

The State of the  
**EXPANDED PUBLIC  
WORKS PROGRAMME**  
in South African Cities



2020–2021



The State of the  
**EXPANDED PUBLIC  
WORKS PROGRAMME**  
in South African Cities

2020–2021

# EXECUTIVE SUMMARY

The Expanded Public Works Programme (EPWP) is a government-led public works programme providing social protection, through temporary work opportunities, to a significant number of unemployed South Africans. Through the productive work of participants, the programme contributes to three core outcomes: social protection (income), employment and skills development, and the provision of public assets and services. Over the 2020/21 reporting year, 938 688 work opportunities were created through 13 496 EPWP projects, which translates into a total of R9.3 billion as income support to EPWP participants.

Cities are central to the implementation of the EPWP. Urban migration has increased the demand for jobs within cities, a demand which has not been adequately met, and socio-economic vulnerability and poverty can no longer be viewed as predominantly rural issues. As such, the EPWP has become ever more relevant within the city context. The SACN-EPWP Reference Group (RG) (a collaboration between the SACN, its member cities, and the DPWI) is a forum facilitating knowledge exchange and shared learning towards the successful implementation of EPWP in South African cities.

The progress of the EPWP in the cities and the innovation and learning that have emerged through the RG are captured annually in the 'State of the Expanded Public Works Programme in South African Cities' reports. This publication constitutes the report for the 2020/21 period running from 1 April 2020 to 31 March 2021. The aim of the report is to present and analyse the progress of the cities in the implementation of the EPWP in the 2020/21 year and to further examine the successes, challenges, and shared learnings across the cities towards continuous improvement.

## Progress against performance indicators

The 2020/21 reporting period is the second year of Phase IV of the EPWP and the first full year of implementation under the unprecedented global COVID-19 pandemic. The cities faced new challenges in implementing their EPWP projects as a result of the pandemic, while simultaneously being under greater pressure to provide social protection and support vulnerable groups in the face of rising unemployment.

During the reporting year, the eight cities and Msunduzi Local Municipality<sup>1</sup> together implemented 1 121 projects, creating 57 205 temporary work opportunities (WOs) resulting in 20 910 person-years of work and R833 million paid to participants as wages. The cities provided 127 person-years of training. The Infrastructure Sector contributed the most reported work opportunities (26 407), followed by the Environment and Culture (18 159), and Social Sectors (12 639). Performance in the Infrastructure Sector was particularly high for the eThekweni Metropolitan Municipality, with 11 759 WOs created from 84 projects, while the next highest single contribution of WOs was from the Environment and Culture Sector for the City of Cape Town, with 8 990 WOs from 147 projects. Overall, the Environment and Culture Sector generated the most WOs per project implemented (74 WOs per project), followed by the Social Sector (52) and the Infrastructure Sector (42). For most cities, Infrastructure Sector projects generate fewer WOs per project, but a greater number of infrastructure projects are implemented. Environment and Culture and Social Sector projects tend to be larger, generating relatively more WOs per project, but fewer projects are implemented. Relatively fewer WOs have been generated in the Social Sector consistently over the past five years. The trend for the other two Sectors is less clear, with the Environment and Culture Sector generating the most WOs for two periods and the Infrastructure Sector for three.

*The Infrastructure Sector contributed the most reported work opportunities, followed by the Environment and Culture, and Social Sectors.*

The average performance across the cities on Youth participation was 48%, a slight decline from 50% in 2019/20, against a target of 55%. The average is higher than the overall programme performance of 42%, indicating that the nine cities are performing comparatively well in this area. Part of this is likely related to the migration of youth to urban

<sup>1</sup> Msunduzi Local Municipality is part of the South African Cities Network but is not technically a city. However, it is loosely referred to as a 'city' in this report.

centres, suggesting that cities are an important avenue for targeting Youth participation. The City of Johannesburg, City of Cape Town and Msunduzi Local Municipality performed particularly well. For the City of Johannesburg, this was achieved relatively evenly across the three Sectors, with the Social Sector providing slightly more Youth WOs through the HIV counselling and testing sub-programme. The Environment and Culture Sector generated the highest Youth WOs in the City of Cape Town, predominantly through the 'Working for' (waste, wetlands coast) sub-programmes and particularly the 'Informal Settlements Janitorial Services and Assets' project. For Msunduzi Local Municipality, Youth participation was generated fairly evenly by the Environment and Culture and Infrastructure Sectors.

Across the cities, the average percentage of women participation has remained stable over the past five years at around 55%. However, the target for women participation increased in Phase IV from 55% to 60%, and – on average – the cities need to further increase women participation to achieve the target. Overall programme performance of women participation is 69%. This indicates that the cities, on average, are underperforming in this area. eThekweni Metropolitan Municipality has continually performed well on women participation over the past five years, with further increases in the first two years of Phase IV. For 2020/21, the majority of women WOs were generated in the Infrastructure Sector through the Zibambebe project (Roads and Stormwater sub-programme).

Overall, reported performance declined relative to the previous reporting period across all the indicators. While this is due to a combination of factors, part of the decline affecting the 2019/20 period can be attributed to the strengthening of EPWP compliance requirements as part of the Phase IV strategy. For many of the cities, reporting was negatively affected by the COVID-19 pandemic situation. Non-compliance and under-reporting means that formally reported performance may not fully reflect actual implementation.

## Integrated analysis

A comparative analysis of the cities performance across several indicators was conducted. The comparative analysis is based on the percentage contribution of each city to the total performance for each of the five key indicators: number of projects implemented, WOs created, person-years of work (FTEs), expenditure on EPWP, and total wages paid out. There has been little change in the ranking of the cities in relation to one another since the 2019/20 year. eThekweni Metropolitan Municipality scored highest in 2020/21, taking the lead from the City of Cape Town, who scored the highest in 2019/20, while the City of Tshwane scored higher than the City of Johannesburg in 2020/21 – trading places for the 4th and 5th highest cities, respectively. Comparatively, Mangaung Metropolitan Municipality contributed the least to total performance. It should be noted that the degree of performance is related to the budgets allocated to the cities and the proportion spent. Mangaung Metropolitan Municipality received the lowest EPWP budget allocation and spent just under 4% of it. eThekweni Metropolitan Municipality reported the highest expenditure of the cities for the 2020/21 year, contributing about 35% of the total expenditure on EPWP of the nine cities, resulting in 30% of WOs created and 44% of FTEs generated and just over 40% of total wages paid. This was achieved through comparatively few projects (eThekweni Metropolitan Municipality contributed to under 10% of total projects implemented). City of Tshwane, while contributing 21% of overall expenditure, was less effective at generating WOs (8%), FTEs (9%) and wages (7%) from the expenditure. This is particularly evident in the low proportion of wages paid out relative to expenditure and points either to significant under, or non-compliant, reporting or potential inefficiencies in implementation.

Several successes have been achieved by the cities over the reporting period. These included improvements in reporting, enhanced institutionalisation, additional support, and improved communications. Despite these successes, the challenges presented by the COVID-19 pandemic were significant. At the start of the Level 5 lockdown, many

*At the start of the Level 5 lockdown, many EPWP programmes and projects where either placed on hold, disrupted, or delayed due to restrictions, changing priorities and/or reduced budgets.*

EPWP programmes and projects where either placed on hold, disrupted, or delayed due to restrictions, changing priorities and/or reduced budgets. Remote working made it difficult for projects to be implemented, for reporting to be done effectively, and for key decisions to be made. In addition, capacity continued to be a challenge, with dedicated EPWP staff being too few, and – as a result – impacting negatively on implementation and reporting.

In addressing these challenges, certain measures have been implemented. In some cases, greater communication and stricter reporting measures have been implemented to ensure more accurate reporting and compliance. Early planning has also assisted cities to plan more effectively for implementation, while technical assistance by the DPWI provided much-needed support to cities. In overcoming the additional challenges faced due to the COVID-19

pandemic, cities managed to record a range of successes over the period, which can act as learnings for other cities. Within a number of cities, EPWP participants were reallocated to provide support for COVID-19 specific initiatives or programmes, while most cities implemented better hygiene and infection control measures. Communications and reporting were improved during the year as electronic methods were adopted for engagements, communications, circulation of documents, and capturing of reporting data.

Based on the challenges and successes of implementing EPWP projects over the 2020/21 period, cities have provided shared learning towards how EPWP can be strengthened in future to improve reporting, training and skills development, partnerships, and create opportunities for participants to find employment upon exiting the programme. The following key learnings shared by the cities provide guidance that could enhance the EPWP going forward:

*Cities have provided shared learning towards how EPWP can be strengthened in future to improve reporting, training and skills development, partnerships, and create opportunities.*

- Strong, formalised institutional structures (coupled with strong policies and guidelines) are critical for successful implementation of the EPWP in cities.
- Planning for implementation of EPWP should be sufficiently done in advance of implementation timeframes.
- Cities must have proper policies, guidelines, and procedures in place (such as recruitment guidelines and reporting process) as this supports the successful implementation of projects.
- All parties responsible for implementation and reporting on EPWP projects need to be given clear guidance on requirements, and reporting needs to be closely monitored to ensure compliance and accuracy.
- EPWP requirements must be made clear within tender documents and the contracts of service providers to enhance the impact of the programme and ensure that reporting requirements are fulfilled.
- Collaboration and coordination across the cities is important in raising awareness of EPWP projects and building support.
- Partnerships and collaboration with external partners must be done from the onset/at the design of the project to ensure maximum impact. It is important to build relationships with external stakeholders that can provide certification and accredited training.
- Both training and partnerships are important for improving the opportunities of participants for permanent employment or to develop their own businesses on exiting the EPWP.
- An open approach to registering participants in the EPWP job seekers database ensures a continuous flow of participants.

## Recommendations

Several challenges have persisted over the past few reporting periods, such as institutionalisation of the EPWP, comprehensive and compliant reporting, and providing training. The impact of COVID-19 has further exacerbated many of these challenges or delayed progress in implementation and reporting. However, cities have managed to record numerous successes within implementation of the programme, despite the current difficult climate. The following recommendations are drawn from the shared learnings of cities and have implications for implementation of the EPWP and for future policy, support and research initiatives that can assist continuous improvement in overall programme performance in cities:

- The EPWP reference group should continue to serve as a forum for facilitating information and knowledge exchange, and enhancing coordination between the cities. In addition, it could be reconfigured slightly to focus on drawing out the reasons or detail behind specific learnings.
- City peer-to-peer learning events could be hosted throughout the year to leverage the valuable experience that each city has in the implementation of EPWP in their respective cities.
- Cities need to continue to work towards improving reporting, as well as to improve upon the keeping of documents as required in terms of EPWP audit compliance.
- Cities should continue to push to complete the review and alignment of their internal policies and processes to the EPWP Phase IV Policy within the first half of the 2021/22 period.
- Cities should give attention to building strong internal support for the EPWP, including creating greater awareness about the programme, communication, and providing training and support to departments and service providers about reporting and other requirements.

- Building partnerships with external stakeholders should be prioritised by cities not only for the implementation of the EPWP, but in designing EPWP projects and training and skills development programmes.
- Vacancies within the EPWP institutional structure is a challenge for cities. Given current economic and fiscal challenges, attention should be given to how cities can facilitate implementation of successful EPWP initiatives with limited resources, including human capital.
- Further research could be commissioned to do a deeper investigation into some of the key themes that remain a challenge for cities, including creation of collaborative partnerships for training and implementation; creation of exit strategies for the EPWP; optimisation of internal and external reporting processes; and attracting youth into the programme.
- Looking ahead, to further align with the overall Phase IV strategy, cities should consider how they could strengthen project evaluation to develop a deeper understanding of the quality of outcomes and impacts on participants and vulnerable communities.

# TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b>	<b>i</b>
<b>LIST OF FIGURES</b>	<b>3</b>
<b>LIST OF TABLES</b>	<b>4</b>
<b>LIST OF ACRONYMS</b>	<b>5</b>
<b>ACKNOWLEDGEMENTS</b>	<b>6</b>
<b>FOREWORD</b>	<b>7</b>
<b>1. INTRODUCTION AND BACKGROUND</b>	<b>9</b>
1.1 Cities in Context	9
1.2 The EPWP, SACN and SACN-EPWP Reference Group	10
1.3 About the report	11
1.4 Methodology	12
<b>2. PROGRESS AGAINST PERFORMANCE INDICATORS</b>	<b>13</b>
2.1 Overview of combined cities performance	13
2.2 Number of projects implemented	15
2.3 Gross number of Work Opportunities created	17
2.4 Person-Years of work including training (Full-Time Equivalent)	19
2.5 Training	22
2.6 Expenditure on EPWP (including professional fees)	24
2.7 Total wages paid out to employees on EPWP projects	25
2.8 Average manual worker's minimum daily wage rate	27
2.9 Integrated Grant expenditure	28
2.10 Demographics of employment	29
2.11 Sector analysis	31
<b>3. CITY ANALYSIS</b>	<b>38</b>
3.1 Buffalo City Metropolitan Municipality	39
3.2 City of Ekurhuleni	44
3.3 eThekweni Metropolitan Municipality	50
3.4 City of Johannesburg	56
3.5 Mangaung Metropolitan Municipality	62
3.6 Nelson Mandela Bay Metropolitan Municipality	66
3.7 Msunduzi Local Municipality	72
3.8 City of Tshwane	77
3.9 City of Cape Town	83

<b>4. INTEGRATED ANALYSIS</b>	<b>89</b>
4.1 Comparative analysis of member cities	89
4.2 Successes and challenges	91
4.3 The impact of Covid-19 on the EPWP	93
4.4 Institutionalisation of the EPWP	95
4.5 EPWP reporting	95
4.6 Training and skills programmes	97
4.7 Partnerships and exit strategies	99
4.8 Shared learnings	99
<b>5. PROGRESS IN PHASE IV FOCUS AREAS</b>	<b>101</b>
5.1 Strengthening the monitoring of the core EPWP principles	101
5.2 Expansion of the programme	101
5.3 Ensuring and monitoring the provision of quality services and the creation of quality assets	102
5.4 Enhancing the EPWP coordination and institutional arrangements	102
5.5 Implementing projects and programmes that are more attractive to the youth	102
5.6 Increasing the participation of women across all programmes and Sectors	104
5.7 Ensuring transparency and accountability	104
5.8 Strengthening partnerships	105
<b>6. CONCLUSION AND RECOMMENDATIONS</b>	<b>106</b>
<b>REFERENCES</b>	<b>108</b>



## List of Figures

<b>FIGURE 1:</b>	Performance of the four Sectors of the EPWP, 2009-2021.	10
<b>FIGURE 2:</b>	Total and Sector WOs reported by the nine cities combined, 2016/17 to 2020/21	15
<b>FIGURE 3:</b>	Number of EPWP projects implemented, 2020/21.	15
<b>FIGURE 4:</b>	Number of projects implemented as a percentage of the total number of EPWP projects in the respective provinces, 2020/21.	16
<b>FIGURE 5:</b>	Number of projects implemented, 2016/17 to 20120/21.	16
<b>FIGURE 6:</b>	Work Opportunity targets versus Work Opportunities achieved, 2020/21.	18
<b>FIGURE 7:</b>	Work Opportunity performance against targets, 2018/19 to 2020/21.	18
<b>FIGURE 8:</b>	Work Opportunities created, 2016/17 to 2020/21.	19
<b>FIGURE 9:</b>	FTE targets versus FTEs achieved, 2020/21.	20
<b>FIGURE 10:</b>	FTEs achieved, 2016/17 to 2020/21.	21
<b>FIGURE 11:</b>	Number of WOs required to create a single FTE, 2019/20 and 2020/21.	21
<b>FIGURE 12:</b>	Proportion of Total Person-Years of Training by City, 2020/21.	23
<b>FIGURE 13:</b>	Expenditure (R million) including professional fees, 2016/17 to 2020/21.	25
<b>FIGURE 14:</b>	Calculated total wages paid out to employees on EPWP projects (R million), 2018/19 to 2020/21.	26
<b>FIGURE 15:</b>	Minimum daily wage rate (R/day), 2016/17 to 2020/21.	27
<b>FIGURE 16:</b>	EPWP Integrated Grant allocations (R million), 2016/17 to 2020/21.	28
<b>FIGURE 17:</b>	Percentage of Integrated Grant allocation spent, 2019/20 and 2020/21.	29
<b>FIGURE 18:</b>	Demographics of EPWP beneficiaries, 2020/21.	30
<b>FIGURE 19:</b>	Work Opportunities created in each Sector, 2020/21.	32
<b>FIGURE 20:</b>	Average number of WOs created per project implemented in each Sector, 2020/21.	32
<b>FIGURE 21:</b>	Work Opportunity targets versus achievements in the Infrastructure Sector, 2020/21.	33
<b>FIGURE 22:</b>	Infrastructure Sector WO achievements, 2016/17 to 2020/21.	34
<b>FIGURE 23:</b>	Work Opportunity targets versus achievements in the Environment and Culture Sector, 2020/21.	35
<b>FIGURE 24:</b>	Environment and Culture Sector WO achievements, 2016/17 to 2020/21.	35
<b>FIGURE 25:</b>	Work Opportunity targets versus achievements in the Social Sector, 2020/21.	36
<b>FIGURE 26:</b>	Social Sector WO achievements, 2016/17 to 2020/21.	37
<b>FIGURE 27:</b>	Buffalo City Metropolitan Municipality institutional arrangements.	40
<b>FIGURE 28:</b>	City of Ekurhuleni higher-level institutional arrangements.	45
<b>FIGURE 29:</b>	City of Ekurhuleni EPWP unit institutional arrangements.	45
<b>FIGURE 30:</b>	eThekweni Metropolitan Municipality higher-level institutional arrangements.	50
<b>FIGURE 31:</b>	eThekweni Metropolitan Municipality EPWP unit institutional arrangements.	51
<b>FIGURE 32:</b>	City of Johannesburg institutional arrangements.	57

<b>FIGURE 33:</b> City of Johannesburg EPWP unit structure.	57
<b>FIGURE 34:</b> Mangaung Metropolitan Municipality institutional arrangements.	62
<b>FIGURE 35:</b> Nelson Mandela Bay Metropolitan Municipality institutional arrangements.	66
<b>FIGURE 36:</b> Msunduzi Local Municipality EPWP institutional arrangements.	73
<b>FIGURE 37:</b> City of Tshwane higher-level institutional arrangements.	78
<b>FIGURE 38:</b> City of Tshwane divisional institutional arrangements.	78
<b>FIGURE 39:</b> City of Cape Town EPWP unit institutional arrangements.	84
<b>FIGURE 40:</b> Comparative analysis of focus areas and performance for the City of Cape Town, eThekweni Metropolitan Municipality, City of Ekurhuleni and the City of Tshwane, 2020/21.	90
<b>FIGURE 41:</b> Comparative analysis and focus areas for the City of Johannesburg, Nelson Mandela Bay Metropolitan Municipality, Buffalo City Metropolitan Municipality, Msunduzi Local Municipality and Mangaung Metropolitan Municipality, 2020/21.	91

## List of Tables

<b>TABLE 1:</b> Combined performance of the nine cities across six key indicators, 2016/17 to 2020/21	13
<b>TABLE 2:</b> Work Opportunity targets for all spheres of government, 2016/17 to 2020/21	17
<b>TABLE 3:</b> Work Opportunity targets by Sector, 2016/17 to 2020/21	17
<b>TABLE 4:</b> FTE targets for all spheres of government, 2016/17 to 2020/21	19
<b>TABLE 5:</b> FTE targets by Sector, 2016/17 to 2020/21	20
<b>TABLE 6:</b> Five-year trend in person-years of training reported by the cities, 2016/17 to 2020/21	23
<b>TABLE 7:</b> Allocated project budget and expenditure including professional fees, 2020/21	24
<b>TABLE 8:</b> Wages paid out as a proportion of expenditure, 2018/19 to 2020/21	26
<b>TABLE 9:</b> Demographics of EPWP beneficiaries in the nine cities, 2016/17 to 2020/21	31
<b>TABLE 10:</b> Buffalo City Metropolitan Municipality progress against EPWP indicators, 2020/21	41
<b>TABLE 11:</b> City of Ekurhuleni progress against EPWP indicators, 2020/21	46
<b>TABLE 12:</b> eThekweni Metropolitan Municipality progress against EPWP indicators, 2020/21	52
<b>TABLE 13:</b> City of Johannesburg progress against EPWP indicators, 2020/21	58
<b>TABLE 14:</b> Mangaung Metropolitan Municipality progress against EPWP indicators, 2020/21	63
<b>TABLE 15:</b> Nelson Mandela Bay Metropolitan Municipality progress against EPWP indicators, 2020/21	67
<b>TABLE 16:</b> Msunduzi Local Municipality progress against EPWP indicators, 2020/21	74
<b>TABLE 17:</b> City of Tshwane progress against EPWP indicators, 2020/21	79
<b>TABLE 18:</b> City of Cape Town progress against EPWP indicators, 2020/21	84
<b>TABLE 19:</b> Comparison of city performance for five key criteria, 2020/21	89
<b>TABLE 20:</b> Perception of each city towards the effectiveness of the EPWP (1= effective and 10 = not effective), 2020/21	93

## List of **Acronyms**

COVID-19	-	Coronavirus disease 2019
CWP	-	Community Work Programme
DSD	-	Department of Social Development
EPWP	-	Expanded Public Works Programme
EPWP RS	-	EPWP Reporting System
FTE	-	Full-Time Equivalent
GDP	-	Gross Domestic Product
IDP	-	Integrated Development Plan
IG	-	Integrated Grant
KPI	-	Key Performance Indicator
M&E	-	Monitoring and Evaluation
MMC	-	Member of the Mayoral Committee
DPWI	-	Department of Public Works and Infrastructure
NPO	-	Non-Profit Organisation
NSS	-	Non-State Sector
PPE	-	Personal Protective Equipment
PWD	-	Person with Disabilities
RG	-	SACN-EPWP Reference Group
SACN	-	South African Cities Network
SASSA	-	South African Social Security Agency
SCM	-	Supply Chain Management
SDBIP	-	Service Delivery and Budget Implementation Plan
SDGs	-	Sustainable Development Goals
SMME	-	Small, Medium and Micro Enterprises
SOE	-	State-owned Enterprises
UN	-	United Nations
WO	-	Work Opportunity

## Acknowledgements

The effective compilation of this 2020/21 Annual Report was enabled by the commitment, valued insights, and important content direction of the Expanded Public Works Programme Managers from the participating cities: Buffalo City Metropolitan Municipality, City of Ekurhuleni, eThekweni Metropolitan Municipality, City of Johannesburg, Mangaung Metropolitan Municipality, Msunduzi Local Municipality, Nelson Mandela Bay Metropolitan Municipality, City of Tshwane, and the City of Cape Town. The project further relies on the financial contribution and guidance of the National Department of Public Works and Infrastructure. Recognition and appreciation are also due to officials from across the different spheres of government who have provided data and other valued inputs for this report. A special acknowledgement to the DPWI EPWP unit – the Monitoring and Evaluation Department, in particular – who provided access to reports and primary data.

**Chief Editors/Project Managers:** Ignatius Ariyo (DPWI)  
Kgomotso Tolamo (SACN)

**This report is published by:** South African Cities Network  
16th floor, Joburg Metro Building  
158 Civic Boulevard  
Braamfontein  
Johannesburg, SOUTH AFRICA

PO Box 32160  
2017 Braamfontein  
Johannesburg, SOUTH AFRICA

+27 (0)11 407 6471

info@sacities.net  
www.sacities.net

**Project Management Support Team:** Sadhna Bhana (SACN)  
Kopano Ntsoane (SACN)

**Report Compiled by:** Michelle Browne (Institute of Natural Resources)  
Paul Jones (LUMEC)

**Contributors:** Sim'lindile Mahlaba (Institute of Natural Resources)  
Joanne Parker (LUMEC)

**Copy Editing:** Ideas, Wise and Wonderful

**Design & layout:** Hothouse South Africa

**Photography Credits:** All photos in the publication are attributable to the respective cities, DPWI and SACN unless otherwise indicated.

ISBN: 978-1-990955-87-7

SACN (South African Cities Network). 2022. The State of the Expanded Public Works Programme in South African Cities 2020/21. A report of the Expanded Public Works Programme Reference Group. Johannesburg: SACN.

**Available online** at [www.sacities.net](http://www.sacities.net)



# FOREWORD

The South African Cities Network (SACN), and its partner the national Department of Public Works and Infrastructure (DPWI), as well as members of the SACN Expanded Public Works Programme (EPWP) Reference Group (RG), are proud to present the 16th edition of the annual State of Expanded Public Works Programme in the Cities report.

This report comes as the country begins its journey towards stabilisation and recovery from a series of shocks, most notably the ongoing COVID-19 pandemic, the July 2021 unrests, as well as an extended period of devastating job losses and weak economic growth. The recently released 2021 Quarter 4 data from Statistics South Africa (StatsSA), shows the highest rise in the rate of unemployment since the origin of the Quarterly Labour Force Survey (QLFS) in 2008. Using the expanded definition during this period, South Africa's unemployment rate was reported at 46.6 percent. Essentially implying that almost half of the country's working age population, which is able to participate in the labour market and actively contribute to economic recovery, is without work.

The impact of unemployment on households has been devastating; with households that had very limited resources before the COVID-19 pandemic slipping further into poverty. Secure formal employment remains one of the most impactful pathways out of poverty for these households. Without this opportunity, constrained individuals will be unable to meet their basic needs and find themselves continuously negotiating between meeting one need over other. This ultimately results in poorer outcomes for households that are already chronically deprived of access and opportunity.

In its 2021 South Africa Economic Update, the World Bank focused its attention on the country's labour market. The South Africa World Bank Economic Update showed that job losses are disproportionately concentrated among low-income earners, with the low-wage workers suffering almost four times more job losses than high-wage earners. The report further highlighted that if South Africa were to match the self-employment rates of its peers, it could potentially halve its unemployment rates.

Cities remain the engine for growth, and centres of opportunity. In 2018, South Africa's eight metropolitan municipalities (metros) contributed 58 percent to the national Gross Domestic Product (GDP). In the same year, metros and Intermediate Cities (ICMs) contributed 77.5 percent of all formal employment in the country (Stats SA, 2019). The significant contribution of cities in driving growth, inclusion, and resilience nationally, cannot be overemphasised.

Despite this, South Africa has a history of jobless growth, i.e., instances where growth has not yielded significant decreases in unemployment rates. Affirming that generally, increases in incomes and jobs are disproportionate and biased, and do not necessarily trickle down to deprived households who are experiencing either transient or chronic poverty (Beatty, Crisp and Gore, 2016:3). As we consider the journey ahead of us, Public Employment Programmes (PEP), such as the EPWP, play a significant role in ensuring that disadvantaged individuals are deliberately included and benefit from the country's growth agenda.

During the reporting period (2020/21), the EPWP created 938,688 work opportunities. Public Employment Programmes, such as the EPWP, are critical to ensuring that marginalised individuals are able to receive training – where feasible – so that they are empowered through work experience and are better positioned to enter into permanent work opportunities (subject labour market absorption, self-employment, or to set up enterprises). Considering the country's unique context, South Africa is not only faced with the challenge of creating employment but also creating employment that stands to meaningfully improve livelihoods and prospects, or upward mobility. In this regard, the importance of the Expanded Public Works Programme cannot be overstated.

During the 2020/21 reporting period, the eight cities and Msunduzi local municipality were able to create 57,205 temporary work opportunities out of 938,688 work opportunities reported. As economic hubs, cities can steer South Africa's recovery to ensure that it is more inclusive. Cities have demonstrated significant innovation, resilience, and commitment towards increasing work opportunities during a very difficult period. Through their respective city reports there is clear articulation of the tools needed to leverage the EPWP in order to build back better.



**Carmen-Joy Abrahams**  
Deputy Director-General: Expanded Public Works Programme



**Sithole M. Mbanga**  
Chief Executive Officer: SACN





# INTRODUCTION AND BACKGROUND

## 1

### 1.1 Cities in Context

The South African economy faces persistent challenges of low economic growth, high unemployment, and deep-rooted inequality. Since the start of this reporting period (April 2020), these challenges were exacerbated by the COVID-19 pandemic under which a National State of Disaster and a Level Five lockdown were instituted from the 29 March 2020, which brought most economic activity to a standstill. Subsequent lockdown restrictions continued, to varying degrees, throughout the 2020/21 financial year which has placed severe strain on most sectors of the economy, causing numerous small businesses to close, worsening unemployment, and further constraining economic growth.

The initial impact of the Level Five lockdown on economic growth in the second quarter of 2020 was a staggering decline of almost 18% in GDP growth year-on-year (Statistics South Africa, 2021a). Since then, even as restrictions have been eased and economic activity has begun to increase, year-on-year economic growth remained negative until the end of the first quarter of 2021. As such, through this 2020/21 reporting period, the national economy has experienced the lowest economic growth in recent history, ending the 2020/21 financial year (quarter one 2021) at -3.2% growth year-on-year (Statistics South Africa, 2021a).

In the survey of the impact of COVID-19 on small businesses released in June 2020, the negative impacts are evident. Nine in 10 businesses reported a turnover lower than their normal expected turnover, over half continued to trade only partially, a quarter indicated that they have had to lay off staff in the short-term to mitigate impacts of the COVID-19 pandemic, and one in five businesses indicated that they had temporarily closed or paused trading (Statistics South Africa, 2020).

This has had a significant impact on employment, with the unemployment rate increasing from 30% in Q1 2020 to almost 33% in Q1 2021, with 1.4 million fewer people employed at the end of the first quarter 2021 compared to the previous year (Statistics South Africa, 2021b). However, the impact on the youth has been even greater. At the end of Q1 2021, the youth unemployment rate (those who were not in employment, education, or training) for people aged 15-34 years was 44% (Statistics South Africa, 2021b). This implies that almost one in every two young people were not in employment, education, or training at the end of the 2020/21 reporting period. During the previous reporting period, President Cyril Ramaphosa announced in his 2020 State of the Nation Address, that 1.2 million young people enter the labour market each year, of which, two thirds will not receive employment, education, or training, declaring that "this is a crisis" (South African Government, 2020). Accordingly, within the current reporting period, youth unemployment has now become an even greater crisis.

As the Covid-19 pandemic continues to threaten the livelihoods of many South Africans and the full impact of business closures, higher unemployment, and the resulting loss of income grip South Africa; cities continue to face mounting pressures to stimulate economic activity and job creation, support marginalised and vulnerable groups, and deliver infrastructure and basic services to an ever-increasing population. The Department of Public Works and Infrastructure (DPWI) through the Expanded Public Works Programme (EPWP) has re-affirmed its position to alleviate poverty and unemployment by providing work opportunities to the poor and unemployed South Africans.

*The Department of Public Works and Infrastructure (DPWI) through the Expanded Public Works Programme (EPWP) has re-affirmed its position to alleviate poverty and unemployment.*

Nationally, the EPWP continues to assist in addressing some of these challenges, with almost 1 million (temporary) work opportunities created in the 2020/21 year through 13 496 EPWP projects, which translates into a total of R9.3 billion as income support to EPWP participants (EPWP, 2021a). Over the same period, within the nine cities, 1 121 projects were implemented resulting in R1.15 billion in expenditure, over 57 205 employment opportunities created

and R833 million in wages paid out. The EPWP programme, therefore, remains an important government-led intervention, not only in supporting cities to tackle the core challenges of unemployment and poverty, but also in providing much-needed skills and training and the creation of community assets.

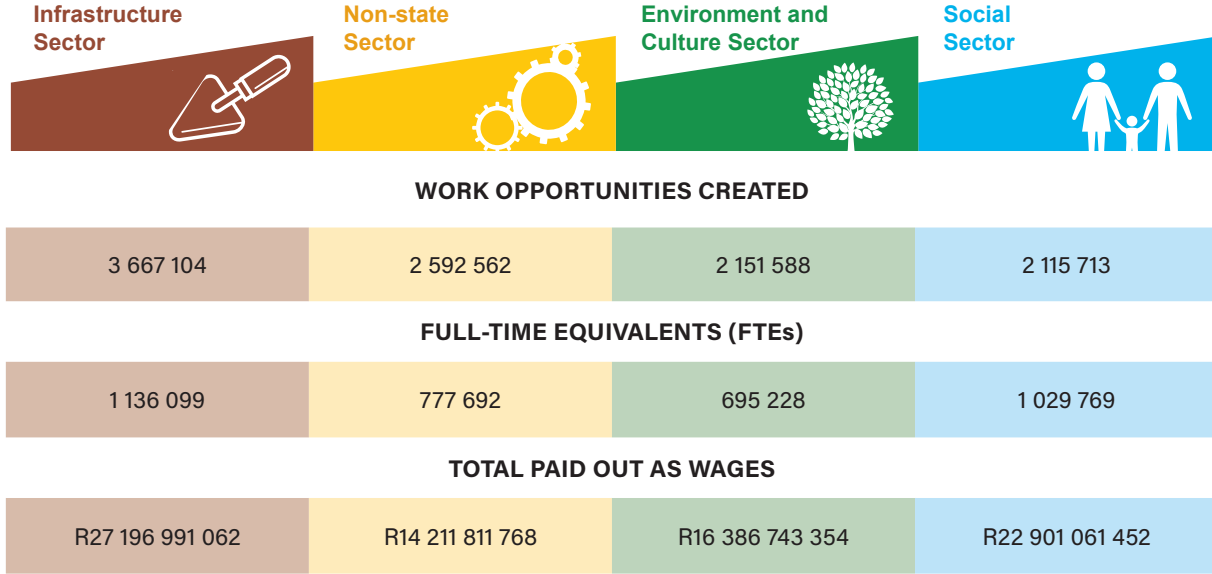
### 1.2 The EPWP, SACN and SACN-EPWP Reference Group

The EPWP is a government-led public works programme providing social protection, through temporary work opportunities, to a significant number of unemployed South Africans. Through the productive work of participants, the programme contributes to three core outcomes: social protection (income), employment and skills development (to increase participant’s capacity to earn an income in future), and the provision of public assets and services. A central principle of the Programme is that it uses labour-intensive methods to optimise job opportunities. Furthermore, skills development through work experience and additional training components, is a key objective to ensure that even though employment is temporary, participants exit EPWP projects with skills and experience that will assist them to enter the formal job market.

The EPWP was established in 2003, having its origins in the Growth and Development Summit. Since inception, the EPWP has gone through three phases of five-year intervals: Phase I (2004-2009); Phase II (2009-2014); and Phase III (2014-2019). The Programme is currently in its 4th Phase, which is being implemented over the 2019/20 – 2023/24 financial years. The EPWP Phase IV Business Plan (DPWI, 2019) provides a detailed overview of the achievements of the previous phases and charts the strategy and targets of Phase IV.

The EPWP is executed in all nine provinces, across all their district and local municipalities and metros, and is focused on four Sectors. Figure 1 shows the overall national consolidated performance of the EPWP since 2009-2010 (the start of Phase II) to the 2020-2021 period. Overall, the Infrastructure Sector has had the greatest impact, while the Social Sector has been the most effective in generating person-years of work (FTEs) per work opportunity created.

**FIGURE 1: Performance of the four Sectors of the EPWP, 2009-2021.**



The national Department of Public Works and Infrastructure (DPWI) is the champion of the EPWP and provides national policy leadership and direction on the design, framework, and implementation of the EPWP. The EPWP branch within the DPWI is responsible for overall coordinating and implementing of support, developing funding frameworks, providing technical support to participating public bodies, and Monitoring and Evaluation (M&E).

Cities are central to the implementation of the EPWP, as this is where much of the population resides. Urban migration has increased the demand for jobs within cities (a demand which has not been adequately met), and socio-economic vulnerability and poverty and can no longer be viewed as rural phenomena. As such, the EPWP has become increasingly relevant within the city context and will become even more so as urban migration continues.



The South African Cities Network (SACN) was established in 2002 and is an established network of South African cities and partners that encourages the exchange of information, experience, and best practices on urban development and city management. The SACN is focused on enabling cities to be inclusive, sustainable, productive, and well-governed. To this end, the SACN has established the following mandate:

- Promote good governance and management in SACN 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 Productive Cities Programme examines how to boost inclusive economic productivity and competitiveness. In light of the prevailing context, the Programme has a strategic focus on supporting cities with post-COVID-19 economic recovery, transformation, and growth. A related focus of the Productive Cities Programme is job creation and skills development, as well as transforming both informal and township economies. The EPWP and its implementation in cities is a relevant and practical mechanism towards these outcomes, particularly the common objectives of skills development and boosting inclusive economic productivity within informal and township economies.

*A related focus of the Productive Cities Programme is job creation and skills development, as well as transforming both informal and township economies.*

In recognition of the value of the EPWP in delivering against SACN objectives, the role of the SACN in mobilising its members to implement the EPWP, and the potential to improve the implementation of the Programme, the relationship between the SACN and the DPWI was formalised via the establishment of a Memorandum of Understanding and the formation of the SACN-EPWP Reference Group (RG) in 2005. The RG consists of key officials in the cities who are responsible for implementing the EPWP in their respective cities. The reference group serves as a forum for facilitating information and knowledge exchange and enhancing coordination between the cities and relevant national departments towards the successful implementation of EPWP in the metros. The RG meets quarterly in a forum where experiences and knowledge are exchanged.

### 1.3 About the report

The success of the EPWP in the cities, and the innovation and learning that has emerged through the RG, has been captured in 16 'State of the Expanded Public Works Programme in South African Cities' reports covering the time from 2004 to 2020. This report constitutes the 17th annual report and covers the 2020/21 financial year period, which runs from 1 April 2020 to 31 March 2021. The period is the second year of EPWP Phase IV and the first full year of implementation under the unprecedented global COVID-19 pandemic.

The report presents and analyses the progress and implementation of the EPWP by the cities in the 2020/21 year and compares performance to previous years. The report further comparatively examines the cities through an integrated analysis to identify challenges, successes, and learnings within their EPWP implementation and projects. The report aims to provide consistency with the previous year's report to facilitate comparisons over time, while also bringing forward or further examining additional aspects that emerged from the previous year and during the RGs, as particularly relevant or of interest.

The report is structured into six sections:

**Section 1. Introduction and Background** provides background to the reader on the prevailing context during the implementation period; the EPWP, SACN, and RG; and the study methodology.

**Section 2. Progress Against Performance Indicators** presents an analysis of the cities' progress in terms of ten key indicators: (1) number of projects implemented; (2) gross number of WOs created; (3) person-years of work; (4) training; (5) expenditure on EPWP (including professional fees); (6) total wages paid out to employees on EPWP projects; (7) manual workers' average minimum daily wage rate; (8) Integrated Grant (IG) expenditure; (9) demographics of employment; and (10) Sector analysis.

**Section 3. City Analysis** describes the SACN cities in terms of their institutional arrangements and policy developments; progress against EPWP indicators; challenges faced, key successes and lessons learnt; and showcases a flagship project of each city.

**Section 4. Integrated Analysis** provides a comparative analysis of cities using key indicators, unpacks the successes and challenges within implementation of EPWP across the cities, considers the impact of COVID-19 on the programme, and describes shared learnings around institutionalisation, reporting, training, partnerships and exit strategies.

**Section 5. Progress in Phase IV focus areas** presents a reflection on the key focus areas of the Phase IV strategy from the perspective of progress made by the cities over the first two years of Phase IV.

**Section 6. Conclusions and Recommendations.**

## 1.4 Methodology

The methodology applied to develop this report included a quantitative desktop study, and a qualitative consultative process with the cities. The eight member cities of the SACN are Buffalo City Metropolitan Municipality, City of Ekurhuleni, eThekweni Metropolitan Municipality, City of Johannesburg, Mangaung Metropolitan Municipality, Nelson Mandela Bay Metropolitan Municipality, Msunduzi Local Municipality, and City of Tshwane. The City of Cape Town, although not currently a SACN member city, participated in the consultative process and is included in the analysis and this report.

The quantitative desktop study involved the review and analysis of relevant documents sourced from the SACN member cities, as well as from the EPWP and SACN websites. Statistical data was obtained from the DPWI EPWP Quarterly Reports, particularly the 2020/21 Quarter 4 consolidated report. These reports are compiled based on input data recorded via the EPWP Reporting System (EPWP RS), which EPWP stakeholders use to report on their EPWP projects. The minutes and presentations from the quarterly meetings over the 2020/21 year were also used as data sources.

