



# SOCIAL AUDIT REPORT

## EPWP PHASE 4 SOCIAL AUDIT PROJECT

Analysing the compliance to EPWP recruitment guidelines and implementation of EPWP grant projects



SUBMITTED TO THE DEPARTMENT OF PUBLIC WORKS AND  
INFRASTRUCTURE AND THE INTERNATIONAL LABOUR ORGANISATION

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PLANACT

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## ACRONYMS & ABBREVIATIONS

COGTA	Corporative Governance and Traditional Affairs
COIDA	Compensation for Injuries and Diseases Act
DEA	Department of Environmental Affairs
DPWI	Department of Public Works and Infrastructure
EPWP	Expanded Public Works Programme
EFT	Electronic Funds Transfer
FTEs	Full Time Equivalent
IDP	Integrated Development Plan
ILO	International Labour Organization
KPI	Key Performance Indicators
LIC	Labour Intensive Methods
M&E	Monitoring and Evaluation
MMC	Members of Mayoral Committee
MFMA	Municipal Finance Management Act
MIG	Municipal Incentive Grant
OHSA	Occupational Health and Safety Act
OPEX	Operational Expenditure
PPE	Personal Protective Equipment
PSC	Provincial Steering Committee
PSCC	Provincial Sector Coordinating Committee
SETA	Sector Education and Training Authority
MME	Small Micro to Medium Enterprise
UIF	Unemployment Insurance Fund
WO	Work Opportunity

**PARTICIPANTS** People who participated in the interviews during this social audit. This term refers to the different categories of participants (users, workers, and municipal officials). For ease of reference, in this report, we group the findings according to these categories.

**USERS** These are community members within a geographical location of the EPWP projects who have access or are beneficiaries of the service/asset provided.

**MUNICIPAL OFFICIALS** Public servants from the municipalities who were involved in implementing the EPWP and participated in the social audit pilot project.

**WORKERS** People who were enrolled in the EPWP, signed a contract and received a minimum wage as either learners or workers.

## ACKNOWLEDGEMENTS

The success of the EPWP social audit pilot project is a result of partnerships between Planact, the Department of Public Works and Infrastructure and the International Labour Organization. Planact acknowledges the collaboration of the three municipalities – Ekurhuleni Metropolitan Municipality, Nkangala District Municipality and Steve Tshwete Local Municipality – for their contribution to the success of the social audit. Special thanks go to the communities who participated in the social audit: without their commitment, the social audit would not have been a success. The communities involved in the social audit work were Springs, Germiston, Hendrina, Klarinet, Emthonjeni, Phola Park, Ramokgeletsane, Mhluzi, Siyabuswa, Thabana and Botleng. We are grateful to the community volunteers who conducted the fieldwork, which was a critical part of the social audit. Annexure 1 carries the list of the 77 community volunteers. Planact is indebted to the EPWP social audit facilitators (Shumani Luruli, Mike Makwela and Sphiwe Segodi; supported by three field assistants- Agness Thibela, Mondli Msani and Nthabiseng Hlongwane), social audit team members (Frederick Kusambiza Kiingi and Spiro Paxinos) and the social audit research team (Hloniphile Simelane, Ashraf Patel and Ashonia Motaung) for their contribution to the work. The team was supported by Wetu Memela, Chelsea Ndlovu- Nachamba, Tshidi Morotolo and Bafana Tshabalala.

## EXECUTIVE SUMMARY

In July 2020, the International Labour Organization and the Department of Public Works and Infrastructure (DPWI) offered Planact the opportunity to serve as an implementing agent for the Social Audit pilot project on Phase 4 of the Expanded Public Works Programme (EPWP). The Social Audit was piloted in vulnerable communities selected from three municipalities of South Africa: the City of Ekurhuleni Metropolitan Municipality in Gauteng province, and Steve Tshwete Local Municipality, and Nkangala District Municipality, both in Mpumalanga province. This report covers the key findings of the Social Audit pilot project conducted in these three municipalities. Five priority topics provided by DPWI, guided the social audit pilot project and these are a) How participants were recruited to participate in EPWP projects. b) Degree and nature of involvement of community in decisions regarding participant's selection and project implementation in the community c) Project Implementation — is the projects implemented as per the incentive grant requirements and guidelines. d) Satisfaction with program: objectives, mode of operations, subprojects and e) Recommendations for improvements in program operations.

