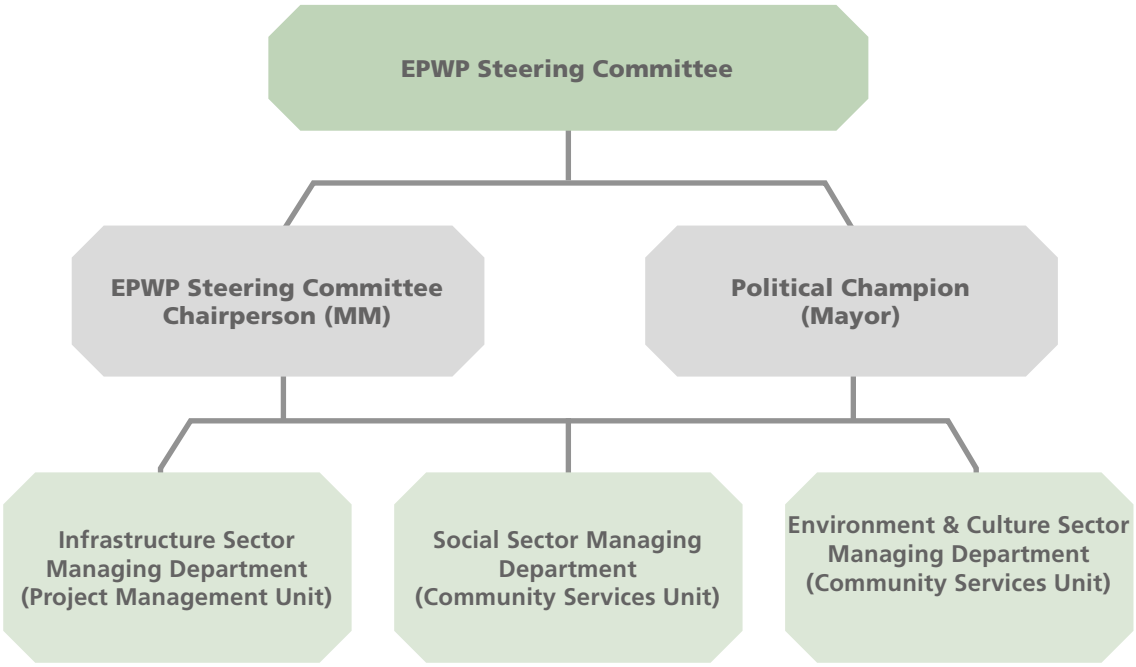

Figure 19: Institutional Arrangement – Msunduzi Municipality

Challenges experienced with regards to EPWP funding was caused as a result of the low number of work opportunities generated during the previous reporting period which limited the 2012/13 funding allocation received.

PROGRESS

The Msunduzi Municipality implemented EPWP projects in the infrastructure, environment and culture, and social sectors. Table 10 shows the progress of the municipality's EPWP across these sectors during the 2012/13 reporting period.

	Total
Number of Projects Implemented	24
Number of Work Opportunities Created	854
Number of FTEs	164
Number of Training Days	0
Expenditure	R4.0-million
Wages Paid	R346,990

Table 10: Msunduzi Municipality 2012/13 EPWP Progress

As indicated in Table 10, the Msunduzi Municipality created a total of 854 work opportunities through the implementation of 24 EPWP projects, which collectively generated 164 FTEs during this period.

CORNERSTONE PROJECTS AND SUCCESSES

During 2012/13 Msunduzi Municipality experienced significant success in the following projects:

City Clean-up Project

The City Clean-up project is a municipal initiative to assist in cleaning up of public spaces using EPWP labour. During 2012/13 the municipality provided 184 work opportunities to beneficiaries from disadvantaged communities. The programme has changed the image of the city for the better, as the deployment of EPWP crew to strategic areas has made a great impact on the cleanliness of the city.

Swimming Pool Attendants and Cashiers (Social Sector)

The municipality employs EPWP beneficiaries as public pool attendants and cashiers, which not only generates work opportunities but also increases the number of life guards, thereby minimising the risk of drowning at public pools. All necessary training is provided, thereby promoting skills development of the beneficiaries.

The Construction of the Copesville Reservoir

Funding by the MIG, this project used labour-intensive construction methods as far as possible, thereby maximising on the work opportunities created. Beneficiaries not only gained through the work opportunities created but also from the extensive training provided.

Picture: Wikipedia

KEY CHALLENGES

The challenges experienced by Msunduzi Municipality which limited the success of its EPWP, included:

- unrealistic expectations from community members that the municipality would provide work opportunities to all,
- expectations of EPWP beneficiaries to be provided with permanent employment, and
- funding challenges limiting the expansion of EPWP within the municipality.

LESSONS LEARNT

Lessons learnt by Msunduzi Municipality, during the 2012/13 reporting period that will allow for the improvement of EPWP across future reporting periods include:

- A standard wage rate across all sectors is needed to alleviate wage disputes.
- Conditions of employment governing EPWP must be clearly relayed to all beneficiaries.
- Commitment is required from all stakeholders to ensure the success of the programme.
- Effective channels of communication need to be established between the implementing agent, the beneficiaries and the communities.

NELSON MANDELA BAY METROPOLITAN MUNICIPALITY

OVERVIEW OF EPWP WITHIN THE CITY

During the 2012/13 reporting period Nelson Mandela Bay Municipality continued to expand its EPWP, managed by the dedicated EPWP unit established under the Special Programmes Directorate, with the guidance of the Executive Mayor as political champion. The growth of the programme was achieved through establishing internal targets and including these targets on senior management score cards, thereby ensuring commitment to the growth of EPWP within the municipality. An EPWP official was placed on the Supply Chain committee in an attempt to mainstream the implementation of EPWP throughout all directorates within the municipality and to enforce the inclusion of EPWP principles in all relevant projects.

Although the municipality had a comprehensive EPWP policy in place, endorsed by the council and supported by dedicated monitoring tools such as the internal targets, the municipality experienced some difficulties. These were mainly the result of insufficient ownership and accountability for the set targets because of acting senior management operating within a limited capacity. This resulted in a break in continuity in the implementation and expansion of EPWP. As such, the absence of a permanent City Manager limited the efforts to mainstream the implementation of EPWP throughout all directorates within the municipality and to a certain extent stifled the success of the programme.

Significant changes that the city experienced between the 2009/10 to 20012/13 reporting periods included:

- the employment of dedicated data capturers to assist with EPWP data capturing and reporting,
- the appointment of an EPWP champion by the Executive Mayor,
- the endorsement of the municipality's EPWP policy by the council, and
- the inclusion of an EPWP official on the Supply Chain committee.

POLICY AND IMPLEMENTATION

Although the municipality's EPWP policy was approved in 2011 and fully endorsed by the council in 2012/13, the implementation and alignment of practices to the policy were limited. Difficulties in implementing the policy included using Directorates when establishing project specifications and selection processes (e.g. of EPWP beneficiaries) that were not aligned with the policy, which limited the effects.