*These reports are compiled based on input data recorded via the EPWP Reporting System (EPWP RS), which EPWP stakeholders use to report on their EPWP projects.*

The qualitative consultative process utilised a questionnaire, which included a set of questions to which city representatives were asked to respond during virtual interviews. The questionnaire was designed to supplement and verify the quantitative data gathered, draw out key challenges, and

successes and learnings of the individual cities and to explore aspects that emerged during the RGs as key focus areas or of particular interest to the participants. These included, for example, the challenges cities had faced and solutions and innovations in light of COVID-19 (which unfolded at the beginning of the reporting period); project reporting; training; and exit strategy and partnership aspects. Cities were given an opportunity to provide input into the report progressively during its development. The DPWI were further requested to provide clarity on and to verify the data collected and the methods used for data analysis.

# PROGRESS AGAINST PERFORMANCE INDICATORS

2

This section of the report highlights the progress of the eight SACN cities in their implementation of the EPWP during the 2020/21 financial year (1 April 2020 to 31 March 2021). The City of Cape Town has been included for comparative and knowledge-sharing purposes.

Each city's progress is assessed in terms of their EPWP objectives in relation to 10 EPWP indicators:

- (1) Number of projects implemented;
- (2) Gross number of WOs created;
- (3) Person-years of work, including training – Full-Time Equivalent (FTE);
- (4) Person-years of training;
- (5) Expenditure on EPWP (including professional fees);
- (6) Wages paid to employees on EPWP projects;
- (7) Average manual workers' minimum daily wage rate;
- (8) Integrated Grant expenditure;
- (9) Demographics of employment; and
- (10) Sector performance.

Included in the analysis are the trends against performance for previous years, from 2016/17. A shortened version of the names of the cities have been used in the figures due to space constraints.

The definitions for each of the indicators are provided at the beginning of each section (DPWI, 2021; EPWP, 2005).

The analysis and figures that follow are based on data extracted from the DPWI EPWP Q4 Consolidated Report for 2020/21 (DPWI, 2021) and supporting datasets, and previous *State of the EPWP in South African Cities reports* (SACN, 2017; 2018; 2019; 2020; 2021). The Q4 Consolidated Report is based on data received from the cities.

## 2.1 Overview of combined cities performance

In the 2020/21 year, together, the cities reported total wages paid out of R833 million across 57 205 WOs resulting in an average income support (wages paid per WO) of R14 561. 20 910 person-years of work (including training) were generated, and 127 person-years of training provided. The Infrastructure Sector contributed the most to the reported WOs, followed by the Environment and Culture, and Social Sectors. Table 1 provides a snapshot of the combined performance of the EPWP in the nine cities, for six key indicators, over the last five years.

**TABLE 1: Combined performance of the nine cities across six key indicators, 2016/17 to 2020/21**

Indicator	PHASE III			PHASE IV	
	2016/17	2017/18	2018/19	2019/20	2020/21
<b>Number of projects implemented</b>	1 217	1 303	1 897	1 514	1 121
<b>Gross number of WOs created</b>	74 607	82 912	93 435	84 734	57 205
<b>Person-Years of work (FTE)</b>	25 067	26 870	23 441	25 000	20 910
<b>Expenditure on EPWP (R million)</b>	2 499	1 121	1 113	1 251	1 158
<b>Total wages paid out (R million)</b>	796	874	811	908	833
<b>Training (person-years)</b>	10	45	43	188	127

In the five years from 2016/17, a similar trend is evident for the number projects implemented, WOs created, and FTEs generated (person-years of work), with growth being experienced from 2016/17 until 2018/19, followed by a slight decline in 2019/20 and a more significant decline in the 2020/21 year.

While this is due to a combination of factors, two aspects are likely to have contributed. The decline from 2018/19 (Phase III) to 2019/20 (Phase IV) can, in part, be attributed to the undertaking of the DPWI, in Phase IV, to more actively monitor adherence to the EPWP principles pertaining to the minimum wage and employment conditions and the minimum labour intensity (LI) targets for each Sector (DPWI, 2019). Projects and programmes that are not in compliance are excluded from official EPWP reports. With the introduction of the stricter monitoring and exclusion of non-compliant projects, an initial decline in performance can be expected as cities adjust and take efforts to ensure that projects adhere to the EPWP principles, and that reporting meets the requirements of EPWP audit compliance. As evident in the RG meetings and cities feedback, a common key focus over both the 2019/20 and 2020/21 periods has been to improve project reporting in this regard.

The second aspect affecting EPWP performance, specifically in the 2020/21 period, has been the influence of the COVID-19 pandemic situation. This negatively impacted project implementation through delays to project implementation due to lockdowns and challenges associated with COVID-19 protocols (e.g., social distancing requirements constraining participant numbers) and reduced budgets due to reprioritisation. The pandemic situation and associated protocols also created difficulties for performance reporting, such as obtaining identification documents for participants.

Comprehensive reporting that is compliant with the EPWP reporting requirements remains a challenge for cities; this has been exacerbated by the COVID-19 pandemic situation. Reporting challenges experienced by the cities are discussed in section 4.5. Non-compliant and under-reporting of EPWP performance means that formally reported performance may not be a complete reflection of actual implementation.

Over the five years being compared (Table 1), expenditure on EPWP, wages paid out, and the extent of training provided demonstrate different trends compared to the number of projects implemented, WOs created, and FTEs. Expenditure on EPWP more than halved from 2016/17 to 2017/18 and has remained relatively similar from 2017/18 – 2020/21, with R1.158 million expenditure in the past year. Total wages paid out has remained relatively constant over the five-year period, with R833 million paid out in 2020/21 (72% of expenditure).

Training, as person-years has, however, continued to grow despite the above trends; growing from just 10 person-years in 2016/17 to over 120 person years in 2020/21. Significant gains in training are evident in the initial stages of Phase IV compared to Phase III. Improving training outcomes is an objective of the EPWP Phase IV. However, while training remains critical, it is not compulsory for every WO created. There is a trade-off between providing training and creating additional WOs; increasing the one comes at the expense of gains in the other.

This highlights the important reality in the implementation of EPWP of the trade-offs across objectives and the difficult decisions cities face in choosing how to allocate funds across different objectives (e.g., WOs vs. FTEs vs. training). Another example is the trade-off between maximising the wage rate and creating additional WOs. While a higher wage rate means more income is delivered to participants, less WOs can be created with the same funds and, therefore, fewer people can be reached. The City of Johannesburg is an example. The City continues to pay

the highest minimum daily wage rate, but its WOs created remain below the target.

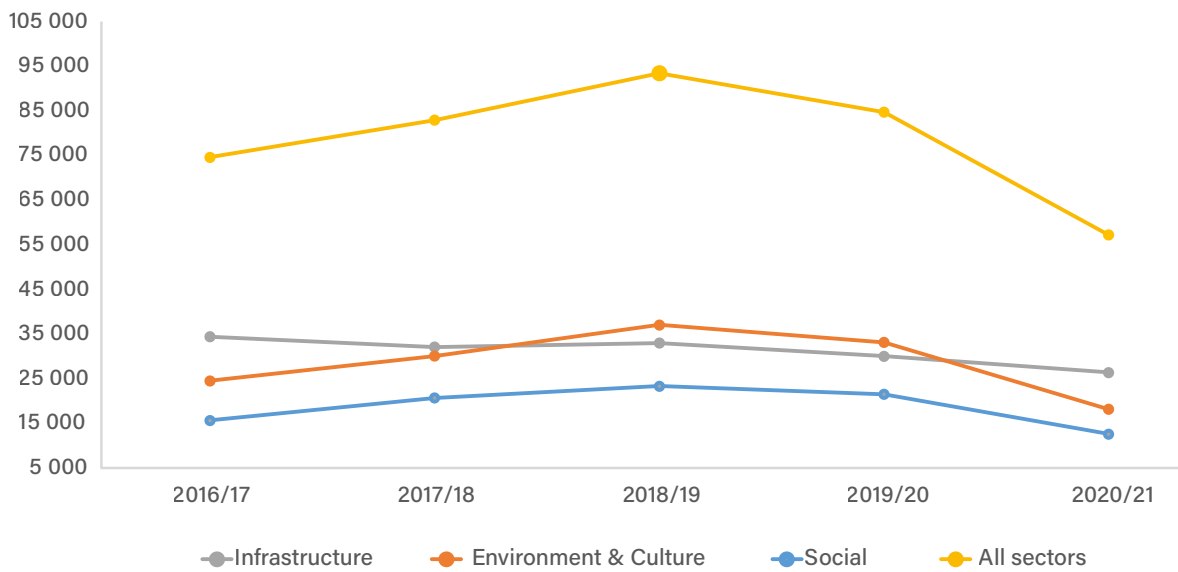
*While a higher wage rate means more income is delivered to participants, less WOs can be created with the same funds and, therefore, fewer people can be reached.*

These trade-offs are not unique to the EPWP and apply to other similar public employment programmes. Cities have to continuously manage competing priorities in the design of their projects and the allocation of funds. This is important to keep

in mind when considering progress on individual indicators; where a city is performing less well on one indicator, it may be performing better on another. The comparative analysis (section 4.1) aims to address this, in part, by considering the combined performance of cities across several indicators.

Figure 2 shows the contribution of the different Sectors to the total WOs created by the cities combined for the past five years. Relatively fewer WOs have been generated in the Social Sector consistently over the period shown. There is less of a clear trend for the other two Sectors. For the 2018/19 and 2019/20 periods, the Environment and Culture Sector contributed the greater WOs relative to the other Sectors; for the other three years, the Infrastructure Sector reported relatively more WOs.

**FIGURE 2: Total and Sector WOs reported by the nine cities combined, 2016/17 to 2020/21**



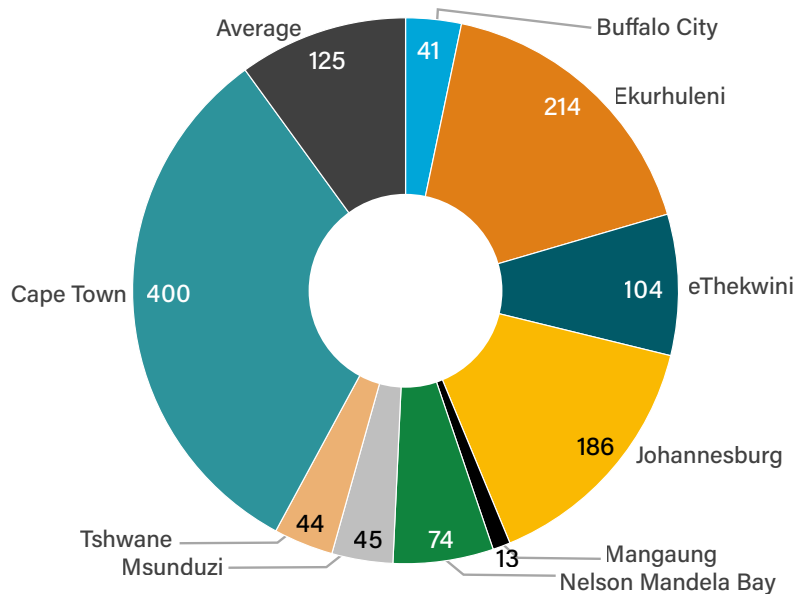
## 2.2 Number of projects implemented

### INDICATOR DEFINITION

Projects implemented by cities across Infrastructure, Environment and Culture, and Social Sectors.

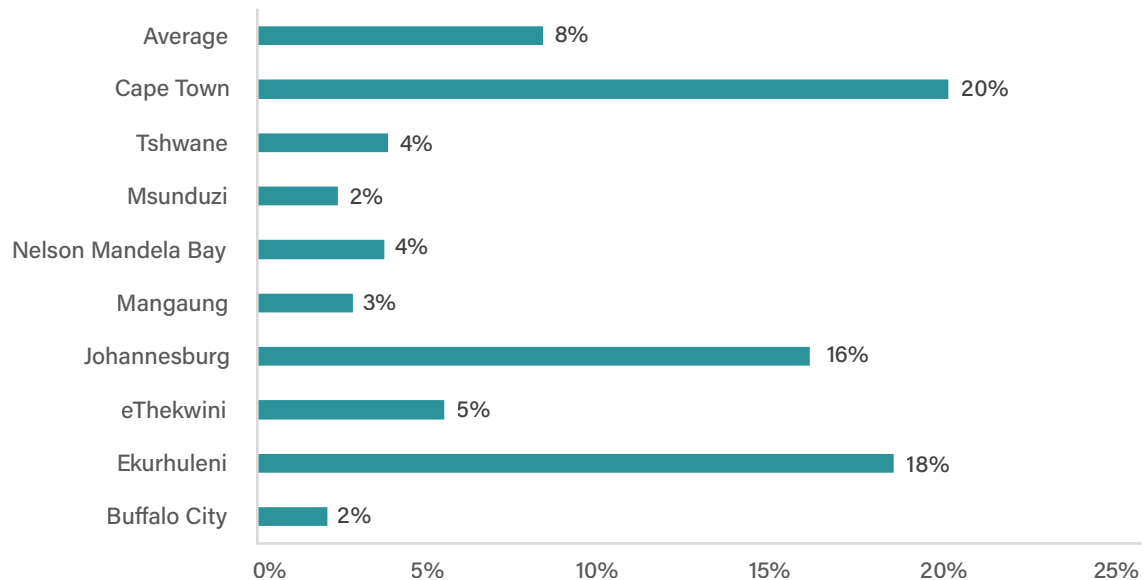
During the 2020/21 year the cities implemented 1 121 EPWP projects across The Infrastructure, Environment and Culture, and Social Sectors; a decline from the 2019/20 period. The number of projects implemented by each city and the average number of projects implemented are shown in Figure 3. The average number of projects implemented across the cities declined from 168 for the 2019/20 period to 125 in the current reporting year. The City of Cape Town implemented a significantly greater number of projects compared to the other cities, as was the case for the 2019/20 period. The City of Tshwane, Mangaung Metropolitan Municipality, Msunduzi Local Municipality, and Buffalo City Metropolitan Municipality implemented the lowest number of projects compared to the other cities.

**FIGURE 3: Number of EPWP projects implemented, 2020/21.**



Collectively the nine cities have contributed 8% of all EPWP projects implemented (the national total is 13 497 excluding the Non-state Sector contribution). The projects implemented by each city as a percentage of the overall consolidated total number of projects in their respective provinces for 2020/21 are shown in Figure 4.

**FIGURE 4:** Number of projects implemented as a percentage of the total number of EPWP projects in the respective provinces, 2020/21.

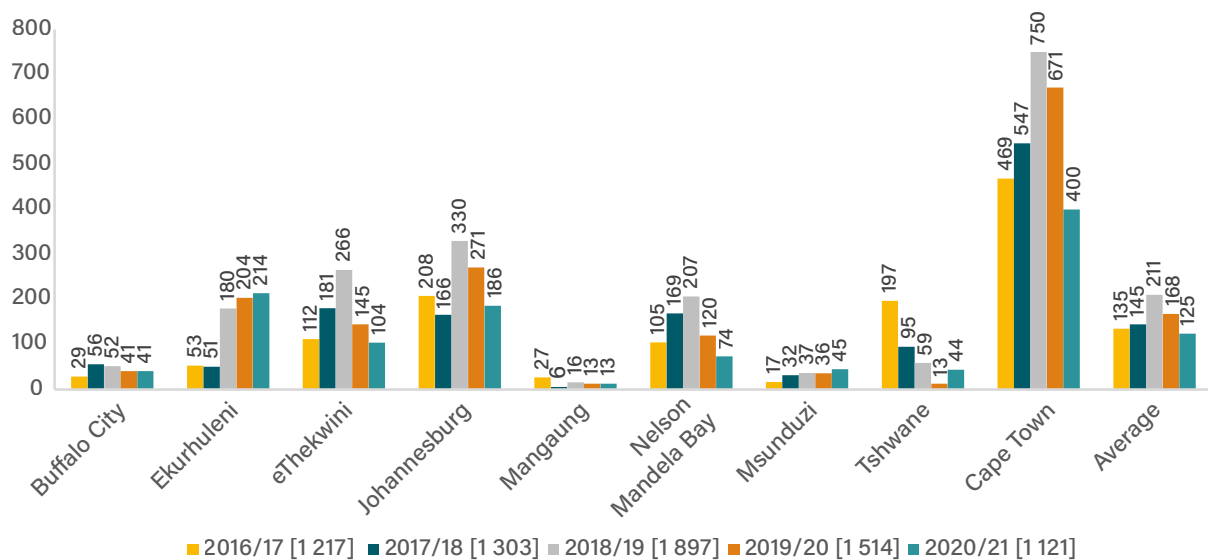


Note: The consolidated total includes all projects by national and provincial government departments, metro/district municipalities and local municipalities (it excludes Non-state Sector contributions) by province.

Figure 5 shows the number of projects implemented over the 2016/17 to 2020/21 annual reporting phases. The average number of projects implemented over the nine cities (125) was the lowest in 2020/21 (compared to the previous four reporting phases) and decreased by 43 projects from the average for the 2019/20 reporting period (168). City of Ekurhuleni, Msunduzi Local Municipality and City of Tshwane reported an increase in the number of projects implemented from the previous reporting year, while all other cities reported no change (two cities) or a decline (four cities).

It is important that each indicator be considered in conjunction with all other indicators since, for example, a city may implement fewer projects than another city, but create a greater number of WOs. Section 4.1 of this report provides a comparative analysis of the cities across a group of range of indicators.

**FIGURE 5:** Number of projects implemented, 2016/17 to 2020/21.



## 2.3 Gross number of Work Opportunities created

### INDICATOR DEFINITION

This is the OVERALL NUMBER OF WOs that the reporting body has reported on. A Work Opportunity is paid work created for an individual for any period. The same individual can be employed on different projects and each period of employment will be counted as a work opportunity. A work opportunity in the Infrastructure Sector has an average duration of four months; and in the Environment and Culture Sector, an average duration of six months (DPWI, 2021).

Table 2 and Table 3 show the national WO targets for the 2016/17 to 2020/21 reporting periods for all spheres of government and by Sector, as set by the DPWI.

Insights that emerged from the evaluation of the EPWP prior to the 2019/20 reporting period suggested that WO targets were generally too high and not aligned with the capacity of the implementing cities.

**TABLE 2: Work Opportunity targets for all spheres of government, 2016/17 to 2020/21**

	Period	Municipal	Provincial	National	Total
PHASE III	2016/17	347 578	382 869	612 707	1 343 154
	2017/18	395 238	391 252	620 246	1 406 736
	2018/19	428 875	397 778	629 187	1 455 840
PHASE IV	2019/20	251 232	310 957	419 307	981 497
	2020/21	253 538	321 845	409 107	984 490

Source: DPWI (2015; 2019) (slight discrepancies in totals due to rounding).

**TABLE 3: Work Opportunity targets by Sector, 2016/17 to 2020/21**

	Period	Infrastructure	Environment & Culture	Social	Non-state	Total
PHASE III	2016/17	488 636	230 550	205 968	418 000	1 343 154
	2017/18	546 067	231 173	210 496	419 000	1 406 736
	2018/19	589 473	232 923	214 444	419 000	1 455 840
PHASE IV	2019/20	321 260	181 458	171 703	307 076	981 497
	2020/21	331 072	185 838	174 204	293 376	984 490

Source: DPWI (2015, 2019) (slight discrepancies in totals due to rounding).

Figure 6 shows WO targets versus WO achievements for the nine cities (2020/21). Reported WOs created by eThekweni Metropolitan Municipality show that the target was achieved for the reporting period; for all other cities, reported WO achievements are lower than targets.



**FIGURE 6:** Work Opportunity targets versus Work Opportunities achieved, 2020/21.



The percentage WO performance (i.e., achieved vs. targets) over the 2018/19 to 2020/21 reporting period is shown in Figure 7. The average WO performance declined from the 2019/20 period (61%) to the current 2020/21 reporting period (50%). Reported results show that Buffalo City Metropolitan Municipality and Msunduzi Local Municipality were able to increase the WO performance in 2020/21 compared to 2019/20. Reported results for City of Cape Town indicate a significant decline in WO performance compared to 2019/20.

**FIGURE 7:** Work Opportunity performance against targets, 2018/19 to 2020/21.

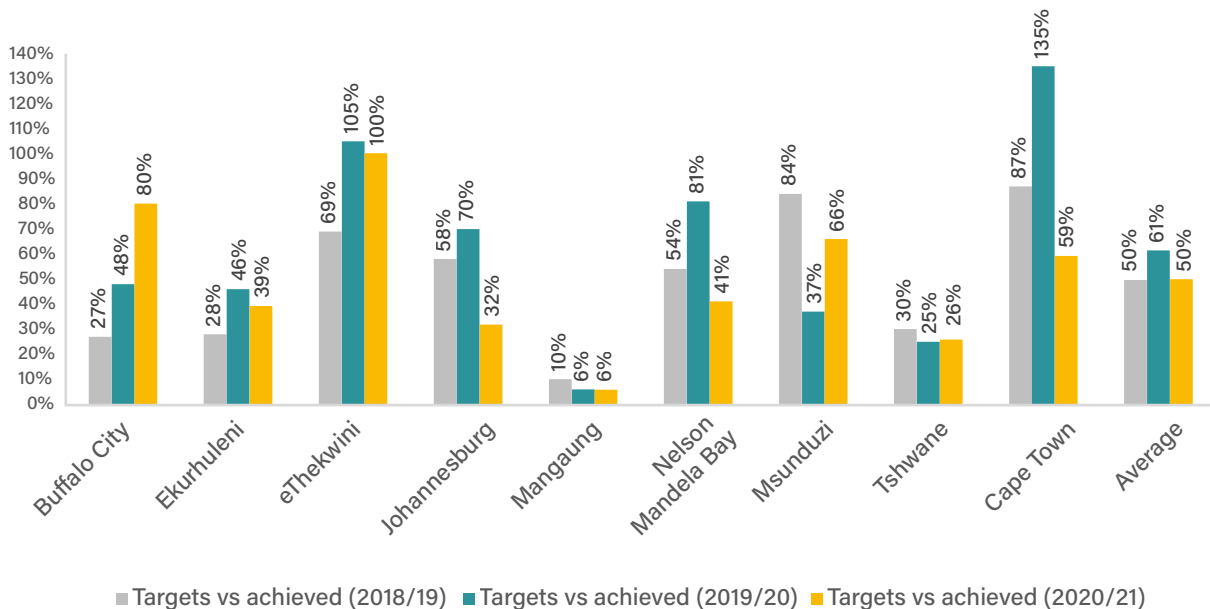
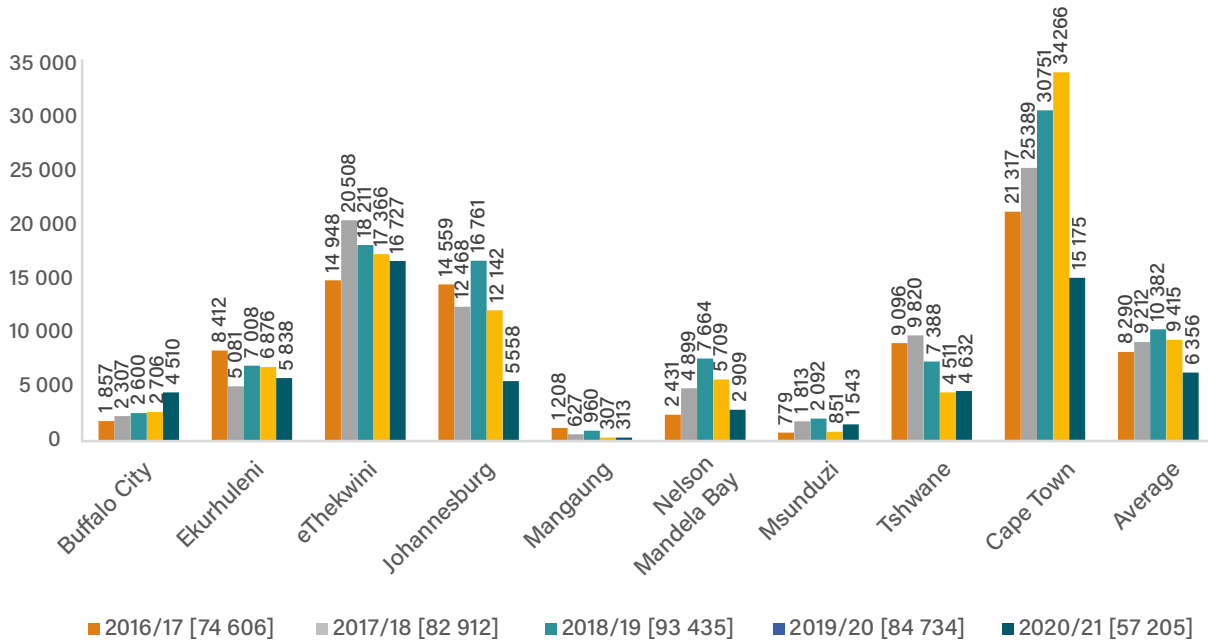


Figure 8 shows the number of WOs created for a five-year period, 2016/17 to 2020/21, for all cities. Reported total WOs across all the cities were the highest in the 2018/19 reporting period (93 435). Reported total WOs for the current reporting period declined by some 27 500 WOs from the previous period and were the lowest across the five-year period 2016/17 to 2020/21.



**FIGURE 8: Work Opportunities created, 2016/17 to 2020/21.**



## 2.4 Person-Years of work including training (Full-Time Equivalent)

### INDICATOR DEFINITION

Each EPWP project employs a given number of participants, with the aim of meeting set targets, which are measured as WOs. The duration of each WO is used as an indication of how sustainable each EPWP job is, captured in the form of Full-Time Equivalents (FTEs). An FTE is used to measure the contribution of the WOs towards permanent jobs created over one year.

**ONE PERSON-YEAR OF WORK - FTE** = 230 paid working days, including paid training days (DPWI, 2021).

Training is funded through the Department of Higher Education and Training's National Skills Fund (NSF) or from project budgets. The training funded through the NSF is accredited, while training funded through project budgets is not necessarily accredited (EPWP, 2005).

Table 4 and Table 5 show the national FTE targets for 2016/17 to 2020/21 for all spheres of government and by Sector, as set by the DPWI.

**TABLE 4: FTE targets for all spheres of government, 2016/17 to 2020/21**

Period		Municipal	Provincial	National	Total
PHASE III	2016/17	113 590	172 114	234 021	519 724
	2017/18	129 912	175 476	268 701	574 089
	2018/19	141 995	178 242	217 609	537 846
PHASE IV	2019/20	88 277	163 577	204 669	456 523
	2020/21	89 147	168 519	206 401	464 068

Source: DPWI (2015; 2019).

Table 5: FTE targets by Sector, 2016/17 to 2020/21

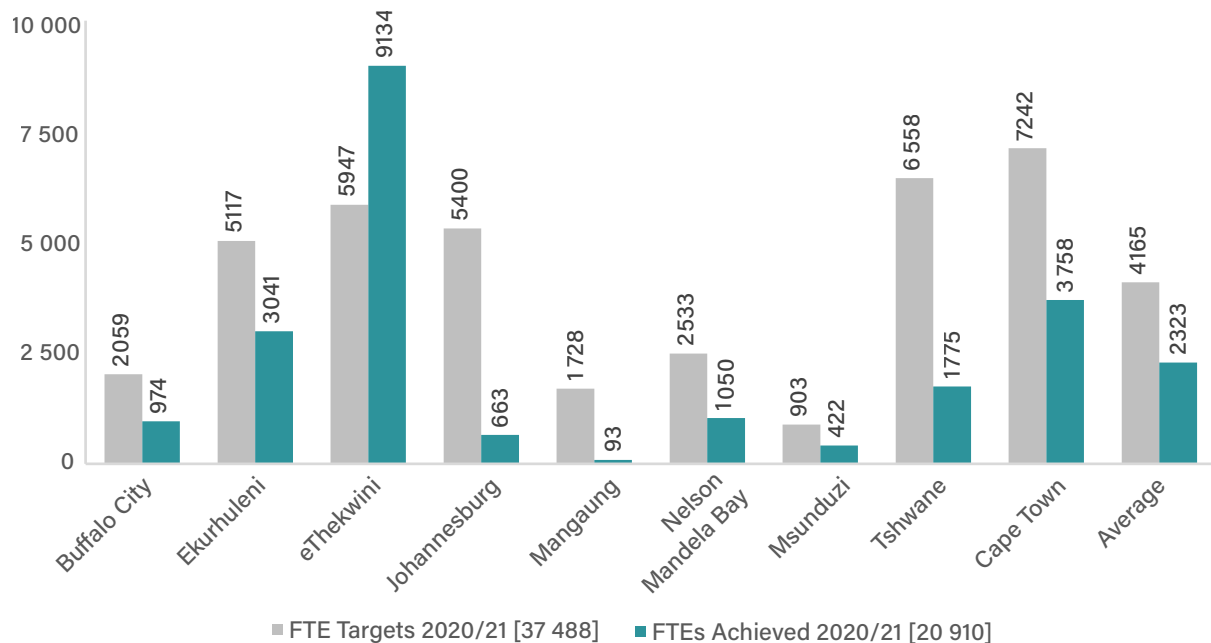
Period	Infrastructure	Environment & Culture	Social	Non-state	Total
2016/17	159 419	89 671	113 119	157 515	519 724
2017/18	178 147	91 957	114 992	188 993	574 089
2018/19	191 975	94 301	116 577	188 993	591 846
2019/20	114 069	78 807	115 462	148 185	456 523
2020/21	117 785	80 814	117 353	148 115	464 068

Source: DPWI (2015, 2019).

Figure 9 and Figure 10 show the performance of the cities with regards to FTE targets versus those achieved for 2020/21, and FTEs achieved for a five-year period from 2016/17 to 2020/21, respectively.

On average the cities achieved 56% of their FTE targets for 2020/21; while for the 2019/20 reporting period, 67% was achieved which indicates an overall decline. eThekweni Metropolitan Municipality substantially exceeded its FTE targets, as for the previous reporting period, lifting the city group average. Reported performance for the City of Cape Town indicates that it was unable to achieve its FTE targets for the 2020/21 period in contrast to the previous reporting period.

**FIGURE 9: FTE targets versus FTEs achieved, 2020/21.**



**FIGURE 10: FTEs achieved, 2016/17 to 2020/21.**

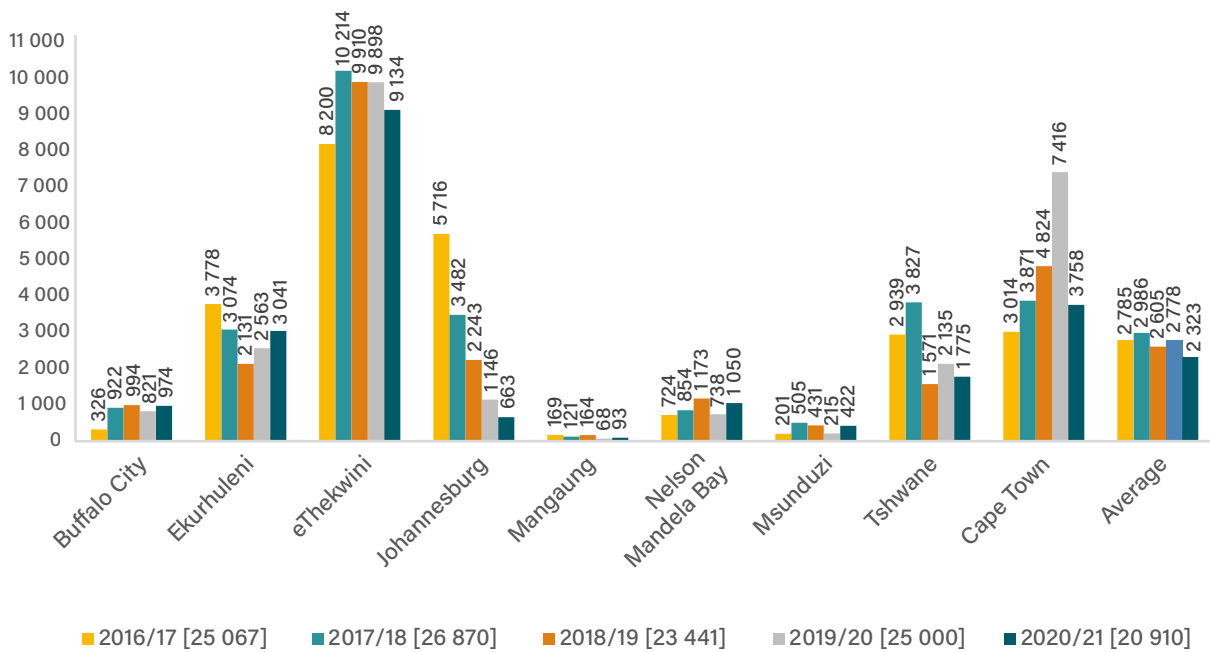
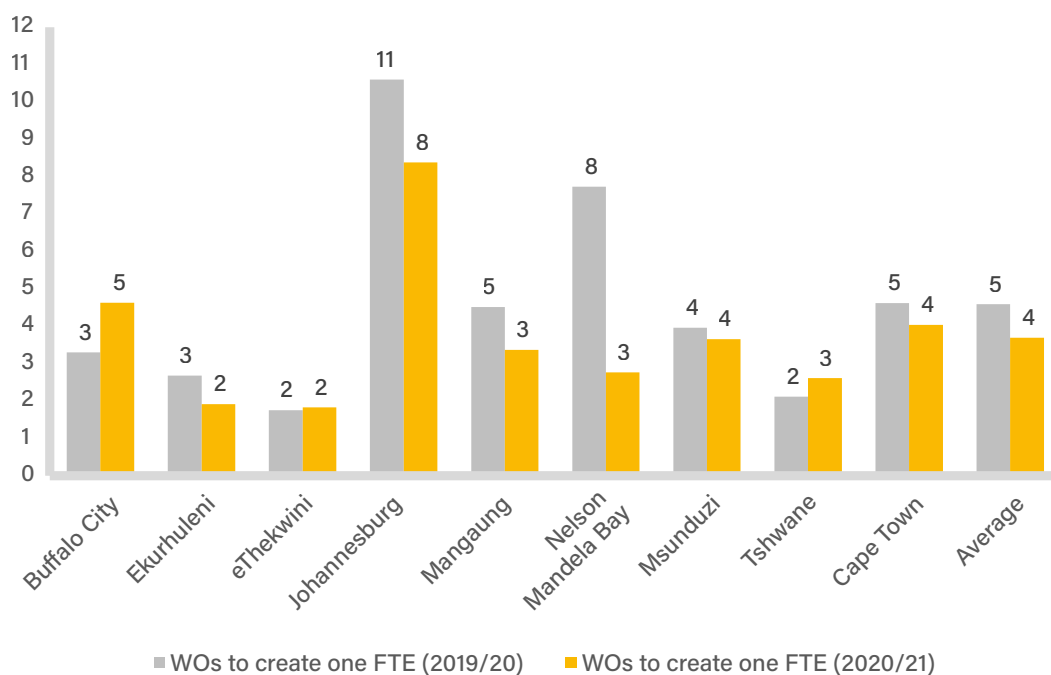


Figure 11 shows the ratio of FTEs to WOs in 2020/21, indicating the number of WOs required to create a single FTE – that is, how many WOs it would take to create 230 person-days of work. The average WO-to-FTE ratio has declined from five in the previous reporting period to four for the 2020/21 reporting period, indicating that less WOs are required to create an FTE (or 230 person-days of work). While the City of Johannesburg continues to create a relatively low number of FTEs as a proportion of its WOs created, its WO-to-FTE ration has declined since the 2019/20 period from one FTE for every 11 WOs, to one FTE from every eight WOs; however, both its WOs and FTEs created declined from the 2019/20 period. eThekweni Metropolitan Municipality and City of Ekurhuleni both appear to have high-performing projects in terms of WOs need to create a single FTE suggesting longer durations for each WO.

**FIGURE 11: Number of WOs required to create a single FTE, 2019/20 and 2020/21.**



## 2.5 Training

### INDICATOR DEFINITION

Training is funded through the Department of Higher Education and Training's National Skills Fund (NSF) or from project budgets. The training funded through the NSF is accredited, while training funded through project budgets is not necessarily accredited (EPWP, 2005).

The number of **TRAINING PERSON-DAYS** is calculated by multiplying the number of people who attended training by the number of days of training. For any other training, one training day equates to at least seven hours of formal training. However, it is important to draw a distinction between accredited and non-accredited training person-days (EPWP, 2005).

Person-years of training are calculated as person-days of training divided by 365 days.

As noted by the NDPWI (2019), the EPWP requires strengthening of its scope for participants to access employment opportunities beyond the EPWP, as well as strengthening of participants' livelihoods when such employment opportunities are not available to them. The EPWP provides training and enterprise development towards these objectives. However, the resources available for training are limited, and the provision of accredited training in South Africa is costly. EPWP programmes, therefore, face a difficult choice of whether to use their funds to pay for training or to use funds for wages of EPWP participants. While improving training outcomes is an aim in the EPWP Phase IV, and training remains a critical aspect; it is not compulsory for every work opportunity created.

Table 6 shows the trend in terms of the cities' performance against training over a five-year period (2016/17 to 2020/21). Person-years of training are calculated as person-days of training divided by 365 days. Therefore, a low number of person-days results in several instances of person-years that are close to zero. Mangaung Metropolitan Municipality is an example. During the SACN-EPWP Reference Group meetings it has been highlighted that training is not yet being reported comprehensively by all cities; as such, reported training may not fully reflect actual training being implemented.

Although total reported person-years of training declined in the 2020/21 reporting period from 188 in 2019/20 to 127; person-years of training reported to date in Phase IV are much higher than the 2016/17 to 2018/19 periods of Phase III. City of Ekurhuleni remains a leader in training and represents a significant proportion (65%) of the total person-years of training across the nine cities (Figure 12). City of Ekurhuleni provided training opportunities through the Vuk'uphile programme (construction skills and skills on running a construction company) and the Plumbers

*The City of Ekurhuleni suggested that training opportunities could be improved through additional financial assistance targeted towards training and by working and collaborating further with the private sector.*

Training project (plumbing skills, NQF level 3 qualification). The City of Ekurhuleni suggested that training opportunities could be improved through additional financial assistance targeted towards training and by working and collaborating further with the private sector.

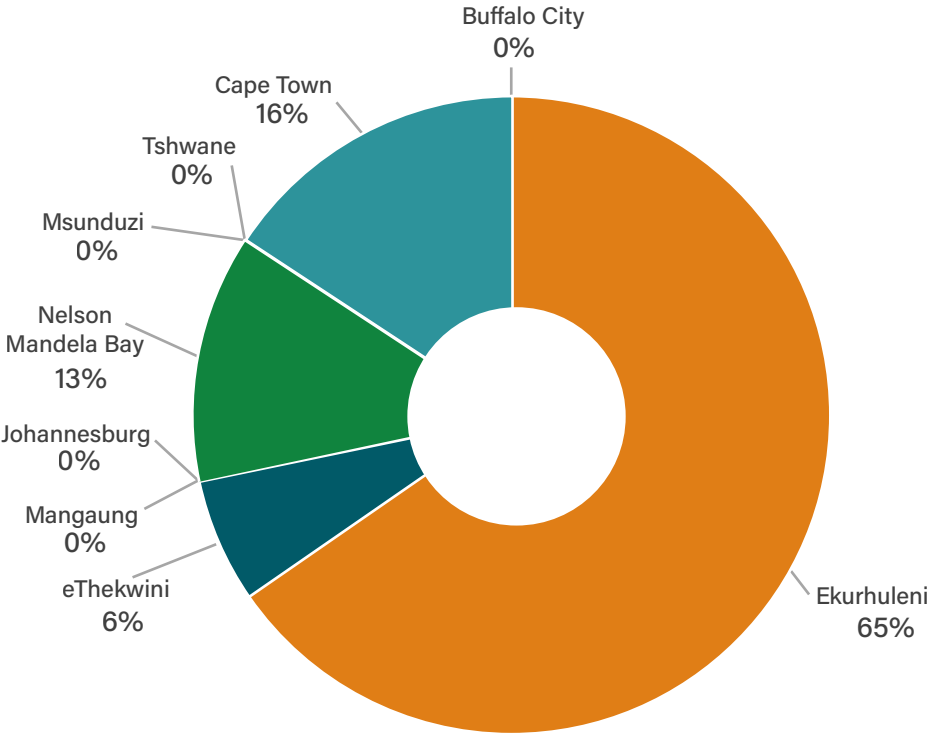
The City of Cape Town has provided an expanded range of training components (e.g., foundational training – literacy, matric, learner/driver's license, life skills training – financial and personal and entrepreneurial training) to participants of the Woman at Work project through the Transport and Urban

Development Authority Training Academy. In eThekweni Metropolitan Municipality, the EPWP is working with the eThekweni Municipal Academy to support and absorb participants into an Artisan Training Programme.