The Social Audit findings reveal gaps in the implementation of the EPWP Recruitment Guidelines and the EPWP Integrated Grant Manual developed by the Department of Public Works and Infrastructure. Specifically, the social audit findings point to poor monitoring of EPWP related projects in these three municipalities. The social audit also reveals inadequate understanding of the programme by both the vulnerable communities and municipal officials. Importantly, the audit unveiled the exclusion of the marginalised areas/target communities in the EPWP planning, implementation, management and resource allocation; and an uneven allocation of EPWP grant to the two sectors which this social audit covered- Infrastructure; and Environment and Culture. These challenges are worsened by an inadequate commitment of some municipal officials to the mandate of the EPWP, with some considering a project under the programme as 'an orphan child'<sup>1</sup>. The findings confirm that the Social Audit methodology could serve as an efficient and catalytic tool for inclusion of communities in the design, implementation and management of the EPWP, and enhance accountability of municipalities.

The Social Audit pilot project was conducted over a period of six months: it commenced in September 2020 and ended in March 2021. The Department of Public Works and Infrastructure, in collaboration with the International Labour Organization, initiated the work following the 2018 Jobs Summit, which resolved to integrate EPWP Social Audits as part of monitoring and evaluating EPWP Phase 4. The Department of Public Works and Infrastructure therefore highlighted the aim of the Social Audit pilot project as promoting transparency and accountability of EPWP implementing agents/public bodies regarding the implementation of the EPWP Recruitment Guidelines and the Grant manual.

The main outcome of this Social Audit pilot project is a **Social Audit Framework for the roll-out of EPWP Social Audits in South Africa**.

The Social Audit pilot project occurred during the fourth phase of the EPWP, which commenced in April 2019 and is expected to end in March 2024. The programme targets the creation of 5 million work opportunities. A total of 2 376 003 will be Full-Time Equivalent (FTE) jobs for the poor and unemployed in South Africa. The Department of Public Works and Infrastructure views the Social Audit as a tool

necessary to strengthen the demand side of accountability in the EPWP – translated as building the capacity of communities to demand accountability in the EPWP from municipal officials and service providers. In the Terms of Reference for this work, DPWI defined Social Audits as “a community-led process of reviewing official documents, assessing services rendered and assets created to determine whether what is reported by government really reflects the public money spent and the services received by the community”. Implicit in this definition is the recognition of the role of the community in promoting equitable resource allocation and responsive development planning.

The key strength of the Social Audit methodology is its ability to allow vulnerable communities (for example, informal settlements and rural communities) to engage public officials and policy makers directly and seek information on EPWP projects. Thus, enabling assessment of the strengths and failures of the programme by the vulnerable communities in a much more constructive manner, while collectively drawing on their challenges and experience with the programme. The communities from the selected EPWP project areas participated in all stages of the Social Audit. These stages include data collection, data capturing and the public hearing. A total sample of 1,360 participants was selected randomly and comprised workers, users, municipal officials, and contractors involved in this Social Audit.

A total of 77 community volunteers conducted the fieldwork in the selected marginalised communities. The breakdown per municipality and project area is presented in Part II of this report. The community volunteers acquired Social Audit skills and received stipends, which contributed to their livelihoods and advanced the aims of the EPWP.

The Social Audit findings reveal challenges related to systems, coordination and management, and confirms the crucial contribution and the relevance of the Social Audit methodology to the EPWP.

This report consists of six parts. Part I provides the executive summary and the background to the work. Part II covers the Social Audit design and the fieldwork. Part III presents the key findings from the three municipalities. Part IV discusses analytical themes and lessons learnt during the Social Audit pilot project. Part V covers fieldwork challenges and the finally Part VI provides the conclusion and the recommendations, which could guide the rollout of the Social Audits on the EPWP Projects. The lessons informed the development of the Social Audit framework required by the Department of Public Works and Infrastructure to roll out the EPWP Social Audits.

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<sup>1</sup> A municipal official from Ekurhuleni Metropolitan Municipality used this phrase to explain the poor implementation of the programme.

## The key findings

### **Marginalisation of communities in EPWP related processes**

- Poor awareness and understanding of the EPWP recruitment guidelines by marginalised communities and the youth.
- Failure to integrate the marginalised communities in EPWP planning and implementation.

