

THE STATE OF THE EXPANDED PUBLIC WORKS PROGRAMME IN SOUTH AFRICAN CITIES



2016-2017



public works

Department:
Public Works
REPUBLIC OF SOUTH AFRICA



EXPANDED PUBLIC WORKS PROGRAMME



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LIST OF ACRONYMS

BCMM	Buffalo City Metropolitan Municipality
CAB	Community Ablution Block
CERT	Community Emergency Response Team
CPF	Community Policing Forum
CPS	Coastal Protection Service
CSVR	Centre for the Study of Violence and Reconciliation
CWP	Community Work Programme
DED	Department of Economic Development
DPW	Department of Public Works
ECD	Early Childhood Development
EPWP	Expanded Public Works Programme
EWS	eThekweni Water and Sanitation Unit
FTE	Full-Time Equivalent
GIS	Geographical Information System
HCBC	Home/Community-Based Care
ILO	International Labour Organisation
IUDF	Integrated Urban Development Framework
NPO	Non-Profit Organisation
NQF	National Qualifications Framework
NSF	National Skills Fund
PEP	Public Employment Programme
PPE	Personal Protection Equipment
RG	Reference Group
S@S	Separation at Source
SACN	South African Cities Network
SDG	Sustainable Development Goal
SETA	Skills Education and Training Agency
Stats SA	Statistics South Africa
TFEC	Tshwane Food and Energy Centre
UN	United Nations
VEP	Victim Empowerment Programme
WO	Work Opportunity

FOREWORD

Cities are the growth engine of the country's economy. As highlighted in the Integrated Urban Development Framework (IUDF), over 60% of South Africans live in cities – a number that is predicted to increase to over 70% by 2030. For this reason, if cities are to be sustainable and inclusive, as envisaged by the IUDF, the New Urban Agenda and the Sustainable Development Goals (SDGs), they must also be at the forefront of employment creation, especially for those who are unskilled and uneducated.

In the third quarter of 2017, the unemployment rate in South Africa stood at 27.7%.¹ This compares to a predicted global unemployment rate of 5.7% in 2017 (up from 5.6% in 2016), putting South Africa well above the international average.² More concerning is the unemployment rate among youth aged 15 to 34 years, which was at 38.6% in the third quarter of 2017.³

In light of these concerning statistics, public employment programmes (PEPs) continue to play a pivotal role in creating jobs, especially for the youth, women and people with disabilities. The International Labour Organisation (ILO) has recognised that PEPs “help to reduce the vulnerability of the poor strata of the population”.⁴

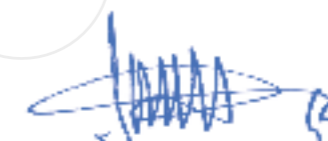
At the centre of South Africa's PEPs is the Expanded Public Works Programme (EPWP), which has created just over 8.5 million jobs since 2004 and in Phase III is targeting 55% for youth and women and 2% for people with disabilities. This demonstrates the programme's potential to reduce unemployment and alleviate poverty in South Africa, while contributing to economic growth.

Work done by the cities and various platforms such as the South African Cities Network (SACN) EPWP Reference Group (EPWP RG) continues to demonstrate the role that cities play in ensuring that the EPWP is collaborative and places importance on intergovernmental collaboration and alignment.

We trust that the stakeholders will continue to find value in the reporting, and continue to use its information, reflections and learnings to enhance the performance and impact of our PEPs. As always, this report is significantly informed by the cities themselves, through the SACN EPWP RG – a peer-based platform, comprising key city officials responsible for implementing the EPWP in their respective cities. This collective has met quarterly over the period, providing a forum in which experiences and knowledge are exchanged between peers. The EPWP RG also contributes to enhancing coordination between the cities and other role-players towards the effective implementation of the EPWP.



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PART I
INTRODUCTION

ABOUT THIS REPORT

The South African Cities Network (SACN) was established in 2002 as a learning network of South Africa's largest cities and their key partners. It encourages the exchange of information, experience and best practices on urban development and city management.

The SACN's objectives are to:

- promote good governance and management in South African cities;
- identify and address the strategic challenges facing South African cities;
- collect, collate, analyse, assess, disseminate and apply the experience of large-city government in a South African context; and
- encourage shared-learning partnerships among the various actors in order to enhance good governance of South African cities.

The SACN's core members are eight of South Africa's largest cities: Buffalo City, Ekurhuleni, eThekweni, Johannesburg, Mangaung, Msunduzi, Nelson Mandela and Tshwane, although the report also includes the City of Cape Town. These cities collectively occupy 1.7% of the country's land area (approximately 21 828 km²), and are home to about 40% of South Africa's population (based on 2017 data).

The State of the Expanded Public Works Programme in South African Cities Report 2016/17 is the seventh publication in the series of reports produced by the SACN.

The report outlines the progress and implementation of the EPWP by the cities in 2016/17, which was the third year of Phase III of the EPWP. The main body of the report gives an overview of EPWP Phase III targets, institutional arrangements, implementation, and challenges faced. This is followed by individual city reports (Part III) that focus on the progress made and key successes in implementing the EPWP. Part IV describes some best-practice case studies that have been documented by the EPWP Reference Group (RG), to support shared learning from experience.

METHODOLOGY

Primary and secondary research methods were used in compiling this report. A desktop study involved a review and analysis of relevant documents sourced from the eight cities, as well as the EPWP and SACN websites.

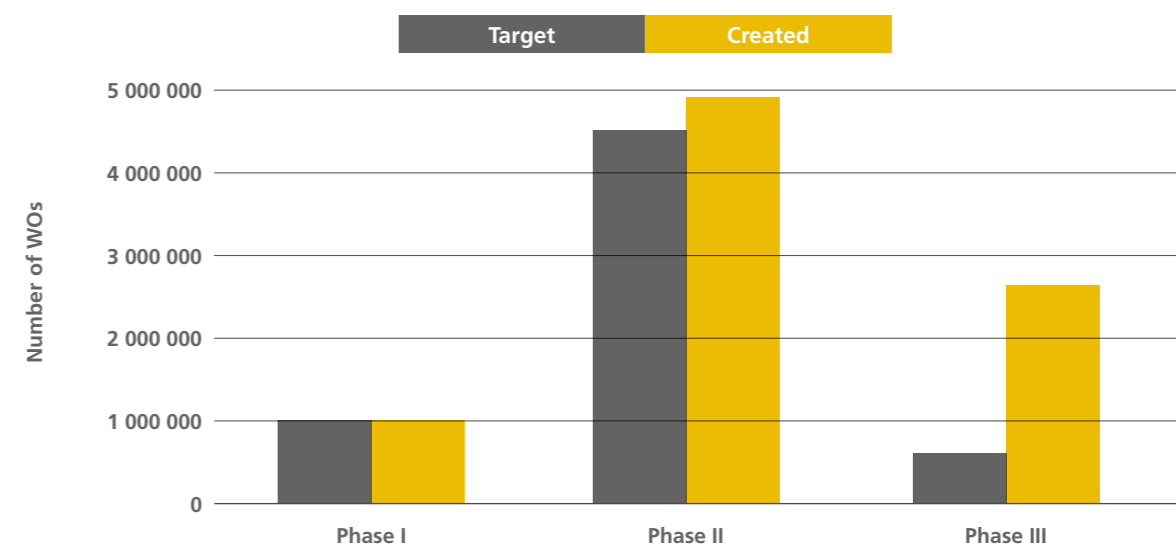
The EPWP Quarterly Reports and the Management Information System used by the EPWP Unit National Technical Support Programme⁵ provided statistical data, while the EPWP RG and the national DPW Monitoring and Evaluation Unit shared their collective intelligence. Individual cities gave input to the report through individual city reports and through telephone interviews with city representatives. Many of the interviewees already represent their city on the SACN EPWP RG, which is a platform where cities can share best practices and lessons learned in the implementation of the EPWP. Notes and minutes from the EPWP RG quarterly meetings were also a source of data.

BACKGROUND

In 2003, then-President Thabo Mbeki launched the EPWP at the Growth and Development Summit, as one of government's measures aimed at reducing poverty and curbing rising unemployment. Through the programme, the unemployed can access temporary jobs in productive sectors, providing not only a source of income but also some training that may facilitate their absorption into the job market. The programme encourages labour-intensive construction or production in order to create job opportunities.

Over the first ten years (Phase I and Phase II), work opportunities (WOs) created through the EPWP increased, as the programme aimed to provide skills, training and work experience (Figure 1). Phase III of the EPWP is following this trend, with the goal of generating six million jobs between 2014/15 and 2018/19.

Figure 1: Work opportunities per EPWP phase



The main objective of Phase III is to provide work opportunities and income support to the poor and unemployed through the delivery of public and community assets and services, thereby contributing to development.

ABOUT THE EPWP

The key principles underlying the programme are:

- To allow for diversity in existing programmes
- To expand the use of best practice in existing programmes
- To use existing budgets and replace special poverty-relief or public-works budgets
- To be sustainable (the EPWP must be “economically efficient”, not “made to work”)
- To focus on growing sectors of the economy to avoid displacement of jobs
- To attempt, through the design process, to maximise the involvement of local unemployed labour

The focus is on four sectors:



1. infrastructure,



2. environment and culture



3. social, and



4. non-state (non-governmental organisations).

The EPWP covers all spheres of government and state-owned enterprises; each public-sector body must formulate plans and allocate budgets for implementing the EPWP. Public-sector bodies are expected to make a deliberate attempt to use expenditure on goods and services to create additional WOs, coupled with training for unemployed individuals. Public-sector bodies should also endeavour to define and facilitate exit strategies for workers when they leave the programme. Government, contractors or other non-government organisations usually employ the workers on a temporary basis, under a code of good practice or learnership employment conditions. The EPWP guidelines define various indicators (Figure 2).

PERSON-DAYS OF EMPLOYMENT CREATED

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

WORK OPPORTUNITIES

» A work opportunity is paid work created for an individual on an EPWP project for any period of time. In the case of social sector projects, learnerships also constitute work opportunities.

» The same individual can be employed on different projects. Each period of employment will be recorded as a work opportunity.

PROJECT WAGE

» The minimum daily wage rate is the daily wage (whether task-rated or time-rated) per individual project. This wage rate must be included in all project tender documents, as per the EPWP guidelines.

TRAINING PERSON-DAYS

» Training is funded through the Department of Higher Education and Training's National Skills Fund (NSF) or from project budgets. The training funded through the NSF is accredited, while training funded through project budgets is not necessarily accredited. The number of training person-days is calculated by multiplying the number of people who attended training by the number of days of training.

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

PROJECT BUDGET

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

ACTUAL EXPENDITURE

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

DEMOGRAPHIC CHARACTERISTICS OF WORKERS

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

- youth (18 – 35 years of age)
- women
- persons with disabilities.

Figure 2: Definitions of EPWP indicators

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



PART II
THE REPORT

INSTITUTIONAL ARRANGEMENTS OF THE CITIES

A comprehensive EPWP policy, which has been approved and formally adopted by the city council, is fundamental to the success and progress of a city's EPWP initiatives. Such a policy provides a framework for implementing the EPWP and should create an enabling environment for successfully implementing EPWP projects in the city. It should also ensure that the city adheres to all government directives and legislative requirements.

The national Department of Public Works (DPW) has defined the following as necessary for a solid framework to guide the implementation of EPWP projects:

- educate all departments and units in the city on how their functions should contribute towards the EPWP;
- establish a delivery strategy for socio-economic development, poverty alleviation, employment creation and skills development;
- ensure development integration across all sectors;
- engineer the planning, design and implementation of programmes and projects with the city to maximise employment opportunities; and
- have mechanisms in place to monitor the implementation of and compliance with the city's EPWP policy, as the policy's effectiveness depends on all entities in the city complying with the policy.

POLICY CHANGES AND TARGETS IN 2016/17

Each city revised their EPWP policy in order to align with Phase III, as highlighted in a briefing given by the DPW Deputy Minister, Mr Jeremy Cronin.⁶ Table 1 summarises the policy revisions and dates of final approval.

Table 1: Policy status of the cities

City	Date approved	Revisions made	Revision status
Buffalo City	2013	1st revision 2014/15 – alignment to EPWP Phase III	Awaiting council approval
City of Cape Town	2013	1st revision 2016/17 – alignment to EPWP Phase III	Approved 2017
City of Johannesburg	2009	2nd revision 2014/15 – alignment to EPWP Phase III	Approved (July 2015)
City of Tshwane	2014	2nd revision 2014/15 – alignment to EPWP Phase III	Approved (November 2014)
Ekurhuleni	-	1st revision 2014/15 – alignment to EPWP Phase III	Approved (November 2016)
eThekweni	2007	2nd revision 2014/15 – alignment to EPWP Phase III	Under review
Mangaung	2014	1st revision 2014/15 – alignment to EPWP Phase III	Approved
Msunduzi	2013	1st revision – alignment to EPWP Phase III	Approved (February 2015)
Nelson Mandela Bay	2011	1st revision 2014/15 – alignment to EPWP Phase III	Under review (deadline September 2017)

- **Buffalo City's** amendments to its policy include the addition of the current EPWP guidelines. The policy is still awaiting review by city council.
- Following approval of the city's EPWP policy, **Ekurhuleni** organised workshops in the city, to allow for better implementation of the policy and the programme. The city held workshops with councillors, project managers, consultants and contractors, and community organisations and unions. This is one of the innovative ways through which cities can ensure that all stakeholders understand the programme's conditions and policies and so reduce challenges, such as labour disputes and protests.
- **Nelson Mandela Bay** held a policy workshop with the council where the approval of the amended policy for alignment with Phase III of the EPWP was prioritised. The policy is still to be tabled for approved by the city council.

INSTITUTIONAL ARRANGEMENTS

One of the lessons learned by cities during previous reporting periods is the importance of formalising the EPWP coordinating structure. This year, all eight cities placed greater emphasis on their institutional arrangements, in order to (among other things):

- create organisational capacity to facilitate EPWP coordination within the cities;
- increase the city's ability to implement EPWP projects;
- improve performance;
- ensure all internal and national EPWP targets are met;
- generate support;
- ensure commitment and responsibility in the various departments; and
- centralise the coordination of EPWP projects and goals.

The cities have established steering committees, headed by programme managers and consisting of administrators and coordinators. The duties of their EPWP structures include reporting on the WOs generated through EPWP, ensuring that labour-intensive construction methods are used where applicable, setting internal targets that are aligned with the city's EPWP policy, and providing an enabling environment for creating jobs and implementing EPWP across the city.

In 2016/17, most cities improved their institutional arrangements by filling posts that were previously vacant, especially data-capturing posts. This had a positive impact on the number of projects that were captured and verified in the system, and resulted in an increase in the number of WOs reported. The exception was Mangaung, whose EPWP structure was dissolved following the last municipal elections. This left the city without EPWP capacity, effectively delaying the implementation of projects and thus expenditure. As a result, the city was unable to create the planned number of WOs. Although the city has since employed other personnel to implement the programme, the implementers or programme managers require training and several key positions remain vacant.

One of the lessons learned by cities during previous reporting periods is the importance of formalising the EPWP coordinating structure.

OVERVIEW OF EPWP IMPLEMENTATION

This report assesses each city's progress in implementing the EPWP between 1 April 2016 and 31 March 2017 in relation to the following six indicators:

- number of projects implemented
- employment created – work opportunities (WOs) and full-time equivalents (FTEs)
- training provided
- budget and expenditure
- demographics of workers

A review of the trends since 2012/13 is also provided. Data sources are the national DPW EPWP Quarter 4 Consolidated Report for 2016/17⁷, and the State of the EPWP in South African Cities 2009/10–2011/12 Report, as well as the Annual Reports for 2012/13, 2013/14, 2014/15 and 2015/16.⁸

PROJECTS IMPLEMENTED

During 2016/17, the nine cities implemented a total of 1217 EPWP projects (Figure 3), or nearly a quarter (24.7%) of the 4918 EPWP projects implemented across all municipalities (district, metropolitan and local) in the country. As in previous years, the infrastructure sector dominated, implementing over half (56%) the projects, followed by the environment and culture (28%) and social (16%) sectors. The number of projects implemented increased overall by 72% compared to 2015/16.

Figure 3: Number of EPWP projects implemented (2016/17)

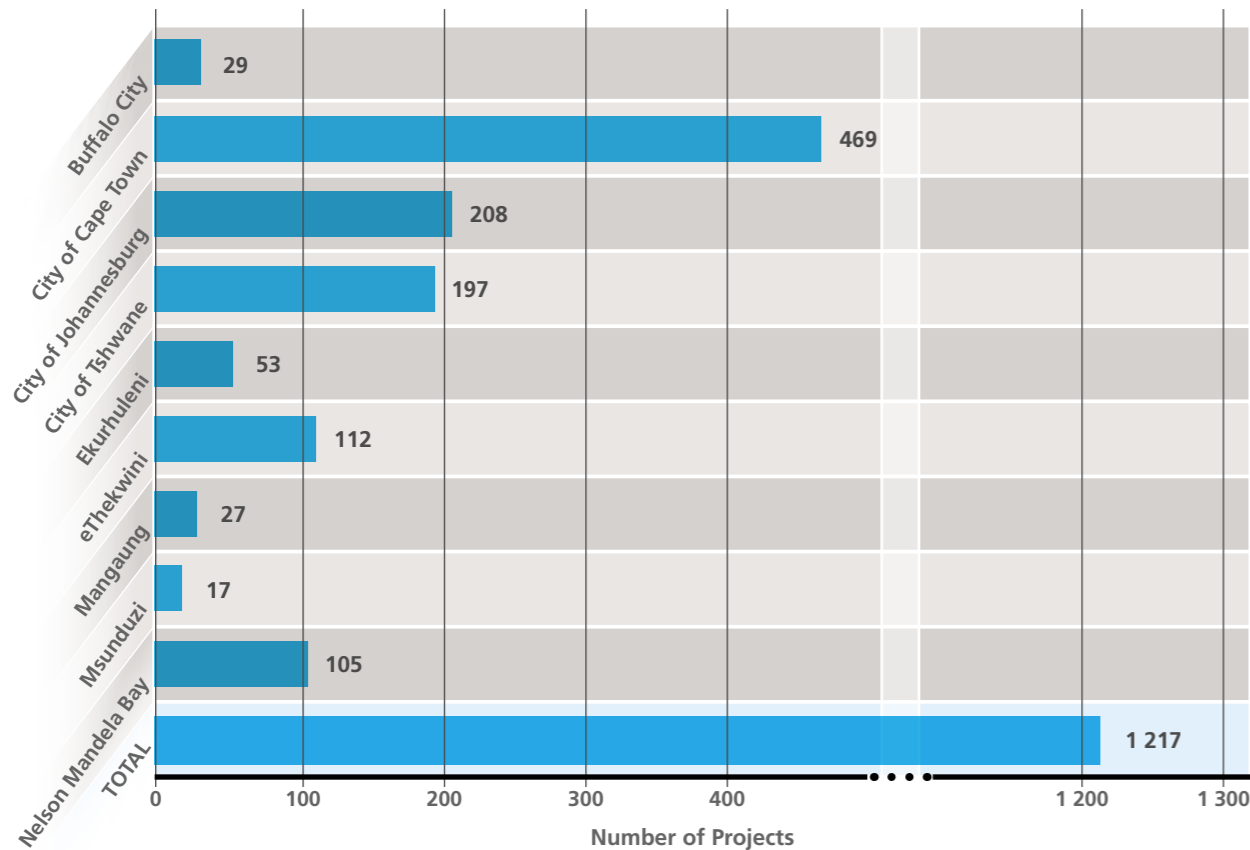
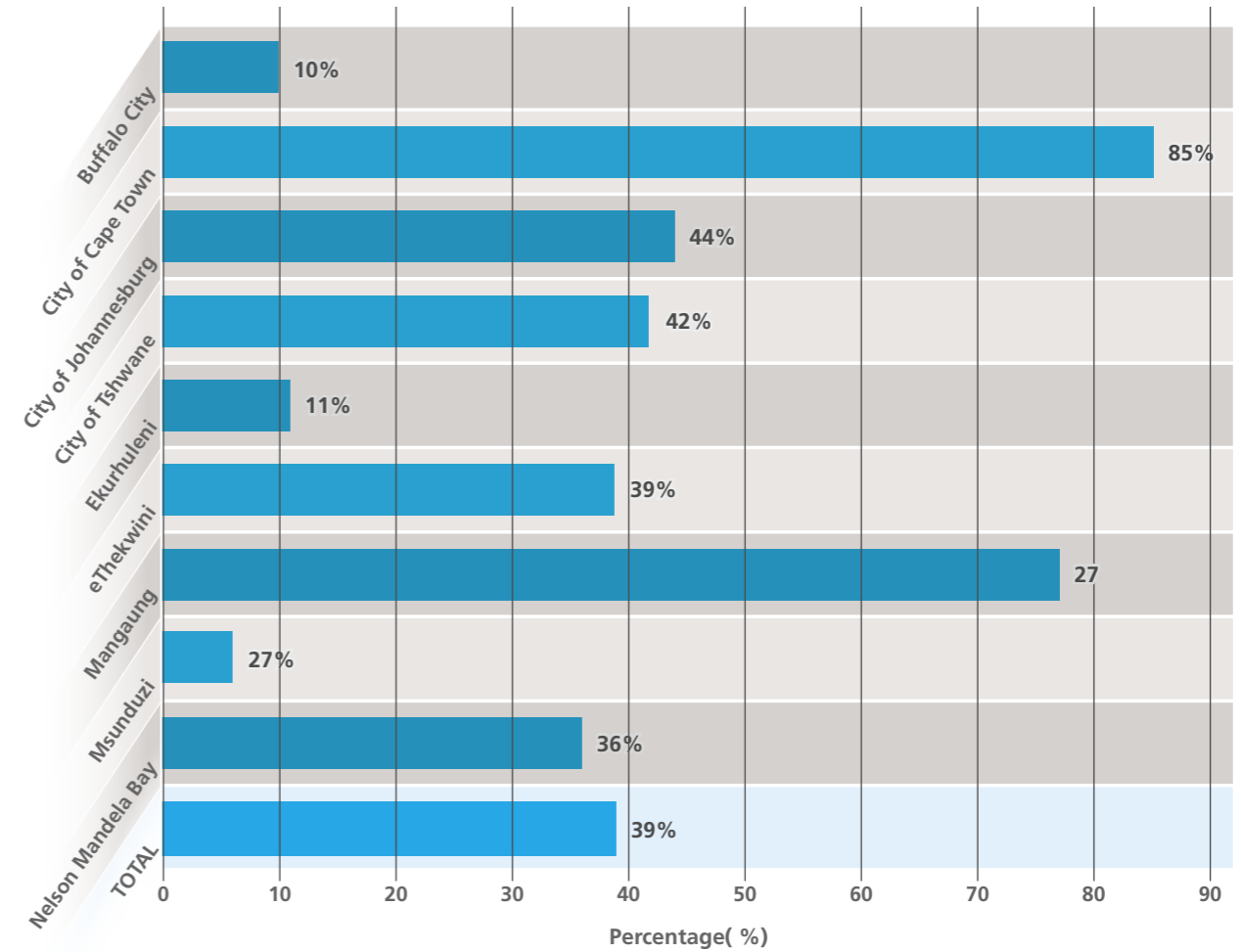


Figure 4 illustrates the impact of the nine cities in their respective provinces, by analysing each city's share of the EPWP projects implemented by 63 district and metropolitan municipalities.

Figure 4: Projects implemented by the cities as a percentage of projects implemented by district and metro municipalities (2016/17)

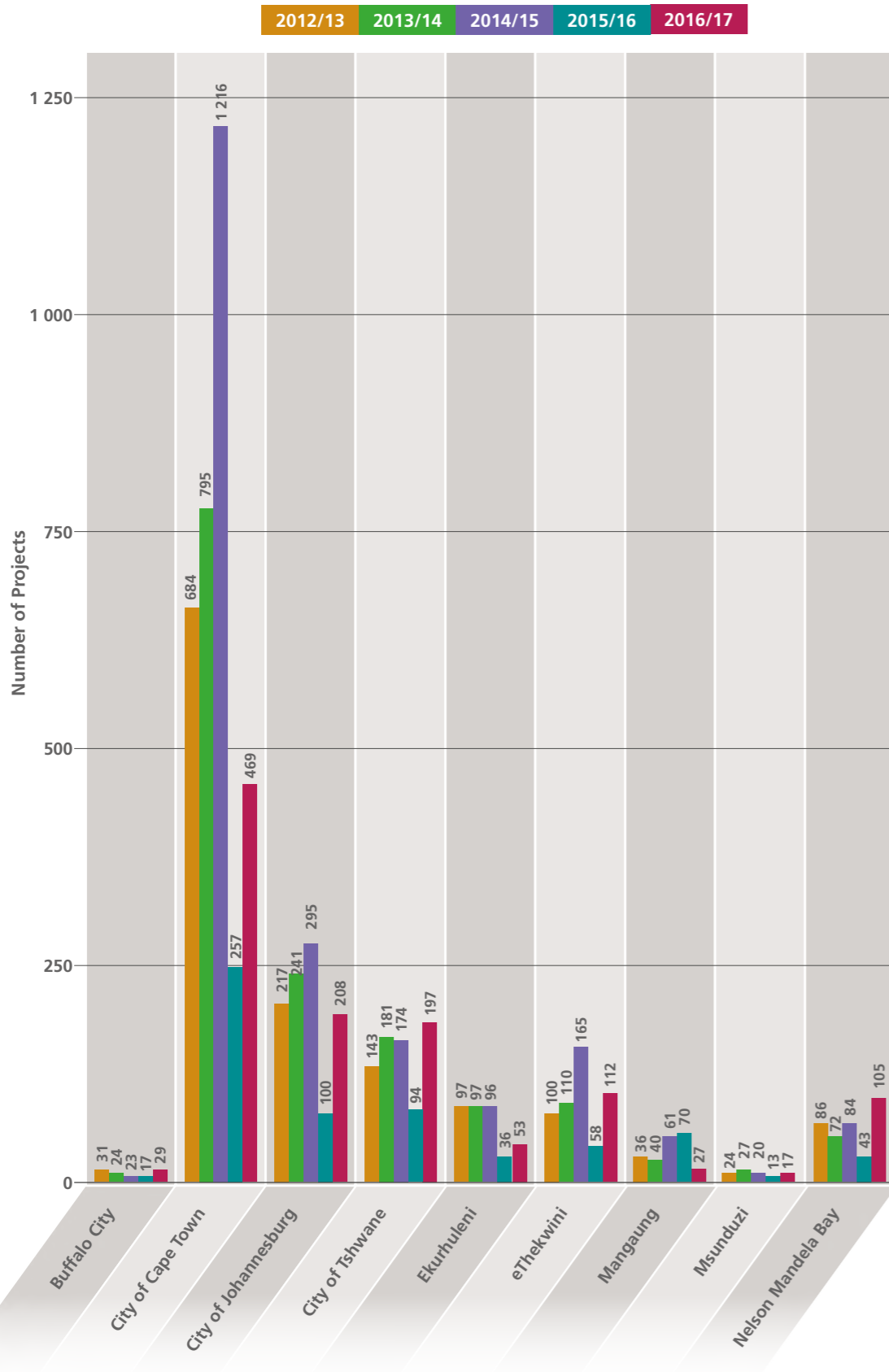


In 2016/17, the nine cities accounted for 39% of the EPWP projects implemented by the 63 metropolitan and district municipalities. The City of Cape Town accounted for 85% of all projects implemented by the six district and metropolitan municipalities in the Western Cape, while Mangaung accounted for 77% of EPWP projects implemented by the four district and metropolitan municipalities in the Free State.