The acting senior management and key municipal members such as the Municipal Manager were found to have a negative impact on the effectiveness of the institutional arrangements governing EPWP. As a result, the lack of institutional capacity affected the implementation of the EPWP policy during the 2012/13 reporting period. However, the appointment of permanent senior management staff will ensure commitment and accountability in the implementation of the EPWP policy.

INSTITUTIONAL ARRANGEMENTS

Apart from the Executive Mayor appointing an EPWP political champion, no significant changes were made to the institutional arrangements governing EPWP within the municipality during 2012/13. However, the municipality experienced some turnover of senior management staff and so acting members were appointed, which affected the institutional capacity of the existing structure.

Key changes made to the institutional arrangement included:

- the appointment of a political champion

BUDGET ALLOCATIONS

The municipality relied on both grant funding and internal operational and capital budget allocation to fund EPWP projects during this period. Operational budget allocations were used to fund administrative EPWP activities, whereas capital budget allocations were programme/project specific, as budgeted for by each directorate. The main EPWP funding sources during the 2012/13 reporting period included:

- MIG funding,
- Council funding, and
- grant allocations

Challenges experienced with regards to EPWP funding were due to EPWP principles not being included in all relevant project specifications through the Sup-

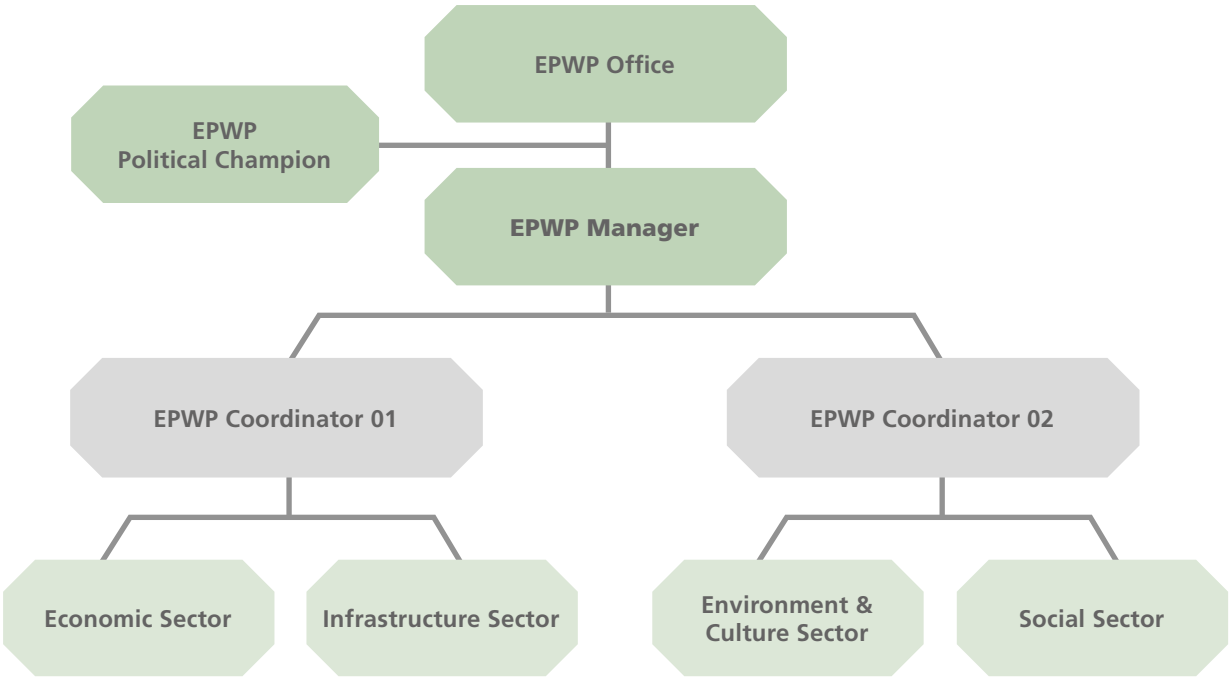

Figure 20: Institutional Arrangement – Nelson Mandela Bay Municipality

ply Chain Management Committee, which limited the number of work opportunities generated. The limited number of work opportunities generated affected the grant funding received by the municipality, while under-reporting on EPWP projects and internal budget cuts (due to saving mechanisms implemented by the municipality) also had an impact on EPWP funding during this period.

PROGRESS

Nelson Mandela Bay Metropolitan Municipality implemented EPWP projects in the infrastructure, environment and culture and social sectors. Table 11 shows the progress of the city's EPWP across these sectors during the 2012/13 reporting period.

	Total
Number of Projects Implemented	86
Number of Work Opportunities Created	8 539
Number of FTEs	2 146
Number of Training Days	0
Expenditure	R92.6-million
Wages Paid	R40.8-million

Table 11: Nelson Mandela Bay Municipality 2012/13 EPWP Progress

As Table 11 shows, Nelson Mandela Bay Metropolitan Municipality created a total of 8 539 work opportunities through the implementation of 86 EPWP projects which collectively generated 2 146 FTEs during this period.

CORNERSTONE PROJECTS AND SUCCESSES

During 2012/13 Nelson Mandela Bay Metropolitan Municipality experienced significant success in the following projects:

Nelson Mandela Bay Community Cooperatives

The Community Cooperatives Programme include community-based cooperatives, as well as conventional contract and management contractor models aimed predominately at waste management within the city through the appointment of contractors.

Vuk'phile Learnership Programme

The Vuk'phile Learnership programme provided beneficiaries with the necessary theoretical and practical training, in various fields of construction, for them to graduate as fully fledged construction contractors. During the 2009/10 to 2011/12 period, 20 learner contractors graduated in Nelson Mandela Bay Municipal Vuk'phile Learnership Programme. Some of the graduates managed to get tenders in the municipality's Housing Development Programme and construction of pavements.

KEY CHALLENGES

The challenges experienced by Nelson Mandela Bay Metropolitan Municipality, which limited the success of its EPWP, included:

- delays in the mainstreaming of EPWP throughout all Directorates within the municipality,
- lack of commitment to EPWP targets from acting Senior Members,
- under-reporting on EPWP projects negatively affected Incentive Grant funding received, and
- the implementation of saving mechanisms by the municipality decreased internal EPWP budget allocations for 2012/13.

LESSONS LEARNT

Lessons learnt by Nelson Mandela Bay Metropolitan Municipality during the 2012/13 reporting period that will allow for the improvement of EPWP across future reporting periods include:

- The strategic importance of Senior Management in generating commitment towards EPWP within the municipality.
- The need for sufficient organisational capacity to drive the implementation of the EPWP policy.
- The need to establish internal EPWP targets and include these targets on executive scorecards, in order to monitor the progress of EPWP within the municipality.
- The need for a standard wage rate across all sectors to alleviate wage disputes.