### **Impact of the EPWP on marginalised communities**

- EPWP providing moderate employment benefits to the communities, which are medium- to long-term including livelihood.
- Moderate Improvement in the environment of some communities due to the provision of services such as maintenance of storm water drainages and litter picking.
- Graduates often finding it difficult to be absorbed by private sector companies for job opportunities.

### **Exclusion of vulnerable groups**

- Violation of some clauses of the recruitment guidelines and processes by municipalities, partly attributed to lack of commitment to EPWP.
- Exclusion of people with disabilities in the EPWP, which demonstrates violation of the recruitment guidelines.
- Non-compliance by the Ekurhuleni Metropolitan and Nkangala District municipalities with the target of 60% women EPWP workers.

### **Lack of sufficient staff and resources**

- Poorly staffed municipal departments/sections responsible for EPWP execution thus impeding the implementation of the programme and effective educational campaigns.
- Incompatibility of some aspects of the recruitment guidelines and grant manual with the context of municipalities. For instance failing to consider the complexity of big cities such as Ekurhuleni Metropolitan Municipality with different demands and geographical scope.
- Poor synergy between the government and the private sector in EPWP resulting in poor absorption of the graduates by the private sector.

### **Poor coordination of EPWP between and within government spheres**

- Unclear channels and poor coordination between the national, provincial and local government on EPWP, creating overlaps and sometimes competition for resources.
- EPWP Integrated grant manual provides coordination arrangements for EPWP, but communities and some municipal officials are either not aware of or have little knowledge and understanding of its operation.

## Highlights of recommendations

### Recommendation 1

*The municipalities must educate communities on the EPWP cycle to ensure that the opportunities are maximised by the youth from vulnerable communities.*

### Recommendation 2

*Municipalities should have a dedicated EPWP unit that is well - equipped with trained personnel and have adequate resources.*

### Recommendation 3

*Gender integration of women into EPWP must be intensified by municipalities.*

### Recommendation 4

*Training opportunities must be available to employees with disabilities. The recruitment of the disabled in all projects should be an imperative.*

### Recommendation 5

*The EPWP should consider having synergy with the private sector to facilitate improved absorption of EPWP graduates by private sector companies for job opportunities.*

### Recommendation 6

*The Department of Public Works and Infrastructure should increase budget allocation to municipalities implementing the EPWP.*

### Recommendation 7

*The Department of Public Works and Infrastructure must revise the integrated grant manual to include training of EPWP implementing managers as mandatory and increase target percent of people with disability in the overall EPWP.*

### Recommendation 8

*The Department of Public Works and Infrastructure must consider institutionalizing EPWP social audits to improve accountability of municipalities and engagements with the communities.*

### Recommendation 9

*The EPWP coordination arrangements between government spheres/tiers and within each tier should be improved to facilitate effective implementation of the programme.*

## PART I: BACKGROUND AND CONTEXT

The post-1994 period in South Africa ushered in an era of optimism, but the lack of accountability impedes the realisation of equitable distribution of skills, opportunities, and access to resources. This gap exacerbates the triple burden – poverty, unemployment, and inequality – in South Africa and highlights the imperative for effective tools of catalysing inclusive local government and accountability of state institutions in service delivery.

The government developed programmes, projects and campaigns to improve economic, social, and political development in South Africa. Programmes such as the Skills Development Programme, Expanded Public Works Programme, Early Childhood Development, and Youth Economic Participation were designed and implemented to meet the pressing needs of South Africans.

The EPWP seeks to provide poverty and income relief through temporary work for the unemployed. The EPWP has four sectors: Infrastructure, Social, Environment and Culture, and Non-State. All spheres of government and state-owned entities are required to implement the programme.

The programme is necessary because 30.4 million of South Africa's 55 million citizens (39%) live in poverty. The poverty and the high rate of youth unemployment exacerbate social ills such as crime and drug abuse. The urban population growth is not commensurate with economic growth. Other factors contributing to poverty include a legacy of apartheid spatial segregation and exclusion of citizens in development processes and interventions. The inadequate accountability of state institutions, declining trust in public institutions, and the systemic constraints to delivery systems affect communities.