An analysis of projects implemented over five years – from 2012/13 to 2016/17 – reveals a similar pattern for most of the cities (Figure 5): the number of EPWP projects implemented by cities increased steadily until 2015/16.

In 2016/17, the nine cities accounted for 39% of the EPWP projects implemented by the 63 metropolitan and district municipalities.

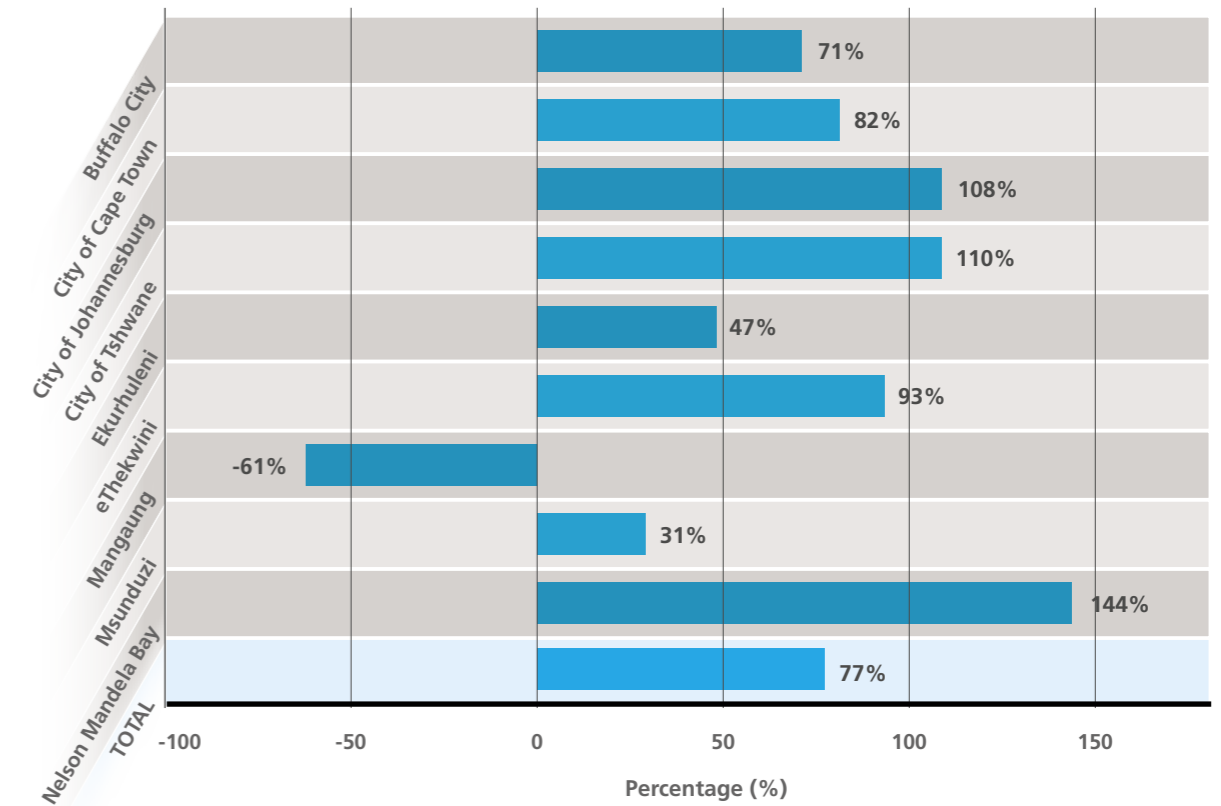
Figure 5: Projects implemented (2012/13–2016/17)



The decline in 2015/16 is attributed to challenges with the new reporting system requirements, which led to most of the data relating to projects being non-compliant. This meant that projects and the WOs created through these projects could not be verified or registered.

Throughout 2016/17, the national DPW provided cities with technical support to assist with data collection, capturing and reporting. As a result, cities were able to ensure that project data complied with the new system's requirements, and thus verify and capture more projects. Figure 6 shows the percentage change in the number of EPWP projects implemented between 2015/16 and 2016/17.

Figure 6: Percentage change in number of projects (2015/16 to 2016/17)



With the exception of Mangaung, all the cities increased the number of EPWP projects implemented. Mangaung identified the following reasons for the decrease in the number of projects implemented:

- the EPWP structure and HODs changed, which resulted in new personnel with no background knowledge of the programme;
- a lack of institutional capacity; and
- a lack of political buy-in.

The city is making institutional and administrative changes to address these issues.⁹

Throughout 2016/17, the national DPW provided cities with technical support to assist with data collection, capturing and reporting.

EMPLOYMENT CREATED – WOs AND FTEs

In EPWP Phase III, the national DPW set WO and FTE targets for the different spheres of government and sectors, as shown in Tables 2–5. FTEs are an indication of how sustainable the WOs are, and are used to measure the contribution towards permanent jobs created over one year (1 FTE = 230 person-days of work). The relationship depends on the duration of the WOs – the longer the duration, the higher the FTEs.

Table 2: WO targets for all spheres of government

	Local	Provincial	National	Totals
2014/15	278 382	354 924	412 213	1 045 519
2015/16	310 992	380 172	436 022	1 127 186
2016/17	347 578	382 869	612 707	1 343 154
2017/18	395 238	391 252	620 246	1 406 736
2018/19	428 875	397 778	629 187	1 455 840
TOTAL	1 761 065	1 906 996	2 710 375	6 378 436

Source: DPW 2015–2020 Strategic Plan (2015)

Table 3: WO targets by sector

	Infrastructure	Environment & Culture	Social	Non-state	Totals
2014/15	379 156	227 650	202 714	236 000	1 045 519
2015/16	447 671	229 208	205 307	245 000	1 127 186
2016/17	488 636	230 550	205 968	418 000	1 343 154
2017/18	546 067	231 173	210 496	419 000	1 406 736
2018/19	589 473	232 923	214 444	419 000	1 455 840
TOTAL	2 451 003	1 151 504	1 038 929	1 737 000	6 378 436

Source: DPW 2015–2020 Strategic Plan (2015)

Table 4: FTE targets for all spheres of government

	Local	Provincial	National	Totals
2014/15	89 162	162 753	169 037	420 951
2015/16	100 882	171 689	177 891	450 462
2016/17	113 590	172 114	234 021	519 724
2017/18	129 912	175 476	268 701	574 089
2018/19	141 995	178 242	217 609	591 846
TOTAL	575 541	860 273	1 121 260	2 557 073

Source: DPW 2015–2020 Strategic Plan (2015)

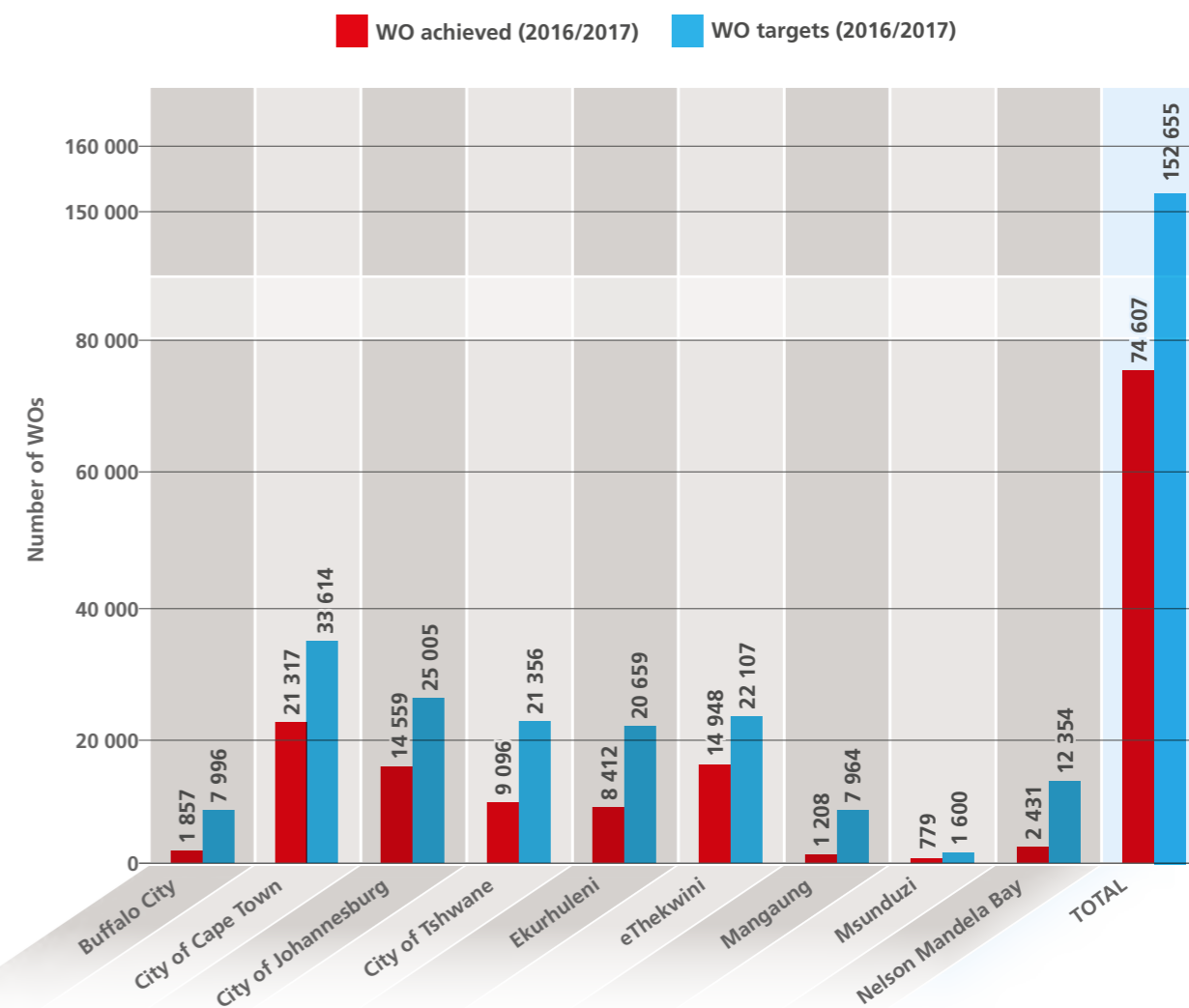
Table 5: FTE targets by sector

	Infrastructure	Environment & Culture	Social	Non-state	Totals
2014/15	123 638	84 514	112 421	100 379	420 951
2015/16	146 061	87 441	113 706	103 254	450 462
2016/17	159 419	89 671	113 119	157 515	519 724
2017/18	178 147	91 957	114 992	188 993	574 089
2018/19	191 975	94 301	116 577	188 993	591 846
TOTAL	799 240	447 884	570 814	739 135	2 557 073

Source: DPW 2015–2020 Strategic Plan (2015)

Figure 7 compares the number of WOs achieved by cities to the targets set for 2016/17, while Figure 8 shows the number of WOs created through EPWP projects over five years, between 2012/13 and 2016/17.

Figure 7: WO targets vs WO achieved (2016/17)



Overall, the nine cities achieved just under 50% (48.89%) of their WO targets. Three cities achieved more than 50% of their targets: eThekweni (68%), Cape Town (63%) and Johannesburg (58%). In eThekweni, 6113 (or 41%) of the 14 948 WOs created were from the Zibambe Programme, which is a programme in the infrastructure sector that is maintenance based and so is longer-lasting and provides the opportunity to maximise WOs and FTEs. The EPWP projects in eThekweni that created the most WOs were in the infrastructure sector.

Mangaung achieved just 15% of its WO target, which was the result of institutional challenges due to changes in the city administration following the last municipal elections – as explained earlier in the Institutional Arrangements section.

Overall, the nine cities achieved just under 50% (48.89%) of their WO targets. Three cities achieved more than 50% of their targets: eThekweni (68%), Cape Town (63%) and Johannesburg (58%). In eThekweni, 6113 (or 41%) of the 14 948 WOs created were from the Zibambe Programme, which is a programme in the infrastructure sector that is maintenance based and so is longer-lasting and provides the opportunity to maximise WOs and FTEs.

Figure 8: Number of WOs created (2012/13–2016/17)

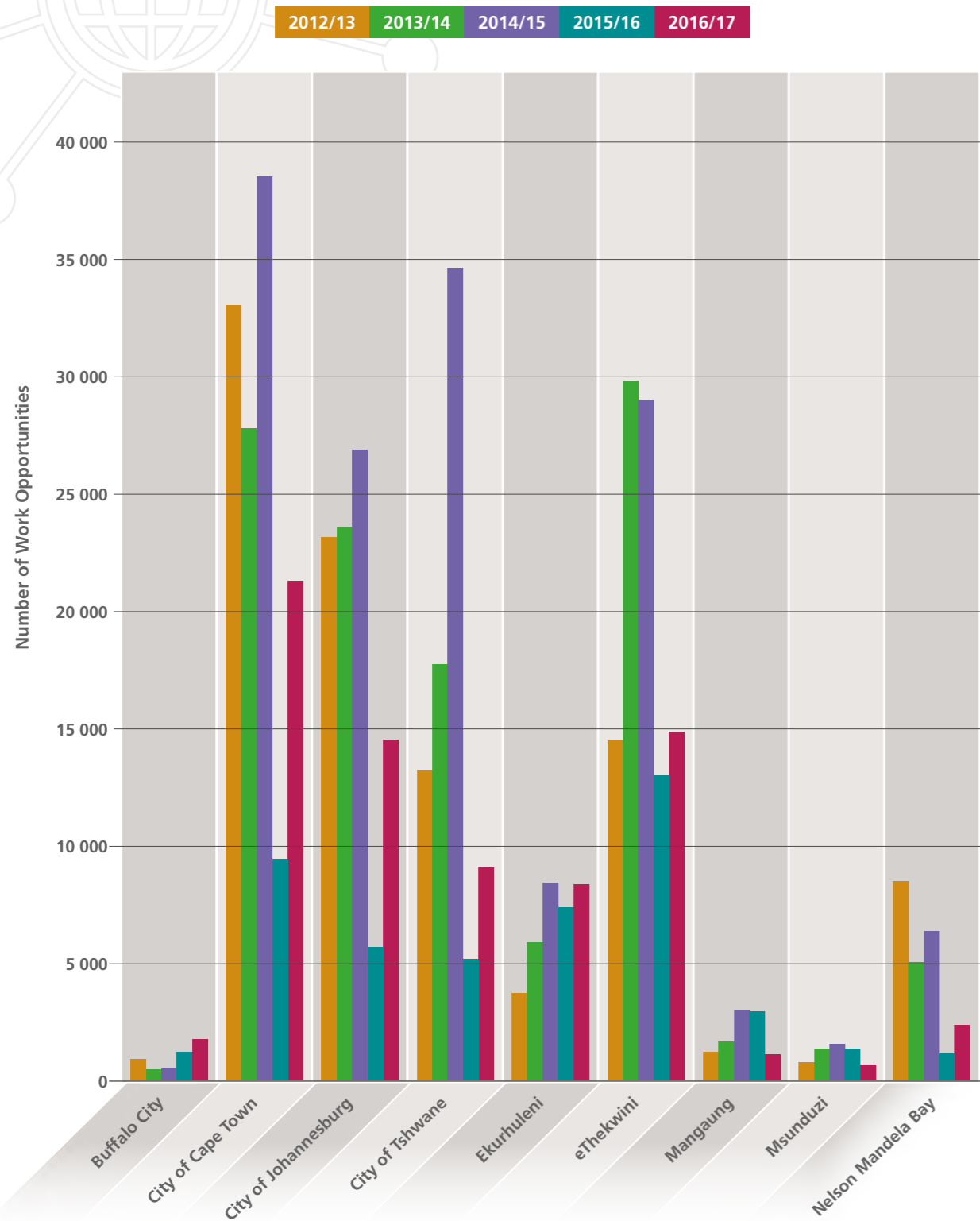
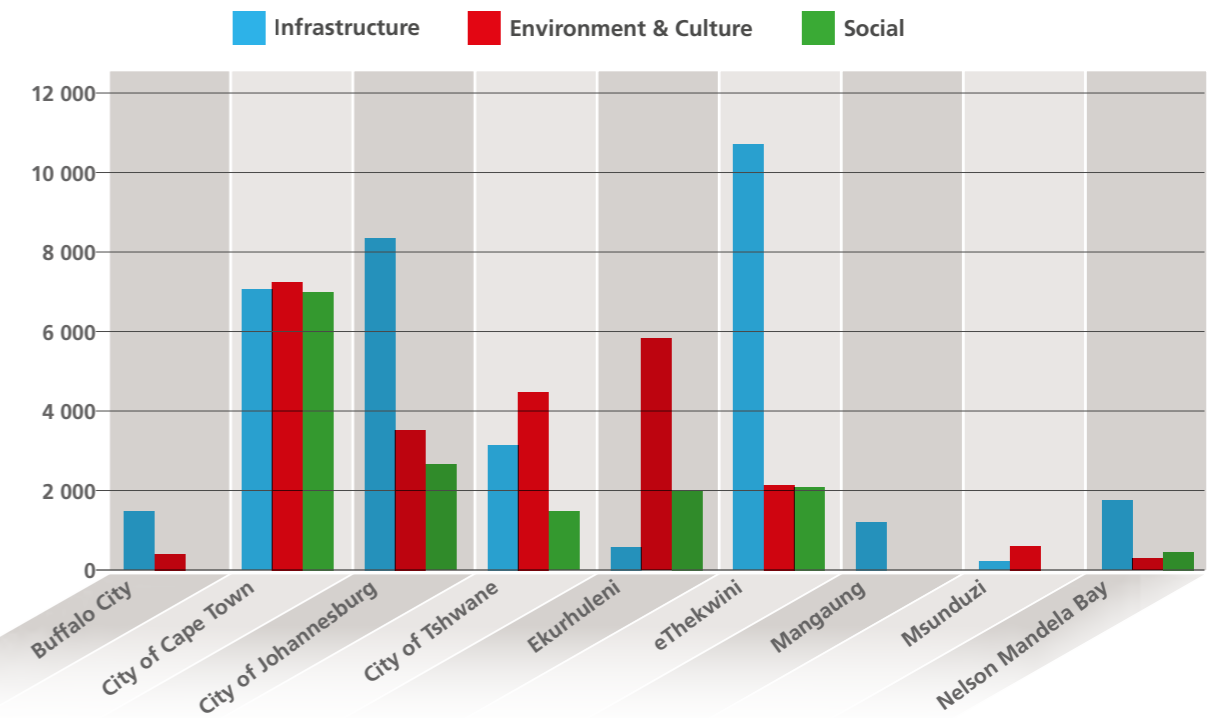


Figure 8 shows clearly that the number of WOs created by cities have been increasing from year to year, reflecting the increased targets over the years and through the phases. As explained earlier (in the Institutional Arrangements section), the “dip” in 2015/16 was because of changes to reporting requirements, and the increase in 2016/17 show the effects of the technical support provided by the national DPW throughout the year.

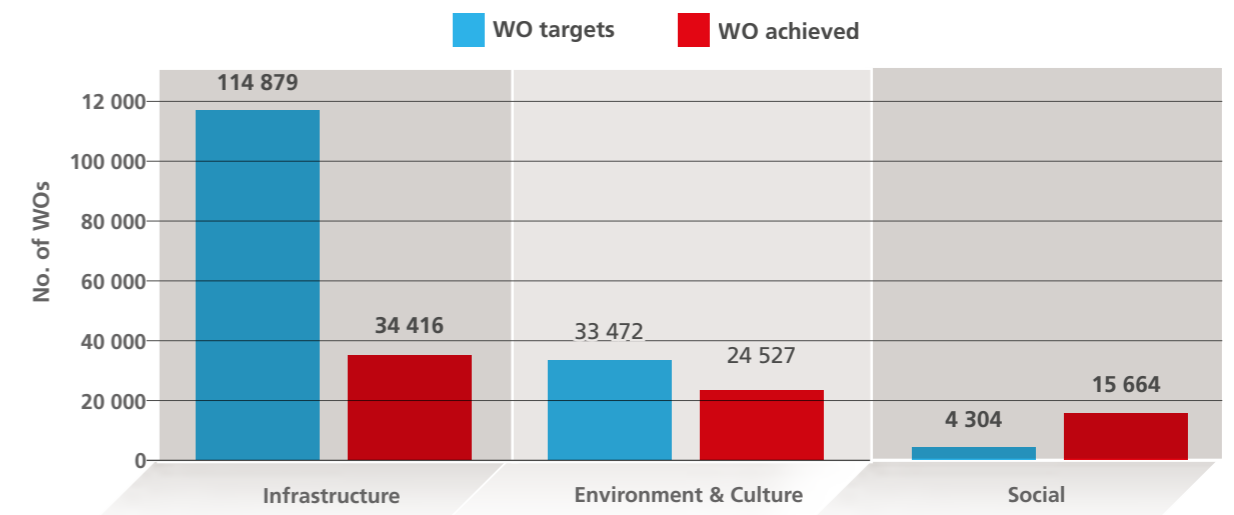
Figures 9 and 10 look at the distribution of WOs across sectors, overall and per city.

Figure 9: WOs achieved by sector (2016/17)



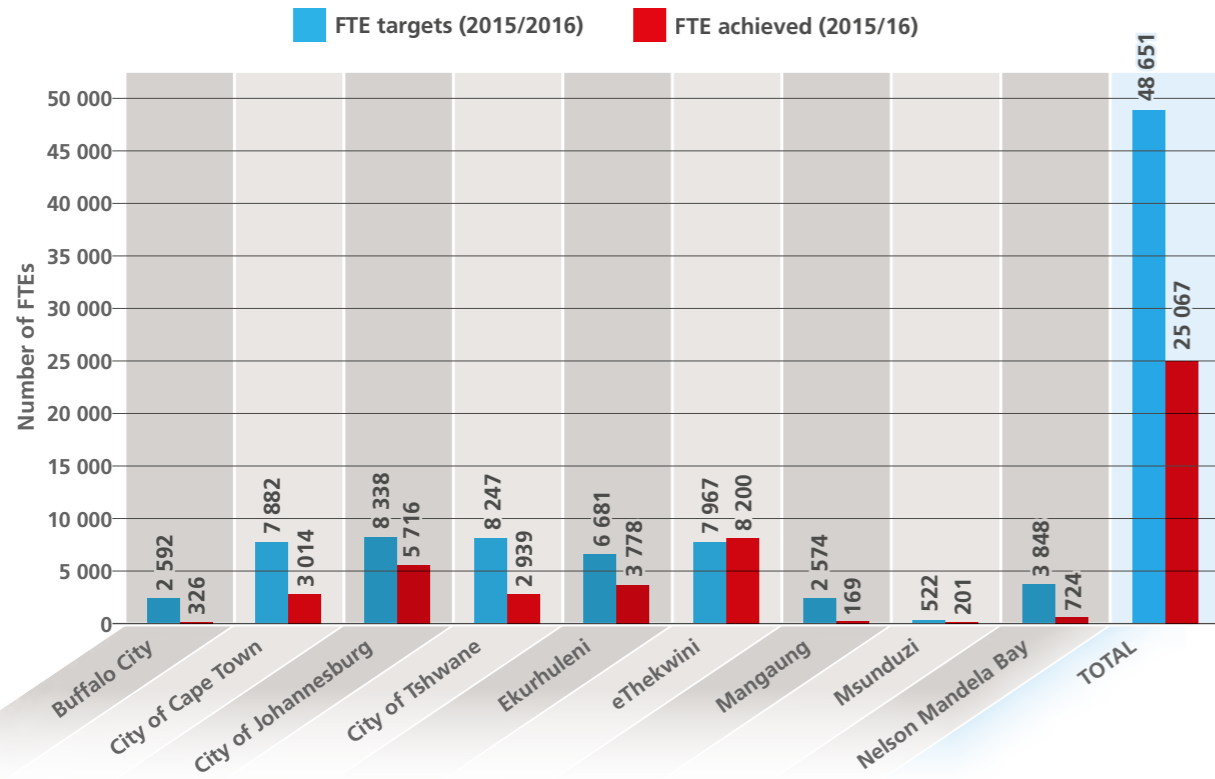
Although the infrastructure sector fell well short of its targets, it is the sector where cities create most WOs, mostly through labour-intensive construction and maintenance projects. This is followed by environment and culture sector, where WOs are created through cleansing and waste management projects that are also labour-intensive. The social sector’s impressive over-achievement of its targets may be because the original target was set at a low level and/or because cities have been implementing more community/home-based care and community safety projects that require tasks to be completed manually, increasing the number of WOs created.