**TABLE 6:** Five-year trend in person-years of training reported by the cities, 2016/17 to 2020/21

City	PHASE III			PHASE IV	
	2016/17	2017/18	2018/19	2019/20	2020/21
Buffalo City Metropolitan Municipality	0	2	0	0	0
City of Ekurhuleni	0	2	2	93	83
eThekweni Metropolitan Municipality	6	3	3	2	8
City of Johannesburg	0	0	0	0	0
Mangaung Metropolitan Municipality	0	0	0	0	0
Nelson Mandela Bay Metropolitan Municipality	0	0	0	0	16
Msunduzi Local Municipality	0	0	0	0	0
City of Tshwane	4	2	0	0	0
City of Cape Town	0	36	38	93	20
<b>Total</b>	<b>10</b>	<b>45</b>	<b>43</b>	<b>188</b>	<b>127</b>
Average	1.1	5.0	4.8	20.9	14.1

**FIGURE 12:** Proportion of Total Person-Years of Training by City, 2020/21.



## 2.6 Expenditure on EPWP (including professional fees)

### INDICATOR DEFINITION

Actual **EXPENDITURE** relates to expenditure on the project by the contractor, plus expenditure by the professional service provider appointed to design and supervise the project. It excludes expenditure on government management and administration (EPWP, 2005).

The cities are allocated EPWP budgets year-on-year for the implementation of the programme. In addition to infrastructure spend, budget is also allocated for professional fees, wages, and training. The budgets and expenditure (including professional fees) for the nine cities are presented in Table 7. It is important to note that the figures shown for expenditure are dependent on the accuracy of what was reported on the EPWP RS.

Total expenditure achieved across the nine cities (10.2%) increased from the 2019/20 reporting period (9.0%); however, the budget allocation for 2020/21 was less compared to 2019/20 across the nine cities.

The table ranks each city by the percentage of expenditure relative to budget allocation at the end of the 2020/21 reporting period (ranking by %). Rankings of the cities in terms of expenditure achieved are not always a function of having received higher budget allocations; the 'Ranking by %' column indicates the successes that the smaller cities are able to achieve. Nelson Mandela Bay Metropolitan Municipality is an example.

**TABLE 7: Allocated project budget and expenditure including professional fees, 2020/21**

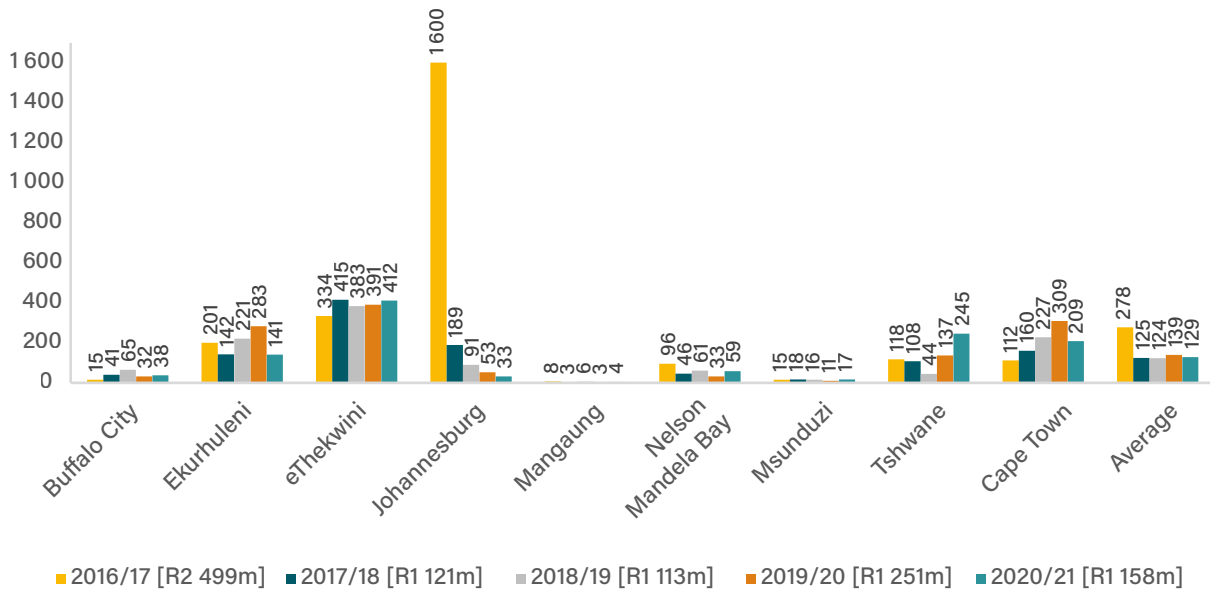
City	Allocated Budget (R)	Ranking by amount	Expenditure (R)	Expenditure achieved (%)	Ranking by %
Buffalo City Metropolitan Municipality	392 767 291	7	38 256 420	9.7%	5
City of Ekurhuleni	3 331 156 234	1	141 408 556	4.2%	6
eThekweni Metropolitan Municipality	1 351 437 588	4	411 750 485	30.5%	2
City of Johannesburg	2 021 922 863	3	32 539 113	1.6%	9
Mangaung Metropolitan Municipality	117 703 514	9	4 331 241	3.7%	7
Nelson Mandela Bay Metropolitan Municipality	158 006 395	8	58 847 234	37.2%	1
Msunduzi Local Municipality	796 337 124	6	17 352 249	2.2%	8
City of Tshwane	1 083 212 492	5	245 256 396	22.6%	3
City of Cape Town	2 051 585 773	2	208 627 447	10.2%	4
<b>Average</b>	<b>1 256 014 364</b>		<b>128 707 682</b>	<b>13.6%</b>	
<b>Sum</b>	<b>11 304 129 274</b>		<b>1 158 369 141</b>	<b>10.2%</b>	

Expenditure (including professional fees) from 2016/17 to 2020/21 is shown in Figure 13.

Although the cities' expenditure has fluctuated over the past five years, the average expenditure over the last four reporting periods (2018/19 to 2020/21) has remained fairly stable; the latter reporting period having recorded a total expenditure of R1.158 million, compared to R1.251 million in 2019/20. High reported expenditure by the City of Johannesburg for 2016/17 increased the average for 2016/17.

For the 2020/21 reporting period, six of the nine cities increased their expenditure compared to the 2019/20 reporting period. The remaining three cities – City of Ekurhuleni, City of Johannesburg, and City of Cape Town – decreased their expenditure. City of Ekurhuleni reported a decline in expenditure in the region of 50% of 2019/20 expenditure. Expenditure by the City of Johannesburg has continued to decline across the five-year period.

**FIGURE 13:** Expenditure (R million) including professional fees, 2016/17 to 2020/21.



## 2.7 Total wages paid out to employees on EPWP projects

### INDICATOR DEFINITION

**WAGES PAID OUT** to employees on EPWP projects is calculated by multiplying the minimum wage rate by the person-days of work (DPWI, 2021).

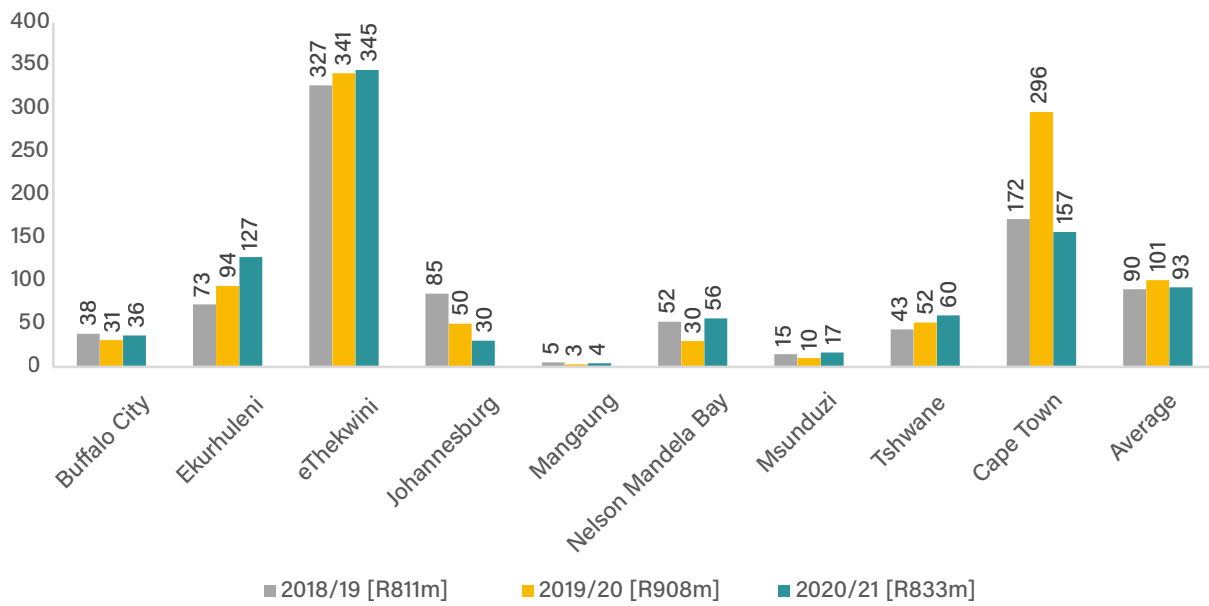
One of the governing principles of the EPWP is social protection; it seeks to provide an income for the poor in the form of wages, while providing training and work experience. Total wages paid, per city are calculated as the product of the number of WOs and the wage rate per EPWP employee. As such, the wage rate and the number of WOs created affect the total wages paid out. An increase or decrease in either the number of WOs created, or the wage rate could result in a decrease in total wages paid out.

The calculated total wages paid to EPWP employees by each of the nine cities for the 2018/19 to 2020/21 reporting periods are shown in Figure 14. The average total wages paid out across the nine cities has remained relatively stable over the last three years, with a slight decline for the 2020/21 period compared to 2019/20. Total wages paid out by City of Ekurhuleni, eThekweni Metropolitan Municipality and City of Tshwane has increased year-on-year over the last three reporting periods, whereas for the City of Johannesburg it has declined.



*Total wages paid, per city are calculated as the product of the number of WOs and the wage rate per EPWP employee.*

**FIGURE 14:** Calculated total wages paid out to employees on EPWP projects (R million), 2018/19 to 2020/21.



Wages paid out as a proportion of expenditure is shown in Table 8 for the 2018-19 to 2020/21 years. For most of the cities, wages paid out made-up more than 80% of the expenditure on the projects by the contractors and professional service providers appointed to design and supervise the projects (expenditure excludes government management and administration).

**TABLE 8:** Wages paid out as a proportion of expenditure, 2018/19 to 2020/21

City	PHASE III		PHASE IV	
	2018/19	2019/20	2019/20	2020/21
Buffalo City Metropolitan Municipality	59%	97%		95%
City of Ekurhuleni	33%	33%		90%
eThekweni Metropolitan Municipality	85%	87%		84%
City of Johannesburg	94%	95%		94%
Mangaung Metropolitan Municipality	92%	98%		96%
Nelson Mandela Bay Metropolitan Municipality	86%	92%		96%
Msunduzi Local Municipality	94%	97%		97%
City of Tshwane	98%	38%		24%
City of Cape Town	76%	96%		75%
Average	80%	82%		83%



## 2.8 Average manual worker’s minimum daily wage rate

**INDICATOR DEFINITION**

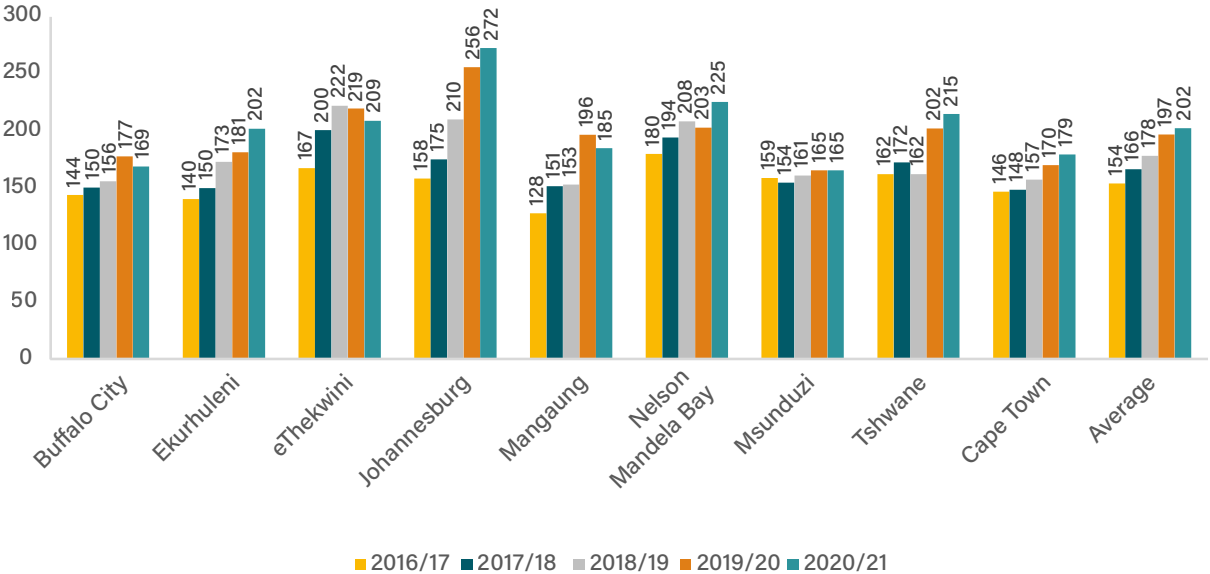
**MINIMUM DAILY WAGE RATE** is the daily wage (whether task-rated or time-rated) per individual project (EPWP, 2005). A universal principle of the EPWP is the adherence to the EPWP minimum wage and employment conditions under the EPWP Ministerial Determination (DPWI, 2019).

Since part of the objective of the EPWP is to contribute to poverty alleviation through income support, higher wage rates would imply a greater impact on meeting this goal. However, there is a trade-off between the wage rate and WOs created; a disproportionate emphasis on maximising the wage rate in the EPWP will deliver more income to the participants but result in fewer participants recruited into the programme.

The average manual worker’s minimum daily wage rate varies between cities (Figure 15), and from project to project. The cities have made allowance for inflation and the increased cost of living from one year to the next. Across the nine cities, the average minimum daily wage rate has increased each year for the past five reporting periods. Buffalo City Metropolitan Municipality and eThekweni Metropolitan Municipality were the only two cities for which the minimum daily wage rate decreased in the 2020/21 reporting period. However, for eThekweni Metropolitan Municipality, the 2020/21 rate remained higher than the average rate across all nine cities.

The City of Johannesburg continues to pay the highest minimum daily wage rate, but this means less WOs can be created.

**FIGURE 15: Minimum daily wage rate (R/day), 2016/17 to 2020/21.**



*Across the nine cities, the average minimum daily wage rate has increased each year for the past five reporting periods.*

## 2.9 Integrated Grant expenditure

**INDICATOR DEFINITION**

A conditional grant allocated to eligible public bodies to expand job creation efforts in specific focus areas, where labour-intensive delivery methods can be maximised. It is referred to as 'integrated' because it allows the grant to be used for EPWP purposes across more than one Sector (DPWI, 2020).

The EPWP Integrated Grant (IG) aims to fund labour-intensive projects. It re-focuses the element of performance in terms of creating a minimum number of FTEs with existing budget allocations and achieving a minimum labour intensity. The IG is allocated as follows:

The IG is designed to provide additional funds to those public bodies creating more work using their available budgets.

The size of the IG, to Provincial departments, is partly determined by the labour intensity of their EPWP programmes/projects in the previous financial year.

In general, the planning process for the grant requires public bodies to identify projects that have a labour intensity above a certain minimum (10% for the Infrastructure Sector; 35% for the Environment and Culture Sector; and 35% for the Social Sector) to be funded from the grant. This is then reviewed by the DPWI for further input into project design. This process was adopted to directly influence the labour intensity of EPWP programmes/projects – not just in terms of the level of wages, but more importantly in terms of the magnitude of work created.

The Technical Support Programme developed by the DPWI deploys dedicated, focused technical support to public bodies; these technical support teams are equipped with a set of tools and guidelines for planning labour-intensive construction and delivery (DPWI, 2020).

Figure 16 shows the IG allocations of the cities from 2016/17 to 2019/20. The IG allocation for eThekweni Metropolitan Municipality is the largest in comparison to the other cities and has increased consistently over the past five years, with a relatively smaller increase from the 2019/20 to 2020/21 periods. The IG allocations for Nelson Mandela Bay Metropolitan Municipality and City of Cape Town have increased steadily over the past four years. The IG allocations decreased for four of the nine cities for 2020/21 (Buffalo City Metropolitan Municipality, City of Ekurhuleni, City of Johannesburg, and City of Tshwane).

**FIGURE 16: EPWP Integrated Grant allocations (R million), 2016/17 to 2020/21.**

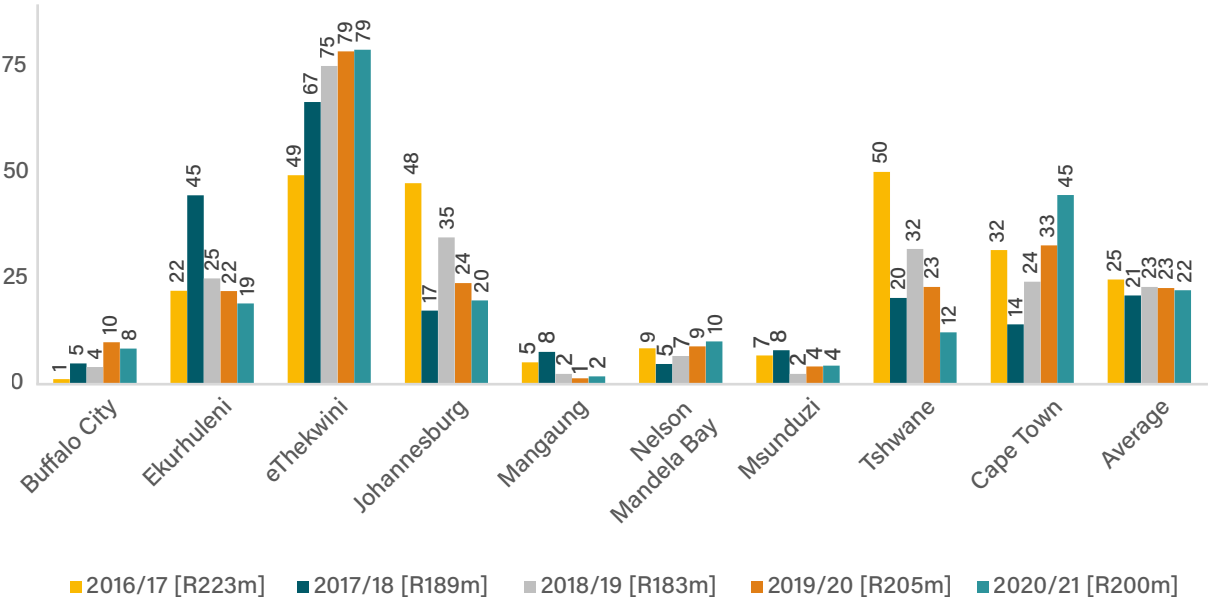
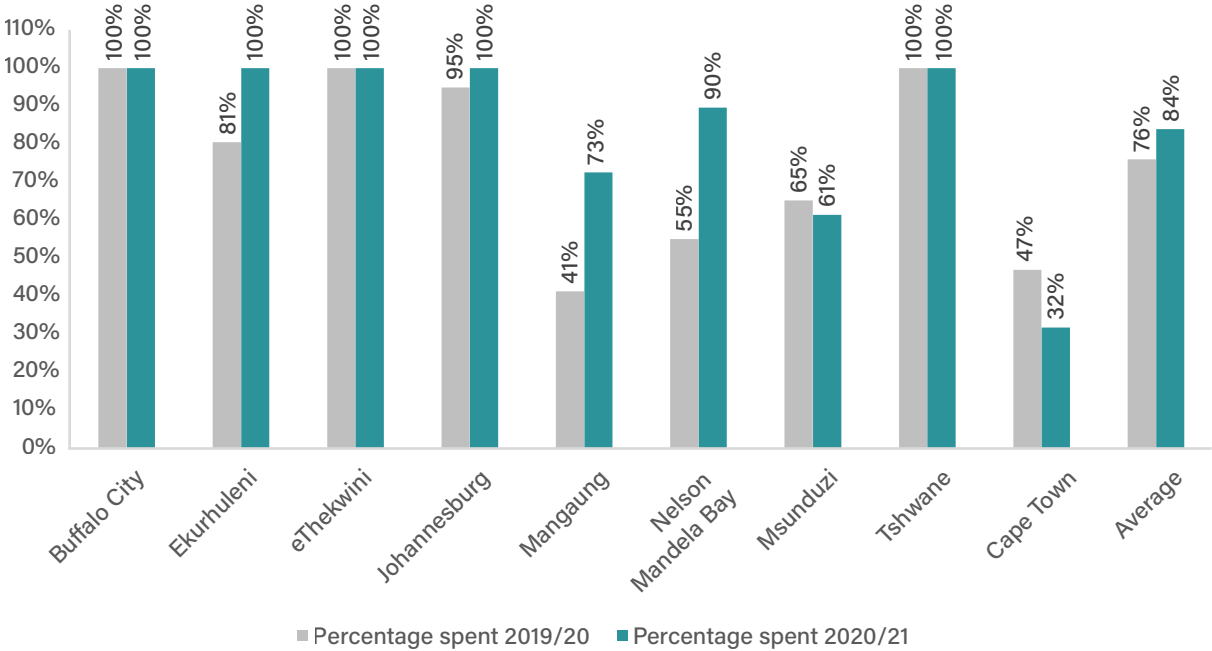


Figure 17 shows the percentage of the IG allocation spent for each of the cities and the Msunduzi Local Municipality for the past two reporting periods. The Mangaung Metropolitan Municipality and the Nelson Mandela Bay Metropolitan Municipality showed strong improvements in spending of the allocated IG from 2019/20 to 2020/21, even with an increase in the allocated amount for the same period. The average percentage spent overall improved from 76% in 2019/20 to 84% in 2020/21, however, the total amount allocated declined slightly for 2020/21 (Figure 16). The Buffalo City Metropolitan Municipality, City of Ekurhuleni, eThekweni Metropolitan Municipality, City of Johannesburg, and City of Tshwane spent 100% of their allocations for 2020/21.

**FIGURE 17: Percentage of Integrated Grant allocation spent, 2019/20 and 2020/21.**



## 2.10 Demographics of employment

**INDICATOR DEFINITION**

The number of workers that fall within the following categories are recorded:

- Youth (18-35 years of age);
- Women; and
- Persons With Disabilities (PWD) (EPWP, 2005).

The cities are further evaluated against their ability to meet employment targets in relation to these demographic indicators. The targets set for the EPWP Phase IV are Youth 55%, Women 60%, and Persons with Disabilities (PWDs) 2%. This is a slight change from the targets set for Phase III, which were 55% for Woman, but the same for Youth and PWDs.

The definition of a PWD is based on the United Nations (UN) definition. According to the United Nations Convention on the Rights of Persons with Disabilities (2006) “persons with disabilities include those who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others” (United Nations, 2006:3).

EPWP participants are requested to declare their disabilities when entering the programme to ensure their needs are accommodated and for reporting purposes.

Figure 18 shows the demographic distribution of the EPWP beneficiaries across the nine cities, as reported in the 2020/21 financial year. It should be noted that a worker can fall into several of these categories; e.g., a disabled young woman. For this reason, percentages reported cannot be summed to 100%. The average performance across the cities is below the targets for all three categories. All cities were unable to achieve the target for PWDs, with Nelson Mandela Bay Metropolitan Municipality performing the best in this respect. eThekweni Metropolitan Municipality appears to have struggled with Youth participation, while exceeding its target for Women. City of Johannesburg, Msunduzi Local Municipality, and City of Cape Town performed well on Youth targets; however, the City of Johannesburg and Msunduzi Local Municipality were not able to achieve the target for woman, while City of Cape Town almost achieved the target for Women.

**FIGURE 18: Demographics of EPWP beneficiaries, 2020/21.**

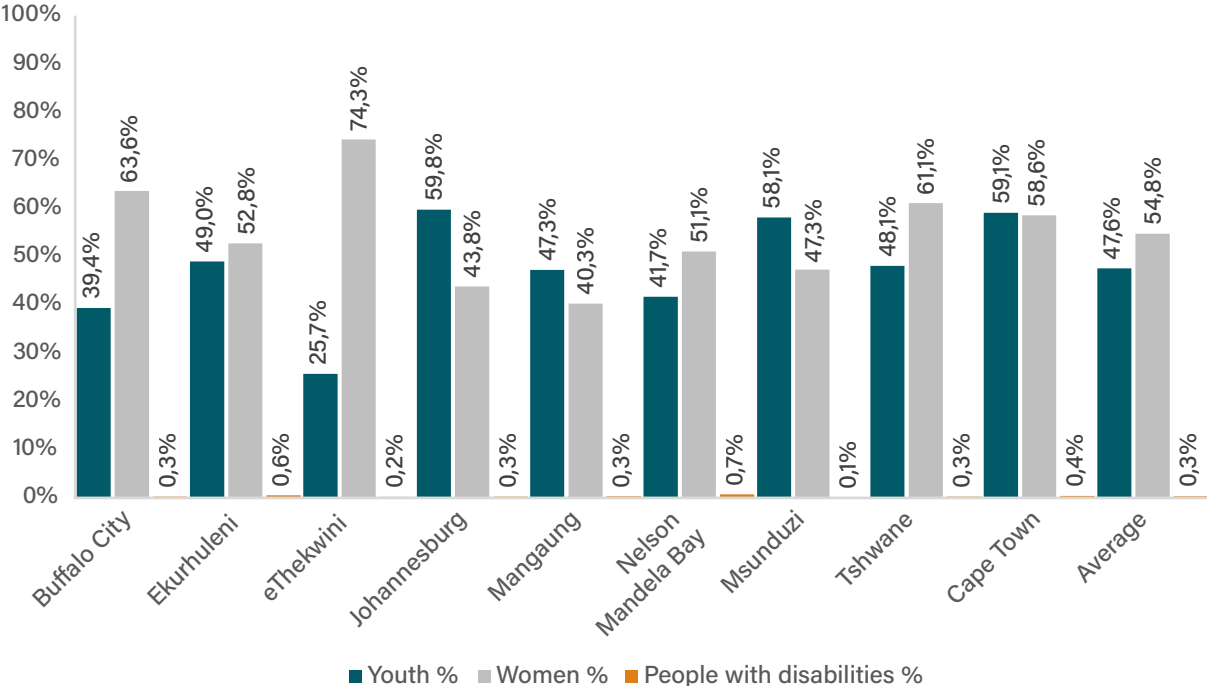


Table 9 shows each city's performance for the 2016/17 to 2020/21 reporting periods against the demographic targets set for the respective phase of the EPWP. Achieving the targets for the PWD group remains a challenge as indicated by the red colour-coding. Difficulties in accommodating the specific needs of those with disabilities has been indicated by the cities as a key challenge (e.g., suitable accommodation and transport). The physical nature of many of the EPWP projects, especially in the Infrastructure Sector, is an additional challenge. Cities have identified that suitable positions need to be created within EPWP projects for those with disabilities and this should be done in the project design phase (rather than at implementation stage). Having a prior understanding of the nature of the disability would assist in designing/creating appropriate positions.

Performance against the Youth and Women categories, in terms of the number of cities achieving the targets, has declined slightly compared to 2019/20. In 2019/20, four cities achieved the Phase IV target for woman, whereas in 2020/21 only three cities were able to do so (based on reported performance). Similarly, in 2019/20, five cities achieved the Phase IV target for Youth; in 2020/21 only three cities achieved the Youth targets. The average percent participation for Women remained constant across the two periods (55%) and declined slightly for Youth (from 50% to 48%).

Attracting youth to the EPWP has been identified as a challenge and efforts to design projects that are more attractive to the youth are needed going forward. Anecdotal observations from the reference group and city discussions suggest that projects that include a broader training/skills development component, particularly around business and enterprise development and management, appeal to the youth. In addition, improving the public image and perception of the EPWP has been suggested as an additional measure, through – for example – greater exposure of the programme's successes, diversity of projects, and skills development opportunities.

**TABLE 9: Demographics of EPWP beneficiaries in the nine cities, 2016/17 to 2020/21**

	PHASE III									PHASE IV					
	2016/17			2017/18			2018/19			2019/20			2020/21		
	% Youth	% Women	% PWDs	% Youth	% Women	% PWDs	% Youth	% Women	% PWDs	% Youth	% Women	% PWDs	% Youth	% Women	% PWDs
<b>Buffalo City Metropolitan Municipality</b>	36	49	1.3	43	46	0.7	40	55	0.9	41	60	0.4	39	64	0.3
<b>City of Ekurhuleni</b>	59	63	0.2	66	57	0.6	62	54	0.5	55	51	0.3	49	53	0.6
<b>eThekweni Metropolitan Municipality</b>	33	69	0.4	37	61	0.3	32	66	0.2	29	71	0.1	26	74	0.2
<b>City of Johannesburg</b>	63	36	0.8	62	43	0.3	61	48	0.6	62	43	0.2	60	44	0.3
<b>Mangaung Metropolitan Municipality</b>	45	49	0.7	53	59	0.3	54	54	0.2	56	44	0.0	47	40	0.3
<b>Nelson Mandela Bay Metropolitan Municipality</b>	55	42	0.5	52	45	0.5	49	52	0.9	41	57	0.6	42	51	0.7
<b>Msunduzi Local Municipality</b>	49	58	1.3	54	53	0.8	55	58	0.4	55	34	0.0	58	47	0.1
<b>City of Tshwane</b>	47	47	1.1	38	64	0.7	43	57	0.3	51	71	0.2	48	61	0.3
<b>City of Cape Town</b>	57	62	0.6	59	63	0.5	57	63	0.5	58	64	0.3	59	59	0.4

■ Target achieved    
 ■ Within 10% of target    
 ■ Target not achieved

Note: Colour-coding indicates level of target achievement, where green indicates target met or exceeded, yellow indicates performance below target, but within 10% of the target, and red indicates targets set were not achieved. The ranges are based on the targets set according to the relevant EPWP phase: Phase III - Youth 55%, Women 55%, and PWDs 2%; Phase IV – Youth 55%, Women 60%, and PWDs 2%.

## 2.11 Sector analysis

### INDICATOR DEFINITION

The EPWP is focused on four Sectors:

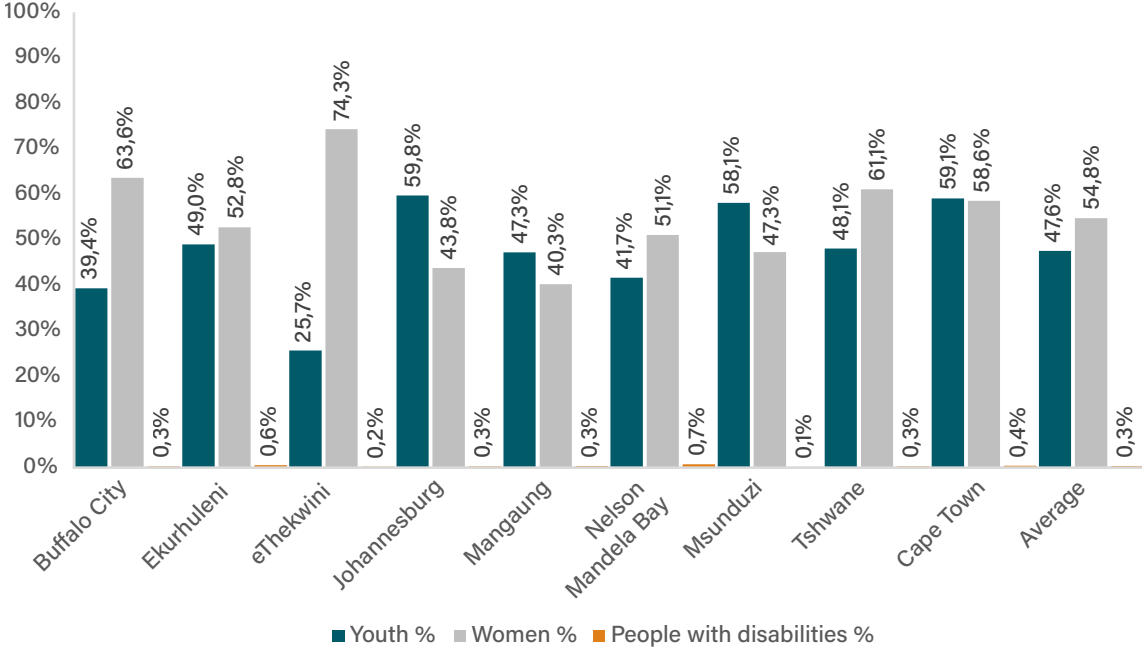
- Infrastructure
- Environment and Culture
- Non-state
- Social (EPWP, 2005)

The Non-State-Sector (NSS) consists of two sets of programmes: the Non-Profit Organisations (NPO) programme and the Community Work Programme (CWP). The NPO Programme is led and coordinated by the DPWI while the CWP Programme is led and coordinated by the Department of Cooperative Governance.

This section of the report focuses on the three Sectors in which the nine cities implement EPWP projects. The municipal sphere WO and FTE targets are the highest for the Infrastructure Sector, followed by the Environment and Culture and Social Sectors.

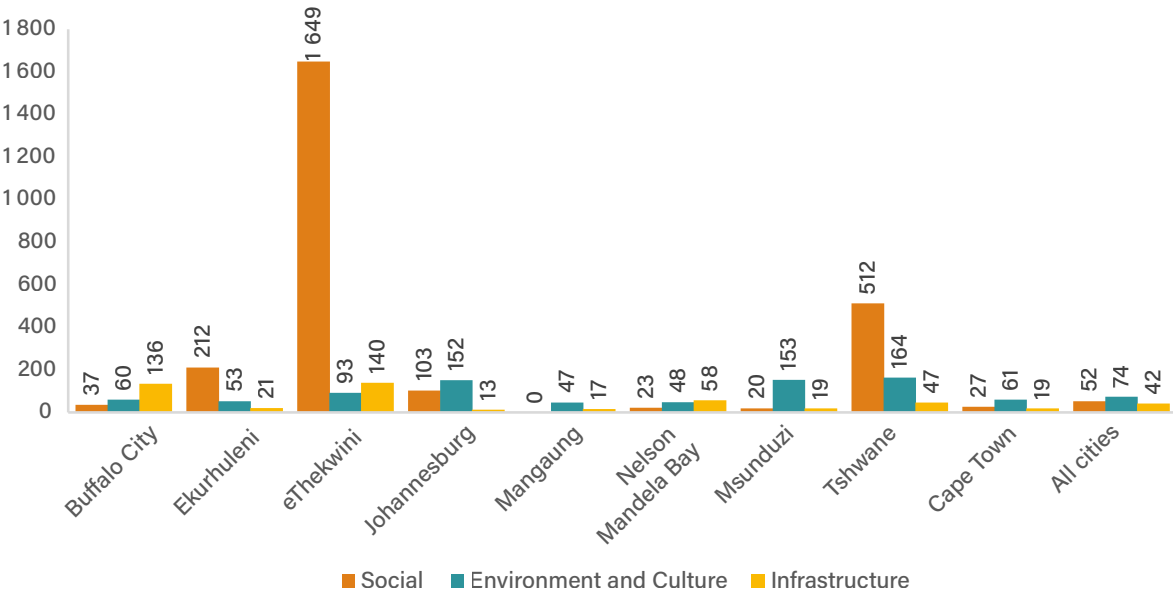
The Infrastructure Sector is the predominant Sector in which projects were implemented by the cities during the 2020/21 reporting period (56% of projects implemented by the nine cities were in the Infrastructure Sector). Similarly, the most WOs were created in the Infrastructure Sector (Figure 19). This is in contrast to the previous reporting period where the Environment and Culture Sector created the most WOs.

**FIGURE 19: Work Opportunities created in each Sector, 2020/21.**



For all cities combined, the Environment and Culture Sector generated the most WOs per project implemented; however, this was not the case for all the cities (Figure 20). For example, in the eThekweni Metropolitan Municipality, the Social Sector generated 3 297 WOs from two projects. Similarly, for the City of Tshwane, Social Sector projects generated the greatest number of WOs per project implemented (1 024 WOs from two projects). Only in the Buffalo City Metropolitan Municipality and the Nelson Mandela Bay Metropolitan Municipality did the Infrastructure Sector generate the highest number of WOs per project implemented. This suggests that, for most cities, individual infrastructure projects generate fewer WOs, but a greater number of infrastructure projects are implemented. Environment and Culture and Social Sector projects tend to be larger, generating relatively more WOs per project.

**FIGURE 20: Average number of WOs created per project implemented in each Sector, 2020/21.**



## Infrastructure Sector

The objective of the Infrastructure Sector is: **To create WOs through increased labour intensity of public-funded infrastructure construction and maintenance projects through the use of labour-intensive methods.** The focus of the EPWP Infrastructure Sector’s strategy is to focus on increasing the labour intensity of infrastructure expenditure.

The Infrastructure Sector is led by the DPWI. Other participating stakeholders include the Department of Transport, provincial infrastructure departments, municipalities, and SOEs. All implementing public bodies are encouraged to increase their performance through enhancement of the labour intensity of their projects.

Infrastructure Sector programmes in Phase IV of the EPWP include:

- National Youth Service – to provide youth with training in artisan trades in the built environment and on-site work experience;
- Vuk’uphile Learnership Programme – a contractor development programme aimed at increasing capacity among small contractors to implement labour-intensive infrastructure projects; and
- Large projects – the programme focuses on providing support to public bodies to apply labour intensive construction methods to projects with budgets over R30 million (DPWI, 2019).

The Municipal sphere targets for the Infrastructure Sector for the 2020/21 period are 146 805 WOs and 48 509 FTEs.

Figure 21 shows the city-specific Infrastructure Sector WO targets for the 2020/21 financial year against the WO achievements reported by each city. Together, the cities created 26 407 WOs in the Infrastructure Sector, 41% of their combined target and 18% of the municipal sphere target. This is a decline from 2019/20, where performance against targets was 47%. This indicates (based on reported WOs) that overall, the Infrastructure Sector is still not being implemented to full potential in the cities. However, reporting challenges experienced for Infrastructure Sector projects (e.g., non-reporting and non-compliance with reporting requirements by contractors) mean that reported WOs are below actual WOs created.

eThekweni Metropolitan Municipality exceeded its WO targets in the Infrastructure Sector for the 2020/21 financial year and Buffalo City Metropolitan Municipality almost achieved its target; a notable improvement from the 2019/20 financial year.

