



# The State of the Expanded Public Works Programme in South African Cities 2021-2022



# EXECUTIVE SUMMARY

The Expanded Public Works Programme (EPWP) is a nationwide short- to medium-term government-led initiative. The Programme's main goals include the provision of social protection and poverty alleviation through the utilisation of public sector budgets to draw significant numbers of the unemployed into temporary employment, while enabling participants to attain skills in the course of such work. The success of the EPWP in the cities, and the innovation and learning that has emerged through the South African Cities Network (SACN) EPWP Reference Group (RG), has been captured in 16 'State of the Expanded Public Works Programme in South African Cities' reports from 2004 to 2021. This report constitutes the 17th annual report and covers the 2021/22 reporting period, which ran from 1 April 2021 to 31 March 2022. The period is the third year of Phase IV of the EPWP.

The aim of this report is to highlight and analyse the progress and implementation of the EPWP by SACN member cities in the 2021/22 year, as the country continues to recover from the COVID-19 pandemic; and to further examine its successes and challenges to facilitate shared learning and inform future directions. The seven-member cities of the SACN are the cities of Johannesburg, Tshwane and Ekurhuleni, as well as the metropolitan municipalities of Buffalo City, Mangaung, eThekweni and Nelson Mandela Bay. The City of Cape Town and Msunduzi Local Municipality, although not currently SACN member cities, have been included in this report for comparative analysis purposes.

## Progress against performance indicators

Collectively, the performance of the nine cities improved significantly across the six key EPWP indicators for the 2021/22 year. The nine key indicators are: number of projects implemented, work opportunities (WOs) created, person-years of work (FTEs), expenditure on the EPWP, total wages paid out and training provided. The cities created 101 547 WOs and paid out wages of R1.4 billion, resulting in an average income support (wages paid per WO) of R13 825. This was achieved through 1 799 projects, 13% of the national total, and generated 33 122 person-years of work (FTEs). The cities provided training to the equivalent of 215 person-years, a 69% increase from 2020/21. The Environment and Culture Sector contributed the most reported WOs (44 376), followed by the Infrastructure Sector (33 857) and the Social Sector (23 314). The City of Cape Town contributed the highest single number of WOs in the Environment and Culture Sector and the Social Sector, at 25 005 and 12 247 WOs respectively, while eThekweni Metropolitan Municipality contributed the highest number of WOs in the Infrastructure Sector (10 623). Overall, the most WOs were reported in the Environment and Culture Sector (44%), the most FTEs in the Infrastructure Sector (37%), and the most training was provided in the Social Sector (55%). Compared to targets, collectively the cities achieved both WO and FTE targets in the Environment and Culture and Social Sectors, but struggled to achieve the targets for the Infrastructure Sector. It must be noted, however, that the targets are the highest for the Infrastructure Sector, followed by the Environment and Culture and Social Sectors.

*Compared to targets, collectively the cities achieved both WO and FTE targets in the Environment and Culture and Social Sectors, but struggled to achieve the targets for the Infrastructure Sector.*

The average performance across the cities in terms of Youth participation was 49% against a target of 55%. Mangaung Metropolitan Municipality, City of Tshwane, City of Johannesburg, and City of Cape Town performed well in this area. Across the cities, the average percentage for participation of women rose slightly, from 55% in 2020/21 to 57% in 2021/22 against a target of 60%. eThekweni Metropolitan Municipality, Buffalo City Metropolitan Municipality, City of Cape Town and City of Tshwane all exceeded the target in this area. Collective performance on demographic categories was strongest in the Social Sector, which achieved both the Youth % and Women % targets; however, the Social Sector created the fewest WOs overall. Sector performance on demographic targets varied across individual cities, but on average the Environment and Culture Sector and the Social Sector performed better than the Infrastructure Sector. The Infrastructure Sector performed more strongly regarding targets for participation of women in the case of eThekweni Metropolitan Municipality, and on Youth and Persons with Disabilities (PWDs) targets in the case of the City of Cape Town. Achieving the target for the recruitment of PWDs

remains a significant challenge for all cities. This challenge was said to be the result of two main issues. The first is the physical nature of most EPWP projects, particularly in the Infrastructure Sector. The second is the accommodation of specific needs for PWDs in the course of executing project tasks (such as suitable accommodation and transport).

Overall, for 2021/22, collective performance improved relative to the previous year and against the annual average for Phase III for all six indicators, suggesting a recovery to pre-COVID-19 performance levels.

## Integrated analysis and recommendations

A comparative analysis was conducted on the cities' performance across the six key EPWP indicators. This analysis was based on the percentage contribution of each city to the total performance for each of the key indicators. The percentage contribution of each city was calculated by dividing the performance of the city (e.g. WOs created) by the collective (aggregated) performance of the nine cities for each indicator, expressed as a percentage. The City of Cape Town performed relatively more strongly overall for the 2021/22 year and scored highest. This differs from the previous year, when eThekweni Metropolitan Municipality led. eThekweni now ranks third, with the City of Tshwane second and the City of Ekurhuleni dropping to fourth from third the previous year. The relative positions of the remaining five cities have not changed since the previous year. For Mangaung Metropolitan Municipality and Msunduzi Local Municipality, performance declined compared with the previous year. The two cities continue to struggle across all indicators, save for slight increases in training provided and wages paid out reported by Msunduzi Local Municipality. The two cities are under administration. It should be noted, however, that individual city performance is related to the size of its budget allocation from the National Budget and the EPWP Integrated Grant, and the unique context of its service delivery, local economic and governance situation. Some of the larger cities may be perceived as high performing; in reality this may be due to larger budgets and expenditure compared to the smaller cities. It is also important to reflect on the performance of the cities against their individual targets, in terms of progress over time,

*It is also important to reflect on the performance of the cities against their individual targets, in terms of progress over time, and within the context of the challenges they face.*

and within the context of the challenges they face. Targets for the creation of WOs and FTEs are set for each year for each city, after consideration of their different capacities, previous performance and budgets. For example, while Buffalo City Metropolitan Municipality is ranked seventh overall compared to the other cities, it achieved 108% of its WO target and ranks second on that specific indicator for 2021/22. The City has steadily increased the number of WOs created over the past five years, while maintaining the FTEs

generated. In the case of Msunduzi Local Municipality, while contributing only 1% of the collective WOs, it achieved 61% of its target. And the stronger performance of the City of Tshwane overall is biased upwards by high reported expenditure, whereas its performance against WO and FTE targets is relatively weaker.

Various successes and challenges were reported by the cities. Challenges highlighted were mainly in the areas of unfilled vacancies in EPWP structures, problems with reporting on project implementation, demand for permanent employment by participants, and reaching recruitment targets for PWDs. Successes reported particularly concerned fruitful partnerships with external organisations, improved integration of EPWP targets within city structures, improvements in general EPWP participant recruitment processes, and improvements on numbers of participants obtaining employment post-EPWP.

Looking ahead, the cities highlighted the following key points as critical in building momentum towards continuous improvement of programme performance and the achievement of Phase IV targets:

- Organising more platforms for cross-learning and the sharing of successes, challenges and lessons on EPWP implementation across cities
- Continued institutionalisation of EPWP within city structures
- Clarity of EPWP requirements for all parties involved in implementing and reporting on EPWP projects
- Formulation of a clear exit strategy for EPWP participants in cities.



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<b>BCMM</b>	Buffalo City Metropolitan Municipality
<b>COVID-19</b>	Coronavirus disease 2019
<b>EPWP</b>	Expanded Public Works Programme
<b>EPWPRS</b>	EPWP Reporting System
<b>ERWAT</b>	Ekurhuleni Water Care Company
<b>FTE</b>	Full-Time Equivalent
<b>GBV</b>	Gender-Based Violence
<b>GDP</b>	Gross Domestic Product
<b>HoD</b>	Head of Department
<b>IDP</b>	Integrated Development Plan
<b>IG</b>	Integrated Grant
<b>KPI</b>	Key Performance Indicator
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MBSA</b>	Mercedes Benz South Africa
<b>MMC</b>	Member of the Mayoral Committee
<b>NDPWI</b>	National Department of Public Works and Infrastructure
<b>NSS</b>	Non-State Sector
<b>PWD</b>	Person With Disabilities
<b>RG</b>	SACN-EPWP Reference Group
<b>SACN</b>	South African Cities Network
<b>SDBIP</b>	Service Delivery and Budget Implementation Plan
<b>SAPS</b>	South African Police Services
<b>UN</b>	United Nations
<b>WO</b>	Work Opportunity

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## 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 SACNI Expanded Public Works Programme (EPWP) Reference Group (RG) are proud to present the 17th edition of the annual State of Expanded Public Works Programme in the Cities report. The EPWP RG is made up of the cities of Johannesburg, Tshwane, Ekurhuleni, Buffalo City, Mangaung, eThekweni and Nelson Mandela Bay. The City of Cape Town and Msunduzi Local Municipality, although not currently SACN member cities, have been included in this report for comparative analysis purposes.

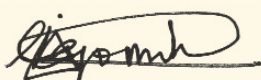
Over the period under review (i.e., 1 April 2021 to 31 March 2022) projects implemented by members of the EPWP RG have contributed to the overall progress of the EPWP. The cities created 101 547 Work Opportunities (WOs) and paid out wages of R1 .4 billion, resulting in an average income support (wages paid per WO) of R13 825. This was achieved through 1 799 projects, 13% of the national total for the 2021/22 financial year and generated 33 122 Full Time Equivalent (FTEs). The cities provided training to the equivalent of 215 FTEs, a 69% increase from 2020/21.

This period has however not been without challenges. Unemployment, especially youth unemployment continued to be alarmingly high. In the first quarter of 2022, i.e., the period ending 31 March 2022, Statistics South Africa's Quarterly Labour Force Survey reported the unemployment rate at 34,5%, with the expanded unemployment rate being 45.5%. It further detailed that there were 7.9 million unemployed individuals and 3.8 million discouraged work seekers in South Africa. Notably, unemployment remains the highest among those without matric, at 39,8%, and those who only hold a matric certificate, at 36.5%. Alarmingly, it was also reported that youth aged 15-24 years and 25-34 years recorded the highest unemployment rates of 63,9% and 42, 1% respectively. Additionally, economic growth continued to be sluggish at best, while inflation continued to increase, reducing purchasing power and eroding incomes. In March 2022, the annual consumer price inflation was reported at 5,9%, up from 5,7% in February 2022. These factors contributed to the worsening livelihoods for poor and invulnerable individuals especially.

Economic opportunities as well as formal employment are concentrated in the metropolitan municipalities noted above, which results in rapid economic migration. The National Treasury's City Economic Outlook recently reported that nearly two-thirds (62%) of South Africa's formal employment is concentrated in only six metropolitan municipalities. These metros housed 6.6 million formal jobs compared with only 4 million in the rest of the country. The three Gauteng metros house the lion's share with 4 million formal jobs compared with 2.6 million in the coastal metros of Cape Town, eThekweni and Nelson Mandela Bay.

Naturally, this has resulted in demand for EPWP work opportunities which are usually short-term to be made permanent. This has put enormous pressure on public bodies implementing the programme in terms of possible absorption of participants and the provision of exit strategies. The possibility of which has been explored in both in the RG's research, as well as the EPWP policy. Both of which have put forward that the EPWP is an important rung on the ladder of employment and income-generating initiatives. Notably, the EPWP Policy highlights that "appropriately designed Public Employment Programmes (PEPs) offer a bridge to sustainable decent work" where feasible. This does however assume the existence of decent work opportunities for PEP participants to graduate into. The absence of which highlights the need for an ecosystem approach to job creation. An approach whereby the efforts of each ecosystem partners are complementary, better coordinated, aligned and supportive of respective efforts towards the above endeavour. The above approach puts forward that the unemployment crisis cannot be remedied by a single entity or initiative or the EPWP on its own.

The work of the EPWP Reference Group, together with its partner municipalities cannot be overstated. Job creation strategies need to demonstrate clear linkages between the EPWP as well as other PEPs in order to meaningfully remedy the current unemployment crisis. Exit strategies for participants needs to be strengthened through consideration of training of participants with relevant skills, promotion of SMME development and the linkages with the private sector for placement opportunities. Getting exit strategies right in metropolitan municipalities will serve as a strong precedent for how the EPWP can be leveraged as a pathway out of poverty and to sustainable income generation for EPWP participants across the country.



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# Introduction and background

## 1.1 CITIES IN CONTEXT

South Africa's economy continues to face long-standing structural constraints characterised by high unemployment, high levels of inequality, and low growth. Unemployment levels, for example, are persistently high post-2016 – reaching a peak of 35.3% in Quarter 4 of 2021 (Stats SA, 2022). Exacerbating the situation (within the reporting period) were power cuts and 'load shedding', sometimes of up to eight hours per day, affecting factories, businesses and households across the nation. The country is also still recovering from the effects of the COVID-19 pandemic, which had a devastating effect on the livelihoods of particularly the poor and most vulnerable, especially women, youths and persons with disabilities.

As the World Bank (2022) articulates, the South African economy was already in a weak position when the pandemic hit after a decade of low growth – expanding by an average of only 1% between 2012 and 2021. As noted, the country's unemployment rate rose to a record high in Quarter 4 of 2021, with the number of unemployed people totalling over 7.9 million (Stats SA, 2022). While the unemployment rate eased slightly to 34.5% in Quarter 1 of 2022, this figure was still high. Within this context, therefore, it can be seen that the Expanded Public Works Programme (EPWP) has never been more critical. The programme continues to be an important intervention vis-à-vis supporting cities not only in addressing persistent challenges of unemployment and poverty, but also in the provision of skills training for participants and the creation and maintenance of critical community infrastructure. The United Nations (2018) projects that almost 70% of the global population will reside in urban areas by 2030; therefore, cities – especially in the Global South – must continue to strengthen such interventions as the EPWP towards creating employment opportunities, to avoid further joblessness and associated social challenges such as poverty and inequality.

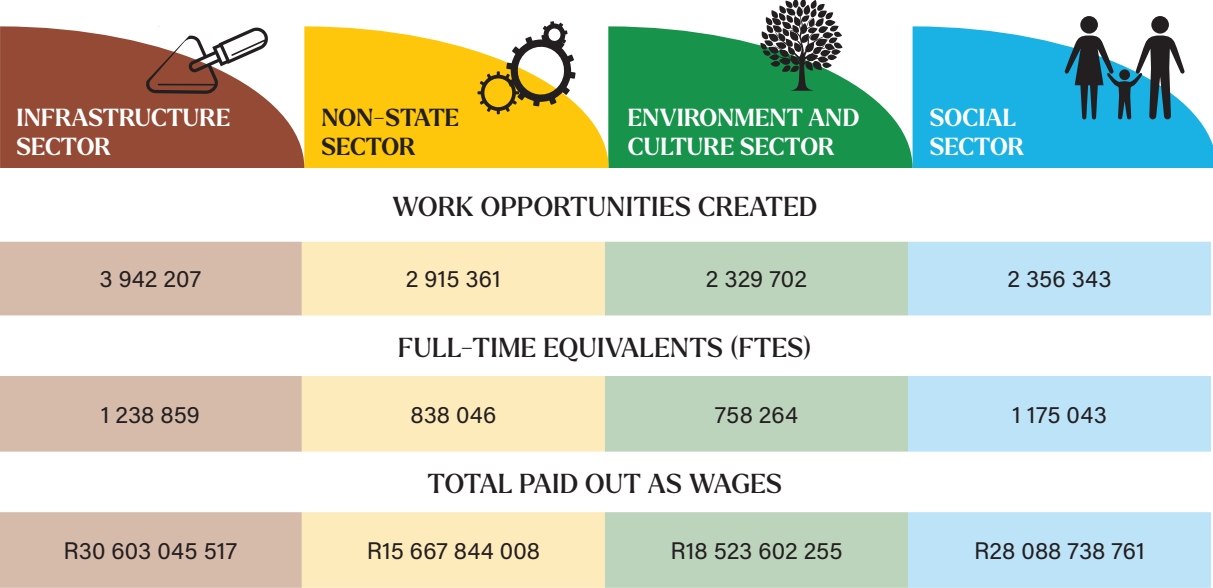
In the period 1 April 2021 to 31 March 2022, the EPWP created 1 016 646 work opportunities, exceeding the annual target. Over the first three years of Phase IV, the programme has created 2 950 033 cumulative work opportunities. This is equivalent to 59% of the five-year target and 99% of the three-year target. Collectively, the eight metropolitan municipalities and Msunduzi Local Municipality created 101 547 work opportunities for the 2021/22 period, 89% of the target, through 1 799 EPWP projects. This led to R1.4 billion paid to participants; generating 33 122 person-years of work (FTEs). The cities provided training to the equivalent of 215 person-years. In light of these figures, it is apparent that the EPWP remains a significant programme vis-à-vis the provision of poverty and income relief in South Africa. Accordingly, it is critical that cities should constantly evaluate and reflect on the challenges, successes and lessons emerging from programme implementation in previous years, to ensure that the programme aligns with and continues to contribute towards the creation of sustainable cities.

## 1.2 THE EPWP, SACN AND SACN-EPWP REFERENCE GROUP

The EPWP is a nationwide short- to medium-term government-led initiative whose main goals include the provision of social protection and poverty alleviation through the utilisation of public sector budgets to draw significant numbers of the unemployed into temporary employment, while enabling participants to attain skills in the course of their work. The programme was set up at the Growth and Development Summit of June 2003, but officially launched in 2004. A central tenet of the programme is the use of labour-intensive methods to optimise job opportunities. EPWP projects fall under four thematic areas: i) Infrastructure (involving creation of work opportunities in construction, maintenance and rehabilitation of roads, schools, clinics, recreational parks etc.); ii) Non-State (creating work opportunities via non-profit and community organisations to deliver communal programmes and services); iii) Environment and Culture (creating work opportunities in the public environmental management sector, e.g. water, waste, fire, wetlands, etc. and through cultural programmes, e.g. tourism, art and crafts); and iv) Social (creating work opportunities in public social programmes such as Early Childhood Development, Community-Based Care, etc.). Since 2004, the Programme has undergone three (five-year) phases, i.e. Phase I (2004-2009), Phase II (2009-2014), Phase III (2014-2019). Currently, the Programme is in Phase IV (covering the period 2019-2024). Figure 1 provides highlights of figures and performances of the Programme across the four sectors over the 2009-2022 period. The Infrastructure sector has had the greatest impact overall, while the Social sector has generated the most person-years of work (FTEs) per work opportunity.

The national Department of Public Works and Infrastructure (DPWI) oversees the Programme and is responsible for driving the delivery, coordination and monitoring of EPWP programmes.

FIGURE 1: Total performance of the four Sectors of the EPWP, 2009–2022



The South African Cities Network (SACN) is an established network of South African cities and partners. It was established in 2002 by the then-Minister of Provincial and Local Government, in collaboration with the mayors of South Africa's largest cities and the South African Local Government Association. Its main goal is to encourage the exchange of information, experiences and best practices on urban development and city management. The SACN's primary focus is on enabling cities to be inclusive, sustainable, productive and well-governed. To this end, the SACN has established the following mandate:

- a) Promote good governance and management in SACN cities;
- b) Analyse strategic challenges facing South African cities, particularly in the context of global economic integration and national development challenges;
- c) Collect, collate, analyse, assess, disseminate and apply the experience of large-city government in a South African context; and
- d) Promote shared-learning partnerships between different spheres of Government to support the management of South African cities.

Among the main objectives of one of the SACN's key programmatic themes – the Productive Cities Programme – are job creation and skills development, as well as transforming both informal and township economies. Successful EPWP implementation in cities is therefore an important and practical mechanism towards these outcomes, particularly the common objectives of skills development and boosting inclusive economic productivity within informal and township economies.

The relationship between the SACN and the DPWI was formalised in 2005 through the establishment of a Memorandum of Understanding and the formation of the SACN-EPWP Reference Group (RG). This was 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 via this partnership. The RG is made up of key officials responsible for implementing the EPWP in SACN member cities. It meets quarterly, and 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.

### 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 17 State of the Expanded Public Works Programme in South African Cities reports, covering the years 2004 to 2021. This report constitutes the 18th annual report and covers the 2021/22 financial year period, which runs from 1 April 2021 to 31 March 2022.



The report presents and analyses the progress and implementation of the EPWP by the cities in the 2021/22 year, and compares performance to previous years. The report further examines the cities comparatively, 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 have emerged, from the previous year and during the RGs, as particularly relevant or of interest.

The report is structured into five main sections; and includes Annexures of comparison tables of Phases III and IV EPWP components per indicator (Annexure A) and Phase III and IV comparisons per city (Annexure B).

The five main sections of the report are as follows:

**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 member cities in terms of their institutional arrangements and policy developments; progress against EPWP indicators; challenges faced, key successes and lessons learnt; and also showcases a flagship project of each city<sup>1</sup>.

**Section 4. Integrated Analysis** provides a comparative analysis of cities using key indicators; unpacks the successes and challenges experienced in the implementation of EPWP across the cities; and describes shared learnings around institutionalisation, reporting, training, partnerships and exit strategies.

**Section 5. Conclusions and Recommendations**

## 1.4 METHODOLOGY

The methodology applied in developing this report included a quantitative desktop study and a qualitative consultative process with SACN member cities. The seven-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 and City of Tshwane. Although the City of Cape Town and Msunduzi Local Municipality are no longer SACN member cities, quantitative figures on their EPWP performance are included in the analysis of this report for continuity purposes.

The quantitative study involved the collation and analysis of EPWP performance data. The analysis was based on data extracted from the DPWI EPWP Quarter 4 Consolidated Report for 2021/22 (DPWI, 2022) and supporting datasets, and previous State of the EPWP in South African Cities reports. The Quarter 4 Consolidated Report is generated from a per-project dataset compiled from validated data reported by the cities through the EPWP reporting system. The minutes and presentations from the quarterly Reference Group meetings over the 2021/22 year were used for cross-checking and providing context.

The qualitative consultative process utilised a semi-structured interview guide, which included a set of questions to which city representatives were asked to respond during virtual interviews. The interview guide was designed to supplement and verify the quantitative data gathered, draw out key challenges, successes and learnings of the individual cities, and 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 have faced, solutions and innovations in the post-COVID-19 era, project reporting, training, exit strategies 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 verify the data collected and the methods used for data analysis.

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<sup>1</sup> This section excludes discussion on experiences in the City of Cape Town and Msunduzi Local Municipality, who are currently not SACN member cities.

## Progress against performance indicators

This section of the report highlights the progress of the seven SACN member cities in their implementation of the EPWP during the 2021/22 year (1 April 2021 to 31 March 2022). The City of Cape Town and Msunduzi Local Municipality, while not currently active members of the SACN, have been included for comparison and continuity and in support of shared learning.

Each city's progress is assessed quantitatively against their EPWP targets and previous year's performance for 10 EPWP indicators:

1. Number of projects implemented;
2. Gross number of Work Opportunities (WO) created;
3. Person-years of work, including training as 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. The average manual worker's minimum daily wage rate;
8. Expenditure of the Integrated Grant;
9. Demographics of employment; and
10. Sector (Infrastructure, Environment and Culture, Social) performance.

The analysis and figures that follow are based on data extracted from the DPWI EPWP Q4 Consolidated Report for 2021/22 (DPWI, 2022) 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 compiled from validated data reported by the cities through the EPWP reporting system. Shortened versions 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, 2022; EPWP, 2005).

*For cities, there is often a trade-off in performance between objectives; for example, between increasing the number of WOs created, and increasing the duration of WOs (FTEs) or amount of training provided.*

Creating WOs is one of the core aims of the EPWP; however, there are other important objectives, including the sustainability or duration of each WO (measured as Full-Time Equivalents or FTEs), and skills development through training. For cities, there is often a trade-off in performance between objectives; for example, between increasing the number of WOs created, and

increasing the duration of WOs (FTEs) or amount of training provided. Another example is between maximising the wage rate, thereby providing greater income to participants, and maximising the number of WOs created, thereby spreading the benefit across more people.

This highlights the difficult decisions cities face in choosing how to allocate EPWP funds across different objectives. Cities must continuously manage competing priorities in the design and implementation of their projects. This is important to bear in mind when considering progress on individual indicators; if a city is performing less well on one indicator, it may be performing better on another. The multi-indicator summary and comparative analysis (Section 4.1) explore this in more detail, by considering the performance of each city across a group of indicators.

### 2.1 OVERVIEW OF COLLECTIVE PERFORMANCE

Collectively, the performance of the nine cities improved significantly across six key indicators for the 2021/22 year (Table 1 below). The cities created 101 547 WOs and paid out wages of R1.4 billion, resulting in an average income support (wages paid per WO) of R13 825. This was achieved through 1 799 projects – 13% of the national total – and generated 33 122 person-years of work (FTEs). The cities provided training to the equivalent of 215 person-years, a 69% increase from 2020/21.

Table 1 below reports the collective performance of the EPWP in the nine cities, for six key indicators, over the first three years of Phase IV, and the annual average for Phase III. The trends illustrate the drop-off in reported WOs created, FTEs generated and expenditure between Phase III (annual average) and the first year of Phase IV implementation. In part, the decline can be explained by a stricter adherence to EPWP principles in Phase IV and the exclusion of non-compliant projects from performance reports. Performance across all six indicators declined during the 2020/21 period, clearly demonstrating the impact of the COVID-19 lockdowns and response measures on implementation and reporting. For 2021/22, collective performance improved relative to the previous year and against the annual average for Phase III for all six indicators, suggesting a recovery to pre-COVID-19 performance levels.

Figure 3 overleaf shows the collective performance of the cities in creating WOs. Reported WOs for each sector and the total for the period 2014/15 to 2021/22 are shown, which reflects the performance in Phase III of the programme and Phase IV to date. The annual average WOs created across the two phases are also shown. To date, the average annual WO performance in Phase IV is slightly below the annual average achieved in Phase III, with the challenges described above evident in 2019/20 (stricter reporting/compliance requirements) and 2020/21 (COVID-19 lockdowns). However, reported WOs rose in 2021/22 to the highest levels of Phase IV. The recovery is evident in all sectors, but especially for the Environment and Culture Sector, driven largely by the City of Cape Town (see Section 2.11). The low WOs reported in 2015/16 (Phase III) were attributed to a revised reporting system introduced in the 2015/16 year<sup>2</sup>.

FIGURE 2: Work Opportunity target achieved, 2021/22

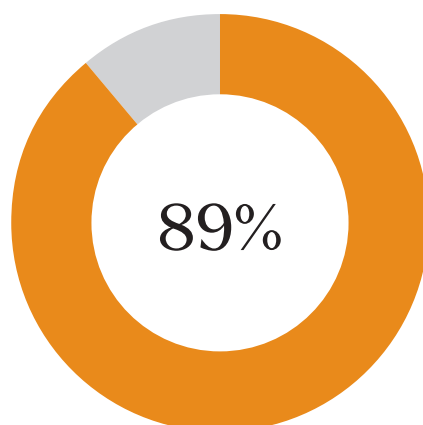


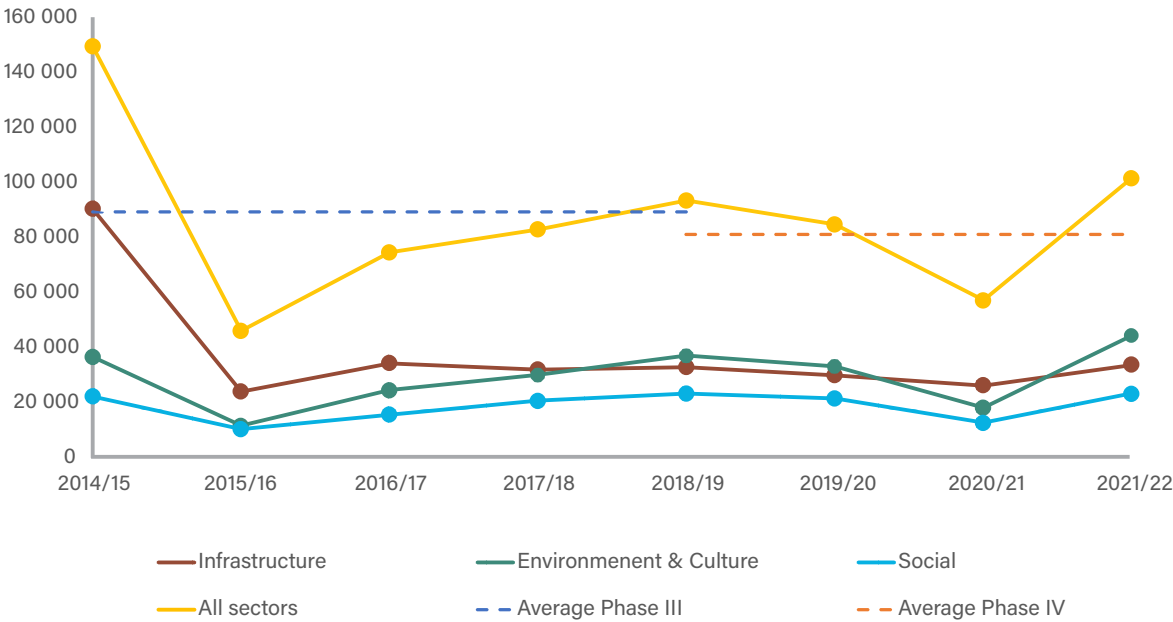
TABLE 1: Collective performance of the nine cities across key indicators, Phase III average and Phase IV to date

INDICATOR	PHASE III	PHASE IV				CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	AVERAGE*	
Number of projects implemented	1 448	▲ 1 514	▼ 1 121	▲ 1 799	1 478	▲
Gross number of WOs created	89 578	▼ 84 734	▼ 57 205	▲ 101 547	81 162	▼
Person-Years of work (FTE)	26 950	▼ 25 000	▼ 20 910	▲ 33 122	26 344	▼
Expenditure on EPWP (R million)	1 682	▼ 1 251	▼ 1 158	▲ 3 413	1 941	▲
Total wages paid out (R million)	720#	▲ 908	▼ 833	▲ 1 404	1 048	▲
Training (person-years)	171	▲ 188	▼ 127	▲ 215	177	▲

Note: \*Annual average. #An underestimate - missing data for City of Cape Town. 'Change' indicates an increase (▲) or decrease (▼) from the Phase III annual average to the Phase IV annual average to date.

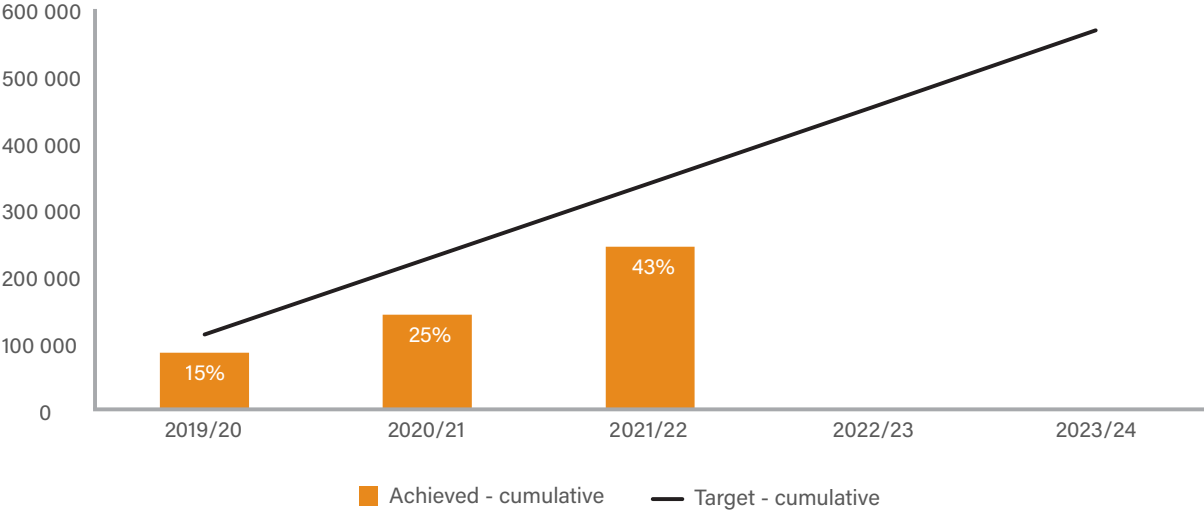
2 As discussed in the 2017/18 *State of the EPWP in South African Cities* report, <https://ckan.scoda.co.za/dataset?groups=epwp>.