Figure 10: WO targets vs performance by sector (2016/17)



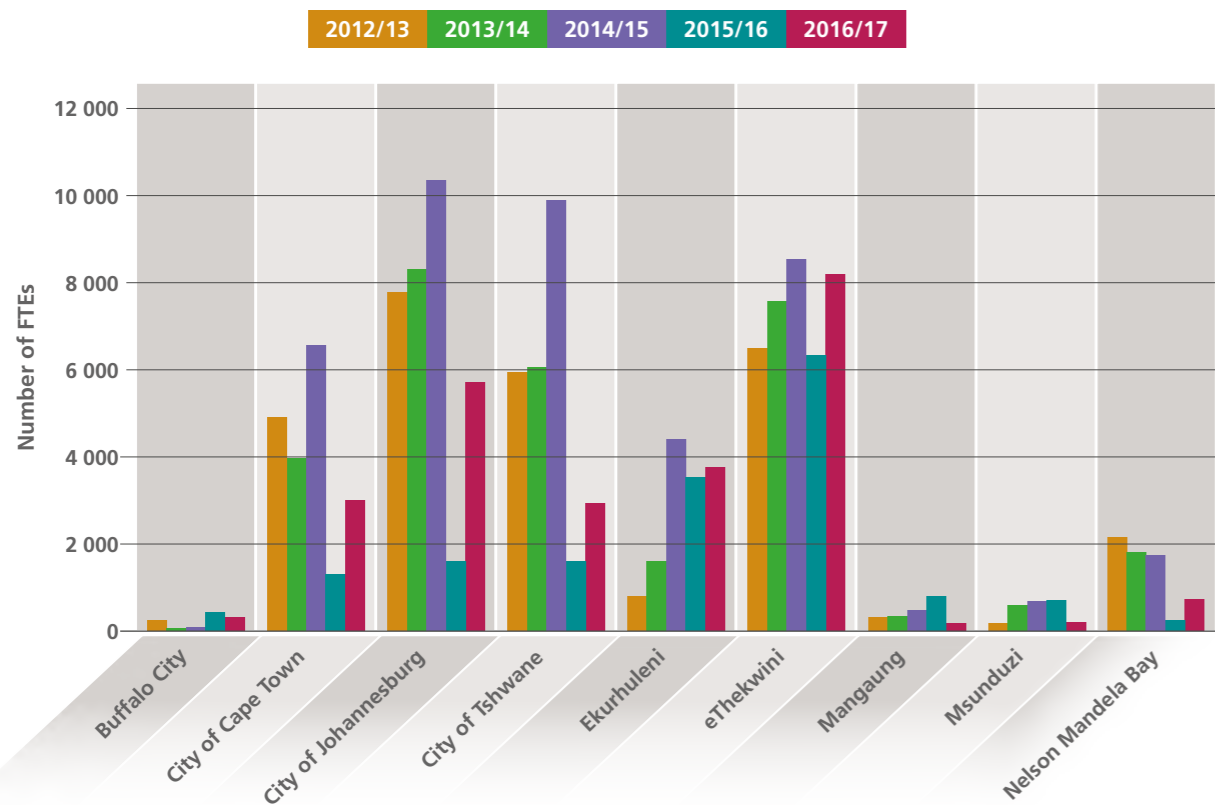
As Figure 10 shows, eThekweni created the highest number of WOs in the infrastructure sector, most of which came from the Zibambele project. Cape Town creates WOs fairly evenly across all three sectors, and implemented the highest number of social sector projects of all the nine cities. In contrast, Buffalo City and Msunduzi did not implement any projects in the social sector. Social sector projects, such as Ekurhuleni’s Clean City waste management project, require tasks to be completed manually, which allows cities to employ more participants per project and, therefore, increase the number of WOs created.

Figure 11 : FTE targets vs FTEs achieved (2016/17)



In 2016/17, the cities reported a 51% increase in FTEs, creating a total of 25 067 compared to 16 598 in 2015/16. This may be due to better reporting (of compliant data) and/or to cities implementing EPWP projects that are of longer duration, such as the Zimbabwe Programme in eThekweni and the Clean City project in Ekurhuleni.

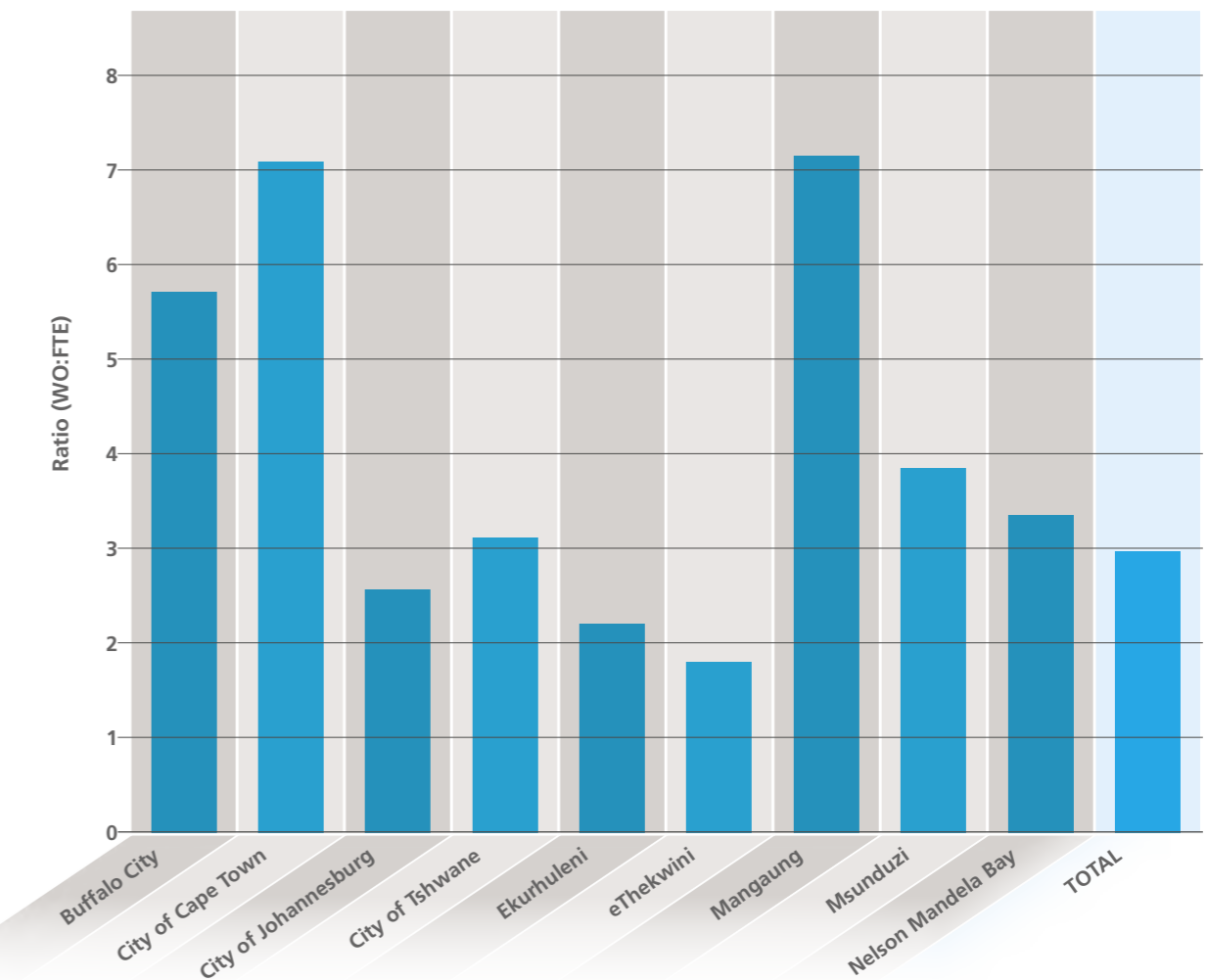
Figure 12: FTEs achieved (2012/13–2016/17)



The trend for FTEs is similar to that of the WOs: overall the number of FTEs created increased year on year, with the exception of 2015/16 when the decrease was as a result of the reporting issues. In 2016/17, the numbers increased again, following systems being put in place to ensure that cities collect and report data as per the system requirements.

Numbers alone do not give a meaningful comparison between WOs and FTEs, but looking at the ratio of WOs created to FTEs (Figure 13) provides some insight into the longer-term impact of the EPWP, as FTEs are longer-duration employment opportunities.

Figure 13: Ratio of WOs created to FTEs achieved (2016/17)



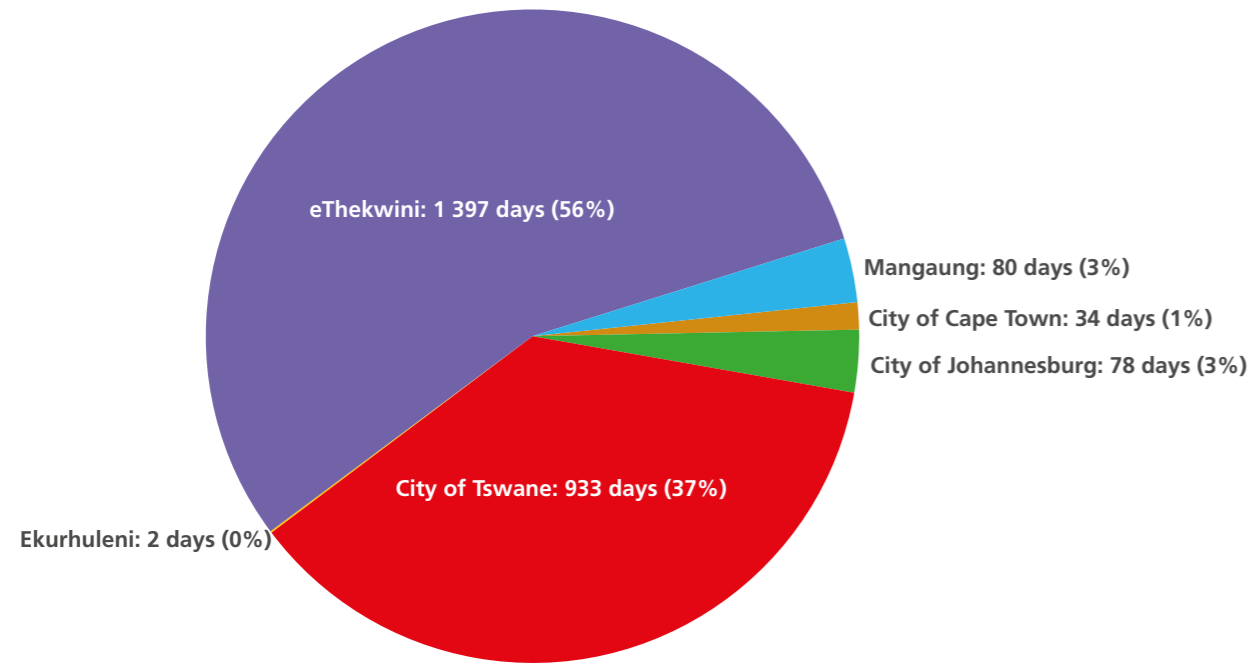
The overall ratio of WOs to FTEs is 3:1, meaning that one FTE is equivalent to three WOs. A lower ratio indicates that the city's EPWP projects employ beneficiaries for longer periods. The two cities with the lowest ratio (2:1) were Ekurhuleni and eThekweni – both cities implemented maintenance and waste management projects that created jobs of longer durations. In 2016/17, Ekurhuleni had the lowest number of EPWP projects, but these projects were designed to employ beneficiaries for longer periods. In contrast, Cape Town had the highest number of projects and created the most WOs, and yet the ratio was 7:1 – only one FTE was generated for every seven WOs. Further investigation showed that Cape Town's EPWP projects with the highest budget allocations were construction projects that have a finite period, unlike maintenance-based projects.

TRAINING PROVIDED

An emphasis of Phase III of the EPWP is implementation quality, and so project- and sector-based training aimed at capacitating the participants is important. Training ensures not only that beneficiaries have the required skills to participate in the project, but also that they will exit the EPWP project with skills that assist them to be more employable. All public bodies must ensure that some of their project budget is ring-fenced to support EPWP training.

Figure 14 shows the number of training days per city and each city's contribution to the overall number of training days. Only five cities are included, as Ekurhuleni, Buffalo City, Nelson Mandela Bay and Msunduzi did not report any training days.

Figure 14: Days of training by city (2016/17)



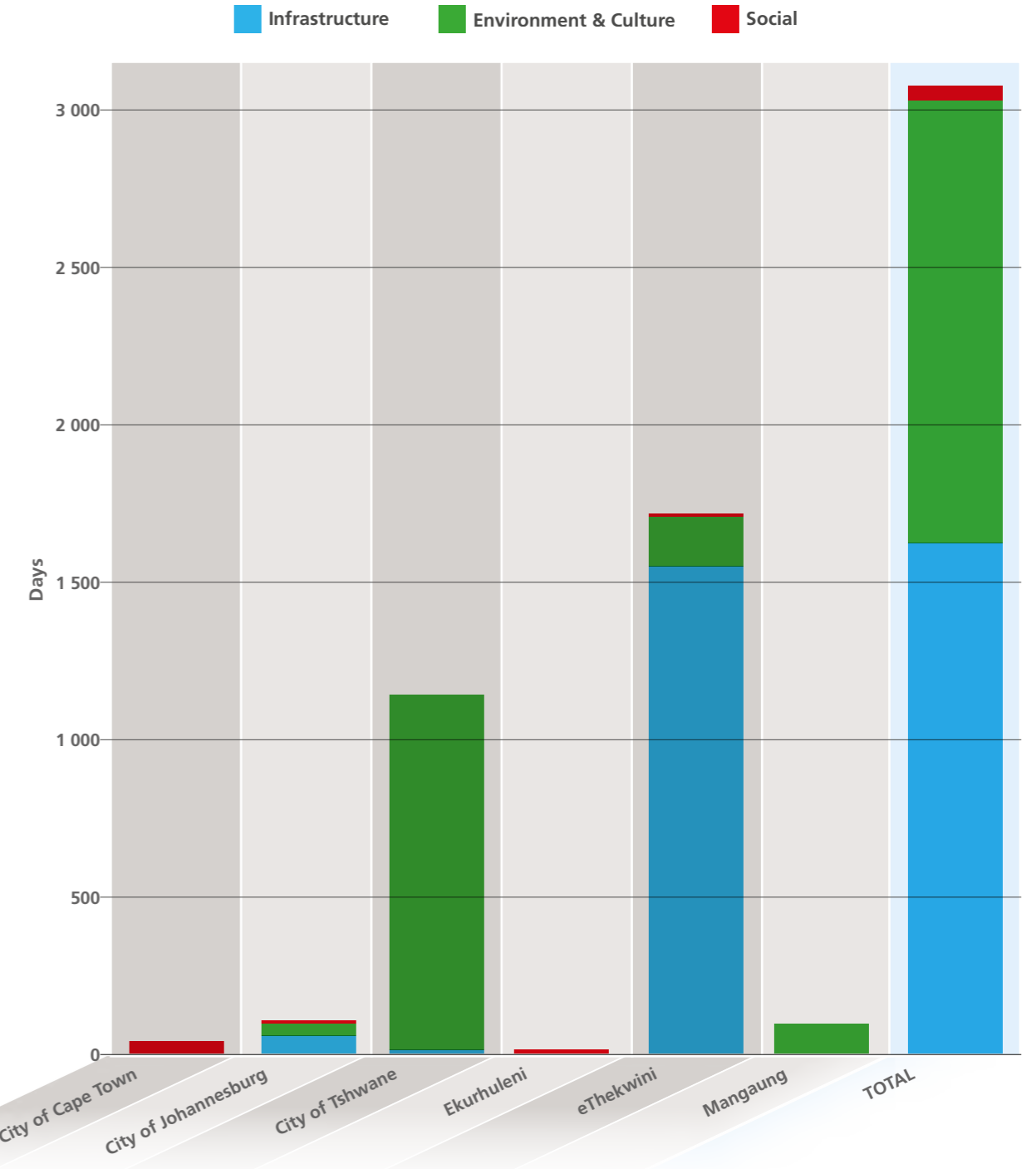
Note: Buffalo City, Msunduzi and Nelson Mandela Bay did not report any training days.

In 2016/17, eThekweni accounted for over half (55%) of all training days reported by the cities. Of these training days, 90% (1270 days) were for two infrastructure projects: the Lamontville Ministerial Housing Project and IG/EPWP Community Water Agents. At 933 days (37% of total), Tshwane has the second highest number of training days, which were for two projects: Water Hygiene Convenience: Leakless Valve project in the environment and culture sector and New Waterborne Sanitation at Kudube 5 project in the infrastructure sector. Despite having the highest number of WOs and projects implemented, and the second highest budget, Cape Town reported the lowest number of training days: 34 days or 1% of the total, all of which were for projects in the social sector. These social sector projects were also allocated less budget than projects in other sectors that did not include any training.

A sector analysis was done to establish which sectors provide the most training and to identify sectors that may have challenges in providing training. Figure 15 shows training days per sector for the nine cities.

In 2016/17, eThekweni accounted for over half (55%) of all training days reported by the cities. Of these training days, 90% (1270 days) were for two infrastructure projects

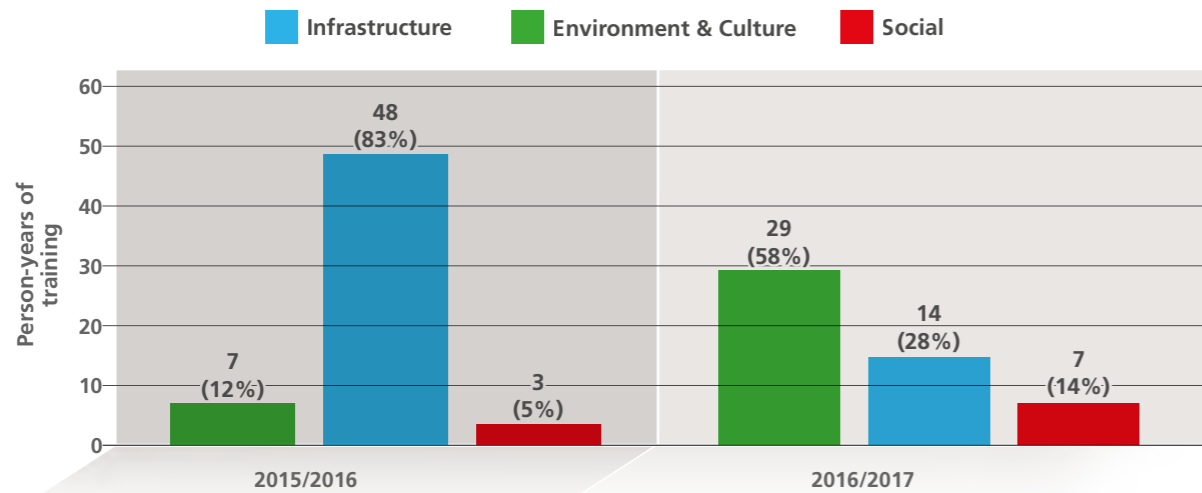
Figure 15: Training days by sector (2016/17)



In 2016/17, most of the cities provided training in projects that were in either the infrastructure sector or the environment and culture sector (Figure 15). The social sector accounted for all the training days in Cape Town (34) and Ekurhuleni (2); Cape Town's five projects accounted for 80% of the training days in the social sector.

Figure 16 shows the person-years of training provided throughout the four sectors by municipalities in entire country. The person-years of training converts the person-days of training into years (i.e. person-days per training divided by 365 days).

Figure 16: Person-years of training by sector (2015/16–2016/17)

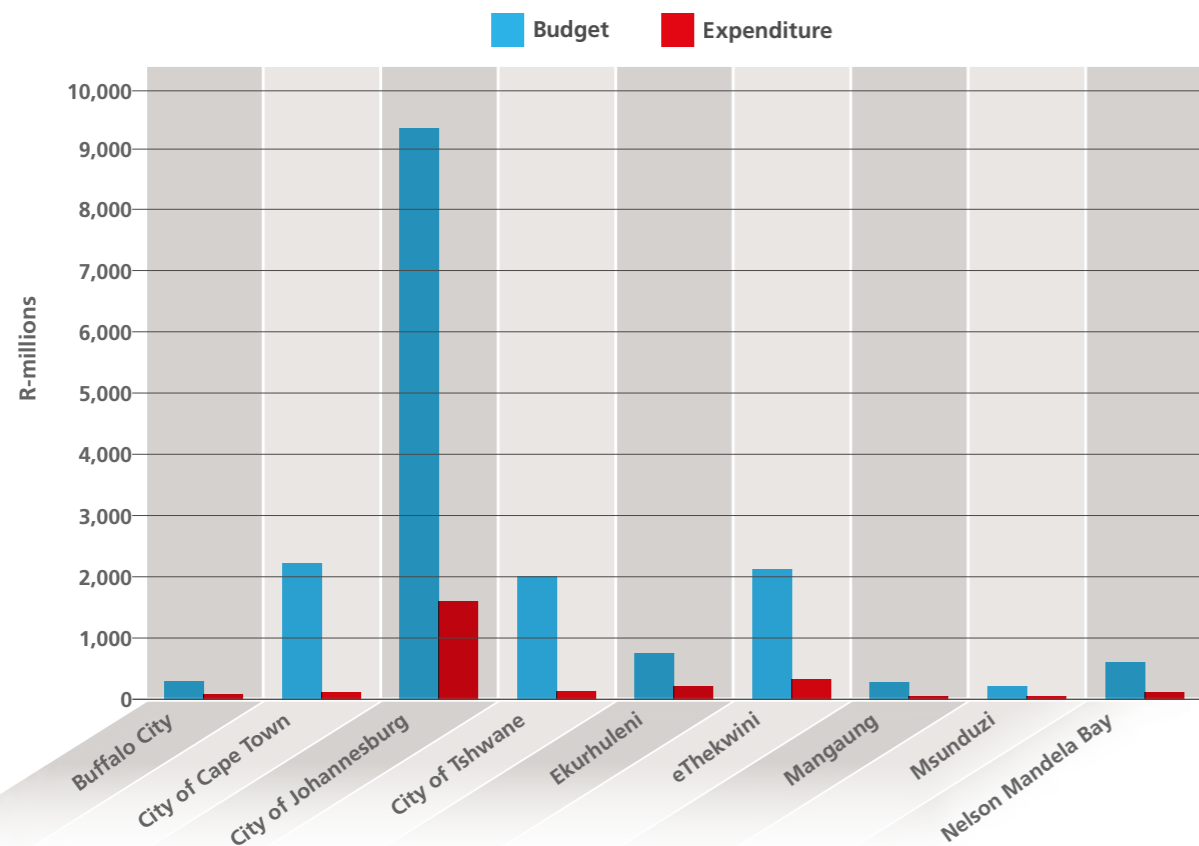


The infrastructure sector dominated in 2015/16, whereas in 2016/17 over half (58%) of all training was done in projects from the environment and culture sector, comprising mainly waste management projects, followed by municipal infrastructure projects.

EXPENDITURE ON EPWP

Expenditure is another indicator of a city's performance and efficiency in implementing the EPWP, and so the project expenditures, budgets vs expenditures, and incentive-grant allocations were evaluated, and the wages paid to EPWP beneficiaries analysed.