**FIGURE 21: Work Opportunity targets versus achievements in the Infrastructure Sector, 2020/21.**

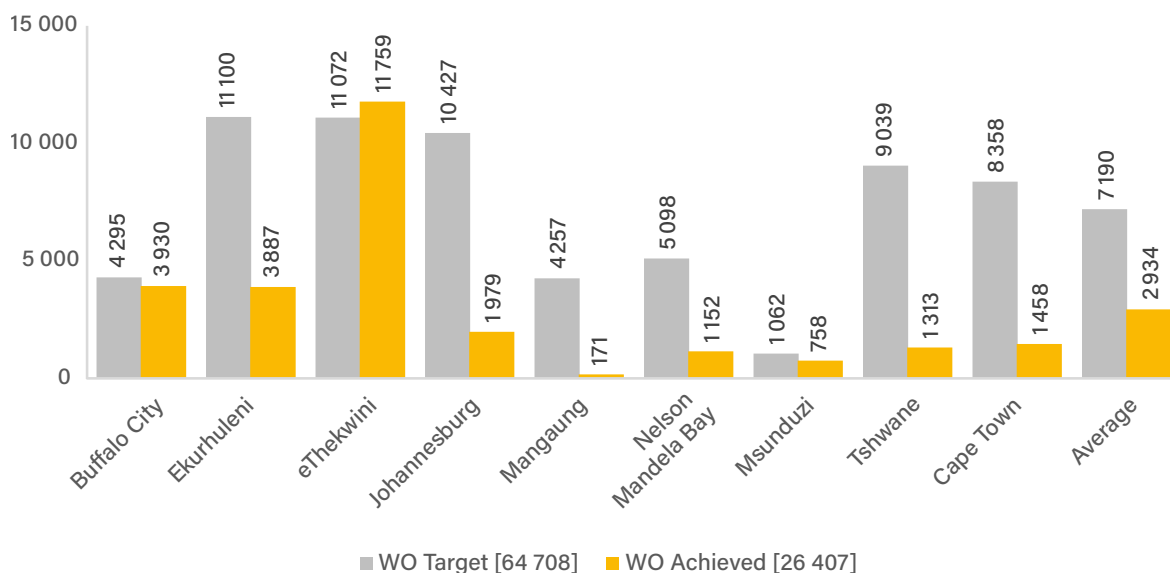
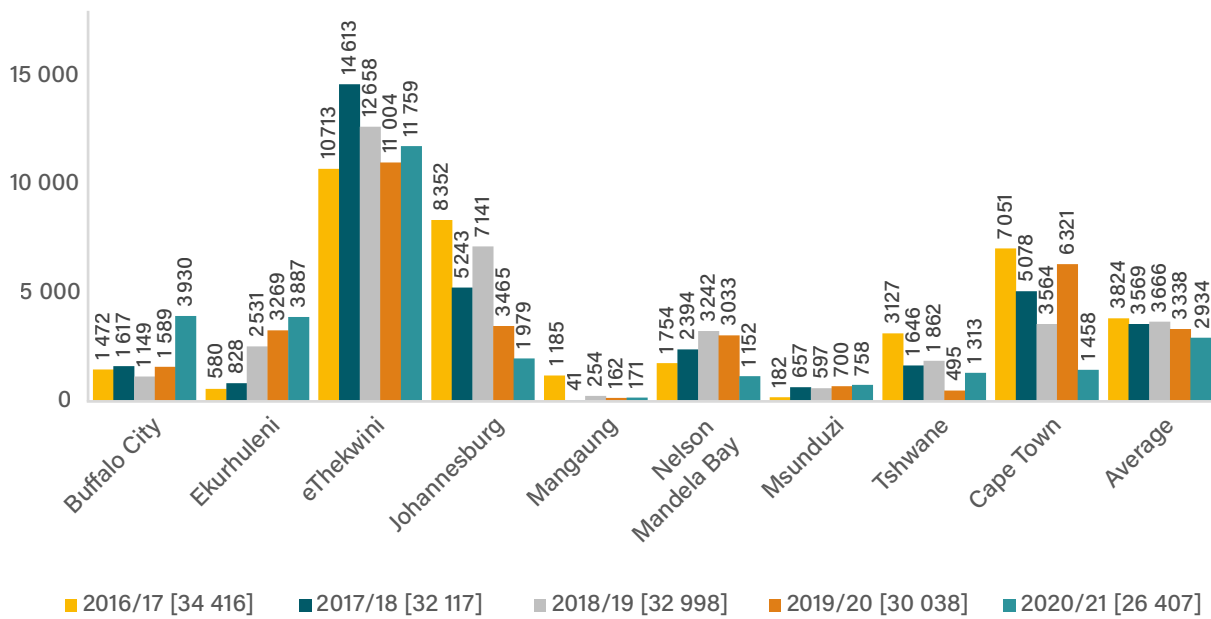


Figure 22 shows the Infrastructure Sector WO achievements from 2016/17 to 2020/21. Fewer WOs were created in the Infrastructure Sector in 2020/21 (26 407) by the cities combined compared to the previous four years. However, WOs increased for all cities except City of Johannesburg, Nelson Mandela Bay Metropolitan Municipality, and City of Cape Town. The average WOs created for 2020/21 (2 934) was the lowest across the five-year period, falling from 3 338 in 2020/19.

**FIGURE 22: Infrastructure Sector WO achievements, 2016/17 to 2020/21.**



## Environment and Culture Sector

The objective of the Environment and Culture Sector is: **To build and protect South Africa's natural resources and cultural heritage, and in doing so, dynamically use this preservation work to create both medium- and long-term work and social benefits.** The strategy for growth in the Sector is to increase the number of WOs and the duration of WOs in public environmental and cultural programmes.

The Environment and Culture Sector is led by the Department of Forestry, Fisheries and the Environment. The other participating stakeholders include the other national departments, provincial departments, municipalities and State-Owned Enterprises.

Focus areas of the Environment and Culture Sector in Phase IV of the EPWP include:

- Sustainable land-based livelihoods;
- Coastal management;
- Tourism and creative industries;
- Waste management;
- Parks and beautification; and
- Sustainable energy.

The Municipal sphere targets for the Environment and Culture Sector for the 2020/21 period are 76 669 WOs and 28 572 FTEs.

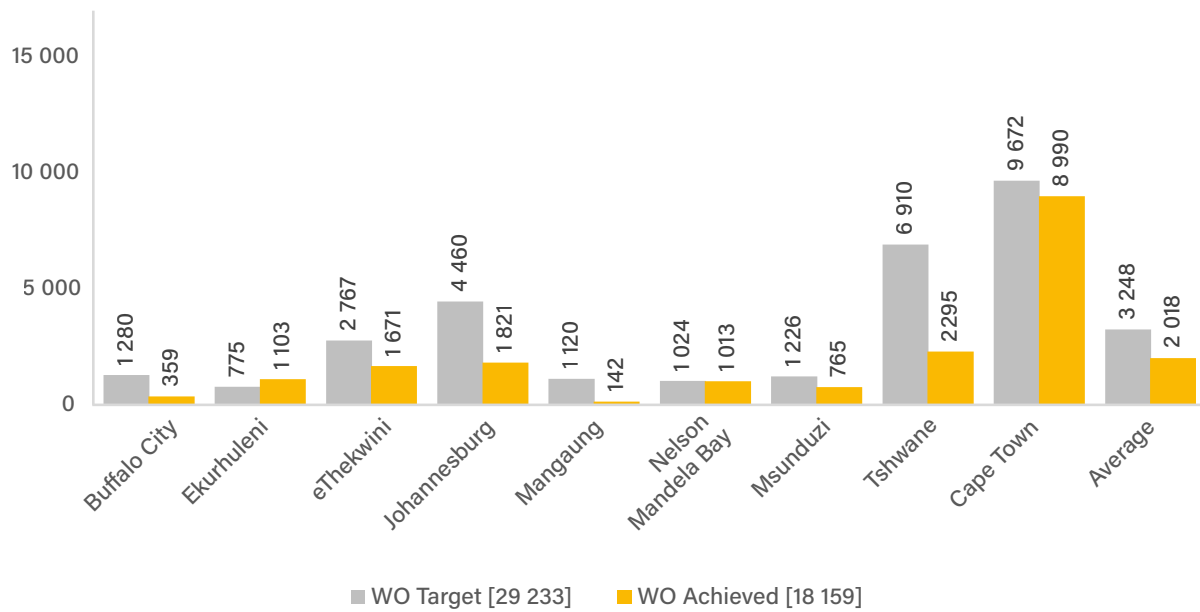
Together, the nine cities were not able to achieve their combined WO target for the Environment and Culture Sector in 2020/21 (Figure 23). This contrasts with 2019/20 where WOs exceeded targets (a decline from 115% achievement to 62%). Performance in the Sector across the entire EPWP for the 2020/21 period was 88%. City of Ekurhuleni exceeded its targets and Nelson Mandela Bay Metropolitan Municipality almost achieved theirs.

The overall performance across the nine cities declined further in 2020/21, with 15 000 fewer WOs recorded in the Environment and Culture Sector compared to 2019/20 (Figure 24). Mangaung Metropolitan Municipality and Msunduzi Local Municipality showed an increase in the number of WOs reported in the Sector in 2020/21 compared to 2019/20, while all other cities showed a decline.

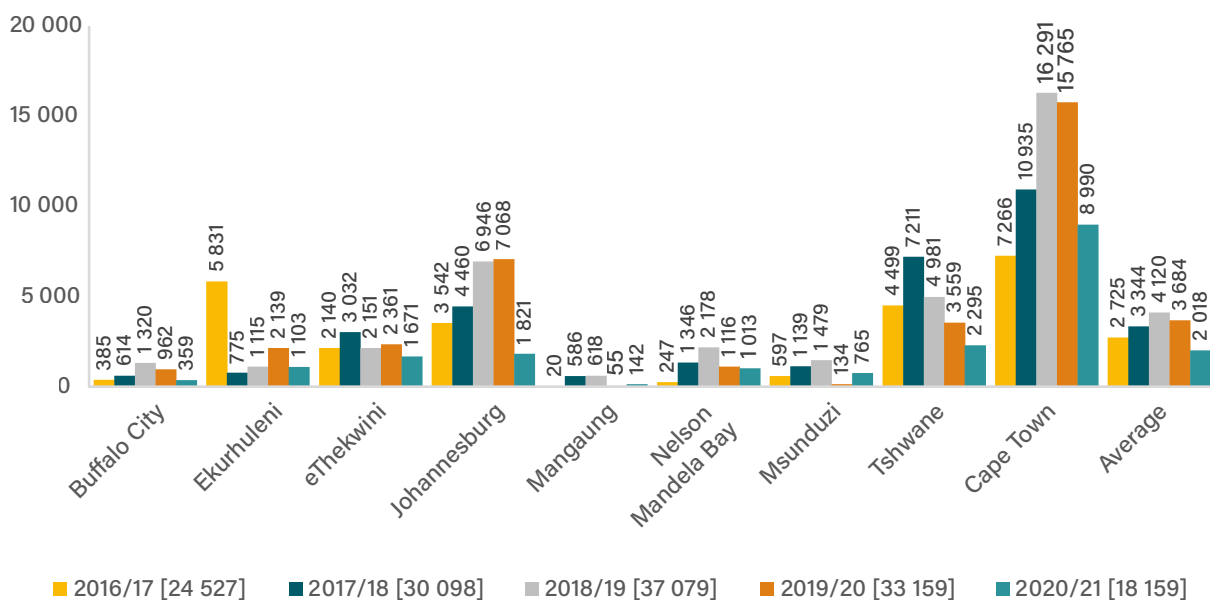
*Together, the nine cities were not able to achieve their combined WO target for the Environment and Culture Sector in 2020/21.*



**FIGURE 23: Work Opportunity targets versus achievements in the Environment and Culture Sector, 2020/21.**



**FIGURE 24: Environment and Culture Sector WO achievements, 2016/17 to 2020/21.**



## Social Sector

The objective of the Sector is: To draw significant numbers of the unemployed into productive work through the delivery of social services to enable them to earn an income. The Sector aims to achieve its objective through programmes that deliver social development and community protection services.

The Social Sector is led by the Department of Social Development. The stakeholders participating in the Sector include the Departments of Health, Basic Education, Sports and Recreation, and related provincial departments and municipalities.

Social Sector programmes in Phase IV of the EPWP include six main programmes and a group of programmes classified as expansion/new:

- Home Community-Based Care – aims to address the effect of the Human Immunodeficiency Virus/Acquired Immunodeficiency (HIV/AIDS) epidemic effect on communities and entails the provision of home-based care services;
- Early Childhood Development – provides education, stimulation and care to children between 0 and 9 years of age;
- National School Nutrition – provides nutrition to school going children;
- Community Safety – aims to augment police services by providing safety and security services in communities, towns, schools, trains, etc., through, for example, community policing and patrolling, schools safety patrollers and tourism safety monitors;
- Mass Participation – provides school and community sports activities; and
- Expansion/New – a variety of additional projects, such as pharmacy assistants and data capturers and admin support.

The Municipal sphere targets for the Social Sector for the 2020/21 period are 31 321 WOs and 12 066 FTEs.

Figure 25 shows the WO performance of the nine cities in the Social Sector for the 2020/21 financial year. In contrast to the 2019/20 period, the combined performance of the nine cities for the 2020/21 period was less than the WO targets; a shortfall of 6 474 WOs. Buffalo City Metropolitan Municipality and eThekweni Metropolitan Municipality were able to achieve their targets for the 2020/21 period. Nelson Mandela Bay Metropolitan Municipality and City of Cape Town were not able to achieve their targets in 2020/21, whereas they had achieved them in the 2019/20 period.

**FIGURE 25: Work Opportunity targets versus achievements in the Social Sector, 2020/21.**

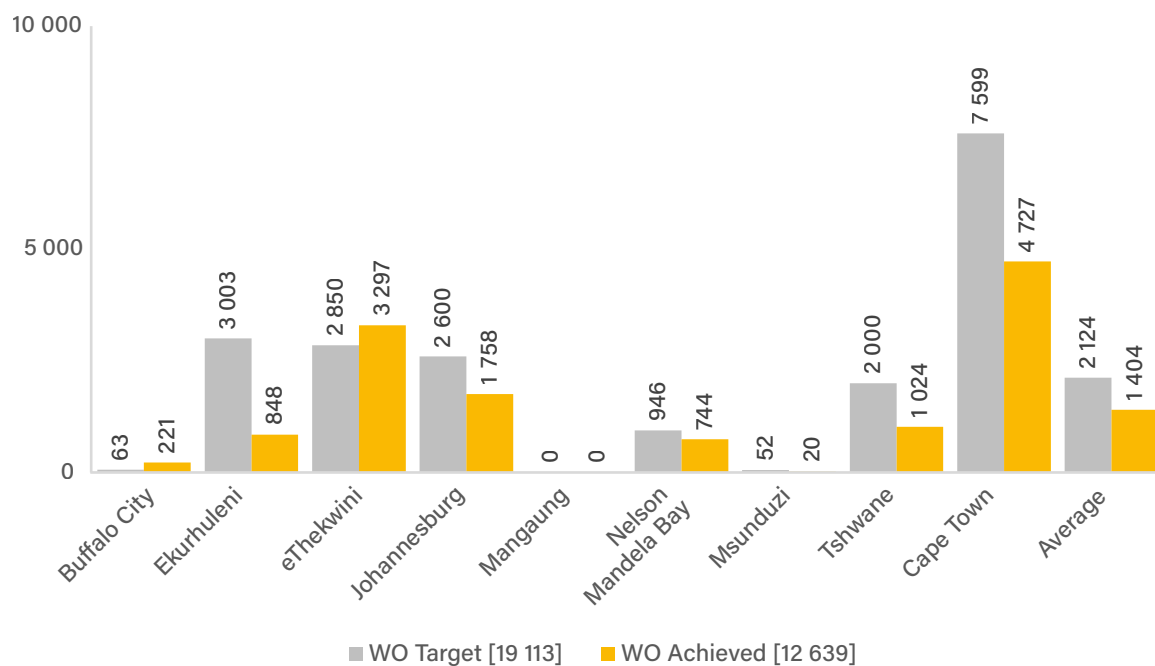


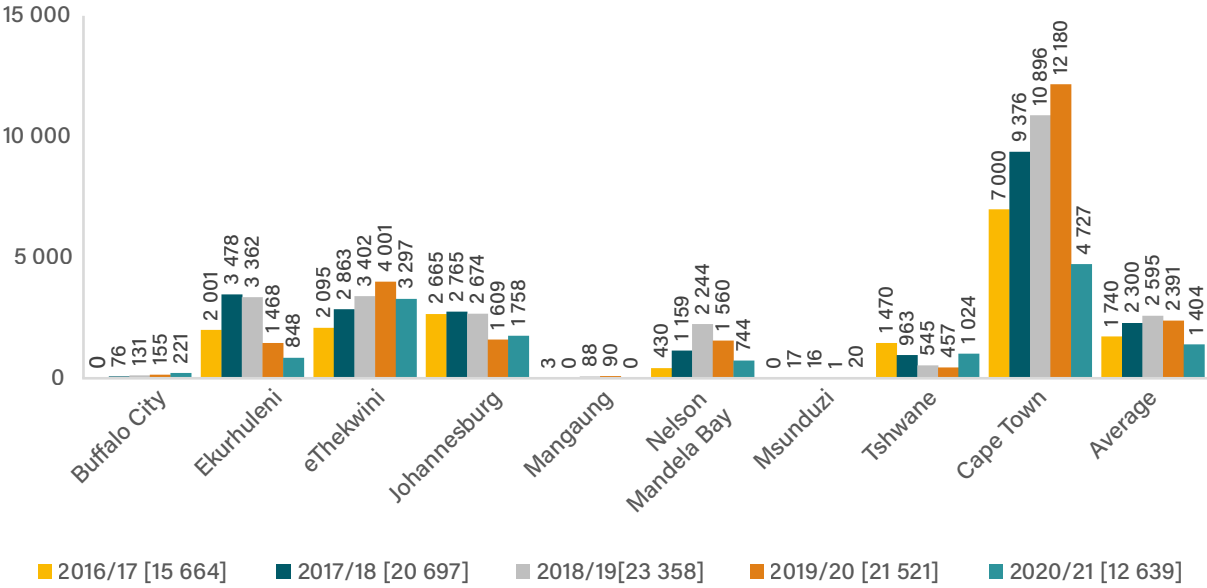
Figure 26 shows that the overall performance across the nine cities declined further in 2020/21, with 8 882 fewer Social Sector WOs recorded compared to 2019/20. Four cities (Buffalo City Metropolitan Municipality, City of Johannesburg, Msunduzi Local Municipality, and City of Tshwane) showed an increase in their reported Social Sector WOs in 2020/21 compared to 2019/20. For the City of Cape Town, 7 453 fewer WOs were reported in 2020/21 compared to the previous year.

Buffalo City Metropolitan Municipality reported an overall increase in WOs in the 2020/21 year; WOs increased in both the Infrastructure and Social Sectors and declined in the Environment and Culture Sector. The City indicated that that the better performance was, in part, a result of improved reporting of work opportunities during the 2020/21 year.

Similarly, reported WOs by Msunduzi Local Municipality increased from the 2019/20 period (by 692 WOs) with increases across all Sectors and particularly for the Environment and Culture Sector. This can partly be attributed to the continuation of support services from a consultant, and the expansion of the support to include the Social and Environment and Culture Sectors. This has helped ensure that all projects are correctly captured and reported.

WO performance for the City of Cape Town showed a significant decline across all Sectors compared to the 2019/20 period, with approximately 19 000 fewer WOs reported. The City indicated that under-reporting is an ongoing challenge (particularly within the Infrastructure Sector) and that this was exacerbated by the COVID-19 situation. The significant decline in WO performance can be attributed, in part, to less WOs being reported than were actually achieved, making it seem as though the City performed less well than it actually did.

**FIGURE 26: Social Sector WO achievements, 2016/17 to 2020/21.**







## 3.1 Buffalo City Metropolitan Municipality



BUFFALO CITY METROPOLITAN MUNICIPALITY

### 3.1.1 Institutional arrangements, policy and integration

#### Institutional arrangements

The Executive Mayor provides political leadership for the EPWP and is responsible for appointing three Members of the Mayoral Committee (MMCs) to champion and lead the programme within the City (Figure 27). The MMCs are responsible for ensuring that the EPWP is entrenched within the City's Integrated Development Plan (IDP) and key policies and programmes. The City's EPWP Unit falls under the office of the City Manager, and reports directly to the City Manager through the General Manager of Operations. The Office of The City Manager is the central EPWP Coordinating Office with a dedicated EPWP Unit. Service Delivery Directorates have EPWP champions and data capturers/administrators seconded through the EPWP Unit.

No changes in the institutional structure (Figure 27) were effected during in the 2020/21 period; a revised organogram is under review, but has not yet been adopted by Council. Several vacancies within the structure remain and the City has indicated that filling four of these would assist considerably in optimising its structure.

#### Policy

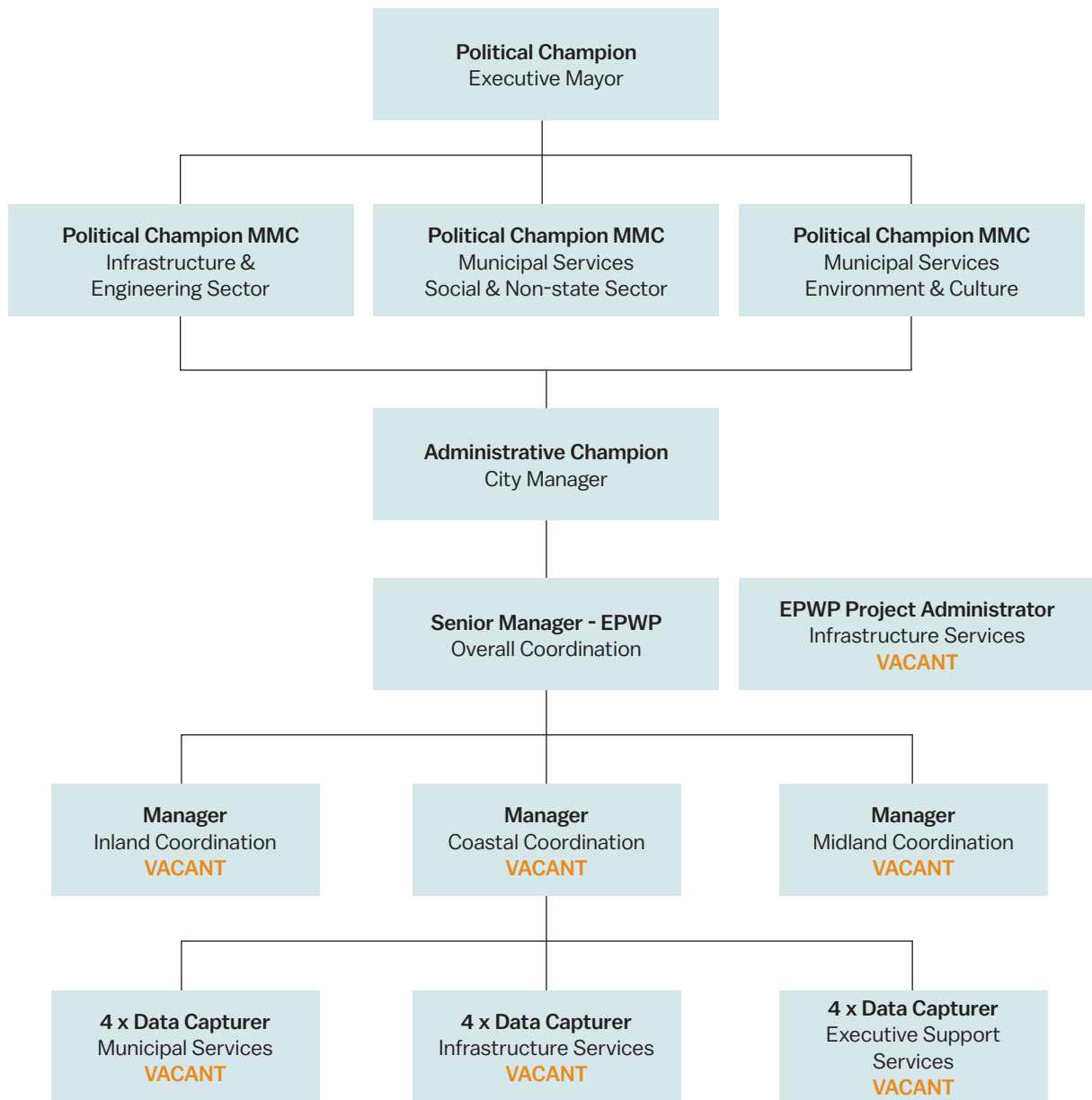
The City has drafted its EPWP policy to align with Phase IV, which has been presented to the Mayoral Committee and the EPWP Steering Committee for approval. The Phase IV Policy is still to be adopted by Council. As noted by the City, the process to finalise the policy has taken time and is proving to be challenging.

#### Integration of EPWP targets

- EPWP principles and methodology have been incorporated into the Buffalo City Metropolitan Municipality Vision 2030. The City's IDP and SDBIP include EPWP targets. EPWP targets are not yet included in HoD scorecards.



**FIGURE 27:** Buffalo City Metropolitan Municipality institutional arrangements.



Several vacancies within the structure remain and the City has indicated that filling four of these would assist considerably in optimising its structure.

### 3.1.2 Progress against EPWP indicators

**TABLE 10:** Buffalo City Metropolitan Municipality progress against EPWP indicators, 2020/21

EPWP Indicators	Amount		
Number of projects implemented	41		
Gross number of WOs created	4510		
Person-years of work (including training, FTE)	974		
Person-years of training	0		
Allocated project budget (including professional fees)	R392 767 291		
Expenditure on EPWP (including professional fees)	R38 256 420		
Expenditure % achieved	9.7%		
Wages paid out to employees on EPWP projects	R36 393 180		
Average manual workers minimum daily wage rate	R169		
IG allocations	R8 449 000		
IG expenditure	R8 449 000		
IG % achieved	100%		
<b>Demographics of employment</b>	Youth 39.4%	Women 63.6%	PWDs 0.3%
<b>Sector analysis:</b>	Infrastructure	Environment & Culture	Social
<b>Projects implemented</b>	29	6	6
<b>WOs</b>	3 930	359	221
<b>FTE</b>	709	157	109

The City showed good improvement in the reporting of work opportunities during the 2020/21 year.

#### Integrated grant allocation

The IG was used to augment and support the City's EPWP initiated Public Employment Projects. The grant also supported COVID-19 Preventions and Management Programmes focusing on Buffalo City Metropolitan Municipality employees and those visiting the City's offices and sites.

The City received a grant allocation of R8 449 000 in 2020/21. The grant was fully spent at the end of the reporting period.

### 3.1.3 Challenges, successes, and lessons learnt

#### Challenges

- Demand for fulltime employment (absorption) by participants who have been with the EPWP for more than three years.

## Successes

- The use of Ward Allocations has been redirected to enhance Public Employment Programmes and this has benefitted the EPWP.

## COVID-19 related

- The COVID-19 Relief and Support Programmes were initiated and launched with the easing of COVID-19 lockdown restrictions. More than 200 COVID-19 EPWP participants spanning multiple areas in the municipality were recruited to sanitise, distribute masks and take temperature readings at all entry and access points in municipal buildings and workstations.
- The first declaration of COVID-19 lockdown in March 2020 created many disruptions and rendered the EPWP non-functional as the majority of the projects required and involved physical contact.
- The pandemic situation helped the city develop its ability to be constantly adaptive.

## Lessons learnt and continual improvement

- EPWP contracts need to be streamlined and fixed in order to prevent demands for employment.
- There is a need to emphasise the rotation of beneficiaries among those nominated in their wards.

### 3.1.4 Flagship project

#### CALL 2 ACTION PROGRAMME

<b>Sector:</b>	Environment & Culture
<b>Approximate value:</b>	R5.3 million
<b>Stipend value:</b>	R160 per day for General Workers, R180 per day for Supervisor
<b>WOs &amp; FTEs:</b>	60 WO's, 48 FTEs



#### Project summary and objectives

The project is an innovative public-private partnership, which seeks to provide cleaning, beautification, and maintenance of the City's precincts as well as security and management of public infrastructure and facilities, while providing social and financial benefits to the residents of the precincts. The project has been implemented across two wards. The project's objectives include:

- Through the Local Business Chamber, two specific precincts are identified and adopted for cleaning and beautification (Esplanade, East London Beach Front and the Settlers Way Industrial Precinct);
- Ensure maintenance and upkeep of public open spaces;
- Ensure the maintenance of the aesthetics of the two precincts identified and supported by the business community;
- Provide security and proper care and management of public infrastructure and facilities in the identified areas;
- Ensure that the residents of the two wards benefit both financially and socially from the project; and
- Leverage the support by the local business community to ensure skills provision and empowerment as well as possible absorption of the beneficiaries into the local business community/private sector.

#### Recruitment strategy

Project participants are recruited from the two wards in which the project is based. Ward councillors, in consultation and agreement with the ward through ward based public consultation meetings, allow the community to nominate beneficiaries. The City's EPWP Unit conducts a thorough workshop on the



EPWP covering aspects including the EPWP Recruitment Guidelines and EPWP National Targets (Women, Youth and People with Disabilities) prior to the selection of the participants. Thereafter, wards make their nominations and selection. Once the participants have been selected, induction and orientation workshops are held.

### Implementation strategy

The project is being implemented over a five-year period through a public-private partnership, with the following contributions:

- Buffalo City Metropolitan Municipality contributions of R1 265 636 (23.5%);
- Private sector contributions of R2 800 000 (53%); and
- EPWP Incentive Grant R1 265 636 (23.5%).

The project is implemented in two wards. The Directorate of Solid Waste and Environmental Health conducts training of participants on the Code of Conduct (including the use of tools issued) and provides Personal Protective Equipment (PPE). Buffalo City Metropolitan Municipality Solid Waste assigns a Project Manager to ensure that project performance is reported, and data is captured by the Data Capturer appointed through the EPWP Unit.

### Successes and challenges

From the 60 WOs created, at least 22 participants were absorbed by the City, while a further eight have been retained by Business Chamber appointed Environmental Management Project Managers.

The two precincts have since been nominated as Buffalo City Metropolitan Municipality Solid Waste Public Private Partnership Flagships, which has resulted in the projects spreading to other regions of the City. The project has been profiled in the Buffalo City Metropolitan Municipality Internal Newsletter as well as local Print Media. The project implementation approach has educated and helped other wards to seek similar partnership with the local business community.

Participants displayed a preference to be managed by Buffalo City Metropolitan Municipality project managers rather than private sector appointed managers. This is based purely on the presumption that participants will be considered and prioritised for employment by Buffalo City Metropolitan Municipality.

The project experienced some conflict between councillors regarding the prioritisation of focus on coastal areas in the city.

### Socio-economic, environmental, and sustainability impacts

Project participants are made up of unemployed people from households dependent on social security; the majority of projects participants are Women (55%), while Youth constitute 40%. Young people have mostly benefitted from the training opportunities created through the project. The participants are also offered opportunities for training and skills development in environmental management, first-aid training, and recycling management and practice.

The general look and feel of public facilities and amenities and their maintenance have improved as a result of the project and concerns raised by the business community have been addressed.

The programme works to improve the City's image and attract investment and serves as a poverty alleviation tool through the creation of job opportunities for the unemployed, particularly youth, of the City.

The project promotes and supports recycling and waste minimisation. The public open spaces within the project area have improved aesthetically.



*Young people have mostly benefitted from the training opportunities created through the project.*

## 3.2 City of Ekurhuleni



### 3.2.1 Institutional arrangements, policy and integration

#### Institutional arrangements

There were no changes in the institutional structure of the City of Ekurhuleni during the 2020/21 period (Figure 28 and Figure 29). The EPWP unit is housed within the economic development department; however, there are EPWP representatives within the various departments of the City who form a part of the steering committee. The committee is chaired by a representative from the Office of the City Manager. The EPWP departmental EPWP representatives assist the EPWP unit with insights into the EPWP operations within the departments.

During the 2020/21 year, an additional Project Administrator was moved to the EPWP unit. The EPWP currently has a programme manager, two project administrators, and a project officer. There are vacancies within the structure, and the City has noted that at least three more individuals are needed full-time in the EPWP unit. Data capturers are needed, including staff to receive and archive the EPWP documentation. Data capturers are employed through the grant funding.

#### Policy

The revised policy, which includes recruitment guidelines and the requirements for Phase IV, is in the approval process. No major difficulties have been experienced in revising the policy; however, the inclusion of the new recruitment guidelines (to be followed in future) resulted in some resistance from the councillors responsible for drawing up the list of candidates.

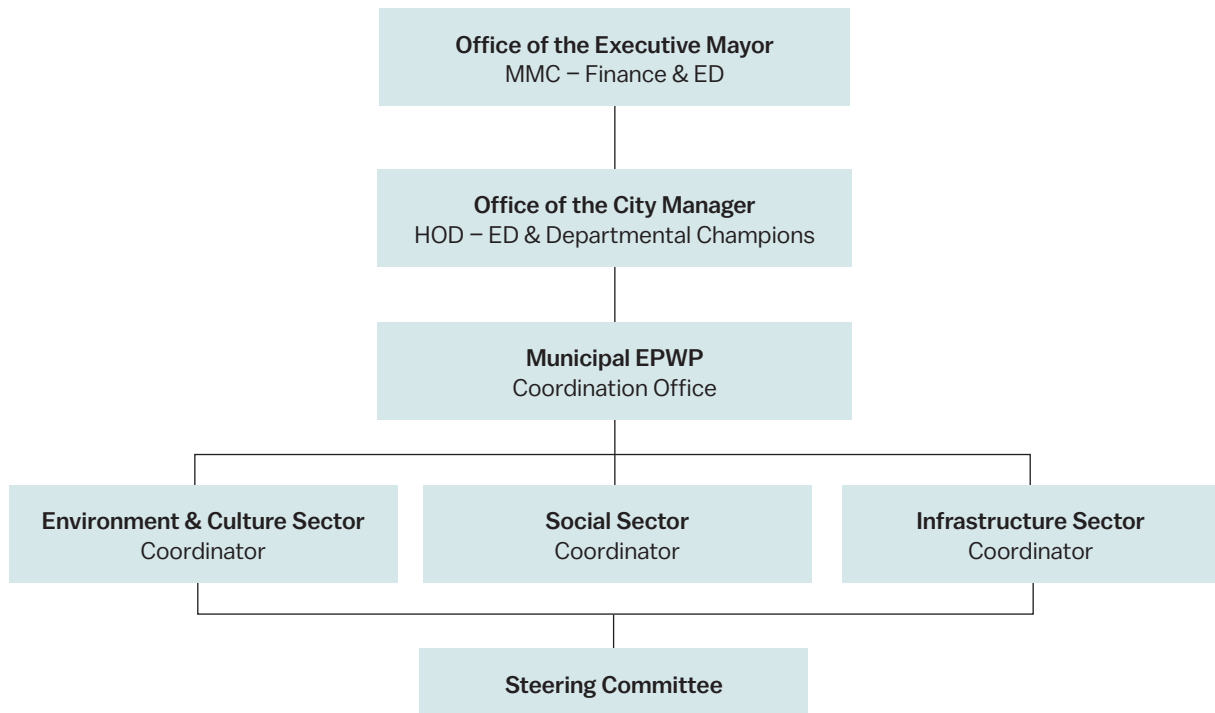
#### Integration of EPWP targets

There has been a great increase in the recognition of the EPWP in the City. The EPWP policy is included in the IDPs, Head of Department (HoD), and senior manager scorecards and in the departments' Service Delivery and Budget Implementation Plans (SDBIPs).

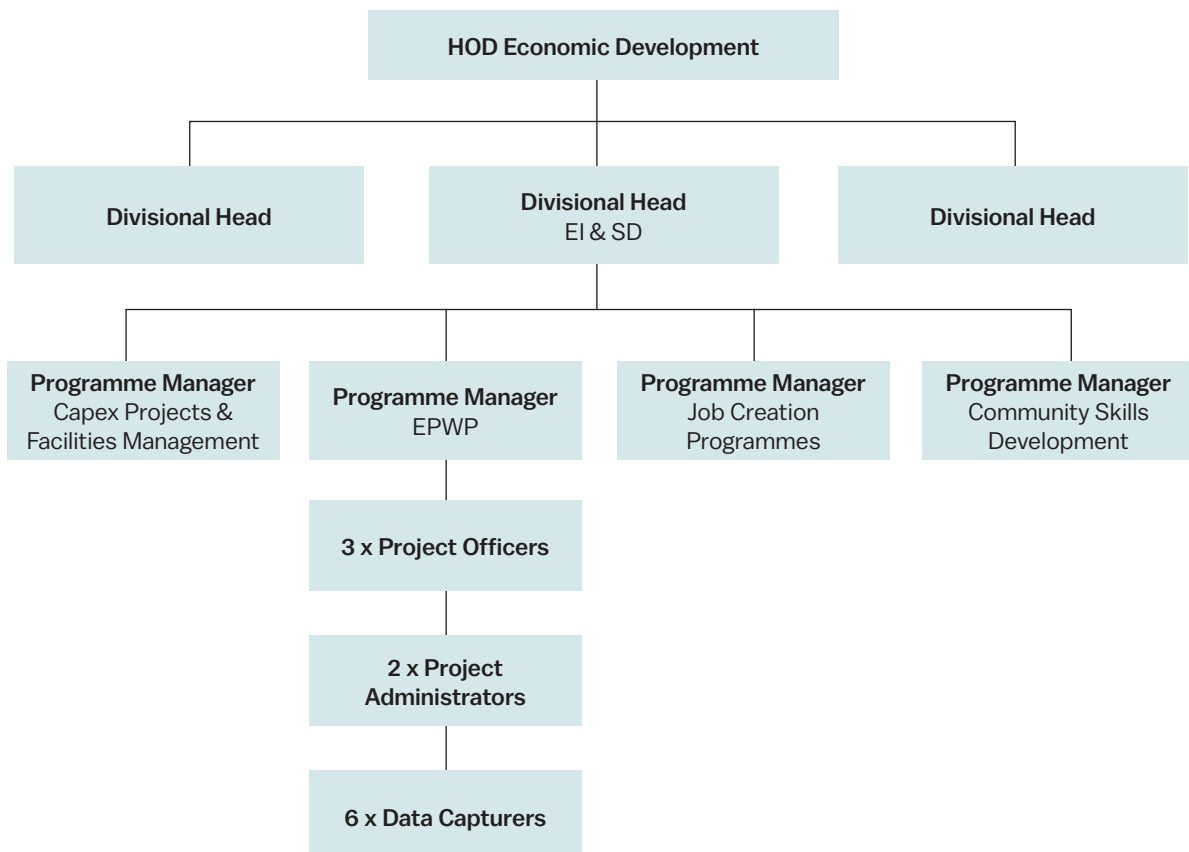


*There are EPWP representatives within the various departments of the City who form a part of the steering committee.*

**FIGURE 28:** City of Ekurhuleni higher-level institutional arrangements.



**FIGURE 29:** City of Ekurhuleni EPWP unit institutional arrangements.



### 3.2.2 Progress against EPWP indicators

**TABLE 11:** City of Ekurhuleni progress against EPWP indicators, 2020/21

EPWP Indicators	Amount		
Number of projects implemented	214		
Gross number of WOs created	5 838		
Person-years of work (including training, FTE)	3 041		
Person-years of training	83		
Allocated project budget (including professional fees)	R3 331 156 234		
Expenditure on EPWP (including professional fees)	R141 408 55		
Expenditure % achieved	4.2%		
Wages paid out to employees on EPWP projects	R127 489 769		
Average manual workers minimum daily wage rate	R202		
IG allocations	R19 104 000		
IG expenditure	R19 104 000		
IG % achieved	100%		
Demographics of employment	Youth	Women	PWDs
	49.0%	52.8%	0.6%
Sector analysis:	Infrastructure	Environment & Culture	Social
Projects implemented	189	21	4
WOs	3 887	1 103	848
FTE	1 499	865	678

#### Integrated grant allocation

The IG was used mainly for the Siyakhokha, Maintenance of Roads and Stormwater, Water Stewards – Training of Plumbers and the Maintenance of Economic Infrastructure projects.

- The City received an IG of R19 104 000 for 2020/21 (down from R22 022 000 in 2019/20). The grant was fully spent at the end of the reporting period.

### 3.2.3 Challenges, successes, and lessons learnt

#### Challenges

- The collection of information from project managers. Information is often not passed on from project managers to the reporting department and non-compliance of reporting are ongoing challenges.
- EPWP implementation is still physical/paper based. There are no electronic methods of signing; participants still need to sign physically which has created the situation of non-compliance reports with registers that are not signed.

- Sub-contractors often do not report on their projects (only large project contractors are reporting). This may be an issue of sub-contractors not wanting to reveal salary information.
- Meeting the Infrastructure Sector targets – some departments are reporting on all the projects but are still not meeting the targets.
- Staff shortages within the EPWP put pressure on existing staff and limits creative and innovative thinking regarding new project development.