The technocratic-driven monitoring and evaluation of the EPWP did not result in community involvement and accountability in the programme. Instead, the exclusion of vulnerable communities in the EPWP continued to be a concern regardless of the programme's expansion. This reality prompted the Department of Public Works and Infrastructure in the Republic of South Africa to consider the social audit methodology as one way of complementing the sophisticated monitoring and evaluation of the EPWP. Certainly, vertical accountability amplifies the public 'voice' in policy processes and development programmes. In essence, it enables effective communication between the state and society. Critical, too, is the fact that the South African government programmes are subject to social accountability and transparency principles, hence the relevance of social audits.

A social audit is a community-led process which allows active involvement of communities in acquiring information relevant to the audit of a certain project that is meant to benefit the public. Researchers observe that a credible social audit involves community mobilisation and identification of the rules that are violated in service provision and the imposition of sanctions (Shankar<sup>2</sup>, 2010). This suggests that social audits may bridge the gap between bureaucrats and citizens and promote collective **efforts towards addressing developmental issues, and assist in reorientation of priorities to match the needs of the people.**

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<sup>2</sup> Shankar, S. (2010) *Can social audits count?* ASARC working paper. New Delhi.  
Available at: [https://socialpolicy.crawford.anu.edu.au/acde/asarc/pdf/papers/2010/WP2010\\_09.pdf](https://socialpolicy.crawford.anu.edu.au/acde/asarc/pdf/papers/2010/WP2010_09.pdf)

In South Africa, non-governmental organisations have since 2013 facilitated social audits on different services rendered in vulnerable communities such as informal settlements. However, previous social audits placed much priority on delivery of temporary basic services, such as water and sanitation, see for example the International Budget Partnership (IBP)<sup>3</sup>. Some of the social audits have contributed to either change in systemic processes or improved responsiveness of municipalities in service delivery.

### Steps of a community social audit

The International Budget Partnership and its partners (2015)<sup>4</sup> identified key steps of a community-driven social audit which are applicable to the South African context, and these are:

- Holding mass meetings to establish a mandate.
- Preparing and organising the participants.
- Training the participants.
- Developing and testing the social audit questionnaire.
- Gathering data/evidence in the community.
- Capturing community experiences and testimonies.
- Agreeing on the main findings and organising the data.
- Preparing for and holding the public hearing.
- Reflecting and following up on the social audit experience.

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<sup>3</sup> <https://www.internationalbudget.org/wp-content>

<sup>4</sup> <https://www.internationalbudget.org/wp-content/uploads/social-audits-in-south-africa-guide-2015.pdf>

## A brief overview of Planact's experience in social audits

The Department of Public Works and Infrastructure offered a unique opportunity to interrogate accountability of municipalities in implementing the EPWP. The EPWP social audit pilot project resonates with Planact's social accountability work executed in vulnerable communities as part of its Strengthened Grassroots Voices programme.

Planact employs the social audit methodology to address the deficits in performance monitoring systems of municipalities, which manifests in poor quality infrastructure by service providers or contractors. The social audit presents an opportunity for the co-production of knowledge by Planact and the vulnerable communities. The findings inform Planact's advocacy for systemic change on local government procurement, provision of basic services, and accountability.

***Planact has conducted five<sup>5</sup> social audits on sanitation services and one on water services provided by different municipalities, since 2016.***

***Four of the social audits on sanitation aimed to improve accountability of municipalities and monitoring of sanitation by informal settlement communities.***

***The social audits on sanitation were conducted in the informal settlements such as Thembelihle, Kameeldrift and Watville informal settlements.***

***Another social audit was conducted on tank-supplied water in Spring Valley informal settlement.***

***The social audit conducted in Watville informal settlements resulted in improved accountability and certain systemic changes, especially related to tender specifications on provision of temporary basic services.***