Figure 17: Allocated project budget vs expenditure, including professional fees (2016/17)

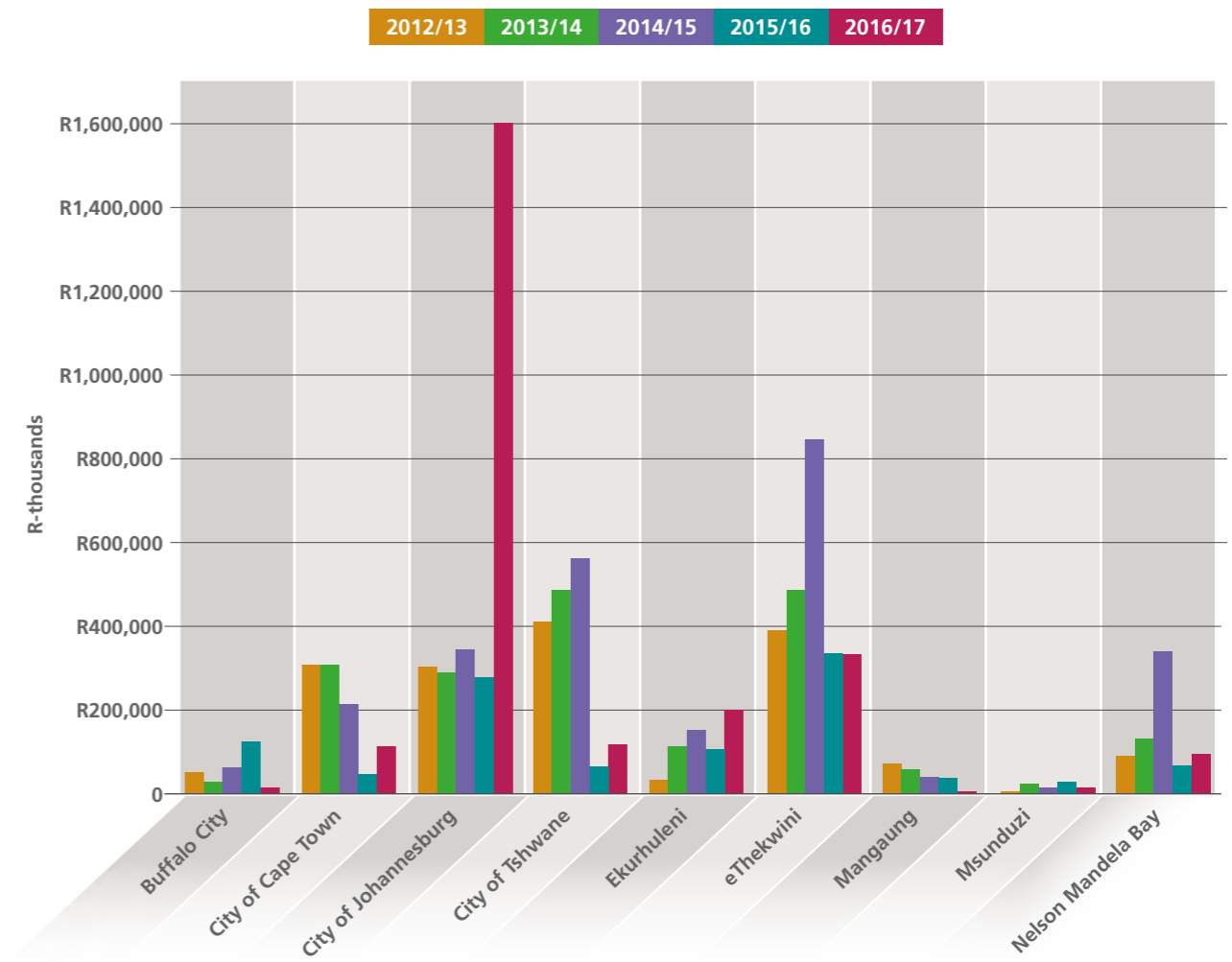


In Buffalo City, Cape Town, Johannesburg, Ekurhuleni, Mangaung, Msunduzi and Nelson Mandela Bay, projects with the highest expenditure were in the infrastructure sector and did not include any training; for example, the Janitorial Services and Maintenance project in Cape Town. In contrast, in Tshwane and eThekweni, the projects with the highest expenditure were those that included training programmes. Including training in a project can increase the duration of employment and FTEs, as was shown in the Community Water Projects in eThekweni (see eThekweni city profile for more information).

Cities should consider allocating a portion of their budgets to training, to improve overall expenditure levels and potentially increase the number of FTE per WO. Cities should also fill all vacancies within their institutional arrangements to ensure effective implementation of the EPWP.

Over the last five years, expenditure has generally increased, in keeping with the increased budgets (Figure 18). However, the smaller cities (Msunduzi and Mangaung) have kept their expenditures consistent.

Figure 18: Expenditure including professional fees (2012/13–2016/17)

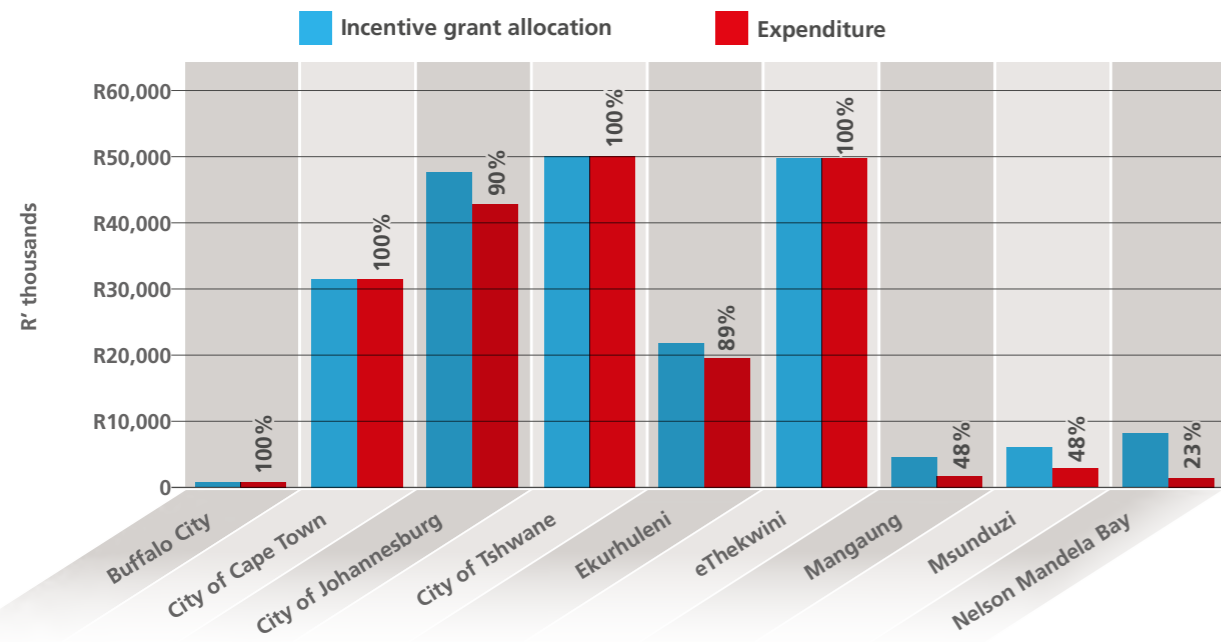


Between 2015/16 and 2016/17, the increase in Johannesburg's expenditure was the result of a 108% increase in the number of projects implemented and a 153% increase in the number of WOs created.

The cities received an EPWP incentive grant, which was originally introduced as a performance reward, to encourage provinces and municipalities to increase job creation. It was premised on the assumption that provinces and municipalities would be incentivised to shift to more labour-intensive methods of construction in order to create jobs.¹⁰

Figure 19 shows the incentive grants allocated to each city compared to the expenditure.

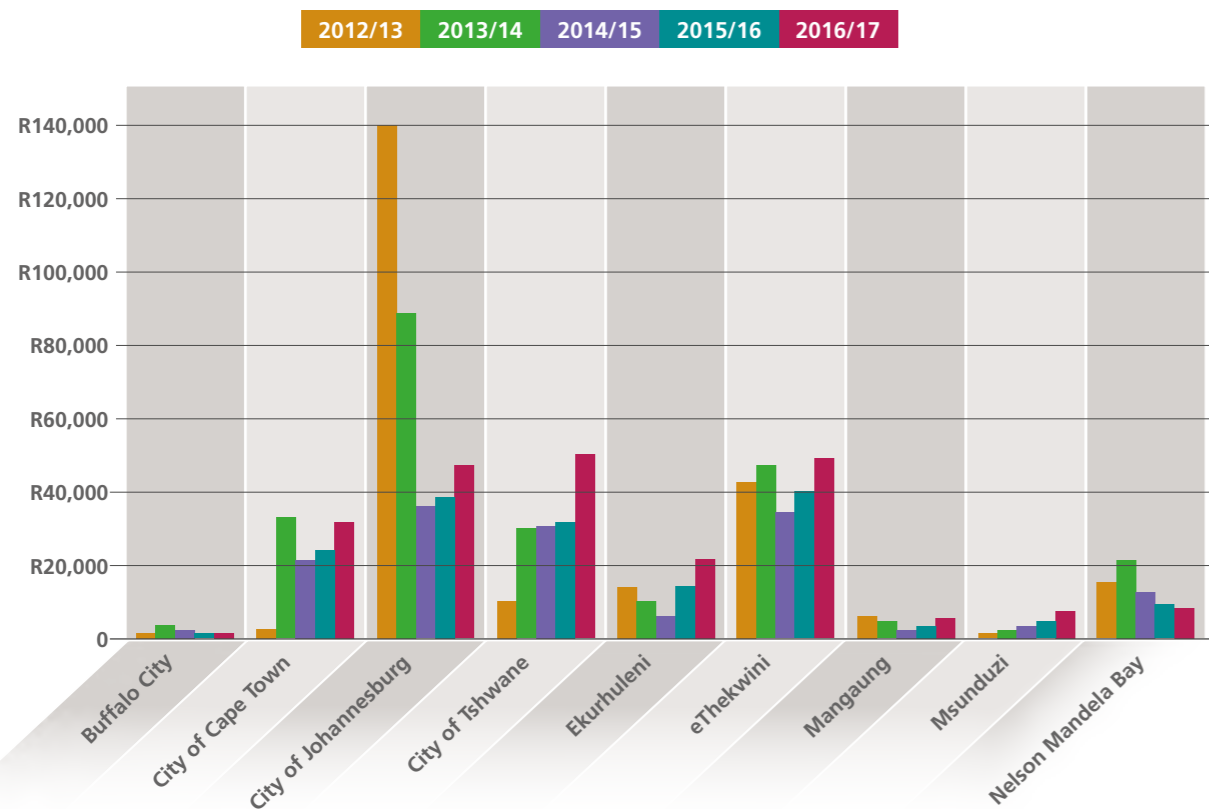
Figure 19: Incentive grant allocation vs expenditure (2016/17)



The larger cities used between 80% and 100% of their grant allocations, whereas, with the exception of Buffalo City, the smaller cities (Mangaung, Msunduzi and Nelson Mandela Bay) used less than 50% of their grants. Yet these cities received the lowest allocations. In the case of Mangaung, it may be an institutional capacity issue, as discussed in the earlier sections: delays in implementing projects leads to in delays in spending city allocations and budgets.

The annual grant allocation is based on previous performance, and so the allocation of the incentive grant over the last five years (Figure 20) can also be used as an indication of performance.

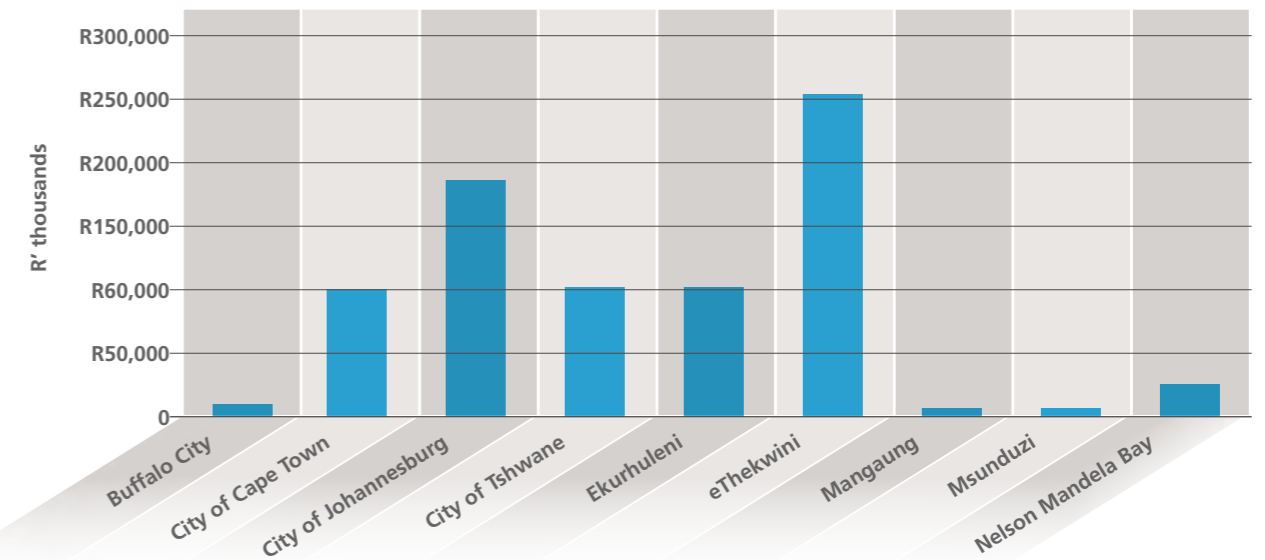
Figure 20: Incentive-grant allocation (2012/13–2016/17)



Over the last five years, the incentive grant allocation for Buffalo City has remained at similar levels, which is consistent with the number of WOs created (Figure 8). The incentive grant allocation for Ekurhuleni increased by just over 61% between 2015/16 and 2016/17, since the city has put in place reporting systems to ensure that grant and audit conditions are adhered to (see the challenges section in the Ekurhuleni case study).

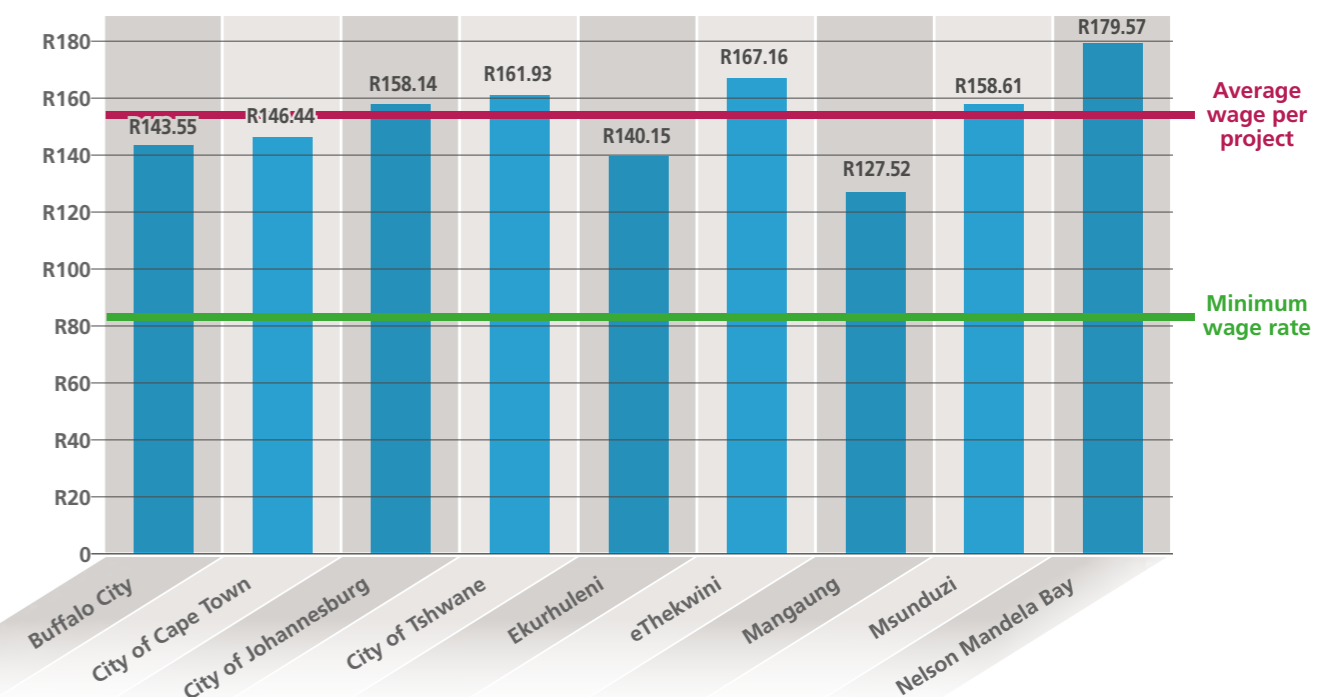
It is also useful to compare the total wages paid out as a percentage of total expenditure by the cities, as this shows what proportion of programme spending is going directly into the hands of unemployed people (Figure 21).

Figure 21: Wages paid to employees (2016/17)



Unsurprisingly, most of the cities with the highest number of WOs spent the highest percentage on wages. For example, Cape Town spent 91% of its total expenditure on wages but also created the highest number of WOs, whereas Msunduzi spent 46% on wages and had the lowest number of WOs. In contrast, wages accounted for just 12% of Johannesburg's expenditure, although the city created the third highest number of WOs. A factor influencing the proportion of expenditure allocated to wages could be the rates paid to employees, as higher rates will increase the total wages bill.

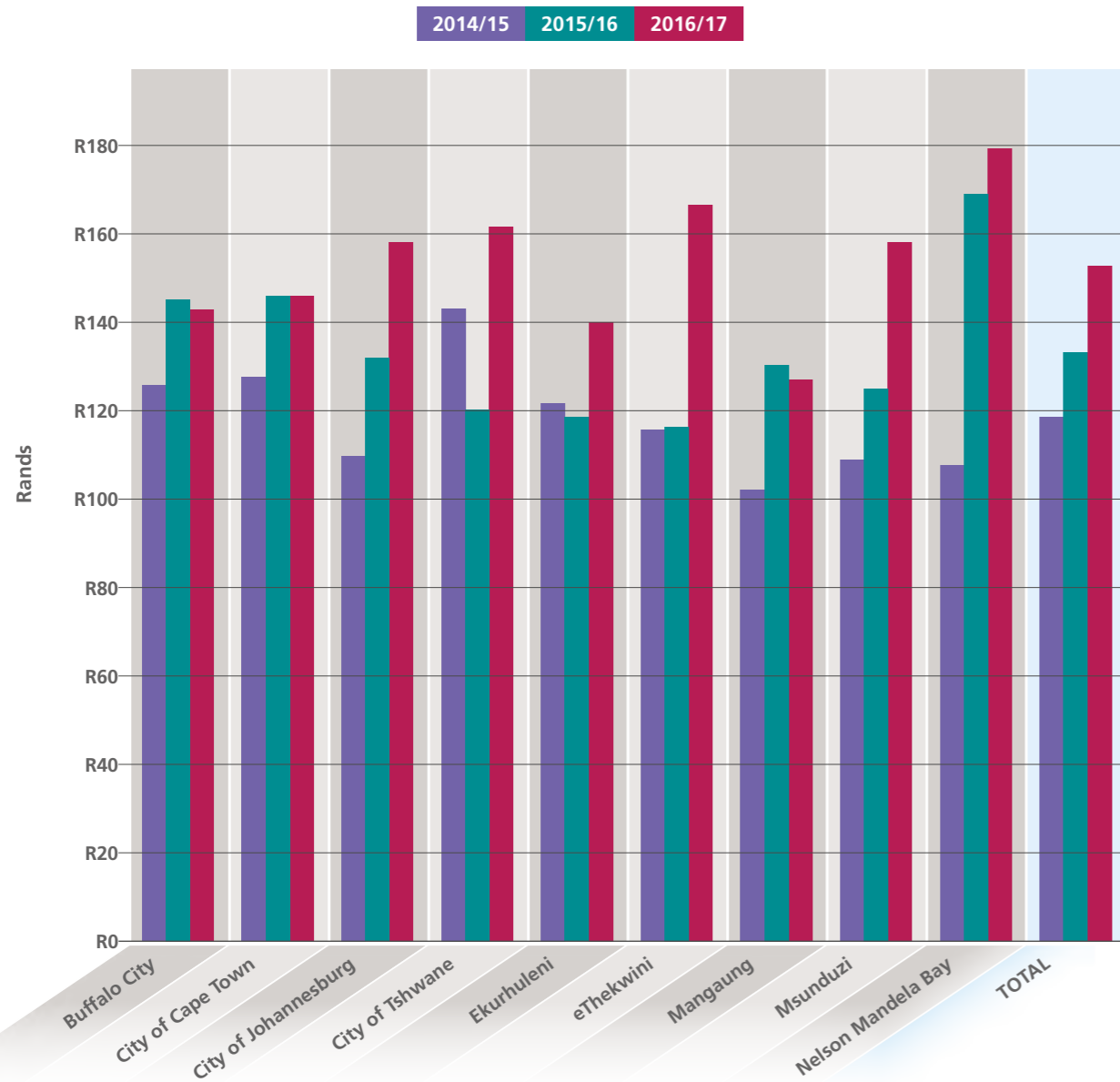
Figure 22: Minimum daily wage rates per project (2016/17)



The average wage per project is R153.67 a day for the nine cities, or 83% higher than the EPWP minimum wage rate of R83.59. Over half (56%) of the cities pay above the average wage. eThekweni pays the second highest minimum daily wage rate per project and has the second highest number of WOs, which is consistent with being the city with the highest total wages. Mangaung has the lowest expenditure for the year, the lowest amount in total wages paid, and the lowest daily wage rate per project. The city also has the second lowest number of WOs created. Mangaung could increase its expenditure by increasing its daily wage rate to a level similar to that of other cities, and increase the number of projects implemented – this would also reduce EPWP wage disputes in the city.

The average daily wage rate per project has increased over the last three financial years (2014/15–2016/17), as Figure 23 shows.

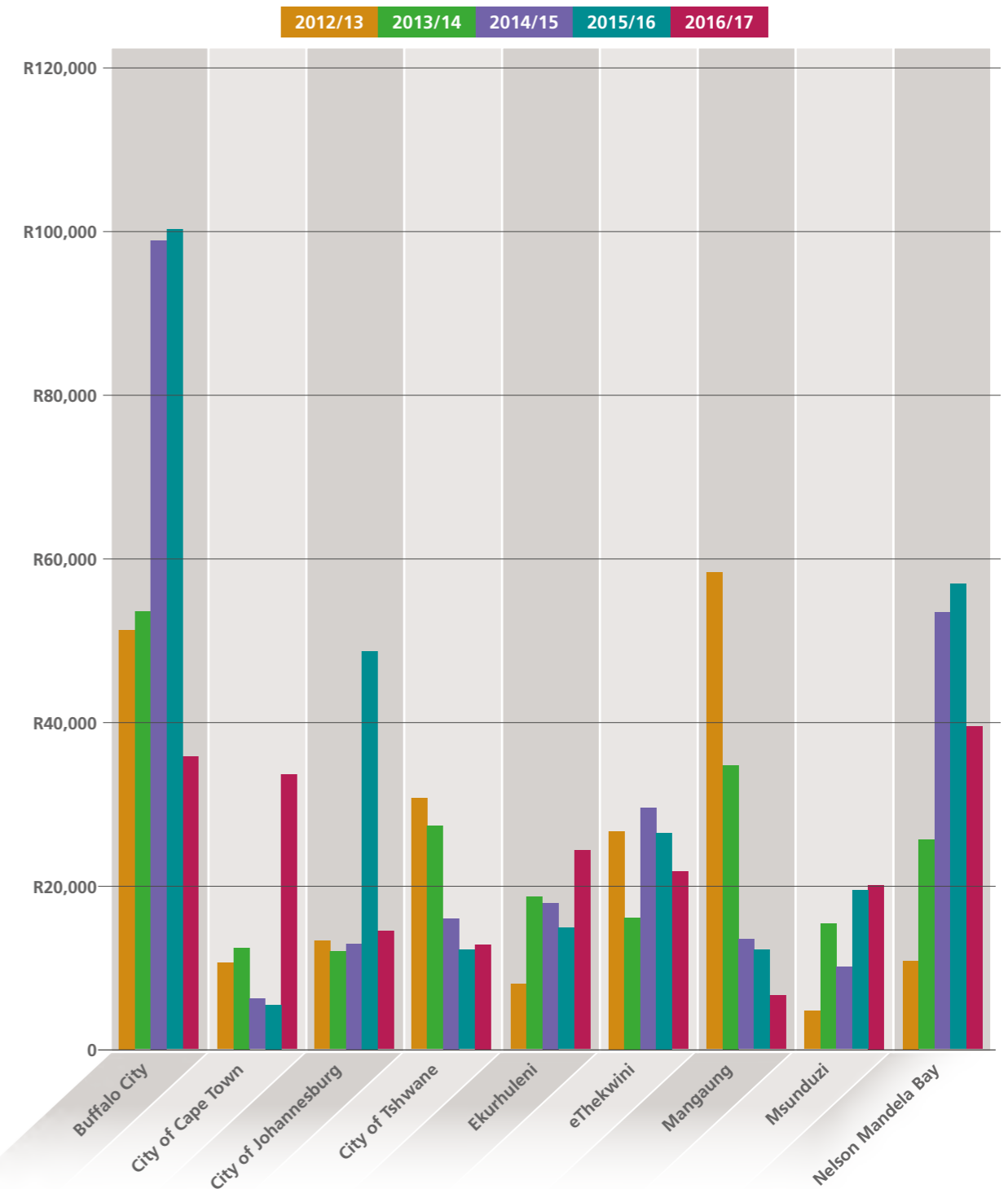
Figure 23: Minimum daily wage rate (2014/15–2016/17)



Between 2015/16 and 2016/17, most cities increased their daily wage rate, which may be due to inflation. Three cities kept their daily wage rate at similar levels between 2015/16 and 2016/17: Buffalo City, Cape Town and Mangaung. The daily wage rate in Buffalo City decreased between 2015/16 and 2016/17, which is consistent with the 88% decrease in expenditure. On average, the total expenditure for the cities has increased over the past three years, which can be attributed to the increase in the average wage rate for the cities over the same period.

Another useful indicator of spending efficiency is a city's cost per WO, which is calculated by dividing total expenditure by the total number of WOs created (Figure 24).