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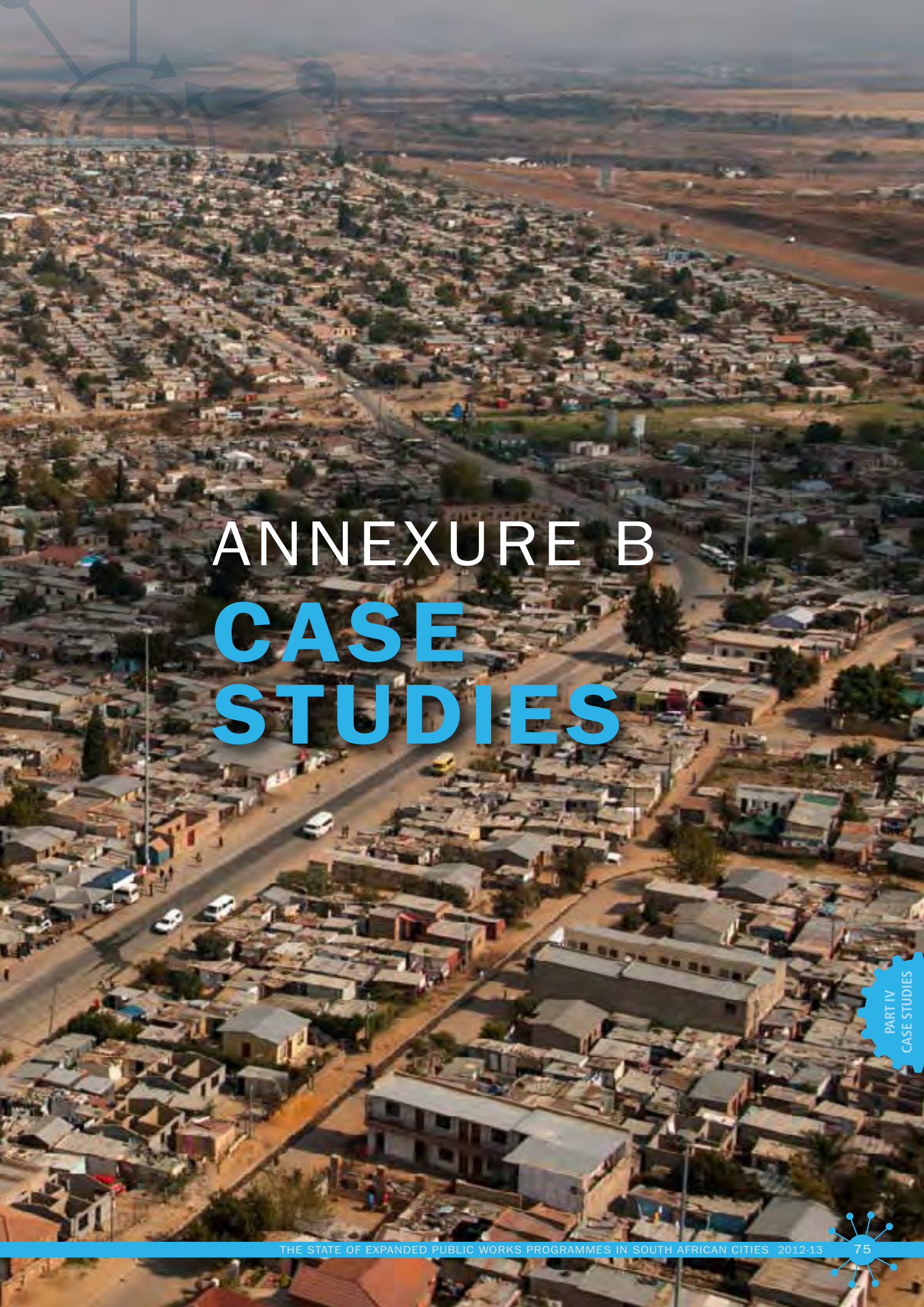


ANNEXURE B
CASE STUDIES

ETHEKWINI MUNICIPALITY

ZIBAMBELE POVERTY ALLEVIATION PROGRAMME

INTRODUCTION

The Expanded Public Works Programme (EPWP) is one of the South African government's short-to-medium term programmes, aimed at providing additional work opportunities coupled with training. The programme was launched in 2003 to promote economic growth and sustainable development. Its immediate goal was to help alleviate unemployment by creating at least one million work opportunities over a five-year period. The demographic targets required that 40% of the beneficiaries be women, 30% youth and 2% people with disabilities.

Another key objective of the programme was to provide necessary public goods and services in a labour-intensive manner while adhering to required standards. The engagement of mainly unskilled labour in these activities also creates an opportunity for training to develop the necessary skills that can be applied in other opportunities.

The Zibambele Programme was initiated by the KwaZulu-Natal Department of Transport (KZN DoT). The programme was first piloted in 1999 and targeted women-headed households. The KZN DoT Zibambele poverty relief programme was specifically developed to maintain efficiently and effectively the KwaZulu-Natal rural road network, while at the same time maximising the positive social impact of increased work opportunities.

The eThekwini Zibambele Poverty Alleviation Programme is run by eThekwini's Roads and Stormwater Maintenance (RSM) Department. Zibambele is a poverty alleviation programme which targets destitute women-headed households, mainly in the rural areas. The purpose of the programme is to use the unemployed to provide essential road maintenance and other labour-intensive activities, in return for a monthly payment. Over time the programme has matured to become a very significant employer of mainly unskilled and otherwise unemployable labour, reaching into every corner of the municipality.

BACKGROUND TO THE ETHEKWINI ZIBAMBELE PROGRAMME

eThekwini Municipality initiated Zibambele as a pilot Programme in 2003 in the Inanda/Ntuzuma/KwaMashu (INK) area for the purposes of maintaining recently constructed gravel roads. The pilot programme demonstrated significant benefits in terms of the sustained alleviation of poverty and providing people with the opportunity to re-establish a sense of identity and social re-integration that comes from being gainfully employed. eThekwini's Road and Stormwater Maintenance Department were tasked in 2004 with rolling out a fully-fledged Zibambele Poverty Alleviation Programme within the eThekwini Municipality.

While poverty alleviation is the primary outcome of the programme, it also resulted in the improved maintenance of eThekwini's road infrastructure. Thus, besides the enormous social benefits of providing a financial 'safety net' for the poorest of the poor, the municipality (who is responsible for constructing and maintaining its road network) has saved itself (and the public road users) many millions of rand, through:

- improved road safety, as a result of regular clearing and cleaning of verges, especially near dangerous curves;
- reduced wear-and-tear to vehicles, as a result of regular maintenance and improved incidence reporting;
- protection of state assets, through the regular clearing of drains and channels; and
- reduced maintenance costs, by targeting persons living within walking distance from their places of work.