### Successes

- Performance and reporting have improved in the City as more departments are complying with implementation and reporting. There has been stronger communication with departments on what is expected in terms of reporting. Using electronic methods of obtaining information and communicating with project managers has assisted.
- General improvement in communication on the programme within the City.
- Additional staff in the programme has had a positive impact.

### COVID-19 related

- Project and reporting performance were reduced.
- Budgets were reduced and redirected so some projects could not be implemented fully or at all.
- In certain projects, the number of teams was reduced to allow for social distancing.
- Some of the participants who could not work in the field due to COVID-19 were contracted to work in the call centres as part of the Siyakhokha programme (flagship project).
- During the Level Five lockdown, participants could still be paid their stipends. Overall, projects have been able to continue as they were planned.

### Lessons learnt and continual improvement

- The use of capex war rooms has assisted in the implementation of the projects.
- Having EPWP targets for each department in their SDBIPs has pushed the departments to implement and report as required.
- It is important to have a back-up plan for cases in which implementation cannot proceed as planned.
- Using electronic methods of obtaining information and communicating with project managers is needed to effectively communicate project-related matters.
- Stronger communication with departments on what is expected has had a positive effect on reporting.
- Tender processes need to ensure that tender documents include an EPWP element and that there is EPWP representation at the tender document discussions.
- Having one large project supported by smaller ones in order to reach EPWP targets.
- Performance reporting can be improved on. Refining existing reporting systems is better than creating new systems that people need to re-learn.



### 3.2.4 Flagship project

#### SIYAKHOKHA PROGRAMME

<b>Sector:</b>	Social Sector
<b>Approximate value:</b>	R8 million
<b>Stipend value:</b>	General workers: R3 600; Supervisors/admin: R 7 200
<b>WOs &amp; FTEs:</b>	216 WOs, 135.8 FTEs



#### Project summary and objectives

The Siyakhokha project is a programme designed to make it faster and easier for City residents to pay their electricity and water bills. Participants of the project operate a call centre and visit each household in the City to assist residents to pay their municipal bills and answer the residents' queries.

The overall objective of the project is to improve the collection of rates and taxes for the City. The project works to find out why people have not been paying their municipal bills and to assist residents to make payments.

#### Recruitment strategy

The City does not have approved recruitment guidelines as yet. However, the recruitment method involves asking for lists of unemployed people in the communities from the councillors in the different areas. The individuals in the lists provided by the councillors are then recruited and employed under the project.

#### Implementation strategy

Participants go door-to-door within the City and speak to the residents of each household and find out if they are able to pay their rates and taxes on a monthly basis. Where households are unable to make the payments, the participants would try to identify the problem and ways in which the City can assist the residents with making their payments.

The participants also check water meters for any leakages and check if the households were being billed correctly. This process also, at times, reveals indigent households who are then helped with registering their household. Those who are wrongly billed are assisted with information on where to query and fix the bills assigned to them.

Some participants (approximately 40) are also placed in the call centres (in the three regions in City of Ekurhuleni- North, South, and East). The participants receive calls from households with billing issues and assist these households accordingly. The participants liaise between the finance department and the households/community to ensure that households are billed correctly and that they have paid their bills.

#### Successes and challenges

- The City has been able to register more indigent people who were unaware that they had to be registered.
- Revenue collection has increased significantly for the City from households paying their rates and bills. This has motivated the finance department to keep the call centres and these participants have been offered full-time employment in this capacity.
- The COVID-19 pandemic interrupted operations and the participants could not go door-to-door. However, participants were re-allocated to assist with food distributions during the higher levels of the national lockdown and to assist with the registration of spaza shops during the lower levels of lockdown. The participants observed COVID-19 protocols and no cases were reported among the participants.

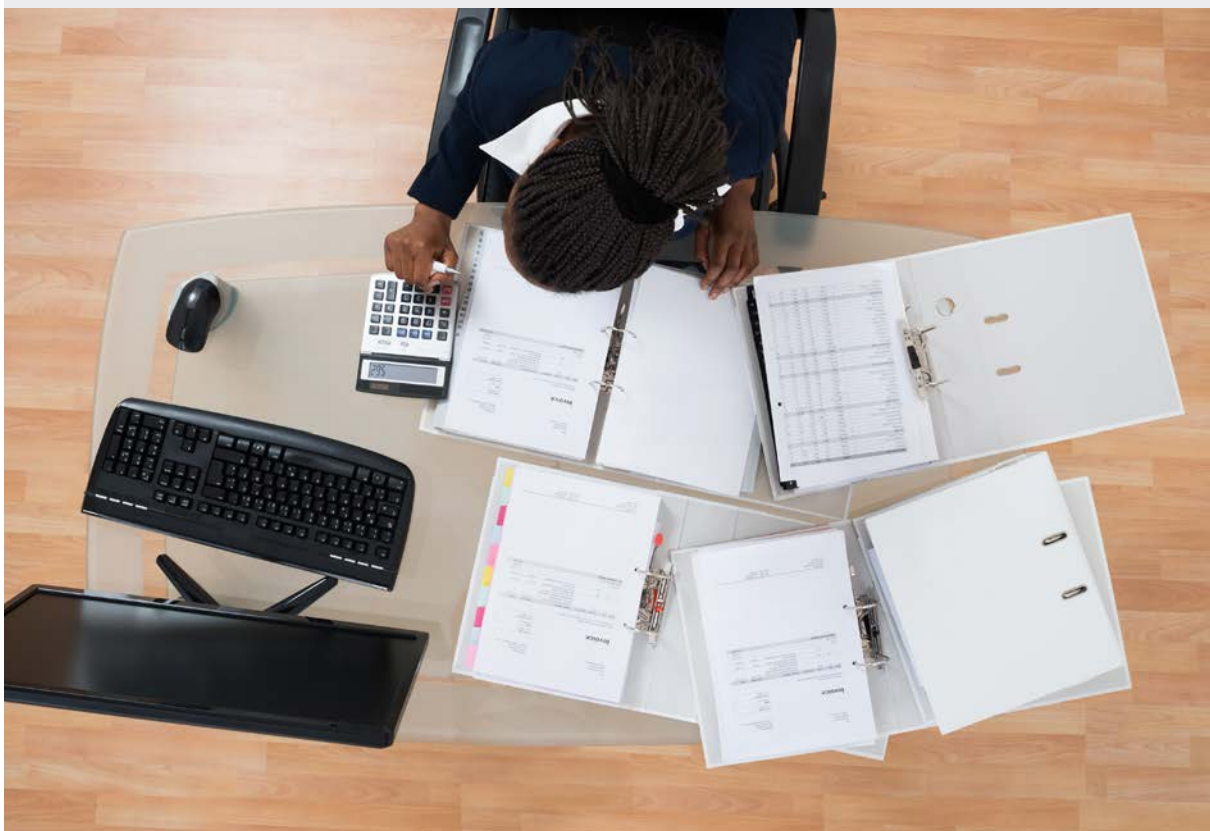


- Safety has been an issue in the door-to-door aspect of the project. There was an instance where a non- EPWP participant pretended to be part of the project and conducted criminal activities at targeted households. The case was resolved, and the criminal was caught. Some former participants leave with the supplies given to them during the project (PPE, Identification cards) which would enable them to disguise themselves as current EPWP participants.

### **Socio-economic, environmental and sustainability impacts**

Social upliftment is achieved through participants receiving income and some have gained permanent employment. The project has aided both Women and Youth demographic groups; with the majority of the participants being youth. The project did not do well in terms of aiding PWDs.

The City's revenue has increased through improved payment of household rates and taxes which means that the City is now able to invest more in its society and infrastructure.



*The project has aided both Women and Youth demographic groups; with the majority of the participants being youth.*



## 3.3 eThekweni Metropolitan Municipality



### 3.3.1 Institutional arrangements, policy, and integration

#### Institutional arrangements

The mayor is the political EPWP champion in the City. There were no changes to the institutional arrangements made during the 2020/21 period (Figure 30 and Figure 31). The EPWP unit structure was approved in 2018/19. The status quo of the organogram remains unchanged; there were no additional vacancies or positions filled during the year and key positions on the organogram remain vacant. Currently no positions are occupied on the organogram.

As noted by the City, the institutional arrangements are still not effective in terms of City-Wide Coordination. The City does not have dedicated staff assigned to EPWP duties at the line department level.

#### Policy

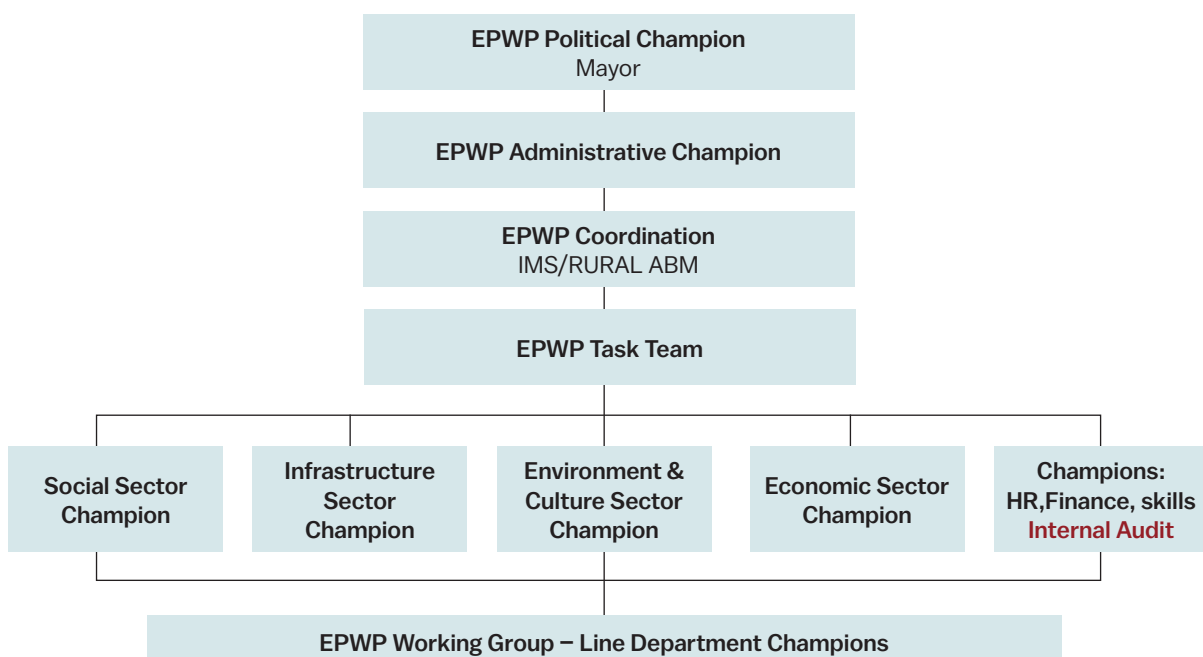
There have been no changes to the current policy, which was approved by council in 2018, and is aligned with EPWP Phase III. The champions are aware of the EPWP Phase IV policy, and the unit has been trained and inducted on Phase IV principles. The City's Phase IV policy is still in the process of being developed, adopted, and implemented.

#### Integration of EPWP targets

EPWP targets are incorporated into the City's SDBIPs and included in HoD scorecards, but targets are cumulative and not individualised.

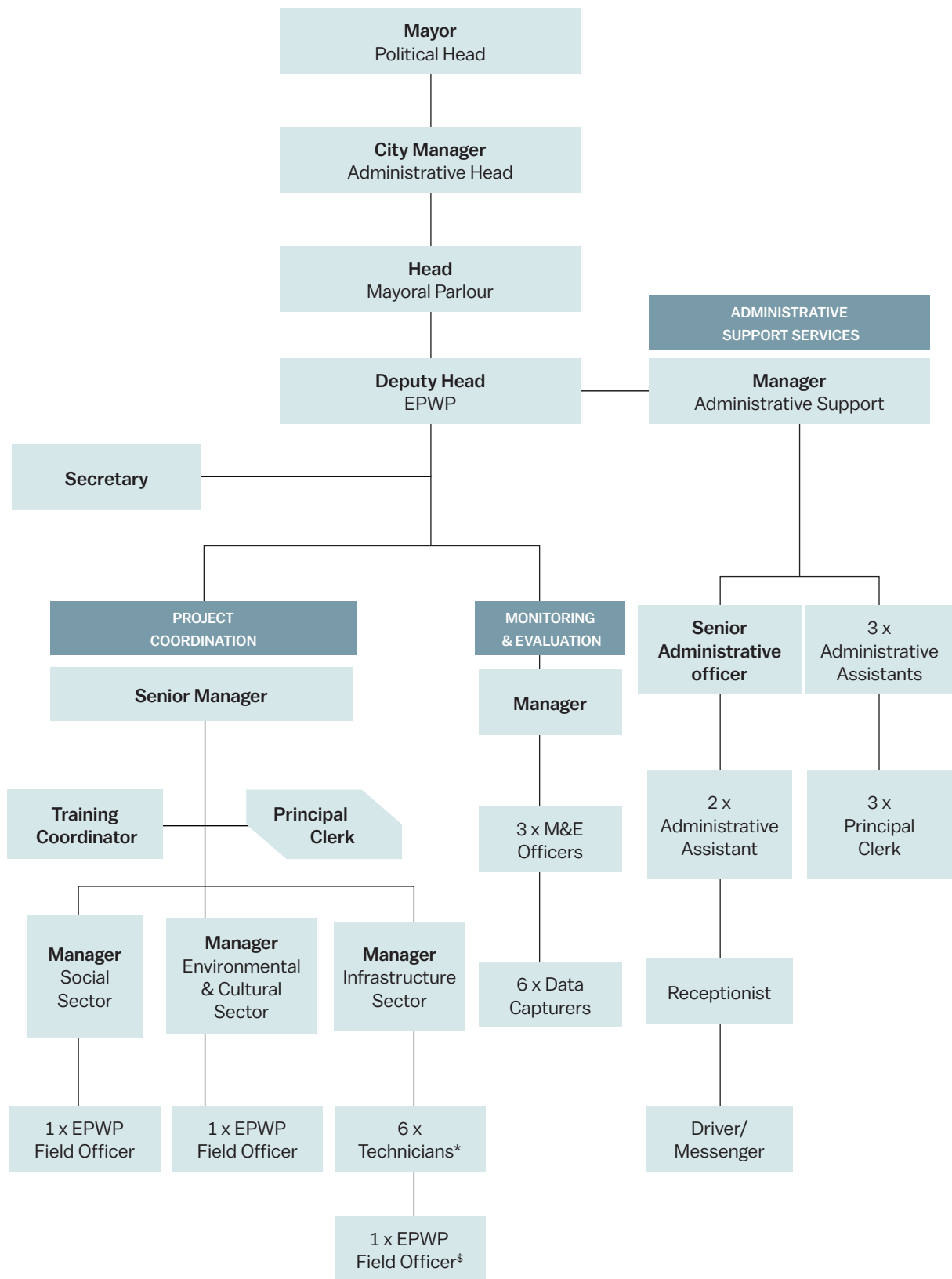
Contract work that is outsourced by the municipality has an inbuilt requirement to include EPWP implementation and the EPWP is prioritised during recruitment. Durban Solid Waste (the cleansing and solid waste unit of eThekweni Metropolitan Municipality) has not, as yet, involved EPWP in terms of work outsourcing. There is a proposal from the mayor to develop an exit strategy in the form of providing support to social enterprises formed by the participants at the end of their contracts. There is awareness about the EPWP and support from politicians.

**FIGURE 30: eThekweni Metropolitan Municipality higher-level institutional arrangements.**





**FIGURE 31: eThekweni Metropolitan Municipality EPWP unit institutional arrangements.**



\* Progression: Technician/Senior Technician/Chief Technician  
 \$ Progression: Field Officer/Senior Field Officer

### 3.3.2 Progress against EPWP indicators

**TABLE 12:** eThekweni Metropolitan Municipality progress against EPWP indicators, 2020/21

EPWP Indicators	Amount		
Number of projects implemented	104		
Gross number of WOs created	16 727		
Person-years of work (including training, FTE)	9 134		
Person-years of training	8		
Allocated project budget (including professional fees)	R1 351 437 588		
Expenditure on EPWP (including professional fees)	R411 750 485		
Expenditure % achieved	30.5%		
Wages paid out to employees on EPWP projects	R345 065 822		
Average manual workers minimum daily wage rate	R209		
IG allocations	R79 192 000		
IG expenditure	R79 192 000		
IG % achieved	100%		
Demographics of employment	Youth	Women	PWDs
	25.7%	74.3%	0.2%
Sector analysis:	Infrastructure	Environment & Culture	Social
Projects implemented	84	18	2
WOs	11 759	1 671	3 297
FTE	4 876	1 410	2 849

#### Integrated grant allocation

The IG was utilised in the implementation of six EPWP projects. All six projects commenced at the beginning of the reporting period and continued throughout the reporting period. The grant was fully spent by October 2020 and the balance was funded from the city council budget.

The City received a grant allocation of R79 192 000 in 2020/21 (a slight increase from 2019/20).

### 3.3.3 Challenges, successes, and lessons learnt

#### Challenges

- Remote working due to COVID-19 pandemic protocols has caused some challenges. Specifically, key decisions have been delayed as council has not been able to meet. Some EPWP operations have also been interrupted and delayed due to staff and participants not being in the office.
- SCM tender alignment has not progressed due to the termination of technical staff.
- Demand from participants for permanent employment is intensifying.

- Audit challenges were experienced – participant and/or spouses who are business owners, participants holding two jobs due to EPWP being part time/temporary. There is a shortage of staff to respond to audit queries.
- Institutional arrangements remain a challenge and are still not effective in terms of city-wide coordination. The City does not have dedicated staff assigned to EPWP duties at line department level. The line departments are reluctant to submit data for EPWP capture, which is partly attributable to too many audits being conducted.
- Prompt collation of information due to decentralisation of systems poses a key challenge to reporting. Different managers manage various participants and, therefore, information that is requested is not often received timeously when it requested. Operational challenges also impact on performance reporting (e.g., certification and collection of ID copies, signing registers).

### Successes

- The development and implementation of the communication strategy for COVID-19 awareness has been a major success. Participants and other workers were informed effectively and efficiently even through the pandemic and the changes in working environments.
- There were no reductions or losses in EPWP participants during the highest Alert Level Lockdown. All EPWP Participants were fully paid their stipends during the COVID-19 Lockdown.
- The EPWP daily rate was increased from R159.08 to R169.02 from 1 July 2020.
- More than 200 participants exiting the programme have been permanently employed in the various units. The City is working with the eThekweni Municipal Academy to absorb about 200 participants into an Artisan Training Programme.
- The manual payroll payment system has been migrated into a formal City payroll system (Web-based Payspace). This a significant milestone in terms of risk mitigation and control, and allows for early identification of participants working on more than one project. Manual systems pose increased risks, especially with the onset of the pandemic. Minor challenges were faced with implementing the new payroll system. Some schedules were not readily available and so payments were not made on time.
- Through the EPWP, the City has been able to sustain various programmes such as Military Veterans, Youth Office, etc., which struggle due to budget and other logistical issues.
- Securing Council Resolution to ensure sustainability of EPWP Projects despite the depletion of the IG.

### COVID-19 related

- COVID-19 has brought on uncertainties with many aspects of the implementation of EPWP projects.
- High infection rates amongst the participants were experienced in the City, especially during the second wave. Management of isolation/quarantine was also a great challenge.
- Setbacks in monthly and quarterly reporting due to lockdown and the “new normal” office operating procedures, where staff are alternating between home and office to enable effective social distancing in confined spaces at the office. Staff management under these arrangements can be more challenging.
- The City has implemented COVID-19 guidelines in accordance with WHO guidelines/regulations.
- To avoid having large volumes of people in one place at the same time, participants were given the option not to report to a central depot or go into the council offices to report; instead, attendance is monitored by the programme officers at each site.
- There has been a temporary prohibition of contact meetings to reduce contact and risk of spreading COVID-19. Participants are engaged on a one-on-one basis with the social distancing regulations being observed.
- Project data are collected electronically and captured remotely.

### Lessons learnt and continual improvement

- National technical support should be reinstated.
- Collaboration is important in the City. It helped to raise awareness of the EPWP and ensure that other departments are aware of the projects.
- Senior management is continually inducted on the EPWP.
- To address some of the vacancy challenges, the City is utilising graduate trainees to assist with data collection and data capture.
- Integration of EPWP Payroll onto the City’s main payroll for effective internal controls and minimising risk management. This has been a major step for the city in terms of continual improvement.

- Regular operational and progress meetings with EPWP Admin staff are being held to regulate and mainstream administrative processes.
- There has been an establishment of a technical task Team to handle the exit strategy through absorption and other means for long standing EPWP participants
- A memo signed by the City Mayor remains effective in ensuring adherence to EPWP reporting by line departments.
- Assistance from the EPWP office, HR Department, Internal audit/control, and collaboration between and with these departments has helped ensure that the necessary programme and project adaptations have been implemented.
- Being open and flexible to adopting new technology, specifically online meeting platforms and tools, has helped the EPWP adapt to changing circumstances brought on by the COVID-19 pandemic.

The City is giving particular attention to having in place – and implementing – an exit strategy for EPWP participants. There is a task team that looks at placing EPWP participants in vacant positions where they meet the essential qualification/requirements. The eThekweni Municipal Academy continuously seeks opportunities even outside of the municipality for the participants.

### 3.3.4 Flagship project

#### DSW CITYWIDE CLEANING

<b>Sector:</b>	Environment and Culture
<b>Approximate value:</b>	R33 million
<b>Stipend value:</b>	R169.02 daily rate for general worker, R289.59 daily rate for team leader
<b>WOs &amp; FTEs:</b>	986 WOs and 962.1 FTEs



#### Project summary and objectives

The DSW Citywide Cleaning project is a city cleaning and beautification project that is focused on the City's public spaces. The project's objectives are to keep the city clean and beautify the City.

#### Recruitment strategy

The EPWP recruitment guideline, which was developed in conjunction with the DPWI, is now applied. However, for this flagship project, recruitment was done in 2013 and it was undertaken through the council/ EXCO. The EPWP recruitment guideline will be used for future recruitments.

#### Implementation strategy

The work-streams and operations are divided amongst different regions. Participants work in areas that cannot be covered by permanent staff; they are assigned to areas/regions that have existing structures such as project managers, etc. The managers oversee and supervise both the EPWP participants and the permanent staff. EPWP participants receive PPE and tools from their respective regions. The participants work to clean and beautify the City's public spaces through street sweeping, litter collection, and clearing illegal dumping hotspots.

#### Successes and challenges

One of the major successes of the flagship project is the appointment by the municipality of approximately 50% of the participants on a full-time basis. This means that about half of those who were employed under the programme have been offered full time employment through the municipality. A major challenge facing the City is that participants of the programme who have not been offered permanent employment are

demanding full time employment. Ongoing engagements between management and the affected parties are being held to address these concerns from the participants.

### Socio-economic, environmental & sustainability impacts

The City has incorporated EPWP participants into the Workplace Skills Plan that provides skills training to the unit's staff and includes the EPWP participants. Participants have also undertaken skills audits as part of the exit strategy and as part of the on-the-job training. There are ongoing skills audits by the eThekweni Metropolitan Municipality academy. Accredited personal finance training was also offered to most participants through DPWI and external service providers to educate participants on how to manage their finances and avoid debt. "Toolbox Talks" are also offered as part of the occupational health training. Induction sessions are offered during recruitment.

The project has aided both Women and Youth demographic groups. Unfortunately, the programme has not aided or included PWDs as the work that is being done in the programme demands physical ability. However, there are plans to find ways to include more PWDs in the future.

The public open spaces within the project area have improved aesthetically, making the City more enjoyable to residents and attractive to visitors.



*The public open spaces within the project area have improved aesthetically, making the City more enjoyable to residents and attractive to visitors.*



## 3.4 City of Johannesburg



### 3.4.1 Institutional arrangements, policy, and implementation

#### Institutional arrangements

The EPWP institutional arrangements and unit structure within the City of Johannesburg are shown in Figure 32 and Figure 33. There is a dedicated central EPWP office situated within the Department of Economic Development. Each department has an EPWP champion. As noted by the City, filling the vacancy of Monitoring and Evaluation Assistant Director will assist in optimising the EPWP unit, and plans are underway to fill the position in the first quarter of the next financial year.

#### Policy

Policy updates during the year included:

- Standardisation of the EPWP wage rate in response to a request for standardisation from the Private Office of the Executive Mayor. eThekweni Metropolitan Municipality shared their approach to wage rate standardisation to assist the City;
- Recruitment guidelines to be in line with the newly developed Opportunity Seeker Database Portal; and
- Reporting requirements to incorporate certified ID copy, contract of employment, attendance register and proof of payment.

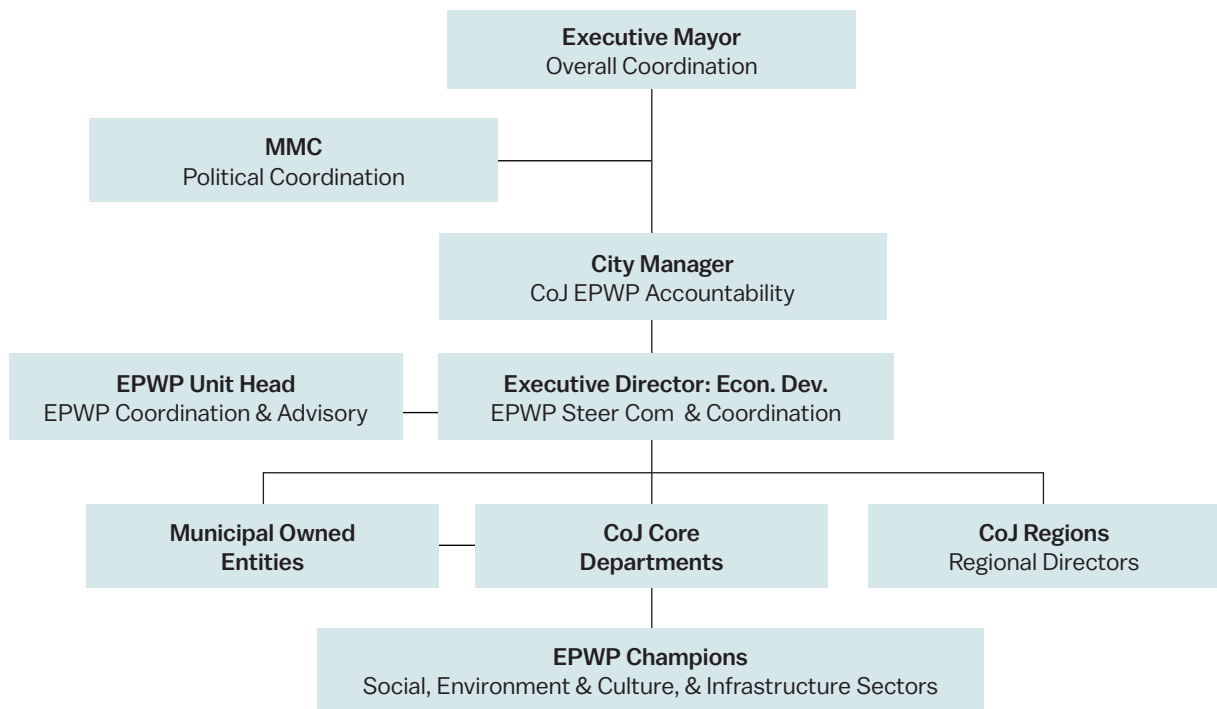
The City will begin developing the EPWP Phase IV policy in the new financial year, which will include finalising EPWP recruitment guidelines (recruitment databases).

#### Integration

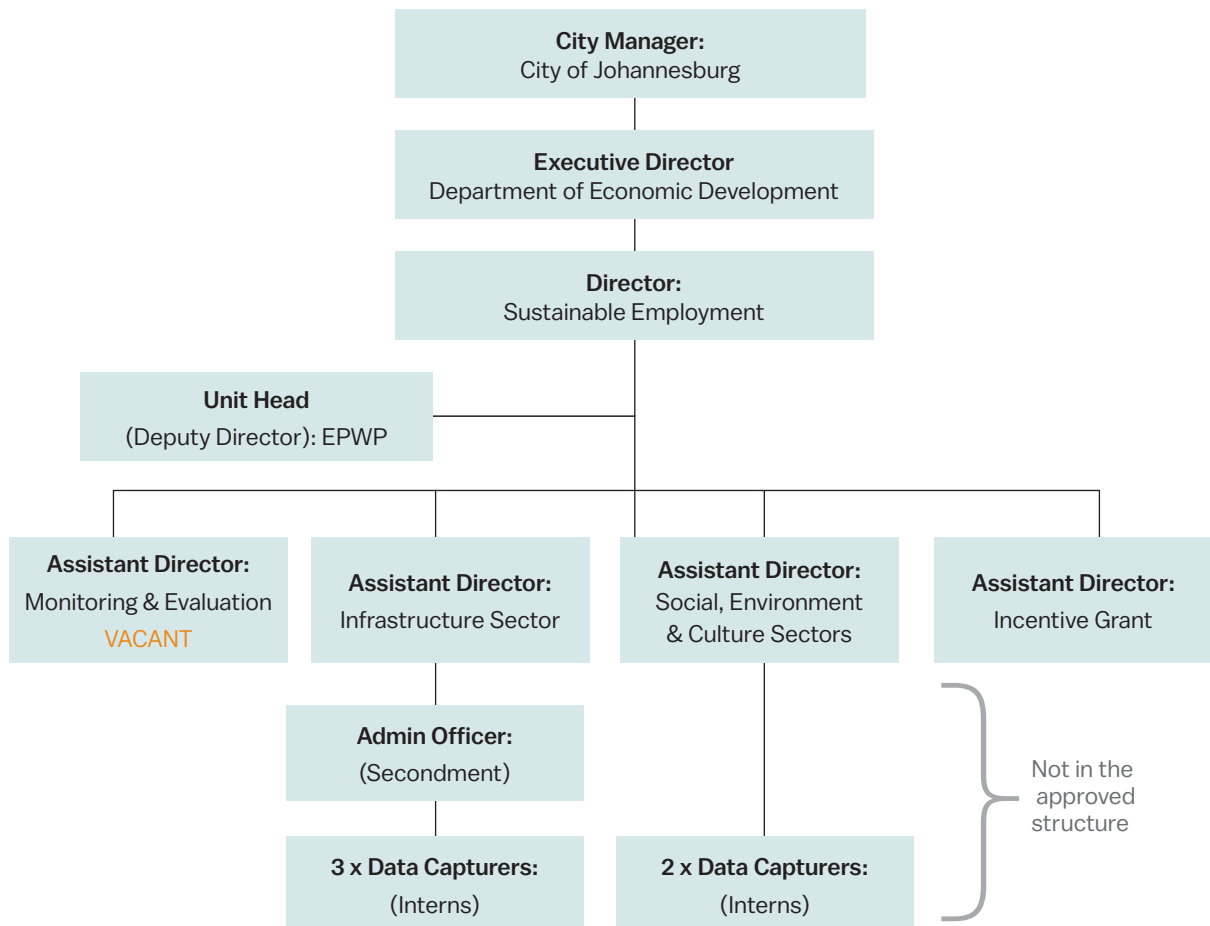
The EPWP been integrated into the City's IDP and Business Plans. The EPWP is integrated into the HoD's performance scorecards, and the EPWP is regarded as a corporate KPI. This means that performance in the EPWP influences the performance achieved by the Economic Development Department the City overall.



**FIGURE 32:** City of Johannesburg institutional arrangements.



**FIGURE 33:** City of Johannesburg EPWP unit structure.



### 3.4.2 Progress against EPWP indicators

**TABLE 13:** City of Johannesburg progress against EPWP indicators, 2020/21

EPWP Indicators	Amount		
Number of projects implemented	186		
Gross number of WOs created	5 558		
Person-years of work (including training, FTE)	663		
Person-years of training	0		
Allocated project budget (including professional fees)	R2 021 922 863		
Expenditure on EPWP (including professional fees)	R32 539 113		
Expenditure % achieved	1.6%		
Wages paid out to employees on EPWP projects	R30 445 773		
Average manual workers minimum daily wage rate	R272		
IG allocations	R19 819 000		
IG expenditure	R19 811 000		
IG % achieved	100%		
<b>Demographics of employment</b>	Youth 59.8%	Women 43.8%	PWDs 0.3%
<b>Sector analysis:</b>	Infrastructure	Environment & Culture	Social
<b>Projects implemented</b>	157	12	17
<b>WOs</b>	1 979	1 821	1 758
<b>FTE</b>	149	84	429

#### Integrated grant allocation

The IG supported the implementation of the EPWP Beautification project (grass cutting and beautification of parks, cemeteries, and nature reserves) and the EPWP Support Programme (data capturing, Covid-19 compliance support, and office cleaning). The implementation of the EPWP IG projects was delayed in order to adapt them to Covid-19 circumstances and protocols. A reduction in project activities due to COVID-19 protocols resulted in reduced outputs. Overall, approximately 1 880 WOs were created from the IG supported projects.

- The City received a grant allocation of R19 819 000 in 2020/21 (a reduction from R23 955 000 in 2019/20). The grant was fully spent at the end of the reporting period.



### 3.4.3 Challenges, successes, and lessons learnt

#### Challenges

Most of the key challenges experienced by the City are linked to project reporting. As noted by the City, it is expected that the majority of WOs are being recorded; however, performance reports are, at times, submitted with gaps (e.g., outstanding certified ID copies) and these are excluded from the overall reporting. Only EPWP-compliant projects and programmes are reported on. To address this, the City has increased its communication to implementing entities regarding compliance requirements and indicated that entities will be called on to explain gaps or errors.

- Work rotation schedules (working from home) as a result of COVID-19 protocols had an impact on reporting and the submission of evidence.
- Although departments have EPWP champions, these champions have to spread their time across other tasks and projects not related to EPWP. This results in EPWP lagging behind in terms of implementation and reporting.
- Some project managers and implementers may view the EPWP as a 'by-the-way' responsibility and may not prioritise it or implement it properly, which can lead to non-reporting or under reporting.
- EPWP targets are not tied to project managers' scorecards.
- There are no consequences for those who are not reporting on EPWP projects, i.e., there is no accountability for project reporting.
- There is no contractual clause for project contractors/service providers binding them to comply with the EPWP reporting requirement (only a few Departments/Municipal Owned Entities are complying). The City is still experiencing issues with incorporating EPWP requirements into the tender documents or contracts for service providers. This results in contractors/service providers not being obliged to report to the EPWP or to submit the necessary supporting evidence. As noted by the City, for those entities where contractual arrangements include clauses that stipulate that if a service provider does not provide the needed information, then the service provider will not be paid (reporting performance is good).
- The City has experienced a challenge related to wage rates in that all departments and Sectors would prefer to pay the EPWP rates, even for projects that do not fall into the EPWP category (especially infrastructure projects).

#### Successes

- The City has been able to implement more robust and strict methods of reporting to improve compliance; only EPWP-compliant projects and programmes are reported on. Non-compliance is followed-up on and addressed and – once projects are compliant – performance is reported. This has assisted in improving reporting and auditing efficiency.
- Additional effort has been made for the EPWP to have representation in almost all executive committees (technical clusters responsible for economic growth, social, governance, and infrastructure). The EPWP is now a standing item in the agenda for all of these clusters. The EPWP is now discussed at both administrative and political forums.
- Labour intensive construction (LIC) training has been established for departments and project managers to facilitate EPWP implementation.
- Major EPWP contributors have been provided with interns that have been able to assist with document collection and consolidation. Compliant documents are then submitted to the City departments. This has assisted in adding efficiency to the process of documentation submission and reporting.
- There is both administrative and political buy-in for the EPWP.
- EPWP targets and requirements are incorporated into HoD's and EPWP Champions' scorecards.
- There is enforcement of EPWP requirements and compliance through a Practice Note issued by the City Manager.
- Increasing cases of incorporating EPWP requirements into tender documents.
- An internal EPWP Standard Operating Procedure has been established.

#### COVID-19 related

- The stricter lock-down levels caused project stoppages and delays.
- Reduced activities in most projects were experienced during the year due to COVID-19 precautionary measures, which compromised labour intensive construction methods.
- Maintaining social distancing has posed a major challenge due to the nature of the projects. The projects typically require a number of people to be in within the same area and in close proximity.

- Other COVID-19 precautions such as wearing of masks, getting into the habit of sanitising tools and equipment before use and transport seating arrangements for the employees have also posed minor challenges to the implementation of the projects.
- The City has implemented COVID-19 'Management of exposure' procedures; including installing screening stations on sites which consist of a portable handwash basin, paper towels, sanitiser, and hand soap (filled daily by the supervisor) at each section.
- EPWP projects have been developed around responding to the pandemic. COVID-19 ambassadors were deployed as part of the EPWP.

### Lessons learnt and continual improvement

- Reporting has to be monitored closely to ensure it is completed correctly and comprehensively.
- Timeous reporting is important. WOs should be reported as soon as they are created (and not at the very last month of the financial year) to avoid the submission of incomplete reports.

There is no contractual clause for project contractors/service providers binding them to comply with the EPWP reporting requirement (only a few Departments/Municipal Owned Entities are complying). This results in contractors/service providers not being obliged to report on EPWP projects or to submit the necessary supporting evidence. It has been found that there are some well-performing entities in terms of reporting; these entities have contracts containing clauses that stipulate that if a service provider does not provide the needed information, then the service provider will not be paid.

### 3.4.4 Flagship project

#### BRT WATT STREET INTERCHANGE

<b>Sector:</b>	Infrastructure
<b>Approximate value:</b>	R480 million
<b>Stipend value:</b>	R39.87/hr or +- R8 300 p/m.
<b>WOs &amp; FTEs:</b>	267 WOs



#### Project summary and objectives

The Johannesburg Development Agency (JDA) is constructing the Watt Interchange in Wynberg as part of the City of Joburg's Rea Vaya BRT project. The Watt Interchange forms part of the Rea Vaya Bus Rapid Transport (BRT) System, which will include the trunk route from Sandton to Alexandra and the trunk route from Parktown in Johannesburg to Alexandra. The upgrade will also see the construction of new BRT lanes and an underground station with associated structures, and bulk earthworks. Once completed, the Watt Interchange will stand as a high-quality integrated public transport interchange. The project's objectives include:

- Creating local development;
- Employing local labour;
- Seeing growth in the community; and
- Contributing to developing the City of Joburg.

#### Recruitment strategy

Recruitment is undertaken through a community liaison officer who provides the information of a suitable individual in response to any EPWP participant vacancies.

### Implementation strategy

The project is implemented as a multi-year undertaking, initiated in 2017. The project includes labour-intensive tasks such as scaffolding, paving, tiling, bricklaying, and installing precast concrete pipes and plumbing.

### Successes and challenges

Successes of the project include:

- Employing the youth;
- Employing the disabled;
- Employing local labour;
- Infrastructure development – building a brand-new bridge on Old Pretoria Road;
- Employing local sub-contractors (SMMEs); and
- Seeing local enterprises growth.

A challenge of the project was high wage rate expectations of local labour participants. The challenge was addressed by holding meetings between the contractors and the participants to discuss the participants' expectations and what could be negotiated to help overcome the issues.

### Socio-economic, environmental and sustainability impacts

The project has seen socio-economic upliftment in the community through income being provided to the participants. Moreover, training activities/programmes were offered by the city which included, construction-related training (e.g., installing precast concrete pipes, tiling, power tool handling, interpretation of construction drawings); general skills training (e.g., first aid level 1, firefighting, basic computer skills); basic business principles training; and apprenticeship within the Metro bus (mechanical and electronic apprenticeship, three-year accredited training). An NQF level three qualification is achieved through the training, which is intended to aid participants in pursuing other means of employment upon project completion. The training and skills development programmes have also aided women, youth, and people with disabilities to gain new skills.

The project further contributes to the EPWP goal to provide useful public assets and much-needed services to the community.



*An NQF level three qualification is achieved through the training, which is intended to aid participants in pursuing other means of employment upon project completion.*

## 3.5 Mangaung Metropolitan Municipality



### 3.5.1 Institutional arrangements, policy, and integration

#### Institutional arrangements

For the Mangaung Metropolitan Municipality, the EPWP political champion is the mayor, the administrative champion is the city manager and there is an EPWP coordinator, who is also a champion (Figure 34). The City Manager oversees coordination and monitoring of the programme.