Figure 24: Cost per WO (2012/13–2016/17)

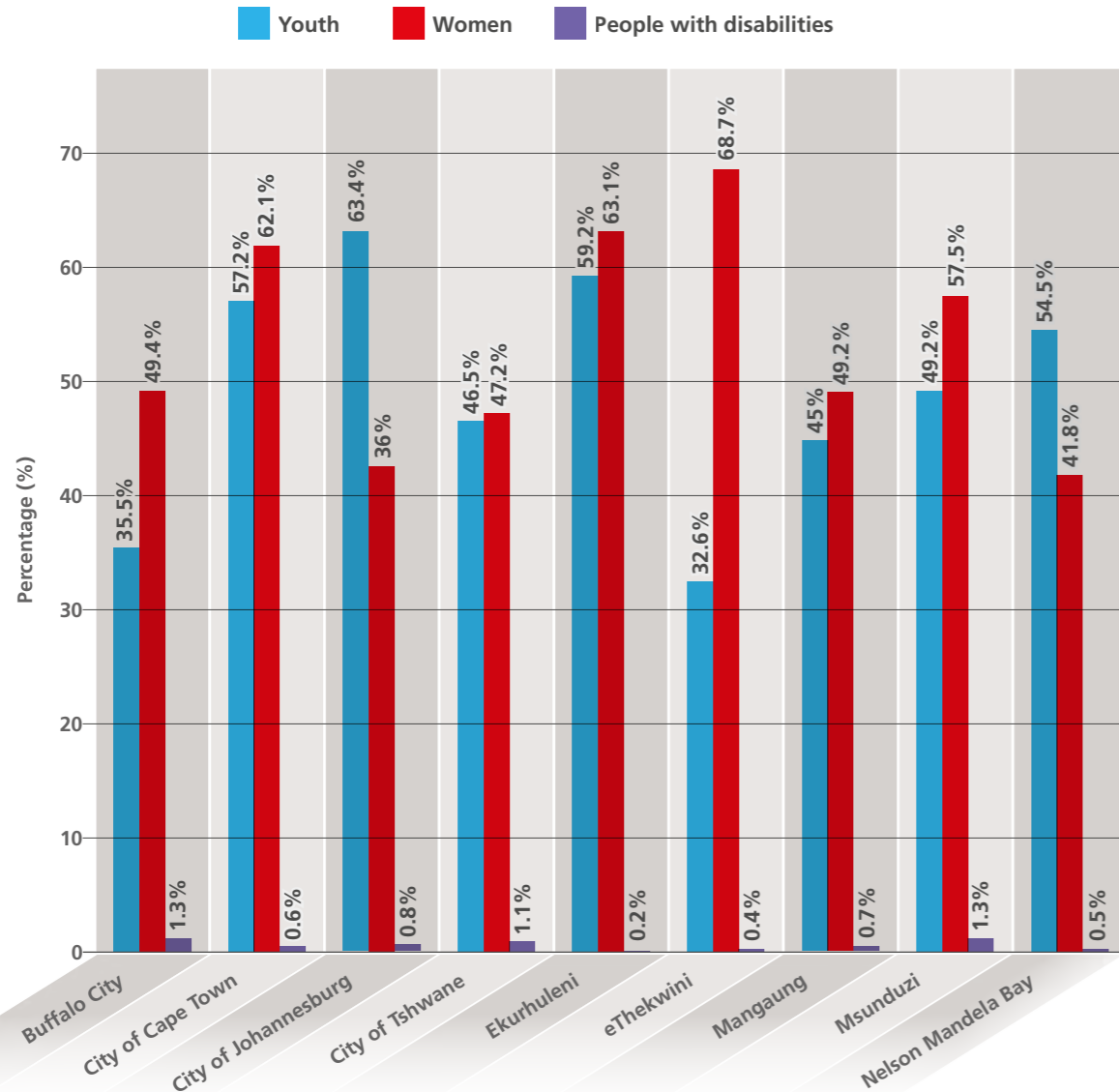


The City of Johannesburg's cost per WO increased considerably in 2016/17, but so too did the number of WOs, which almost tripled. The cost per work opportunity for the City of Cape Town, the City of Tshwane and Mangaung has been decreasing from year to year since 2012/13. This may be due to the decreasing expenditure and increasing WOs over the same period. It may also be that the cities have put systems in place to ensure that work opportunities are created at minimum cost, meaning that budgets are used efficiently.

DEMOGRAPHICS OF WORKERS

The EPWP sets targets for employment of vulnerable groups, which in Phase III were 55% for women, 55% for youth and 2% for people with disabilities. These percentages are not of the total population, as a worker can fall into more than one of these categories (e.g. a disabled youth). Figure 25 shows the demographic distribution of vulnerable groups employed in the EPWP projects across the nine cities.

Figure 25: Demographics of EPWP beneficiaries (2016/17)



In 2016/17, none of the cities met the target to employ 2% people with disabilities – this has been the case in previous years (Table 6). Nevertheless, some cities are looking at innovative solutions to address this issue. For example, Buffalo City, where 1.3% of EPWP participants were people with disabilities, is collaborating with organisations within the city that work with people with disabilities in order to assist with targeted recruitment.

A surprising finding is that infrastructure projects have among the highest number of WOs for people with disabilities: four projects in Johannesburg (including Lufhereng and Rehabilitation and Construction Region E projects) and one project in eThekweni (Zibambele). eThekweni is also home to the project in the social sector with the highest number of WOs created for people with disabilities, the Revenue Management project.

Table 6: Demographics of EPWP beneficiaries (2012/13–2016/17)

City	2012/13			2013/14			2014/15			2015/16			2016/17		
	Youth	Women	Disabled	Youth	Women	Disabled	Youth	Women	Disabled	Youth	Women	Disabled	Youth	Women	Disabled
Buffalo City	40%	47%	0.00%	49%	32%	0.00%	47%	38%	0.00%	40%	47%	6.79%	35.49%	49.38%	1.29%
City of Cape Town	59%	59%	0.00%	60%	49%	0.00%	59%	47%	0.00%	57%	59%	0.25%	57.18%	62.09%	0.57%
City of Johannesburg	56%	60%	0.00%	53%	23%	0.00%	60%	29%	0.00%	63%	43%	0.68%	63.43%	36.03%	0.75%
City of Tshwane	54%	71%	0.00%	51%	43%	0.00%	71%	55%	0.00%	52%	55%	0.67%	46.51%	47.18%	1.14%
Ekurhuleni	53%	62%	0.00%	58%	35%	0.00%	62%	54%	0.00%	59%	61%	0.21%	59.21%	63.11%	0.22%
eThekweni	34%	37%	0.00%	36%	59%	0.01%	37%	62%	0.00%	28%	69%	0.21%	32.64%	68.71%	0.40%
Mangaung	58%	61%	0.00%	58%	34%	0.00%	61%	45%	0.00%	54%	44%	0.88%	44.95%	49.17%	0.66%
Msunduzi	53%	58%	0.00%	45%	40%	0.00%	58%	54%	0.00%	49%	61%	0.21%	49.16%	57.51%	1.28%
Nelson Mandela Bay	45%	53%	0.00%	36%	34%	0.00%	53%	46%	0.00%	50%	38%	0.16%	54.50%	41.79%	0.49%

Although cities do need to find innovative ways of creating employment for people with disabilities, the issue may be that the EPWP uses the United Nations (UN) standard of classification, i.e. people with disabilities self-declare. It is possible that people are reluctant to declare their disabilities (for fear of stigma), or that EPWP implementers and participants do not fully understand the definition of people with disabilities, which decreases the number recorded. According to Statistics South Africa (Stats SA), people with disabilities are classified as having difficulty in hearing, seeing, communicating, walking, remembering or concentrating, or self-care. Therefore, the issue could be under-reporting that masks itself as underperformance.

Some cities are still unable to meet the 55% target for youth, which has been the case for the past five reporting periods (2012/13–2016/17). Therefore, cities need to put more emphasis on creating work opportunities for youth, especially in the environment and culture sector, which is where the projects with the highest number of WOs for youth can be found.



EPWP SECTOR ANALYSIS FOR THE CITIES

All cities are implementing projects in the infrastructure, social, and environment and culture sectors; Cape Town also has projects in the non-state sector (Figure 26).

Figure 26: EPWP sectors being implemented by the cities

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



INFRASTRUCTURE SECTOR

The infrastructure sector is led by the national DPW, which collaborates with the departments of transport, cooperative governance and traditional affairs, water affairs, mineral resources and energy. The projects mostly involve the construction and maintenance of public-sector-funded infrastructure and entail:

- using labour-intensive construction methods to provide WOs for local unemployed people;
- providing training and skills development to local unemployed people; and
- building cost-effective, quality assets.

All provinces and 99% of municipalities implement most of the EPWP projects but could increase their contribution. The underperforming provinces and municipalities need to increase their performance by implementing more labour-intensive projects, and by establishing dedicated labour-intensive maintenance programmes that have the potential to provide regular employment to large numbers of people, especially in rural areas.

The main EPWP infrastructure programmes include:

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



ENVIRONMENT AND CULTURE SECTOR

The environment and culture sector uses South Africa's natural and cultural heritage to create medium- and long-term work and social benefits, while at the same time responding to climate-change challenges. The aim is to deliver programmes that create WOs and link people in the "second" (marginalised) economy to opportunities and resources that enable their participation in the "first" (mainstream) economy. This is done through generating useful outputs and positive outcomes in the areas of environment, heritage (including tourism development) and biodiversity. The sector's objectives are listed below.

- To create jobs and provide training, and facilitate long-term employment through these jobs.
- To link marginalised people with opportunities and resources, to enable their participation in the mainstream economy.
- To integrate sustainable rural development and urban renewal.
- To create land-based livelihoods.
- To promote community-based natural resource management.
- To develop natural resources and cultural heritage.
- To rehabilitate natural resources and protect biodiversity.
- To promote tourism.

Sector projects are in the areas of sustainable land-based livelihoods, waste management, tourism and creative industries, parks and beautification, coastal management and sustainable energy.



SOCIAL SECTOR

The social cluster comprises the departments of social development, education and health, which rely on the input of volunteers and civil-society organisations. The following are flagship programmes in the social sector.

- **Early childhood development (ECD):** The main purpose of ECD is to protect the child's rights, with the ultimate goal being to improve young children's capacity to develop and learn. ECD interventions include educating and supporting parents, delivering services to children, developing the capabilities of caregivers and teachers, and using mass communication to enhance parents' and caregivers' knowledge and practices.
- **Home/community-based care (HCBC):** HCBC is the provision of comprehensive services, including health and social services, by formal and informal caregivers. It is a cost-effective substitute for much AIDS-related hospital care. The programme's aim is to lay the foundation for the Community Health and Development Worker Programme, by equipping unemployed individuals with skills and experience.
- **School nutrition programme:** Community members are employed as food handlers to provide food to children from needy families, thereby addressing malnutrition.
- **Community crime prevention:** Volunteers are employed in EPWP projects to be active in helping to identify community safety priorities for their neighbourhoods.
- **School mass participation:** Work opportunities are provided to sports coaches, and members of the public are encouraged to participate actively in sports. The objective is to promote good health, self-realisation, community development and social cohesion.
- **Kha Ri Gude (Tshivenda for "let us learn"):** This mass literacy campaign is aimed at adults who missed out on schooling and cannot read or write – they are invited to join literacy classes provided across the country.



NON-STATE SECTOR

The non-state sector programme has two components: the Community Work Programme (CWP) and non-profit organisations (NPOs). The CWP is area-based and is managed by the Department of Cooperative Governance, while NPOs are institutionally based and are managed by the national DPW. As custodian of the programme, the DPW pays an administration fee and subsidises wages of individuals employed in the NPOs.

Programmes must create WOs for unemployed people, be labour intensive, be implemented by NPOs and benefit society and/or communities where they are implemented, with a focus on the poor.

This sector's objectives include the following.

- To create an avenue through which NPOs can assist government in creating income for large numbers of individuals, through socially constructive activities in their local communities.
- To provide accredited training to beneficiaries so that, at the end of the year, beneficiaries can evolve into the second phase of the job market, which would be to exit into full-time jobs in line with the six job drivers of government's New Growth Path.
- To encourage municipalities to use the human capacity of NPOs funded by the programme to develop local communities through municipal IDP projects.

THE COMMUNITY WORK PROGRAMME

The CWP was designed as a response to the deeply structural nature of unemployment in South Africa, recognising that market-based forms of employment (including self-employment) are not currently able to absorb the number of people needing work – and this situation is unlikely to change in the foreseeable future. Therefore, the programme differs from other EPWP programmes in several ways:

- The work offered is part-time and on an ongoing basis, at two days a week or eight days a month. This provides participants with a regular and predictable income that can be used to cover the household's basic needs and support complementary livelihood strategies.
- Communities are involved in deciding what work is to be done, as the programme assumes that people in poor communities know best what needs to be done.
- Work must be "useful", i.e. it must contribute to the quality of life in communities and aim for a labour-intensity target of 70%.
- The scale must be significant, with a target of at least 1000 people per site (although budget constraints have meant that some new sites have started with only 500 participants). Therefore, NPOs implementing the programme must develop work management skills and be able to manage multiple work groups engaged in different activities.

Examples of CWP projects:

- community gardens, which increase food security;
- ECD centres, including auxiliary support services such as food preparation, reading to children and building jungle gyms;
- support to schools, from security provision to after-school homework classes;
- Football for Youth, a project that has partnered with the South African Football Association to create football leagues involving large numbers of youth – including youth outside the programme.
- support to clinics, through home-based care or directly observed treatment of TB.

At each site, local priorities take different forms, including support to community libraries and to community radio, public art, creating public parks, youth recreation activities and much more.

By the end of 2016/17, the CWP was operating in 225 municipalities in the country. It aims to be operating in every municipality by the end of 2017/18.

Figure 27: CWP WO targets vs WO achieved (2016/17)

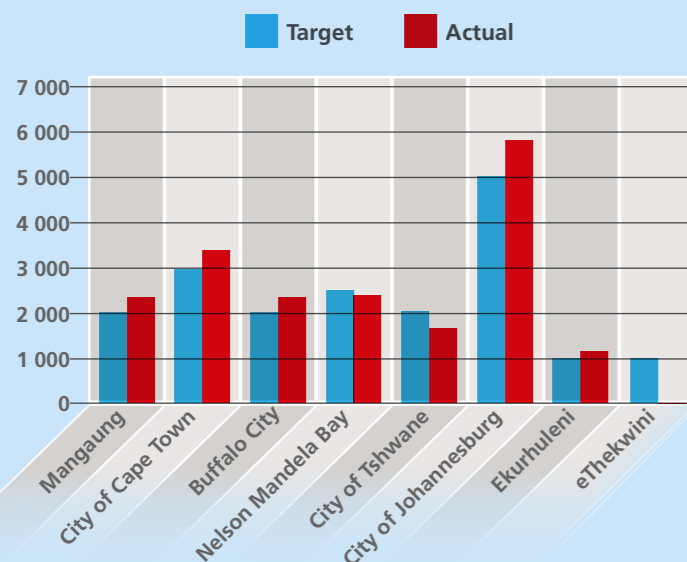


Table 7: Number of wards in which CWP is operating at the end of 2016/17

Metro	Number of wards
Mangaung	21
Cape Town	36
Buffalo City	12
Nelson Mandela Bay	18
Tshwane	1
Johannesburg	67
Ekurhuleni	1
eThekweni	1



DISTRIBUTION OF PROJECTS ACROSS SECTORS

In 2016/17, of the 20 projects with the highest FTEs implemented by the nine cities, 40% were in the environment and culture sector, 30% in the infrastructure sector and 30% in the social sector. They included waste management, municipal infrastructure, contractor development and HCBC projects.

The percentages differ slightly when all municipalities (not just the nine cities) are considered. Of the projects implemented, 46% were in the infrastructure sector, 34% in the environment and culture sector and 20% in the social sector. However, the projects are similar in nature. The highest FTEs were created in maintenance (infrastructure sector) and waste management projects (environment and culture sector).

CHALLENGES FACED BY THE CITIES

City profiles are provided in Part III and include details of the challenges faced by the cities since 2016/17 and some proposed solutions. The three challenges common to all cities were under-reporting, expectations of beneficiaries and under-achieving of targets.

UNDER-REPORTING

A recurring challenge is that of under-reporting, although the reasons for this have changed. Initially, the under-reporting was the result of insufficient institutional capacity, inefficient reporting mechanisms and service providers not collecting the required information. These issues have been resolved in most cities, as a result of

- technical support from the national DPW, which assists with reporting and training of staff;
- the appointment of data collectors as part of the city EPWP structures; and
- the addition of EPWP reporting requirements to tender/contract documentation, with which service providers must comply.

As mentioned earlier, changes to the reporting system requirements made in 2015/16 led to data relating to projects being non-compliant, and so projects and WOs created could not be reported. Therefore, the results for 2015/16 were not an accurate representation of the institutional capacity of the cities.

After the reporting issues last year, in 2016/17 cities improved on their reporting and increased the number of WOs reported. This is the result of support from the national DPW to assist with data collection and capturing, monitoring and evaluation and reporting.



ENSURING COMPLIANT REPORTING IN EKURHULENI

The way in which documentation is kept/managed in Ekurhuleni depends on the type of project.

1. Internal projects (implemented directly by the municipality)

Most of these projects are long term and involve many participants. The municipality ensures that all procedures are followed throughout the project/programme.

During recruitment, the EPWP representative is part of the process and ensures that contracts are correct and signed, and checks the IDs. Completed documents are then sent to the finance department, which opens files for individual beneficiaries, issues attendance registers, captures information into the payment system, and ensures that all documents are filed monthly. To get paid, beneficiaries must submit their attendance register at the end of the month – new attendance registers are issued each month. The system is designed to cater for any deductions that are due (e.g. UIF).

2. External projects (implemented through service providers)

Most of these projects are in the infrastructure sector and are short term.

The EPWP representative is part of the site meeting where compliance issues are discussed. The contractors' files are checked regularly to ensure compliance and, where necessary, the municipality will assist the contractor to comply. The EPWP office must be consulted at the beginning of all projects, and files must be archived at the end of the projects.

EXPECTATIONS OF BENEFICIARIES

Over the past four years, disputes have arisen when beneficiaries expect permanent employment through the EPWP. The solution identified is that implementing agents and cities should ensure that beneficiaries understand the conditions of employment under the EPWP before starting work. The expectations may be higher in the case of longer-duration projects, such as maintenance projects. Yet these projects are important because they increase the FTEs. These projects should offer accredited training programmes, to ensure that beneficiaries are more marketable and increase their chances of entering the formal job market.

UNDER-ACHIEVING OF TARGETS

In 2016/17, the cities achieved 49% of their WO targets and 52% of their FTE targets. The infrastructure sector created the highest number of WOs, through leveraging labour-intensive methods, and provided opportunities for creating maintenance projects, which contributed to the increase in FTEs achieved. The number of WOs created and reported is expected to continue to rise next year, as cities strive to reach their targets.

Some cities have been trying innovative ways to address this. For example, Buffalo City Metropolitan Municipality has the highest percentage of people with disabilities employed in the EPWP. The city has achieved this through collaborating with organisations in the city that are involved with people with disabilities for assistance with recruitment. Projects are created, especially in the social sector, to ensure that people with disabilities are prioritised, which increases the related WOs that are reported.



LESSONS LEARNED

Institutional capacity is crucial, as shown in the case of Mangaung. To implement the EPWP efficiently and meet targets, a dedicated EPWP structure is required with trained individuals who understand the conditions of the programme and its underlying policies.

Recruitment strategies need to be in place, to ensure that each city's EPWP projects meet the targets, especially for women, youth and people with disabilities. One example of such a strategy is in Buffalo City, which collaborates with organisations working with people with disabilities to recruit EPWP participants.

The EPWP continues to play a significant role in creating WOs for individuals that would otherwise be unemployed and unskilled. By continuing to implement innovative projects that will increase the number of WOs created, increase employment duration (i.e. number of FTEs) and provide training that will allow individuals to enter the formal workforce, the cities will contribute to EPWP achieving its objective of reducing the unemployment rate in South Africa.



PART IV:
CITY PROFILES



BUFFALO CITY METROPOLITAN MUNICIPALITY

OVERVIEW OF THE EPWP IN THE CITY

Buffalo City Metropolitan Municipality implements the EPWP across the infrastructure, social, and environment and culture sectors. It also participates in the EPWP learnership contractor incubator programme, Vuk'uphile, which provides skills, training and qualifications to emerging contractors.

POLICY AND IMPLEMENTATION

The city has signed an Implementation Protocol with the Minister of Public Works to partner and co-operate in terms of the EPWP. In May 2013, the municipality endorsed an EPWP policy, which guides the implementation of EPWP, with the intention of closing identified gaps and challenges, and strengthening existing and introducing new interventions. The city recognises that, to be effective, the EPWP needs to be incorporated in all activities of the municipality. IDP projects should also promote EPWP principles and, where possible, be structured to facilitate and create greater employment opportunities per unit of expenditure.

Recruitment for the EPWP targets one person per household, and households with less than one person earning a full-time income and/or with subsistence agriculture as the source of income.

INSTITUTIONAL ARRANGEMENTS

In 2013/14, the city approved the EPWP structure. The Executive Mayor was given the responsibility of providing political leadership and subsequently appointed EPWP "champions" in the infrastructure and environment and culture sectors. The city manager commissioned a task team to oversee the implementation and support the coordination of the EPWP across all sectors.

Figure 28: Buffalo City higher-level institutional arrangements

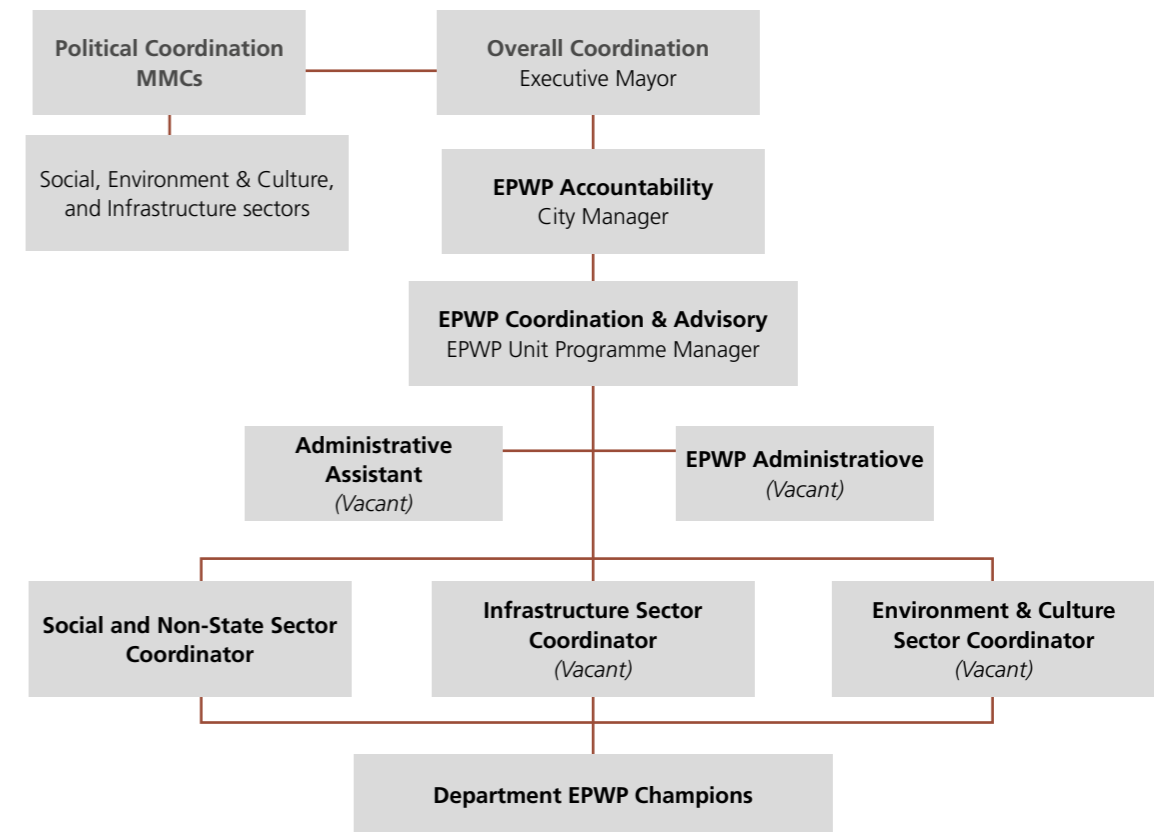
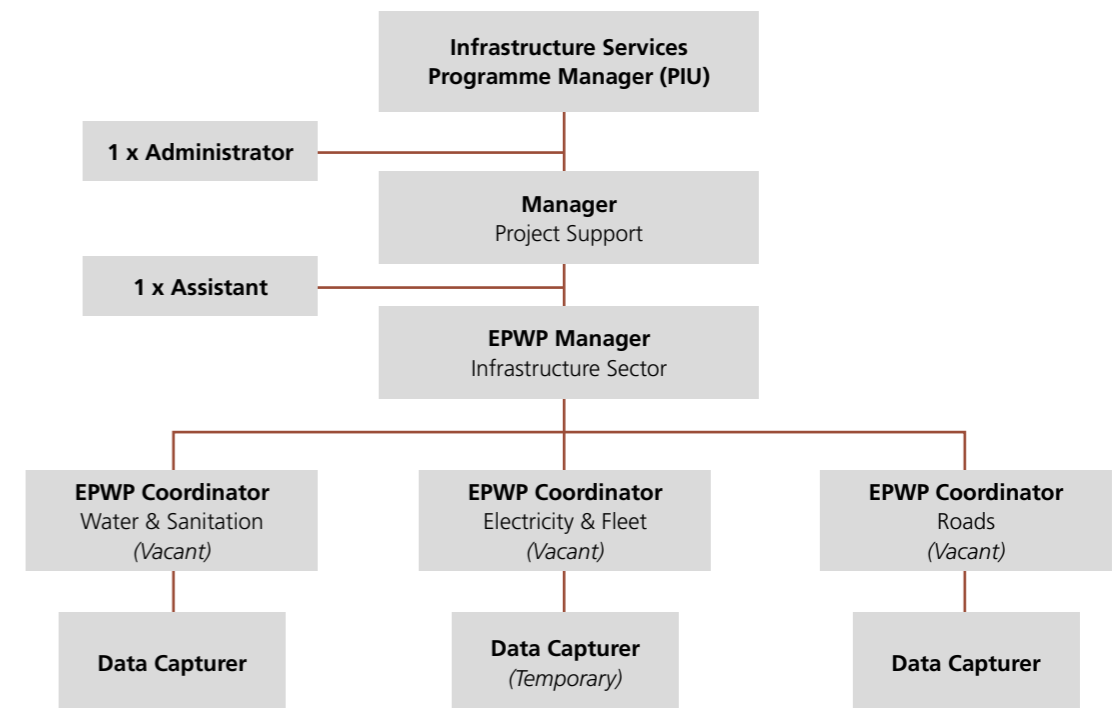


Figure 29: Buffalo City EPWP unit institutional arrangements



BUDGET ALLOCATIONS

As Table 8 shows, the municipality spent 100% of the R1.19 million received in grant funding.