FIGURE 3: Work Opportunities (WO) reported by the nine cities collectively, 2014/15 – 2021/22



The improvement in WOs reported in the 2021/22 year is evident in the graph of cumulative WOs created in Phase IV (Figure 4). However, cumulative WO performance remains below targets and less than 50% of the target for the phase has been achieved. Continued improvement in the remaining two years is needed to achieve the Phase IV targets.

FIGURE 4: Collective performance against Phase IV Work Opportunity (WO) targets, 2021/22



## 2.2 NUMBER OF PROJECTS IMPLEMENTED

### Indicator Definition

The number of projects implemented.

Projects are implemented by cities in the Infrastructure, Environment and Culture, and Social Sectors.

Collectively, the nine cities implemented 1 799 projects in the 2021/22 period, an increase of 60% from the 1 121 projects of the previous year. The City of Cape Town continues to implement the greatest number of projects across the nine cities (Figure 5). 46% of the projects implemented by the City of Cape Town are in the Environment and Culture Sector. Mangaung Metropolitan Municipality implemented the lowest number of projects, which follows the trend of previous years (Figure 6 below).

FIGURE 5: Number of EPWP projects implemented, 2021/22

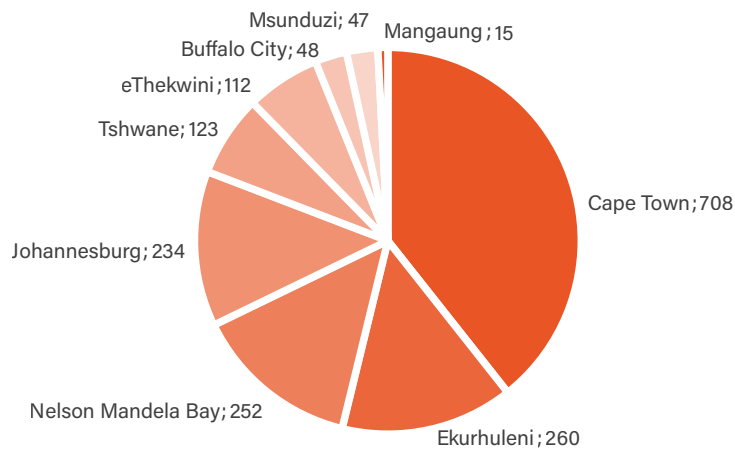
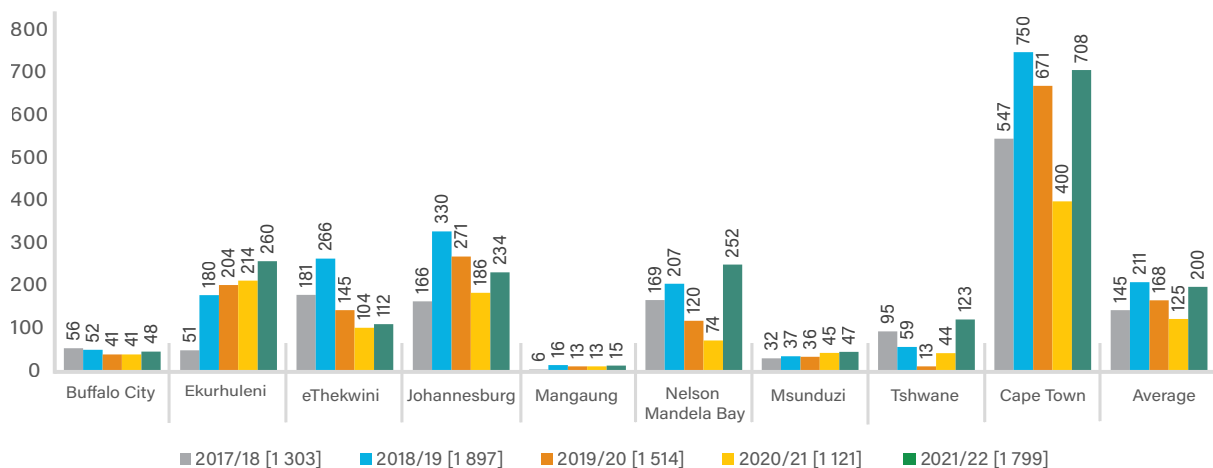


Figure 6 shows that the number of projects implemented increased for all nine cities from the previous year, with particularly large increases for Nelson Mandela Bay Metropolitan Municipality (241%), City of Tshwane (180%) and City of Cape Town (77%). The average number of projects implemented increased from 125 to 200, and is the highest average across the first three years of Phase IV. However, the number of WOs created and FTEs generated per project vary across projects and cities. eThekweni Metropolitan Municipality, for example, contributed 6% of the projects, but created 16% of the collective WOs and 30% of the FTEs, from 27% of the collective wages paid out.

FIGURE 6: Number of projects implemented, 2017/18 – 2021/22



## 2.3 GROSS NUMBER OF WORK OPPORTUNITIES CREATED

### Indicator Definition

The number of Work Opportunities created.

A Work Opportunity (WO) 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 WO.

For the 2021/22 period, the City of Cape Town reported the most WOs created, 40% of the collective total; followed by eThekweni Metropolitan Municipality (16%) and City of Tshwane (12%). However, cities are not all equally resourced and do not necessarily all have the same potential to create WOs. Targets for the creation of WOs are set for each year for each city, taking into account their different capacities, previous performance and budget allocations. It is important, then, to consider performance from the perspective of both total WOs reported and achievement against targets, as well as performance on other indicators. Figure 7 below shows the WOs reported, the WO target and the percent achievement against target for each city.

Collectively, the cities achieved 89% of the overall WO target for 2021/22 (Figure 2). Individually, the City of Cape Town and Buffalo City Metropolitan Municipality exceeded their targets and eThekweni Metropolitan Municipality achieved 98% of its target, Figure 7. Mangaung Metropolitan Municipality reported the fewest WOs, achieving only 6% of its target, which is in line with the past five-year trend (Figure 9).

FIGURE 7: Work Opportunity (WO) targets versus WOs achieved, 2021/22

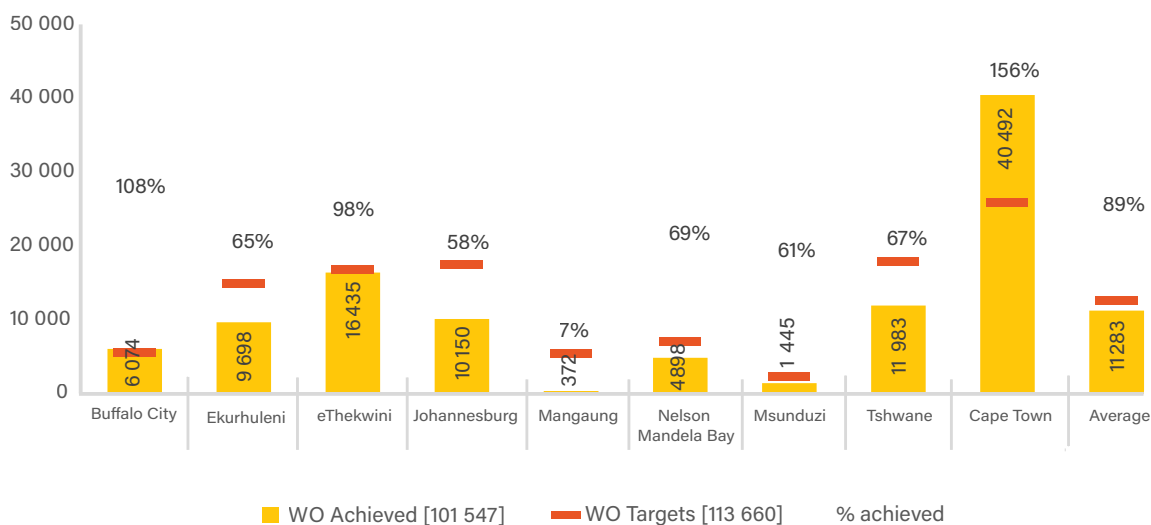
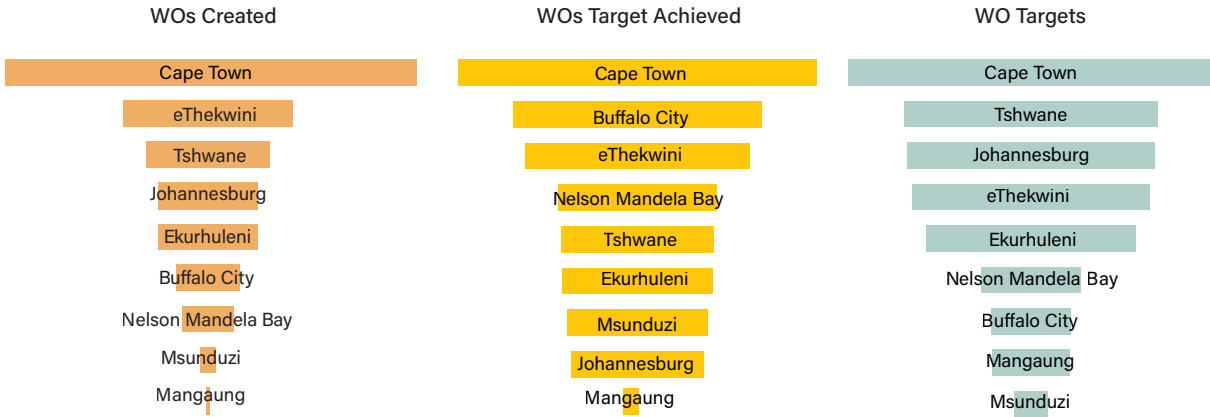


Figure 8 compares the ranking of cities in terms of WOs reported, WO targets and achievement against targets. The City of Cape Town performed strongly on both measures, and also had the largest target. Performance was largely driven by the Waste Management programme (42% of WOs), specifically 'Working on Waste' projects, and the Expansion Programme (19%). The City of Tshwane, while having the second-largest target, reported the third-most WOs created and performed only fifth-strongest against its target. Buffalo City Metropolitan Municipality, while contributing only the sixth-highest number of WOs, exceeded its target, performing the second-strongest on this measure. This performance was driven largely by the Municipal Infrastructure Programme (82% of WOs), with the 'Ward-Based Job Creation' and 'BCMM-Wardbase' projects together creating 32% of WOs. The City's performance on FTEs was weaker, however (Section 2.4).



FIGURE 8: Schematic representation of Work Opportunity (WO) targets and performance, 2021/22



Performance against the previous year improved for all cities except eThekweni Metropolitan Municipality and Msunduzi Local Municipality, who reported slight declines in the number of WOs created (Figure 9) and a similar small decline in performance against targets (Figure 10). The average WOs created across the nine cities is the highest it has been for the past five years. This is largely driven by continuous growth in WOs reported by the City of Cape Town, except for the 2020/21 period. Performance by Buffalo City Metropolitan Municipality has also improved continuously over the past five years, while City of Ekurhuleni and City of Tshwane showed significant increases in WOs reported for the current (2021/22) year. The continued improvement of Buffalo City Metropolitan Municipality in creating WOs is similarly reflected in its achievement against targets, rising steadily from a low of 27% at the end of Phase III to 108% in the current reporting year (Figure 10). Except for the 2020/21 year, both the City of Ekurhuleni and the City of Cape Town have shown continuous improvement against targets over the past five years. Performance by Nelson Mandela Bay Municipality and City of Johannesburg improved from 2020/21, but has not yet reached pre-COVID-19 levels.

The number of WOs created by eThekweni Metropolitan Municipality has declined consistently over the past five years; however, the City has the strongest performance in generating FTEs (person-years of work), showing continuous growth over the past five years except for the 2020/21 year (see Section 2.4 and Section 2.12).

FIGURE 9: Work Opportunities created, 2017/18 – 2021/22

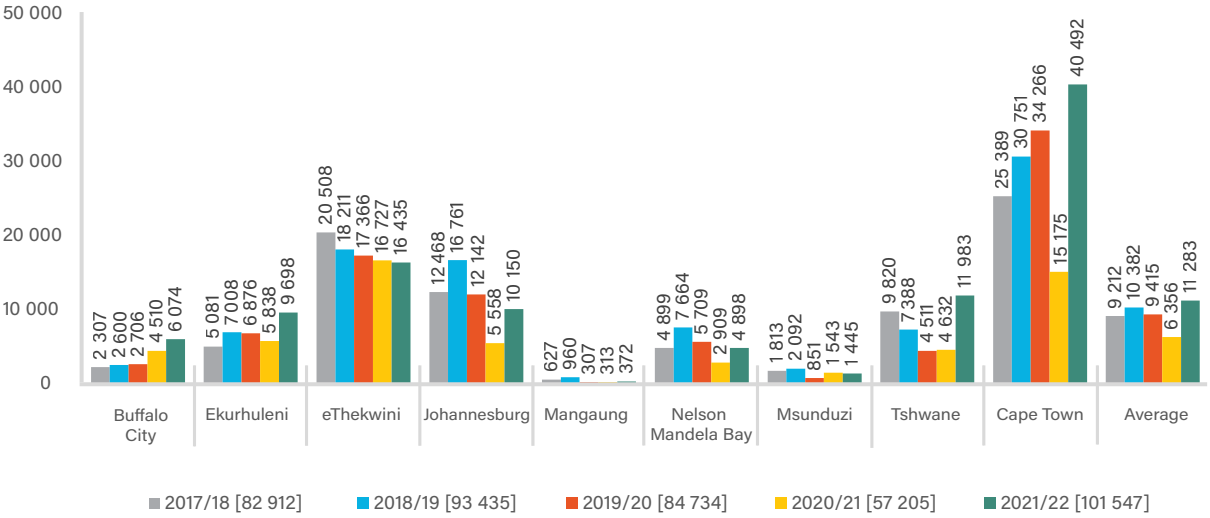
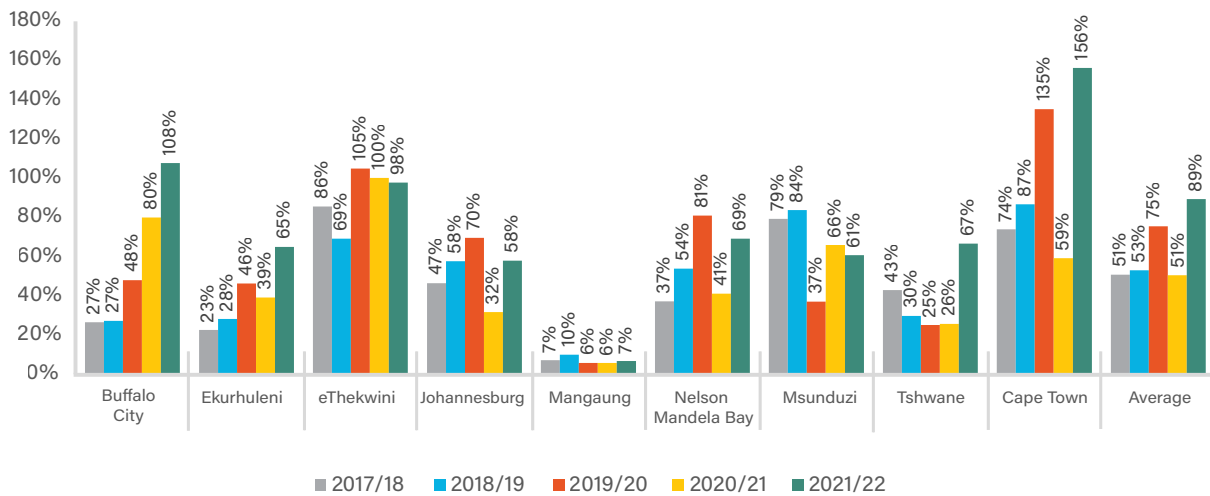


FIGURE 10: Work Opportunity performance against targets, 2017/18 – 2021/22



## 2.4 FULL-TIME EQUIVALENTS GENERATED (PERSON-YEARS OF WORK INCLUDING TRAINING)

### Indicator Definition

The number of Full-Time Equivalents generated.

A Full-Time Equivalent (FTE) is one person-year of work. The number of FTEs generated indicates the contribution of EPWP WOs towards the duration of employment created over one year.

One person-year of work (FTE) = 230 paid working days, including paid training days (DPWI, 2019).

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

As for WOs, annual targets are set for generating FTEs (Table 2). For the 2021/22 year, eThekweni Metropolitan Municipality and the City of Cape Town exceeded their FTE targets, with the City of Ekurhuleni almost achieving its target (96%) (Figure 11). Together, these three cities contributed 75% of the collective FTEs generated. The performance of the remaining cities was much weaker, with Nelson Mandela Bay Metropolitan Municipality achieving the next-strongest performance against target (52%) and City of Tshwane the next most FTEs contributed

*While collectively the cities achieved 88% of the combined target, this result was largely driven by the three higher-performing cities.*

(9%). While collectively the cities achieved 88% of the combined target, this result was largely driven by the three higher-performing cities. The collective performance of the cities excluding eThekweni Metropolitan Municipality, the City of Cape Town and the City of Ekurhuleni was 42% achievement of the corresponding combined target, and only 25% of the total FTEs generated. This result suggests a separation between stronger-performing cities and struggling cities in generating FTEs, with the stronger performers raising the group average. This pattern is evident in Figure 12, which shows the ranking of cities by their contribution to total FTEs generated and performance against targets.

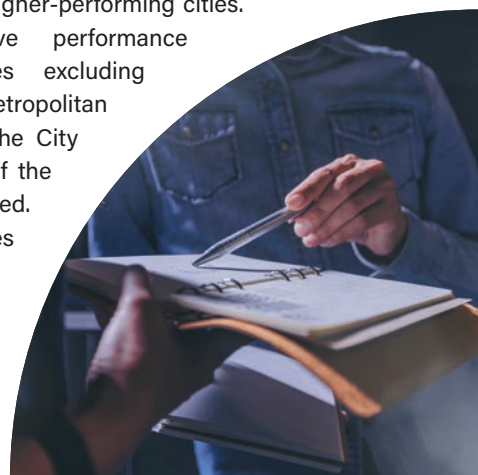


TABLE 2: Full-Time Equivalent (FTE) targets for cities, Phase IV

CITY	2019/20	2020/21	2021/22	2022/23	2023/24	TOTAL
Buffalo City	2 060	2 059	2 057	2 051	2 047	10 274
Ekurhuleni	5 079	5 117	5 145	5 160	5 206	25 708
eThekwini	5 892	5 947	5 994	6 027	6 069	29 929
Johannesburg	5 327	5 400	5 468	5 525	5 659	27 380
Mangaung	1 686	1 728	1 750	1 755	1 768	8 687
Nelson Mandela Bay	2 530	2 533	2 533	2 527	2 526	12 648
Msunduzi	885	903	920	936	954	4 598
Tshwane	6 542	6 558	6 567	6 563	6 652	32 883
Cape Town	7 182	7 242	7 297	7 342	7 395	36 457
Collectively	37 182	37 488	37 732	37 886	38 275	188 564

FIGURE 11: Full-Time Equivalent (FTE) targets versus FTEs achieved, 2021/22

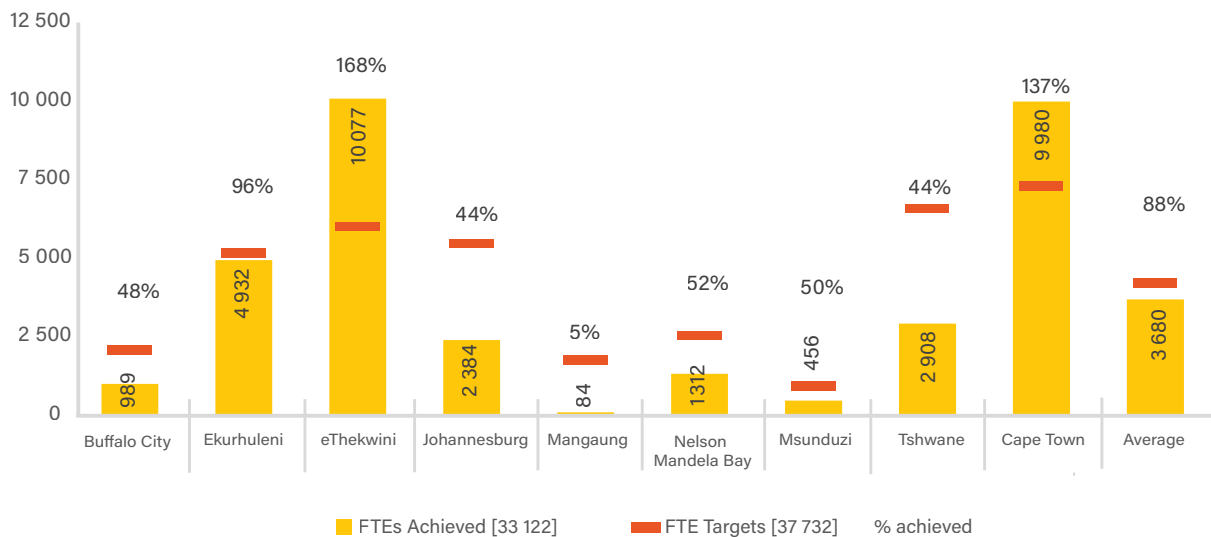
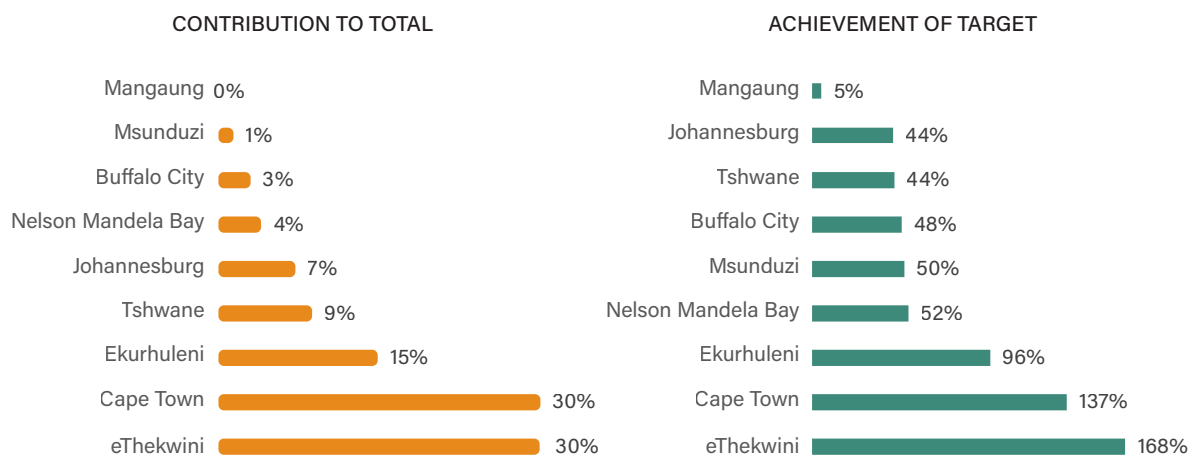


FIGURE 12: Schematic illustration of Full-Time Equivalents (FTEs) generated and targets achieved, 2021/22



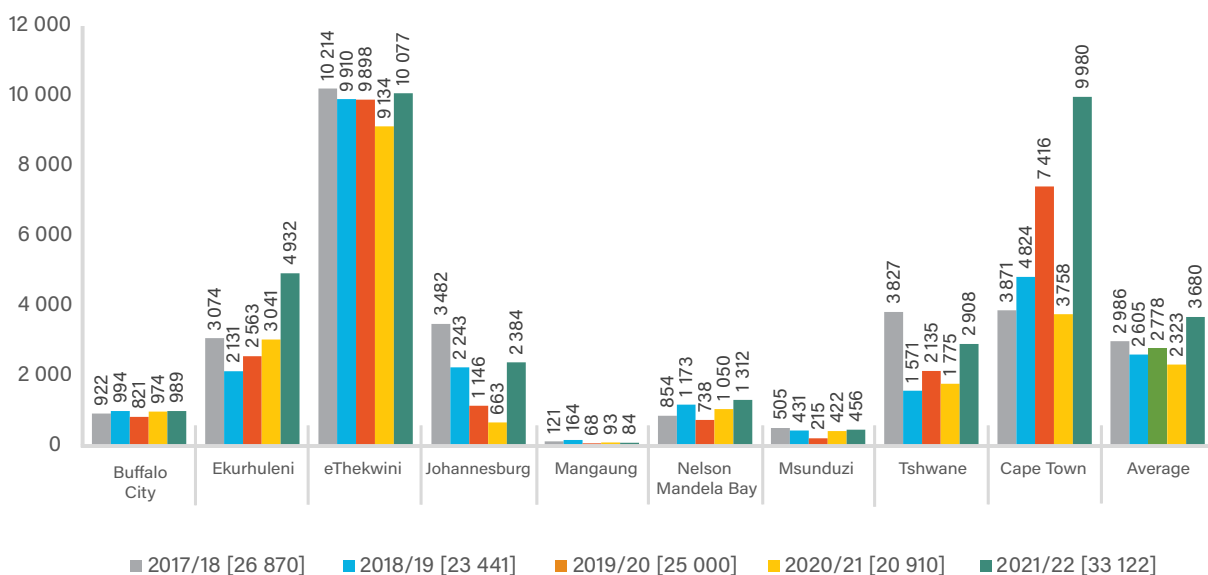
For eThekweni Metropolitan Municipality, FTEs were generated predominantly through projects in the Municipal Infrastructure Programme (53%, particularly the 'Zibambele' and 'Ablution Block Maintenance' projects) and the Community Safety Programme (32%). While these programmes also drove the creation of WOs, a larger proportion of FTEs relative to WOs was generated through the Community Safety Programme, specifically the 'IG/Safety Volunteer Project – Mayoral' project. The WO-to-FTE ratio for this project is 0.9, compared to an average of 1.6 across all projects (Figure 14), indicating that this project has created longer-duration employment and been particularly effective in generating FTEs.

*On average, there has been a significant increase in FTEs generated across the cities in 2021/22, relative to both the previous year and across the last five years.*

Figure 13 shows the trend in FTEs generated for the last five years (2017/18 to 2021/22). On average, there has been a significant increase in FTEs generated across the cities in 2021/22, relative to both the previous year and across the last five years. While eThekweni Metropolitan Municipality continues

to generate the most FTEs, all cities generated more FTEs in the current reporting year than in the previous year, except for Mangaung Metropolitan Municipality (10% decline). The cities of Johannesburg, Cape Town, Tshwane and Ekurhuleni reported particularly strong growth in FTEs generated for 2021/22. While the City of Johannesburg has reversed a previously declining trend in FTEs generated and the City of Tshwane has improved, both cities continue to perform below target. The City of Cape Town shows a strong recovery from the low performance reported in 2020/21. The City of Ekurhuleni has steadily increased FTEs generated over the past four years, with solid growth in 2021/22, almost achieving its target (96%).

FIGURE 13: Full-Time Equivalents (FTEs) achieved, 2017/18 – 2021/22



The City of Ekurhuleni also performed well in requiring relatively fewer WOs to generate a single FTE (Figure 14), with a similar ratio to eThekweni Metropolitan Municipality, which also performed strongly on this measure. The City of Ekurhuleni generated 43% of its FTEs through the Municipal Infrastructure Programme in 2021/22, with performance spread across 190 or so projects, rather than from any specific single or sub-group of projects. The WO-to-FTE ratio varied across projects, although on average, the Large Projects (exceeding R30 million) Programme performed more strongly on this measure.

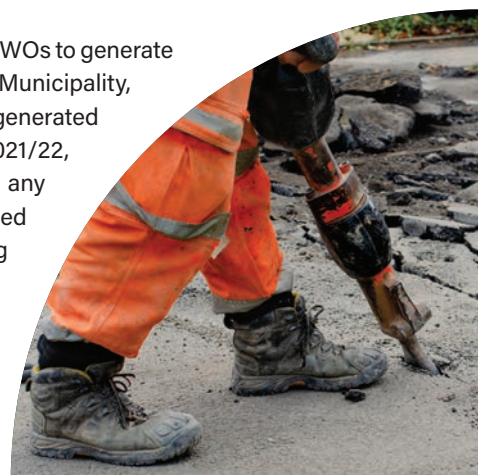
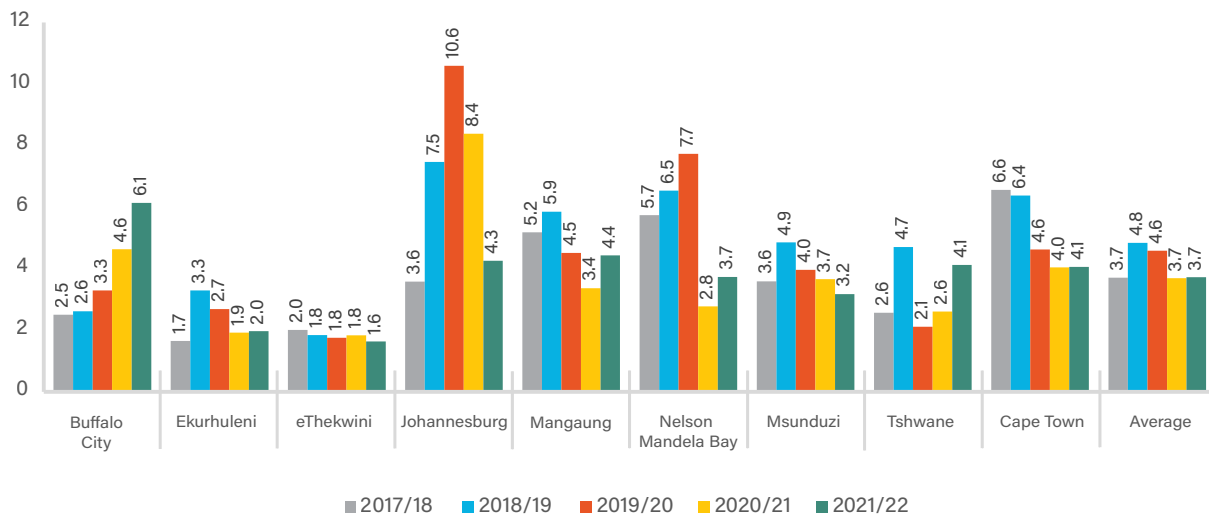


FIGURE 14: Number of Work Opportunities (WOs) required to create a single Full-Time Equivalent (FTE), 2017/18 – 2021/22



## 2.5 TRAINING PROVIDED

### Indicator Definition

The person-years of training provided by the cities through the EPWP.

Training is funded through the Department of Higher Education and Training's National Skills Fund (NSF) or from project budgets.

The number of training person-days is calculated by multiplying the number of people who attended training by the number of days of training. For any other training, one training day equates to at least seven hours of formal training.

It is important to draw a distinction between accredited and non-accredited training (EPWP, 2005). The training funded through the NSF is accredited, while training funded through project budgets is not necessarily accredited (EPWP, 2005).

As DPWI (2013) articulates, training is an important component within the EPWP to ensure that beneficiaries gain skills while they work on EPWP projects, with the aim of enhancing their chances of finding suitable employment opportunities on exit from EPWP projects.

Training opportunities in the EPWP are provided for:

- Participants working on EPWP projects – the training is offered through skills programmes, learnerships and artisan development;
- Officials managing the EPWP projects and contractors working on Infrastructure projects through learnerships, training on labour-intensive methods and through the EPWP Learning Programme.

Table 3 shows the trend in training provided by the cities over Phase IV to date, and compared to the Phase III average. Performance in providing training for the 2021/22 period varied across the cities. The City of Cape Town reported the most training (131 person-years), and improved on its performance relative to the previous year and to the Phase III average. Training was provided largely through the LE Auxiliary Expansion Programme project (44%) within the Community Safety Programme, and the Cape Skills and Employment Accelerator project (35%) under the Expansion Programme. In the previous year, projects under the Expansion Programme and the Community Safety Programme also reported the most training; however, the projects were different, and with a higher proportion coming from the Expansion Programme (SmartCape Digital Cadets project, 32%).