There have been no changes to the institutional arrangements for the 2020/21 period. There is an EPWP coordinating unit; however, the structure is not yet formalised or permanent. The City has indicated that data capturers and data collectors are needed, along with an additional technical position, to specifically manage the incentive grant and ensure project compliance, to optimise the performance of the structure/unit. The current limited capacity within the EPWP structure is a challenge to the implementation and monitoring/reporting of the EPWP in the City. There is an EPWP forum, but it is not a formal structure. EPWP projects are implemented by various departments; the HoDs of each department are responsible for the implementation of the projects.

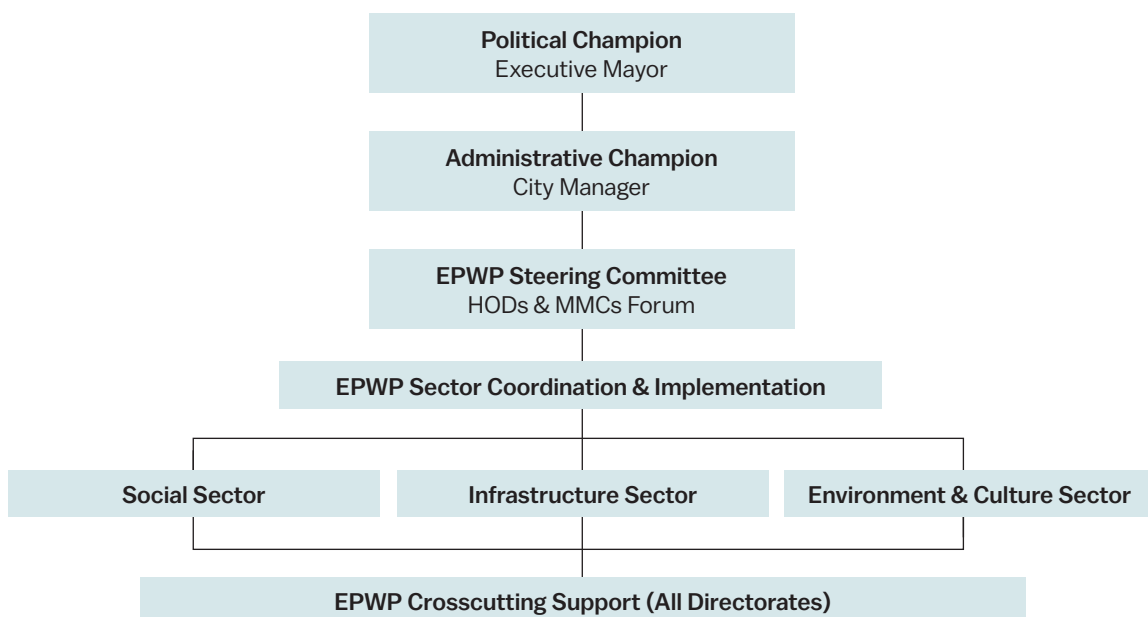
#### Policy

A revised policy aligning with the EPWP Phase IV requirements has been drafted. The draft will be presented to the executive and management committees, following which, it will be taken to council for approval.

#### Integration of EPWP targets

The EPWP has been integrated into the City's SDBIPs (effective from the 2021/22 financial year) and is included in the audit plan of the City (EPWP projects are also audited). EPWP targets are not yet incorporated into the scorecards of senior managers. The City's EPWP administration has recommended – and continues to encourage – that all HoDs have the EPWP as an item in their performance contracts/agreements; that the EPWP is incorporated in the development plan of the Municipality; and that EPWP targets are included in the project plans of each directorate.

**FIGURE 34:** Mangaung Metropolitan Municipality institutional arrangements.



### 3.5.2 Progress against EPWP indicators

**TABLE 14:** Mangaung Metropolitan Municipality progress against EPWP indicators, 2020/21

EPWP Indicators	Amount		
Number of projects implemented	13		
Gross number of WOs created	313		
Person-years of work (including training, FTE)	93		
Person-years of training	0		
Allocated project budget (including professional fees)	R117 703 514		
Expenditure on EPWP (including professional fees)	R4 331 241		
Expenditure % achieved	3.7%		
Wages paid out to employees on EPWP projects	R4 138 698		
Average manual workers minimum daily wage rate	R185		
IG allocations	R1 843 000		
IG expenditure	R1 338 000		
IG % achieved	73%		
<b>Demographics of employment</b>	Youth 47.3%	Women 40.3%	PWDs 0.3%
<b>Sector analysis:</b>	Infrastructure	Environment & Culture	Social
<b>Projects implemented</b>	10	3	0
<b>WOs</b>	171	142	0
<b>FTE</b>	67	26	0

#### Integrated grant allocation

The indicated grant allocation was used primarily in the City's 'Cleaning and Greening' project.

- The City received a grant allocation of R1 843 000 in 2020/21, of which 73% was spent at the end of the reporting period. This was a significant improvement relative to the previous period where expenditure achieved was 41%.

### 3.5.3 Challenges, successes, and lessons learnt

#### Challenges

Both implementation and reporting remain challenges for Mangaung Metropolitan Municipality. Specific challenges include:

- A lack of support for EPWP implementation and reporting across departments within the City, there appears to be a reluctance to implement projects in line with the EPWP principles and compliance requirements;
- Reporting issues including delays in the submission and acquisition of the required data and supporting documents and a lack of compliance with EPWP requirements (incorrectly completed data tool and data sets, participants not registered with UIF, etc.);



- Lack of training and reporting on training;
- Inadequate capacity within the institutional arrangement and the absence of a formal EPWP structure within the City; and
- Delays in project implementation due to budget cuts and COVID-19 related issues.

### Successes

Although Mangaung Metropolitan Municipality is faced with many challenges, there have been increased efforts to provide support to the EPWP within the City through engagements with the SACN, technical support from the DPWI, and interactions with SALGA.

### COVID-19 related

Stoppages and delays in project implementation were experienced due to the COVID-19 lock-downs and adoption of COVID-19 protocols. During project stoppages, participants did not receive an income. The COVID-19 situation exacerbated reporting challenges.

### Lessons learnt and continual improvement

- Institutionalisation of EPWP across departments is vital to the optimal implementation and reporting of the programme. There is a need to continuously communicate and workshop with departments and to include EPWP targets in senior managers' scorecards to improve cooperation in implementation and reporting. Including a clause pertaining to EPWP in the contracts with service providers would improve EPWP performance.
- Projects should be designed and planned up front, and labour-intensive methods should be promoted for inclusion in projects.
- There is a need to have proper institutional arrangements in place and to provide capacity for overall coordination of the programme. A formalised and dedicated EPWP department/unit should be in place to manage the programme to allow for better alignment, coordination, and consistency.
- The SACN, DPWI, and the RG provide valuable support to Mangaung Metropolitan Municipality.
- Attention needs to be given to providing opportunities to EPWP participants at exit (i.e., an exit strategy).

## 3.5.4 Flagship project

### WAAIHOEK PRECINCT REDEVELOPMENT

<b>Sector:</b>	Infrastructure
<b>Approximate value:</b>	R14.9 million
<b>Stipend value:</b>	Waihoek Fan Mile Precinct: R 130 per day; Waihoek Urban Hub Phase 2C Urban Pocket Park: R220 per day
<b>WOs &amp; FTEs:</b>	Waihoek Fan Mile Precinct: 15 WOs and 4 FTEs; Waihoek Urban Hub Phase 2C Urban Pocket Park: 5 WOs and 0.6 FTEs



### Project summary and objectives

The Waihoek Precinct is an urban development zone selected for rejuvenation based on its location and proximity to interchange zones as well as its significant heritage value and associated tourism potential for the City. Mangaung Metropolitan Municipality was granted an award by National Treasury from the Neighbourhood Development Partnership Grant Fund during 2015 for the rejuvenation of the City's urban development zone around the Intermodal Transport Facility in Bloemfontein. This is now known as the Waihoek Precinct Redevelopment project, which consists of several phases (phases one to three H)

including the Waaihoek Fan Mile Precinct rejuvenation and the Urban Pocket Park development. The objective of the project is to contribute to achieving the goals of the EPWP, specifically to create work opportunities and provide income support for poor and unemployed local people and to improve public assets and provide services to the community.

### Recruitment strategy

Skilled and unskilled labourers from the relevant wards were identified through a ward councillor. The names were then provided to the appointed contractor to appoint participants as needed.

### Implementation strategy

The project is implemented through a contractor. The project was advertised as an open tender with a minimum labour participation level.

### Successes and challenges

The project has created community employment and improved public assets.

### Socio-economic, environmental, and sustainability impacts

The project has seen community upliftment through the provision of employment and income to participants of the project.

City infrastructure has been maintained and improved, specifically the Waaihoek Precinct.



*The project was advertised as an open tender with a minimum labour participation level.*



## 3.6 Nelson Mandela Bay Metropolitan Municipality



### 3.6.1 Institutional arrangements, policy, and integration

#### Institutional arrangements

Nelson Mandela Bay Metropolitan Municipality has a dedicated EPWP unit located in the City's Economic Development Department. The Executive Mayor is the EPWP champion and the City Manager is accountable for implementation (Figure 35). The EPWP is implemented at the directorate level with the with the Executive Directors' commitment. There was an EPWP steering committee in the past, which needs to be revived. The City has indicated that 11 positions need to be filled within the EPWP structure to optimise implementation; however, only two positions are allocated in the current approved structure.

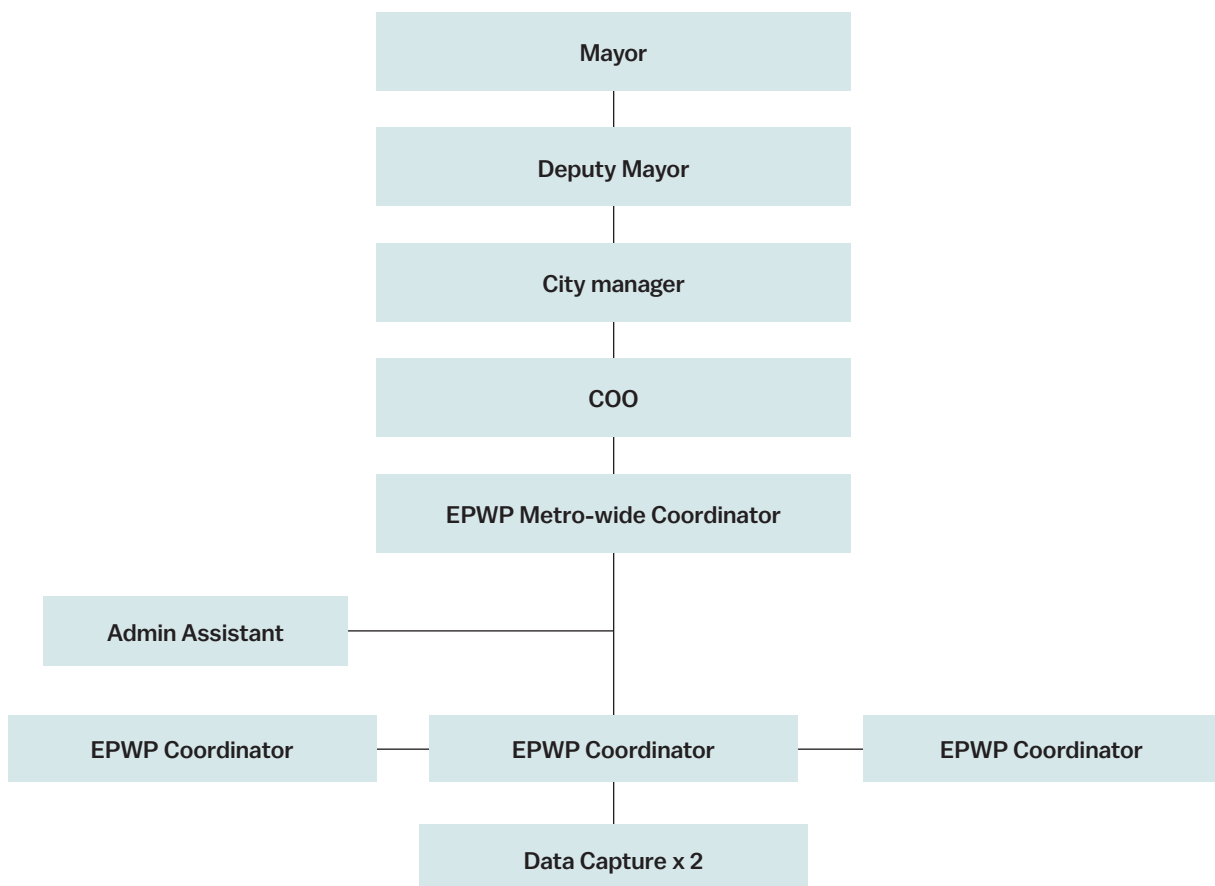
#### Policy

The City has revised the EPWP policy in line with Phase IV; the proposed policy is under review.

#### Integration of EPWP targets

The EPWP has yet to be integrated into City policies; EPWP performance targets are included in HoD scorecards.

**FIGURE 35:** Nelson Mandela Bay Metropolitan Municipality institutional arrangements.





### 3.6.2 Progress against EPWP indicators

**TABLE 15:** Nelson Mandela Bay Metropolitan Municipality progress against EPWP indicators, 2020/21

EPWP Indicators	Amount		
Number of projects implemented	74		
Gross number of WOs created	2 909		
Person-years of work (including training, FTE)	1 050		
Person-years of training	16		
Allocated project budget (including professional fees)	R158 006 395		
Expenditure on EPWP (including professional fees)	R58 847 234		
Expenditure % achieved	37.2%		
Wages paid out to employees on EPWP projects	R56 335 517		
Average manual workers minimum daily wage rate	R225		
IG allocations	R10 117 000		
IG expenditure	R9 065 000		
IG % achieved	90%		
Demographics of employment	Youth	Women	PWDs
	41.7%	51.1%	0.7%
Sector analysis:	Infrastructure	Environment & Culture	Social
Projects implemented	20	21	33
WOs	1 152	1 013	744
FTE	399	360	291

#### Integrated grant allocation

The IG supported the implementation of six EPWP projects, several of which had been developed to address COVID-19 awareness and compliance with safety protocols, including the IG/Caregiving-COVID-19 Awareness for the Elderly, the IG/Tourism Establishment COVID-19 Safety Compliance, and the IG/Workplace COVID-19 Compliance Ambassadors projects.

- The City received a grant allocation of R10 117 000 in 2020/21, higher than the allocation received in the 2019/20 year. The City was able to improve on the proportion of the grant spent, increasing the percent expended to 90% from the 55% achieved in the previous year.



*The IG supported the implementation of six EPWP projects, several of which had been developed to address COVID-19 awareness and compliance with safety protocols.*

### 3.6.3 Challenges, successes, and lessons learnt

#### Challenges

- Budget cuts to projects that had already been planned for the 2020/21 year presented a challenge to the City in achieving the EPWP targets.
- The City has experienced staff losses during the year, but is working towards filling positions.
- Non-enforcement of the EPWP policy in departments.
- Under reporting of EPWP project performance.
- The comparatively high EPWP daily rate reduces the number of WOs that can be achieved.

#### Successes

COVID-19 response needs created new opportunities for EPWP project development, including the introduction of the COVID-19 compliance officers' project focusing on workplace compliance. In addition, a community-based project assisting communities and vulnerable people was introduced working closely with internal Public Health and the Departments of Health and Social Development.

#### COVID-19 related

While COVID-19 response needs created opportunities for EPWP project development, the pandemic situation and associated protocols also challenged EPWP performance for the 2020/21 year.

- Previously planned/ongoing projects were delayed and halted due to COVID-19.
- The recruitment of participants and their deployment into projects proved challenging particularly in the aspects of screening candidates, handling physical documentation (e.g., contracts and FICA documents), minimising physical contact and maintaining social distancing. This restricted the capacity to recruit large numbers of participants at once, while rotational work schedules affected the number of days worked impacting negatively on FTEs achieved.
- Absenteeism has been a challenge.

The establishment of COVID-19 centres proved to be a success that the city achieved despite the many challenges posed by the pandemic.

#### Lessons learnt and continual improvement

A key lesson highlighted by the City that EPWP implementation must be planned from the beginning of the financial year and must be adequately institutionalised so as to maximise the opportunity of creating many work opportunities. Internal directorates are now acknowledging and embracing EPWP initiatives and additional work opportunities have been identified utilising their own operating budgets. This represents continual improvement within EPWP implementation.



### 3.6.4 Flagship project

#### CAREGIVING FOR THE ELDERLY

The flagship project of the Nelson Mandela Bay Metropolitan Municipality EPWP is a continuation of a project providing caregiving for the elderly and child-headed homes, extended to assist the COVID-19 pandemic response.

<b>Sector:</b>	Social
<b>Approximate value:</b>	R3.7 million (2020/21)
<b>Stipend value:</b>	Caregivers: R220 per person per day Data collectors: R280 per person per day Team leaders: R300 per person per day Supervisors/Social workers: R450 per person per day
<b>WOs &amp; FTEs:</b>	64 WOs; 67.55 FTEs



#### Project summary and objectives

The original project was designed and implemented in response to an identified need: (1) for home-based elderly care, particularly for those without family support; and (2) to provide support to child-headed families with absent parents. The initial project was extended to provide assistance in response to the COVID-19 pandemic. The project aims include:

- Providing daily/weekly basic medical and non-medical assistance to both the elderly and child headed homes;
- Assisting the Department of Health with COVID-19 vaccination registration and accompanying the elderly to vaccination stations;
- Supporting adherence to COVID-19 regulations in taxi ranks, schools, and FET colleges;
- Liaising with the local health facilities to ensure that medical treatment is made available to the elderly;
- Coordinating with other related offices for benefits due to the elderly (i.e., SASSA and Social Development);
- Provide temporary employment to members of the community in the specific ward where the programme is being implemented; and
- Enhancing the employability and self-employment prospects of project participants.

The National Department of Health COVID-19 response strategy includes deploying more healthcare workers to various areas to assist in curbing the spread of the virus. A partnership was formed with the provincial Department of Health to deploy the existing trained and qualified care workers from the EPWP project to assist in the COVID-19 response working closely with the officials of the provincial Department of Health. In collaboration with the Department of Health, it was then decided that the care givers would assist by performing the following main duties:

- Compliance officers at the various local Educational Institutions;
- Data collection for COVID-19 Ward War Rooms; and
- COVID-19 Vaccination Registrations.

#### Recruitment strategy

Participant recruitment was undertaken in collaboration with the Department of Social Development. The nature and urgency of the COVID-19 response required that people with skills and previous experience as caregivers were employed to carry out the project.

- Meetings were held with various stakeholders including the Community Works Program (CWP) and the Department of Social Development and stakeholders were requested to provide a list of trained caregivers. A limited number of caregivers from the list were added to the existing EPWP database;
- Recruitment of caregivers was done through the expanded EPWP database system; and
- Selection of caregivers was done according to the clusters where the project would be implemented.

The standard EPWP Recruitment procedures were followed:

- EPWP Target groups: People with disabilities – One; Women – 62; Youth – 15;
- Fairness: Nelson Mandela Bay Metropolitan Municipality wardbased database was used to recruit participants;
- Transparency – All wards were informed about the database and the selection criteria to be used; and
- Equity – Selection is done based on the EPWP database.

### Implementation strategy

Overall, the project phases and expenditure were as follows:

- 1st Phase: April 2018-April 2019
- 2nd Phase: May 2019-May 2020
- 3rd Phase: June 2020- May 2021
- Extension: April 2021- June 2021
- Expenditure: 2019/20: R2 160 000
- Expenditure: 2020/21: R3 735 600
- Extension: R794 910.

#### Placement of Care Givers

- A three-day refresher workshop was conducted for the caregivers through partnership with the Department of Social Development (DSD) and the Department of Health. This workshop covered aspects such as the Code of Conduct of Caregivers, Registration of Caregivers.
- The intention had been to place caregivers immediately in the communities; however, due to the time required for procurement procedures in obtaining the necessary supplies (e.g., uniforms and medical supplies), a decision was taken by both EPWP and DSD to temporarily place the caregivers in various Old Age Homes to provide 'on the job training' in the interim.
- The caregivers were placed in the old age homes for a duration of two months.
- Caregivers were then each allocated responsibility for several homes in their respective areas and provided with the necessary equipment, supplies, and resources needed to execute their duties.

### Successes and challenges

Through implementation of the flagship project, collaboration and partnership with various key stakeholders (i.e., Department of Social Development, Department of Health) has been strengthened.

This project has also enhanced a positive attitude of the communities towards the health care system and the municipality.

Implementation challenges included:

- Inadequate PPEs;
- Cooperation challenges between the local health clinics and caregivers;
- Lack of cooperation between councillors and project managers;
- Safety of caregivers when visiting clients in dangerous areas; and
- Risk of COVID-19 infection and death of caregivers (during pandemic assistance).

The initial objective of the project was put on hold due to the COVID-19 pandemic; however, the project was adapted in order to support the COVID-19 response.

### Socio-economic, environmental, and sustainability impacts

The project provided a much-needed community service specifically in giving assistance to the sick, elderly and child-headed homes that could not reach their health facilities.

Many of the elderly community members assisted through the project have indicated that the project has had a positive impact on their well-being. While the focus of the project changed to providing COVID-19 response support, caregivers have continued to check-in with elderly community members facilitated through the vaccination registration aspect of the project.

The EPWP Caregivers provided significant support to the COVID-19 pandemic response working together with the Department of Health in trying to limit the number of infections, this supported continued throughout all of the lockdown levels. A negative impact has been COVID-19 infection and death of several of the caregivers.

The project created employment and training for 67 caregivers and provided income support.

Due to the positive community well-being impact of the project, the EPWP unit has recommended that the project continue, and has identified an area of further expansion to introduce an Early Childhood Development support component as this is a critical need that has been overlooked.



*Many of the elderly community members assisted through the project have indicated that the project has had a positive impact on their well-being.*



## 3.7 Msunduzi Local Municipality



### 3.7.1 Institutional arrangements, policy, and integration

#### Institutional arrangements

Msunduzi Local Municipality has an EPWP unit, in the early stage of development, which is located in the Community Services Department. The Mayor is the political champion of the EPWP and the Senior Manager: Recreation and Facilities is the administration champion and is tasked with the implementation of EPWP Projects.

As previously noted by the City, the EPWP institutional arrangements could be improved; a draft institutional structure has been formulated and the organisational structure is under discussion (Figure 36).

An EPWP Steering Committee has been setup and at least two meetings were held during the year. The Steering Committee is at an initial stage of development and the Terms of Reference are being defined.

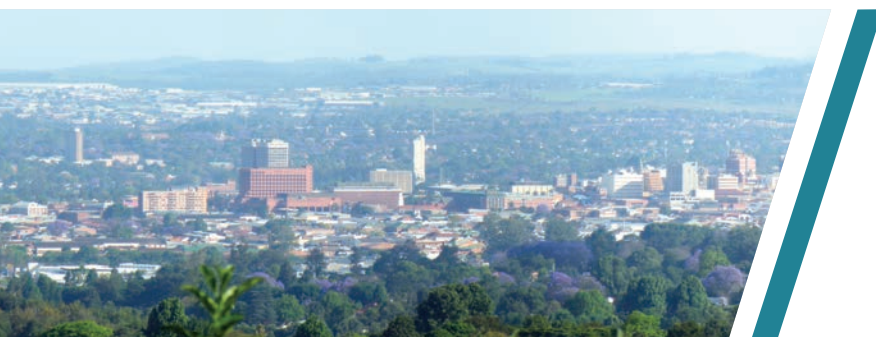
#### Policy

The City's EPWP Phase IV Policy has been approved by the Strategic Management Committee. The City is now engaged with developing the EPWP unit and implementing the Phase IV policy. The recent appointment of the EPWP champion is expected to enhance the development of the EPWP within the Msunduzi Local Municipality.

#### Integration of EPWP targets

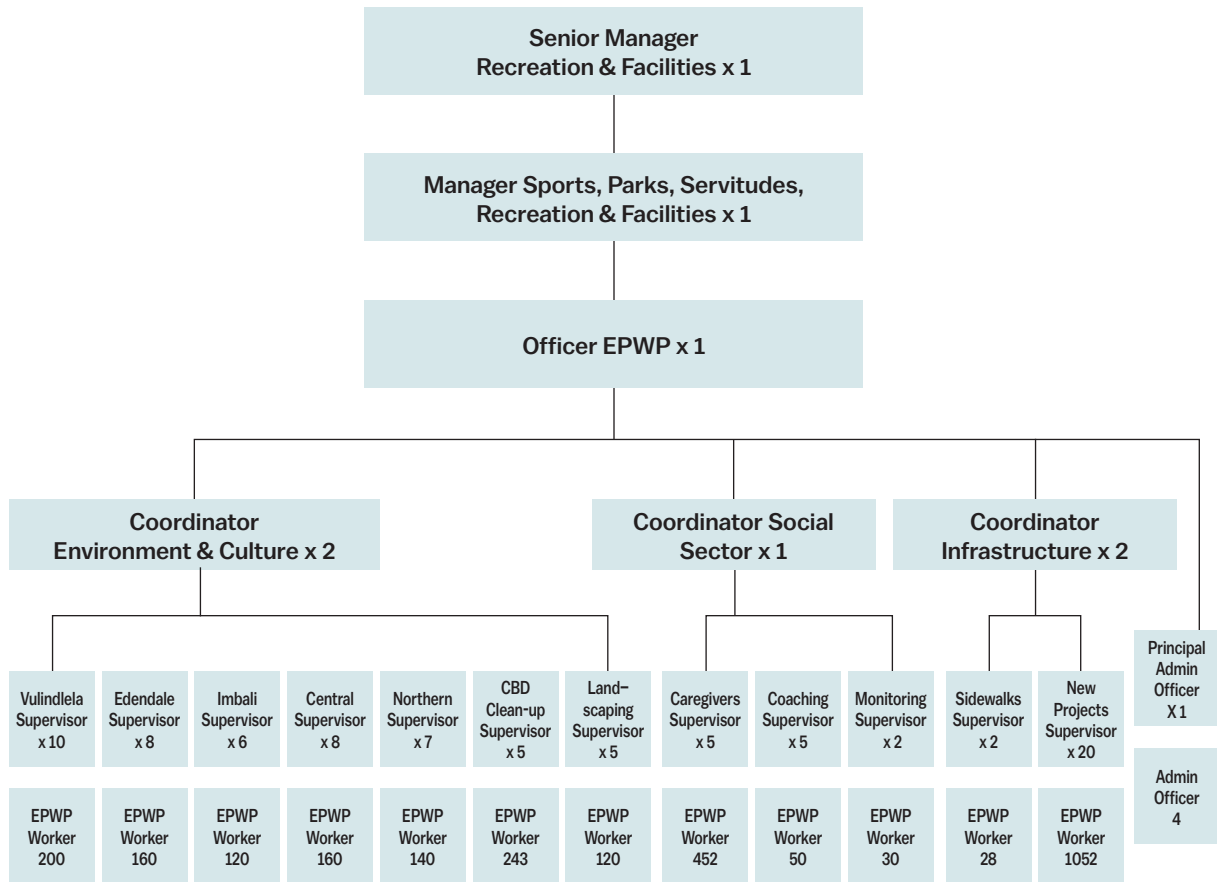
Engagements across departments and with the Municipal Manager's Office are ongoing to streamline the EPWP into other Business Units. All Business Units/Departments within the City have been encouraged to allocate one official to be part of the EPWP Steering Committee and report about their EPWP related projects.

EPWP targets are included in the Community Services Department (EPWP custodian) scorecards but are not yet incorporated into the HoD scorecards for other Business Units/Departments.



*Msunduzi Local Municipality has an EPWP unit, in the early stage of development, which is located in the Community Services Department*

**FIGURE 36: Msunduzi Local Municipality EPWP institutional arrangements.**



*Public open spaces, residential areas, and road verges were improved and maintained thus enhancing the aesthetics and value of the open spaces within the Municipality.*





### 3.7.2 Progress against EPWP indicators

**TABLE 16:** Msunduzi Local Municipality progress against EPWP indicators, 2020/21

EPWP Indicators	Amount		
Number of projects implemented	45		
Gross number of WOs created	1 543		
Person-years of work (including training, FTE)	422		
Person-years of training	0		
Allocated project budget (including professional fees)	R796 337 124		
Expenditure on EPWP (including professional fees)	R17 352 249		
Expenditure % achieved	2.2%		
Wages paid out to employees on EPWP projects	R16 804 295		
Average manual workers minimum daily wage rate	R165		
IG allocations	R4 388 000		
IG expenditure	R 2 696 000		
IG % achieved	61%		
Demographics of employment	Youth	Women	PWDs
	58.1%	47.3%	0.1%
Sector analysis:	Infrastructure	Environment & Culture	Social
Projects implemented	39	5	1
WOs	758	765	20
FTE	218	200	4

#### Integrated grant allocation

The IG was used to pay the wages of EPWP participants across four projects: City Clean up, Traffic Islands, Cemetery Maintenance, and the Sanitising Team project.

The City received a grant allocation of R4 388 000 in 2020/21, of which 61% was spent (a slight decline from the expenditure achieved of 65% in the previous year).

### 3.7.3 Challenges, successes, and lessons learnt

#### Challenges

The main challenge for the City for the 2020/21 year was a delay in implementing EPWP projects at the beginning of the year, which has negatively affected the achievement of the job creation objectives for the Municipality. To overcome this challenge for future implementation, the City has identified early planning, particularly in terms of compiling the project list and involving Senior Leadership through the EPWP Steering Committee as key measures.

Additional challenges include:

- The perception of the EPWP as a 'just-by-the-way' programme; additional political and departmental 'buy-in' is needed;
- Under-reporting;
- Inadequate institutional structure; and
- COVID-19 lockdown restrictions and protocols (i.e., rotation of employees work schedules) causing delays in implementation progress.

### Successes

The approval of the EPWP Phase IV Policy was a key success of the 2020/21 year. Added to this is the approval, in principle, of the EPWP Organisational Structure.

Expansion of the scope of work for the consultant (NSJV) to include support for the Social, and Environment and Culture Sectors to ensure that all projects are correctly captured and reported has also been an important success; unfortunately, this has been delayed due to a lack of funds.

### COVID-19 related

- The implementation of the rotational program in response to COVID-19 protocols experienced initial delays and disruptions (due in part to changing lock-down levels).
- Observing social distancing protocols has been a challenge in transporting participants to and from worksites.
- While remote working has supported the continuation of EPWP reporting, onsite data collection/capturing is necessary, which has been a challenge.
- A COVID-19 related innovation has been the use of social media facilities, particularly WhatsApp chats, to share documentation with EPWP participants to avoid physical contact and the risk of spreading infection through contaminating documents.

### Lessons learnt and continual improvement

- A structured and coordinated effort by all departments within the Municipality is key to achieving the objectives and targets of the EPWP.
- The City cannot rely only on the integrated grant to achieve its EPWP targets.
- The involvement of Technical Support has improved the performance of the Municipality



### 3.7.4 Flagship project

#### WARD BASED MAINTENANCE PROGRAMME

<b>Sector:</b>	Environment and Culture
<b>Approximate value:</b>	R11 million
<b>Stipend value:</b>	R120 per day for General Labourers; R150 per day for Team Leaders
<b>WOs &amp; FTEs:</b>	463 WO, 208.8 FTEs



#### Project summary and objectives

The project aims to contribute to the maintenance and upkeep of open spaces, road verges and neglected areas. The project's objectives include introducing an integrated maintenance approach to support service delivery to all wards. Activities include replanting and maintain traffic islands and road verges, the clean-up of litter in public spaces and the maintenance and improvement of cemeteries.

#### Recruitment strategy

Recruitment processes were jointly coordinated by Human Resources with the Office of the Speaker, and through the ward councillors by following the EPWP Recruitment Guidelines to target unemployed community members.

#### Implementation strategy

Implantation of the Ward Based Maintenance Programme was funded through both the integrated grant and council funds.

Implementation was carried out targeting areas with specific challenges of unmaintained open spaces and road verges and illegal dumping and neglected residential areas.

Participants attended an induction process, where they were informed of the objectives, the duration and the 'dos and don'ts' of the EPWP programme. Following this, participants were deployed to specific sections to implement projects.

#### Successes and challenges

The Ward Based Program has supported the Municipality in providing services in the form of open space maintenance and litter management in remote wards of the municipal area.

The additional 429 participants of the Ward Based Program improved the performance of the EPWP within the Municipality.

Challenges with project implementation included expectations of participants to be hired permanently by the municipality. The high rate of unemployment within the wards has created some animosity amongst those who have not yet been included in the project, putting pressure on the City to create more work opportunities.

While being a successful EPWP programme, unfortunately, the City is not currently able to continue to support the project into the next financial year due to administration and funding challenges (e.g., low revenue collection). Msunduzi Local Municipality remains under administration.

#### Socio-economic, environmental and sustainability impacts

Through the project, previously unemployed members of the communities received an income contributing to household stability. On the job training was provided to participants which included the Landscaping Programs and basic servicing of equipment such as brush cutters. Women and Youth participants were targeted; however, due to the physicality of the work the project did not contribute to creating WO for people with disabilities.

Public open spaces, residential areas, and road verges were improved and maintained thus enhancing the aesthetics and value of the open spaces within the Municipality.

## 3.8 City of Tshwane



### 3.8.1 Institutional arrangements, policy, and integration

#### Institutional arrangements

The higher-level institutional arrangements of the EPWP within the City are shown in Figure 37, with the Executive Mayor being the political champion and City Manager being the administrative champion. The City of Tshwane has a dedicated EPWP division which is housed in the Community and Social Development Department. The strategic objectives of the division are to be a city that facilitates economic growth and job creation, and a city that cares for residents and promotes inclusivity.

There are three sections in the unit/division: sector coordination, monitoring and evaluation, and programmes management (Figure 38). Within each section, there are directors, deputy directors, specialists and regional coordinators who oversee all seven regions. However, approximately 80% of the EPWP structure of the City has vacant positions.

There is a project steering committee that is responsible for ensuring EPWP projects are implemented successfully. All city departments are responsible for the implementation of projects in line with the OPEX and CAPEX budget plans.

#### Policy

The City's revised policy has been drafted and is in the process for approval. Developments in the policy include:

- Alignment with EPWP phase IV and EPWP Recruitment guidelines;
- Incorporation of Phase IV job creation targets and related demographics;
- Inclusion of homeless and indigent persons as target groups for recruitment; and
- Clarification of roles and responsibilities.

The development of the revised policy took some additional time as the recruitment guidelines, which were only approved subsequent to the adoption of the Phase III policy, had to be incorporated into the Phase IV policy.

#### Integration of EPWP targets

City policies have been considered in the development of the Phase IV policy to encourage and facilitate alignment.

All departments within the City are expected to contribute to EPWP performance and EPWP KPIs/targets are included in the HoD scorecards. Performance letters are issued to all departments on a monthly basis to give feedback on the departments' performance. The scorecards and performance letters assist with assessing and promoting EPWP performance. Project targets are therefore perceived as City targets, rather than only EPWP unit targets.



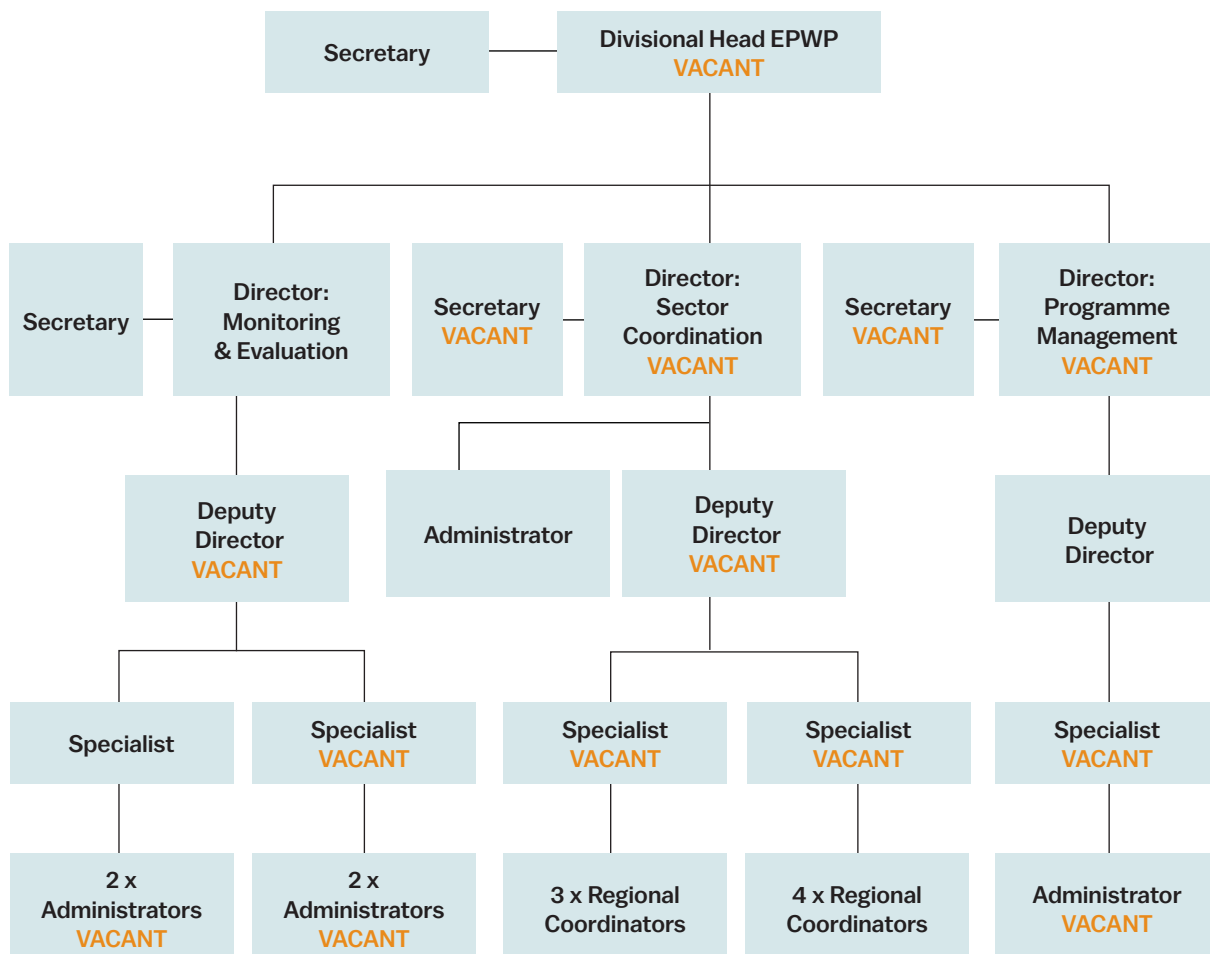
*The strategic objectives of the division are to be a city that facilitates economic growth and job creation, and a city that cares for residents and promotes inclusivity.*



**FIGURE 37:** City of Tshwane higher-level institutional arrangements.



**FIGURE 38:** City of Tshwane divisional institutional arrangements.



### 3.8.2 Progress against EPWP indicators

**TABLE 17:** City of Tshwane progress against EPWP indicators, 2020/21

EPWP Indicators	Amount		
Number of projects implemented	44		
Gross number of WOs created	4 632		
Person-years of work (including training, FTE)	1 775		
Allocated project budget (including professional fees)	R1 083 212 492		
Expenditure on EPWP (including professional fees)	R245 256 396		
Expenditure % achieved	22.6%		
Wages paid out to employees on EPWP projects	R59 910 399		
Average manual workers minimum daily wage rate	R215		
IG allocations	R12 271 000		
IG expenditure	R12 271 000		
IG % achieved	100%		
<b>Demographics of employment</b>	Youth 48.1%	Women 61.1%	PWDs 0.3%
<b>Sector analysis:</b>	Infrastructure	Environment & Culture	Social
<b>Projects implemented</b>	28	14	2
<b>WOs</b>	1 313	2 295	1 024
<b>FTE</b>	374	700	701

#### Integrated grant allocation

The integrated grant was spent on the City's Gata le Nna project, which is a mayoral project funded internally and through the IG. The project is ongoing, and participants are contracted on a rotational basis for a period of 12 months. The daily wage rate is R100 per day. The project is aimed at city cleaning and beautification across seven regions.