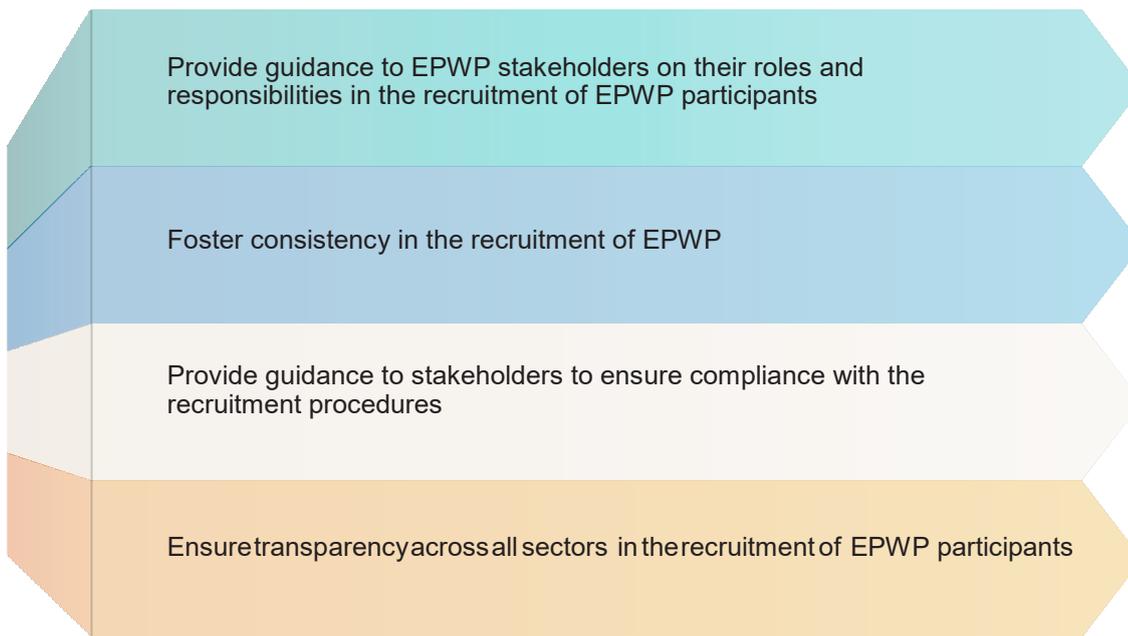
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<sup>5</sup> <https://planact.org.za/publications/case-studies/>

The success of the above-mentioned social audits can be attributed to Planact's long-standing and continuous partnerships with communities and community-based organisations, which span over three decades. Planact has successfully introduced accountability mechanisms in more than forty communities, which are currently exercising their rights to information and accountability.

### EPWP Guidelines underpinning the social audit pilot project

The Department of Public Works and Infrastructure highlights four reasons for the provision of the EPWP guidelines to EPWP stakeholders.



**Diagram 1: Reasons underpinning the EPWP recruitment guidelines**

The principles of the EPWP underpinned the social audit pilot project that Planact facilitated in different communities of Gauteng and Mpumalanga provinces.

As an implementing agency/intermediary, Planact had to ensure the realisation of the specific objective of the social audit: to analyse the compliance to EPWP recruitment guidelines and implementation of EPWP grant projects.

## Fundamental Principles of the EPWP Recruitment Guidelines

FAIRNESS	TRANSPARENCY	EQUITY	ETHICS	ACCOUNTABILITY
<ul style="list-style-type: none"> <li>• The process affords equal opportunity to the targeted community members</li> <li>• The process is not manipulated for gain; neither shall there be any form of discrimination</li> </ul>	<ul style="list-style-type: none"> <li>• Members of the community shall be afforded the opportunity to monitor the recruitment process.</li> <li>• The target community must be aware of the recruitment process.</li> <li>• Selection criteria shall be specified for such work prior to the recruitment of participants.</li> </ul>	<ul style="list-style-type: none"> <li>• Potential EPWP participants shall be given equal opportunity to access full and active participation in all aspects of the programme/ project implementation cycle.</li> </ul>	<ul style="list-style-type: none"> <li>• All involved in managing the recruitment process shall conduct themselves in a manner that demonstrates professional integrity.</li> </ul>	<ul style="list-style-type: none"> <li>• The office/s (of the public body) managing the recruitment process shall be answerable to relevant stakeholders for actions.</li> </ul>

**Diagram 2: Principles of the EPWP recruitment guidelines**  
Source: Department of Public Works and Infrastructure, 2019