The City of Ekurhuleni reported the next-most training (73 person-years) for the 2021/22 period. The result is slightly lower than reported in the previous year, but overall, average performance in Phase IV shows a significant improvement compared to Phase III. For the 2021/22 period, training was reported largely from a single project, the EPWP-Water Stewards project within the Municipal Infrastructure Programme (99%). The EPWP-Water Stewards project was also the main source of training both in the previous two years of Phase IV and in the 2018/19 period (Phase III); however, the amount of training reported increased significantly in Phase IV. The success of this training programme was underpinned by a proactive partnership arrangement with external organisations: Rand Water, and Ekurhuleni Water Care Company (ERWAT). This partnership ensured that the training programme covered as many participants as possible, with the partners providing various necessary resources.

Mangaung Metropolitan Municipality and the City of Tshwane have yet to report any person-years of training in Phase IV to date. This is a decline in performance compared to Phase III, where on average, the City of Tshwane achieved the highest number of person-years of training (60), followed by Mangaung Metropolitan Municipality (33). Reasons for this performance decline in the two Cities are varied. In the case of the City of Tshwane, it was reported that there was a moratorium on all training activities over the 2021/22 financial year. Another issue in Tshwane was non-reporting of training programmes, particularly by subcontractors. In the case of Mangaung Metropolitan Municipality, the Municipality has been under administration and dealing with multiple challenges. The City indicated that as a result of this situation, it appears the EPWP has not been among the priority list of issues for the intervention team.

The remaining cities continue to lag behind in providing, or reporting, training. That said, eThekweni Metropolitan Municipality, Nelson Mandela Bay Metropolitan Municipality and Msunduzi Local Municipality have shown improvement in Phase IV to date, relative to Phase III, although the first two reported less training in the current year compared to the previous year.

TABLE 3: Trend in person-years of training reported by the cities, Phase III average and Phase IV to date

CITY	PHASE III	PHASE IV				
	AVERAGE*	2019/20	2020/21	2021/22	AVERAGE	CHANGE
Buffalo City	0	0	0	— 0	0	—
Ekurhuleni	1	93	83	▼ 73	83	▲
eThekweni	3	2	8	▼ 3	4	▲
Johannesburg	6	0	0	▲ 6	2	▼
Mangaung	52	0	0	— 0	0	▼
Nelson Mandela Bay	0	0	16	▼ 0	5	▲
Msunduzi	0	0	0	▲ 2	1	—
Tshwane	94	0	0	— 0	0	▼
Cape Town	15	93	20	▲ 131	81	▲
<b>Collectively</b>	<b>171</b>	<b>188</b>	<b>127</b>	<b>▲ 215</b>	<b>177</b>	<b>▲</b>

Note: \* Annual average. 'Change' indicates the increase (▲), no change (—), or decrease (▼) between the Phase III average and the Phase IV average to date. Person-years of training are calculated as person-days of training divided by 230 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.



## 2.6 EXPENDITURE ON EPWP (INCLUDING PROFESSIONAL FEES)

### Indicator Definition

Expenditure is the expenditure on EPWP projects 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).

Collectively, the cities reported R3.4 billion in project expenditure for the 2021/22 year. Of this, 60% was reported by the City of Tshwane (R2 billion) (Figure 15), which is a significant change in the trend from previous years (Figure 16). Collective expenditure for the previous four years was in the region of R1.1 billion per year.

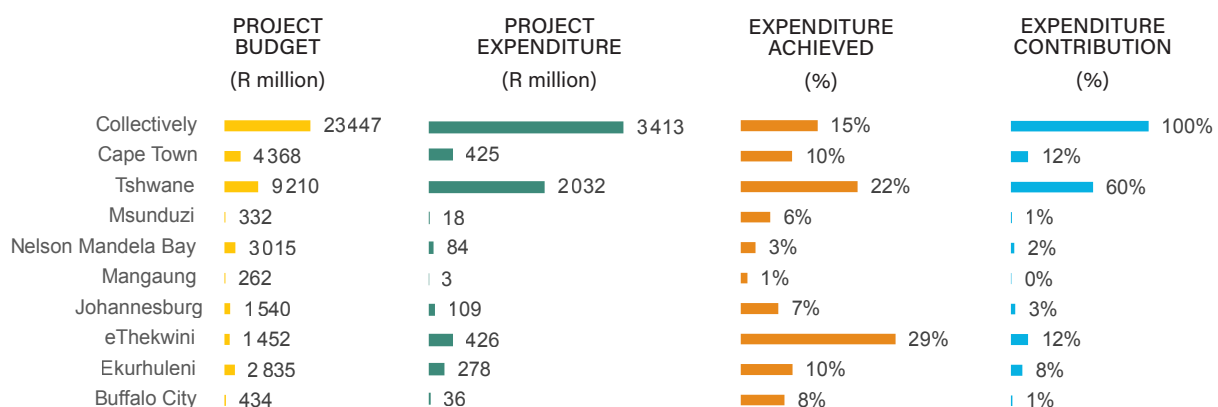
It must be noted that the budget and expenditure values are generated from a per-project dataset, and the accuracy of the values is dependent on what was recorded by the cities on the EPWP Reporting System. Project budgets, for example, are based on city reports, and some of the budgets may run over multiple financial years. The results presented in this section should be interpreted accordingly.

For the City of Tshwane, 78% of the recorded project expenditure for the current year stems from a single project: 'Flooding Backlogs in Atteridgeville Phase 2' (R1.6 billion), which achieved 100% expenditure of the associated budget. This project reported few of the overall WOs and FTEs created by the City of Tshwane for the 2021/22 year.

eThekweni Metropolitan Municipality reported the next-highest expenditure (R426 million). This was driven largely by recorded expenditure across three projects (73% of expenditure): the IG/Safety Volunteer (Mayoral) project (37%, a Community Safety Programme, Social Sector project), the Zibambele project (24%, a Municipal Infrastructure programme, Infrastructure Sector project) and the Ablution Block Maintenance Programme – Caretakers project (12%, also a Municipal Infrastructure programme, Infrastructure Sector). These three projects account for 73% of the WOs created and 80% of the FTEs generated.

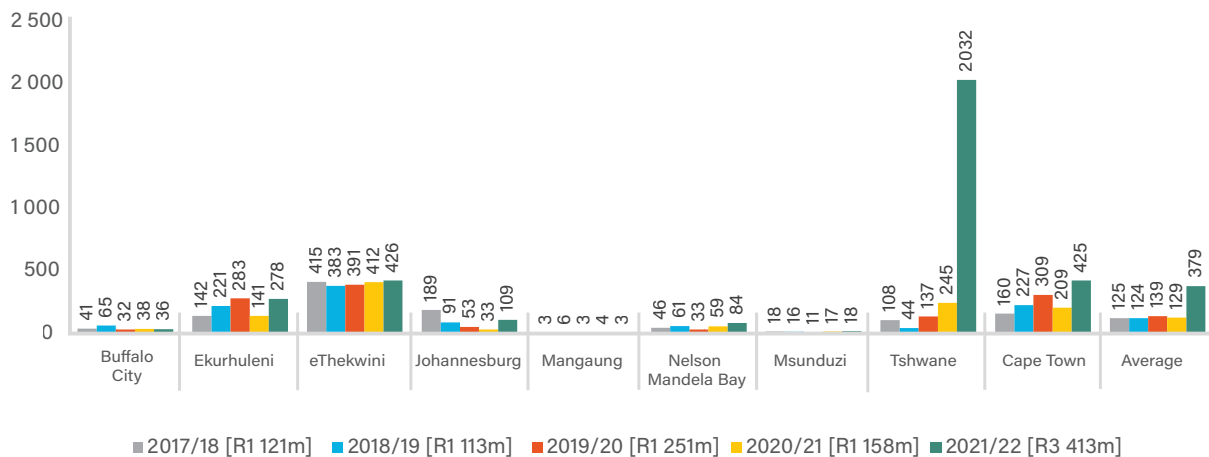
Over the past five-year period, except for the current year, the eThekweni Metropolitan Municipality has consistently recorded the highest project expenditure across the cities (Figure 16). Mangaung Metropolitan Municipality and Msunduzi Local Municipality continue to record the lowest budgets and expenditure, and correspondingly, relatively low levels of WOs and FTEs generated. Msunduzi Local Municipality, however, is a local municipality, and was able to achieve 61% and 50% of its WO and FTE targets respectively.

FIGURE 15: Allocated project budget and expenditure (including professional fees), 2021/22



Note: 'Expenditure contribution' is the proportion of collective expenditure by the cities attributable to each city.

FIGURE 16: Expenditure (R million) including professional fees, 2017/18 – 2021/22



## 2.7 WAGES PAID OUT TO EMPLOYEES ON EPWP PROJECTS

### Indicator Definition

Gross wages paid out to employees on EPWP projects. This is a calculated indicator. It is calculated by multiplying the minimum wage rate by the person-days of work (DPWI, 2022).

Collectively, the cities paid R1.4 billion to EPWP project participants in the 2021/22 year. This is a significant increase from the R833 million reported the previous year, and the highest for Phase IV to date (Figure 17). Calculated wages paid were highest for the City of Cape Town, followed by eThekweni Metropolitan Municipality and the City of Ekurhuleni.

*Collectively, the cities paid R1.4 billion to EPWP project participants in the 2021/22 year. This is a significant increase from the R833 million reported the previous year, and the highest for Phase IV to date*

This is slightly different from previous years, for which eThekweni consistently had the highest wages paid out.

The collective increase can be attributed largely to increases in the wages paid out by the City of Johannesburg (243% increase),

City of Cape Town (161% increase), City of Tshwane (120% increase) and Ekurhuleni Metropolitan Municipality (95% increase) compared to the previous year. The results for the other cities have remained relatively stable over the past five-year period.

The change in wages paid out from the previous year follows a similar trend to that observed for the person-years of work generated (FTEs), which makes sense since the wages paid out are calculated from the person-days of work. Figure 18 shows the percentage change between the 2021/22 and 2020/21 reporting years, for both the wages paid out and the FTE indicators.

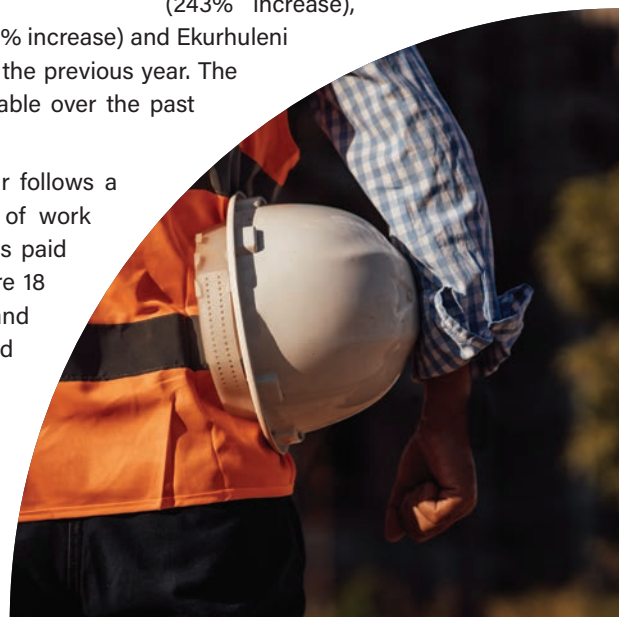


FIGURE 17: Calculated total wages paid out to employees on EPWP projects (R million), 2017/18 - 2021/22

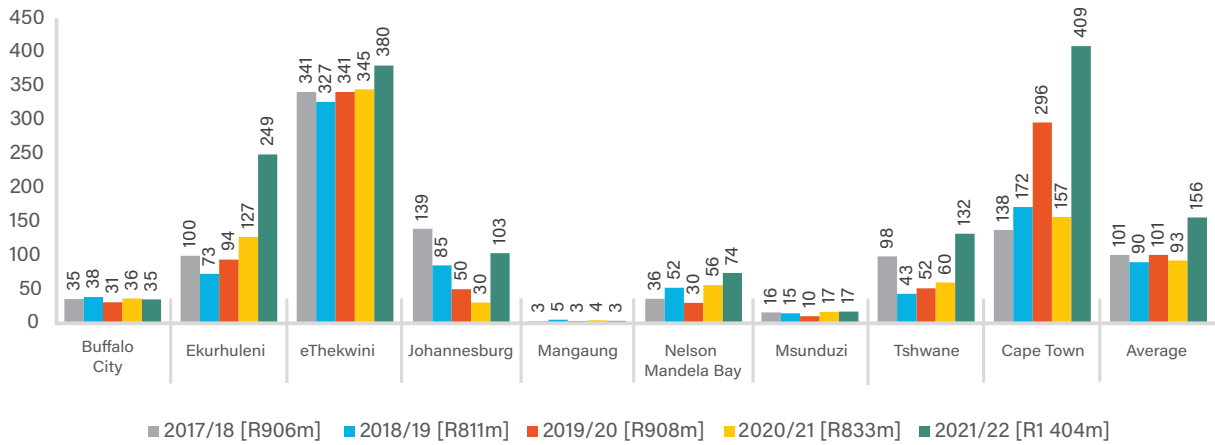
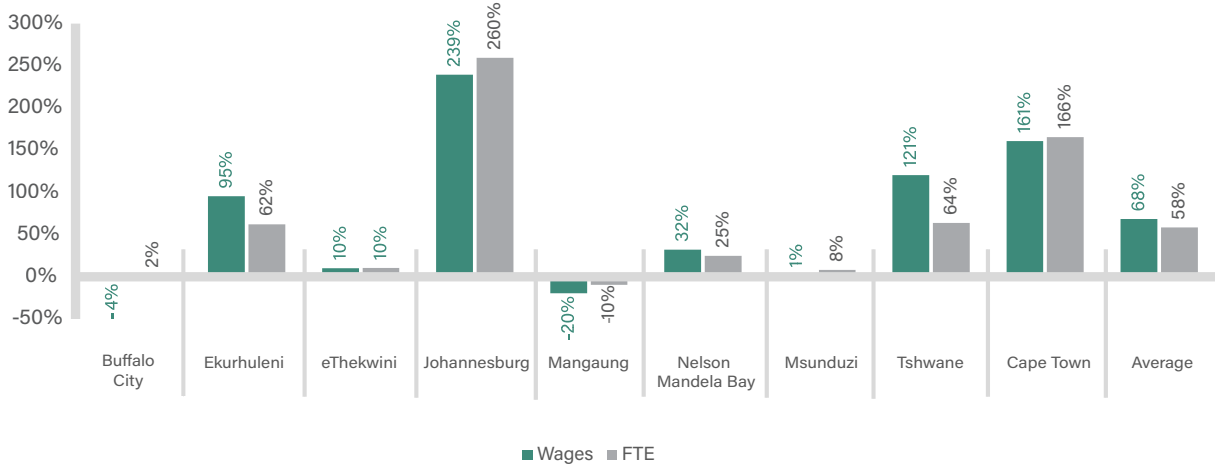


FIGURE 18: Percentage change between 2021/22 and 2020/21, wages paid out and Full-Time Equivalents (FTE)



Calculated wages paid out as a proportion of reported expenditure over Phase IV to date and compared to the Phase III average are shown in Table 4. It must be noted that the figures for expenditure are dependent on the accuracy of what was reported by the cities on the EPWP Reporting System. Performance on the indicator has improved for all cities on average over Phase IV compared to Phase III, except for the City of Tshwane.



*It must be noted that the figures for expenditure are dependent on the accuracy of what was reported by the cities on the EPWP Reporting System.*

TABLE 4: Wages paid out as a proportion of expenditure reported by the cities, Phase III average and Phase IV to date

CITY	PHASE III	PHASE IV			CHANGE	
	AVERAGE*	2019/20	2020/21	2021/22		AVERAGE*
Buffalo City	48%	97%	95%	98%	97%	▲
Ekurhuleni	62%	33%	90%	90%	71%	▲
eThekweni	62%	87%	84%	89%	87%	▲
Johannesburg	50%	95%	94%	95%	94%	▲
Mangaung	73%	98%	96%	97%	97%	▲
Nelson Mandela Bay	43%	92%	96%	88%	92%	▲
Msunduzi	81%	97%	97%	92%	95%	▲
Tshwane	75%	38%	24%	7%	23%	▼
Cape Town	84%	96%	75%	96%	89%	▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→) or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

## 2.8 AVERAGE MANUAL WORKER'S MINIMUM DAILY WAGE RATE

### Indicator Definition

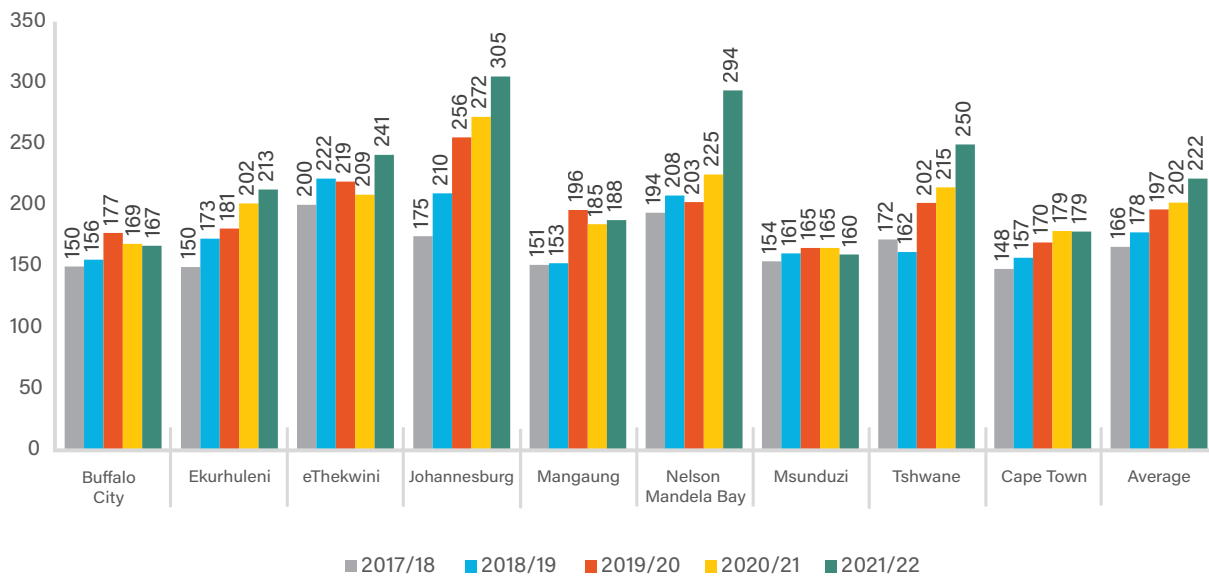
The daily wage (whether task-rated or time-rated) per individual project (EPWP, 2005). A universal principle of the EPWP is the adherence to the EPWP minimum wage and employment conditions under the EPWP Ministerial Determination (DPWI, 2019).

The average manual worker's minimum daily wage rate for the 2021/22 period across the cities was R222/day, with a range of R160/day (Msunduzi Local Municipality) to R305/day (City of Johannesburg) (Figure 19). For Msunduzi Local Municipality, the wage rate has remained relatively stable over the past five-year period. For the City of Johannesburg, the wage rate has increased from the previous period, which continues the preceding trend.

Higher wage rates imply a greater impact on meeting the EPWP objective of contributing to poverty alleviation through income support. However, there is a tradeoff between the wage rate and the number of WOs created. While maximising the wage rate delivers more income to the participants, fewer participants can be recruited for the same budget, and so the spread of income support is reduced.

The wage rate for Nelson Mandela Bay Metropolitan Municipality showed a significant increase for the 2021/22 period, rising by 31%, from R225/day to R294/day. Interestingly, the number of WOs created and the FTEs generated also increased. This may be explained by the corresponding increase in project expenditure from 2020/21 to 2021/22 (42%).

FIGURE 19: Minimum daily wage rate (R/day), 2017/18 – 2021/22



## 2.9 INTEGRATED GRANT EXPENDITURE

### Indicator Definition

The Integrated Grant (IG) is 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 the grant may be used for projects across more than one Sector (DPWI, 2020). It is 'conditional' in that minimum thresholds related to the number of FTEs and labour intensity must be met in previous periods for bodies to be eligible for the grant (DPWI, 2020).

EPWP projects in cities/municipalities are funded through city line budgets and the Integrated Grant (IG). The grant is designed to provide additional funds to those public bodies creating more work using their available budgets.

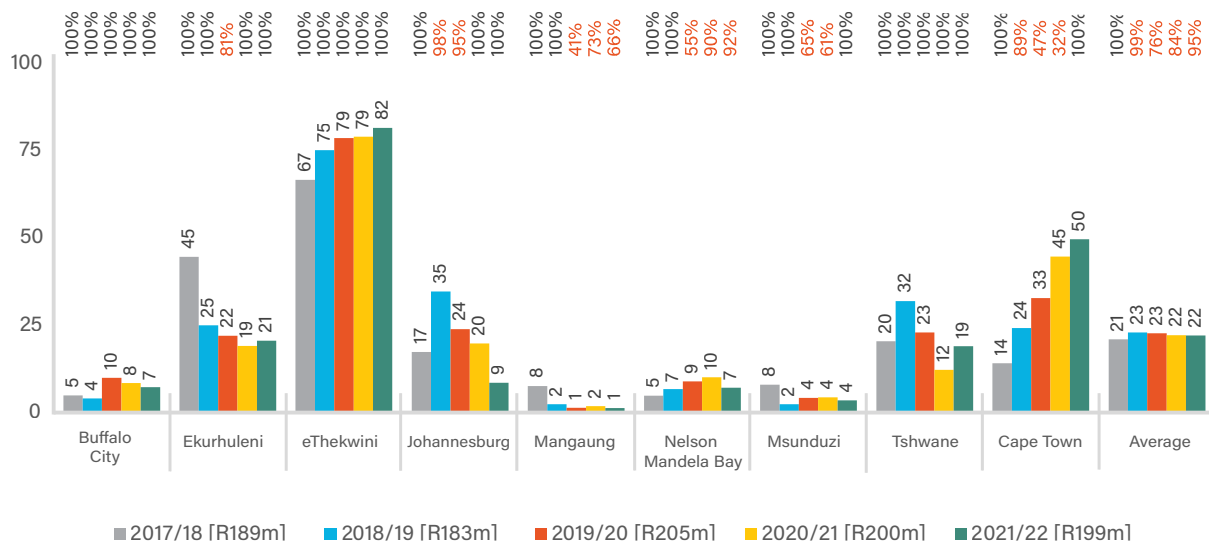
Figure 20 shows the IG allocations and percentage spent for the past five-year period. Collectively, the IG allocation has remained relatively stable over the past five years, between R183 million and R200 million. The IG allocations for the individual cities vary, both between cities and over time.

eThekweni Metropolitan Municipality has consistently received the largest IG allocation, all of which has been spent. The grant allocation has also grown consistently over the past five years. For the 2021/22 year, the IG was used for seven projects spread across the three Sectors, which together generated 27% of the City's WOs and 47% of the FTEs.

The IG allocation for the City of Cape Town has also grown consistently over the last five years. Reported expenditure was below the allocation over the 2018 to 2020 period, but has recovered to 100% in the current reporting year. Nelson Mandela Bay Metropolitan Municipality and Mangaung Metropolitan Municipality appear to be struggling to spend the IG, or report expenditure, over the Phase IV period. Buffalo City Metropolitan Municipality and the City of Tshwane have achieved 100% expenditure of the IG allocation over the past five years.

*The Integrated Grant (IG) is designed to provide additional funds to those public bodies creating more work using their available budgets.*

FIGURE 20: EPWP Integrated Grant allocations (R million) and percentage spent, 2017/18 – 2021/22



## 2.10 DEMOGRAPHICS OF EMPLOYMENT

### Indicator Definition

Public bodies are evaluated against their ability to meet employment targets in relation to specific demographic categories. For Phase IV of the EPWP, the following targets apply:

- Youth (18-35 years of age) 55%;
- Women 60%; and
- Persons With Disabilities (PWD, as defined by the United Nations, 2006) 2%.

The target for Women is an increase from the 55% set for Phase III.

Table 5 presents the demographic distribution of the EPWP participants across the nine cities for Phase IV to date. It should be noted that a participant could be recorded under more than one category; for example, a participant could be a disabled young woman. Accordingly, reported percentages cannot be summed across demographic categories.

*As for the previous year, the average performance of the cities for the 2021/22 year is below the targets for all three categories.*

As for the previous year, the average performance of the cities for the 2021/22 year is below the targets for all three categories. On average, however, performance has improved in the current period relative to the previous year. The City of Cape Town has performed consistently well on Youth and Women targets over Phase IV to date, and has improved on PWD targets. eThekweni Metropolitan Municipality, Buffalo City Metropolitan Municipality and the City of Tshwane have consistently achieved the targets for Women participation, but continue to struggle with Youth participation, although less so for the City of Tshwane. Nelson Mandela Bay Metropolitan Municipality continues to struggle to reach targets across all three categories; however, the city performs comparatively well regarding the participation of PWDs. To date, the City of Ekurhuleni has improved on Women and PWD participation over Phase IV.



TABLE 5: Demographics of EPWP beneficiaries in the nine cities, Phase IV to date (2019/2020 – 2021/22)

	% YOUTH			% WOMEN			% PWDS					
	TARGET	2019/20	2020/21	2021/22	TARGET	2019/20	2020/21	2021/22	TARGET	2019/20	2020/21	2021/22
Buffalo City	55%	41	39	37	60%	60	64	68	2%	0.4	0.3	0.4
Ekurhuleni		55	49	49		51	53	53		0.3	0.6	0.6
eThekweni		29	26	27		71	74	73		0.1	0.2	0.3
Johannesburg		62	60	55		43	44	48		0.2	0.3	0.3
Mangaung		56	47	59		44	40	43		0.0	0.3	0.5
Nelson Mandela Bay		41	42	44		57	51	52		0.6	0.7	0.6
Msunduzi		55	58	53		34	47	51		0.0	0.1	0.5
Tshwane		51	48	56		71	61	61		0.2	0.3	0.4
Cape Town		58	59	55		64	59	64		0.3	0.4	0.6
Average city		50	48	49		55	55	57		0.2	0.4	0.5

Category	Target achieved	Within 10% of target	Target not achieved
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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 for Phase IV: Youth 55%, Women 60%, and PWDs 2%.

Table 6 compares the average performance across the nine cities for Phase III and Phase IV to date. Compared to Phase III, average performance has improved for Women participation, with slight declines for Youth and PWD participation. The target for Women participation was raised in Phase IV to 60% from the 55% set for Phase III. In response, many of the cities have increased efforts to encourage women participants, evident in the improved performance observed over Phase IV to date.

TABLE 6: Average city performance on demographic categories, Phase III average and Phase IV to date

CATEGORY	PHASE III	PHASE IV			CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	
% Youth	51	50	48	49	▼
% Women	53	55	55	57	▲
% PWD	0.6	0.2	0.4	0.5	▼

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→) or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

## 2.11 SECTOR ANALYSIS

### Sectors of EPWP

For Cities/Municipalities, EPWP projects are implemented across three Sectors:

- Infrastructure;
- Environment and Culture; and
- Social and Non-State.

Collectively, for the 2021/22 year, the most WOs created, FTEs generated, training provided and demographic achievements varied across the sectors (Table 7). The highest number of WOs was reported in the Environment and Culture Sector (44%), the most FTEs in the Infrastructure Sector (37%), and the most training days in the Social Sector (55%). This result was strongly influenced by the performance of the City of Cape Town, which reported significantly higher WOs and training provided compared to the other cities.

Compared against targets, collectively the cities achieved both WO and FTE targets in the Environment and Culture and Social Sectors, but struggled to achieve the targets for the Infrastructure Sector (Table 7). It must be noted, however, that the targets are the highest for the Infrastructure Sector, followed by Environment and Culture and then the Social Sectors. While specific targets are not set for training, there is an emphasis in Phase IV on increasing the training provided. For the 2021/22 year, a higher proportion of training was reported in the Social Sector; again, largely due to strong performance by the City of Cape Town.

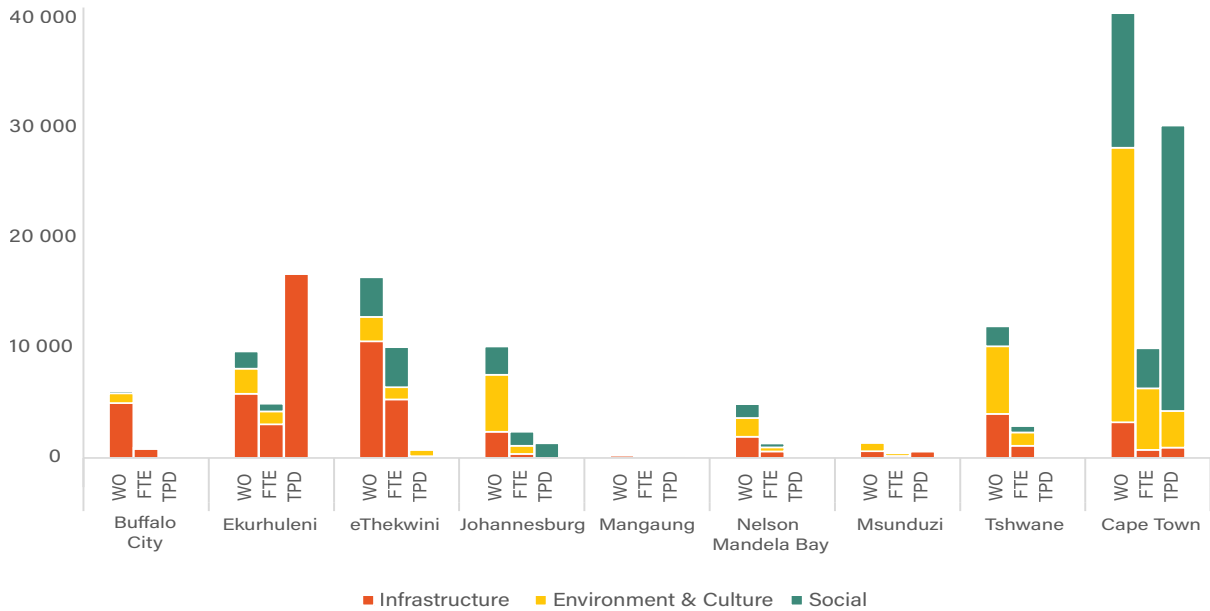
Collective performance on demographic categories was strongest in the Social Sector, which achieved both the Youth% and Women% targets; however, the Social Sector created the fewest WOs overall. Sector performance on demographic targets varied across the individual cities; on average, the Environment and Culture Sector and the Social Sector performed better than the Infrastructure Sector. The Infrastructure Sector performed more strongly on Women participation targets for eThekweni Metropolitan Municipality, and on Youth and PWD targets for the City of Cape Town.