- The City received a grant allocation of R12 271 000 in 2020/21, a reduction from the 2019/20 allocation (approximately R23 million). The grant was fully spent at the end of the reporting period.

### 3.8.3 Challenges, successes, and lessons learnt

#### Challenges

- Due to the national COVID-19 lockdown, some projects did not continue, and others were not implemented.
- Trainings and skills development sessions were stopped/halted during the lockdown periods and virtual trainings were not a possibility.
- Data capturing continues to be an issue; reporting and submission of source documents is not occurring efficiently, and this was further exacerbated during the COVID-19 lockdown. Non-compliance with EPWP



reporting requirements (the required evidence or supporting documents are often omitted) means the associated WOs cannot be reported, reducing the number of WOs recorded for the City (i.e., less WOs are reported than were actually created as a result of the missing supporting documents).

- Several departments are of the opinion that their EPWP performance targets are high and that budget reductions, due to COVID-19 reallocations, further suggest that a review of the targets is required.

### Successes

- The DPWI, through mandates and communications, ensured that EPWP participants could continue being paid through the national COVID-19 lockdown. This meant that the community members (participants) continued to receive their stipends and could sustain themselves through the difficulty of the national lockdown.
- Ongoing registration of job seekers on the database.

### COVID-19 related

- The delay of project implementation due to COVID-19 and the national lockdown posed a major challenge to the city.
- Budgets had to be reprioritised and funds were redirected to address COVID-19 interventions. This meant that there were projects that could not be implemented and this, in turn, affected the City's performance as targets were not reached.
- Obtaining source documents and information from sites was difficult due to access restrictions as a result of COVID-19 responses. A strategy was developed that required projects and departments to submit and retrieve documents electronically. This method worked better for efficiency and for safety reasons.
- Open lines of communication were created to encourage corrective action to be taken in terms of addressing missing information and documents. Communication has improved greatly as a result.

### Lessons learnt and continual improvement

- Having proper policies in place (e.g., recruitment guidelines) is important. Implementing projects can prove difficult without having the proper guidelines in place.
- Having an open process approach to registering participants/candidates in the EPWP recruitment database ensures that there are always participants available for the different departments.
- Reporting requires a teamwork approach to work efficiently.
- The City's statement by the accounting officer needs to also be included in the annual reports.
- Engaging with people outside the immediate EPWP team helps to highlight issues and solutions that may not otherwise have been identified. Ongoing engagements with the other municipalities, the DPWI and the coordinating department within the different provinces would help in sharing experiences, issues, solutions, and best practices.
- The City is in the process of finalising the procurement plans for 2021/22 and more than 12 000 WOs are projected for the new financial year. Technical support to the Infrastructure Sector/Departments is planned for the 2021/22 year to improve the performance of the Infrastructure Sector.





### 3.8.4 Flagship project

#### GATA LENNA PROGRAMME 2020/21

<b>Sector:</b>	Environment & Culture
<b>Approximate value:</b>	R54 million, R42 million from the City and R12 million from the EPWP Integrated Grant.
<b>Stipend value:</b>	R100 per day. Participants are employed for a duration of 12 months.
<b>WOs &amp; FTEs:</b>	Over 2000 WOs, 1775 FTEs



#### Project summary and objectives

The Gata Lenna programme was initiated in the 2019/20 financial year and was also implemented in the 2020/21 year. The project's objectives are to:

- Alleviate poverty and reduce unemployment in disadvantaged, vulnerable communities; and
- Ensure cleanliness and the beautification of the City.

The project further aims to motivate and reward departments in the City who participate in and contribute to the EPWP.

Project activities included litter sorting and collecting, clearing-up of illegal dumping sites, the maintenance of open spaces, cleaning and maintenance of city facilities and maintenance of cemeteries.

#### Recruitment strategy

Participants were selected at random (lottery process) from the EPWP database of job seekers. The number of participants to be selected was informed by the requests from various participating departments. The lottery selection process involves a number of stakeholders including the audit and risk and group human capital departments, the ward councillor (as an observer) in which the project will be implemented and the implementing department. The lottery selection process is audited by the audit and risk department who then issue a certificate of validation should the process be found to be compliant, free, and fair.

#### Implementation strategy

Participants are allocated to each of the participating departments and form part of the departments' labour force. Upon completion, participants are given a certificate of service. Participants will also be issued with end of contract letters, which stipulate that they have participated in the project. Participant termination is executed by the department that requested the participant. Job opportunities created are reported to the EPWP department monthly.

#### Successes and challenges

The key successes of the project have been the achievement of its aims; namely, to contribute to poverty alleviation and improve the cleanliness and aesthetics of the City. The EPWP participants are in high demand from city departments, indicating that the work they are doing is being valued. There is a dependency on the EPWP programme for participants to form a part of the departments' labour force.

Challenges in implementing the project included the high expectations of the participants for permanent employment or to be employed on a longer contract term. Some participants indicated that they felt the stipend is too low and insufficient to sustain their daily needs and requested for the stipends to be increased.

### Socio-economic, environmental, and sustainability impacts

- Social upliftment through the provision of income to multiple households. The lottery process does provide for the selection of participants across demographic groups, aiding the participation and inclusion of the different demographic groups in the EPWP projects.
- Participants are locally recruited and a large proportion of their earnings are, therefore, spent locally, thus uplifting local economies.
- Improved cleanliness (hygiene) and beautification of the City's public spaces – complaints from local communities about the poor hygiene and cleanliness of the City have reduced.
- As part of the project, waste is removed from the environment. The project is linked with the City's Environmental Department.



*The key successes of the project have been the achievement of its aims; namely, to contribute to poverty alleviation and improve the cleanliness and aesthetics of the City.*

## 3.9 City of Cape Town



CITY OF CAPE TOWN  
ISIXEKO SASEKAPA  
STAD KAAPSTAD

### 3.9.1 Institutional arrangements, policy and integration

#### Institutional arrangements

The EPWP corporate, consisting of a manager and heads of departments, functions as the EPWP champion. The overall EPWP targets lie with the corporate and are then shared with the line departments. The EPWP corporate is the custodian of the EPWP approach in the City; the corporate provides the methodologies and engages with various stakeholders internally and externally. The line departments are responsible for the implementation of projects. There are EPWP structures within the various departments.

The EPWP institutional arrangements within the City include (Figure 39):

- An Executive Management Team;
- An Executive Director: Social Development and Early Childhood Development;
- An EPWP Working Group consisting of stakeholders (payroll, human resources, and finance) and a representative from each sector; and
- An EPWP Coordinators Forum comprising line department representatives, who outline issues and share knowledge on implementing the EPWP within their offices.

Any EPWP-related issues requiring urgent attention are escalated to the Executive Director and then addressed by the Executive Management Team.

The City has indicated that an internal review of the institutional structure/arrangements is needed to ensure efficient and proper reporting processes.

As indicated by the City, there is strong political buy-in and support for the EPWP. There is strong support from the City Management Committee (the mayor and the team) and the council.

#### Policy

The City is currently implementing its policy aligned with the national EPWP Phase IV Policy, including a focus on recruitment and training/skills development. Many of the objectives and aims that are mentioned in the national Phase IV Policy were already being implemented in the City before the development of the Phase IV Policy, particularly the recruitment strategy. The City was the first to introduce and implement a job-seekers database; an innovation that has now been adopted by the national office.

#### Integration of EPWP targets

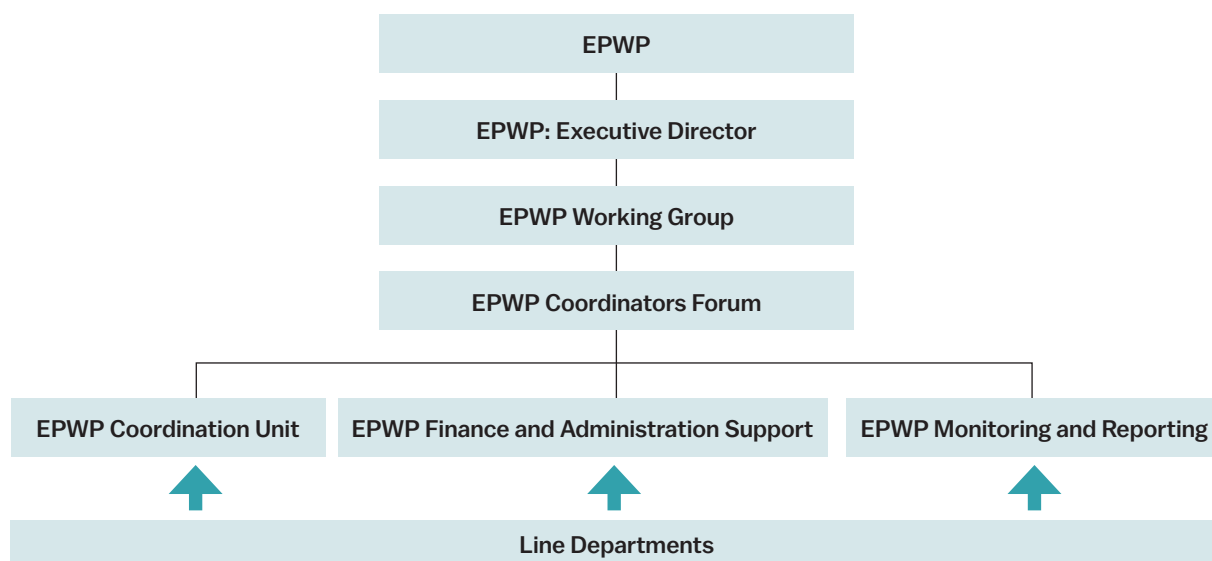
The EPWP policies and points of focus have been incorporated into other city policies. The City's policies are also currently being reviewed to align and respond to the COVID-19 situation and how the City intends to respond to the changes brought on by COVID-19, including those that will impact EPWP implementation in the City of Cape Town. The City's IDP continues to specify and outline the role and implementation of the EPWP in the City.

EPWP targets are incorporated into the scorecards of each Executive Director.



*The City was the first to introduce and implement a job-seekers database; an innovation that has now been adopted by the national office.*

**FIGURE 39:** City of Cape Town EPWP unit institutional arrangements.



### 3.9.2 Progress against EPWP indicators

**TABLE 18:** City of Cape Town progress against EPWP indicators, 2020/21

EPWP Indicators	Amount		
Number of projects implemented	400		
Gross number of WOs created	15 175		
Person-years of work (including training, FTE)	3 758		
Person-years of training	20		
Allocated project budget (including professional fees)	R2 051 585 773		
Expenditure on EPWP (including professional fees)	R208 627 447		
Expenditure % achieved	10.2%		
Wages paid out to employees on EPWP projects	R156 760 332		
Average manual workers minimum daily wage rate	R179		
IG allocations	R44 772 000		
IG expenditure	R14 241 000		
IG % achieved	31.8%		
<b>Demographics of employment</b>	Youth	Women	PWDs
	59.1%	58.6%	0.4%
<b>Sector analysis:</b>	Infrastructure	Environment & Culture	Social
Projects implemented	76	147	177
WOs	1 458	8 990	4 727
FTE	263	2 191	1 304

### Integrated grant allocation

The IG was used specifically for the implementation of the following projects:

- Smart cape Digital Cadets
- Kader Asmal Skills Programme
- Kader Asmal Integrated Catchment
- CAPEX – computers and equipment – EPWP programme administration
- Displaced People's Unit Phase Two (Project terminated)
- Land Invasion Unit
- Displaced People's Unit Phase One – Support
- LE EPWP Support Safety – Clerks
- LE Graffiti Removal Unit
- LE Workers, Supervisors and Semi-Skilled Workers
- LE Muizenberg

The IG was allocated to the respective implementing line departments to implement the projects through the application of labour intensive delivery methods.

The City received a grant allocation of approximately R45 million in 2020/21, which was an increase in the amount received in the previous period (approximately R33 million). The grant had been almost fully spent by the end of the reporting year, an improvement from the 47% expenditure achieved during the 2019/20 year.

### 3.9.3 Challenges, successes, and lessons learnt

#### Challenges

- A review of the City's IDPs revealed that EPWP implementation plans were in the past not timeously prepared. Going forward, the development of the plans will be undertaken much earlier.
- Under-reporting is an ongoing challenge, particularly within the Infrastructure Sector. The City also experienced difficulties with the national EPWP reporting system being unstable.
- The COVID-19 pandemic created some challenges for EPWP implementation (see below).

#### Successes

- Skills development projects continued to be successfully implemented and completed through the challenging situation of COVID-19; online and small class approaches were adopted in adapting to the circumstances. Participants have been able to obtain their certification and accreditation.
- The City has targeted unemployed graduates with training in the environment/green economy sector. The training programmes have been successful in that they have been able to garner an increasing number of participants over time. One programme that started with approximately 30 participants ended with twice the number of participants taking part. Some of these participants were employed following the training. Some participants were also employed as technical support (water and sanitation, transport department) after having received EPWP training.
- The City hosted an EPWP awards ceremony to encourage implementers to develop and implement innovative projects.
- The EPWP has strong political support and community buy-in within the City.

#### COVID-19 related

- Some projects were delayed, and some were put on hold; particularly projects within the Infrastructure Sector.
- EPWP monitoring and reporting was not included as part of the essential workers that were permitted to work during the higher levels of the national lockdown. Provisions were not made for reporting and collection of physical documents such as timesheets during the higher levels of the national lockdown. Collecting physical documents was a challenge as some contractors were closed.
- As a result of the COVID-19 situation and reporting challenges, less WOs were reported than were actually achieved making it seem the City was not meeting its targets.

- Additional expenditure was incurred in the provision of stationery and individual timesheets to avoid physical contact between participants. This additional expenditure reduced the number of WOs that could be created.
- Some participants who were initially recruited for office administrative-based work prior to the pandemic were repositioned into other projects/ work.
- The response to the pandemic situation highlighted the success of organisational support and teamwork between the City's departments in assisting each other to ensure that participants did not lose their jobs as a result of the pandemic. Communications were held with HR to find ways to manage the EPWP without having to retrench any of the workers during the national lockdown/global pandemic.
- COVID-19 precautions and measures were successfully put in place and executed. Financial and budget plans were made to assist all line departments to cover the expenses of having participants who worked to ensure that COVID-19 measures were being adhered to.
- There were projects that were developed and implemented during the national lockdown in which participants were recruited to assist as essential healthcare and traffic officer workers. The health sector was boosted with participants that aided in the sector where needed. Some participants were recruited under different departments into projects that engaged with different people in the city (e.g., at the taxi ranks) to spread awareness on COVID-19. Some participants formed the public participation units which implemented the COVID-19 awareness campaigns within communities.

### Lessons learnt and continual improvement

- It is important that the plans for EPWP implementation are developed and prepared ahead of time (e.g., in March for implementation in the next financial year July).
- Providing training and certification can be challenging; this can be overcome through building relationships with external stakeholders that can provide certification and accredited training. Further interaction with external training partners/stakeholders (such as SITA) that can provide accredited training and certification to EPWP participants is needed.
- The SACN-EPWP reference Group is a valuable mechanism for city collaboration, learning and support.
- Assistance and support is needed for the development and progression of SMMEs and entrepreneurship.



There were projects that were developed and implemented during the national lockdown in which participants were recruited to assist as essential healthcare and traffic officer workers.



### 3.9.4 Flagship project

#### WOMAN AT WORK PROGRAMME

<b>Sector:</b>	Social
<b>Approximate value:</b>	R1.3 million
<b>Stipend value:</b>	R200 per day
<b>WOs &amp; FTEs:</b>	152 WO, 59 FTEs



#### Project summary and objectives

The Woman at Work Programme is championed by Cape Town's Transport and Urban Development Authority (TDA) and aims to empower women in the workplace, providing them with skills for work that is generally associated with men.

The concept is based on transitioning women-only road repair teams into a male dominated environment through a pervasive training and change management support programme. It furthermore provides training and management at the depot level to create a gender-sensitive and conducive environment.

The objectives of the project are:

- To ensure that all 114 beneficiaries attend and participate in accredited and non-accredited training for the duration of the period, with the intention that – by the end of the programme – the women will be equipped to either apply for permanent positions or start their own businesses; and
- To create a platform and partnership agreements that will enable the creation of exit strategies and other employment opportunities after the project. The TDA ultimately aims to create permanent job opportunities through the development of a pipeline of competent, empowered women maintenance teams for the City.

The project is considered as a strategic initiative, as it will enable the TDA to deliver on its mandate of integrated transport and urban development, specifically in safe road infrastructure and maintenance.

#### Recruitment strategy

The TDA Training Academy assisted depot management to identify suitable candidates from the local sub-council job seeker's database in accordance with the City's EPWP Policy. After a physical assessment, as conducted for the male counterparts, the candidates are interviewed for job-, cultural- and motivational-fit. The successful candidates are appointed on temporary contracts and training commences.

#### Implementation strategy

The project is being implemented over a three-year period.

Participants receive initial training. Induction/orientation sessions are conducted by:

- Depot management to create an understanding of the depot environment;
- EPWP representatives to create an understanding of contracts and policies; and
- The TDA Training Academy to create an understanding of the programme flow, individual responsibilities and expected behaviour.

Once the participants have completed the initial training, they receive on-the-job exposure and skills development. The focus of the on-site technical skills training is to equip the women with the necessary technical skills to enable them to execute their tasks at an acceptable level of performance.

A further set of skills developmental interventions are provided, which are designed to empower the women beyond basic technical competence. This includes:



- Foundational/occupational training – Literacy, Matric, Learner/Driver's license;
- Council Driver's license, Code 14 license, TAMS Supervisor (as required);
- Formal advanced technical training (Certification) – Road repairs, storm water infrastructure cleaning, footway repairs, and road markings;
- Change Management workshops/Awareness training – values, diversity, sexual harassment, social, family, health;
- Life skills training – financial and personal;
- Formal generic training – communication, interpersonal, teamwork, supervisory, interviewing; and
- Entrepreneurial training – administration, project management, financial management, people management and business start-up.

Each participant receives a Personal Empowerment Path portfolio to keep a record of training and progress. The Training Academy facilitates post-training briefing sessions to enable the women to complete these portfolios.

On-site performance is measured by means of competency assessments conducted by the depot management.

Regular check-in sessions (per depot/all women/all managers) are facilitated by the Training Academy to assist depot management with the implementation.

The Training Academy also administers and facilitates an annual competition with the aim to set new standards and higher levels of performance.

### Successes and challenges

The Women-at-Work Programme now has one working team in each of the City's Roads Infrastructure Management Depots.

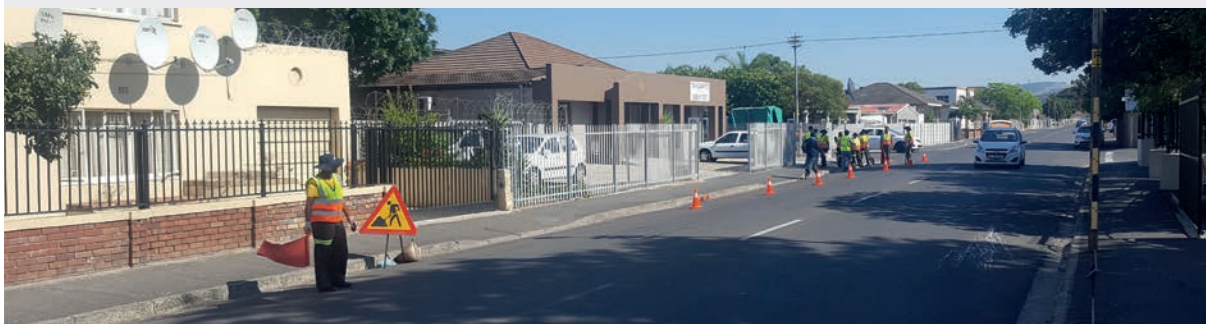
Challenges experienced in implementing the project included:

- Availability of trucks and equipment;
- Allocation of dedicated experts (foremen, small plant operators, handymen);
- Impact of exposure to media attention;
- Women specific physical issues;
- Access to toilet facilities for women when working on-site; and
- Resistance from males towards women at manual labour level.

### Socio-economic, environmental, and sustainability impacts

The key socio-economic outcome of the project is to empower women with skills to enable income generation. Additional project impacts are:

- Improved roads within the Metropolitan Municipality and greater capacity for further improvements through skills development;
- Improved stakeholder/partnership engagement and collaboration; and
- The development of a holistic training/skills development package that could be adopted in other projects.



This section draws on key insights to provide an analysis across all cities, and leverages this analysis to present shared learnings for all cities. Specifically, it undertakes an integrated analysis based on individual city performance against the main EPWP indicators (i.e., WO created, EPWP expenditure, etc.) and information gathered as part of the city analysis. As such, the basis for this analysis is information provided by cities through city-specific consultations. Where possible, specific experiences or examples from cities are drawn through into the analysis and shared learnings. However, this is limited by the extent of the response from the cities during the consultation process, and in such cases where further research or investigation is required, these have been highlighted as future areas for shared learnings across cities.

## 4.1 Comparative analysis of member cities

The comparative analysis is based on the percentage contribution of each city to the total performance for each of five key indicators: number of projects implemented, work opportunities created, person-years of work (Full-Time Equivalents or FTEs), expenditure on EPWP, and total wages paid out. The percentage contribution was calculated by dividing the performance of each city by the total (aggregated) performance for all cities for each indicator and expressing this as a percentage. The results are presented in Table 19 which shows the cities ranked according to relative performance across all five indicators.

It should be noted that the degree of performance shown is related to the budgets allocated to the cities. Some of the larger cities may be perceived as high performing; however, this may be due to them being allocated higher budgets compared to the smaller cities. Budget allocations for EPWP projects are based on city and population size (among other requirements). The City of Ekurhuleni was allocated the largest budget for the 2020/21 period, but was only able to spend approximately 4% of the allocation. Mangaung Metropolitan Municipality received the lowest EPWP budget allocation, and also achieved an expenditure of just under 4%. While City of Johannesburg received the third highest budget allocation, it had the lowest expenditure achieved (1.6%, see Table 7).

**TABLE 19:** Comparison of city performance for five key criteria, 2020/21

City and rank 1=best; 9=least	Projects Implemented	Work opportunities	Person-Years of Work (FTEs)	Expenditure on EPWP	Total Wages Paid Out
1 eThekweni Metropolitan Municipality	9%	30%	44%	36%	41%
2 City of Cape Town	36%	26%	18%	18%	19%
3 City of Ekurhuleni	19%	10%	14%	12%	15%
4 City of Tshwane	4%	8%	9%	21%	7%
5 City of Johannesburg	16%	10%	3%	3%	4%
6 Nelson Mandela Bay Municipality	7%	5%	5%	5%	7%
7 Buffalo City Metropolitan Municipality	4%	8%	5%	3%	4%
8 Msunduzi Local Municipality	4%	3%	2%	2%	2%
9 Mangaung Metropolitan Municipality	1%	0.5%	0.5%	0.5%	0.50%

Note: Slight discrepancies due to rounding.

Comparatively, there has been little change in the ranking of the cities in relation to one another since the 2019/20 year. eThekweni Metropolitan Municipality scored highest in 2020/21, taking the lead from the City of Cape Town – who scored the highest in 2019/20 – while the City of Tshwane scored higher than the City of Johannesburg in 2020/21 (trading places for the 4th and 5th highest cities, respectively).

Figure 40 and Figure 41 show radar charts for the same data, split into two charts grouping the cities due to their relative similarities and differences for ease of comparison. The figures provide an indication of which areas (indicators) the individual cities are focusing on relative to the other cities and demonstrate areas of EPWP programme maturity and areas for improvement.

**FIGURE 40:** Comparative analysis of focus areas and performance for the City of Cape Town, eThekweni Metropolitan Municipality, City of Ekurhuleni, and the City of Tshwane, 2020/21.

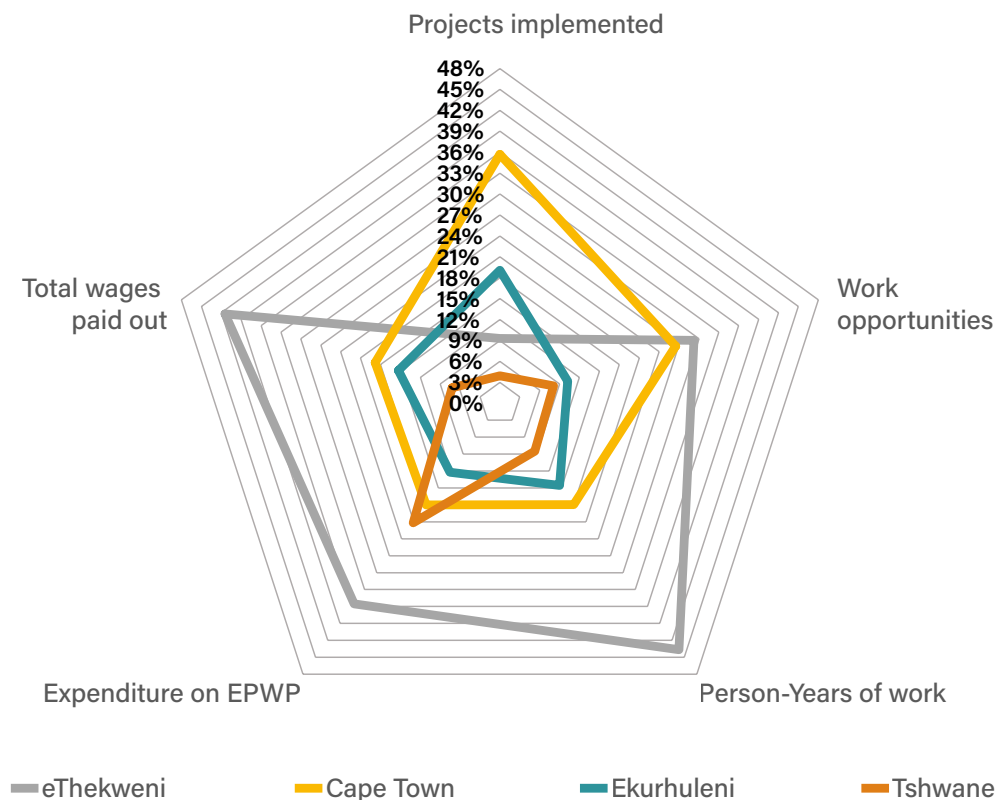


Table 19 and Figure 40 indicate that eThekweni Metropolitan Municipality has generally been the best performing city, contributing about 35% of the total expenditure on EPWP of the nine cities – resulting in 30% of work opportunities and 44% of FTEs created, and just over 40% of total wages paid. This was achieved through comparatively few projects (eThekweni Metropolitan Municipality contributed to under 10% of total projects implemented).

*Although only contributing to about 18% of total expenditure, the City of Cape Town has implemented the most projects, with almost 36% of total projects implemented.*

Although only contributing to about 18% of total expenditure, the City of Cape Town has implemented the most projects, with almost 36% of total projects implemented, resulting in just over a quarter of work opportunities created, 18% of FTEs, and 19% of total wages paid out. The City of Ekurhuleni’s expenditure contributed 12% to total expenditure, which resulted in almost 20% of total projects implemented, about 15% of FTEs and total wages paid out, and just over 10% of total work opportunities created. The City of Tshwane contributed just over 20% to total expenditure, which resulted in just over 8% of work opportunities and FTEs, around 7% to wages paid and about 4% of total projects implemented.

**FIGURE 41: Comparative analysis and focus areas for the City of Johannesburg, Nelson Mandela Bay Metropolitan Municipality, Buffalo City Metropolitan Municipality, Msunduzi Local Municipality, and Mangaung Metropolitan Municipality, 2020/21.**

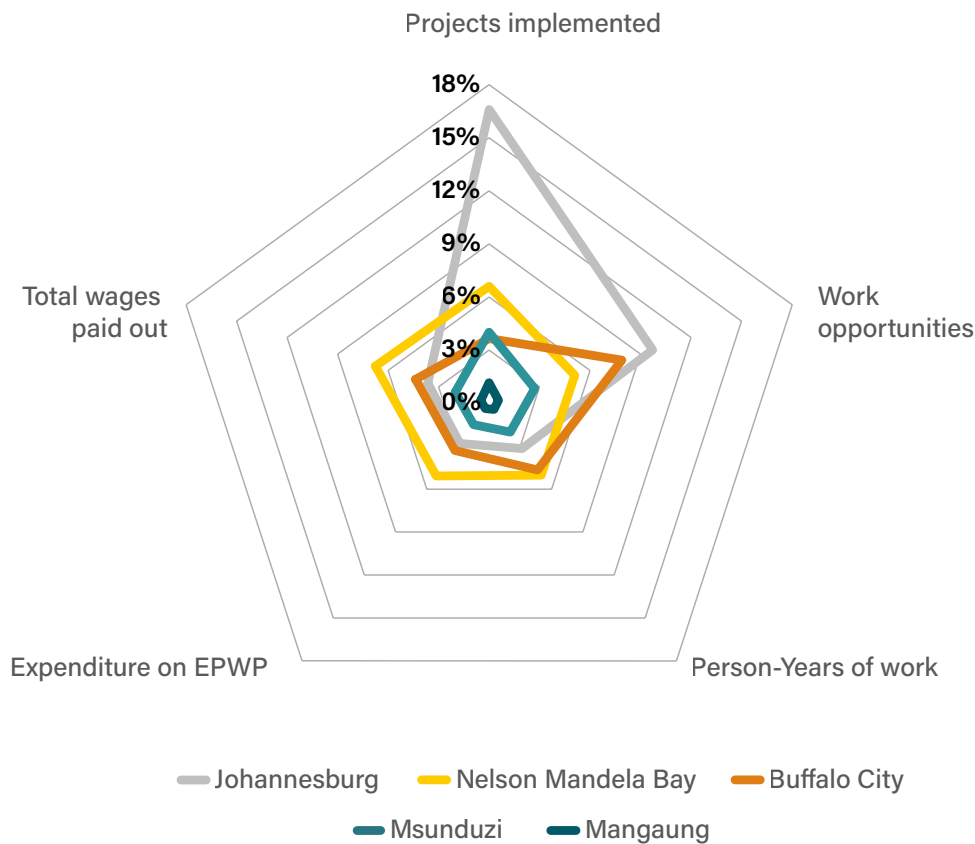


Figure 41 indicates that although the City of Johannesburg only contributed about 3% to total expenditure, this resulted in 10% of work opportunities created and 17% of total projects implemented. Total wages and FTEs are, however, less than 4% of the combined city totals. Nelson Mandela Bay Metropolitan Municipality contributed to just over 5% of total expenditure, which resulted in the implementation of just under 7% of all projects and wages paid, and around 5% of work opportunities and FTEs created. Buffalo City Metropolitan Municipality contributed to just more than 3% of total expenditure, which resulted in almost 8% of work opportunities, just over 4% of FTEs and wages paid, but less than 4% of projects implemented. Msunduzi Local Municipality spent just over 1% of the expenditure which resulted in approximately 4% of total projects implemented, almost 3% of work opportunities and 2% of both FTEs and wages paid. Mangaung Metropolitan Municipality had the lowest contribution in all focus areas, with less than half a percent of total expenditure resulting in around half a percentage of work opportunities, FTEs and wages paid out, but just over 1% of total projects implemented.

## 4.2 Successes and challenges

Within the 2020/21 year, cities have had to navigate volatile and uncertain conditions; these challenges have made implementation of the EPWP Programme across cities even more difficult. However, considering the national lockdown and related restrictions, several successes have been achieved by the cities over the period; including improvements in reporting, enhanced institutionalisation, additional support, and improved communications.

The City of Johannesburg reported successes in EPWP reporting and audit efficiency (i.e., only reporting on EPWP-compliant programmes and projects while non-compliance is amended before being reported), while there has been further institutionalisation through a push for EPWP to be represented in all executive committees with EPWP as a standing agenda item. Msunduzi Local Municipality also further enhanced institutionalisation of the EPWP programme through receiving approval of the Phase IV Policy, while the City of Ekurhuleni reported that

the use of 'war rooms' has improved EPWP implementation and enhanced performance, and reporting has been achieved. eThekweni Metropolitan Municipality reported a success in implementation of a communications strategy for COVID-19 awareness, while City of Cape Town achieved successes in skills development projects by delivering online classes and hosting small classes. Mangaung Metropolitan Municipality indicated that support from SACN and SALGA was constructive, while the City of Tshwane indicated that the EPWP continued to provide income support to participants during the hard lockdown period.

Despite these successes, the challenges presented by the COVID-19 pandemic were significant. Firstly, at the start of the Level Five lockdown, many EPWP programmes and projects (including training) were either placed on hold, disrupted, or delayed due to restrictions and changing priorities and/or reduced budgets. In addition, remote working made it difficult for projects to be implemented, for reporting to be done effectively, and for key decisions to be made. The system of project reporting remains a challenge across many cities, which was exacerbated by remote working, as the system is still paper based; requiring participants to sign documents. Reports often still lack data or contain poor quality data, which is attributed to non-submission of, or delays in the submission and acquisition of data by sub-contractors and/or project managers, and a lack of compliance with reporting processes.

Another challenge relates to capacity, with dedicated EPWP staff being too few, and, as a result, impacting negatively on implementation and reporting. A shortage of staff has also been noted as a factor inhibiting innovation in project design and implementation.

In addressing these challenges, certain measures have been implemented. In some cases, greater communication and stricter reporting measures have been implemented to ensure more accurate reporting and compliance. The City of Johannesburg, City of Ekurhuleni, and Mangaung Metropolitan Municipality all enhanced communication reporting requirements to relevant entities, departments, and service providers. Technology solutions were adopted, including virtual meeting platforms and the introduction of an electronic payroll system in eThekweni Metropolitan Municipality. Early planning has also assisted the City of Cape Town and Msunduzi Local Municipality to plan more effectively for implementation.

While technical assistance was provided by the DPWI – which has provided much-needed support to cities and assisted some cities to improve performance – cities have indicated other support and assistance that would help them to overcome the challenges that were faced. One suggestion calls for a dedicated structure to assist departments to ensure accurate submission of information and compliance.

It was suggested that more support could be provided from coordinating departments within the provinces, as this helps to highlight issues and solutions that otherwise might have been missed. This could include additional engagements with other municipalities, the DPWI, and the coordination department within the province to help share experiences, issues, solutions, and best practice. In addition, there could be more interaction and engagement with external training partners and stakeholders (such as SITA) that provide accredited training and certification.

*One suggestion calls for a dedicated structure to assist departments to ensure accurate submission of information and compliance.*

Several suggestions have been made that relate to internal (i.e., city) support or changes required to improve EPWP implementation, including reporting. It was suggested that EPWP champions only be responsible for EPWP (and no other tasks or duties) and be responsible for drawing more attention to EPWP, while greater support from administrative and political leadership would assist increased buy-in and, therefore, accountability to address non-compliance. Another suggestion speaks to greater capacitation and strengthening of institutional structures, as well as further integration of the EPWP into departmental scorecards to enhance accountability. It was also suggested that planned projects from the IDP, as identified during community participation, be linked into the EPWP and for greater dedicated municipal budget for EPWP projects. Around reporting, suggestions by cities indicate that a move to an electronic system would improve efficiency. An internal electronic system would enhance the effectiveness of reporting and could feed into the national reporting system.

Cities were asked to rate their perception about the effectiveness of their EPWP projects in providing income support, equipping participants to find employment at exit, and in developing useful public assets and community services. Table 20 shows the ratings made by each of the cities. Most cities agree that the EPWP is most successful in providing income support to participants and relatively successful in developing useful public assets and community services, but less so in equipping participants to find employment at exit. The latter is considered in more detail in section 4.7.

**TABLE 20:** Perception of each city towards the effectiveness of the EPWP (1 = effective and 10 = not effective), 2020/21.

City 1=effective and 10=not effective	Providing income support	Equipping participants to find employment at exit	Developing useful public assets and community services
Buffalo City Metropolitan Municipality	3	4	2
City of Ekurhuleni	3	5	2
eThekweni Metropolitan Municipality	1	1	1
City of Johannesburg	2	5	2
Mangaung Metropolitan Municipality	5	2	2
Nelson Mandela Bay Metropolitan Municipality	1	5	5
Msunduzi Local Municipality	1	6	5
City of Tshwane	2	5	5
City of Cape Town	1	1	1

### 4.3 The impact of Covid-19 on the EPWP

The previous sections have already begun to highlight the impact that COVID-19 has had on implementation and performance of the EPWP. However, cities have provided additional insights into the specific challenges and successes as a result of COVID-19, as well as an indication of best performing Sectors and projects, and the flexibility of the EPWP in adapting to changing conditions.

It is not surprising that the National lockdown, initiated in March 2020, had a significantly negative impact on the EPWP programme. Level Five lockdown rendered all but essential services immobile, causing direct stoppages on most EPWP projects. Implementation was noted as a specific challenge by all cities for a number of reasons

*Level Five lockdown rendered all but essential services immobile, causing direct stoppages on most EPWP projects.*

that all relate to specific restrictions brought upon by COVID-19. For example, given that projects are human-centred and often require transporting and facilitating large groups of participants, social distancing, and other protocols (including rotating participants, reducing participants, screening participants, sanitising tools, etc.) made it extremely difficult to continue with 'business as usual', impacting on performance and reporting in all cities to varying degrees. In addition, budgets were redirected and reduced, making it even more difficult to implement EPWP projects. This was noted specifically within the City of Ekurhuleni and City of Tshwane, where budgets were prioritised

and funds redirected to address COVID-19 interventions, which meant that EPWP projects could not be implemented properly or at all. Additionally, the City of Ekurhuleni noted that budget cuts will continue in the new financial year. The direct impact of COVID-19 infections also played its part, with participants and management alike suffering from infections, making it difficult to coordinate and implement projects. The eThekweni Metropolitan Municipality noted that, within the second wave, there was a particularly high rate of infection amongst participants, and that managing isolation and quarantining was a large challenge that the city had to face.

Considering these challenges, cities did manage to record a range of successes over the period, which can act as learnings for other cities. Within a number of cities, EPWP participants were reallocated to provide support for COVID-19 specific initiatives or programmes. This included EPWP participants supporting sanitisation, screening, and PPE distribution, acting as 'COVID-19 ambassadors' to raise awareness, assisting as essential healthcare and traffic officer workers, and even being contracted to assist in call centres. Buffalo City Metropolitan Municipality was



able to initiate and launch a COVID-19 Relief and Support Programme, where over 200 EPWP participants were spread across the metro undertaking sanitisation, mask distribution and temperature screening at all municipality building and workstation access points. The City of Ekurhuleni managed to shift participants who could not work on site into call centres to support on-going implementation of the Siyakhokha project. Within City of Cape Town, participants were recruited to assist as essential healthcare and traffic officer workers, and the health sector was boosted with participants that aided in the sector where needed. Additionally, some participants were recruited by other departments and incorporated into projects to spread awareness on COVID-19; for example, at taxi ranks. Other participants formed the public participation units, which drove COVID-19 awareness campaigns within communities.

Another key achievement reported across most cities was the implementation of better hygiene and infection control measures, including proper hand washing techniques and sanitisation of tools and equipment. The City of Johannesburg implemented 'Covid-19 management of exposure procedures' which included two screening stations each comprising of a portable hand washing basin, paper towels, sanitiser, and hand soap. They also implemented good practices around the sanitisation of tools and equipment, while supervisors advised their employees on the risks associated with Covid-19 and the importance of washing hands and sanitising. eThekweni Metropolitan Municipality implemented infection control measures; instead of participants reporting to a central depot or council offices, their attendance was monitored by Area Cleansing Officers at each site.

Additionally, communications and reporting were improved during the year as electronic methods were adopted for engagements, communications, circulation of documents, and capturing of reporting data. eThekweni Metropolitan Municipality stopped large meetings and gatherings, and instead, engaged with participants on a one-on-one basis which observed social distancing protocols, while data capturing was collected electronically and captured remotely. The City of Tshwane also implemented a strategy that required documents to be shared electronically. Within Msunduzi Local Municipality, during the induction process, participants were sent Code of Conducts and other relevant documents via WhatsApp to avoid contamination of documents.



Cities reported on the Sectors they considered to be best performing over the period. The Environment and Culture Sector and Social Sector were both highlighted as well performing, although in a several instances, cities also recognised the Infrastructure Sector. Further, cities were asked to rate the flexibility and adaptability of EPWP in relation to COVID-19 impacts using a rating of between one and five, with one being inflexible/not adaptable and five being very flexible/adaptable. Responses varied, however, on average: the programme was rated at 3.4/5, meaning that cities consider the programme to be relatively flexible in adapting to change.