Table 8: Buffalo City 2016/17 incentive grant

Total grant allocation	R1.19 million
Total grant funding received	R1.19 million
Cumulative spending (to date)	R1.19 million
Balance	0
% spending (of allocation)	100%
% spending (of transfer)	100%

PROGRESS

During the year, Buffalo City Municipality employed dedicated EPWP data capturers to assist with data collection and reporting, increased EPWP awareness through engagements, and reported a greater number of WOs. In 2016/17, the municipality implemented 29 EPWP projects in the infrastructure, environment and culture, and social sectors, creating 1857 WOs and 326 FTEs (Table 9).

Table 9: Buffalo City EPWP progress (2016/17)

Number of projects implemented	29
Number of WOs created	1857
Number of FTEs	326
Number of training days	0
Expenditure	R15.02 million
Wages paid	R11.25 million

FLAGSHIP PROJECTS AND SUCCESSES

Maintenance of Mdantsane and Duncan Village Eco Parks

Implemented by the Directorate of Community Services, this project is ongoing and employs EPWP beneficiaries to maintain these eco parks. Its objectives are to clean up the open spaces (to prevent illegal dumping) and to promote efficient use of open spaces as recreational areas.

Maintenance of public facilities

Workers from the EPWP provide and maintain sanitation systems in informal settlements throughout the municipality, and assist with cleaning storm-water drains. They also maintain and rehabilitate asphalt and gravel roads, in conjunction with the Roads Department.

Coastal Protection Services project

This project is a partnership between the municipality's Community Services Department and the South African National Veterans Association. It employs military veterans and their children as coastal guards, to provide environmental protection, combat illegal activities, promote voluntary compliance and enhance public awareness. For more information, please see Section IV.



CHALLENGES

Although introduced on a small scale within the municipality, the EPWP has the potential to achieve more, provided the following are addressed:

- the lack of capacity in designing labour-intensive projects, reporting and coordinating projects;
- the institutionalisation of the EPWP within the municipality;
- the standard of reporting and coordination within the municipality; and
- achieving WOs of longer duration and targets.

LESSONS LEARNED

- The focus needs to be on offering sustainable household incomes, developing skills and providing services and assets.
- The risk of patronage exists and can lead to EPWP projects being hijacked by politicians (councillors) and candidates being selected based not on the EPWP guidelines but on patronage.
- Short-term, infrastructure-focused projects can have unintended consequences, such as beneficiaries becoming highly dependent on these jobs.
- A risk is that full-time or permanent city employees could be substituted with EPWP participants to do jobs that are the competency of city employees.



CITY OF JOHANNESBURG METROPOLITAN MUNICIPALITY

OVERVIEW OF THE EPWP IN THE CITY

Since 2004, the City of Johannesburg has used the EPWP to provide participants (especially women and youth) with temporary, labour-intensive work opportunities (WOs) as well as skills in paving, plumbing, project management, motor mechanics and horticulture, among others. Most city entities participate in the EPWP, and include the community development, health and housing departments, the Johannesburg Property Company and Joburg Fresh Produce Market.

The city's EPWP is implemented across three sectors: infrastructure, social, and environment and culture. The four EPWP flagship projects are currently the Waste Pickers project, Home Community-Based Care, Peace Officers' initiative and the Applied Performing Arts and Arts Management project.

POLICY AND IMPLEMENTATION

In July 2015, the Council approved the city's EPWP Phase III Policy Framework, which is aligned to the EPWP Phase III strategies, and ensures that core city departments and municipal entities comply with the EPWP. For the city, "every programme is an EPWP policy because, wherever the city is spending funds, especially on capital budget, there must be a creation of temporary work opportunities".¹¹

Changes or additions to the policy included the following:

- the City of Johannesburg Growth and Development Strategy 2040;
- City of Johannesburg EPWP coordination (with the Executive Mayor as the overall coordinator, and political coordination by the MMC: Economic Development), and the City of Johannesburg Regions as standing members of the EPWP Steering Committee;
- EPWP targets for Phase III (2014/15–2018/19);
- the exit strategy.

When recruiting EPWP participants and implementing projects, the city complies with the EPWP Guidelines 3rd Edition (2015), Ministerial Determination 4, No. 35310 (2012), Code of Good Practice, No. 34032, (2011) Sec 87 (2), Basic Conditions of Employment Act (Act 75 of 1997), and the City of Johannesburg EPWP Phase III Policy Framework (2015).

PART III
CITY PROFILES

PART III
CITY PROFILES

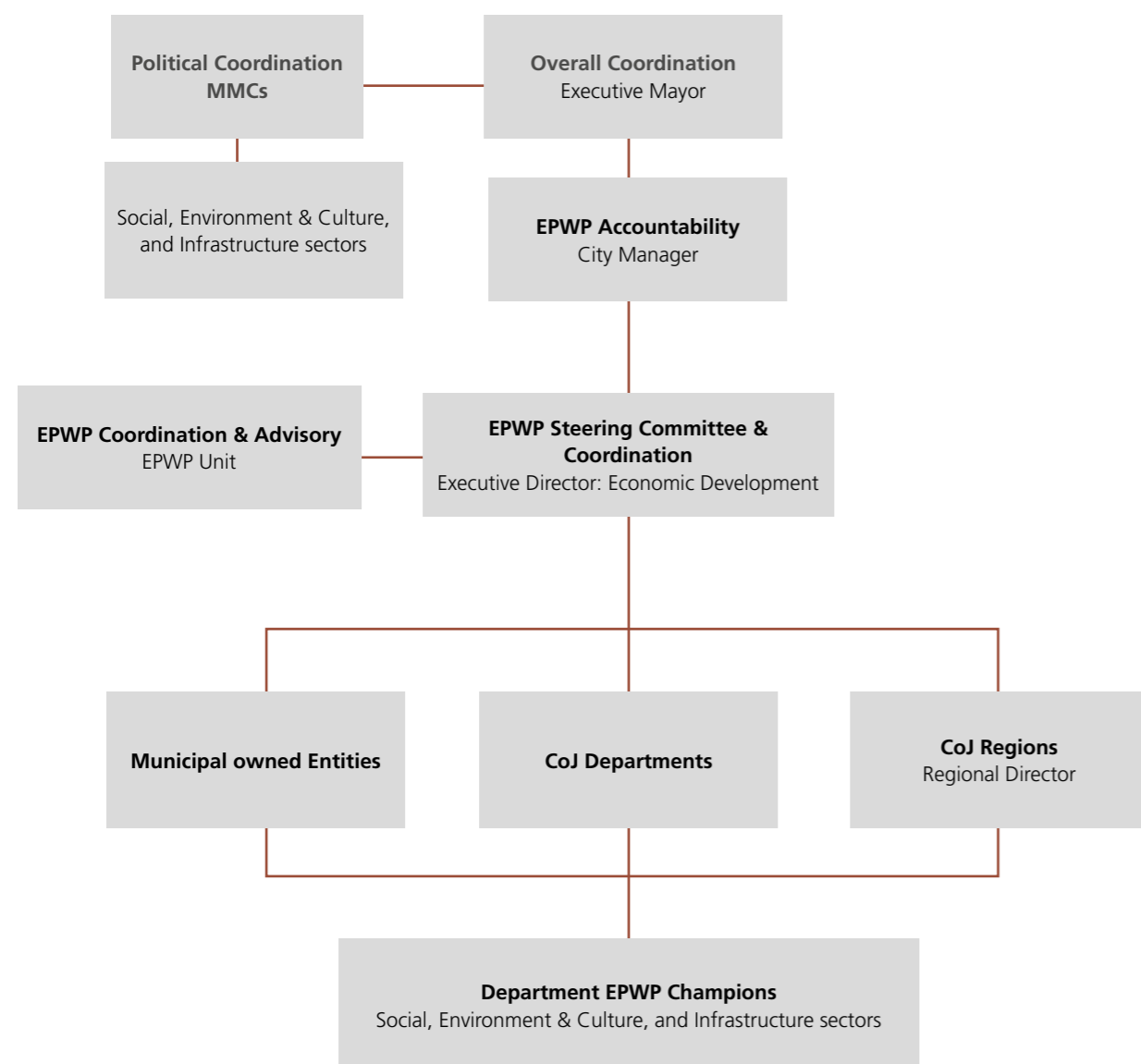
INSTITUTIONAL ARRANGEMENTS

A dedicated unit within the Department of Economic Development (DED) coordinates, monitors and evaluates progress in the implementation of EPWP projects.

An EPWP Steering Committee, which is chaired by the DED's Executive Director, is responsible for the overall EPWP coordination within the city. Representatives ("EPWP champions") from all city departments and municipal-owned entities attend monthly meetings. These champions are responsible for monitoring and reporting on the implementation of EPWP projects in their department or municipal entity.

The city's EPWP unit currently has two vacancies, for an administrative assistant and a bookkeeper. The city has employed six data capturers (interns) to assist with data collection and reporting. Figure 30 shows the approved institutional arrangements.

Figure 30: City of Johannesburg institutional arrangements



BUDGET ALLOCATIONS

The incentive grant contributes less than 1% of the city's annual capital and operational budgets that are allocated to departments and municipal entities. Table 10 shows the incentive grant allocated and transferred to the City of Johannesburg, as well as expenditure for the year.

Table 10: City of Johannesburg budget allocations (2016/17)

Total grant allocation	R47.61 million
Total grant funding received	R47.61 million
Cumulative spending (to date)	R42.86 million
Balance	R4.75 million
% spending (of allocation)	90%
% spending (of transfer)	90%

PROGRESS

The City of Johannesburg implemented EPWP projects in the infrastructure, social, and environment and culture sectors. In 2016/17, youth comprised 63%, women 36% and people with disabilities 0.75% of the temporary workforce.

Table 11: City of Johannesburg EPWP progress (2016/17)

Number of projects implemented	208
Number of WOs created	14 559
Number of FTEs	5716
Number of training days	78
Expenditure	R1 600.37 million
Wages paid	R185.92 million

FLAGSHIP PROJECTS AND SUCCESSES¹²

The Waste Pickers project

This project is implemented through the Environment and Infrastructure Services Department, and involves recovering recyclable waste from households and industries. See Section IV for more information about this project.

Home Community-Based Care initiative

This project, which is run through the Health Department, includes health promotion, HIV counselling and testing, and queue marshalling at primary healthcare facilities. In 2016/17, the initiative created 230 job opportunities.

Johannesburg Metro Police Department's Peace Officers initiative

Initially conceived as a tourism ambassadors' project ahead of the 2010 Soccer World Cup, this initiative has subsequently created more than 700 work opportunities, with over 260 beneficiaries finding employment as full-time police officers.

Applied Performing Arts and Arts Management

The project, which is implemented through the Johannesburg City Theatre (JCT), seeks to turn community-based theatre groups into companies or organisations that are business conscious, irrespective of whether they are for profit or not. In 2016/17, the city appointed 105 candidates who had been awarded certificates in humanities by Wits School of Arts.

CHALLENGES

Some of the challenges faced by the City of Johannesburg in 2016/17 are listed below.

- Failure to reach WO targets for people with disabilities.
- Disputes around the EPWP wage rate; the city has been unable to reach a resolution through the consultation process aimed at standardising the rates.
- Work disruptions or stoppages, which delay implementation and, ultimately, compromise the city's ability to meet EPWP targets.
- Not all the changes, as reflected on the approved City of Johannesburg EPWP Phase III Policy Framework, have been implemented.
- Record-keeping by contractors on site is poor.
- Some EPWP participants have expectations of permanent absorption.

LESSONS LEARNED

- The longer that EPWP participants are kept in the projects, the higher the expectations of permanent absorption. Therefore, the city does not allow EPWP participants to stay in one project for longer than 12 months.
- Reporting bodies tend to report only compliant WOs.
- Reporting will always be compromised if the reporting bodies do not have EPWP-dedicated personnel or champions for accountability and responsibility.



CITY OF TSHWANE METROPOLITAN MUNICIPALITY

OVERVIEW OF THE EPWP IN THE CITY

In 2016/17, the City of Tshwane reported 294 EPWP projects across the infrastructure, social, and environment and culture sectors. The projects were implemented by contractors as well as directly by the city. Most work opportunities in the environment and culture sector came from the youth greening project, Vat Alles.

The city reported the creation of 9096 WOs, or about 42% of the target of 21 356 WOs. The number should have been higher, but problems with the management information system meant that not all WOs were reported. Reporting was easier for projects in the social and environment and culture sectors, as the city directly implements these projects.

POLICY AND IMPLEMENTATION

In November 2014, the council approved the city's EPWP policy aligned to Phase III. The five-year policy is supported by EPWP business and sector plans and provides guidance on implementing EPWP in the city. It includes a background to the EPWP, national and provincial perspective of the EPWP, coordination within the City of Tshwane, an overview of EPWP sectors, job creation targets, and beneficiary recruitment and reporting processes.

The city recognises that no single policy offers the solution to addressing unemployment. What is needed is a sustained period of accelerated and inclusive economic growth and a comprehensive set of short- and long-term policy reforms and initiatives. These should encompass increasing the demand for labour, improving education and skills, and labour-market interventions to improve the employability of young people.

INSTITUTIONAL ARRANGEMENTS

In 2016, the restructuring of the city saw the introduction of group heads who are responsible for more than one department. The EPWP moved from the Economic Development Department to the Community and Social Development Department. The Executive Mayor and the MMC for the Community and Social Development Department are the EPWP political champions, while the City Manager is the administrative champion.

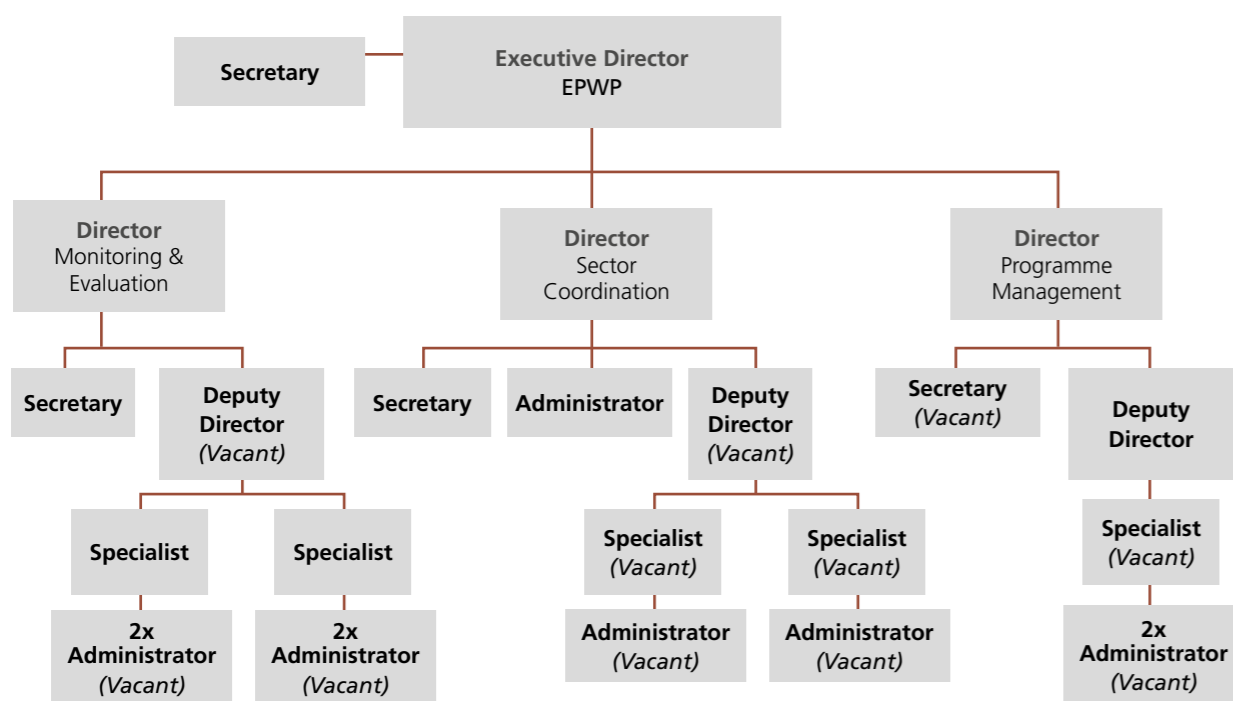
An EPWP Steering Committee was established comprising EPWP champions from each of the city's departments and regions.

Figure 31: City of Tshwane higher-level institutional arrangements



Figure 32 shows the structure of the EPWP unit within the Community and Social Development Department. The EPWP sectors are coordinated by sector specialists in the unit who are aligned to different departments. City departments report on WOs created from their line budget through these sector specialists.

Figure 32: City of Tshwane EPWP unit institutional arrangements



The city is striving to fill all vacant positions, as each position in the structure plays an important role in the efficient implementation of the EPWP.

BUDGET ALLOCATIONS

In 2016/17, the city received incentive grant funding of R50.25 million and spent 100% of the allocation (Table 12).

Table 12: City of Tshwane budget allocations (2016/17)

Total grant allocation	R50.25 million
Total grant funding received	R50.25 million
Cumulative spending (to date)	R50.25 million
Balance	R0
% spending (of allocation)	100%
% spending (of transfer)	100%

The grant was spent on the youth greening (Vat Alles) project, which created more than 5000 WOs, and on project administrators who assisted with the data management. Although the grant amount was higher than in previous years, the city also contributed an additional R116 million to keep the project running.

PROGRESS

In 2016/17, the city's 197 projects created 9096 WOs, as verified on the city's management information system (Table 13).

Table 13: City of Tshwane EPWP progress (2016/17)

Number of projects implemented	197
Number of WOs created	9096
Number of FTEs	2939
Number of training days	933
Expenditure	R117.93 million
Wages paid	R101.56 million

The WOs were created in the following sectors:

- Environment and culture: 4499 WOs created (95% of the target of 4723)
- Infrastructure: 3127 WOs created (19% of the target of 16 089)
- Social: 1470 WOs created (270% of the target of 544)

It should be noted, however, that not all the WOs created were captured because of system problems. About 6518 WOs were not verified, including training opportunities for 170 beneficiaries in financial management (115), environmental practice (29) and application, dilution and storage (26).

The city fell short of the demographic targets for youth, women and people with disabilities: 47% youth (target 55%), 47% women (target 55%) and 1% people with disabilities (target 2%).

FLAGSHIP PROJECTS AND SUCCESSES

The *Tshepo 10000* initiative and the Vat Alles project continued to contribute to the WOs created by the city. In addition, two new initiatives were launched.

The city's Sustainability Division implemented the Tshwane Food and Energy Centre (TFEC), creating 25 sustainable WO in farming livestock and crops (see Section IV for further information), while the Research and Innovation Division implemented the Water Hygiene Convenience Leak-less Valve pilot project, which created 20 WOs.



OVERVIEW OF THE EPWP IN THE CITY

The city implements EPWP projects in the infrastructure, social, and environment and culture sectors. Although the infrastructure projects adhere to the EPWP conditions, the short duration of the projects means that the reporting element is often neglected, resulting in lower figures than for the other sectors. Projects include the Clean City programme and the Lungile Mtshali project. The Clean City programme created more than 4000 WOs, while the Lungile Mtshali project created over 3000 WOs.

Up until November 2016, when the city's EPWP policy was approved, there was no document that guided EPWP implementation, and so few departments adhered to the EPWP conditions. In 2016/17, service level agreements were signed between the Department of Economic Development (the EPWP coordinating department) and all the other implementing departments, and annual targets for the next three years were set. The introduction of a certificate of compliance system, which indicates the department's performance against the targets and is used to assess heads of departments, has led to improved implementation.

POLICY AND IMPLEMENTATION

In November 2016, the city approved its first EPWP policy, which guides how the EPWP should be implemented within the city, and contains certain recommendations.

- Appoint only accredited training providers to develop skills within communities through EPWP training programmes.
- Maximise the percentage of the city's annual total budget retained within local communities through wages and the procurement of goods and services from local manufacturers, suppliers and service providers.
- Adopt and align clusters' and departments' annual business plans to the EPWP and prioritised socio-economic objectives.
- Clearly define key performance indicators to monitor, evaluate and report all EPWP initiatives, including those being implemented using Provincial and National Government budgets.
- Re-engineer the planning, design and implementation of projects within the city so as to maximise employment opportunities per unit of expenditure.

The policy describes how the functions of all departments and units within the city should contribute towards achieving EPWP objectives, and the importance of entrenching the EPWP methodology within the Integrated Development Plan. It also provides guidance on participants: their recruitment, demographics and conditions of employment.

All systems ensure that the city complies with the EPWP employment conditions. Projects where participants are paid directly through the city's payment system adhere to all employment conditions including minimum wage, leave, signing of contracts, Unemployment Insurance Fund, etc. The payment system is designed in such a way that no payment may be processed without a contract signed between the employer and the participant.

INSTITUTIONAL ARRANGEMENTS

The EPWP political champion is the mayoral committee member in charge of economic development and city planning, and the Head of Department: Economic Development is the administrative champion (Figure 33).

CHALLENGES

- There were protests by beneficiaries wanting to be employed for longer periods and demanding permanent employment.
- Problems with the management information system meant that not all WOs and training could be reported. The city created 15 614 WOs (73% of the target), more than the 9096 WOs reported.
- Quarterly site visits revealed that the city lost WOs created in the infrastructure sector through subcontracting.
- Insufficient funding prevents more WOs being created.

LESSONS LEARNED

- Although employment of longer duration brings the benefit of FTEs, it also raises expectations of permanent employment.
- Champions play a key role in ensuring improved EPWP performance in the city, especially if the champion is also a project manager.
- Providing performance feedback on a quarterly basis to departments/regions creates more awareness about the EPWP and an obligation to meet the target.

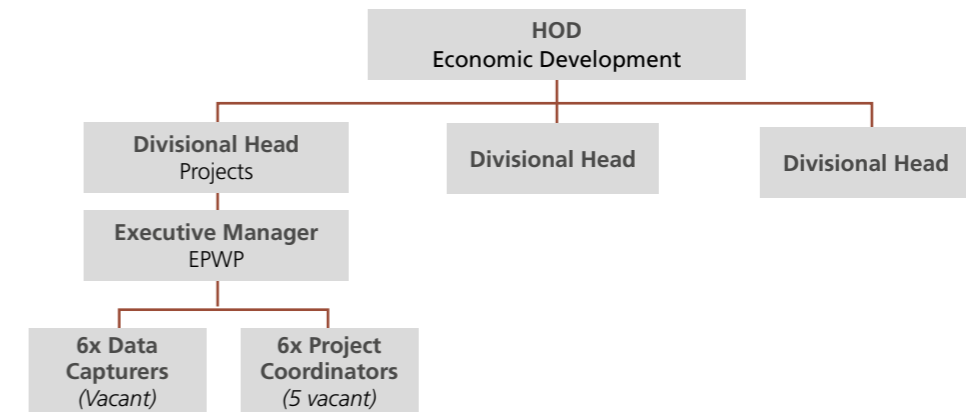


Figure 33: Ekurhuleni higher-level institutional arrangements



The municipality has approved the EPWP structure (Figure 34), but only certain critical posts can be advertised. Most of the posts are vacant, with only the posts for divisional head and programme manager and one project administrator post filled.

Figure 34: Ekurhuleni EPWP unit institutional arrangements



BUDGET ALLOCATIONS

Ekurhuleni received incentive grant funding of R22.1 million (Table 14), which was allocated to two projects: the Community Emergency Response Team (CERT) received R5 million and created 500 WOs, while the Primary Health Support Programme received R17.1 million and created 706 WOs.

A positive outcome of the grant is that departments that receive the budget allocation have started to realise the value of the programme, and improved their reporting and compliance. The only challenge experienced is that the municipality finds out very late what amount is allocated, resulting in insufficient time for planning of projects.

Table 14: Ekurhuleni budget allocations (2016/17)

Total grant allocation	R22.13 million
Total grant funding received	R22.13 million
Cumulative spending (to date)	R19.72 million
Balance	R2405
% spending (of allocation)	100%
% spending (of transfer)	100%

PROGRESS

Strikes by EPWP participants demanding full-time employment led to projects being closed before the envisaged completion date. Lungile Mtshali and the Clean City programme were the most affected and had to shut down during the year.