TABLE 7: Collective performance on Sector targets, 2021/22

INDICATOR	INFRASTRUCTURE	ENVIRONMENT & CULTURE	SOCIAL
WOs Achieved	33 857	44 376	23 314
WO % Total	33%	44%	23%
WO Target	64 896	29 653	19 113
WO % Achieved	52%	150%	122%
FTEs Achieved	<b>12 240</b>	10 602	10 280
FTE % Total	37%	32%	31%
FTE Target	21 444	9 009	7 280
FTE % Achieved	57%	117%	141%
Training provided	18 518	3 884	<b>27 317</b>
Training % Total	37%	8%	55%
WO % Youth	38%	53%	55%
WO % Women	59%	61%	69%
WO % PWD	0.4%	0.4%	0.6%

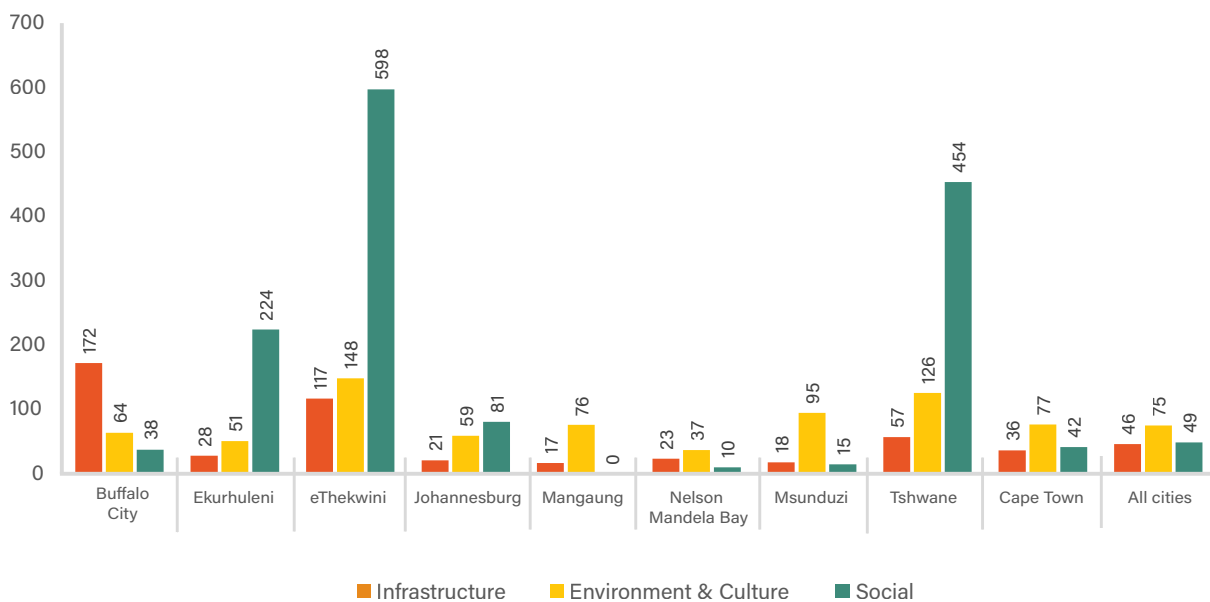
Figure 21 shows the contribution of each sector to the WOs created, FTEs (person-years) generated and training (person-days) provided by each city for the 2021/22 reporting period. The Environment and Culture Sector reported the most WOs for the City of Cape Town, the City of Tshwane, the City of Johannesburg and Msunduzi Local Municipality, whereas the Infrastructure Sector reported the most WOs for the other cities.

FIGURE 21: Work Opportunities (WO), Full-Time Equivalent (FTE) and Training Person-Days (TPD) by Sector, 2021/22



Collectively, 41% of the projects implemented by the cities in the 2021/22 year were in the Infrastructure Sector, yet these projects generated only 33% of the reported WOs. The Environment and Culture Sector generated 44% of the collective WOs from 33% of the projects implemented, and generated the most WOs per project implemented (Figure 22). This was influenced by the high number of WOs created in the Environment and Culture Sector by the City of Cape Town.

FIGURE 22: Average number of Work Opportunities (WO) created per project implemented in each Sector, 2021/22



Compared over time, the Infrastructure and Environment and Culture Sectors have performed similarly in generating WOs, with neither sector consistently performing more strongly over the past five years. The Social Sector continues to generate relatively fewer WOs. Table 8 compares the collective performance of the nine cities in creating WOs across the sectors for Phase III and Phase IV to date (also see Figure 3). The pattern is more variable for the individual cities (Figure 23). For eThekweni Metropolitan Municipality, the Infrastructure Sector has consistently performed relatively more strongly in reported WOs over the past five years; whereas for the City of Cape Town, both the Environment and Culture and the Social Sector have reported relatively more WOs. For the City of Ekurhuleni, the pattern has changed over the past five years, with the Infrastructure Sector taking the lead from the Social Sector in recent years. Buffalo City Metropolitan Municipality, Mangaung Metropolitan Municipality and Msunduzi Local Municipality continue to report relatively few WOs in the Social Sector. Additional detail on the individual city performance by sector is presented in sub-sections 2.11.1 to 2.11.3.

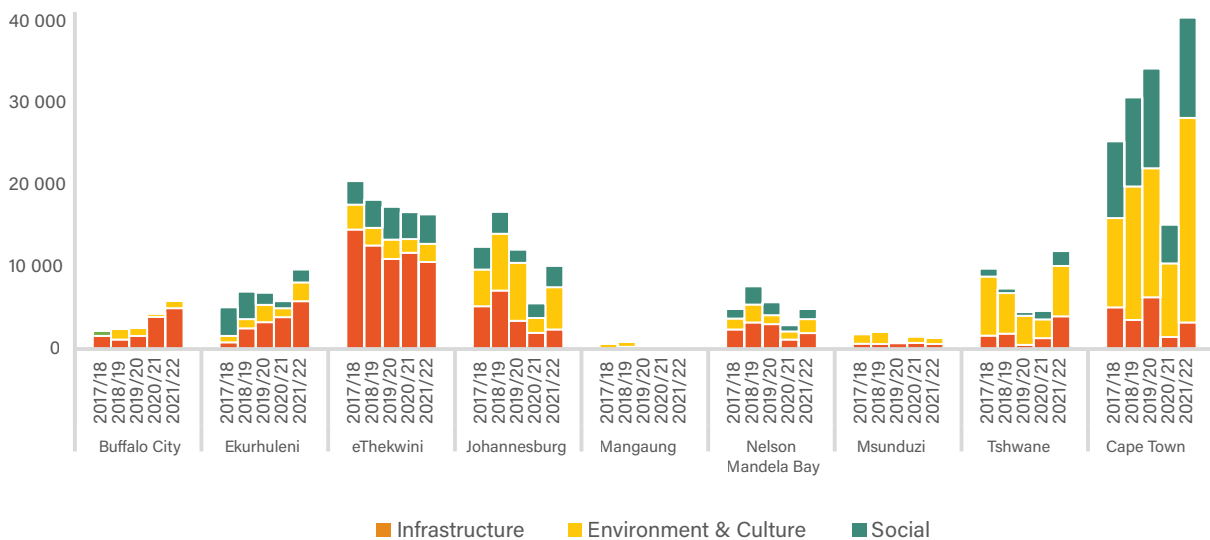
*Compared over time, the Infrastructure and Environment and Culture Sectors have performed similarly in generating WOs, with neither sector consistently performing more strongly over the past five years.*

TABLE 8: Collective performance on Sector Work Opportunities (WOs), Phase III average and Phase IV to date

SECTOR	PHASE III	PHASE IV				CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	AVERAGE*	
Infrastructure	42 827	30 038	26 407	33 857	30 101	▼
Environment & Culture	27 995	33 159	18 159	44 376	31 898	▲
Social	18 490	21 521	12 639	23 314	19 158	▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→) or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

FIGURE 23: Sector Work Opportunity (WO) achievements, 2017/18 – 2021/22



## 2.11.1 Infrastructure Sector

### OBJECTIVE

Create WOs through increased labour intensity of public infrastructure construction and maintenance projects by using labour-intensive methods. The focus of the EPWP Infrastructure Sector's strategy is to increase the labour intensity of infrastructure expenditure. All implementing public bodies are encouraged to enhance 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).

Collectively, the cities created 33 857 WOs (33%) in the Infrastructure Sector, achieving 42% of the collective target (Figure 24), and 23% of the municipal sphere target. This is a similar achievement to the previous year against the collective cities target (41% achieved) and an improvement against the municipal sphere target (18%).

Based on reported WOs, Buffalo City Metropolitan Municipality exceeded its Infrastructure Sector target for the 2021/22 year, and eThekweni Metropolitan Municipality almost reached the target. This is a reversal of the pattern observed in the previous year. While eThekweni Metropolitan Municipality continues to report the most WOs in the Infrastructure Sector, the total number has declined steadily over the past five years (Figure 25). Infrastructure Sector performance in Buffalo City Metropolitan Municipality and the City of Ekurhuleni has improved steadily over the past five years. This was particularly attributed to improved reporting in this specific sector in both Municipalities. However, for the City of Ekurhuleni, performance in the Social Sector has declined in Phase IV (see Figure 29).

Buffalo City Metropolitan Municipality reported 29 projects in the Infrastructure Sector, all under the Municipal Infrastructure programme. The 'BCMM-Wardbase' (17%) and 'Ward-Base Job Creation' (26%) projects reported the single largest contributions to the Infrastructure Sector WOs. For eThekweni Metropolitan Municipality, the 'Zimbabwe' project reported 69% of the Infrastructure Sector WOs and the 'Ablution Block Maintenance Programme – Caretakers' reported 16%. The remaining 15% reported were spread across 88 projects.

The performance results suggest that overall, the Infrastructure Sector is not being implemented to its 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, high number of projects implemented within the Sector) mean that reported WOs are below actual WOs created.

FIGURE 24: Work Opportunity (WO) targets versus achievements in the Infrastructure Sector, 2021/22

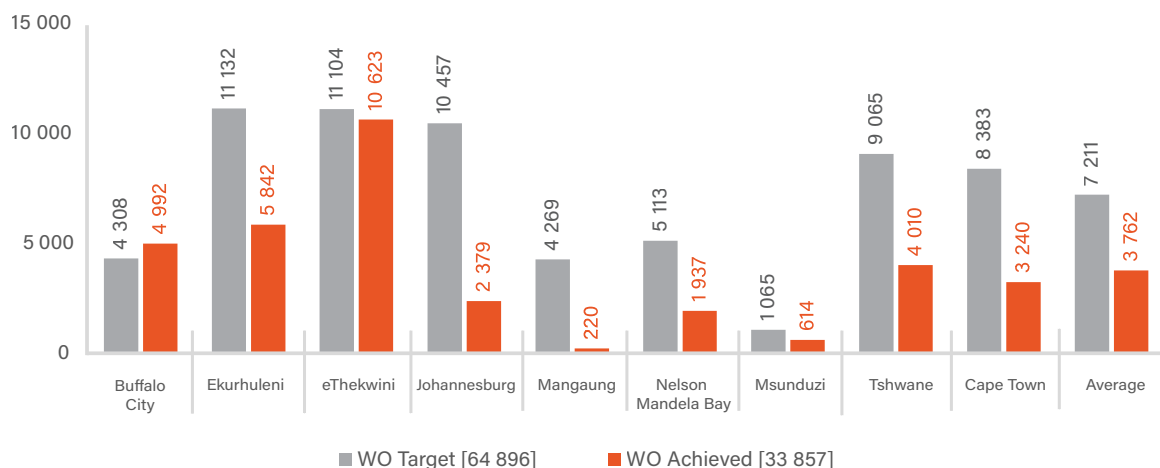
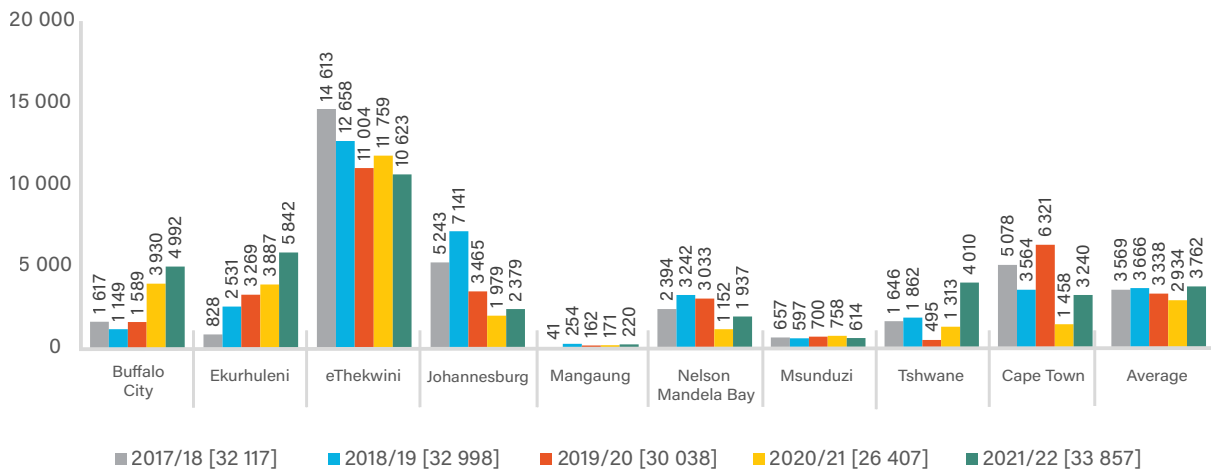


FIGURE 25: Infrastructure Sector Work Opportunity (WO) achievements, 2017/18 – 2021/22



## 2.11.2 Environment and Culture Sector

### OBJECTIVE

Objective: 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.

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.



Collectively, the cities reported 44 376 WOs (44%) in the Environment and Culture Sector in the 2021/22 year. The result exceeds the collective city target (150% achievement) (Figure 26), and represents 58% of the municipal sphere target. This was predominantly due to the high number of WOs reported in the Sector by the City of Cape Town, although the City of Ekurhuleni, the City of Johannesburg and Nelson Mandela Bay Metropolitan Municipality also exceeded the Sector targets.

For the City of Cape Town, 62% of the WOs reported in the Sector fall within the 'Working on Waste' sub-programme, spread across 174 projects. Of these projects, the 'Informal Settlements Janitorial Services and Asset' project reported the single largest contribution (18%), with the remaining WOs reported fairly evenly across the rest of the projects.

The City of Ekurhuleni also performed strongly against the 2021/22 target. Similarly to the City of Cape Town, the majority of WOs (77%) were reported under the 'Working on Waste' sub-programme. The sub-programme had 34 projects, with the three 'Keeping Ekurhuleni Clean' projects reporting 43% of the Environment and Culture Sector WOs.

The performance results indicate a significant recovery from the notably weaker performance of the Sector in the previous year (Figure 27), with increases for all cities except for Msunduzi Local Municipality. The WOs reported for the 2021/22 year are the highest in the past five years. However, Mangaung Metropolitan Municipality and Msunduzi Local Municipality appear to be struggling in the Environment and Culture Sector in Phase IV compared to Phase III.

FIGURE 26: Work Opportunity (WO) targets versus achievements in the Environment and Culture Sector, 2021/22

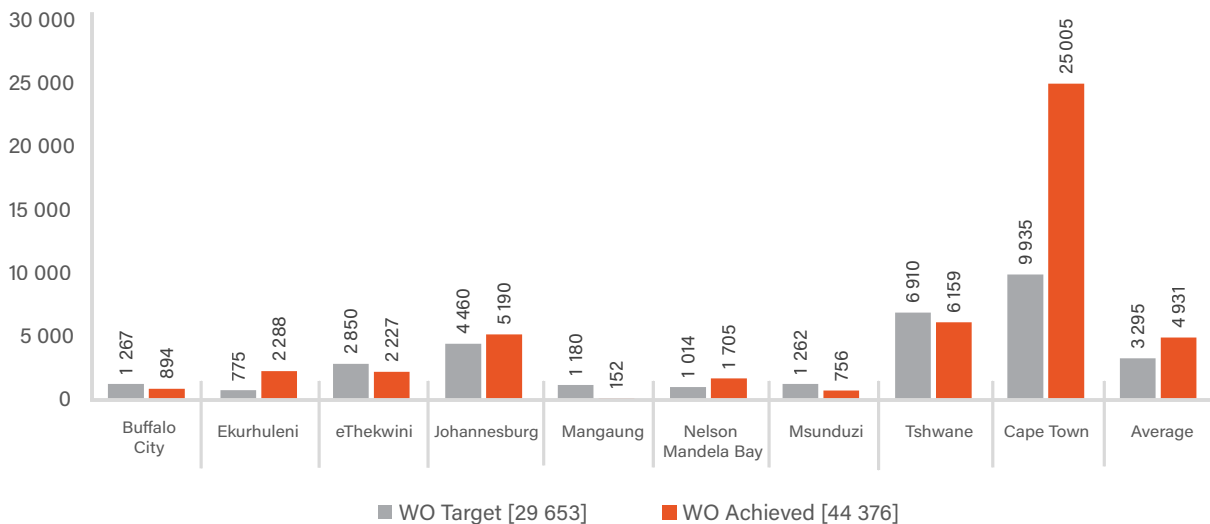
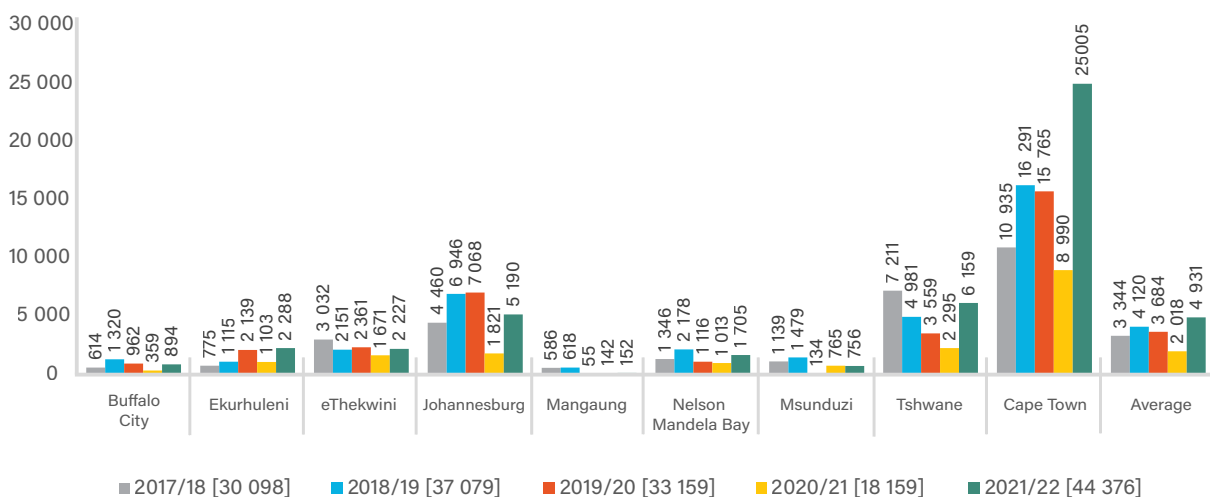


FIGURE 27: Environment and Culture Sector Work Opportunity achievements, 2017/18 – 2021/22 (Number of WOs)





## 2.11.3 Social Sector

### OBJECTIVE

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

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 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, data capturers and admin support personnel.

Collectively, the cities created 23 314 WOs (23%) in the Social Sector, exceeding the collective target (122% achievement) (Figure 28), and achieving 74% of the municipal sphere target. This strong performance was again driven by the City of Cape Town, but also by eThekweni Metropolitan Municipality, Nelson Mandela Bay Metropolitan Municipality, Buffalo City Metropolitan Municipality and Msunduzi Local Municipality, who exceeded targets.

For the City of Cape Town, 61% of the reported Social Sector WOs fall under the 'Expansion Programme', with the largest single contribution from the 'Data Capturers, Admin Support' sub-programme (27%). There were 127 projects within this sub-programme for the 2021/22 year. WOs were spread fairly evenly across the projects, with the 'Youth Development Work Skills' project reporting the single largest proportion (5%).

Buffalo City Metropolitan Municipality also performed strongly against its target in 2021/22. The WOs were reported across five projects, with the majority (73%) from the two COVID-19 Support projects.

Overall, the results indicate a recovery from 2020/21 to levels in line with previous years (Figure 29). Performance in the Social Sector has improved steadily over Phase IV to date for the City of Tshwane and City of Johannesburg, while the City of Ekurhuleni appears to be struggling in Phase IV compared to Phase III. Mangaung Metropolitan Municipality continues to report no WOs in the Social Sector.

FIGURE 28: Work Opportunity (WO) targets versus achievements in the Social Sector, 2021/22

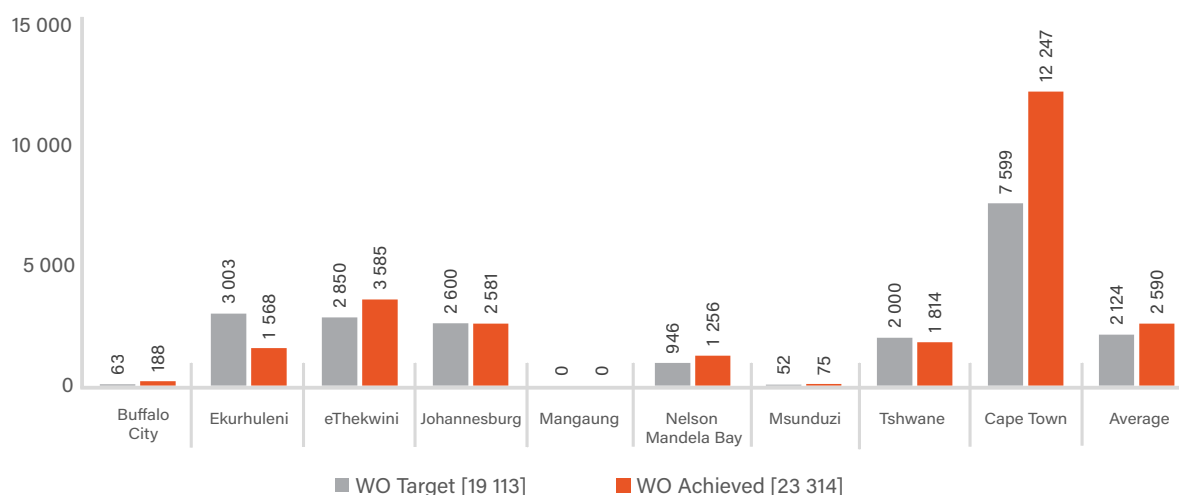
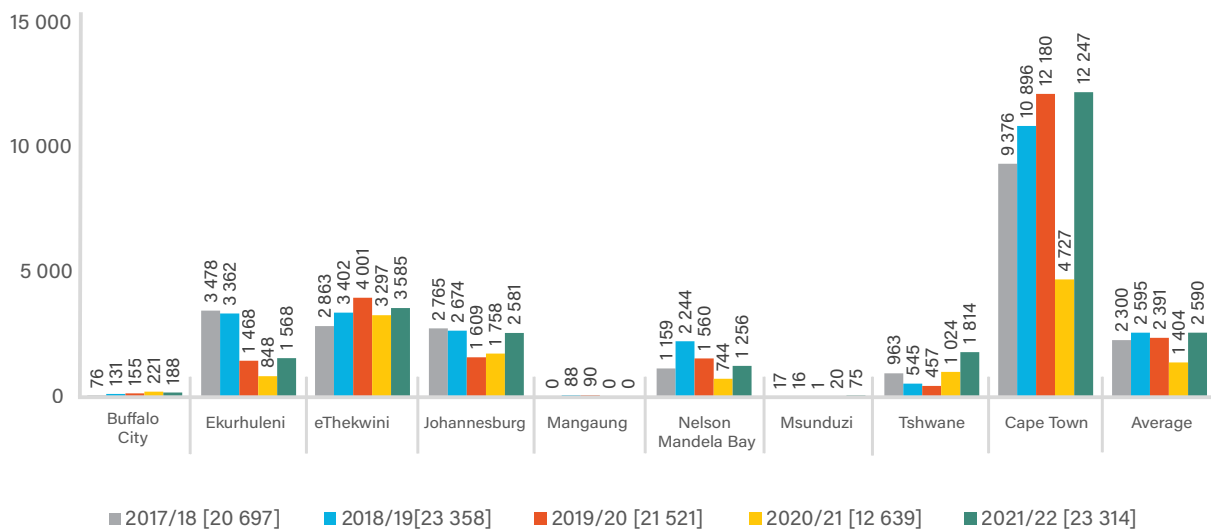


FIGURE 29: Social Sector Work Opportunity (WO) achievements, 2017/18 – 2021/22



## 2.12 MULTI-INDICATOR SUMMARY

Figure 30 presents a comparison of the current (2021/22, third year of Phase IV) performance with the Phase III average annual performance across multiple indicators. The current performance of the City of Cape Town, City of Ekurhuleni and Buffalo City Metropolitan Municipality shows a general improvement compared to the Phase III annual average. Buffalo City Metropolitan Municipality has increased both WOs and FTEs, with a particularly strong improvement in WO performance against targets. The IG allocation for the city has increased. The City of Ekurhuleni shows improved performance across WOs, FTEs and training, with a smaller IG allocation (but a slightly higher percentage spent). The reported performance of the City of Cape Town has improved significantly compared to the Phase III average, showing an improvement across all indicators, with a larger IG allocation.

eThekweni Metropolitan Municipality and Nelson Mandela Bay Metropolitan Municipality have generally maintained their performance. The number of WOs created by eThekweni Metropolitan Municipality is lower; however, performance in terms of FTEs has strengthened. The IG allocation has increased. For Nelson Mandela Bay Metropolitan Municipality, WO and FTE performance has improved; however, performance remains below targets, and the city is lagging on reported training.

Generally, performance has weakened for the City of Johannesburg, Mangaung Metropolitan Municipality, Msunduzi Local Municipality and the City of Tshwane. The

City of Johannesburg and the City of Tshwane

reported fewer WOs and FTEs. For both cities, the performance against targets has improved, but remains low, particularly for FTEs. The City of Johannesburg has maintained the extent of its training reported. For Mangaung Metropolitan Municipality and Msunduzi Local Municipality, performance has declined across all indicators, other than slight increases in training and wages paid out reported by Msunduzi Local Municipality.

The IG allocations to these four municipalities is lower. The IG allocation is 'conditional' on previous performance, specifically related to the number of FTEs generated and the labour intensity of projects.

*The IG allocation is 'conditional' on previous performance, specifically related to the number of FTEs generated and the labour intensity of projects.*



FIGURE 30: Comparison of reported performance across multiple indicators, Phase III annual average and year 2021/22

	WO created (number)	WO % target (%)	FTE created (person-year)	FTE % target (%)	Training (person-year)	IG Allocation (R million)	IG % spent (R million)	Expenditure (R million)	Wages (R million)
<b>Buffalo City</b>	2021/22 Pill Ave.   6 074	108%	989	48%	0	7	100%	36	35
	Pill Ave.   1 735	24%	550	21%	0	3	97%	62	20
<b>Ekurhuleni</b>	2021/22 Pill Ave.   9 698	65%	4 932	96%	73	21	100%	278	249
	Pill Ave.   7 271	33%	3 394	52%	1	22	92%	165	94
<b>eThekweni</b>	2021/22 Pill Ave.   16 435	98%	10 071	168%	3	82	100%	426	380
	Pill Ave.   19 129	72%	8 652	103%	3	53	100%	463	247
<b>Johannesburg</b>	2021/22 Pill Ave.   10 150	58%	2 384	44%	6	9	100%	109	103
	Pill Ave.   15 291	47%	4 682	43%	6	35	93%	501	130
<b>Mangaung</b>	2021/22 Pill Ave.   372	7%	84	5%	0	1	66%	3	3
	Pill Ave.   1 757	19%	348	15%	33	4	88%	18	10
<b>Nelson Mandela Bay</b>	2021/22 Pill Ave.   4 898	69%	1 312	52%	0	7	92%	84	74
	Pill Ave.   4 523	30%	945	15%	0	8	67%	123	30
<b>Msunduzi</b>	2021/22 Pill Ave.   1 445	61%	456	50%	2	4	100%	18	17
	Pill Ave.   1 534	75%	502	75%	0	5	90%	19	15
<b>Tshwane</b>	2021/22 Pill Ave.   11 983	67%	2 908	44%	0	19	100%	2 032	132
	Pill Ave.   13 229	35%	3 968	33%	60	33	100%	179	91
<b>Cape Town</b>	2021/22 Pill Ave.   40 492	156%	9 980	137%	131	50	100%	425	409
	Pill Ave.   25 108	63%	3 910	34%	15	23	88%	152	137

Note: Work Opportunity (WO) targets were reduced from Phase III to Phase IV for all cities except Msunduzi. Local Municipality and the City of Tshwane. Full-Time Equivalent (FTE) targets were increased for all cities from Phase III to Phase IV. IG is Integrated Grant.

# 3

## City Analysis







## 3.1 BUFFALO CITY METROPOLITAN MUNICIPALITY

### 3.1.1 Institutional arrangements, policy and integration

#### Institutional arrangements

The EPWP institutional structure in operation over the last decade (since the 2013/14 financial year) remains unchanged (Figure 31). The Executive Mayor continues to be the political leader for the EPWP. The Executive Mayor is responsible for appointing three Members of the Mayoral Committee (MMCs) to champion and lead the programme within the city. In turn, the MMCs are responsible for ensuring that the EPWP is entrenched in the City's Integrated Development Plan (IDP) and key policies and programmes.

*The Office of The City Manager provides overall administrative direction, guidance and support to BCMM Directorates/Departments implementing the EPWP.*

The Office of The City Manager is the central EPWP Coordinating Office, with a dedicated EPWP Unit. It provides overall administrative direction, guidance and support to BCMM Directorates/Departments

implementing the EPWP. Service Delivery Directorates have EPWP champions and data capturers/administrators seconded through the EPWP Unit. As in the previous financial year, there are still several vacancies in the EPWP City institutional 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. However, the Phase IV Policy is still to be adopted by Council.

The current EPWP policy has been aligned with other City policies. For example:

- BCMM Recruitment Policy: EPWP participants are considered as BCMM temporary workers, and are therefore allowed to apply for internally advertised positions.
- Skills Training and Employee Capacity Development: EPWP participants are allowed to undergo training and related capacity-development programmes offered by BCMM.
- Municipal Vehicle Use: EPWP participants are allowed to use BCMM vehicles (on work-related duties) on condition that they have undergone BCMM-prescribed testing and evaluation training and tests.

#### Integration of EPWP targets

EPWP principles and methodology have been incorporated into the Buffalo City Metropolitan Municipality Vision 2030. The City's IDP and Service Delivery and Budget Implementation Plan (SDBIP) include EPWP targets. EPWP targets are not yet included on Head of Directorate (HoD) scorecards; however, the Executive Mayor holds a quarterly session where Members of the Mayoral Committee report on EPWP projects in their portfolios, and where the HoDs present prepared reports. Furthermore, EPWP is a standing agenda matter in all BCMM Council Meetings.