In addition to the objectives related to poverty alleviation, work opportunities and maintenance of infrastructure, the programme provides an ideal opportunity for forging links between the municipality and local communities. It is cost-effective compared to alternative methods of providing such services, and community involvement ensures that buy-in and sustainability of the programme.

The Zibambele Programme has been recognised as a best practice EPWP programme, and the eThekwini model proves that the programme can be implemented successfully in both urban and rural contexts.

PROGRAMME OBJECTIVES

The programme recognises government prescripts and mandates through full compliance with EPWP requirements, Treasury regulations and being fully auditable.

The programme aims to provide cost-effective, labour-intensive methods for the routine maintenance of the city's rural road network. The programme's key objectives are to:

Source: Zibambele Poverty Alleviation Programme - Project Photos

- provide on-going and sustainable work opportunities for destitute households in an effort to break the poverty cycle,
- increase the potential for skills-based and knowledge-based development of all the programme's beneficiaries through targeted accredited training programmes,
- provide exit strategies in an endeavour to create other sustainable work opportunities, inside or outside the programme, for beneficiaries who complete the training programmes, and
- ensure that the programme is administered in an effective and uniform manner throughout the municipality, thus providing compassionate and sustained support for all of the programme's beneficiaries.

ADDRESSING GOVERNMENT MANDATES

The Zibambele Programme is aligned with the S'hamba Sonke Programme, which was launched in April 2011 and is dedicated to the maintenance of roads in South Africa. The S'hamba Sonke Programme was developed to guide the implementation of grant funding that targets the development of roads and maintenance in general. The core focus behind S'hamba Sonke is to create a sustainable programme that will maximise the use of limited funding for road maintenance while also targeting job creation.

The Zibambele Programme addresses job creation targets through labour-intensive construction, reporting on the number of work opportunities and FTEs created by the programme.

SCOPE OF WORKS

Beneficiaries on the Zibambele Programme perform road maintenance tasks for two days per week. For the remainder of the time, they are free to carry on with any other activities, such as planting crops and seeing to their private affairs. Work undertaken typically includes:

- maintaining the road drainage system,
- ensuring good roadside visibility,
- maintaining the road surface in good condition,
- clearing the road verges of litter and noxious weeds, and
- carrying out other labour-intensive activities as determined from time to time.

The programme has now been expanded to include

Beneficiaries on the Zibambele Programme perform road maintenance tasks for two days per week.

other maintenance activities and participation in saving clubs and co-operatives, thanks to which the beneficiaries are able to make purchases of agricultural inputs, school their children and see to their health and other basic needs. However, the main thrust of these organisations is to be the guardians of life-skills and other training programmes.

BENEFICIARY SELECTION

What makes the Zibambele Programme different from normal poverty relief programmes is that it creates meaningful work, thus giving the beneficiaries a sense of dignity associated with being gainfully employed. The community selects the beneficiaries, who are mainly women, and decides who needs the work most. This creates an enormous sense of community ownership of the programme and of partnership with government. Each beneficiary is employed on a 12-month fixed term contract and, upon expiry, the community either opts to renew or replace the beneficiary based on performance, eligibility in terms of a means test and approval of the area committee structures.

Households, rather than individuals, are engaged to carry out the maintenance activities. Each beneficiary is assigned a length of road, varying from 0.3km to 0.5km, depending on the difficulty of the terrain. Currently approximately 6000 beneficiaries are on the programme. This equates to an estimated 2500km of eThekwini's road network maintained under the banner of the Zibambele Programme.

STAKEHOLDER ENGAGEMENT

The programme has an extensive stakeholder engagement process. The eThekwini ward councillors, together with the local communities determine which people are employed on the programme. The project team work hand in hand with the local community on a daily basis, to both administer and manage the programme.

CAPACITY BUILDING AND EMPOWERMENT

The programme relies on Zibambele coordinators to support the beneficiaries employed on the programme. The coordinators form a vital link between the programme management team and the programme beneficiaries. The coordinators are individuals studying towards a National Diploma in Civil Engineering, and therefore the programme assists by providing experiential training. On an annual basis

the programme is currently able to provide 28 students with experiential training.

As part of the experiential training, students learn technical skills, such as conducting visual condition indexes, and are provided with an opportunity to improve their driving skills. The students undergo intensive training when they start work to ensure that they gain knowledge of basic road maintenance techniques. Throughout their involvement on the programme, they continue to benefit from working with experienced professionals who provide knowledge sharing through workshops and frequent training sessions, as well as on-going research and development into new technologies, which the students are constantly exposed to.

The health and safety of the beneficiaries and field staff are of critical importance. Each beneficiary undergoes an induction to the programme, at which time the Health and Safety Officer explains the risks that they could face while undertaking road maintenance. As an added measure to ensure beneficiaries are well informed, a safety booklet has been compiled which clearly illustrates potential health and safety problems and promotes a safe working environment.

PROGRAMME INNOVATIONS, MONITORING AND REPORTING

The project team comprises of 30 passionate staff who are involved in the project on a daily basis, and play an active role in the implementation, monitoring and reporting of the Zibambele Poverty Alleviation Programme. In order to properly manage the monitoring and reporting of each beneficiary, as well as the work underway/completed, the Zibambele Information Management System (ZIMS) was developed.

ZIMS is a web-based system and provides a simple, effective and user-friendly interface to both manage and monitor the programme. The field team retrieve information using technology such as GPS Trim-

ble Devices, which is then imported into ZIMS. The result is a live database which manages the details of each beneficiary, such as ID number, days worked per month, tool information and payment information. The website is accessible to the municipality and other key stakeholders, who are able to view the live status of the project at any time and from anywhere.

The system, which is solely developed and owned by the project team, generates the number of FTEs produced through the programme each month. The accurate and timeous reporting of FTEs ensures that the eThekwini Municipality gains access to EPWP Incentive Grant funding. The operations team also assists the municipality by reporting incidents in the rural areas, for example bad roads or illegal dumping. This helps the municipality to respond rapidly to the incidence, with significant associated savings in terms of maintenance and property damage.

The system is fully compliant with the EPWP and therefore ensures auditability and accountability of the programme. Projects similar to the Zibambele Programme (i.e. with a labour-intensive component) are required to monitor and report on their performance and outputs.

The ZIMS system is robust and complies with Auditor-General and Treasury regulations with respect to monitoring and reporting on programme beneficiaries, expenditure and management of assets. This enables the system to be viable for use in other projects, as with some customisation, the monitoring and reporting structure of the system can be applied to any project. The utilisation of the system comes at no cost to the client and is another value added service to ensure efficiency, accountability and transparency.

Quality management processes have been adopted to ensure that the information reported by the system is accurate and meets the reporting requirements of eThekwini Municipality and the EPWP.

OUTCOMES OF THE ZIBAMBELE PROGRAMME

The Zibambele Programme has developed into a large-scale poverty alleviation programme. Although no benchmark indicators were established before introducing the programme in eThekwini, both the extent and impact of Zibambele bear testimony to its effectiveness. The rate at which the programme has expanded is significant and noteworthy, demonstrating the pressing need among the rural poor for paid employment that the project supplies.