*The Environment and Culture Sector and Social Sector were both highlighted as well performing, although in a several instances, cities also recognised the Infrastructure Sector.*

Only a handful of cities have implemented long-term changes and/or innovations that will allow them to continue to battle the challenges that are presented considering the COVID-19 crisis and allow them to continue to be flexible and adaptable. The City of Johannesburg noted that they are undertaking daily training and awareness for all employees. In the eThekweni Metropolitan Municipality, data capturers have been provided with network cards to allow them to capture data remotely, which has helped them to exceed their targets. The City of Tshwane has reported that electronic methods for submitting and receiving documentation has been implemented and highlighted the importance of continuing to adopt certain learnings such as virtual meetings, which are more efficient than physical meetings. A few cities that have not implemented any long-term changes noted the reason as being that the situation is evolving and that the programme still needs to adapt.

## 4.4 Institutionalisation of the EPWP

The extent of institutionalisation of the EPWP in cities can be compared by understanding the types of institutional structures that are in place; the mechanisms for accountability, political support and buy-in; the level of vacancies being experienced, and the level of integration of the Phase IV policy into city documents. Currently, most cities have a dedicated EPWP office or unit. These offices or units are located within different structures and positions across the cities, ranging from within from the Office of the City Manager in Buffalo City Metropolitan Municipality to the Economic Development Department in the City of Ekurhuleni. In many cases, specific units or departments have their own EPWP representatives or coordinators.

Most cities have a Steering Committee, with just a few noting that there is no currently active committee or forum. EPWP champions are also common across cities, but again, range from a single champion; such as the Executive Mayor in Nelson Mandela Bay Metropolitan Municipality, a Senior Manager in the Office of the City Manager in

*Most cities have a Steering Committee, with just a few noting that there is no currently active committee or forum.*

Buffalo City Metropolitan Municipality, and multiple champions within each department within the City of Johannesburg. As such, there are champions that are political, administrative, and a combination of both.

Accountability for implementation also varies according to the structure, with accountability either at the level of the EPWP office or unit, or within the department that is responsible for the implementation of the various projects. Cities have also reported on political support and buy-in, with varied responses. Around half of the cities expressed that there is a need to strengthen political buy-in (City of Johannesburg, City of Ekurhuleni, Mangaung Metropolitan Municipality, City of Tshwane, Nelson Mandela Bay Metropolitan Municipality, and Msunduzi Local Municipality), while eThekweni Metropolitan Municipality, City of Cape Town, and Buffalo City Metropolitan Municipality state that buy-in is adequate. Finally, when reporting on positions within the structure, all cities indicated vacancies – with vacancies as high as 80% in City of Tshwane and Nelson Mandela Bay Metropolitan Municipality.

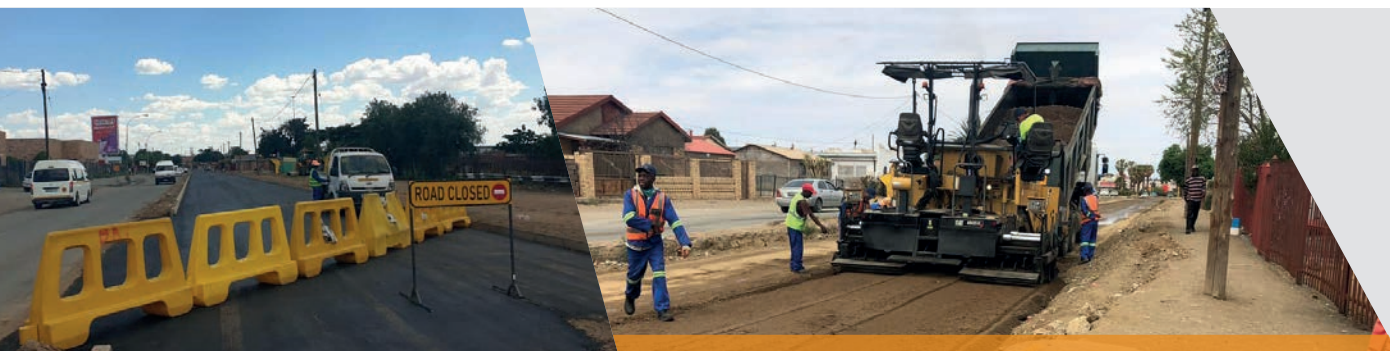
All but the City of Cape Town and Msunduzi Local Municipality, where the Phase IV policy has been approved, are in the process of reviewing or awaiting council approval of their revised policies. The City of Tshwane and City of Ekurhuleni indicated that new recruitment guidelines did cause some minor challenges in the drafting of the revised policy. In comparison with the previous reporting period, all cities besides Nelson Mandela Bay Metropolitan Municipality have reported that the EPWP has been integrated into other city policies.

## 4.5 EPWP reporting

Most cities have made progress with reporting on the EPWP programme both within city structures and targets. However, many persistent challenges remain in relation to reporting on project implementation, which has been exacerbated due to impact of COVID-19. Most cities are regularly reporting on the performance of their EPWP programmes and projects within city structures such as EXCO or Council. EPWP is a standing council agenda item in Buffalo City Metropolitan Municipality and Msunduzi Local Municipality, while in Mangaung Metropolitan Municipality, EPWP is only reported on occasionally when interventions or decisions are required. In all cities (besides Mangaung Metropolitan Municipality and Msunduzi Local Municipality), EPWP targets have been integrated into city targets and/or scorecards of senior management. In the City of Johannesburg, City of Tshwane and City of Ekurhuleni, targets have been integrated into HoD scorecards (as well as senior managers in City of Ekurhuleni), while EPWP targets have been integrated into eThekweni Metropolitan Municipality's SDBIP and within performance contracts of Section 58 managers in Buffalo City Metropolitan Municipality.

Many challenges are still being experienced by cities in reporting on implementation of projects. Several cities have noted that a lack of compliance and not meeting, or understanding, EPWP reporting requirements and principles remains a challenge. There are still many instances of non-submission or late submission of reports by project managers, and evidence and supporting documents are often omitted. In the City of Ekurhuleni, it was noted that reports being submitted are incomplete or incorrectly filled out (i.e., registers not signed or initialled), which creates delays, and can lead to current data only being reported in the next reporting period. In certain instances, operational challenges such as the collection and certification of IDs and signing of registers, can impact on reporting.

A lack of accountability for project reporting has also been highlighted as a challenge, with Buffalo City Metropolitan Municipality noting that there is a lack of monitoring and evaluation by departments, while in the City of Johannesburg, it was noted that some project managers may see the EPWP as a 'by-the-way' responsibility, and, as such, do not prioritise reporting. In addition, poor data management, comprising the collection, cleaning, and sharing of data, and



the quality of data, is also a challenge. In the case of Msunduzi Local Municipality, limited human resources to collect data and do administrative tasks related to reporting is a key challenge, while City of Ekurhuleni also noted that they face a lack of staff to assist with data capturing and reporting. eThekweni Metropolitan Municipality noted that slow collation of data due to decentralised systems poses a challenge to reporting. The City of Johannesburg still faces challenges with incorporating EPWP requirements into tender documents or contracts for service providers, which results in service providers not submitting the necessary documentation.

Most cities noted that COVID-19 protocols led to further challenges with reporting. The collection of data and relevant documents and submission of reports was made more difficult by some staff were working from home, making it difficult to obtain source documents and information from sites. The offices of contractors were also closed in many cases, especially during the Level Five lockdown, making it difficult to access documentation within reporting timeframes.

Cities also indicated challenges with the national reporting system. The City of Cape Town, City of Johannesburg, and Nelson Mandela Bay Metropolitan Municipality all indicated that verification of documents and approval of participants is a current challenge. The City of Ekurhuleni indicated that the new system requires a large amount of information and documents which is a challenge. It was also noted that the system is not user-friendly (which causes a delay in the capturing process), while a few cities indicated in some situations, the system has been busy or overloaded, or even temporarily unavailable due to network issues. Some additional challenges that were noted were that participants previously approved by the system were not being shown, non-timeous feedback from system administrators, deactivation of system users, and difficulties in drawing reports from the system. The City of Cape Town noted that both version one and two of the system are being used to report as version one only accepts detailed data/documents, while version two only accepts summary documents, and hence they need to use both systems to report correctly.

*It was also noted that the system is not user-friendly (which causes a delay in the capturing process).*

Cities provided an indication of the measures that are being taken to overcome the above challenges. Broadly, these include continuous advocacy and awareness around the EPWP reporting processes, allocation of dedicated staff to collect and capture data, hosting of workshops, meetings and training sessions around reporting processes and requirements, workshops with service providers to explain reporting templates and requirements, sending of reminders, and technical assistance that has been provided by DPWI. The City of Johannesburg has adopted a process of checking departmental and unit performance on a quarterly basis and sending non-performance letters if targets aren't being met. The City of Ekurhuleni's EPWP unit has hosted meetings with each of the departments to ensure that reporting requirements are understood and to offer assistance after the meeting should this be requested, which has resulted in some improvements. Mangaung Metropolitan Municipality's EPWP unit are also hosting meetings and workshops with each department to outline reporting requirements, which is then followed by

workshops held by HoDs with service providers to assist them to understand reporting templates and requirements. Within Msunduzi Local Municipality, a consulting company has been assigned to assist them undertake reporting on EPWP, while Nelson Mandel Bay have appointed dedicated staff to collect and capture information.

Cities have also suggested that if they can receive additional assistance, that this would be useful in improving reporting. The City of Ekurhuleni suggested that enforcement of reporting requirements is required from the DPWI to ensure departments are complaint and that vacancies need to be filled and capacitation of the EPWP units will allow reporting to be done more accurately. They also suggested that existing systems need to be improved rather than introducing new systems. The Mangaung Metropolitan Municipality noted that they require institutional arrangements to be strengthened to incorporate targets into scorecards and enhance accountability, to have a dedicated EPWP structure, and more political buy-in. Regarding the national reporting system, the City of Johannesburg indicated that timeframes for the approval of documents, such as IDs, could be reduced. They also suggested that National Treasury could consider incorporating EPWP reporting requirements so that cities can report back on EPWP projects and work opportunities created with National Treasury funds, in addition to just expenditure targets. The City of Tshwane suggested that additional technical support could be beneficial given that current technical support is overburdened. They also suggested that the validation period for certification of documents (such as participants IDs) need to be extended to within the financial year to align with the reporting of projects, as in instances when projects are reported later in the year, the three-month validation period has lapsed and that WO is not reported. Finally, the City of Cape Town has suggested that a more stable and reliable national reporting system is required to improve reporting.

### 4.6 Training and skills programmes

Across cities, there was varied implementation of skills development and training programmes. The Buffalo City Metropolitan Municipality noted that very few activities/programmes were implemented due to COVID-19 disruptions, while the Mangaung Metropolitan Municipality and City of Tshwane both indicated that no training was done. Most of the other cities indicated that they managed to implement some level of training. However, as indicated in Section 2.5, only the City of Ekurhuleni, the Nelson Mandela Bay Metropolitan Municipality, and the City of Cape Town reported person-years of training, suggesting that the training provided by the other cities was either not enough to reflect as 'person-years of training' or training is not being reported.

Training activities were associated with skills and qualifications (such as environmental management and recycling practices, construction and construction management skills, personal finance skills and accreditation, First Aid certification, landscaping and machine servicing skills, and NQF level three qualifications in fields such as plumbing). In most instances, training aided women and youth – such as in the case of eThekweni Metropolitan Municipality's training on financial management – while people with disabilities benefitted from training programmes such as the City of Cape Town's Security Call Centre Project. In most cases, training targeted unskilled participants (except in the City of Ekurhuleni, the eThekweni Metropolitan Municipality, and the City of Cape Town, where both skilled and unskilled participants were targeted).



*In most cases, training targeted unskilled participants (except in the City of Ekurhuleni, the eThekweni Metropolitan Municipality, and the City of Cape Town, where both skilled and unskilled participants were targeted).*







Cities have provided an indication of the reasons that they feel training programmes were successful. In general, cities felt that training programmes were successful in equipping participants with new skills that either assisted them in their daily tasks, assisted them to grow and improve their business operations, or to find new job opportunities. Since the 2017/18 period, the City of Cape Town has consistently provided training – increasing the number of participants receiving training each year except for the 2020/21 period (influenced by COVID-19 and reporting challenges). In one programme, the number of participants taking part doubled, with some of the participants subsequently being employed within and outside of the City. Additionally, the City of Cape Town indicated that targeting unemployed graduates and providing them with training within the environment/green economy sector has been hugely successful. Factors contributing to the City's achievements in providing training warrant further investigation but are in part due to: training being provided in all three Sectors, the City's Phase IV policy already being implemented (which includes a focus on training/skills development), one of the responsibilities of the Head of the EPWP Coordination unit being to coordinate the implementation of the EPWP training framework for external and internal stakeholders, and partnerships (see section 4.7). The City of Cape Town specifically highlighted challenges with certification and noted the importance of building relationships with external stakeholders that can provide certification and accredited training to address this issue. Within eThekweni Metropolitan Municipality, EPWP participants have been incorporated into the Workplace Skills Plan that provides skills training to the unit's staff (and EPWP participants), while participants also did skills audits as part of the exit strategy and on-the-job training, and accredited personal finance training was offered to most participants through DPWI and external service providers to educate participants on how to avoid debts and how to manage their finances.

*Accredited personal finance training was offered to most participants through DPWI and external service providers to educate participants on how to avoid debts and how to manage their finances.*

Challenges faced in implementing training programmes included transportation, limited funding to include more participants, and space to host training programmes where many participants are included. The City of Ekurhuleni experienced an instance where participants did not realise it was a training programme and had expected to be employed, while they also experienced challenges in providing training at such a large scale. eThekweni Metropolitan Municipality also faced challenges with training space for many participants, but also experience funding challenges. Within the City of Johannesburg, SMMEs were reportedly not satisfied with the training provided and requested additional training.

Cities provided suggestions for improvements in training programmes. These included more funding to allow for a greater number of participants and to improve the quality and extent of training; development of dedicated training programmes to address the needs of participants; and greater collaboration and partnerships with the private sector (which is discussed in more detail in the next section). Further, eThekweni Metropolitan Municipality suggested that it could include EPWP participants in the assisted education bursary programme, while the City of Cape Town suggested that processes need to be developed to assist and support development and progression of SMMEs and entrepreneurs. Finally, in the case of City of Johannesburg, where the Johannesburg Development Agency is the employer, it has been suggested that the community be engaged before tenders are awarded in order to identify training requirements (and build these into tenders), and to make provision for NQF level five training to assist local SMMEs and employees.

## 4.7 Partnerships and exit strategies

Most cities have implemented projects in partnership with external organisations and have indicated that the benefits of partnership models include placing of participants within other projects, creating permanent employment opportunities for participants, and the acquisition of skills that empower participants to become self-employed in future. Within the City of Ekurhuleni, at least 30% of participants enrolled in a learnership programme that did work experience at private sector companies, and were employed by these companies on a full-time basis after completion of the work experience. The City of Cape Town has formed a number of partnerships, including with the University of the Western Cape to design an SMME support programme, with the Local Government SETA to design and develop training programmes, with the City of Cape Town's Enterprise and Investment Department which helps link the City to the private sector, and with the National Skills Fund (which is targeting 3 000 participants over three years within the Business Processing and Outsourcing and clothing and textile sectors).

As highlighted above, partnerships can be critical in creating opportunities for permanent employment for EPWP participants following their involvement in the programme. Additionally, training plays an important role in equipping participants with both skills and certifications that assist them to find employment. However, very few cities have formal exit strategies for their EPWP programmes. Within the eThekweni Metropolitan Municipality, there is a task team that investigates placing EPWP participants in vacant positions within the City where they meet the minimum requirements, with EPWP participants being prioritised during procurement. In the City of Cape Town, training and skills development programmes led to participants being employed within the city and some within the private sector including at call centres. In the Buffalo City Metropolitan Municipality, there has been a council resolution that affords EPWP participants an opportunity to apply for advertised municipal positions and to be absorbed where possible. Although the City of Ekurhuleni does not have a formal exit strategy, some data capturers were employed full-time within the department.

Considering how cities can assist participants to secure employment, it has been suggested by cities that on a project-by-project basis, participants could receive formal training as an exit strategy. Both internal (i.e., service providers) and external (i.e., DPWI) support for training would assist cities in doing this. In addition, training should also be aligned to the needs of both public and private sector, to ensure that once participants have completed training and utilised these skills within the EPWP, they would stand a greater chance of finding permanent employment once leaving the programme. National departments (such as DPWI) could also continue to request participants from cities that meet specific requirements for vacancies, while participants could be supported and receive training to form enterprises and cooperatives as a further component of an exit strategy. Partnerships with government departments and entities, private sector and other organisations could also assist to create employment opportunities, while additional funding could assist to expand EPWP programmes and projects.



## 4.8 Shared learnings

The cities have provided valuable feedback on the challenges and successes of implementing their EPWP projects over the 2020/21 period. These shared learnings, which have also been highlighted in the quarterly Reference Group meetings, provide suggestions towards how EPWP projects can be strengthened in future to improve reporting, training and skills, partnerships, and create opportunities for participants to find employment upon exiting their respective projects. Although COVID-19 has changed the status quo, and the impact of COVID-19 has placed an additional strain on cities. Most cities have managed to remain flexible and even report successes in implementation



during these unprecedented circumstances. The following key learnings shared by the cities provide guidance that could enhance the EPWP going forward:

- Strong, formalised institutional structures (coupled with strong policies and guidelines) are critical for successful implementation of the EPWP in cities. Cities that have recorded relative success in implementation (such as the City of Cape Town, eThekweni Metropolitan Municipality, City of Ekurhuleni, and City of Tshwane) all have dedicated EPWP offices/units with EPWP champions and strong structures for accountability. In addition, the EPWP has been integrated into city policies and EPWP targets have been integrated into scorecards.
- Planning for implementation of the EPWP should be done sufficiently in advance of implementation timeframes. The City of Cape Town noted that plans for EPWP implementation are being developed and prepared months in advance.
- Cities must have proper policies, guidelines, and procedures in place (such as recruitment guidelines and reporting processes) as this supports the successful implementation of projects. The City of Cape Town has had a recruitment policy in place for many years, while in the City of Johannesburg, processes have been implemented to review performance quarterly which includes letters of non-performance as a control measure.
- All parties responsible for implementation and reporting on EPWP projects need to be given clear guidance on requirements, and reporting needs to be closely monitored to ensure compliance and accuracy. In addition, reporting must be done timeously to avoid delays and missing information. Within City of Ekurhuleni, the EPWP Unit meets with each department to share reporting requirements and additional assistance is offered, which has resulted in improvements to reporting.
- EPWP requirements must be made clear within tender documents and the contracts of service providers to enhance the impact of the programme and ensure that reporting requirements are fulfilled. The City of Johannesburg noted that challenges to reporting still exist as they have not been able to incorporate EPWP into tender documents and contracts, which results in contractors and service providers not being obliged to report on the EPWP or submit the necessary evidence.
- The eThekweni Metropolitan Municipality noted that collaboration and coordination across the City has been important in raising awareness of EPWP projects and gaining support, and that other cities could consider emphasising collaboration to raise awareness and build support.
- Partnerships and collaboration with external partners must be done from the onset/at the design of the project to ensure maximum impact. In addition, it is important to build relationships with external stakeholders that can provide certification and accredited training. The City of Cape Town noted that their various training programmes were done with external partners and developed collaboratively during the design phase.
- Training and partnerships are important for improving the opportunities of participants for permanent employment or to develop their own businesses on exiting the EPWP. The City of Johannesburg and The City of Ekurhuleni both noted that participants gained new skills through training programmes that allowed them to form and/or grow their own businesses, while in the City of Tshwane, partnerships have allowed the EPWP department to provide participants to particular projects.
- An open approach to registering participants in the EPWP/job seekers database ensures a continuous flow of participants. The City of Tshwane noted that having such an approach ensured that there were always participants available for different departments.
- Leveraging funding from additional sources has enabled some cities to create additional WOs through new or expanded projects. The Buffalo City Metropolitan Municipality, for example, partnered with the Local Business Chamber in their flagship Call-2-Action Programme, with private sector contributions comprising 53% of the project's funding. In the eThekweni Metropolitan Municipality, the integrated grant was utilised in the implementation of six EPWP projects and – once fully spent – the balance required for the year was funded from the city council budget.
- A key learning for the City of Ekurhuleni was that having one large EPWP supported by smaller ones assisted in reaching EPWP targets.



*Cities must have proper policies, guidelines, and procedures in place (such as recruitment guidelines and reporting processes) as this supports the successful implementation of projects.*

# PROGRESS IN PHASE IV FOCUS AREAS

5

The EPWP entered the 4th Phase of implementation in 2019/20. Phase IV continues the EPWP objective of contributing to the core outcomes of social protection (income), employment, and the provision of public assets and services.

## EPWP Phase IV Performance

Overall, the programme has created 1 933 387 WOs over the first two years of Phase IV. This is equivalent to 98% against the cumulative target of 1 965 987 with an overall shortfall of 32 600 WOs.

Together, the nine cities have contributed 141 939 WOs to this total, with a corresponding income transferred to EPWP participants of R1.741 million.

Performance against WO targets over the first two years of Phase IV

	Overall	Cities
All Sectors	95%	63%
Infrastructure Sector	85%	44%
Environment & Culture Sector	99%	88%
Social Sector	138%	89%

The Phase IV strategy identifies several focus areas (DPWI, 2019). This section of the report draws from the information presented in this report, the 2019-2020 annual report and anecdotal insights gained from the city engagements and the RG discussions to highlight the progress made<sup>2</sup>.

## 5.1 Strengthening the monitoring of the core EPWP principles

This Phase IV objective has required the cities to improve compliance with project audit and reporting requirements; projects and reporting that are not compliant are not included in the overall EPWP progress reporting. Improving reporting has been a central focus of the cities over the 2019-2021 years. Several measures for improving reporting have emerged as being particularly effective (see section 4.5). However, the COVID-19 pandemic situation created new reporting challenges, which some cities struggled to address resulting in reported performance reflecting less than was actually achieved.

## 5.2 Expansion of the programme

The Phase IV strategy proposes replication and improvements in programmes across all Sectors as mechanisms for expanding the EPWP. Within the SACN member cities, the Buffalo City Metropolitan Municipality initiated the COVID-19 Relief and Support Programme involving 200 participants. In the Nelson Mandela Bay Metropolitan Municipality, the City's successful Community Safety project is to be continued, now through community safety neighbourhood watch groups using the City of Cape Town's model. The Nelson Mandela Bay Metropolitan Municipality EPWP unit has recommended that its flagship project 'Caregiving for the Elderly' be continued, due to its positive community well-being impact, and expanded to introduce an Early Childhood Development support component.

<sup>2</sup> A more in-depth analysis is needed to further interrogate the root-causes behind the successes and challenges.

In the City of Johannesburg, additional effort has been made for the EPWP to have representation in almost all executive committees (technical clusters responsible for economic growth, social, governance, infrastructure), with the intention of expanding the EPWP across multiple Sectors and departments.

Unfortunately, in the Msunduzi Local Municipality, the City's successful Ward Based Management Programme will not be continued as council funding (which was previously used in combination with the EPWP integrated grant to implement the programme) and is no longer available due to the administration and funding challenges the City is experiencing (the municipality remains under administration).

### 5.3 Ensuring and monitoring the provision of quality services and the creation of quality assets

In Phase IV, the strategy recognises the inherent difficulty in evaluating the quality and impact of the outputs created, as well as the services provided through EPWP projects. In response, the DPWI is leading the development of an M&E framework for Phase IV to strengthen evaluations and impact assessments; this will include the concept of social audits. In addition, more evaluations are to be done as partnerships between the DPWI, the DPME and participating public bodies (DPWI, 2019).

The cities rated their perception of the effectiveness of their EPWP projects in providing income support, equipping participants to find employment at exit, and in developing useful public assets and community services (section 4.2). Most cities agreed that the EPWP is most successful in providing income support to participants and relatively successful in developing useful public assets and community services, but less so in equipping participants to find employment at exit.

### 5.4 Enhancing the EPWP coordination and institutional arrangements

Institutional arrangements, coordination, and policy revisions (in line with the Phase IV strategy) have been a key focus at the city level in the 2019-2021 period. Currently, most cities have a dedicated EPWP office or unit and a Steering Committee. However, all the cities indicated vacancies within their institutional structures.

Given current economic and fiscal challenges, it is unlikely that cities will be able to fill many of the vacancies in the short- to medium-term. An important issue to be explored going forward is how cities can facilitate the implementation, and reporting, of successful EPWP initiatives with limited human capital. A promising option is through partnerships across departments and with external organisations. The success of partnerships is evident in the collaborations between departments in the response to the COVID-19 pandemic. The flagship project of the Buffalo City Metropolitan Municipality is an example of a successful public-private partnership, while both the eThekweni Metropolitan Municipality and the City of Cape Town have developed partnerships around developing and implementing training and skills development initiatives.

*An important issue to be explored going forward is how cities can facilitate the implementation, and reporting, of successful EPWP initiatives with limited human capital.*

In terms of policy development, all but the City of Cape Town and the Msunduzi Local Municipality (where the Phase IV policy has been approved) are in the process of reviewing or awaiting council approval of their revised policies.

### 5.5 Implementing projects and programmes that are more attractive to the youth

The average performance across the eight cities and Msunduzi Local Municipality on Youth participation has been 49% over the first two years of Phase IV, against a target of 55%. This average for the SACN members and the City of Cape Town is higher than the overall programme of 42%, indicating that the cities of Msunduzi Local Municipality are performing comparatively well in this area. It is likely that this is partly related to the migration of youth to urban centres, suggesting that cities are an important avenue for targeting Youth participation.

The City of Johannesburg, the City of Cape Town and the Msunduzi Local Municipality exceeded their Youth targets. For the City of Johannesburg, Youth participation was relatively evenly spread over the three Sectors with slightly

more WOs in the Social Sector, particularly from the HIV counselling and testing sub-programme (Jozi Ihlomile Programme). The Environment and Culture Sector generated the highest Youth WOs in the City of Cape Town, predominantly through the 'Working for' (waste, wetlands coast) sub-programmes and particularly the 'Informal Settlements Janitorial Services and Assets' project. Significantly fewer Youth WOs were generated by the Infrastructure Sector in the City of Cape Town. For the Msunduzi Local Municipality, Youth participation was fairly evenly generated by the Environment and Culture (Parks and Beatification projects) and Infrastructure Sector (over many projects, but

*Anecdotal observations from the RG and city discussions suggest that projects that include a broader training/skills development component (particularly around business and enterprise development and management) appeal to the youth.*

particularly the Jika Joe CRU project in the Housing sub-programme) with few Youth WOs created in the Social Sector.

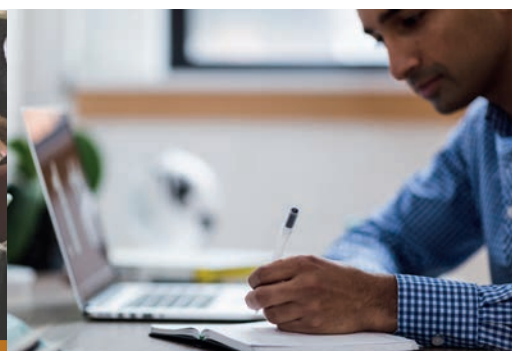
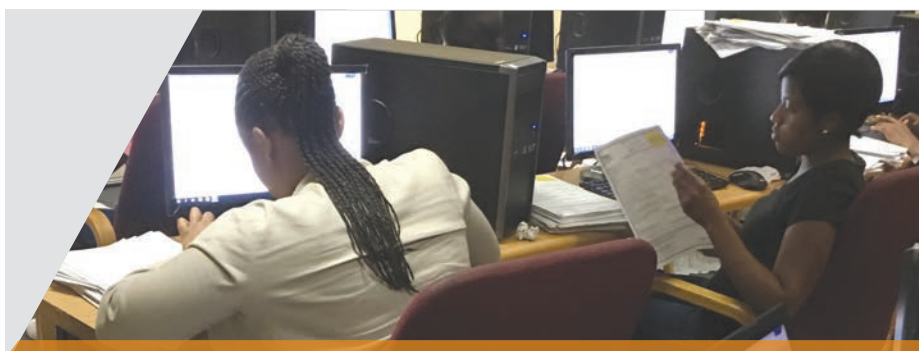
During the RG meetings, the challenge of attracting youth to the EPWP has been regularly raised. Greater efforts to design projects that are more attractive to the youth are needed. Anecdotal observations from the RG and city discussions suggest that projects that include a broader training/skills development

component (particularly around business and enterprise development and management) appeal to the youth. Through its flagship 'Women at Work' programme and working with the Transport and Urban Development Authority Training Academy, the City of Cape Town has developed a holistic training/skills development package that could be adopted in, and contextualised to, other projects.

Training and experience in the field of digital technology also has the potential to be particularly attractive to youth participants. Such work opportunities exist, for instance, in the digitisation of public records and information. EPWP projects around data capture and admin support have contributed to Youth participation across several of the cities and there may be potential to expand such opportunities into other departments.

In addition, improving the public image and perception of the EPWP has been suggested as an additional measure to increase Youth participation, through – for example – greater exposure of the programme's successes, diversity of projects, and skills development opportunities.

With regard to new project development and design, City of Ekurhuleni highlighted that staff shortages put pressure on existing staff, and limited creativity and innovation.





## 5.6 Increasing the participation of women across all programmes and Sectors

Across the cities, the average percentage of women participation has remained stable over the past five years at around 55%. However, the target for women participation increased from 55% to 60% in Phase IV, and – on average – the cities need to further increase women participation to achieve the target. Overall programme performance of women participation is 69%, indicating that the cities, on average, are underperforming in this area compared to the programme as a whole.

*The target for women participation increased from 55% to 60% in Phase IV, and – on average – the cities need to further increase women participation to achieve the target.*

The eThekweni Metropolitan Municipality has continually performed well on women participation over the past five years, with further increases in the first two years of Phase IV (reaching 74% in 2020/21). For 2020/21, the majority of woman WOs were generated in the Infrastructure Sector through the Zibambele project (Roads and Stormwater sub-programme). This project focused on WO creation and no training outcomes were reported.

## 5.7 Ensuring transparency and accountability

The Phase IV strategy proposes social audits and overall strengthening of programme and impact evaluation to ensure EPWP transparency and accountability. At the city level, efforts in this regard are largely through steps towards ensuring comprehensive and compliant reporting, including the provision of supporting evidence such as participant identification documents and project attendance registers.

The cities identified the integration of the EPWP into departmental scorecards as a means of enhancing accountability (particularly around reporting). Progress has been made in this regard over the 2019-2021 periods, with all cities besides the Mangaung Metropolitan Municipality and the Msunduzi Local Municipality, having EPWP targets integrated into city targets and/or scorecards of senior management by the end of the 2020/21 year.

With regard to impact evaluation, the flagship project showcases of each city (section 3) highlighted socio-economic, environmental, and sustainability impacts. These included, for example, improved cleanliness and beautification of public spaces evident in reduced complaints from local communities about poor hygiene and cleanliness (the City of Tshwane) and assistance to the sick, elderly, and child-headed homes, with many of the elderly community indicating that the project had a positive impact on their well-being (the Nelson Mandela Bay Metropolitan Municipality). However, these observations were largely anecdotal. As a starting point towards strengthening project impact evaluation, the cities could undertake a more comprehensive and systematic outcomes evaluation of their selected flagship projects.



## 5.8 Strengthening partnerships

The Phase IV strategy identifies the private sector and Technical and Vocational Education and Training (TVET) colleges as key partnership opportunities. Many of the SACN members have developed partnerships with external organisations, particularly in efforts to provide and improve training initiatives and to create exit opportunities, these are described in section 4.7.

A promising avenue being explored by the eThekweni Metropolitan Municipality, is the absorption of EPWP participants into Artisan Training Programmes. A review of Phase III of the EPWP (SACN, 2020) highlighted the shortage of artisans in South Africa; linking the EPWP to artisanal training is an opportunity for aligning the EPWP with specific job/enterprise needs of the country thereby enhancing employment opportunities. The City of Ekurhuleni's Water Stewards project is an example of an EPWP project with artisanal training support. The project focuses on developing plumbing skills, while contributing to the maintenance of the city's water systems. This project provided the greatest amount of training across all the cities during 2020/21.

The Call-to-Action Programme of the Buffalo City Metropolitan Municipality is an example of a successful private sector partnership. The project, which provides beautification, maintenance, and security services for public infrastructure and facilities was implemented in partnership with the Local Business Chamber who contributed 53% of the project's funds. The success of the project has led to its expansion across additional precincts.

Enterprise development support is a focus area under Phase IV. At the National level, the DWPI is providing small business development support targeted at participants who display an interest and capability to start and operate a business. At the city level, the City of Cape Town has partnered with the University of the Western Cape to design a Small, Medium and Micro Enterprise (SMME) support programme. While other cities are also making progress in this regard, information on SMME development is not yet being routinely and comprehensively reported. Going forward, cities need to ensure they report on their enterprise development support efforts.



*At the National level, the DWPI is providing small business development support targeted at participants who display an interest and capability to start and operate a business.*



# CONCLUSION AND RECOMMENDATIONS

## 6

During the 2020/21 reporting period, the COVID-19 pandemic has significantly impacted the country, leading to the closure of businesses, increased unemployment, and negative economic growth. This has placed further pressure on cities as they struggle to not only provide services, but also to ensure that support measures are in place to protect the most vulnerable in society. As one of the key objectives of the EPWP programme is to provide income support, the role and importance of the programme within the current context has been amplified. As indicated within this report, not only do the various programmes and projects implemented by cities lead to the creation of work opportunities and income for participants, but the experience gained and training initiatives conducted equip participants – enabling them to either start their own businesses, or to find permanent employment after they leave the programme. However, cities continue to face numerous challenges in the implementation of the EPWP programme, which reduce the possible impact that the various programmes and projects aim to achieve.

Overall, reported performance across the key EPWP indicators in 2020/21 has declined from the 2019/20 year. Several challenges have persisted over the past few reporting periods, such as institutionalisation of the EPWP, comprehensive and compliant reporting, and providing training. The impact of COVID-19 has further exacerbated many of these challenges or delayed progress in implementation and reporting. However, cities have managed to record numerous successes within implementation of the programme, despite the current difficult climate. The lessons shared by cities are valuable and have implications for implementation of the EPWP and for future policy, support, and research initiatives that can assist continuous improvement in overall programme performance. The following recommendations for cities, external stakeholders and partners are drawn from the shared learnings of cities:

*Several challenges have persisted over the past few reporting periods, such as institutionalisation of the EPWP, comprehensive and compliant reporting, and providing training.*

- The EPWP reference group should continue to serve as a forum for facilitating information and knowledge exchange and enhancing coordination between the cities and relevant national departments towards the successful implementation of EPWP in the cities. The RG meets quarterly in a forum where experiences and knowledge are exchanged. The RG could be slightly reconfigured to potentially reduce the administrative reporting requirements from cities and focus on the reasons or detail behind specific learnings in implementation.
- City peer-to-peer learning events could be hosted throughout the year to leverage the valuable experience that each city has in the implementation of EPWP in their respective cities. A specific focus can be given to areas such as creating a strong institutional environment; how to create policies, procedures, and guidelines to improve EPWP processes (such as recruitment, reporting, etc.). This would serve to optimise reporting on EPWP, implement successful training programmes, create partnerships for training and project implementation, and create exit strategies. Cities that have had success in the above areas could host such learning events. The Buffalo City Metropolitan Municipality, for instance, achieved significant progress in reporting in 2020/21, while the City of Cape Town and the City of Ekurhuleni have had successes in providing, and reporting on, training.
- Cities need to continue to work towards improving reporting and the keeping of documents required in terms of EPWP audit compliance. This should also focus on reporting on training, as well as SMME development within EPWP programmes and projects.
- Cities should give attention to building strong internal support for the EPWP. This requires creating greater awareness about the programme, communication, and providing training and support to departments and service providers about reporting and other requirements. Working with other departments to identify how EPWP projects could be designed to support them in achieving their objectives assists in building such support and buy-in to the programme. For example, the City of Ekurhuleni's Siyakhokha project assisted the City's finance department with revenue collection, thus addressing both EPWP objectives and the finance department's needs. Ensuring that the EPWP is prioritised and featured as a standing item on council and management reporting agendas has also assisted cities in building department and political support.

- Partnerships with external stakeholders should be prioritised by cities; not only for the implementation of the EPWP and projects, but in designing EPWP projects and training and skills development programmes. Cities that have been successful in creating such partnerships have created a strong skills development pipeline and even created a pipeline for participants to start their own businesses or secure employment after they exit the programme.
- Cities should continue to push to complete the review and alignment of their internal policies and processes to the EPWP Phase IV Policy within the first half of the 2021/22 period.
- Vacancies within the EPWP institutional structure is a challenge for cities. Given current economic and fiscal challenges, attention should be given to how cities can facilitate implementation of successful EPWP initiatives with limited resources.
- Further research could be commissioned to do a deeper investigation into some of the key themes that remain a challenge for cities. Such research could leverage existing knowledge from cities to focus on the creation of collaborative partnerships for training and implementation, creation of exit strategies for the EPWP, optimisation of internal and external reporting processes, and attracting youth into the programme. How to design and implement projects or positions suitable for those with disabilities is a further area where additional research/ knowledge would assist cities.
- Looking ahead – to further align with the overall Phase IV strategy – cities should consider how they could strengthen project evaluation to develop a deeper understanding the quality of the outcomes and impacts on participants and vulnerable communities.



*Further research could be commissioned to do a deeper investigation into some of the key themes that remain a challenge for cities.*

## References

- DPWI, 2015. Revised Strategic Plan 2015-2020. DPWI, Pretoria (ZA), p. 155.
- DPWI, 2019. EPWP Phase IV Business Plan 2019-2024. DPWI, Pretoria (ZA), p. 56.
- DPWI, 2020. EPWP Integrated Grant manual: 2019/20, version 11. DPWI, Pretoria (ZA), p. 56.
- DPWI, 2021. Expanded Public Works Programme (EPWP) annual performance report. DPWI, Pretoria (ZA), p. 26.
- EPWP, 2005. Guidelines for the implementation of labour-intensive infrastructure projects under the Expanded Public Works Programme (EPWP), Second Edition. DPWI, Pretoria (ZA), p. 29.
- SACN, 2017. The State of the Expanded Public Works Programme in South African Cities: 2015-2016. SACN, Johannesburg (ZA), p. 57.
- SACN, 2018. The State of the Expanded Public Works Programme in South African Cities: 2016-2017. SACN, Johannesburg (ZA), p. 49.
- SACN, 2019. The State of the Expanded Public Works Programme in South African Cities: 2017-2018. SACN, Johannesburg (ZA), p. 112.
- SACN, 2020. The State of the Expanded Public Works Programme in South African Cities: 2018-2019. SACN, Johannesburg (ZA), p. 118.
- SACN, 2021. The State of the Expanded Public Works Programme in South African Cities: 2019-2020. SACN, Johannesburg (ZA), p. 100.
- South African Government, 2020. State of the Nation Address in Numbers - February 2020. South African Government.
- Statistics South Africa, 2020. Business impact survey of the COVID-19 pandemic in South Africa, June 2020. Statistics South Africa, Pretoria, ZA, p. 2.
- Statistics South Africa, 2021a. Gross Domestic Product, Quarter 1: 2021. Statistics South Africa, Pretoria, ZA, p. 19.
- Statistics South Africa, 2021b. Quarterly Labour Force Survey, Quarter 1: 2021. Statistics South Africa, Pretoria, ZA, p. 138.
- United Nations, 2006. United Nations Convention on the Rights of Persons with Disabilities. United Nations, Geneva, p. 3.



The State of the  
**EXPANDED PUBLIC  
WORKS PROGRAMME**  
in South African Cities

2020–2021



Joburg Metro Building,  
158 Civic Boulevard,  
Johannesburg

PO Box 32160,  
Braamfontein, 2017

Tel +27 11 407 6471  
Fax +27 11 403 5230

[www.sacities.net](http://www.sacities.net)