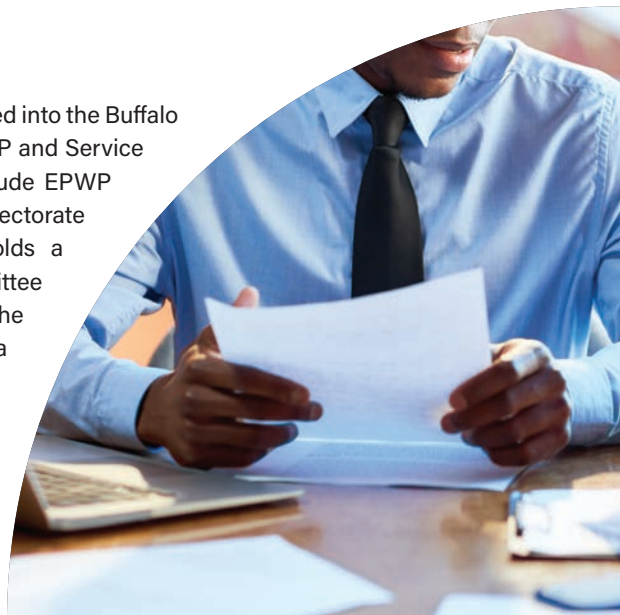
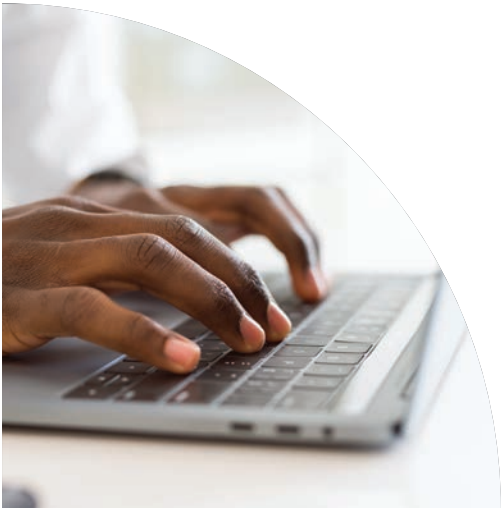
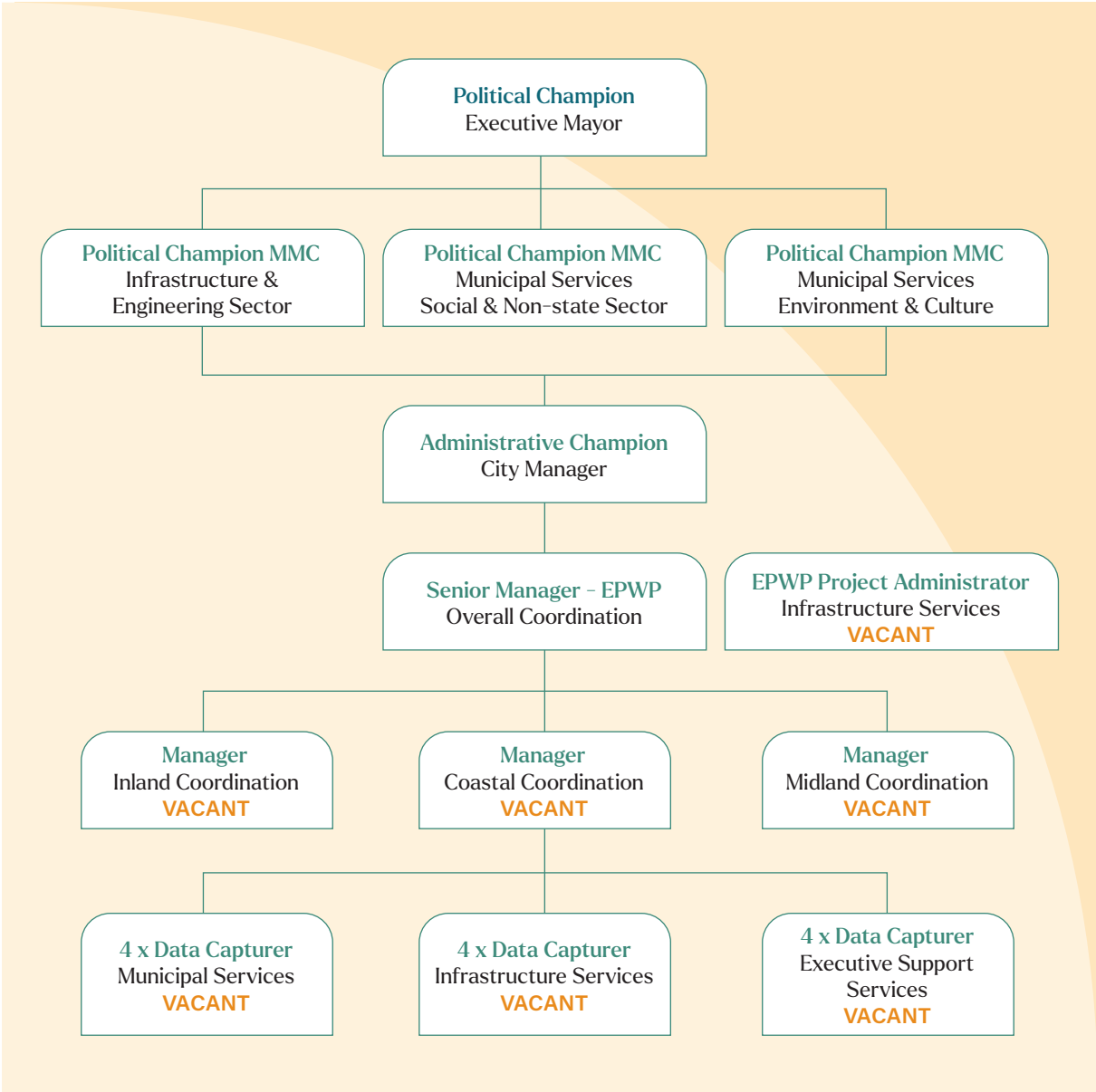


FIGURE 31: Buffalo City Metropolitan Municipality institutional arrangements



*Service Delivery Directorates have EPWP champions and data capturers/administrators seconded through the EPWP Unit. As in the previous financial year, there are still several vacancies in the EPWP City institutional structure.*

### 3.1.2 Progress against EPWP indicators

TABLE 9: Buffalo City Metropolitan Municipality progress against EPWP indicators, 2021/22

EPWP INDICATOR	VALUE		
Number of projects implemented	48		
Gross number of Work Opportunities (WO) created	6 074		
Full-Time-Equivalents generated (FTE person-years of work including training)	989		
Training (person-years)	0		
Allocated project budget (including professional fees)	R434 279 234		
Expenditure on EPWP (including professional fees)	R35 796 098		
Expenditure % achieved	8%		
Wages paid out to employees on EPWP projects	R34 987 809		
Average manual worker's minimum daily wage rate	R167		
IG allocations	R7 300 000		
IG expenditure	R7 300 000		
IG % achieved	100%		
Demographics of employment	Youth	Women	PWDs
	37.3%	68.3%	0.4%
Sector analysis:	Infrastructure	Environment & Culture	Social
Projects implemented	29	14	5
WOs	4 992	894	188
FTEs	819	104	66
Training (person days)	20	0	0

#### Integrated grant allocation

The IG was used to augment and support the City's EPWP projects across all sectors.

The City received a grant allocation of R7 300 000 in 2021/22. The grant was fully spent at the end of the reporting period.

### 3.1.3 Challenges, successes and lessons learnt

#### Challenges

- Failure to meet the disability target;
- Lack of own funding for the EPWP as a Service Delivery Imperative;
- Few opportunities for participants exiting the programme.



## Successes

- Achieved EPWP Annual Target;
- Design and development of new and novel ideas to ensure improved performance and impact of the EPWP in BCMM through spearheading and advocating the development of mass participation projects in the Environment and Culture Sector through Solid Waste-based projects;
- The City increased Work Opportunities (WOs) and Full Time Equivalent (FTEs). It also showed a marked improvement in the absorption of youth and women into formal BCMM employment and in other industries outside of BCMM.

## Lessons learnt

- Continued monitoring of projects and ongoing site visits assist in ensuring proper reporting and data capturing;
- EPWP projects require on-site support, monitoring, evaluation to ensure that the work performed is not only of a standard but meets the EPWP requirements.

### 3.1.4 FLAGSHIP PROJECT

#### Women's Caucus Anti-Gender-Based Violence (GBV) & Femicide Support Programme

<b>Sector:</b>	Social Sector
<b>Approximate value:</b>	R3,8 million
<b>Stipend value:</b>	R1 044 090
<b>WOs &amp; FTEs:</b>	50 Work Opportunities and 22.4 Full-Time Equivalent (FTEs)

#### Project summary and objectives

The project is meant to support survivors and victims of Gender-Based Violence (GBV) and Femicide. Implemented in partnership with the South African Police Services (SAPS) across BCMM's 50 wards, the programme is unique, as it not only responds to GBV and Femicide as scourges of society but also addresses pertinent sector- and gender-specific challenges, while ensuring psychosocial support for victims and survivors. The project's objectives include:

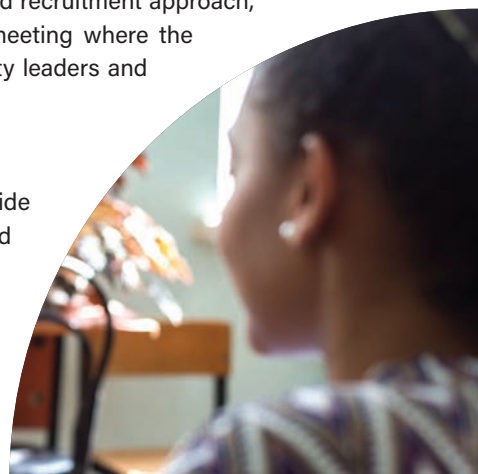
- Reducing GBV and Femicide through comprehensive public awareness;
- Creating awareness of how to mitigate and act against GBV and Femicide;
- Providing support to victims and survivors of GBV and Femicide;
- Creating SAPS Community Service Centre-based GBV and Femicide Support Centres across BCMM wards.

#### Recruitment strategy

Every ward committee recruits participants through a ward-based recruitment approach, in which the ward councillor convenes a public consultation meeting where the project is presented and outlined. The meetings allow community leaders and members to nominate beneficiaries.

#### Implementation strategy

The project is designed as a Community-Based GBV & Femicide Support programme spread across the 50 wards in BCMM, and operating within specific SAPS Community Service Centres. Each Centre is maintained and supported by at least three EPWP participants who have been trained and are supported by Masimanyane Women's Support Centre. Each Community Service Centre has a police officer who is responsible for referring cases and providing managerial support to the EPWP personnel.



### Successes and challenges

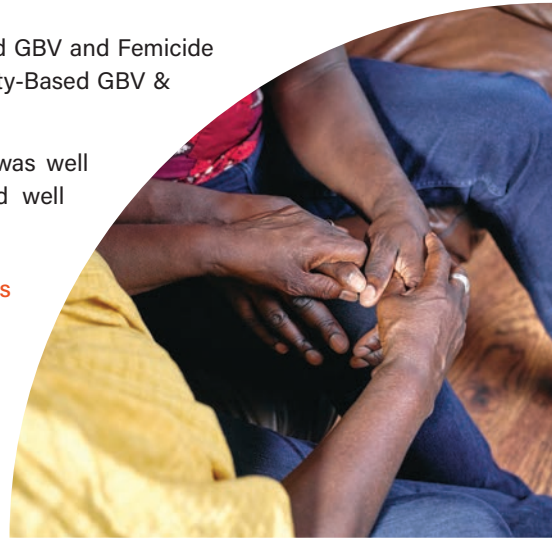
The project is ongoing, and has recorded the following successes to date:

- BCMM SAPS Zones now each have a dedicated and resourced Community-Based GBV & Femicide Victims Support Centre;
- There has been an increase in the number of reported GBV and Femicide cases through the work and support of the Community-Based GBV & Femicide Victims Support Centres.

No major challenges were experienced, as the project was well promoted and supported by the ward councillors, and well received by communities.

### Socio-economic, environmental and sustainability impacts

The project has scored very well in getting women into the EPWP. It has also increased the numbers of young people (males) and people with disabilities participating in the City's EPWP programmes.





## 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 2021/22 period (Figure 32). The EPWP unit is housed in the Economic Development Department; however, there are EPWP representatives within the various departments of the City who are part of the steering committee.

All steering committee members are Divisional Head level and appointed by the city manager. The committee is chaired by a representative from the Office of the City Manager. The departmental EPWP representatives assist the EPWP unit with insights into EPWP operations in the departments.

#### Policy

With respect to policy changes, the revised policy – which includes recruitment guidelines and the requirements for Phase IV – has been drafted and is still in the approval process. What has slowed down the approval is mainly that there is now a wait for the national policy, so that at the end of the day there will be alignment between City policy and national policy.

#### Integration of EPWP targets

The EPWP policy is included in the IDP, Head of Department (HoD) and senior manager scorecards, and in the departments' Service Delivery and Budget Implementation Plans (SDBIPs). However, more needs to be done to ensure that before any targets are put on the scorecards, departments are clear on what their EPWP budgets are and the types of projects they are implementing, so that the targets set are realistic.



*The EPWP unit is housed in the Economic Development Department; however, there are EPWP representatives within the various departments of the City who are part of the steering committee.*

FIGURE 32: City of Ekurhuleni higher-level institutional arrangements

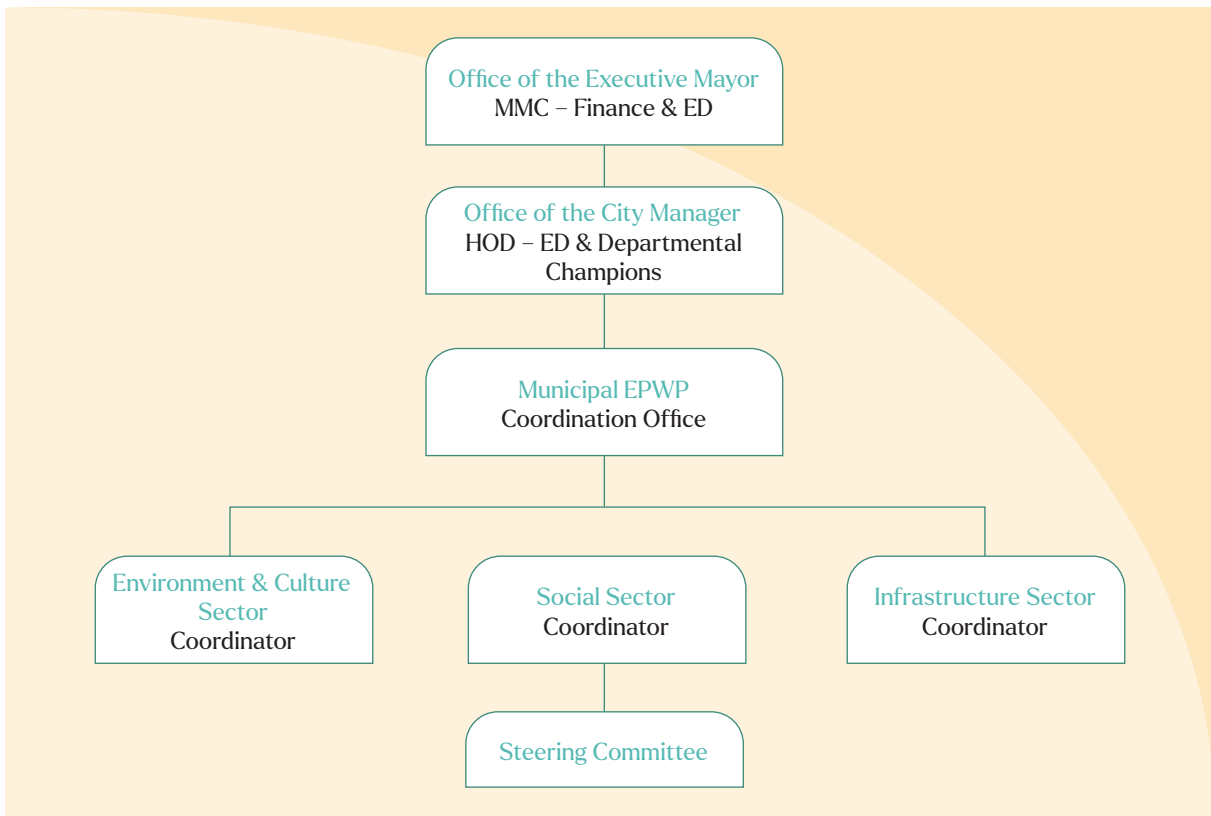
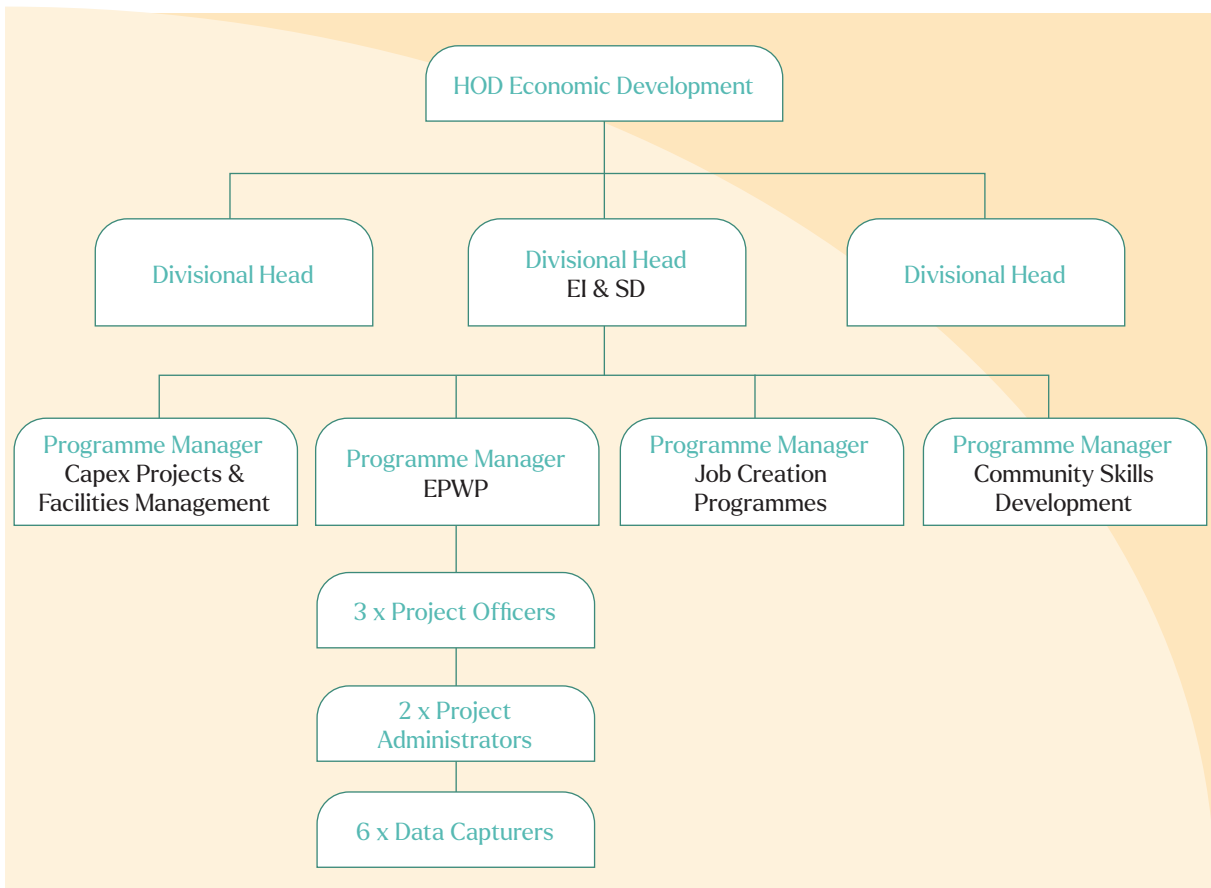


FIGURE 33: City of Ekurhuleni EPWP unit institutional arrangements



### 3.2.2 Progress against EPWP indicators

TABLE 10: City of Ekurhuleni progress against EPWP indicators, 2021/22

EPWP INDICATOR	VALUE		
Number of projects implemented	260		
Gross number of Work Opportunities (WOs) created	9 698		
Full-Time Equivalents generated (FTE person-years of work including training)	4 932		
Training (person-years)	73		
Allocated project budget (including professional fees)	R2 834 541 046		
Expenditure on EPWP (including professional fees)	R278 302 073		
Expenditure % achieved	10%		
Wages paid out to employees on EPWP projects	R249 171 300		
Average manual worker's minimum daily wage rate	R212.87		
IG allocations	R20 669 000		
IG expenditure	R20 669 000		
IG % achieved	100%		
Demographics of employment	Youth	Women	PWDs
	49.4	53.4	0.6
Sector analysis:	Infrastructure	Environment & Culture	Social
Projects implemented	208	45	7
WOs	5 842	2 288	1 568
FTEs	3 057	1 180	695
Training (person-days)	16 722	0	0

#### Integrated grant allocation

The IG was used mainly on three projects, namely: the maintenance of economic infrastructure and data capturing, the training of water stewards, and the 'Siyakhokha' project, which assisted in the revenue collection and removal of illegal adverts in all nine towns in Ekurhuleni.

The City received an IG of R20 669 000 for 2021/22 (up from R19 104 000 allocated in 2020/21). The grant was fully spent at the end of the reporting period.

### 3.2.3 Challenges, successes, and lessons learnt

#### Challenges

- Huge budget cuts on EPWP projects, which affected implementation of various projects;
- Due to projects advertising and appointing at the same time, there were many duplicates, which caused delays in appointment processes;
- Late starting of infrastructure sector projects due to shortage of project managers.

#### Successes

- Training departments have been compliant on data collection and reporting.

#### Lessons learnt

- There should be more cross-learning and support among SACN members;
- City departments involved in the implementation of EPWP projects should work together more closely, as this will aid in the reporting process.

### 3.2.4 FLAGSHIP PROJECT

#### Business Licensing and Call Centre Project

<b>Sector:</b>	Infrastructure
<b>Approximate value:</b>	R8 000 000
<b>Stipend value:</b>	R282.86/day
<b>WOs &amp; FTEs:</b>	278 Work Opportunities

#### Project summary and objectives

The project originated from the Economic Infrastructure Maintenance programme that was funded through the EPWP Integrated Grant. The original aim was to ensure that both the informal and formal community trading areas are cleaned up and well maintained, for hygienic reasons and to improve local economic development. It was later discovered that there are informal traders running businesses from their homes or other premises that do not belong to the council. Some of the small businesses could not be traced by the City to monitor compliance with City by-laws. In certain instances, traders wanted to obtain permits and licences for their businesses, but did not know how to go about it. This led to the extension of the scope of the project to include the registration and formalisation of small businesses in the townships through call centres.

#### Recruitment strategy

An advertisement was distributed in the City through the normal municipal advertising channels; a key requirement was that participants should at least be in possession of a matric certificate.

#### Implementation strategy

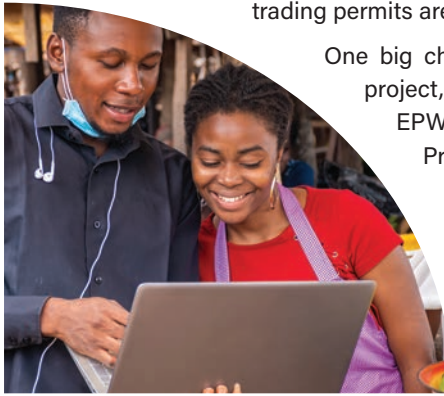
The programme implementation process is twofold:

- Together with the Customer Care Centres and the City's Finance Department, participants attend open days, during which they do site visits to businesses. Traders are then assisted and educated on why they should register their businesses, and how;
- The teams also work in the call centres, where they assist with telephonic enquiries on licences and permits, data capturing, and filing of licences and permits.



### Successes and challenges

As a result of this initiative, a major success is that an average of 100 business licences and 300 trading permits are now being issued by the City on a monthly basis.



One big challenge faced was lack of funding to cover the full scope of the project, due to budget cuts. Funding could not be made available from the EPWP grant or from direct municipal budgets. The Presidential Stimulus Programme became the main source of funds to enable the project to move forward for a few months.

### Socio-economic, environmental and sustainability impacts

The nature of the programme attracted mainly women and youth. Telephone, digital and computer usage resulted in special interest from the youth in particular.





### 3.3 ETHEKWINI METROPOLITAN MUNICIPALITY

#### 3.3.1 Institutional arrangements, policy and implementation

##### Institutional arrangements

No changes have been made to EPWP institutional arrangements over the financial year under focus (see Figures 34 and 35). The EPWP unit structure approved in 2018/19 is still in place. The Mayor is the political champion for the programme in the city, while the City Manager acts as the administrative authority.

As noted in previous years, a major challenge is that the City does not have dedicated staff assigned to EPWP duties at the line department level, which hampers smooth coordination, implementation and reporting of EPWP activities.

##### Policy

The EPWP is still informed by the policy approved by council in 2018; there have been no changes. The City's Phase IV policy is still in the process of being developed.

##### Integration of EPWP targets

EPWP targets are incorporated into the City's SDBIPs, but only included in the scorecard of the Senior Manager – Project Coordination.

FIGURE 34: eThekweni Metropolitan Municipality higher-level institutional arrangements

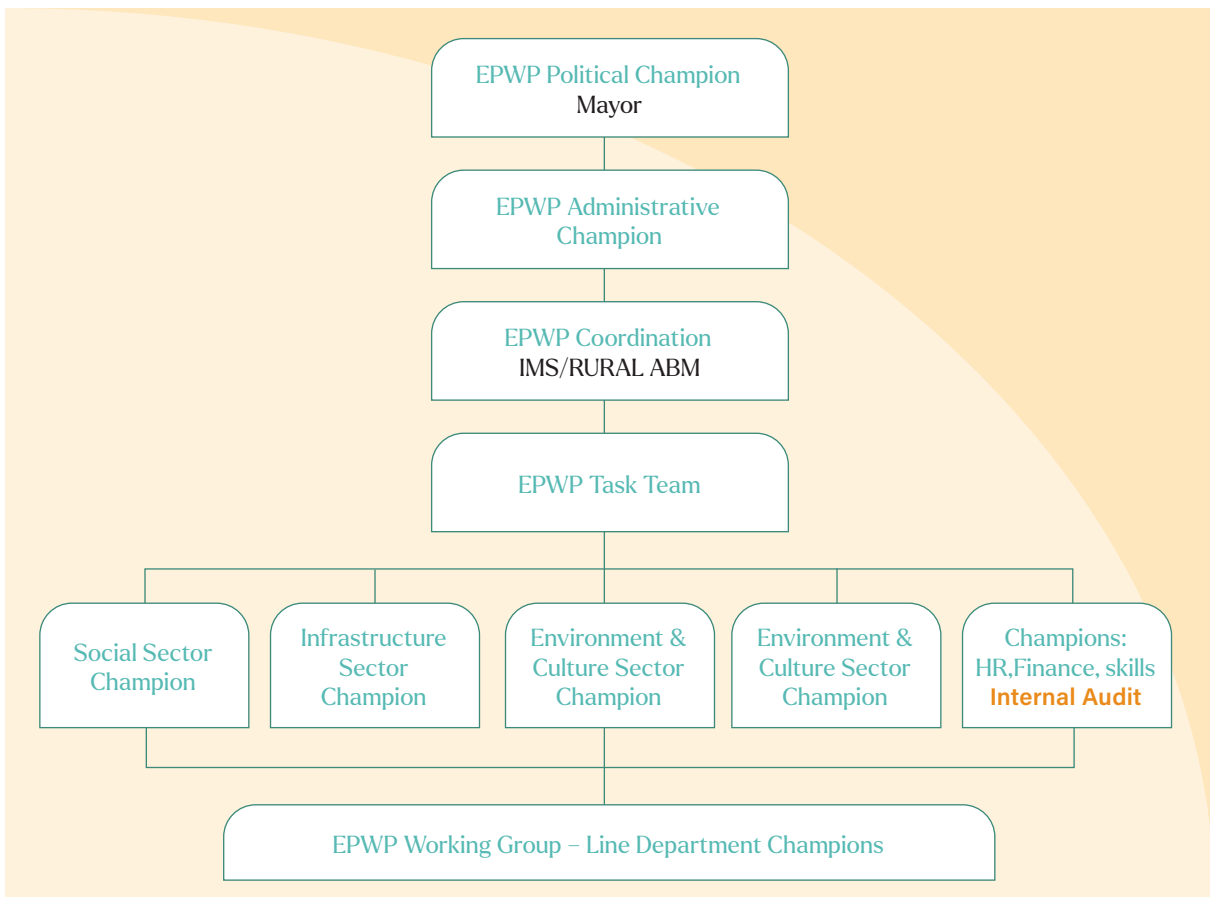
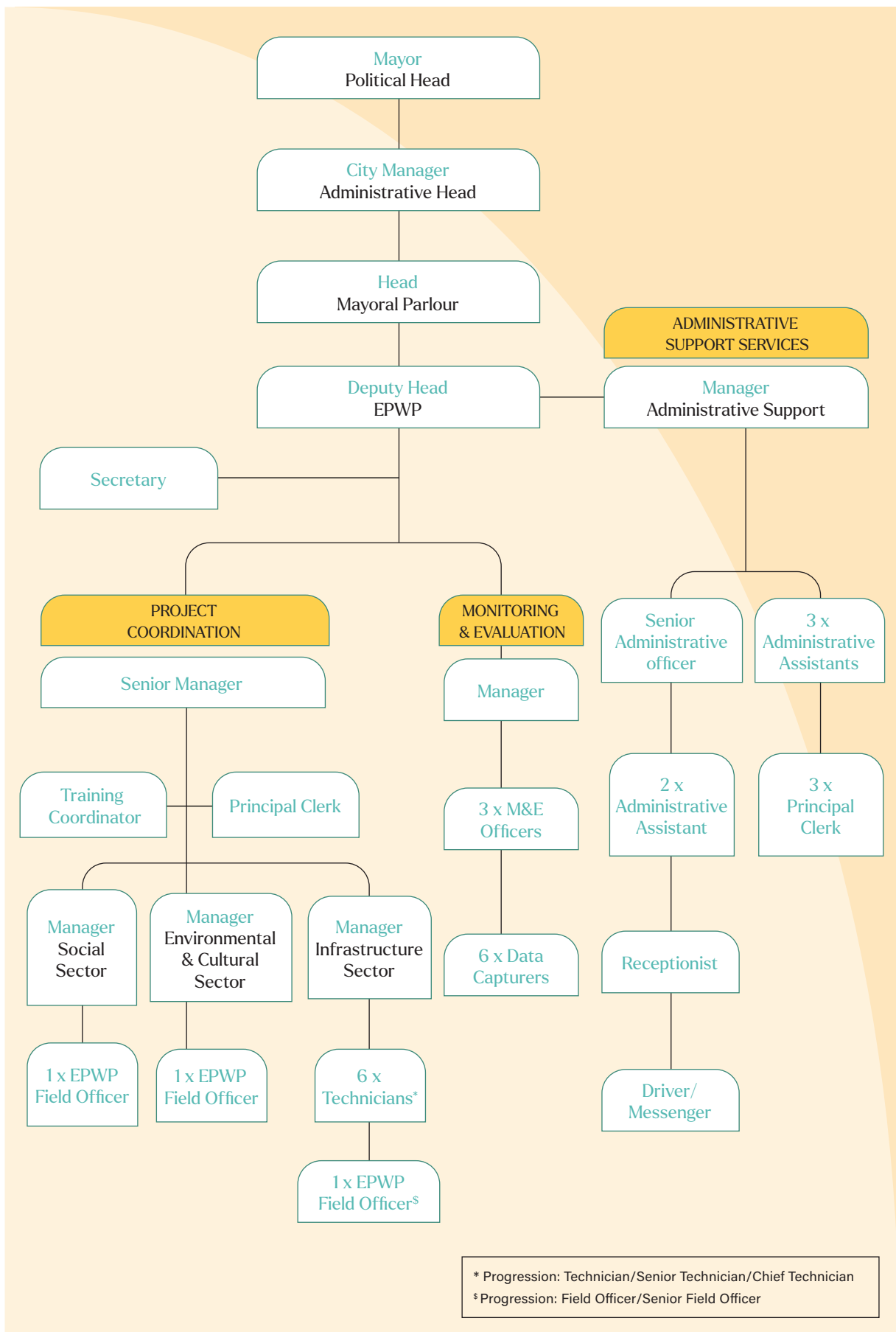


FIGURE 35: eThekweni Metropolitan Municipality EPWP unit institutional arrangements



### 3.3.2 Progress against EPWP indicators

TABLE 11: eThekweni Metropolitan Municipality progress against EPWP indicators, 2021/22

EPWP INDICATOR	VALUE		
Number of projects implemented	112		
Gross number of Work Opportunities (WOs) created	16 435		
Full-Time Equivalents generated (FTE person-years of work including training)	10 077		
Training (person-years)	3		
Allocated project budget (including professional fees)	R1 452 366 751		
Expenditure on EPWP (including professional fees)	R425 642 298		
Expenditure % achieved	29%		
Wages paid out to employees on EPWP projects	R380 401 978		
Average manual worker's minimum daily wage rate	R241		
IG allocations	R81 691 000		
IG expenditure	R81 691 000		
IG % achieved	100%		
Demographics of employment	Youth 26.9	Women 72.7	PWDs 0.3
Sector analysis:	Infrastructure	Environment & Culture	Social
Projects implemented	91	15	6
WOs	10 623	2 227	3 585
FTEs	5 330	1 115	3 632
Training (person-days)	166	543	0

#### Integrated grant allocation

The IG was utilised in the implementation of seven EPWP projects. All seven projects commenced at the beginning of the reporting period and continued throughout the reporting period.

The City received a grant allocation of R81 691 000 in 2021/22 (a slight increase from 2021/22).

### 3.3.3 Challenges, successes and lessons learnt

#### Challenges

- A number of projects were suspended and some cancelled, due to funding being redirected to COVID activities; hence the shortfall on reporting;
- Non-compliance of units in terms of (under) reporting. Furthermore, non-compliant data was received from some units;
- Frequent network downtime;
- EPWP admin staff on contract for a number of years;
- Demographic targets were not considered when councillors recruited participants;
- Youth office does not report on any projects;
- Accredited training was restricted by the unavailability of funding from eThekweni.

#### Successes

- Paying all EPWP participants for the full period;

#### Lessons learnt

- There is a need for data monitoring tools to track data activity and progress;
- There is a need to appoint strategic EPWP admin staff permanently, so as to improve project implementation and coordination.