Currently, approximately 6000 contractors maintain an estimated 2500km of eThekwini's road network. This is clearly the scale of intervention needed to make any significant impact on poverty in rural households and communities.

At the core of the programme has been a close collaboration with ward councillors and communities, ensuring local participation and support from grassroots level. Also, from the start of the programme, the municipality has worked closely with technical and social support consultancies from the private sector. In addition, savings clubs have been established, to help facilitate the implementation of savings as well as create further income-generating projects. The savings clubs hold exciting prospects for breaking the cycle of poverty and enhancing the quality of life of impoverished families.

A central achievement of Zibambele is that it has successfully targeted the poorest of the poor. All of the more than 6000 contracts awarded thus far have gone to households without any other significant source of income, and over 80% have gone to women-headed households. In this regard, another impressive feature of the project is that, although KZN communities are often considered to be strongly patriarchal, this project has boldly targeted women and has been able to mobilise support for this from political and other rural leadership structures.

The programme has allowed many household heads to meet pressing basic needs, such as nutrition, health care, and schooling. Many of the beneficiaries feel that their lives have changed because of the programme and are proud to work for Zibambele because it has improved their quality of life. Many have also expressed increased optimism for the future as a result of working for Zibambele, and saw it as restoring the human dignity of households, 'healing the fabric of society'.

CHALLENGES AND LESSONS LEARNT

The Zibambele programme, with its aim of creating sustainable job opportunities for poor families through the maintenance of roads, highlights a

The programme has allowed many household heads to meet pressing basic needs, such as nutrition, health care, and schooling.

number of critical concerns for initiatives of this nature and magnitude. The two features of the programme that stand out as essential to its effectiveness, and are woven throughout the case study, are the need for such programmes to be of sufficient scale to make a meaningful impact, and the critical importance of partnerships across sectors to maximise effectiveness of the initiative.

First, a central feature of this type of programme is the ability to implement the programme to scale. There is strong consensus that in order for programmes such as Zibambele to be meaningful as a strategy to alleviate poverty and generate sustainable job opportunities, it needs to become a large-scale, province-wide programme, which has the ability to reach significant numbers of the poorest in rural communities. Anything less would merely intensify the fragmented service delivery and further entrench poverty cycles. This has been the goal of Zibambele from the outset, and it continues to exceed its annual targets in this regard. Significant is the fact that roadworks in the municipality are consolidated under one department, which hugely facilitates implementation.

The second central feature of the programme is the need for partnerships. Although government is regarded as the most appropriate driver of the programme, partnerships are clearly a crucial part of the success of the undertaking. In this regard, Zibambele has from the start worked extremely closely with both community structures and private sector agencies. This has played an important role in identifying the needs of the community, ascertaining whom to target for the programme, negotiating access and buy-in from relevant community bodies, establishing communication channels for on-going dialogue and feedback between parties, training and skills development, and early identification and resolution of problems. Additionally, partnerships with private sector and technical consultancies have played a significant role in conceptualising and getting the programme off the ground. This has led to a strong commitment to on-going skills training and development and the specialist expertise brought about by the partnerships remains a valuable component of the programme.

An emerging priority of the programme is the development of partnerships with agencies that will be able to consolidate and enhance the functioning of the savings clubs. If meaningful economic empowerment of the beneficiaries is to occur, they will need the financial resources and entrepreneurial skills to establish sustainable businesses. It is in these fields that private sector and civil society agencies will be able to play a role in collaborating creatively with the municipality.

A strong feature of Zibambele has been the attention paid to the development of clear, detailed guidelines for the implementation and management of the programme. These guidelines were developed in close consultation with contractors and the RRTF, and have been revised to accommodate developments in the programme. They serve as essential tools in ensuring the effectiveness and efficiency of Zibambele, and allow for the necessary checks and controls in a programme of such large scope. As a result of this, there seems to have been very few incidents of corruption in the programme thus far. The guidelines are also used in the training of supervisors and contractors.

The Zibambele model can be considered as a best practice model, not just with regard to road maintenance, but across a range of public service, and even private sector, contexts. With proper attention to targeting youth, unemployed men, and pensioners, public assets such as schools, clinics, and streets could be mobilised as sites of job creation and poverty relief.

What is important in a programme of this nature is the capacity to effectively manage the programme along with the creation of a benchmark for on-going monitoring and evaluation in order for the programme impact to be tracked efficiently.

In conclusion, it remains important in a programme like Zibambele to keep in the foreground the vision that drives such undertakings. The focus on community renewal and poverty alleviation requires a holistic approach, one that provides not only technical solutions to social problems, but that needs dedicated commitment from those who drive it, willingness to engage in participatory processes with communities, and a recognition of the convergence between the political and civil society concerns involved in implementation.

The Zibambele model can be considered as a best practice model, not just with regard to road maintenance, but across a range of public service, and even private sector, contexts.

CITY OF JOHANNESBURG

IJOZI IHLOMILE

INTRODUCTION

When HIV/Aids first emerged from the shadows decades ago, few people could visualise how the epidemic would evolve, and fewer still could describe with any certainty the best ways of combating it. Today, we know from experience that the impact of HIV/Aids thrives in conditions of socioeconomic vulnerability and inequity. We have witnessed how HIV/Aids is devastating regions, widening the gap between the rich and the poor, pushing the already stigmatised groups further away and destroying the sustainability and development of communities.

Despite earlier controversies, the South African government acknowledges that the human immunodeficiency virus (HIV) is the cause of Acquired Immune Deficiency Syndrome (Aids). 'In conducting [the HIV/Aids and STI Strategic Plan for South Africa, 2000–2005], government's starting point was based on the premise that HIV causes Aids', the South African Cabinet said in a statement on 17 April 2002.

When Aids was first identified in the early 1980s, it was seen as an immediate death sentence. Since then, advances in treatment means a significant number of those infected with the virus live healthily for many years without succumbing to full-blown Aids. For that reason journalists in South Africa often refer to 'HIV and Aids' rather than 'HIV/Aids', to distinguish the lives, experience and challenges of those who are HIV-positive and healthy from those who are seriously ill with Aids.

South Africa has one of the fastest HIV-infection rates in the world. Statistics South Africa's 2007 population estimates put the overall HIV-prevalence rate at about 11%, much higher than that of sub-Saharan Africa as a whole, and among the highest in the world.

Over the next ten years, an estimated six million South Africans are expected to die from Aids-related diseases. In addition, new threats, such as the emergence of extensively drug resistant tuberculosis (XDR-TB) in South Africa, may further complicate the response, given the high rates of HIV/TB co-infection and the high mortality associated with XDR-TB.