Despite this, Ekurhuleni's projects performed well in the social sector and environment and culture sector. However, the infrastructure sector performance lags, and all efforts are currently directed at making it a success.

Table 15: Ekurhuleni EPWP progress (2016/17)

Number of projects implemented	53
Number of WOs created	8412
Number of FTEs	3778
Number of training days	2
Expenditure	R200.88 million
Wages paid	R101.75 million

FLAGSHIP PROJECTS AND SUCCESSES

Primary Health Care Support Programme

This programme provides support to the 91 clinics managed by the city. EPWP participants assist clinic staff with cleaning and maintenance (of garden and buildings), marshalling patients, filing and data capturing, and interacting with the youth. For more information, please see Section IV.

Community Emergency Response Team (CERT)

This programme trains volunteers (including EPWP participants) in basic disaster management that will enable them to deal with incidents such as shack fires. The training provided includes basic hazardous material awareness, disaster preparedness and response, fire safety and suppression, first aid, disaster medical operations and disaster psychology, public education and safety around the home.

The municipality has established CERTs in 119 informal settlements, and each team is linked to the nearest fire station. CERT members assist in treating people and in evacuating the area to reduce immediate dangers, until the fire and emergency personnel arrive. The programme has led to a reduction in the fatality rate in informal settlement fires, the reporting of over 1600 fires since 2012/13 and an improved relationship between communities and the emergency services.

CHALLENGES

In 2016/17, challenges to the implementation of the EPWP included the following.

- Union involvement, which led to two major projects shutting down very early in the year, drastically reducing the overall FTEs achieved: the Lungile Mtshali project stopped at the end of August 2016, while the Clean City programme closed down in December 2016.
- Under-reporting, which results in the false impression that the programme is performing poorly.
- Some consultants and contractors not complying with the EPWP requirements when employment is outsourced.

LESSONS LEARNED

Measures must be in place to ensure compliance. Since the introduction of certificates of compliance and service level agreements, the compliance by departments in terms of implementation and reporting has improved.



ETHEKWINI METROPOLITAN MUNICIPALITY

OVERVIEW OF THE EPWP IN THE CITY

Job creation remains a top priority of eThekweni's Mayor Zandile Gumede. The city has prioritised and promoted EPWP principles in as many projects as possible, culminating in 112 projects being reported. The city has implemented EPWP projects across all sectors, especially in the infrastructure sector. Compared to 2015/16, WOs increased from 13 016 to 14 948, while FTEs increased from 6376 to 8200 over the past year. The municipality expects to achieve, if not exceed, its Phase III, five-year target of 38 419 FTEs. This is in large part thanks to the hard work by the various stakeholders.

POLICY AND IMPLEMENTATION

The previously approved eThekweni EPWP policy has been effectively implemented and is being aligned to EPWP Phase III. The policy has been circulated for review and comment among senior managers. The aim is to integrate the EPWP principles into the development plans of all funded and un-funded projects implemented. The finalisation of the policy will help entrench the objectives, goals and vision of the EPWP within eThekweni, and significantly enhance capacity within the EPWP unit and the overall implementation of the programme.

The national Department of Public Works appointed two technical support services consultants to assist in improving data capturing. The EPWP reporting system is working better, having been in use for over a year. However, erratic downtime posed a challenge, hampering the progress and frustrating staff at certain times.

Although the municipality does not have a clearly defined recruitment processes for selecting participants, the recruitment guidelines compiled by the national Department of Public Works will be used, once approved.

This year, the city increased the wage rate from R112 per day to R130 per day for general workers. It is above the national minimum daily wage rate. Council has approved an annual increment that is in line with the municipal annual increase, which takes into account prevailing inflation rates, and complies with the ministerial determination governing EPWP participants.

INSTITUTIONAL ARRANGEMENTS

Within the city, the Mayor is the political champion for EPWP, while the City Manager is the administrative champion responsible for providing support and coordinating EPWP across all sectors. The EPWP has been positioned in the Office of the City Manager. The dedicated EPWP unit, located within Rural Area-based Management, is responsible for overall coordination and administrative support of the programme.

The EPWP task group, consisting of champions for each cluster/sector within the municipality, also supported the coordination of EPWP. The task group included representatives from treasury, skills development, supply chain management and human resources. The task group managed the coordination of the EPWP and was directly responsible for ensuring integrated planning, coordination, monitoring and reporting of all EPWP activities within each cluster. No changes were made to the EPWP institutional arrangements during 2016/17 (Figure 35).

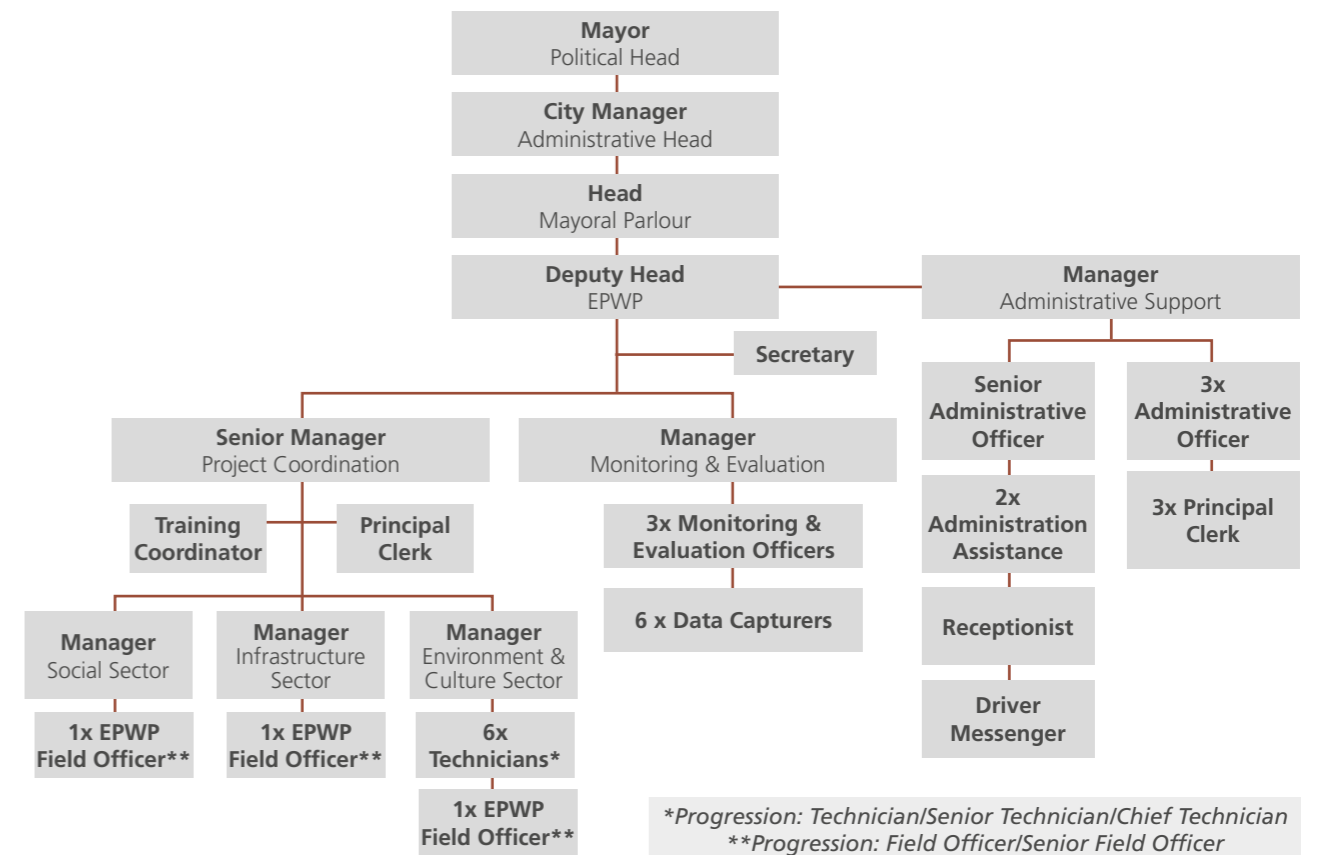


Figure 35: eThekweni higher-level institutional arrangements



A new structure for the EPWP unit is being finalised (Figure 36). Several vacant positions are adversely influencing the coordination and success of EPWP within the municipality. However, the vacant positions will be filled and restructuring within the department will be finalised before the end of the next reporting period.

Figure 36: eThekweni EPWP unit institutional arrangements



BUDGET ALLOCATIONS

Although the city receives a significant amount from the incentive grant allocation, in 2016/17 the main EPWP funding sources were the city's capital and operational budgets, as well as various grants and institutional funding. By using internal funding, the city has been able to maximise the available WOs created.

Table 16: eThekweni budget allocations (2016/17)

Total grant allocation	R49.48 million
Total grant funding received	R49.48 million
Cumulative spending (to date)	R49.48 million
Balance	0
% spending (of allocation)	100%
% spending (of transfer)	100%

PROGRESS

eThekweni Municipality implemented EPWP projects in the infrastructure, social, and environment and culture sectors. There has been an overall increase in performance from the previous reporting period: FTEs increased by 28.61% and WOs increased by 14.84%, while the number of projects increased from 58 to 112 (Table 17).

Table 17: eThekweni EPWP progress (2016/17)

Number of projects implemented	112
Number of WOs	14 948
Number of FTEs	8200
Number of training days	1397
Expenditure	R333.78 million
Wages paid	R254.39 million

In addition, system problems meant that the municipality was unable to report and verify an additional 2132 WOs and 1335 FTEs. If included, the city created 17 080 WOs and 9535 FTEs.

The city surpassed one of the demographic targets – the share of women beneficiaries in the EPWP:

- Youth: 32.6% (target 55%)
- Women: 68.7% (target 55%)
- People with disabilities: 0.4% (target 1%)

FLAGSHIP PROJECTS AND SUCCESSES

Community Water Agents

In 2016, the eThekweni Water and Sanitation Unit (EWS) started using EPWP participants as Community Water Agents, to increase the unit's footprint across the municipality. The initiative is focused on timeously reporting leaks, bursts, blockages, illegal connections and water supply interruptions; providing education and awareness on drought and general water conservation to mitigate the impact of the drought; directing plumbers and contractors when they arrive to carry out repairs, and water tankers to where they are mostly needed; and troubleshooting and proactively alerting the unit on issues that may cause community unrest. Reporting is enhanced through the use of a WhatsApp reporting line, which won gold in the Best Public Service Implemented Programme or Project of the Year category during the Premier's Service Excellence Awards.

The programme is fairly new and its structure is changing to achieve more effective supervision, with wards being clustered into zones that each have a supervisor. Positive outcomes from the initiative include:

- enhanced communication between EWS, councillors, ward committees and the community at large;

- increased and timeous reporting of leaks, bursts, sewer blockages and water interruptions;
- fewer service delivery protests, as water and sanitation issues are flagged and dealt with proactively;
- plumbers being directed swiftly, thereby saving time and resources;
- equitable distribution and direction of water tankers to cover all areas affected by water shortages; and
- mitigation of the impact of drought (to a certain degree).

Communal Ablution Blocks

The community ablution blocks (CABs) are a temporary solution designed by the municipality to address the inadequate provision of water and sanitation in informal settlements. CABs began as modified shipping containers that are connected to the municipal sewerage and water systems. They are provided to informal settlements in pairs: one for women and one for men. Each CAB has two showers with doors, two flush toilets with doors, two hand basins and a small locked storeroom for cleaning materials. In addition, the containers used by men have two fitted urinals. On the outside of each container are four basins used for washing clothes. Lighting is provided at night and improves the safety of users, particularly women and children.

The CABs are now being constructed from scratch instead of using shipping containers. This has generated employment, as people from the community were employed to assist in the construction process. These local labourers acquired building skills, which they can use in seeking further job opportunities.

CHALLENGES

- The city has identified several challenges that affect the implementation of the EPWP.
- The reporting system's additional mandatory compliance requirements, resulting in WOs being rejected and periods of downtime.
- Under-reporting from line departments because of projects managers not buying into the EPWP
- Contractors refusing to submit data because this was not part of their contractual agreement.
- Resistance from data compilers to use the templates, which they find too time-consuming.
- Late implementation of projects due to poor planning and delays in procurement processes.
- Recruitment setbacks and staff challenges (expectation of permanent employment).
- Training person days not being reported.
- Total project cost and outputs not being reported monthly.
- Inability to meet employment demographics target, especially for people with disabilities.
- Lack of funding to support EPWP within eThekweni Metro.

LESSONS LEARNED

- EPWP reporting requirements should be incorporated into supply-chain contract documents, and reporting of training days should be compulsory.
- There should be follow-up on data capture rejections which impact on the accuracy of reported statistics.
- There should be induction of EPWP practitioners.
- Recruitment challenges will be addressed once the Department of Public Works has approved the Recruitment Strategy Guidelines.
- Line department managers need to be trained to align their programmes with job creation initiatives and include them in their annual operational plans.
- Project managers must be encouraged to provide for EPWP within their municipal budgets, especially for training and personal protection equipment.
- Institutional arrangements must be in place to provide strategic focus and coordination of EPWP.
- There needs to be timeous and accurate reporting, so that any deviations from plan can be addressed early on.
- Exit strategies should be defined, especially with contractors.



MANGAUNG METROPOLITAN MUNICIPALITY

OVERVIEW OF THE EPWP IN THE CITY

The city has implemented projects in the infrastructure, social, and environment and culture sectors, with infrastructure projects dominant. The city is working tirelessly to improve the understanding of the EPWP, its objectives and compliance within the municipality, to ultimately enhance performance and compliance.

POLICY AND IMPLEMENTATION

In 2016, Mangaung reviewed its EPWP policy, which has been approved by council. The city continues to ensure that EPWP projects are implemented in accordance with the ministerial determination, and all codes of practice are followed.

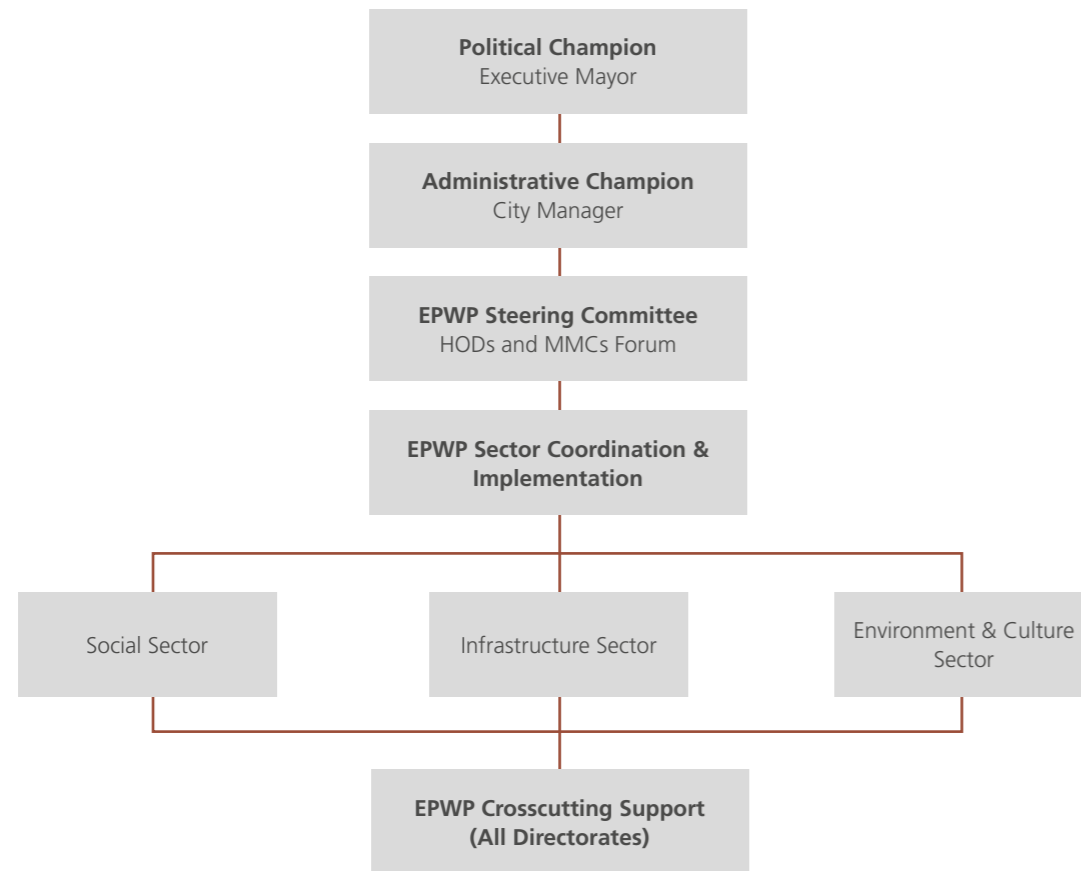
EPWP participants working in Mangaung projects are encouraged to be employed under the conditions of employment as stipulated in the ministerial determination and Code of Good Practice for the EPWP. The municipality makes an effort to ensure that its projects fully comply with all labour legislation, such as the UIF, COIDA, and the Occupational Health and Safety Act (Act No.130 of 1993).

INSTITUTIONAL ARRANGEMENTS

Mangaung does not have a structure specific to the EPWP. Figure 37 shows the structure in the city that manages and coordinates EPWP implementation. Two project coordinators were appointed under the Manager: Service Delivery Monitoring Unit in order to build institutional capacity in the city. The manager acts as a central point of contact for departmental coordination.

The municipality has identified the following directorates as potential contributors to EPWP: Social Services, Engineering Services, Fleet and Waste Management, Human Settlements and Housing, Corporate Services, the Office of the Executive Mayor (Youth Unit) and Planning.

Figure 37: Mangaung institutional arrangements



BUDGET ALLOCATIONS

Table 18 shows the incentive grant allocation for the municipality, along with the expenditure for 2016/17.

Table 18: Mangaung budget allocations (2016/17)

Total grant allocation	R5.15 million
Total grant funding received	R5.15 million
Cumulative spending (to date)	R2.48 million
Balance	R2.67 million
% spending (of allocation)	48%
% spending (of transfer)	48%

PROGRESS

The Mangaung Metropolitan Municipality implemented projects in the social, infrastructure, and environment and culture sectors.

Table 19: Mangaung EPWP progress (2016/17)

Number of projects implemented	27
Number of WOs created	1208
Number of FTEs	169
Number of training days	80
Expenditure	R7.85 million
Wages paid	R6.06 million

FLAGSHIP PROJECTS AND SUCCESSES

Zimbabwe Poverty Alleviation Project

The pilot Zimbabwe programme started in April 2014. The programme targets destitute women-headed households to provide essential road maintenance and other labour-intensive activities. Households, rather than individuals, are contracted, to facilitate the continuity of employment for the household, not the individual. The work carried out by contractors includes cleaning of the road surface, and cleaning of drains, channels and verges.

Vuk'uphile Learnership Programme

This programme is a contractor development programme aimed at developing emerging contractors into fully fledged contractors able to execute labour-intensive projects. Under the programme, Mangaung appoints learnership contractors and supervisors who work on sanitation, road and storm-water projects.

CHALLENGES

The city experienced several challenges in 2016/17.

- Difficulties with the reporting of EPWP projects and WOs because of the new system requirements, along with delays in submission of quality data.
- EPWP reporting-system problems (submission of non-compliant documentation);
- Non-compliance from some EPWP project implementers.

LESSONS LEARNED

- An EPWP data-management centre is needed to manage and control data, and capture it into the EPWP system.
- Continuous workshops must be conducted with all stakeholders in Mangaung, such as service providers, project implementers, line departments and councillors, to ensure clear understanding of the EPWP and its components.

OVERVIEW OF THE EPWP IN THE CITY

Effective from 3 November 2014, an EPWP unit has been set up within the Community Services Business Unit, comprising a manager and three EPWP administrative assistants. Other business units in the municipality are lobbied to be part of the EPWP Steering Committee. In line with EPWP Phase III, EPWP policy incorporating set targets was amended and approved at a full council meeting on 25 February 2015, and was implemented from 1 July 2015.

POLICY AND IMPLEMENTATION

The EPWP policy was approved for the first time on 25 September 2013, and adopted by the municipality. Further amendments to the policy were made for alignment with Phase III targets and principles, and approved by the municipality on 25 February 2015.

EPWP beneficiaries are sourced from a municipal unemployment database. The beneficiaries perform general maintenance duties which include grass cutting, scuffing of gutters, street sweeping, clearing of illegal dumping within the boundaries of the city and maintenance of city gardens on a contract of three days a week for a period of 12 months. All beneficiaries are remunerated on a monthly basis at a rate of R120 per day and Conditions of Service are observed according to the existing ministerial determination guidelines.

INSTITUTIONAL ARRANGEMENTS

A dedicated EPWP management team, with one acting manager and three EPWP administrative assistants, is responsible for capturing and reporting all EPWP-related projects in Msunduzi Municipality (Figures 36 and 37).

BUDGET ALLOCATIONS

The municipality relied on incentive grant funding as well as allocations from the capital- and operating-expenditure budgets to implement projects during this period. The limited availability of the municipal budget constrained the implementation of proposed EPWP projects. Table 20 shows the incentive grant funding allocated to the municipality for 2016/17, along with the expenditure.

Table 20: Msunduzi budget allocations (2016/17)

Total grant allocation	R6.81 millions
Total grant funding received	R6.81 millions
Cumulative spending (to date)	R3.255 millions
Balance	R3.55 millions
% spending (of allocation)	48%
% spending (of transfer)	48%

Figure 38: Msunduzi higher-level institutional arrangement

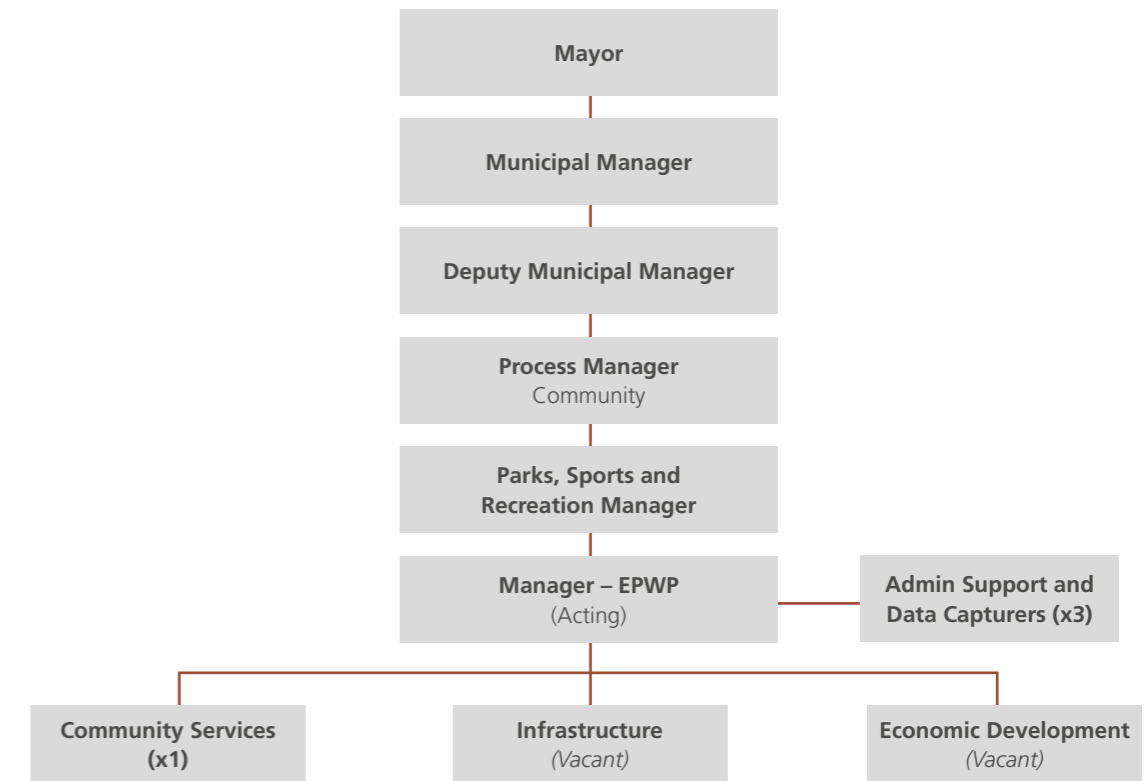
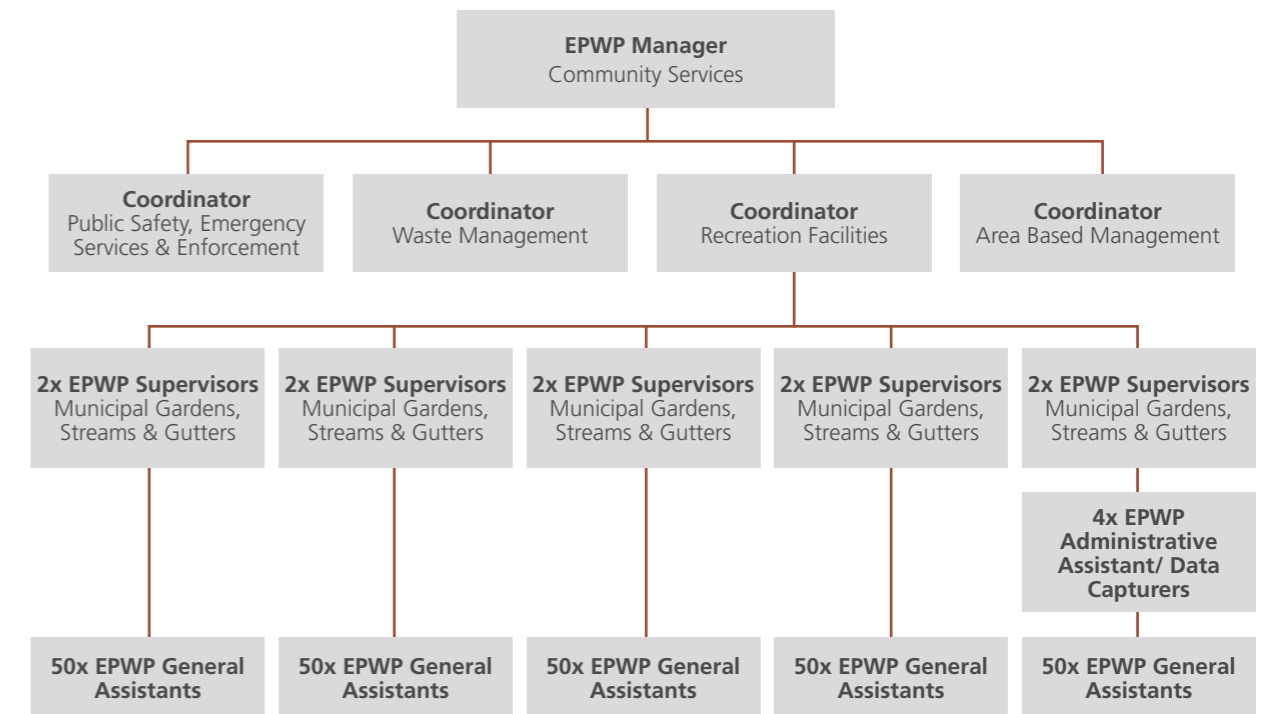


Figure 39: Msunduzi EPWP unit institutional arrangements





PROGRESS

Msunduzi Municipality implemented EPWP projects in the infrastructure, social, and environment and culture sectors. Table 21 shows the progress of the municipality's EPWP across these sectors during 2016/17.