### 3.3.4 FLAGSHIP PROJECT

#### Urban Management Zone

<b>Sector:</b>	Environment and Culture		
<b>Approximate value:</b>	R6 000 000		
<b>Stipend value:</b>	<b>No.</b>	<b>Position</b>	<b>Daily Rate</b>
	1	General Assistant	183.51
	2	Supervisor	363.51
	3	Zone Support Officer	611.09
	4	Security Manager Grade A	705.66
	5	Administrator	733.88
	6	Co-Ordinator	980.85
	7	Receptionist	611.58
<b>WOs &amp; FTEs:</b>	98 WO's and 101.5 FTEs		

#### Project summary and objectives

The project focused on top-up urban decay maintenance and cleanliness. Top-up services include street sweeping, litter picking and weed removal on both landscape and hard surface areas, drain cleaning, illegal sticker removal and clean-up operations.

#### Recruitment strategy

Participants are recruited through ward councillors who utilise local challenges to determine those in need of EPWP opportunities.



### Implementation strategy

The project was implemented in the Durban CBD and Pinetown CBD. Specific activities included:

- Sweeping all surfaces daily;
- Picking up litter on hard surfaces, roads, gutters, gullies and landscaped areas;
- Removal of dead plant matter;
- Removal of weeds in hard surfaces and landscaped areas;
- Removal of illegal signs, posters and other attachments from all city walls;
- Removal of graffiti from structures;
- Washing and cleaning of road furniture and structures;
- Washing and cleaning of exterior furniture; i.e. sculptures, amphitheatres, street and canal lights;
- Clearing of stormwater drains;
- Washing/brushing down of litter bins, etc.

### Successes and challenges

The project contributed towards clean, safe and well-maintained cities and beaches.

#### Key challenges included:

- Shortage of operational budget;
- The need to upskill participants so that a smooth exit strategy could be implemented;
- Indefinite contracts creating the expectation of permanent jobs.

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

The project contributed to providing income and skills development, and enhancing the livelihoods of participants.





## 3.4 CITY OF JOHANNESBURG

### 3.4.1 Institutional arrangements, policy and implementation

#### Institutional arrangements

EPWP institutional arrangements for the City have not changed in the last financial year (Figures 36 and 37). The EPWP office is still housed in the Department of Economic Development.

#### Policy

The City has begun developing the EPWP Phase IV policy and is currently soliciting inputs from City Departments and Municipal-Owned Entities. An annexure to the policy will be a framework which unpacks the following:

- Project planning;
- Recruitment of EPWP participants;
- Reporting obligations;
- Duration of EPWP participation;
- Use of Integrated Grant;
- Standard EPWP Wage Rate.

#### Integration

The EPWP has been integrated into the City's IDP and Business Plans, as well as HoD performance scorecards. A process has also begun to have EPWP targets integrated into the scorecards of all personnel responsible for EPWP project implementation.

FIGURE 36: City of Johannesburg institutional arrangements

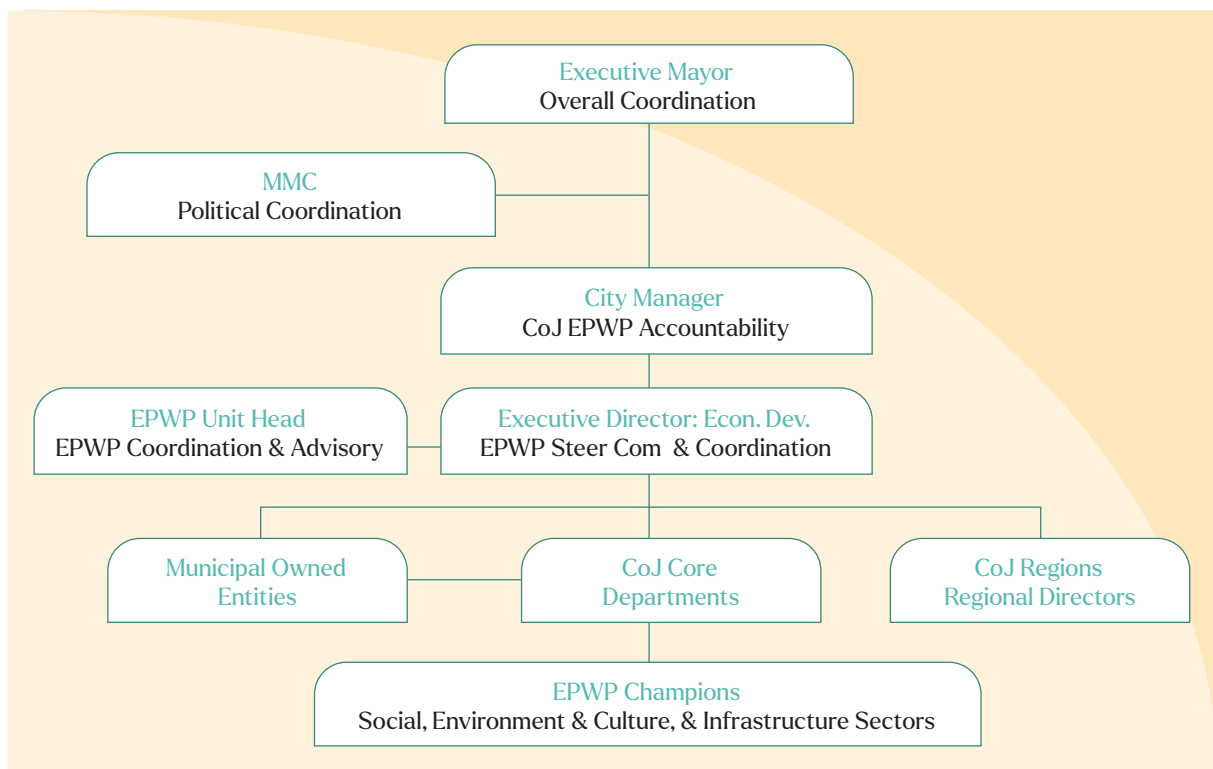
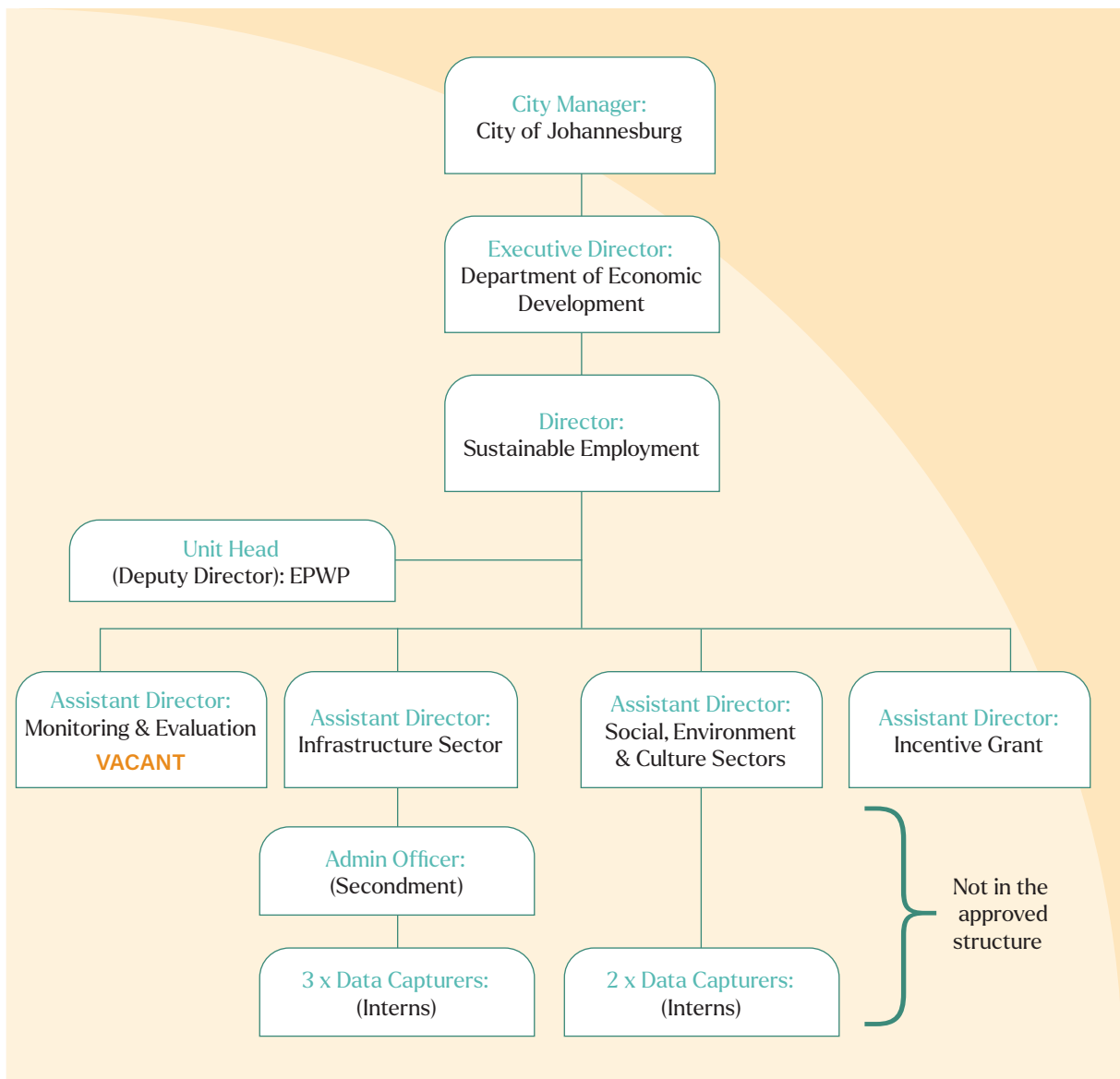


FIGURE 37: City of Johannesburg EPWP unit structure



*A process has also begun to have EPWP targets integrated into the scorecards of all personnel responsible for EPWP project implementation.*





### 3.4.2 Progress against EPWP indicators

TABLE 12: City of Johannesburg progress against EPWP indicators, 2021/22

EPWP INDICATOR	VALUE																			
Number of projects implemented	234																			
Gross number of Work Opportunities (WOs) created	10 150																			
Full-Time Equivalents generated (FTE person-years of work including training)	2 384																			
Training (person-years)	6																			
Allocated project budget (including professional fees)	R1 539 585 256																			
Expenditure on EPWP (including professional fees)	R109 223 740																			
Expenditure % achieved	7%																			
Wages paid out to employees on EPWP projects	R103 355 735																			
Average manual worker's minimum daily wage rate	R305																			
IG allocations	R8 529 000																			
IG expenditure	R8 529 000																			
IG % achieved	100%																			
Demographics of employment	<table border="1"> <thead> <tr> <th>Youth</th> <th>Women</th> <th>PWDs</th> </tr> </thead> <tbody> <tr> <td>55.3</td> <td>47.9</td> <td>0.3</td> </tr> </tbody> </table>	Youth	Women	PWDs	55.3	47.9	0.3													
Youth	Women	PWDs																		
55.3	47.9	0.3																		
Sector analysis:	<table border="1"> <thead> <tr> <th>Infrastructure</th> <th>Environment &amp; Culture</th> <th>Social</th> </tr> </thead> <tbody> <tr> <td>Projects implemented</td> <td>114</td> <td>88</td> <td>32</td> </tr> <tr> <td>WOs</td> <td>2 379</td> <td>5 190</td> <td>2 581</td> </tr> <tr> <td>FTEs</td> <td>360</td> <td>741</td> <td>1 283</td> </tr> <tr> <td>Training (person days)</td> <td>0</td> <td>0</td> <td>1 341</td> </tr> </tbody> </table>	Infrastructure	Environment & Culture	Social	Projects implemented	114	88	32	WOs	2 379	5 190	2 581	FTEs	360	741	1 283	Training (person days)	0	0	1 341
Infrastructure	Environment & Culture	Social																		
Projects implemented	114	88	32																	
WOs	2 379	5 190	2 581																	
FTEs	360	741	1 283																	
Training (person days)	0	0	1 341																	

#### Integrated grant allocation

The City received a grant allocation of R8 529 000 in 2021/22. The grant was fully spent at the end of the reporting period.

The funding was split across two projects, as listed below:

- IG Siyazenzela project, R7 500 000 – the project was able to create 2,468 work opportunities, and 411,91 FTEs.
- IG DED Support Services, R1 029 000 – the project was able to create 16 work opportunities, and 17,53 FTEs.

### 3.4.3 Challenges, successes and lessons learnt

#### Challenges

- Non-compliance with EPWP implementation and reporting procedures by City Departments and Municipal-Owned Entities;
- Reporting backlog as a result of delay in the recruitment of EPWP Data Capturers;
- Problematic national reporting system.

#### Successes

- Setting up the opportunity-seekers database;
- Training all EPWP champions, project managers and engineers for Labour-Intensive Construction Strategies (LIC) NQF level 5.

#### Lessons learnt

- Political buy-in is essential if projects are to succeed;
- Close monitoring of reporting to ensure compliance.

### 3.4.4 FLAGSHIP PROJECT

#### Metrobus Apprentice Programme

<b>Sector:</b>	Social Sector
<b>Approximate value:</b>	R5 310 000 (implemented using two grants from TETA and AgriSETA, have contributed R3 825 000 and R1 485 000 respectively).
<b>Stipend value:</b>	R3 000 per month
<b>WOs &amp; FTEs:</b>	25 participants, and 6 FTEs. The project is implemented over 3 years.

#### Project summary and objectives

The Metrobus Apprentice Programme is implemented by the City of Johannesburg's Metrobus. The programme is funded by different SETAs and was able to attract youth, both male and female in the fields of auto electrical engineering, bus body building, and auto mechanics. This programme encourages youth to stay in the STEM (Science, Technology Engineering and Mathematics) subjects, as only students who have passed these subjects are considered for the training. In the 2021/22 financial year this programme was implemented using TETA and AgriSETA funding with 25 participants, currently engaged from 1 February 2022 to 31 January 2025. The City also augments the funds and offers on the job training and mentorship for the artisans. This is a three-year training programme where participants attend accredited training (classroom and practical experience). In the final year of the programme, participants take trade tests to officially qualify as artisans in the various fields.

The objective of the project is to train future artisans in the fields of auto electrical engineering, bus body building, and auto mechanics. This programme has recognised that there is a skills shortage in the country and aims to bridge this gap by training artisans.



#### Recruitment strategy

The recruitment is done through the City's Human Resources (HR), where the positions are advertised on the online portal (Hub Spot) and at the various City offices. Applications are open to youth between the ages of 18 and 35 years who reside within the City of Johannesburg. Participants need to have passed matric with Mathematics and Science and have completed an NCV level 3 or N2 qualification in one of the various fields (auto-electrical, auto mechanic, diesel mechanic).

### Implementation strategy

The programme strategically targets youth within the City of Johannesburg who have passed matric with STEM subjects or those who have completed the relevant NCV qualifications at level 3. The programme is implemented in stages over a period of 3 years. They are given classroom training for three months and then they move to the various Metrobus depots where they get on-the-job training. Over the three years they will alternate between classroom and the work environment until the training is completed. They are obligated to complete a logbook which forms part of their final assessment. They are then prepared to take the trade test with the authorised institutions. On passing the trade test they are fully qualified artisans.

### Successes and challenges

#### Successes:

- Exit strategies embedded in the project, i.e. other participants are able to get permanent employment within the Metrobus entity.
- Dropout rate is low at 1%, with 99% successfully completing the programme.

#### Challenges:

- Difficult to source funding for the project in the early stages, Metrobus have now established a good working relationship with the various SETAs who now fund the programmes.
- The project managers have established a training forum where partners are involved and access to funding is addressed.

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

With high levels of poverty and inequality in South Africa, the project ensures that the participants' families do not go without a meal. Some of these participants are the breadwinners in their families; without them, there would be no source of income.

Metrobus is mandated with the responsibility to provide transportation for the residents of Johannesburg. It also has a responsibility to ensure that its buses have low carbon emissions, and that there is alignment with the programmes being implemented.

This programme has a strong impact in terms of exit strategies, as participants are almost guaranteed employment within 12 months of completing the training. Similar programmes are able to absorb over 50% of the participants into permanent employment, and the rest are absorbed by private sector partners such as Mercedes Benz and MAN.



## 3.5 MANGAUNG METROPOLITAN MUNICIPALITY

### 3.5.1 Institutional arrangements, policy and implementation

#### Institutional arrangements

There have been no changes to the EPWP structure approved in 2016 (Figure 38). During the financial year in focus, Mangaung was under administration (with Acting City Manager, Acting HoDs and National Cabinet Representatives). In the year under review, coordination of the EPWP was moved to HoD: Waste & Fleet Management. The IG is still managed in the Office of the Executive Mayor.

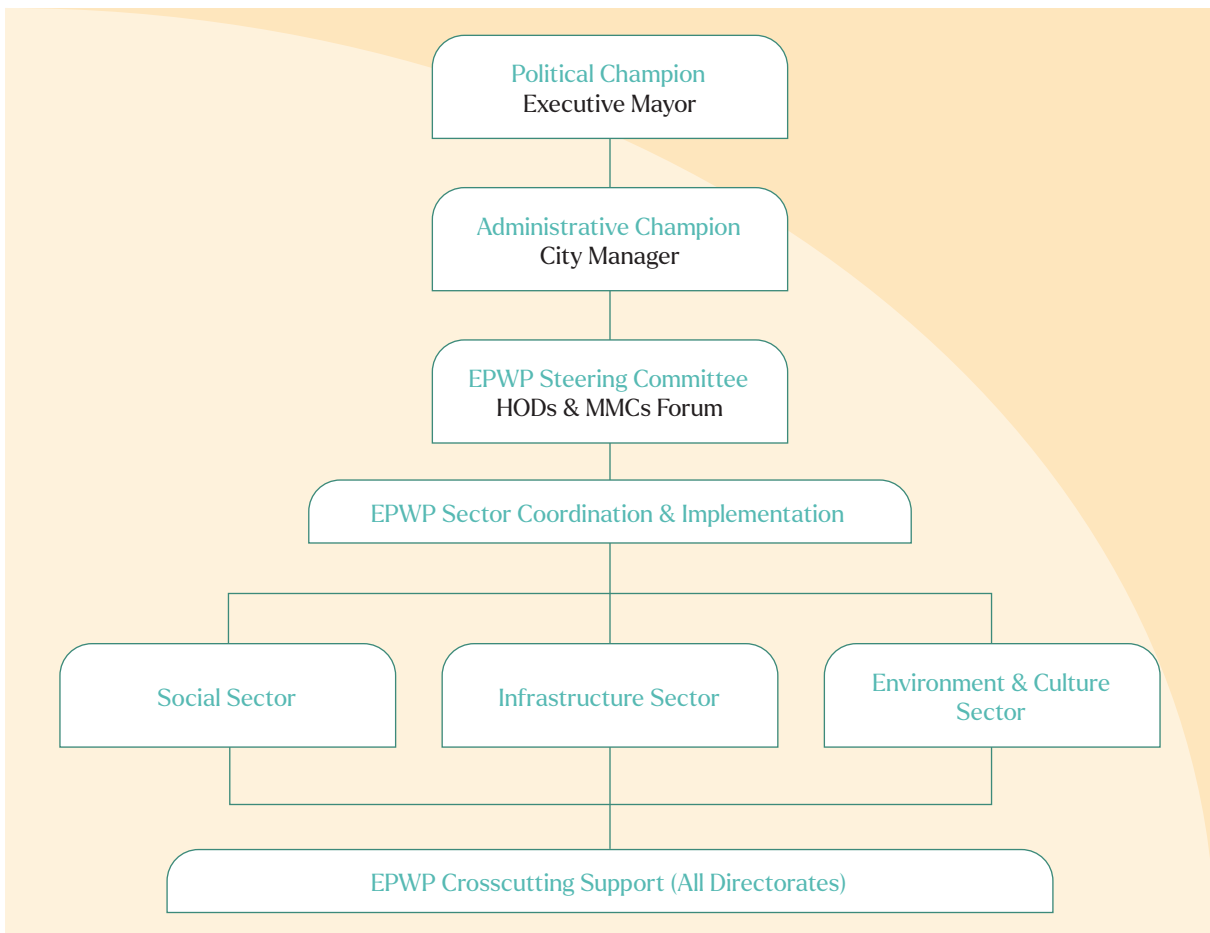
#### Policy

The City is in the process of drafting a revised policy to align with EPWP Phase 4 requirements. However, the process has slowed somewhat as the City now awaits finalisation of the national policy, so that the two are aligned.

#### Integration

The EPWP has been integrated into the City's SDBIPs and is also included in the audit plan of the City (EPWP projects are also audited). However, EPWP targets are not yet incorporated into the scorecards of senior managers.

FIGURE 38: Mangaung Metropolitan Municipality institutional arrangements



### 3.5.2 Progress against EPWP indicators

TABLE 13: Mangaung Metropolitan Municipality progress against EPWP indicators, 2021/22

EPWP INDICATOR	VALUE		
Number of projects implemented	15		
Gross number of Work Opportunities (WOs) created	372		
Full-Time Equivalents generated (FTE person-years of work including training)	84		
Training (person-years)	0		
Allocated project budget (including professional fees)	R261 981 705		
Expenditure on EPWP (including professional fees)	R3 416 163		
Expenditure % achieved	1%		
Wages paid out to employees on EPWP projects	R3 327 621		
Average manual worker's minimum daily wage rate	R188		
IG allocations	R1 316 000		
IG expenditure	R864 000		
IG % achieved	66%		
Demographics of employment	Youth 59.4	Women 43.3	PWDs 0.5
Sector analysis:	Infrastructure	Environment & Culture	Social
Projects implemented	13	2	0
WOs	220	152	0
FTEs	47	36	0
Training (person days)	109	0	0



### Integrated grant allocation

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

The City received a grant allocation of R1 316 000 in 2021/22, of which 66% was spent at the end of the reporting period.

### 3.5.3 Challenges, successes and lessons learnt

#### Challenges

- Inadequate institutional arrangement (e.g. still no EPWP targets on senior management score cards);
- The absence of EPWP structure in the municipality, which has hampered the smooth coordination and implementation of projects;
- Non-reporting of Work Opportunities;
- Delays in the implementation of projects, largely due to challenges with the internal supply chain processes.
- New national reporting system difficult to work with.

#### Successes

- Presidential stimulus package helped to create a lot of employment opportunities.

#### Lessons learnt

- Proper institutionalisation of EPWP is key for successful implementation of projects;
- Personnel spearheading and overseeing EPWP should be capacitated and well-supported (in terms of training, resources, etc.).

### 3.5.4 FLAGSHIP PROJECT

#### Presidential Employment Stimulus PEP Project - CBD, Parks and Open Spaces Cleaning

<b>Sector:</b>	Environment and Culture
<b>Approximate value:</b>	R19 million
<b>Stipend value:</b>	R102 per day
<b>WOs &amp; FTEs:</b>	1 500

#### Project summary and objectives

This project has a dual focus on waste management and cleaning public open spaces. It aims to ensure that the municipality has clean, green and liveable open spaces, while also ensuring that cleaning within the metro (i.e litter picking and street sweeping) is effectively and efficiently undertaken. The project will also introduce community-based waste management and recycling through cooperatives.

#### Recruitment strategy

The participants identified come from the underprivileged communities across all the wards in the metro. The identification of participants was done in collaboration with Ward Councillors, using a fair, transparent, equitable and accountable process. Demographic targets for the project are as follows: Youth participation at 50%; Women at 30%; and People with Disabilities at 5%.

#### Implementation strategy

The Public Employment Programme (PEP) envisaged by the Presidency and coordinated by National Treasury through the Neighbourhood Development Partnership Grant (NDPG) intends to massively upscale public employment opportunities in the cities. The business plan for the Mangaung Metropolitan Municipality was submitted to the national Treasury, highlighting programmes that are implementable.



### Successes and challenges

The municipality was assisted in minimising the challenges of poor waste removal, disposal and management, making for better upkeep of open spaces across the metro.

### Socio-economic, environmental and sustainability impacts

Maximising social protection through the longevity of the programme beyond six months will significantly contribute to sustainable employment of the PEP participants.

This project was designed with the following exit strategies in mind:

- Long-term employment: The programme provided the beneficiaries with practical skills and experience that they can use to enter the formal labour market and seek employment.
- Self-employment: The beneficiaries were empowered to consider self-employment after they have left the PEP. The objective of such an initiative is to build capacity among the beneficiaries to understand the basics of entrepreneurship, business registration and management.
  - The Business Management Training course is designed to support young entrepreneurs in the following stages of the businesses:
    - Pre-start Up/Idea generation.
    - Survivalist.
    - Start Up.
    - Early Development.
    - Growth and Expansion.





### 3.6.1 Institutional arrangements, policy and implementation

#### Institutional arrangements

During the 2021/22 financial year, the EPWP was housed in the Economic Development Department. The Mayor is the political champion for the programme, while the City Manager is the administrative authority (Figure 39).

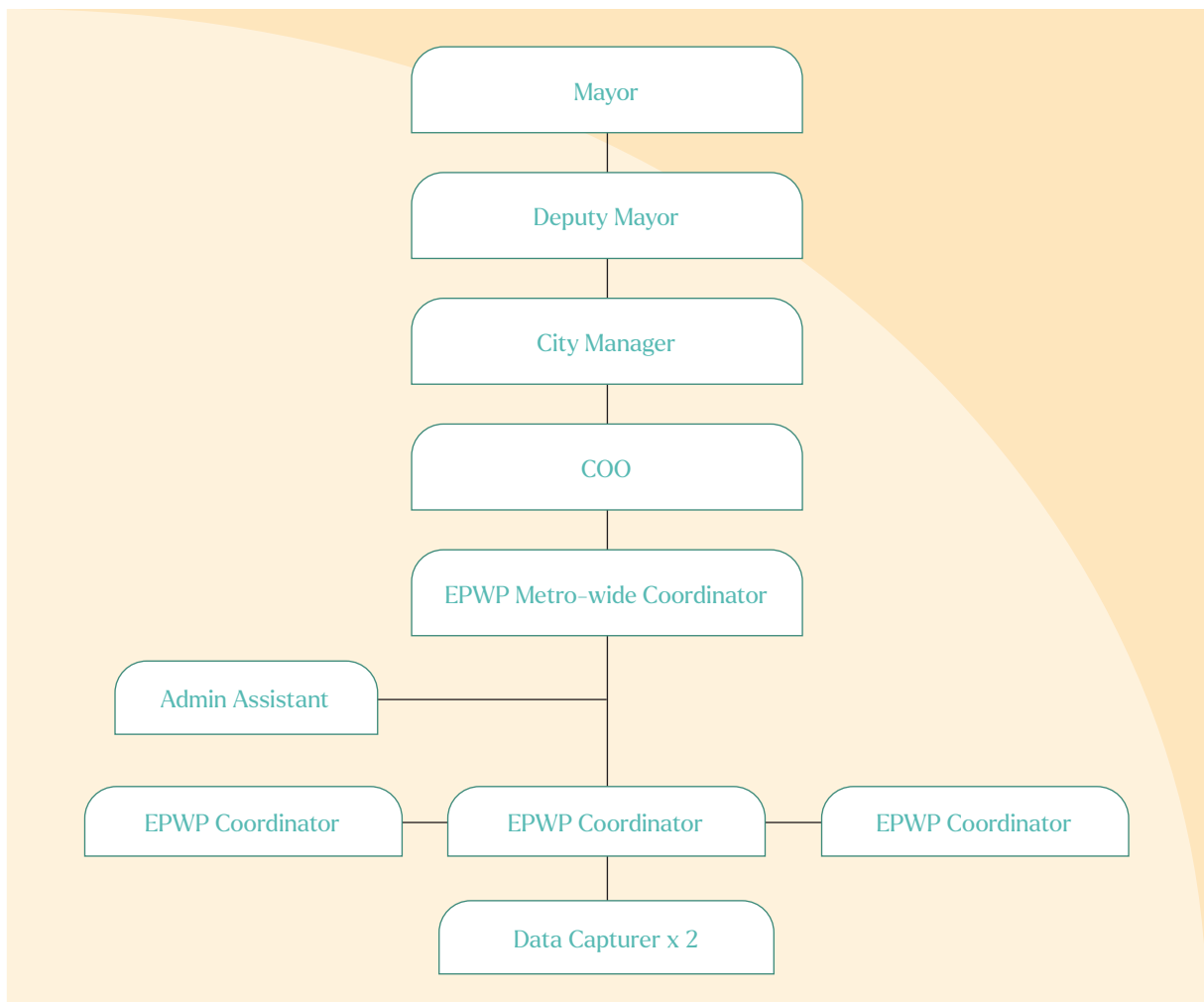
#### Policy

The City is in the process of revising its EPWP policy in line with Phase IV requirements; at the time of compiling this report, the process was at the stakeholder engagement and participation stage.

#### Integration of EPWP targets

EPWP targets have been incorporated into the scorecards of senior managers. They are on the City Manager's scorecard, and also on the scorecards of the Executive Directors.

FIGURE 39: Nelson Mandela Bay Metropolitan Municipality institutional arrangements



### 3.6.2 Progress against EPWP indicators

TABLE 14: Nelson Mandela Bay Metropolitan Municipality progress against EPWP indicators, 2021/22

EPWP INDICATOR	VALUE		
Number of projects implemented	252		
Gross number of Work Opportunities (WOs) created	4 898		
Full-Time Equivalents generated (FTE person-years of work including training)	1 312		
Training (person-years)	0		
Allocated project budget (including professional fees)	R3 014 950 431		
Expenditure on EPWP (including professional fees)	R84 478 499		
Expenditure % achieved	3%		
Wages paid out to employees on EPWP projects	R74 361 458		
Average manual worker's minimum daily wage rate	R293.72		
IG allocations	R7 116 000		
IG expenditure	R6 527 000		
IG % achieved	92%		
Demographics of employment	Youth	Women	PWDs
	44.2	51.6	0.6
Sector analysis:	Infrastructure	Environment & Culture	Social
Projects implemented	83	46	123
WOs	1 937	1 705	1 256
FTEs	602	368	342
Training (person-days)	0	0	0

#### Integrated grant allocation

The grant supported the implementation of five projects: 'Building Social Cohesion through Sports, Arts & Culture'; 'Public Health Municipal By-Laws Enforcement Agents'; 'Project Data Management'; 'Coc'iBhayi'; and 'Drought Mitigation Call Centre Back Office'.

The City received a grant allocation of R7 116 000 in 2021/22, slightly lower than the allocation received in the 2020/21 year. The City was able to spend 92% of the grant allocation, improving slightly on the 90% achieved in the previous year.

### 3.6.3 Challenges, successes and lessons learnt

#### Challenges

- Under- and late reporting;
- Late start of projects;
- Constant changing of reporting lines;
- Instability (political and administrative).

#### Successes

- Work Opportunities have been created for people living with disabilities;
- There has been intensive cleaning of informal settlements, as part of an upgrade plan;
- Skills transferred to disadvantaged communities;
- Incorporation of trained reserve Metro Police and Traffic Officers through IG.

#### Lessons learnt

- Accurate reporting on work opportunities creates increased Integrated Grant allocation to reach more beneficiaries;
- Projects require constant monitoring to ensure success;
- Inter-directorate support is important in the creation of more work opportunities.

## 3.7 CITY OF TSHWANE

### 3.7.1 Institutional arrangements, policy and implementation

#### Institutional arrangements

The Executive Mayor is the EPWP political champion in the City, and the administrative authority is the City Manager. The EPWP Unit is housed within the Community and Social Development Department. However, a major challenge is that there are many vacant positions in the City's EPWP structure (Figures 40 and 41).

#### Policy

The City has been in the process of drafting a revised EPWP policy to align with Phase IV requirements. The process was at the stakeholder engagement and public participation stage; however, the City decided to pause the process until the finalisation of the national policy.

#### Integration of EPWP targets

EPWP targets are integrated within City policies, and project targets are treated as City targets. EPWP target-setting is done for departments and per project. EPWP targets can therefore be incorporated within the HODs' scorecards, and then trickle down to divisional heads prepared according to departmental arrangement.