Local, provincial and national government agencies, along with a myriad of non-governmental organisations, are mounting tremendous efforts to combat Aids, by creating awareness around the disease, promoting behaviour change and providing medical, social and economic assistance to those infected or affected by the epidemic. Local governments and regional authorities have taken a more proactive role in confronting the pandemic and have prioritised activities geared towards preventing the spread of the disease.

To fight poverty is to promote human development and thus broadening people's choices. This case study assesses the current practices of the City of Johannesburg's strategy to fight HIV/Aids using the iJozi ihlomile Programme. The appropriateness of this programme is measured against its ability to reduce the effects that are brought about by HIV/Aids, since its implementation.

BACKGROUND TO THE IJOZI IHLOMILE PROJECT

iJozi ihlomile is a community-based outreach programme that offers educational support and creates awareness predominantly on HIV/Aids-related issues affecting the community of Dube Hostel. The programme was well supported by political and community leaders, as well as non-governmental organisations within the targeted areas.

The project was conceptualised with relevant role players, in partnership with the City of Johannesburg, to facilitate the coordination of a preventive, therapeutic and supportive programme that would have a positive effect changing people's sexual behaviours, lifestyles and perceptions, therefore reducing the prevalence of HIV and Aids in Johannesburg. For the project to have a positive impact, it was planned to be implemented over a three-year period.

The core objectives of the programme include the following:

- developing informed communities that can take care of HIV- and Aids-related issues, educate one

another on the pandemic, support and care for one another and fight discrimination and the stigma attached to HIV and Aids;
- marketing voluntary counselling and testing (VCT) services provided in health facilities and non-medical sites in each of the seven administrative regions of the city, leading to increased utilisation of the service and a decrease in new HIV infections;
- decreasing the incidence of sexually transmitted infections (STIs) by 10%;
- implementing a targeted youth-out-of-school campaign in all districts using the Love Life model;
- improving the quality of life of those already infected through the support of home-based care services;
- ensuring that community leaders (including councillors, religious leaders and indunas in the hostels) in all targeted communities are trained in HIV and Aids peer education; and
- strengthening relationships and partnerships between the city and non-governmental, community-based and faith-based organisations.

The iJozi ihlomile community HIV/Aids education programme was established in 2005 and is currently implemented in 26 informal settlements across the City of Johannesburg. Youth out of school are recruited and trained to participate in the programme. From 2010/2011 the project is funded through the EPWP Incentive Grant. To date the project has created 362 jobs for young people who conduct daily door-to-door visits to households. iJozi ihlomile uses a ward-based approach and has adopted 'blocks' where beneficiaries work within their residential areas.

Areas targeted are regarded as high transmission areas for the HIV/Aids and sexually transmitted infections (STIs) and have less access to information and health services. Community education by the beneficiaries assists in dispelling the myths and allaying the fears of people infected and affected by HIV/Aids. Additionally, the beneficiaries promote Voluntary Counselling and HIV Testing (VCT), promote the Prevention of Mother to Child HIV Transmission (PMTCT) and give out information on Ante-Retroviral Treatment (ART) as provided by government. In addition, community members are referred to various service points as per identified need.

IMPLEMENTATION OF THE PROGRAMME

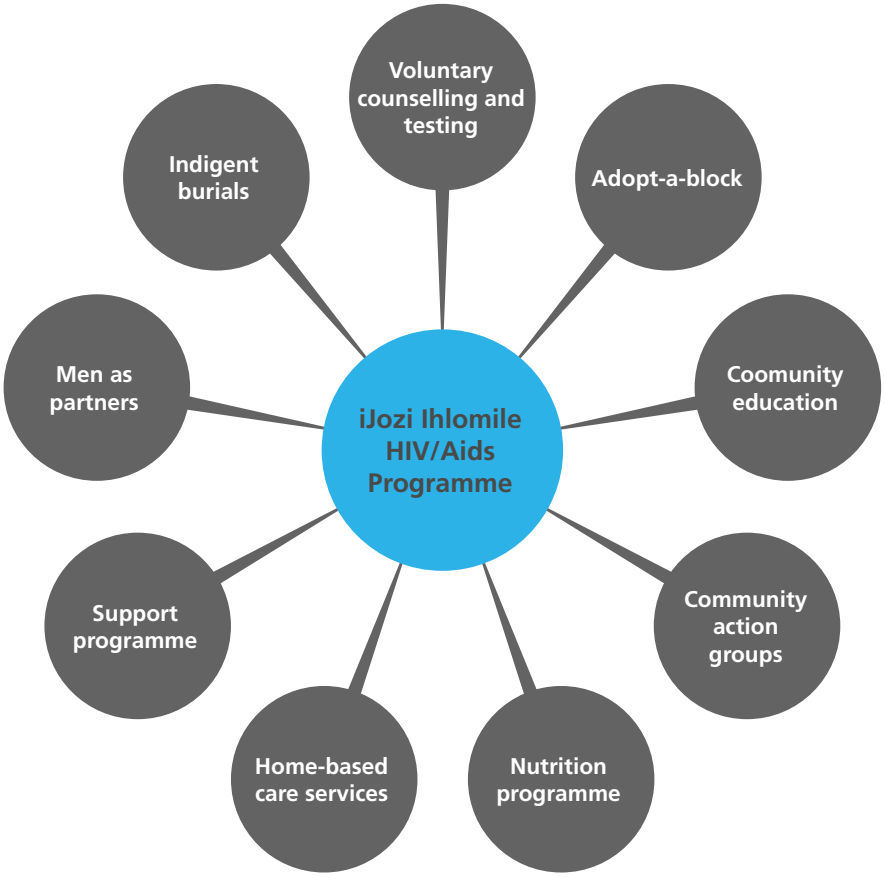
The iJozi ihlomile model was implemented to assist the city in translating HIV/Aids awareness into an action programme, in an attempt to create communities where HIV negative individuals strive to remain negative. This was enabled through creating environments that supported HIV-positive individuals and promoted healthy lifestyles along with strengthening families to care for and support those infected and affected by HIV/Aids.

The initial phase of the programme was implemented in six informal settlements:

TARGETED AREAS	
Region	**Area**
Region 2	Ivory Park
Region 5	Sol Plaatjies
Region 6	Kliptown and Dlamini Camp
Region 9	Denver
Region 10	Devland
Region 11	Finetown

PROGRAMME INTERVENTIONS

The following interventions were employed for the iJozi ihlomile Programme:
- **Adopt-a-block** – Trained volunteers adopted a block or a ward and attended to the needs of the block along with referring the individuals to the relevant centres. This involved each family being visited at least once a month, with follow-up services to provide support, education and referrals to necessary services according to identified needs. Families with sick members who required home-based care services were visited at least once a week. HIV and Aids education was done per family, thereby providing an opportunity to raise questions in a non-threatening environment.
- **Community education** – Trained volunteers conducted door-to-door and face-to-face education on HIV and Aids, empowering the community to deal with the epidemic.
- **Support for individuals living with HIV/Aids** – Trained volunteers provided counseling support to people infected and affected by HIV and Aids, and also supported those on ART programmes to promote adherence to treatment, which is important for treatment success.
- **Nutrition programme** – Food parcels were provided for clients on the home-based care programme, as



nutrition support is important for the volunteers infected by Aids. This was enabled through referrals and partnerships with other existing service providers.