## PART II: SOCIAL AUDIT PROJECT PLANNING

Province	Municipality	Community	Audited project	Role
Gauteng	Ekurhuleni Metropolitan Municipality	Germiston	Cleaning of Roadside storm water channels	Skills development, Training of participants on carrying out duties related to cleaning of storm water channels.  Provides work opportunities to the unemployed.  EPWP Infrastructure sector
		Springs	Fresh Food Market	Provides fresh produce to nearby communities at affordable prices. Training participants on various activities such as produce maintenance and cashier duties  Provides work opportunities to the unemployed.
Mpumalanga	<u>Nkangala District</u> Municipalities comprising: Emalahleni Emakhazeni Thembisile Hani Dr JS Moroka Steve Tshwete Victor Khanye	Klarinet Emthonjeni Phola Park Ramokgeletsane Mhluzi Siyabuswa, Thabana Botleng	Learnership programme (Television and filming)	Recruit learners for the purpose of training and skills development, job creation, investment attraction in region and tourism spin offs.  EPWP Environment and Culture sector
Mpumalanga	Steve Tshwete Local Municipality	Hendrina	I/G Street cleaning and litter picking	Assist with the management of litter-picking and street cleaning. It promotes a healthier environment of communities and effective waste management.  EPWP Environment and Culture sector

Table 1: Social audit project areas and the role of EPWP

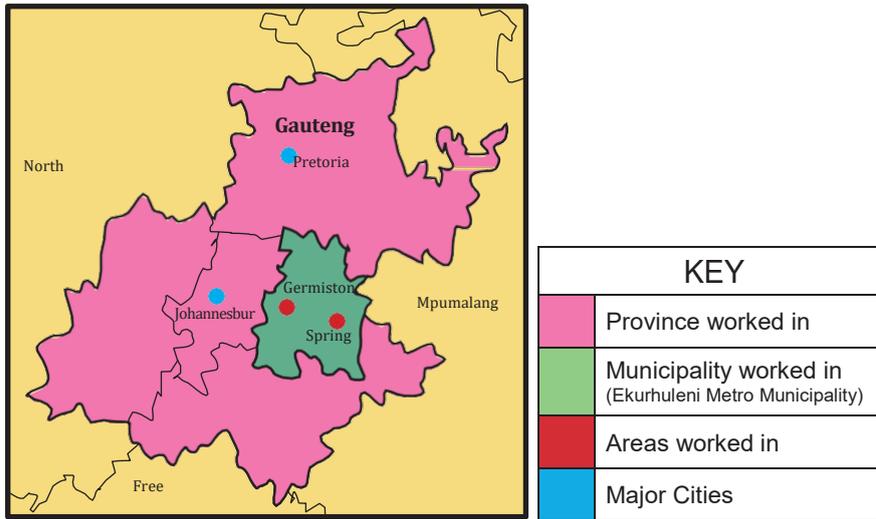


Figure 1: Map showing the social audit project sites in Ekurhuleni Metropolitan Municipality