FIGURE 40: City of Tshwane higher-level institutional arrangements

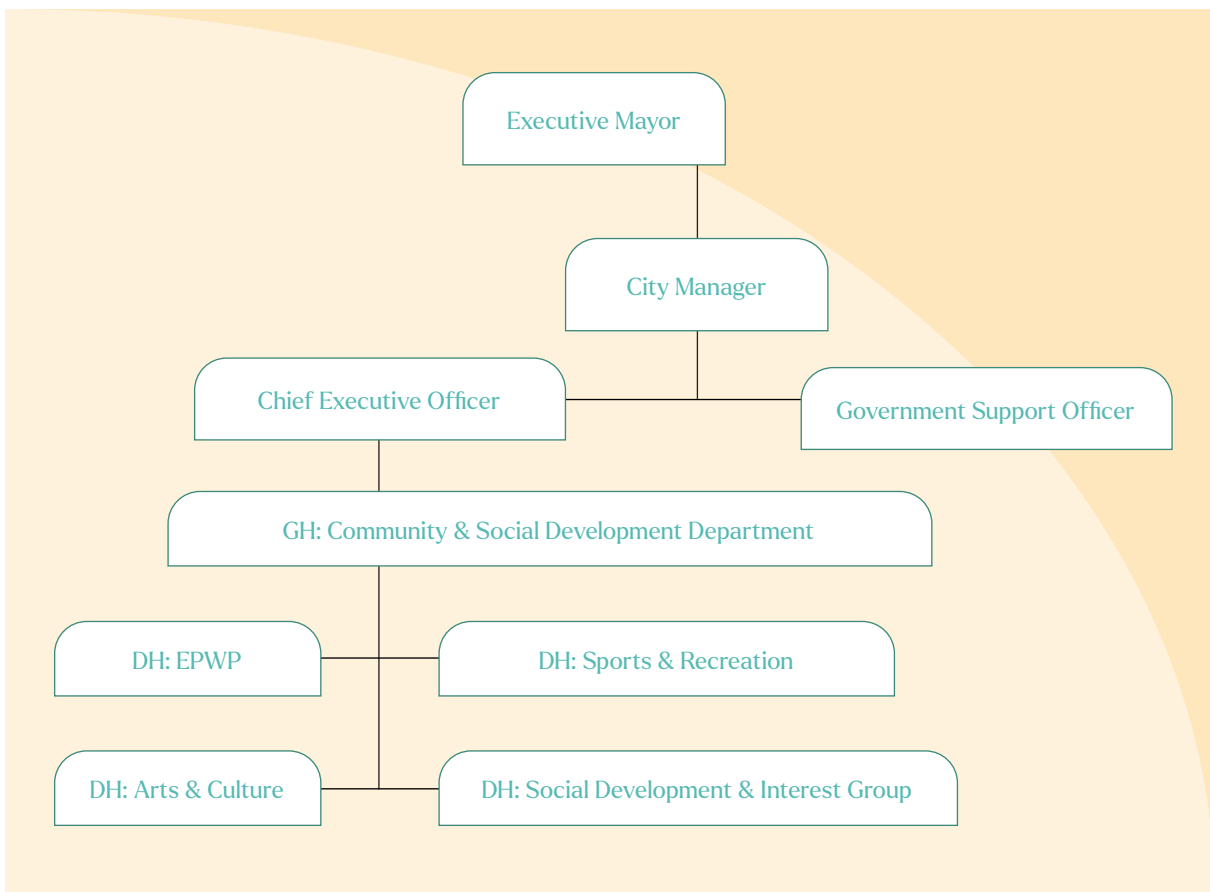
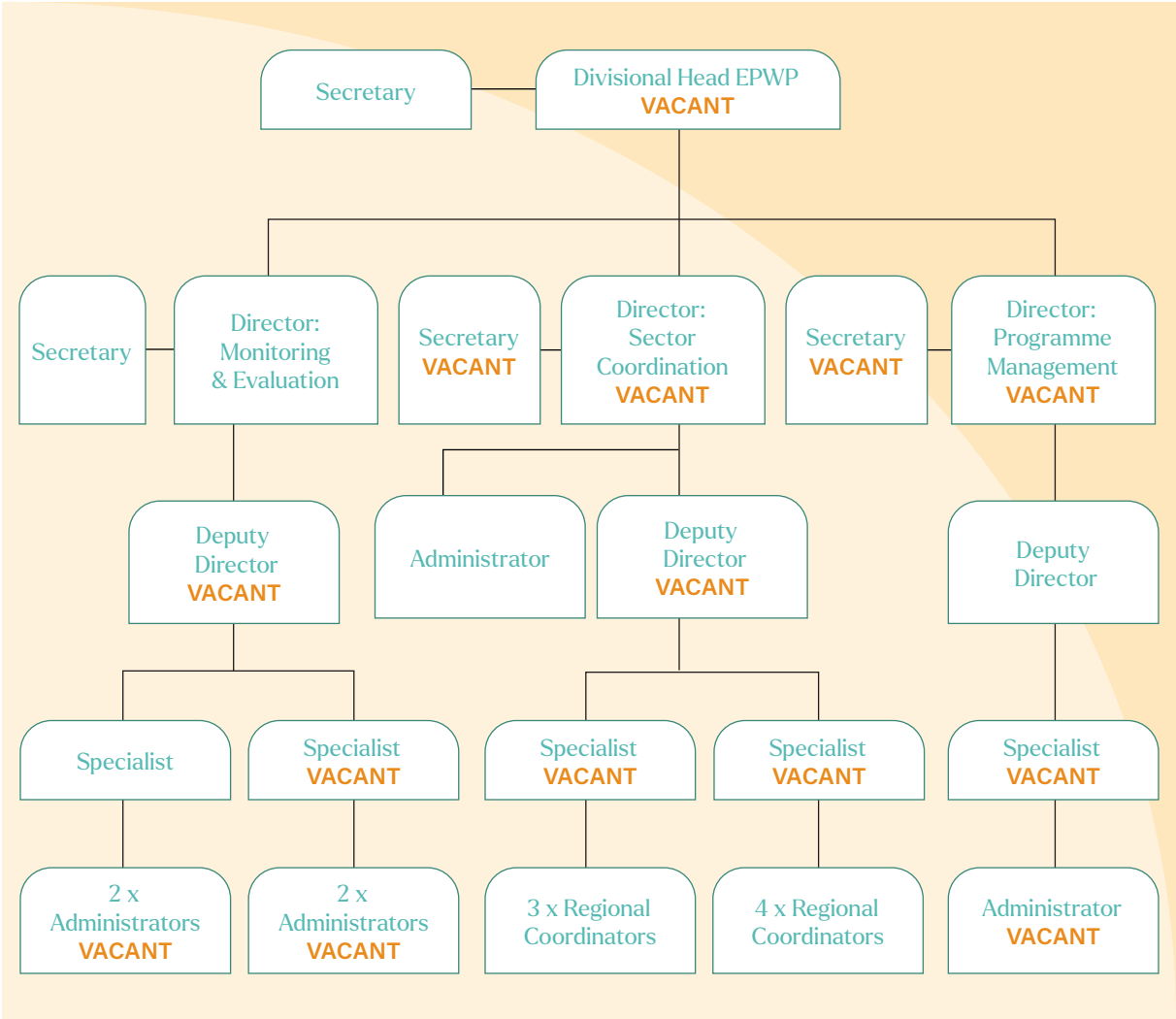


FIGURE 41: City of Tshwane divisional institutional arrangements



*EPWP targets can be incorporated within the HODs' scorecards, and then trickle down to divisional heads prepared according to departmental arrangement.*



### 3.7.2 Progress against EPWP indicators

TABLE 15: City of Tshwane progress against EPWP indicators, 2021/22

EPWP INDICATOR	VALUE
Number of projects implemented	123
Gross number of Work Opportunities (WOs) created	11 983
Full-Time Equivalents generated (FTE person-years of work including training)	2 908
Training (person-years)	0
Allocated project budget (including professional fees)	R9 209 631 938
Expenditure on EPWP (including professional fees)	R2 032 383 105
Expenditure % achieved	22%
Wages paid out to employees on EPWP projects	R132 189 638
Average manual worker's minimum daily wage rate	R250
IG allocations	R19 031 000
IG expenditure	R19 031 000
IG % achieved	100%
Demographics of employment	Youth 56.4 Women 61.1 PWDs 0.4
Sector analysis:	Infrastructure Environment & Culture Social
Projects implemented	70 49 4
WOs	4 010 6 159 1 814
FTEs	1 105 1 212 591
Training (person-days)	0 0 0

#### Integrated grant allocation

The grant was used to implement the Mayoral Flagship programme (Gata le Nna). The project focused on waste removal, as well as cleaning services at health facilities, libraries, parks and sports facilities.

The City received a grant allocation of R19 031 000. The grant was fully spent at the end of the reporting period.

### 3.7.3 Challenges, successes and lessons learnt

#### Challenges

- The new national reporting system is complex, and not user-friendly;
- Budget cuts, which affected the number of EPWP projects that could be implemented;
- Vacant posts (in the EPWP City structure) hampered the effective implementation and coordination of projects. Only approximately 21% of the posts are filled;
- Under- and non-reporting by subcontractors.

## Successes

- Rolling out a new EPWP electronic database;
- Overcoming the COVID-19 challenges and making sure that all stipends were paid on time during the pandemic period;
- Working closely with the strategic interest group within the City (which includes people living with disabilities) vis-à-vis recruitment. This has helped to ramp up the figures of people living with disabilities participating in EPWP projects.

## Lessons learnt

- EPWP tender documents should contain clauses that make proper and timely reporting mandatory;
- Frequent site visits are critical for the successful and timely implementation of projects;
- Quick escalation of issues to higher authorities is important vis-à-vis the solving of different programme challenges (be they reporting, recruitment, etc.);
- The EPWP should not be viewed (as being implemented) in isolation from other projects within Cities, but should find expression in almost all departments.

## 3.7.4 FLAGSHIP PROJECT

### GATA le Nna Project

<b>Sector:</b>	Environment and Culture
<b>Approximate value:</b>	R89 million
<b>Stipend value:</b>	R100/day
<b>WOs &amp; FTEs:</b>	2576 WOEs and 620 FTEs

#### Project summary and objectives

- To alleviate poverty and reduce unemployment in disadvantaged, vulnerable communities;
- To ensure the cleanliness and beautification of the city.

#### Recruitment strategy

The project targets the poorest of the poor. Some participants are from the City's indigent register, which has been incorporated into the database. The recruitment guidelines followed included the use of a database of job seekers. Participants were selected at random from this database. This selection was further informed by requests from departments for the number of people required. Job opportunities created were reported to the EPWP department monthly. Participant termination when required was executed by the department that requested the participant.

#### Implementation strategy

The Gata le Nna Project is implemented in various EPWP sectors. The Project is funded through the EPWP Integrated Grant (R19 million) as well as the City of Tshwane's Internal Funding (R63 million). The participants earn a daily stipend of R100 and they work 22 days a month. Most of the work opportunities created through Gata le Nna are within the Environment and Culture sector due to the fact that the project was first conceptualised as a greening and beautification initiative. The project is implemented across all seven regions of Tshwane.

#### The objectives of the EPWP Gata le Nna Project are:

- To provide a cleaner environment for community members
- To employ vulnerable community members. The effects of this are wide-reaching including the pride and dignity that comes from gainful employment.





- Spread of wealth within a community from employing members of a community to carry out work within the same community.
- The skilling and increase in employability of the beneficiaries.
- In order to achieve the above, participants are tasked with cleaning neglected areas across the city such as illegal dumping sites, provision of cleaning services at health facilities, libraries, parks, and sports facilities.

### Successes and challenges

#### Successes:

- All participants are recruited through the City EPWP database;
- Ongoing registration of job seekers on the database was achieved;
- Clearing of illegal dumping sites and beautification of the city.

#### Challenges:

- City departments and regions are now mostly dependent on the project, especially for cleaning of offices, grass cutting and other activities;
- There was no exit strategy for participants working on this project;
- Participants now have the expectation that contracts will be extended, and a number of petitions to this effect were received;
- The project did not have a strong training focus for participants, being focused more on job creation.

### Socio-economic, environmental and sustainability impacts

The Gata le Nna project provides hope to many residents who lack skills and employment, while also providing a cleaner environment for community members. Seventy percent of the participants are women, while youth constitute (45%); overall, the city still struggles to draw significant numbers of people with disabilities into the project.



# Integrated analysis

## 4.1 COMPARATIVE ANALYSIS OF CITIES

Comparing the performance of the cities to each other shows that the City of Cape Town performed relatively more strongly overall for the 2021/22 year (Table 16). The result differs from the previous year, when eThekweni Metropolitan Municipality was in the lead, followed by the City of Cape Town. eThekweni Metropolitan Municipality now ranks third, with the City of Tshwane second and the City of Ekurhuleni dropping to fourth from third the previous year.

The comparative analysis is based on the percentage contribution of each city to the collective performance of the nine cities across key indicators. For the 2021/22 period, in addition to the five core indicators (annual reports 2019/20 and 2020/21), the person-years of training provided were included. The percentage contribution of each city was calculated by dividing the performance of the city for each indicator (e.g. WOs created) by the collective (aggregated) performance of the nine cities for the same indicator, and expressing this as a percentage. The cities are then ranked according to their aggregated performance across the six indicators. It must be noted that the degree of performance shown here is dependent on what was recorded by the cities on the EPWP Reporting System.

TABLE 16: Comparison of city performance for six key criteria, 2021/22

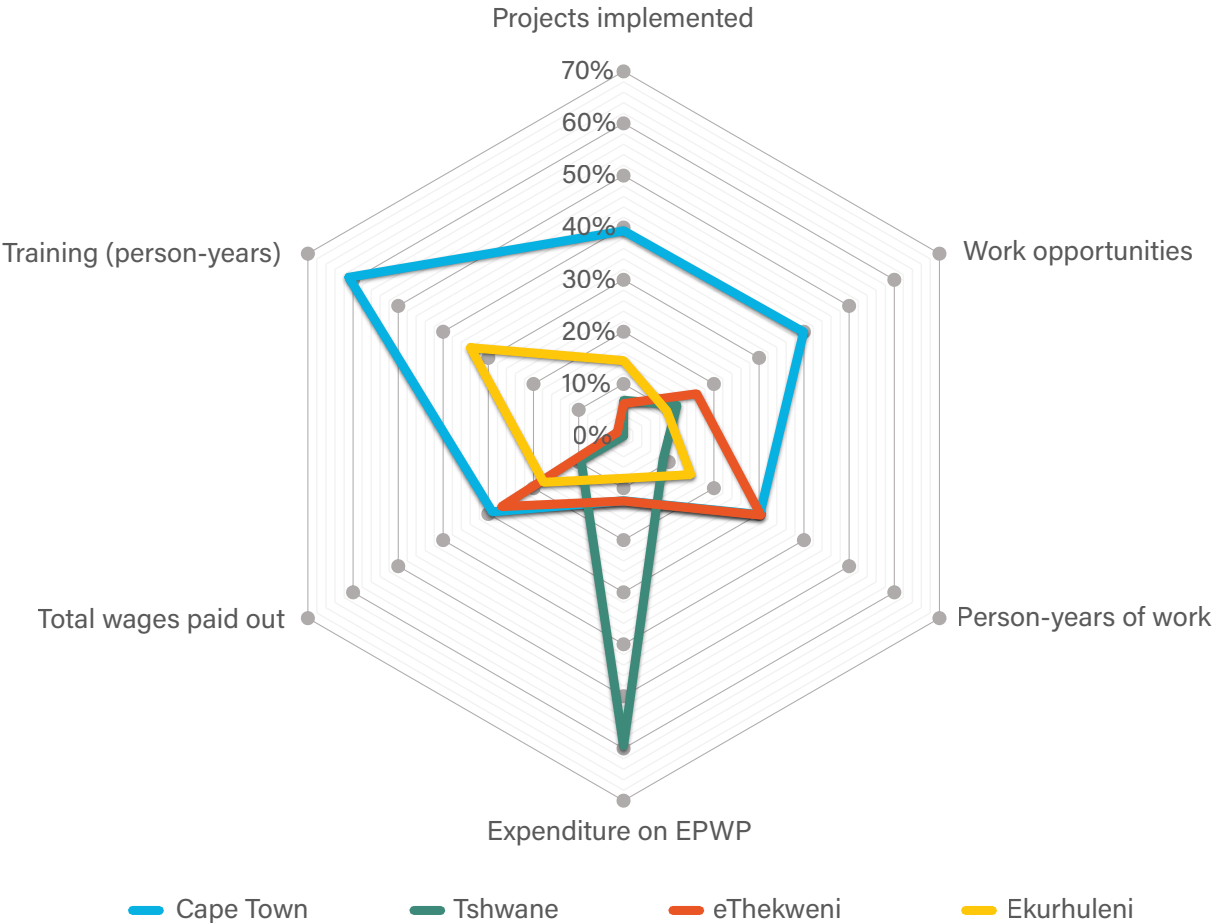
RANK	CITY	PROJECTS IMPLEMENTED	WORK OPPORTUNITIES	PERSON-YEARS OF WORK (FTES)	EXPENDITURE ON EPWP	TOTAL WAGES PAID OUT	TRAINING
1	Cape Town	39%	40%	30%	12%	29%	61%
2	Tshwane	7%	12%	9%	60%	9%	0%
3	eThekweni	6%	16%	30%	12%	27%	1%
4	Ekurhuleni	14%	10%	15%	8%	18%	34%
5	Johannesburg	13%	10%	7%	3%	7%	3%
6	Nelson Mandela Bay	14%	5%	4%	2%	5%	0%
7	Buffalo City	3%	6%	3%	1%	2%	0%
8	Msunduzi	3%	1%	1%	1%	1%	1%
9	Mangaung	0.8%	0.4%	0.3%	0.1%	0.2%	0.0%

Note: Rank: 1 is best-performing, 9 is least well-performing. Slight discrepancies due to rounding.

The City of Cape Town paid 29% of the collective wages through 40% of the WOs, generating 30% of the FTEs and contributing 61% of the training across the nine cities. This was achieved through 708 reporting projects (39% of the collective total). The stronger performance of the City of Tshwane in 2021/22 was greatly influenced by the City's reported expenditure, which was far higher than reported by the other cities and constituted 60% of the collective expenditure. eThekweni Metropolitan Municipality, and to a lesser extent the City of Ekurhuleni, performed more strongly on all other indicators. This is apparent in Figure 42, which compares the four strongest-performing cities.

Figure 42 and Figure 43 present the comparative analysis results (Table 16) as radar charts, separated into two charts which group the cities by their relative similarities and differences, for ease of comparison. The figures provide an indication of which areas (indicators) each individual city focuses on relative to the other cities, and suggest areas of EPWP maturity and areas for improvement.

FIGURE 42: Comparative analysis of key performance indicators for the City of Cape Town, City of Tshwane, eThekweni Municipality and the City of Ekurhuleni, 2021/22

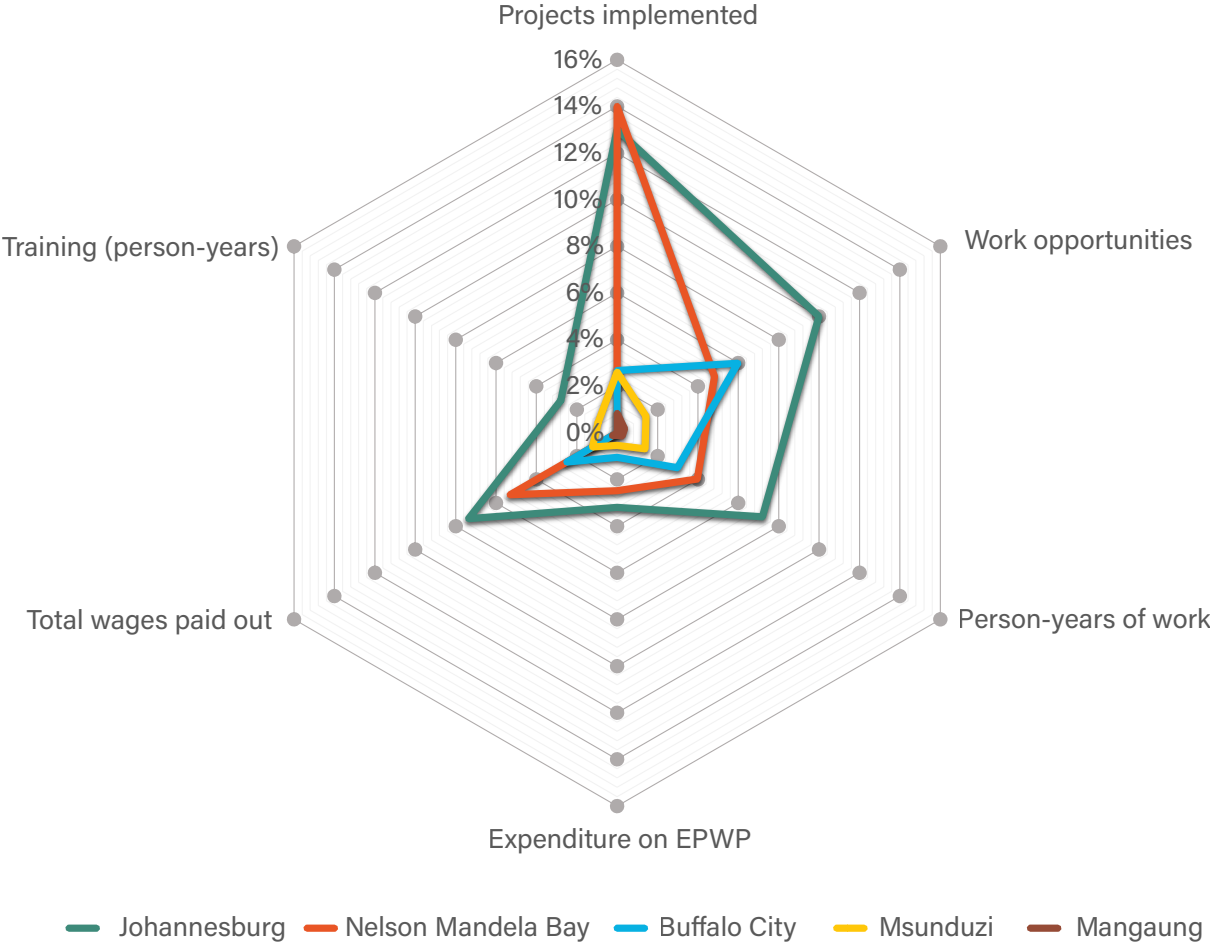


In comparison to the City of Cape Town, eThekweni Metropolitan Municipality reported comparatively fewer projects (6%) and WOs (16%), yet achieved similar performance in FTEs generated (30%) and wages paid out (27%). The FTE performance of the City of Cape Town was also influenced by the greater amount of training provided by the City, which is included in the FTEs. The result illustrates two slightly different strategies, with eThekweni Metropolitan Municipality appearing to emphasise longer-duration employment and the City of Cape Town focusing on creating WOs and providing training. Interestingly, the two cities also differ in their predominant sector of implementation, with the Infrastructure Sector dominating in eThekweni Metropolitan Municipality and the Environment and Culture Sector in the City of Cape Town (see Figure 22).

*While Nelson Mandela Bay Metropolitan Municipality implemented a relatively high number of projects (14%), these contributed only 5% of the collective WOs created and wages paid out, and 4% of the FTEs generated.*

The relative position of the remaining five cities has not changed from the previous year (Table 16 and Figure 43). The City of Johannesburg created 10% of the collective WOs and 7% of the FTEs from 7% of the collective wages paid. Training and reported expenditure are relatively weaker areas of performance for the City. While Nelson Mandela Bay Metropolitan Municipality implemented a relatively high number of projects (14%), these contributed only 5% of the collective WOs created and wages paid out, and 4% of the FTEs generated. Mangaung Metropolitan Municipality continues to struggle across all the indicators, with its relative performance weakening from the previous year.

FIGURE 43: 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, 2021/22



However, individual city performance relates to the size of a city’s budget allocation from the National Budget and the Integrated Grant, and the unique context of its service delivery, local economic and governance situation. Some of the larger cities may be perceived as high-performing; however, in effect this may be due to higher budget allocations and expenditure, compared to the smaller cities.

It is important to reflect on the performance of the cities against their individual targets, in terms of progress over time and within the context of the challenges they face. Targets for the creation of WOs and FTEs are set each year for each city, taking into account their different capacities, previous performance and budget allocations. For example, while Buffalo City Metropolitan Municipality is ranked seventh overall compared to the other cities, it achieved 108% of its WO target, ranking second on that particular indicator for 2021/22. The City has steadily increased the number of WOs it has created over the past five years, while maintaining the FTEs generated. Msunduzi Local Municipality, while contributing only 1% of the collective WOs, achieved 61% of its target. As noted, the stronger performance of the City of Tshwane is biased upwards by high reported expenditure, whereas its performance against targets is relatively weaker.

City performance against targets and over time is presented in detail in the subsections of Section 2, while individual city challenges and successes are described in Section 3.

**4.2 Institutionalisation of the EPWP**

This section provides an overview of the set-up of EPWP structures in different cities, mechanisms of accountability, and levels of integration of Phase IV policy into city documents in the 2021/22 financial year. The majority of the cities have successfully established and enhanced functional institutional structures towards the smooth implementation

and management of their EPWP projects. However, they are at different stages of aligning their policies with EPWP Phase IV imperatives, with most cities noting that processes for completing this exercise have either been stopped or slowed down to allow for the finalisation of the national policy. Table 17 is a summary of the key elements of EPWP institutional arrangements across cities, as well as showing the current status of their Phase IV policies.

TABLE 17: Summary of EPWP institutional elements across cities

MUNICIPALITY	ADMINISTRATIVE/ CITY CHAMPION	POLITICAL CHAMPION/ BUY-IN	STEERING COMMITTEE/ WORKING GROUP	EPWP TARGETS IN CITY SCORECARDS	EPWP IN CITY POLICIES	VACANCIES	UNDER ADMINISTRATION	PHASE IV POLICY STATUS*
Buffalo City	X	X	X		X	X		●
Ekurhuleni	X	X	X	X	X	X		●
eThekwini	X	X	X	X**	X	X		●
Johannesburg	X	X	X	X	X	X		●
Mangaung	X	X			X	X	X	●
Nelson Mandela Bay	X	X		X	X	X		●
Tshwane	X	X	X	X		X	X	●

\*Key: Phase IV policy approved ● Phase IV policy pending approval/implementation ● Phase IV policy still under development/  
stakeholder consultations ●

\*\*Targets only included in the scorecard of Senior Manager – Project Coordination

Various institutional challenges were highlighted that have hindered the smooth implementation of EPWP projects and affected the overall performance of the programme in different cities. A major challenge in this area, for most cities, was the issue of unfilled vacancies in EPWP structures. In the case of Buffalo City Metropolitan Municipality and the City of Tshwane, for example, it was noted that several positions have remained unfilled for more than three years, which has hampered programme performance. In eThekwini Metropolitan Municipality, the main institution-related challenge is lack of dedicated staff assigned to the EPWP at the line department level. For Mangaung Metropolitan Municipality, it was reported that the city continuing to be under administration has led to the EPWP not being prioritised (in the context of other issues and challenges the city is facing and dealing with). There has also been underspending of EPWP allocations by the municipalities due to similar challenges.

### 4.3 Successes and challenges

Besides the institutional challenges discussed in the preceding subsection, other major challenges highlighted by the cities include: i) Reporting on project implementation, ii) Demand for permanent employment by participants, and iii) Failure to meet targets for the recruitment of people with disabilities (PWDs).

In terms of reporting on project implementation, eThekwini Metropolitan Municipality, Nelson Mandela Bay Metropolitan Municipality, City of Tshwane and Mangaung Metropolitan Municipality all noted that there was extensive non-reporting, under-reporting and late reporting by both city departments and subcontractors. It was noted that these reporting challenges were mostly experienced in the Infrastructure Sector (mainly because of the large numbers of projects in this sector). In eThekwini Metropolitan Municipality and City of Ekurhuleni, it was reported that non-compliant data was also being received from departments. In eThekwini Metropolitan Municipality, the reporting challenge was further exacerbated by backlogs due to delays in the recruitment of EPWP data capturers. Almost all cities reported facing challenges with using the new EPWP Reporting System Version 2 (EPWPRS v2). Some of the issues raised with EPWPRS v2 were that it is technically complex, generally slow, conveys numerous error messages in the process of inputting information, and is generally not user-friendly.

In terms of the challenge of demands for permanent employment by participants, the cities noted that in some cases this occurs because participants choose to ignore that the EPWP is intended to be a short-term programme for creating temporary work opportunities and skills development. In other cases, there appears to be a genuine incorrect perception of the EPWP being a form of probationary 'pre-employment', after which participants should be absorbed into city departments. In the case of the City of Johannesburg, for example, it was reported that

this challenge arose mainly with participants involved in multi-year projects. The problem is exacerbated by the fact that very few cities have formal exit strategies to assist and guide participants on their next step(s) on exiting the programme.

Achieving the target for the recruitment of PWDs remains a significant challenge for all cities. This challenge was said to emanate from two main issues. The first issue is the physical nature of most EPWP projects, particularly in the Infrastructure sector. Second is the problem of accommodating specific needs for people with disabilities in the course of executing project tasks (such as suitable accommodation and transport).

In terms of successes, the City of Ekurhuleni and Buffalo City Metropolitan Municipality reported fruitful partnerships with external organisations as one area of major success. For the City of Ekurhuleni, it was noted that one of its largest and most successful training programmes in recent years, through which over 90 participants successfully completed a plumbing training programme, was conducted in partnership with Rand Water and the Ekurhuleni Water Care Company (ERWAT). In the case of Buffalo City Metropolitan Municipality, the city entered into partnership with a private sector player on one of its most successful projects in the 2021/22 year. The project was to refurbish and expand the East London Airport Precinct, and involved Mercedes Benz South Africa (MBSA) making a significant contribution towards the appointment of one of the Site Project Managers, as well as making other resources available. Ultimately, the partnership resulted in some of the EPWP participants being absorbed as trainees and interns in MBSA business projects.

Improved reporting of the EPWP within city structures is another area of success identified by some cities. A number of cities which in the previous year had not incorporated their EPWP targets into their Head of Department (HOD) scorecards, business plans and Integrated Development Plans (IDPs) have made great strides in this regard. Mangaung Metropolitan Municipality, for example, which was lagging behind in this area, managed to integrate the EPWP into the City's Service Delivery and Budget Implementation Plan (SDBIP) and the City's Audit Plan. In the same vein, while Buffalo City Metropolitan Municipality is also yet to include the EPWP into HOD scorecards, the Programme is integrated into the City's IDP and SDBIP. The EPWP is also a standing agenda item in the City's Council meetings.

The City of Johannesburg reported successes around improvements in its EPWP participant recruitment processes, through successfully setting up an opportunity-seekers database, which is a digital portal for prospective EPWP participant recruitment, intended to improve fairness in the participant recruitment process.

Buffalo City Metropolitan Municipality reported success around a substantial number of participants obtaining employment post-EPWP. Over 200 participants were reported to have been absorbed into the City's Solid Waste and Environmental Management department, while two data capturers and administrators have been employed as EPWP Coordinators.

Cities were asked to rate their perception of the effectiveness of their EPWP projects in providing income support, equipping participants to find employment at exit, and developing useful public assets and community services. Table 18 shows the ratings each city made. Most cities agree that the EPWP is most successful in providing income support to participants and developing useful public assets and community services, but relatively less successful in equipping participants to find employment at exit.

TABLE 18: Perception of each city of the effectiveness of the EPWP, 2021/22

CITY	PROVIDING INCOME SUPPORT	EQUIPPING PARTICIPANTS TO FIND EMPLOYMENT AT EXIT	DEVELOPING USEFUL PUBLIC ASSETS AND COMMUNITY SERVICES
Buffalo City	9	9	10
Ekurhuleni	8	4	7
eThekweni	8	2	7
Johannesburg	8	4	8
Mangaung	8	8	8
Nelson Mandela Bay	8	5	6
Tshwane	7	4	7

Key: 1 = not effective and 10 = very effective



## 4.4 Shared knowledge and learnings

This section discusses key issues shared by cities, forming lessons vis-à-vis the smooth implementation and overall performance of the EPWP going forward.

The first issue is around building and encouraging the establishment of more platforms for cross-learning among cities. Most cities pointed out that the Reference Group (RG), including the quarterly RG meetings, has served as a useful platform for a rich exchange of knowledge, lessons and ideas about improving the implementation of EPWP projects. However, cities noted that there is a need for the creation of more opportunities for sharing challenges, successes and lessons in addition to and beyond the RG platform. Buffalo City Metropolitan Municipality, for example, shared insights from its visit to the City of Cape Town, where it learnt various aspects including good practice around governance of the EPWP, recruitment and database management, and collaboration and support among different Directorates, as well as training and skills development.