- **Home-based care services** – Trained volunteers visited sick clients at their homes and assisted them physically as well as supervised the taking of medication.
- **Voluntary counseling and testing** – All clinics in the Johannesburg Metro area were expected to be ready to provide voluntary counselling and testing services.
- **Indigent burials** – Some families struggle financially and are unable to finance the burial of their loved ones. A small grant was been made available to assist needy families with a basic funeral for a loved one.

LESSONS LEARNT AND RECOMMENDATIONS

Intervention strategies and programmes are implemented with the aim of achieving a certain goal or outcome. In this study, the aim was to assess the appropriateness and success of Johannesburg's iJozi ihlomile as a programme to fight HIV/Aids in informal settlements. The appropriateness of iJozi ihlomile model to fight HIV/Aids within an informal settlement environment has not been without its challenges.

The model is a broad strategy that strives to meet the needs of the vulnerable groups throughout the city and encompasses informal settlements, which have limited resources available. Access to adequate basic services is a problem, and the programme has limited resources with a lot of responsibilities.

Even though iJozi Ihlomile is doing a great job with the city of Johannesburg, there is room for the programme to broaden its spectrum. Based on this, the following key recommendations can be highlighted:

- Provision of capacity building and psychosocial support along with on-going career development to the iJozi Ihlomile volunteers and other local level actors is essential.
- An integrated development approach is key to working in informal settlements.
- Work in informal settlements is challenging and needs sustained interventions.
- Interventions like iJozi ihlomile are best provided by the municipal departments through mainstreamed activities, coordinated by skilled municipal facilitators, while drawing on the support of development agencies, community-based organisations and non-governmental organisations.
- HIV/Aids acts as an effective entry strategy to achieve developmental outcomes in informal settlements.
- Programmes such as iJozi ihlomile require time to set up, given the lack of community structures and the integrated approach required to reach the level of maturity needed to achieve desired developmental outcomes.

MANGAUNG MUNICIPALITY

FOOD FOR WASTE PROJECT

INTRODUCTION

The Food for Waste programme is a special DPW programme implemented by Mangaung Metropolitan Municipality in 2011, as an EPWP programme in the environment and culture sector. The programme is implemented under the guidance of the DPW in accordance with the rules and legislation aimed at regulating waste management, in line with the National Environmental Waste Management Act (Act 59 of 2008) (2012, DPW News Letter). The programme has three main objectives:

1. Increasing the waste collection capacity of municipalities, thereby reducing the waste collection backlog.
2. Creating localised job opportunities for unemployed people from poor households.
3. Reducing poverty and hunger through providing food parcels to compensate for labour.

Although the programme is implemented with assistance from the DPW and governed by the Food for Waste Policy Guidelines, it is funded by the Independent Development Trust (IDT). The DPW therefore facilitates the project through the provision of funding received from the IDT.

The programme was implemented to address the backlog of un-serviced households, with regards to solid waste collection. As the programme addresses the service delivery needs within the municipality in a manner that promotes EPWP principles, the programme is regarded as both a job creation programme (under EPWP) and a municipal service delivery support programme. The primary objective of the programme is therefore to create sustainable jobs for unemployed individuals while improving domestic solid waste collection services with a short-term objective of reducing hunger.

The concept of the project involves identification of unskilled labourers from destitute households, who work a maximum of two days per week collecting waste within the city and in return receive food parcels. As such, the programme assists the municipality in gradually addressing the essential solid waste service delivery backlog in a way that facilitates food security for destitute households within the community.

Mangaung Metropolitan Municipality managed to improve on the efficiency of its solid waste management systems through the implementation of the Food for Waste programme, which yielded positive contributions towards public health, environmental sustainability, economic development and poverty alleviation by:

- improving public health outcomes (through removal of hazardous substances from the environment and reduced vectors for transmission of disease);
- enhancing environmental quality (through protecting watercourses and preventing degradation of public open spaces);
- reducing waste quantity that can clog up public stormwater and sanitation networks (thereby reducing flooding, service failures and the need for maintenance);
- supporting higher levels of economic activity (through stimulating growth in waste sector, while at the same time avoiding over-regulation of the sector);
- contributing directly to poverty alleviation (through offering opportunities for employment, SMME development, and empowerment).

BACKGROUND

The Food for Waste concept was adapted from a similar initiative originating in Curitiba, Brazil. Curitiba is the capital city of the Brazilian state of Paraná. Curitiba is the 7th largest city in Brazil, has a population of approximately 1.8 million and is the largest economy in Southern Brazil. The Food for Waste initiative was adopted following a visit by a delegation from KwaZulu-Natal provincial Department of Transport to Curitiba in September 2006 (Food for Waste Policy Framework, DEA).

The Department of Environmental Affairs estimates that about 40% of the population currently receive inadequate or no domestic waste collection services (Food for Waste Policy Framework, DEA). As the South African Constitution designates responsibility of household waste collection service delivery to the local sphere of government, the immediate need arose to address the inadequate service delivery.

Mangaung Metropolitan Municipality realised the need to address solid waste service delivery within the municipality but also acknowledged the lack of capacity required to address the delivery backlog. Mangaung Metropolitan Municipality therefore responded to the solid waste service delivery backlog through the implementation of the Food for Waste programme.

PROJECT IMPLEMENTATION

The Mangaung Food for Waste programme focuses on 18 local implementation areas and employs 100 beneficiaries. The implementation of the programme is founded on the basis of the following overarching legislative frameworks:

- The National Environmental Management: Waste Act, 2008 (Act No. 59 of 2008),
- The Constitution of South Africa, 1996 (Act 108 of 1996),
- Municipal Finance Management Act (Act No. 56 of 2003), and
- Municipal Systems Act (Act No 32 of 2000).

The following key principles, as stipulated by the DPW Policy Framework, guide the implementation of the Food for Waste project:

- **Alignment** – The Food for Waste projects will adhere strictly to conditions set for implementation of the EPWP and align with current waste collection functions of a beneficiary municipality.
- **Support and partnership** – The programme supports collection of domestic waste and does not take over the constitutional responsibilities of the municipality as the authorised entity. The design of projects promotes partnership in the implementation.
- **Orientation towards responsive actions and achieving impact** – The programme promotes job creation and poverty alleviation through servicing un-serviced areas.
- **Sustainable environmental management** – The programme subscribes to principles of effective waste management and environmental integration.
- **Poverty alleviation and pro-poor focus** – The short-term intention is to alleviate hunger and poverty through deliberate focus on the vulnerable and poor households both in terms of direct participation as labourers and as direct beneficiaries by receiving waste collection services.