Table 21: Msunduzi EPWP progress (2016/17)

Number of projects implemented	17
Number of WOs created	779
Number of FTEs	201
Number of training days	0
Expenditure	R15.49 millions
Wages paid	R7.20 millions

FLAGSHIP PROJECTS AND SUCCESSES

Revitalisation of Alexandra Park

The municipality took over the running of this project, which was started by the provincial Department of Environmental Affairs in May 2015. A total of 64 beneficiaries were appointed on a contract of 12 months to work on revitalising the park. After the revitalisation, the park now includes a children's play area, a people's park, ablution facilities, pedestrian walkways, a chess amphitheatre and pergolas.

Ward-based integrated maintenance and city beautification

A total of 780 beneficiaries have been appointed for a period of 12 months, starting in June 2017 and working rotational three days a week. Each ward has a maintenance crew of 20 to address challenges within the area. Their duties include beautifying the city entrances by planting a mixture of colourful flowers and vegetables, which will benefit disadvantaged communities during harvesting periods.

CHALLENGES

The city's challenges are listed below.

- Non-functioning EPWP Steering Committee.
- Non-reporting of infrastructure sector projects.
- Non-representation of people with disabilities in the EPWP.

LESSONS LEARNED

- All municipal officials and practitioners should be educated about the EPWP to ensure effective and efficient implementation, reporting and monitoring.
- Projects implemented through the EPWP grant must be identified at an early stage so all logistics (e.g., approval, procurement) are concluded early to avoid delays.



NELSON MANDELA BAY METROPOLITAN MUNICIPALITY

OVERVIEW OF THE EWPW IN THE CITY

The EPWP unit is located in the office of the Chief Operating Officer, which is an extension of the city manager's office. Politically, the COO's office falls under the Deputy Mayor. The city is in the process of revitalising the EPWP and developing a skills database of all those who have participated in municipal EPWP projects, so that businesses can access people with relevant skills. There will be a greater focus on skills development that empowers beneficiaries to access further employment opportunities.

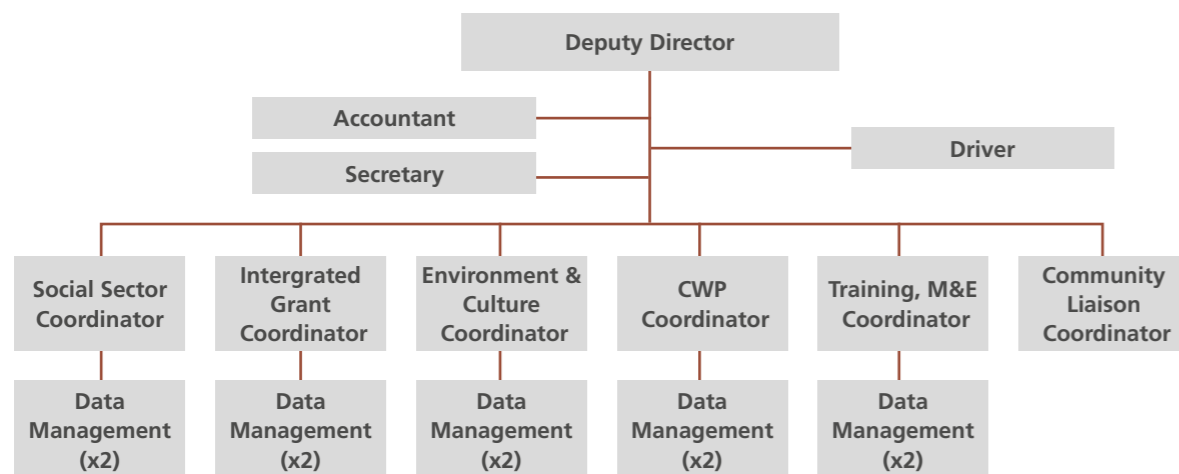
POLICY AND IMPLEMENTATION

Although the city's EPWP policy has not been reviewed since 2011, executive directors have made inputs over the years. This policy still guides the framework for implementing the EPWP in Nelson Mandela Bay. A Public Employment Programme committee (political and technical), established in September 2014, leads the EPWP.

INSTITUTIONAL ARRANGEMENTS

Figure 40 shows the institutional arrangements for Nelson Mandela Bay.

Figure 40: Nelson Mandela Bay institutional arrangements



BUDGET ALLOCATIONS

Table 22 shows the incentive grant allocation to Nelson Mandela Bay for 2016/17, along with the expenditure.

Table 22: Nelson Mandela Bay budget allocations (2016/17)

Total grant allocation	R8.50 million
Total grant funding received	R8.50 million
Cumulative spending (to date)	R1.93 million
Balance	R6.57 million
% spending (of allocation)	23%
% spending (of transfer)	23%

PROGRESS

The municipality implemented EPWP projects in the infrastructure, social, and environment and culture sectors. Table 23 shows the progress of the municipality's EPWP across these sectors during 2016/17.

Table 23: Nelson Mandela Bay EPWP progress (2015/16)

Number of projects implemented	105
Number of WOs created	2431
Number of FTEs	724
Number of training days	0
Expenditure	R95.80 millions
Wages paid	R26.48 millions

FLAGSHIP PROJECTS AND SUCCESSES

Maintenance of Settlers' Park

In 2016/17, the Nelson Mandela Bay Municipality hired more than 80 EPWP workers to maintain Settlers' Park, which is known as the city's green lung and is rich in bird and fauna life. Part of their job is to eradicate invasive alien plants that were one of the contributing causes of fires in the area. Settlers' Park is an important ecotourism attraction. Workers learn invaluable skills, such as being able to identify alien species, that will assist in finding work in other fields.

Storm-water maintenance project

More than 220 EPWP workers are employed to unblock and clean drains, canals and catchpits in the Nelson Mandela Bay Municipality. They will also create awareness about illegal dumping in drains and remove overgrown grass from ditches and drains. The project is part of the city's plan to deliver world-class infrastructure.

CHALLENGES

The city's main challenges included the following.

- Lower reported numbers of WOs and FTEs because of line directorates under-reporting or a lack of creativity when designing projects.
- Executive directors not holding project managers to account for not reporting on WOs created.
- Delays in starting dates of projects due to wage-rate disputes.

LESSONS LEARNED

- Including EPWP targets on executive directors' scorecards improves performance and accountability.
- Accountability can be improved by having the EPWP report to its own Portfolio Committee.
- Compliance for tender documents would be improved if the EPWP were part of the Supply Chain Management Committees.



PART IV
CASE STUDIES



COASTAL PROTECTION SERVICES PROJECT – BUFFALO CITY

BACKGROUND

The Buffalo City Metropolitan Municipality (BCMM) contains rural and urban areas, with 70km of coastline, two marine-protected areas, three land-based coastal reserves, 12 coastal villages and 22 estuaries. Popular activities include recreational fishing and tourism, which exist alongside major industrial economic activity and high concentrations of urban population. Challenges along the coastline range from illegal dumping to land invasion, abalone poaching, illegal fishing, drowning at sea and waste/effluent discharge into rivers and sea. Criminal activities and lawlessness threaten the sustainability of marine biodiversity, disrupt government's orderly land-use planning processes, and negatively affect tourism and poor coastal communities.

Government has a legislative framework for combating illegal activities along the coast and for environmental management in general, e.g. the National Environmental Management Act, the National Water Act, mining legislation and relevant municipal by-laws. The challenge is enforcement of the legislation.

ABOUT THE PROJECT

In response to this challenge, the Coastal Protection Services (CPS) project was established, as a partnership between the BCMM's Community Services Department and the South African National Veterans Association. This partnership meets the objective of "ensuring that military veterans as a resource enhance the national workforce and contribute to the prosperity and development of the country; and contributing toward reconciliation and nation building" as stipulated in the Military Veterans' Act, 2011 (No. 18 of 2011).

Through the CPS project, military veterans and their children are employed as coastal guards, to provide environmental protection, combat illegal activities, promote voluntary compliance and enhance public awareness. Its work supports the objectives of Operation Phakisa, which seeks to grow the blue economy¹³ and to secure the coastal domain against all illegal activities that may compromise the integrity of the natural environment. The areas covered include Kwelera River, Eastern Beach, Fullers Bay, Leaches Bay and Hickmans River.

The coastal guards' functions are to:

- ensure the public's safety on beaches (trained in lifesaving and first aid);
- enforce by-laws relating to cleanliness and environmental safety of coastal areas;
- raise public awareness of the CPS's role and standards of conduct;
- conduct foot patrols along the coastline;
- refer illegal activities to the relevant authorities, e.g. SAPS and the Department of Health; and
- conduct anti-poaching operations.

The CPS project is made possible through a multi-departmental collaboration that includes the Integrated Environmental Management Programme and Communications, Municipal Services, Corporate Services Directorate, Local Economic Development, Infrastructure Directorate, Health, Public Capacity & Emergency Directorate, and Finance. The BCMM is primarily responsible for implementation and houses the CPS project within the Coastal

Conservation Unit of the Municipal Services Directorate. The municipality provides management support, municipal vehicles and access to basic municipal services. In addition, the project's external stakeholders comprise relevant national and provincial government departments, as well as private and non-governmental organisations involved with coastal and marine-related matters. These include the Department of Agriculture, Forestry and Fisheries (which provides intensive training in managing marine living resources, including legal regulations), the Eastern Cape Parks and Tourism Board and the Department of Public Works (which provided R2.4 million of funding).

ACHIEVEMENTS

The CPS project consists of two coordinators, eight team leaders and 38 rangers. Operational hours are from 6:00 to 18:00.

Since the CPS began in December 2016, the following has been achieved:

- A significant reduction in crime along the coastline
- Several arrests made in collaboration with the Metro Police and SAPS
- Recovery of various stolen properties
- Improved tourism
- Closing of an illegal shooting range at Leaches Bay
- Arrest of abalone poachers at Fullers Bay.

CHALLENGES

- Insufficient resources such as vehicles to patrol the 72 km of coastline, quad bikes for a speedy response, two-way radios, firearms and an office;
- Inadequate properly/appropriately branded personal protective equipment (PPE) and identification tags.
- The need for further training of participants as Peace Officers.
- Increased budget, to enable the project to progress beyond pilot stage.

LESSONS LEARNED

- Multiple stakeholder engagement (private and public) and commitment are needed.
- More resources should be allocated.
- A longer-term sustainability plan is required for more effective implementation of the project.
- Six months or one year is not enough to pilot a project of this magnitude.

PRIMARY HEALTH CARE SUPPORT PROGRAMME – EKURHULENI

BACKGROUND

As Ekurhuleni Metropolitan Municipality covers a large area, several primary health care centres/clinics have been built in recent years so that all patients can be within 5km of a clinic. At present, the municipality manages 91 clinics. To make the clinics more efficient, the municipality needed to supplement their full-time staff. Therefore the Primary Health Care Support Programme was established, to provide volunteers to assist in clinics.

ABOUT THE PROGRAMME

Ekurhuleni formed a partnership with Love Life to incorporate their volunteers who were already visiting schools in their areas, running after-school programmes, befriending teenagers visiting the clinics and referring them, if necessary, to social workers or psychologists. In addition to the youth working with Love Life, programme participants include community members who were already volunteering at clinics, about 50 military veterans and disabled people.

The EPWP participants assist with cleaning, data capturing, filing, record keeping, marshalling patients (to ensure they are at the right point of service) following up with the patients who miss their treatments, gardening, youth well-being and social work.

ACHIEVEMENTS

- The programme has employed 634 participants, resulting in 496 FTEs.
- Of the participants, 20 were people with disabilities.
- Participants were trained in the Batho Pele principles, computer literacy (MS Word, Excel and Outlook), data capturing, filing, first aid, cleaning, and minute taking and report writing.
- About ten participants received full-time employment within the clinics.
- One participant was trained in dispensing and now works full-time in a dispensary.
- Some of Ekurhuleni's clinics are now ranked as among the cleanest and best-managed clinics nationally.

CHALLENGES

- Participants not realising the importance of patient information, especially in building community trust in the clinics.
- Some of the 20 people with disabilities who were employed had disabilities that made the work at the clinics a challenge.
- Training resources were not appropriate to all participants, especially those with disabilities.



WASTE PICKERS PROJECT – CITY OF JOHANNESBURG

BACKGROUND

Johannesburg generates 1.6 million tons of waste annually. All this waste goes into the four landfill sites operated by the city. Three of these sites are close to capacity, with less than ten years of air space left among the four of them. In accordance with national policy aimed at minimising waste going into landfill sites by encouraging waste avoidance, reduction and recycling, the city's Integrated Waste Management Plan sets goals for sustainable waste minimisation, re-use, recycling and recovery programmes.

In Johannesburg, waste pickers are an integral part of waste minimisation. The city's streets are populated by waste pickers who recover recyclable waste at household, industrial and commercial level. Waste pickers divert waste destined for landfill sites and collect waste that would otherwise have to be transported and disposed of using public funds; in recognition of this role, the CoJ established the Waste Pickers Project.

ABOUT THE PROJECT

The project's objective is to create sustainable job opportunities within the waste sector (thereby contributing towards the National Waste Management Strategy target of 69 000 new jobs created in the waste industry), enhance the efficiency of waste pickers by providing the appropriate tools and equipment, and – most importantly – improve waste recovery and minimise waste going landfill sites.

The aim is to empower waste pickers through training and skills development, create an enabling environment for waste pickers to participate in the city's waste management service delivery, develop waste management entrepreneurs, improve working conditions by minimising exposure to health and occupational hazards, create a database of the waste pickers, and encourage compliance to legislation by issuing them with identity cards, personal protective equipment (PPE) and trolleys.

Participants in the project were recruited from the city's database and through the city's Buyback Centres, and had to have a valid South African identity document.

The 218 waste pickers who were selected received:

- SETA-accredited skills training for a period of three months, covering environmental management, waste management, the city's waste management by-laws and Integrated Waste Management Policy, occupational health and safety, and business management and entrepreneurial skills;
- stipend payments of R84 per person per day for 21 working days each month for the duration of three months.
- support for registering a cooperative/SMME.

ACHIEVEMENTS

- 218 waste pickers received skills development and a stipend for a period of three months.
- Nine waste pickers' cooperatives were formed and have dedicated sorting facilities.
- Over a 1000 pickers are integrated to separation at source (S@S).
- Training was offered to 218 waste pickers.
- 50 trolleys were received, and 300 PPE were supplied to the waste pickers.
- A waste pickers' committee was formed.
- Partnerships with government and industry were formed through organised structures such as PET (polyethylene terephthalate) Recycling Company NPC (PETCO).



CHALLENGES

- Legal documents (in part due to the informal nature of waste pickers).
- Government procurement processes and the lack of a regulatory environment to support informal waste businesses, especially waste recovery.
- Reluctance to integrate because of individualistic mentality among waste pickers.
- Finding sorting and storage sites because of NIMBY ("not in my backyard") mentality among communities.

LESSONS LEARNED

- Develop strong relationships with sponsors, funders and Buyback Centres.
- Be transparent (to the steering committee).
- Develop, follow and regularly revise project plans, which must have realistic timeframes and clear responsibilities.
- Include stakeholders in decision making.
- Learn from mistakes.



TSHWANE FOOD AND ENERGY CENTRE

BACKGROUND

In 2015, the City of Tshwane's Sustainability Unit initiated the Tshwane Food and Energy Centre (TFEC) project, or the Tshwane Agropolitan City. This flagship project is anchored in the three pillars of sustainability: economic, social and environment. It is aligned to the government's rural development and land reform priorities and to the City of Tshwane's green economy strategic framework which aims at transitioning to a low-carbon, resource-efficient and climate-resilient city.

The project contributes to the city's food and energy security, and to addressing economic and poverty challenges within local communities. Combining farming, renewable energy production and local economic development, the project's main objective is to assist and support small-scale emerging farmers to become commercially viable and sustainable.

ABOUT THE PROJECT

Located next to the Rethabiseng township in Bronkhorstspuit, the first phase of the project identified 25 beneficiaries from the local communities. The beneficiaries comprise elders, youth and women from diverse backgrounds but with a common interest and passion for agriculture. The 25 beneficiaries each received a plot of land as well as:

- a farm house equipped with rainwater harvesting tank, solar water heater and bio-septic tank;
- electricity generated from solar panels and biogas digester;
- a stock of 2500 chickens and 300m² of greenhouse space;
- training to enable the farmers to operate their farms professionally; and
- participation in the Tshwane Farmers Producers Association, enabling them to take advantage of scale and standardisation.

Farmers must accept the quality control and management systems provided by the TFEC, but also depend on their own production. All pricing is transparent, and financing is centralised.

In the middle of the area, the "Central Farm" was developed, both as a model farm for livestock production and as a business support hub for the farmers. The centre plays a crucial role in creating long-term sustainability and financial viability, through training and mentoring the farmers and bulk-buying and marketing their produce. The Central Farm includes a training and recreation centre, a model farm, a photo-voltaic solar power plant, a 1.5V biogas plant that reuses livestock organic waste to produce electricity and valuable organic liquid fertiliser, a market retail hall, equipment (tractors) and livestock-handling facilities.

ACHIEVEMENTS

- The project created 25 sustainable work opportunities in farming livestock and crops.
- To date, the project has provided around 720 person-days of work.
- Project beneficiaries received training in business management (four days), vegetable farming and broiler rearing.

VIOLENCE PREVENTION THROUGH THE CWP

In some communities, the Community Work Programme (CWP) is used to tackle issues of violence, gangsterism, criminality and problems such as substance abuse. This case study¹⁴ examines the role of the CWP, based work done by the Centre for the Study of Violence and Reconciliation (CSVR).

DOMESTIC VIOLENCE

Domestic violence is a severe problem in Orange Farm that the CWP sees to assist in addressing. The CWP works closely with the local SAPS office, to support its Victim Empowerment Programme (VEP): CWP participants assist victims by providing basic counselling, helping with filling out protection order forms and accompanying them to courts to file for protection orders. The CWP also works closely with local NGOs that support abused women, with the goal of having victim support available 24 hours a day. The CWP also supports public campaigns on domestic violence, in collaboration with SAPS, the Community Policing Forum (CPF), the Youth Desk and NGOs in the area. By recognising victim empowerment as “work” in the community, the CWP relieves some of the burden that is otherwise often carried by volunteer organisations. Yet, as CSVR points out, this creates a “burden” within CWP that requires an appropriate response:

It was also clear during fieldwork that working with victims of domestic violence was highly traumatic for many CWP participants involved in the VEP work. It was agreed that there is a need for these CWP participants to be provided with debriefing services to avoid burnout and compassion fatigue, both common when working with victims of violence. It also emerged that working with victims of domestic violence evoked personal traumas among some of the VEP participants who had gone through similar experiences of abuse.¹⁵

In Alex in Johannesburg, a CWP participant was murdered in a horrific case of domestic violence. In response, the local CWP site initiated a campaign called “Today he brought her flowers” to raise awareness about the issue, including developing content for local community radio.

CRIME FIGHTING

CWP sites also contribute to crime fighting. In Randfontein in Johannesburg, the CWP undertook a crime hotspot mapping exercise in partnership with SAPS, to inform local strategy. In this case, CWP participants were trained to do the GIS mapping and as a result gained new skills.

In Mannenberg in Cape Town, where gang violence is a big problem, the CWP participates in the CPF, with 30 participants having received safety training from the Department of Community Safety. CWP provides safety patrols on school premises, managing access points as well as ensuring that scholars get home safely.

During the day we work at the schools where we patrol the fences. When there are people around the fences we ask them what they are doing. Some would say ‘you are not the cops.’ We speak to them at our level and explain why we don’t want to have people around the fences. At play time we watch the toilets. Sometimes outsiders come in to use the toilet and this is mostly the problem. Adults are using children to sell drugs and cigarettes at school.¹⁶

CWP has also played a role in the Take Back our Streets campaign, providing a visible presence on the streets and contributing to the creation of safe places within the community. This has included the conversion of a dump site into a “peace park”, which is also used for recycling of waste that is collected.



YOUTH INTERVENTIONS

In Orange Farm, ex-offenders within the CWP started a programme called Gateways, in which they use their personal experiences to dissuade youth from participating in crime:

We do intense motivation through drama and poems. [We] understand the situation in prisons. So [we] do a demonstration through drama from when you are still outside until you get into prison. And we show both sides so that you can see what made a person fall into crime. And then at the end he learns a lesson, he gets his punishment. And we also motivate through drama. We have two dramas. One is called ‘Don’t be a fool, crime is not cool’ and another one Ke moja ka Crime [Don’t need crime].¹⁷

The Gateway group are often invited to perform at schools and have also been invited by the Department of Correctional Services to help prepare inmates close to parole for life on the outside and how to confront the challenges they are likely to face. The Gateway group works closely with SANCA, assisting youth addicted to nyaope to get professional help.

More indirect interventions also play a role in reducing violence. To this end, CWP sites often run youth recreation activities, which provide a structured alternative to the pressures that lead to substance abuse and to gang participation. Activities include programmes such as Football for Youth, running after-school classes, and organising cultural activities involving drama, music and public art.

While the work undertaken contributes to reducing violence in communities, participation in the programme is in itself a motivator for those closely involved:

Basically when I was not with CWP, I was always doing stuff – I would say – very bad stuff. Like maybe selling drugs and stuff like that. So basically CWP kept me busy from doing that ... Even before this, I was always just busy with wrong stuff ... So CWP helped me in that sense, by changing my life also.¹⁸

CSVR’s conclusion is that although the CWP is not designed as a violence prevention programme, the work undertaken by the programme has this effect in a variety of ways. Learning from the CWP’s experiences can strengthen positive outcomes for communities.

ENDNOTES

- 1 Stats SA (Statistics South Africa). 2017. Quarterly Labour Force Survey Quarter 3: 2017. Statistical release P0211. Pretoria: Stats SA. <https://www.statssa.gov.za/publications/P0211/P02112ndQuarter2017.pdf>
- 2 ILO (International Labour Office). 2017. World Employment and Social Outlook 2017 – Trends. Geneva: ILO. http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_541211.pdf
- 3 Stats SA. Op cit.
- 4 <http://www.ilo.org/global/topics/employment-intensive-investment/themes/pep/lang--en/index.htm>
- 5 This programme supports municipalities in implementing and reporting on EPWP projects
- 6 Phase 3 of Expanded Public Works Programme (EPWP): briefing by Deputy Minister and Department, 4 March 2014. <https://pmg.org.za/committee-meeting/17031/>
- 7 <http://www.epwp.gov.za/documents.html#reports>
- 8 <http://www.sacities.net/knowledge-products/publications>
- 9 Indicated at the EPWP RG meeting held on 19 July 2017 in the City of Tshwane.
- 10 DPW (Department of Public Works). 2014. 2014/15 Incentive Grant Manual, Vol. 6 (April). Pretoria: DPW.
- 11 https://joburg.org.za/index.php?option=com_content&view=article&id=11798&catid=88&Itemid=266
- 12 https://joburg.org.za/index.php?option=com_content&view=article&id=11798&catid=88&Itemid=266
- 13 The blue economy refers to the oceans/marine/coastal economy and is increasingly meaning the sustainable economic development of these spaces (uncoupling economic growth from environmental degradation).
- 14 This case study is drawn from a series of CSVR articles available at csvr.org.za. Search within “publications” under the tag: violence and violence prevention.
- 15 CSVR (Centre for the Study of Violence and Reconciliation). 2015. CWP Policy Brief 2. Braamfontein: CSVR.
- 16 CWP participant, CSVR, Mannenberg Case Study, 2015.
- 17 CWP participant, CSVR Orange Farm Case Study 2015.
- 18 CWP participant, Mannenberg Case Study, CSVR 2015.





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