The second issue is around the significance of formalised EPWP structures and the importance for the programme of political championing. It was noted that over the years, in most cities, the success and/or failure of the programme has centred around this factor. It is important to note that the more cities institutionalise the EPWP into their structures, processes and systems, the more their programme performances improve. Conversely, it was reported in the case of such cities as Mangaung Metropolitan Municipality that the absence of formalised EPWP institutional structures had resulted in a lack of proper programme coordination, management and overall smooth implementation.

A third issue is around the clarity of EPWP requirements for all parties involved in the implementation of and reporting on EPWP projects. In the case of the City of Johannesburg for example, it was reported that conducting training for departments on data collection compliance had yielded highly positive results in as far as reporting on projects was concerned. It was also reported in the case of the City of Tshwane that, where they have faced reporting challenges with respect to projects run by contractors, it was because there was no reporting clause in tender documents; thus they have learnt, in this regard, to clearly specify and include reporting clauses in all EPWP tender documents.

*Most cities do not have formalised exit strategies; however, those that have some strategies (in one form or the other) reported cases of participants benefiting immensely.*

The last issue raised across cities is the need for a clear and well-formulated exit strategy to assist participants with their next steps on exiting the programme. As noted earlier, most cities do not have formalised exit strategies; however, those that have some strategies (in one form or the other) reported cases of participants benefiting immensely. Examples include eThekweni Metropolitan Municipality, which set up a task team to look into possibilities and opportunities for the absorption into vacant positions of EPWP participants who meet requirements. Buffalo City Municipality has a council resolution which states that qualifying EPWP participants should be prioritised in applications for advertised municipal positions, and should be absorbed where possible. As already noted, this has seen over 200 participants being absorbed into the City's Solid Waste and Environmental Management department over the 2021/22 reporting period. Well-formulated exit strategies will not only assist in guiding participants on the various options available for them on exiting the programme, but also in tracking beneficiaries' progress after participating in the programme, as well as in monitoring and evaluating if the programme is having the desired impact overall.



# 5

## Conclusion and Recommendations

This report covers the 2021/22 financial year, coinciding with the period when the country was slowly recovering from the effects of the COVID-19 pandemic. The pandemic had immense negative effects with respect to increased unemployment, negative economic growth, and business survival. The 2021/22 reporting period is also the period when unemployment levels in South Africa reached an all-time high, at 35.3% (in Quarter 4 of 2021) – underscoring the continued critical role of interventions such as the EPWP for the country. However, it was interesting to note that overall, for 2021/22, the collective performance of the cities improved relative to the 2020/21 year and against the annual average for Phase III for all six key EPWP indicators, suggesting a recovery to pre-COVID-19 performance levels.

Various challenges were reported vis-à-vis the EPWP in the cities during this period, mainly in the areas of unfilled vacancies in EPWP structures, reporting on project implementation, demand for permanent employment by participants, and reaching recruitment targets for PWDs. A number of successes were also noted in different cities, particularly around fruitful partnerships with external organisations, improved integration of EPWP targets within city structures, improvements in general EPWP participant recruitment processes, and improvements on numbers of participants obtaining employment post-EPWP.

Looking ahead, the cities highlighted the following key points as critical in building momentum towards continuous improvement of programme performance in a post-COVID-19 era:

- Organising more platforms for cross-learnings and the sharing of successes, challenges and lessons on EPWP implementation across cities;
- Continued institutionalisation of EPWP within city structures;
- Clarity of EPWP requirements for all parties involved in the implementation of and reporting on EPWP projects;
- Formulation of a clear exit strategy for EPWP participants in cities.

*The pandemic had immense negative effects with respect to increased unemployment, negative economic growth, and business survival.*



# 6

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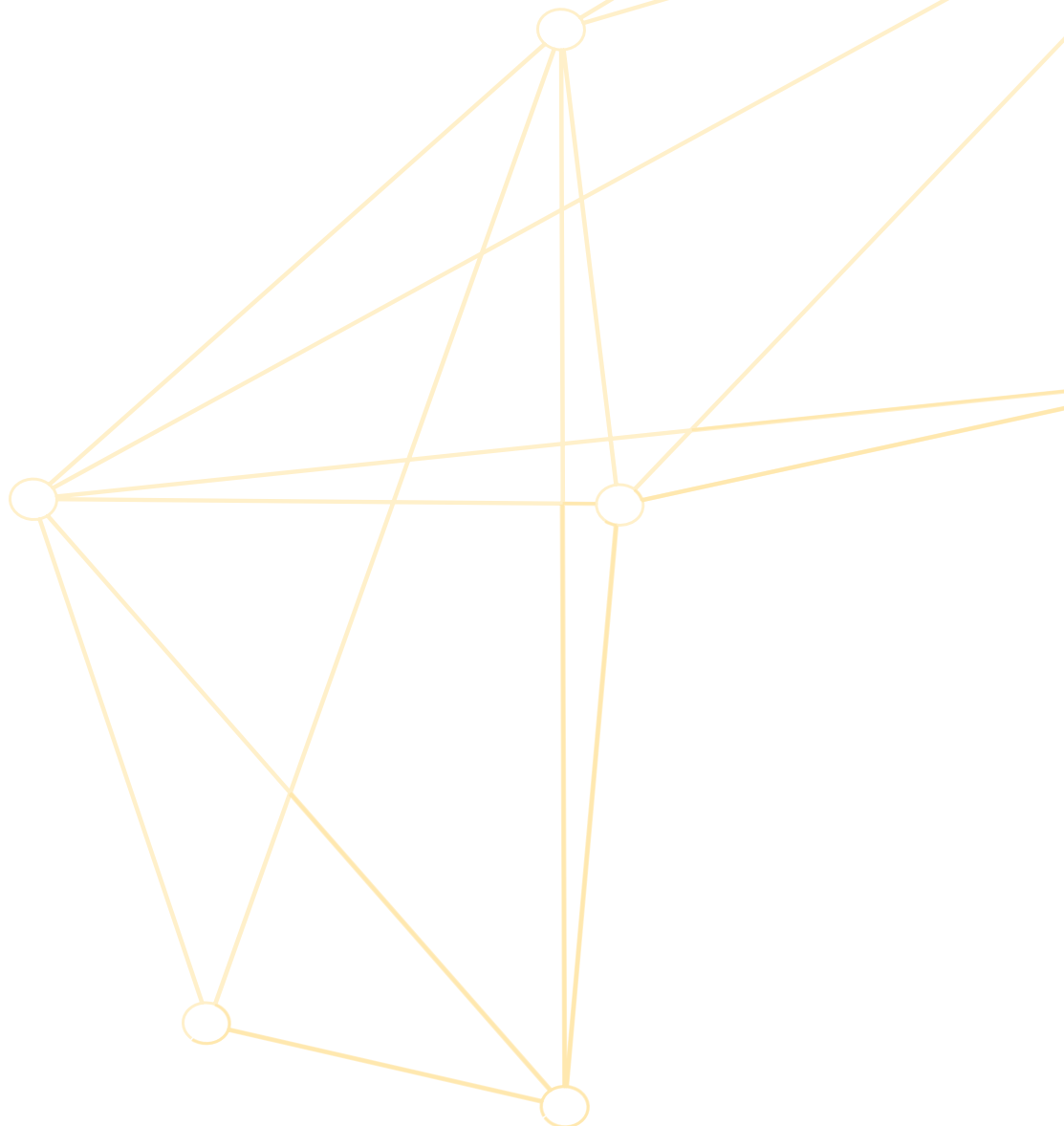
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# Annexure A: Phase III and IV comparison

## 7.1 NUMBER OF PROJECTS IMPLEMENTED

Trends in number of projects implemented reported by the cities, Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV				CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	AVERAGE*	
Buffalo City	35	41	41	48	43	▲
Ekurhuleni	83	204	214	260	226	▲
eThekwini	156	145	104	112	120	▼
Johannesburg	220	271	186	234	230	▲
Mangaung	36	13	13	15	14	▼
Nelson Mandela Bay	122	120	74	252	149	▲
Msunduzi	24	36	45	47	43	▲
Tshwane	124	13	44	123	60	▼
Cape Town	648	671	400	708	593	▼
Collectively	1 448	1 514	1 121	1 799	1 478	▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

## 7.2 NUMBER OF WORK OPPORTUNITIES REPORTED

Trends in number of work opportunities reported by the cities, Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV				CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	AVERAGE*	
Buffalo City	1 735	2 706	4 510	6 074	4 430	▲
Ekurhuleni	7 271	6 876	5 838	9 698	7 471	▲
eThekwini	19 129	17 366	16 727	16 435	16 843	▼
Johannesburg	15 291	12 142	5 558	10 150	9 283	▼
Mangaung	1 757	307	313	372	331	▼
Nelson Mandela Bay	4 523	5 709	2 909	4 898	4 505	▼
Msunduzi	1 534	851	1 543	1 445	1 280	▼
Tshwane	13 229	4 511	4 632	11 983	7 042	▼
Cape Town	25 108	34 266	15 175	40 492	29 978	▲
Collectively	89 577	84 734	57 205	101 547	81 162	▼

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

Trends in Work Opportunities (WOs) reported by the cities as a percentage of targets achieved (%), Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV			CHANGE	
	AVERAGE*	2019/20	2020/21	2021/22		AVERAGE*
Buffalo City	24%	48%	80%	108%	79%	▲
Ekurhuleni	33%	46%	39%	65%	50%	▲
eThekwini	72%	105%	100%	98%	101%	▲
Johannesburg	47%	70%	32%	58%	53%	▲
Mangaung	19%	6%	6%	7%	6%	▼
Nelson Mandela Bay	30%	81%	41%	69%	64%	▲
Msunduzi	75%	37%	66%	61%	55%	▼
Tshwane	35%	25%	26%	67%	39%	▲
Cape Town	63%	135%	59%	156%	117%	▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (—), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

### 7.3 FULL-TIME EQUIVALENTS GENERATED (PERSON-YEARS OF WORK, INCLUDING TRAINING)

Note: Data on the targets for 2014/15 and 2018/19 are missing (i.e. are not recorded in the reports/datasets available on SCODA); the average for Phase III is therefore based on three years only.

Trends in Full-Time Equivalents (FTEs) generated by the cities, Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV			CHANGE	
	AVERAGE*	2019/20	2020/21	2021/22		AVERAGE*
Buffalo City	550	821	974	989	928	▲
Ekurhuleni	3 394	2 563	3 041	4 932	3 512	▼
eThekwini	8 652	9 898	9 134	10 077	9 703	▲
Johannesburg	4 682	1 146	663	2 384	1 398	▼
Mangaung	348	68	93	84	82	▼
Nelson Mandela Bay	945	738	1 050	1 312	1 033	▲
Msunduzi	502	215	422	456	364	▼
Tshwane	3 968	2 135	1 775	2 908	2 273	▼
Cape Town	3 910	7 416	3 758	9 980	7 051	▲
Collectively	26 950	25 000	20 910	33 122	26 344	▼

Note: \* Annual average. 'Change' indicates the increase (▲), no change (—), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

Trends in Full-Time Equivalents (FTEs) generated by the cities as a percentage of targets achieved (%), Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV				CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	AVERAGE*	
Buffalo City	21%	40%	47%	48%	45%	▲
Ekurhuleni	52%	50%	59%	96%	69%	▲
eThekwini	103%	168%	154%	168%	163%	▲
Johannesburg	43%	22%	12%	44%	26%	▼
Mangaung	15%	4%	5%	5%	5%	▼
Nelson Mandela Bay	15%	29%	41%	52%	41%	▲
Msunduzi	75%	24%	47%	50%	40%	▼
Tshwane	33%	33%	27%	44%	35%	▲
Cape Town	34%	103%	52%	137%	97%	▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

## 7.4 TRAINING PROVIDED

Trends in person-years of training reported by the cities, Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV				CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	AVERAGE*	
Buffalo City	0	0	0	0	0	→
Ekurhuleni	1	93	83	73	83	▲
eThekwini	3	2	8	3	4	▲
Johannesburg	6	0	0	6	2	▼
Mangaung	52	0	0	0	0	▼
Nelson Mandela Bay	0	0	16	0	5	▲
Msunduzi	0	0	0	2	1	→
Tshwane	94	0	0	0	0	▼
Cape Town	15	93	20	131	81	▲
Collectively	171	188	127	215	177	▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III average and the Phase IV average to date. Person-years of training are calculated as person-days of training divided by 230 days. Therefore, a low number of person-days results in several instances of person-years that are close to zero.

## 7.5 EXPENDITURE ON EPWP (INCLUDING PROFESSIONAL FEES)

Trends in expenditure (R million) reported by the cities, Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV				CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	AVERAGE*	
Buffalo City	62	32	38	36	35	▼
Ekurhuleni	165	283	141	278	234	▲
eThekwini	463	391	412	426	410	▼
Johannesburg	501	53	33	109	65	▼
Mangaung	18	3	4	3	4	▼
Nelson Mandela Bay	123	33	59	84	59	▼
Msunduzi	19	11	17	18	15	▼
Tshwane	179	137	245	2 032	805	▲
Cape Town	152	309	209	425	314	▲
Collectively	1 682	1 251	1 158	3 413	1 941	▼

Note: \* Annual average. 'Change' indicates the increase (▲), no change (—), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

## 7.6 WAGES PAID TO EMPLOYEES ON EPWP PROJECTS

Note: Data on wages paid out for City of Cape Town for the 2014/15 and 2015/16 years are missing (i.e. are not recorded in the reports/datasets available on SCODA); the Phase III average for the City of Cape Town therefore excludes those years.

Trend in wages paid to employees on EPWP projects, Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV				CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	AVERAGE*	
Buffalo City	20	31	36	35	34	▲
Ekurhuleni	94	94	127	249	157	▲
eThekwini	247	341	345	380	356	▲
Johannesburg	130	50	30	103	61	▼
Mangaung	10	3	4	3	3	▼
Nelson Mandela Bay	30	30	56	74	54	▲
Msunduzi	15	10	17	17	15	—
Tshwane	91	52	60	132	81	▼
Cape Town	137	296	157	409	287	▲
Collectively	720	908	833	1 404	1 048	▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (—), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

Trends in wages paid out as a proportion of expenditure (%), Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV			CHANGE	
	AVERAGE*	2019/20	2020/21	2021/22		AVERAGE*
Buffalo City	48%	97%	95%	98%	97%	▲
Ekurhuleni	62%	33%	90%	90%	71%	▲
eThekwini	62%	87%	84%	89%	87%	▲
Johannesburg	50%	95%	94%	95%	94%	▲
Mangaung	73%	98%	96%	97%	97%	▲
Nelson Mandela Bay	43%	92%	96%	88%	92%	▲
Msunduzi	81%	97%	97%	92%	95%	▲
Tshwane	75%	38%	24%	7%	23%	▼
Cape Town	84%	96%	75%	96%	89%	▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

## 7.7 THE AVERAGE MANUAL WORKER'S MINIMUM DAILY WAGE RATE

Trends in the average manual worker's minimum daily wage rate (R/day) reported by the cities, Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV			CHANGE	
	AVERAGE*	2019/20	2020/21	2021/22		AVERAGE*
Buffalo City	144	177	169	167	171	▲
Ekurhuleni	141	181	202	213	198	▲
eThekwini	164	219	209	241	223	▲
Johannesburg	157	256	272	305	278	▲
Mangaung	133	196	185	188	190	▲
Nelson Mandela Bay	172	203	225	294	240	▲
Msunduzi	142	165	165	160	163	▲
Tshwane	152	202	215	250	222	▲
Cape Town	145	170	179	179	176	▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.



## 7.8 EXPENDITURE OF THE INTEGRATED GRANT

Note: Data on expenditure for City of Cape Town for the 2014/15 year are missing (i.e. are not recorded in the reports/datasets available on SCODA); the Phase III average for the City of Cape Town therefore excludes the 2014/15 year.

Trend in the integrated grant allocation (R million), Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV			CHANGE	
	AVERAGE*	2019/20	2020/21	2021/22		AVERAGE*
Buffalo City	3	10	8	7	9	▲
Ekurhuleni	22	22	19	21	21	▲
eThekweni	53	79	79	82	80	▲
Johannesburg	35	24	20	9	17	▼
Mangaung	4	1	2	1	2	▼
Nelson Mandela Bay	8	9	10	7	9	▲
Msunduzi	5	4	4	4	4	▼
Tshwane	33	23	12	19	18	▼
Cape Town	23	33	45	50	42	▲
Collectively	187	205	200	199	201	▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (–), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

Trends in the integrated grant expenditure (R million) reported by the cities, Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV			CHANGE	
	AVERAGE*	2019/20	2020/21	2021/22		AVERAGE*
Buffalo City	3	10	8	7	9	▲
Ekurhuleni	21	18	19	21	19	▼
eThekweni	53	79	79	82	80	▲
Johannesburg	32	23	20	9	17	▼
Mangaung	4	1	1	1	1	▼
Nelson Mandela Bay	6	5	9	7	7	▲
Msunduzi	4	3	3	4	3	▼
Tshwane	33	23	12	19	18	▼
Cape Town	21	15	14	50	26	▲
Collectively	172	176	166	198	180	▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (–), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

Trends in the integrated grant expenditure as a percentage of the allocation (% spent), Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV			AVERAGE*	CHANGE
	AVERAGE*	2019/20	2020/21	2021/22		
Buffalo City	97%	100%	100%	100%	100%	▲
Ekurhuleni	92%	81%	100%	100%	94%	▲
eThekweni	100%	100%	100%	100%	100%	—
Johannesburg	93%	95%	100%	100%	98%	▲
Mangaung	88%	41%	73%	66%	60%	▼
Nelson Mandela Bay	67%	55%	90%	92%	79%	▲
Msunduzi	90%	65%	61%	100%	76%	▼
Tshwane	100%	100%	100%	100%	100%	—
Cape Town	88%	47%	32%	100%	59%	▼

Note: \* Annual average. 'Change' indicates the increase (▲), no change (—), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

## 7.9 DEMOGRAPHICS OF EMPLOYMENT

Trends in the percentage of Youth participants reported by the cities, Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV			AVERAGE*	CHANGE
	AVERAGE*	2019/20	2020/21	2021/22		
Buffalo City	41%	41%	39%	37%	39%	▼
Ekurhuleni	62%	55%	49%	49%	51%	▼
eThekweni	33%	29%	26%	27%	27%	▼
Johannesburg	62%	62%	60%	55%	59%	▼
Mangaung	53%	56%	47%	59%	54%	▲
Nelson Mandela Bay	52%	41%	42%	44%	42%	▼
Msunduzi	47%	55%	58%	53%	55%	▲
Tshwane	50%	51%	48%	56%	52%	▲
Cape Town	58%	58%	59%	55%	57%	▼

Note: \* Annual average. 'Change' indicates the increase (▲), no change (—), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

Trend in the percentage of Women participants reported by the cities, Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV				CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	AVERAGE*	
Buffalo City	47%	60%	64%	68%	64%	▲
Ekurhuleni	58%	51%	53%	53%	52%	▼
eThekwini	65%	71%	74%	73%	73%	▲
Johannesburg	40%	43%	44%	48%	45%	▲
Mangaung	50%	44%	40%	43%	42%	▼
Nelson Mandela Bay	45%	57%	51%	52%	53%	▲
Msunduzi	57%	34%	47%	51%	44%	▼
Tshwane	56%	71%	61%	61%	64%	▲
Cape Town	59%	64%	59%	64%	62%	▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (—), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

Trend in the percentage of participants who are Persons With Disabilities (PWD) reported by the cities, Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV				CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	AVERAGE*	
Buffalo City	1.9%	0.4%	0.3%	0.4%	0.4%	▼
Ekurhuleni	0.3%	0.3%	0.6%	0.6%	0.5%	▲
eThekwini	0.2%	0.1%	0.2%	0.3%	0.2%	—
Johannesburg	0.5%	0.2%	0.3%	0.3%	0.3%	▼
Mangaung	0.4%	0.0%	0.3%	0.5%	0.3%	▼
Nelson Mandela Bay	0.4%	0.6%	0.7%	0.6%	0.6%	▲
Msunduzi	0.5%	0.0%	0.1%	0.5%	0.2%	▼
Tshwane	0.6%	0.2%	0.3%	0.4%	0.3%	▼
Cape Town	0.4%	0.3%	0.4%	0.6%	0.4%	—

Note: \* Annual average. 'Change' indicates the increase (▲), no change (—), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

## 7.10 SECTOR PERFORMANCE

Note: Data on Sector performance for Msunduzi Local Municipality for the 2015/16 year are missing (i.e. are not recorded in the reports/datasets available on SCODA); the Phase III average for Msunduzi Local Municipality therefore excludes the 2015/16 year.

Trends in the number of Infrastructure Sector work opportunities reported by the cities, Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV			CHANGE	
	AVERAGE*	2019/20	2020/21	2021/22		AVERAGE*
Buffalo City	1 207	1 589	3 930	4 992	3 504	▲
Ekurhuleni	1 325	3 269	3 887	5 842	4 333	▲
eThekwini	14 888	11 004	11 759	10 623	11 129	▼
Johannesburg	8 676	3 465	1 979	2 379	2 608	▼
Mangaung	1 298	162	171	220	184	▼
Nelson Mandela Bay	1 919	3 033	1 152	1 937	2 041	▲
Msunduzi	426	700	758	614	691	▲
Tshwane	5 460	495	1 313	4 010	1 939	▼
Cape Town	7 713	6 321	1458	3 240	3 673	▼
Collectively	42 827	30 038	26 407	33 857	30 101	▼

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

Trends in the number of Environment and Culture Sector work opportunities reported by the cities, Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV			CHANGE	
	AVERAGE*	2019/20	2020/21	2021/22		AVERAGE*
Buffalo City	489	962	359	894	738	▲
Ekurhuleni	3 116	2 139	1 103	2 288	1 843	▼
eThekwini	1 972	2 361	1 671	2 227	2 086	▲
Johannesburg	4 617	7 068	1 821	5 190	4 693	▲
Mangaung	371	55	142	152	116	▼
Nelson Mandela Bay	1 489	1 116	1 013	1 705	1 278	▼
Msunduzi	885	134	765	756	552	▼
Tshwane	5 449	3 559	2 295	6 159	4 004	▼
Cape Town	9 607	15 765	8 990	25 005	16 587	▲
Collectively	27 995	33 159	18 159	44 376	31 898	▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

Trends in the number of Social Sector work opportunities reported by the cities, Phase III average and Phase IV to date.

CITY	PHASE III	PHASE IV				CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	AVERAGE*	
Buffalo City	41	155	221	188	188	▲
Ekurhuleni	2 831	1 468	848	1 568	1 295	▼
eThekwini	2 269	4 001	3 297	3 585	3 628	▲
Johannesburg	1 998	1 609	1 758	2 581	1 983	▼
Mangaung	113	90	0	0	30	▼
Nelson Mandela Bay	1 126	1 560	744	1 256	1 187	▲
Msunduzi	40	1	20	75	32	▼
Tshwane	2 284	457	1 024	1 814	1 098	▼
Cape Town	7 788	12 180	4 727	12 247	9 718	▲
Collectively	18 490	21 521	12 639	23 314	19 158	▲

## Annexure B: Phase III and IV comparison per city

### 8.1 BUFFALO CITY METROPOLITAN MUNICIPALITY

Trends in key indicators, Phase III average and Phase IV to date, Buffalo City Metropolitan Municipality

INDICATOR	PHASE III	PHASE IV				CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	AVERAGE*	
Number of projects implemented	35	41	41	48	43	▲
Number of Work Opportunities reported	1 735	2 706	4 510	6 074	4 430	▲
Full-Time Equivalents generated (person-years of work, including training)	550	821	974	989	928	▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

### 8.2 CITY OF EKURHULENI

Trends in key indicators, Phase III average and Phase IV to date, City of Ekurhuleni

INDICATOR	PHASE III	PHASE IV				CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	AVERAGE*	
Number of projects implemented	83	204	214	260	226	▲
Number of Work Opportunities reported	7 271	6 876	5 838	9 698	7 471	▲
Full-Time Equivalents generated (person-years of work, including training)	3 394	2 563	3 041	4 932	3 512	▼

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

### 8.3 ETHEKWINI METROPOLITAN MUNICIPALITY

Trends in key indicators, Phase III average and Phase IV to date, eThekweni Metropolitan Municipality

INDICATOR	PHASE III	PHASE IV			CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	
Number of projects implemented	156	145	104	112	120 ▼
Number of Work Opportunities reported	19 129	17 366	16 727	16 435	16 843 ▼
Full-Time Equivalents generated (person-years of work, including training)	8 652	9 898	9 134	10 077	9 703 ▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

### 8.4 CITY OF JOHANNESBURG

Trends in key indicators, Phase III average and Phase IV to date, City of Johannesburg

INDICATOR	PHASE III	PHASE IV			CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	
Number of projects implemented	220	271	186	234	230 ▲
Number of Work Opportunities reported	15 291	12 142	5 558	10 150	9 283 ▼
Full-Time Equivalents generated (person-years of work, including training)	4 682	1 146	663	2 384	1 398 ▼

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

### 8.5 MANGAUNG METROPOLITAN MUNICIPALITY

Trends in key indicators, Phase III average and Phase IV to date, Mangaung Metropolitan Municipality

INDICATOR	PHASE III	PHASE IV			CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	
Number of projects implemented	36	13	13	15	14 ▼
Number of Work Opportunities reported	1 757	307	313	372	331 ▼
Full-Time Equivalents generated (person-years of work, including training)	348	68	93	84	82 ▼

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.



## 8.6 NELSON MANDELA BAY METROPOLITAN MUNICIPALITY

Trends in key indicators, Phase III average and Phase IV to date, Nelson Mandela Bay Metropolitan Municipality

INDICATOR	PHASE III	PHASE IV			CHANGE	
	AVERAGE*	2019/20	2020/21	2021/22		AVERAGE*
Number of projects implemented	122	120	74	252	149	▲
Number of Work Opportunities reported	4 523	5 709	2 909	4 898	4 505	▼
Full-Time Equivalents generated (person-years of work, including training)	945	738	1 050	1 312	1 033	▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

## 8.7 MSUNDUZI LOCAL MUNICIPALITY

Trends in key indicators, Phase III average and Phase IV to date, Msunduzi Local Municipality

INDICATOR	PHASE III	PHASE IV			CHANGE	
	AVERAGE*	2019/20	2020/21	2021/22		AVERAGE*
Number of projects implemented	24	36	45	47	43	▲
Number of Work Opportunities reported	1 534	851	1 543	1 445	1 280	▼
Full-Time Equivalents generated (person-years of work, including training)	502	215	422	456	364	▼

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

## 8.8 CITY OF TSHWANE

Trends in key indicators, Phase III average and Phase IV to date, City of Tshwane

INDICATOR	PHASE III	PHASE IV			CHANGE	
	AVERAGE*	2019/20	2020/21	2021/22		AVERAGE*
Number of projects implemented	124	13	44	123	60	▼
Number of Work Opportunities reported	13 229	4 511	4 632	11 983	7 042	▼
Full-Time Equivalents generated (person-years of work, including training)	3 968	2 135	1 775	2 908	2 273	▼

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

## 8.9 CITY OF CAPE TOWN

Trends in key indicators, Phase III average and Phase IV to date, City of Cape Town

INDICATOR	PHASE III	PHASE IV			CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	
Number of projects implemented	648	671	400	708	593 ▼
Number of Work Opportunities reported	25 108	34 266	15 175	40 492	29 978 ▲
Full-Time Equivalents generated (person-years of work, including training)	3 910	7 416	3 758	9 980	7 051 ▲

Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.

## 8.10 CITIES COLLECTIVELY

Trends in key indicators, Phase III average and Phase IV to date, cities total collectively

INDICATOR	PHASE III	PHASE IV			CHANGE
	AVERAGE*	2019/20	2020/21	2021/22	
Number of projects implemented	1 448	1 514	1 121	1 799	1 478 ▲
Number of Work Opportunities reported	89 577	84 734	57 205	101 547	81 162 ▼
Full-Time Equivalents generated (person-years of work, including training)	26 950	25 000	20 910	33 122	26 344 ▼

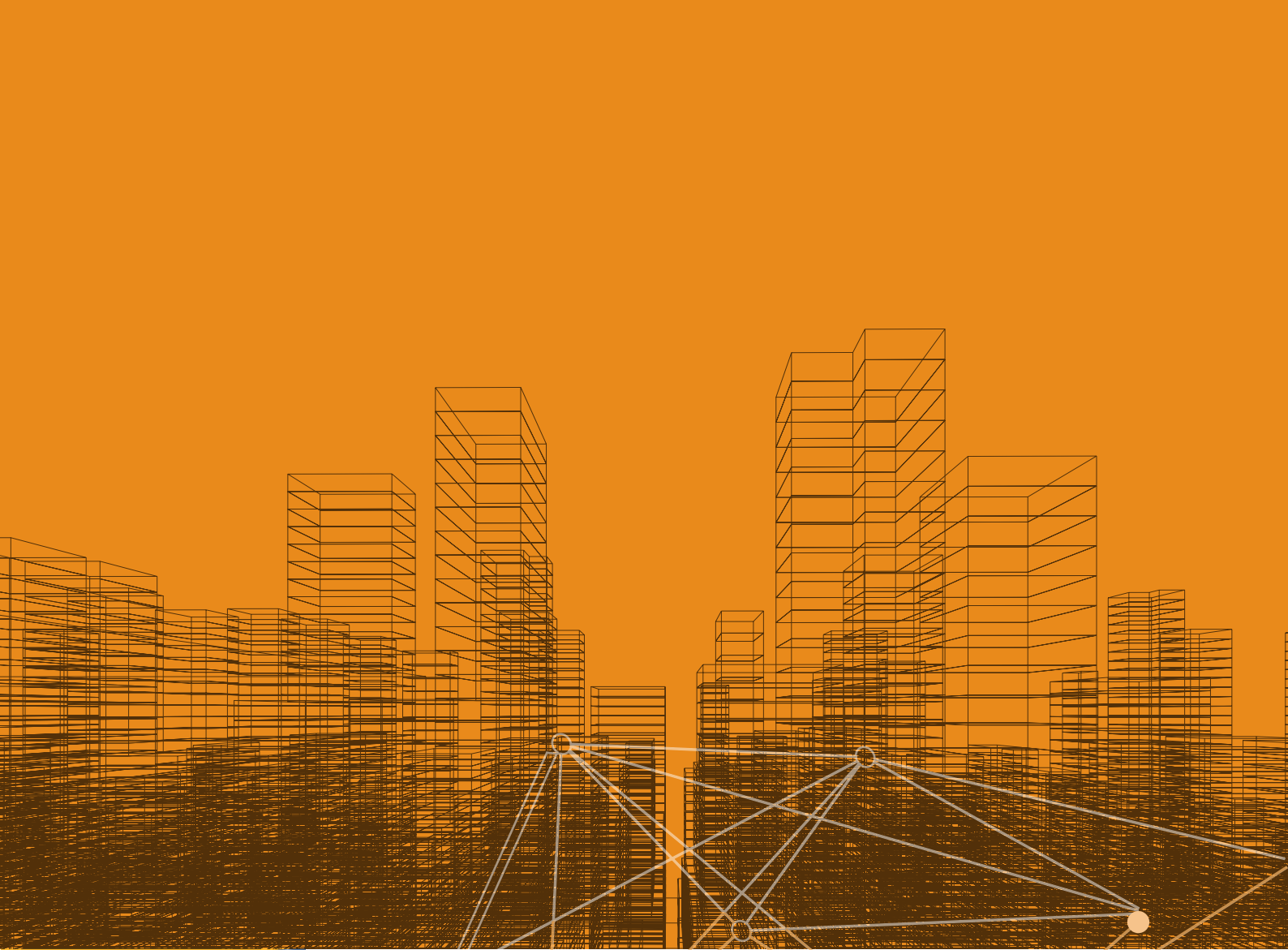
Note: \* Annual average. 'Change' indicates the increase (▲), no change (→), or decrease (▼) between the Phase III annual average and the Phase IV annual average to date.



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## NOTES





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