The DPW facilitated the implementation of the programme in line with the implementation plan developed by the IDT. The IDT dissected the implementation activities into nine key milestones each with its own set of activities to be completed. These milestones include: preliminaries, awareness and branding, recruitment, procurement of services and goods, training of beneficiaries, planning for waste collection, waste collection and transportation, distribution of food parcels, and monitoring, evaluating and reporting.

DEVELOPMENT OBJECTIVES

The development objectives of the programme, as detailed by the IDT implementation plan, are as follows:

- establish, extend and promote waste management services to communities not currently receiving such services,
- assist the municipality to address the backlog in rendering waste management services,
- improve environmental cleanliness among local communities and ensuring a safe and healthy environment,
- mobilise and engage communities in the management of waste,

- provide beneficiaries with skills through training and capacity building on waste and general environmental management,
- increase awareness of environmental and waste management issues,
- reduce the level of poverty among communities through creation of work opportunities, and
- implement the Mangaung Integrated Waste Management Plan.

ELIGIBILITY

Eligibility of the Municipality to Implement the Programme

In order for Mangaung Metropolitan Municipality to be eligible for the implementation of the programme, the following criteria were applied:

- The municipality must have a proven record that its non-collection of domestic waste is because of capacity constraints. The DPW engages with provincial governments to identify municipalities that are unable to collect domestic waste.
- Only municipalities with un-serviced areas qualify for consideration.
- Only municipalities with at least 8 000 un-serviced households qualify.
- Each qualifying municipality may only receive support for one project, a project which may involve a number of un-serviced settlements limited to a total of 8000 households.
- Only municipalities with facilities and labour for bulk waste collection and transportation qualify.
- Only municipalities with waste disposal sites in the un-serviced areas qualify.
- Municipalities with unlicensed waste disposal sites will be considered on condition that the municipality undertakes in writing (as part of the Project Implementation Plan) to register the landfill sites (waste disposal sites) within the period of the project

Eligibility of Beneficiaries

One of the main intentions of the Food for Waste Programme is to reduce unemployment, poverty and hunger in communities, while addressing critical solid waste service delivery backlogs in the municipality. In selecting beneficiaries, it is recommended that the most vulnerable and poor households are targeted. The targeted beneficiaries include:

- Women, young people and disabled
- Unemployed people who have never worked and those who are experiencing long-term unemployment

Although Mangaung is supported by the DPW, the municipality is responsible for recruiting beneficiaries. The following basic requirement criteria and preferences (as defined by the Food for Waste Policy Framework and Implementation Guidelines) governing the selection of beneficiaries:

- Only South African citizens with valid identity documents can be employed in a project.
- Only persons residing in the designated service areas qualify to work in a project. No transportation or travel allowance is provided hence only local labour residing full-time in the service area should be employed.
- Only unemployed people from destitute households between the ages of 16 and 55 years qualify to be employed in a project.
- Disabled persons qualify with the exception of disabilities that do not permit effective completion of the physical tasks (safe collection of domestic waste).
- Only one person per eligible household qualifies to be contracted as a labourer on the project.

IMPLEMENTATION AREA

The programme is set to employ 100 beneficiaries per annum on a three-day-per-week basis. Beneficiaries are selected from the 18 focus areas. The implementation areas identified are rural informal settlement areas that require waste removal service delivery but are not currently attended to by the municipality. The municipality selects beneficiaries from within the focus areas. It is essential that beneficiaries reside in the area in which they will be employed and that the most destitute households are given preference.

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Ward	Area	No. Houses
2	Sekhopi Square	80
4	Next Cosmos Kgatelopele Namibia	23 70 28
7	Mkhondo Kalea Winkie Sebuile	80 38 90 50
8	Pieter Swart Informal Settlement Freedom Extension	300
10	Caleb Motshabi	500
17	Grassland Phase 2 Grassland Phase 3	3858 3813
45	Phase 7 Phase 9 Phase 10 Khayelisha	1500 2100 2100 2000
27	Section F Extension	2785

EMPLOYMENT CONDITIONS

Employment is based on a combination of time-based and task based labour. Some of the employment conditions under which labourers are employed include:

- Beneficiaries are expected to each collect domestic waste from a specified number of households (minimum 80) and jointly collect domestic waste in designated public areas,
- An average of a 100 labourers are employed per annum.
- Beneficiaries are expected to work a maximum of three days a week. The rest of the days may be used for other domestic chores or income-generating activities.
- The work is divided into two days collecting household waste and one day collecting waste in public areas (streets, public facilities, etc.), except for waste inside cemeteries, storm water drains and sewage networks.
- Beneficiaries are compensated by food parcels valued on the basis of the minimum daily labour rate for special public works programme. The total value of the food parcel equals the total number of labour days multiplied by four weeks (3 days x 4 weeks).
- Beneficiaries collect domestic solid waste (non-hazardous dry waste as defined in the Waste Act).
- Waste recycling is excluded as a primary work area for labourers, but labourers are encouraged to use their spare time to recycle and sell recyclable waste material.
- Beneficiaries are only allowed to collect and deliver bagged waste to a specified loading point; loading and disposal of waste onto trucks remains the responsibility of municipal staff.

LESSONS LEARNT

Mangaung Metropolitan Municipality recognised that the backlog in essential service delivery, such as solid waste removal, could be addressed while generating employment through the incorporation of EPWP initiatives. This concept therefore reinforced the need to incorporate EPWP principles into all applicable municipal activities and projects implemented, so as to maximise the work opportunities generated, thereby reducing unemployment within the municipality while carrying out core municipal requirements.

Although the benefits of the programme are plentiful, the municipality realised the extensive administrative capacity required to address various challenges posed by the programme. Such challenges include the logistics of delivering food parcels to remote rural areas on a monthly basis. The essential need for a documented resource schedule and detailed roles and responsibilities which would govern the programme administration therefore became imperative.

Apart from the programme's resource requirements, the need for on-going monitoring and evaluation was also recognised. As the programme aims to address service delivery backlogs along with unemployment and hunger, the municipality requires a documented monitoring and evaluation protocol that would oversee the progress and performance of the programme, with emphasis on the effectiveness of the programme from both a service delivery and a social perspective.

As such the municipality needs to conduct evaluations to establish the following:

- impact of the programme in terms of service delivery backlogs,
- benefits received by the households,
- impacts on the beneficiaries employed,
- effectiveness of the work opportunities provided, and
- possible weaknesses in the programme from the perspective of both the implementing agent and the beneficiary.

Efficient and routine mentoring and evaluation protocol would ensure the effectiveness and success of the programme, and thereby maximise the benefits.

The municipality furthermore recognised the following advantages experienced as a direct result of the Food for Waste programme:

- decrease in alcohol and substance abuse,
- generating sustainable employment of a reasonable duration for destitute individuals,
- providing employment that reduces hunger while still allowing beneficiaries sufficient free time to pursue other economic activities.

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