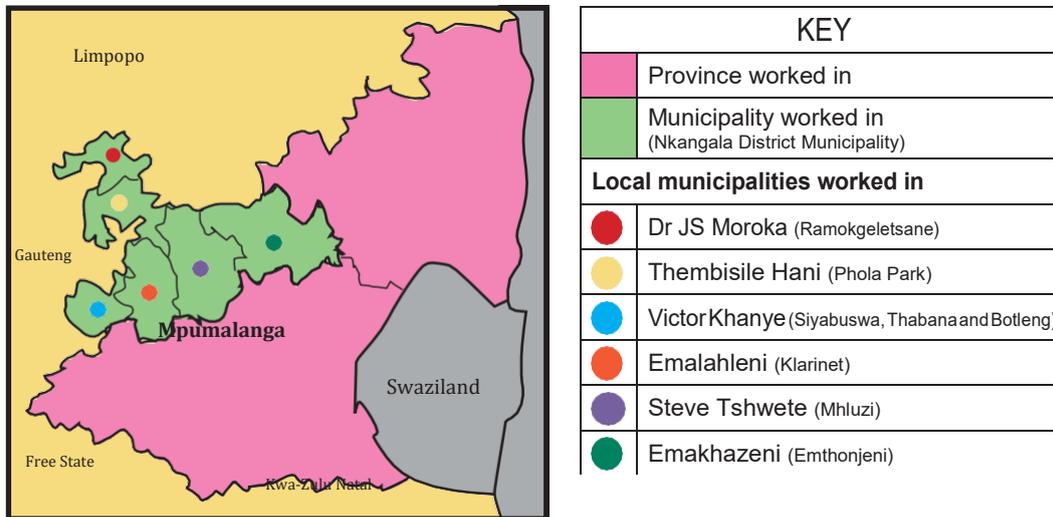


Figure 2: Map showing the social audit sites in Nkangala District Municipality

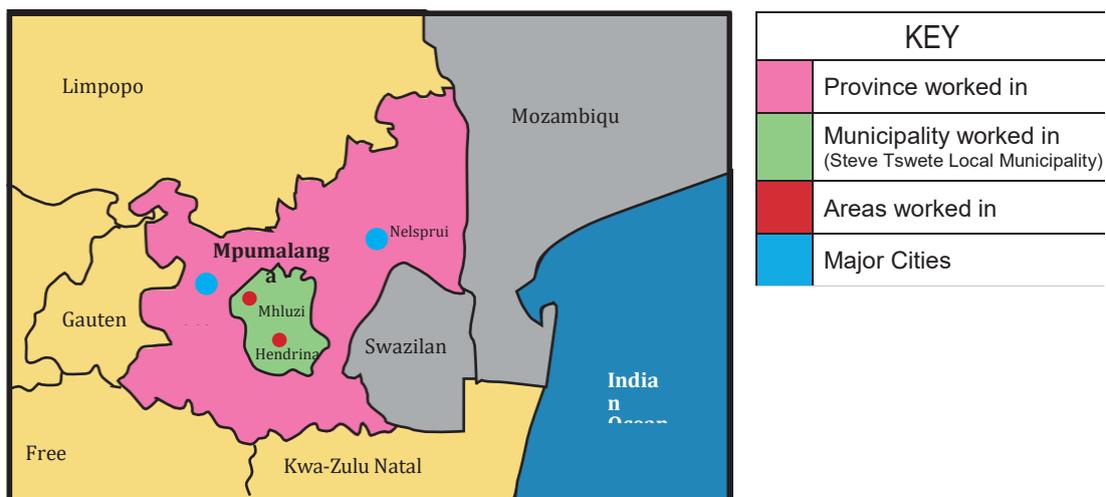


Figure 3: Map showing the social audit project sites in Steve Tshwete Local Municipality

Source: Maps created from google maps by Wetu Memela (Planact)

## Profiles of the municipalities involved in the social audit

### Steve Tshwete Local Municipality

Steve Tshwete Local Municipality is a category B local municipality located in Mpumalanga Province. Its offices are in Middelburg. It is mainly a farming and industrial town with an estimated population of 229,831. Almost eighty thousand (79,900) households, accounting for 14% of the overall population, live in informal settlements (Statistics South Africa, 2011). The municipality struggles with low economic growth, high unemployment, and gross inequality.

### Nkangala District Municipality

Nkangala District Municipality is a Category C municipality in the Mpumalanga Province, comprising six municipalities: Steve Tshwete, Emakhazeni, Emalahleni, Thembisile Hani, Dr JS Moroka, and Victor Khanye. The district municipality has an estimated population of 1,422,063. The largest share is the youthful population (34.2%) which is increasingly struggling to integrate into the formal economy, and the youth unemployment rate is 39.6%. Although the Nkangala District Municipality is Mpumalanga's main economic contributor, rich in minerals and other natural resources, 58.8% of the population lives in poverty.

### Ekurhuleni Metropolitan Municipality

The city of Ekurhuleni is classified as a Category A municipality with an estimated population of 3,379,104 (Statistics South Africa Community Survey, 2016). Ekurhuleni's economy consists of four sectors: manufacturing, finance and business services, community services, and general government. The shrinking of the manufacturing industry and the high proportion of the youth population has implications for economic opportunities. In 2019, the City of Ekurhuleni Metropolitan Municipality<sup>6</sup> reported an unemployment rate of 31.85% and a poverty rate of 31%.

Note: Annexure 3 carries a profile of the different communities involved in the social audit pilot project.



Springs Food Market



Maintenance of drainages

<sup>6</sup> [https://www.cogta.gov.za/ddm/wp-content/uploads/2020/08/Take2\\_DistrictProfile\\_EKURHULENI-2.pdf](https://www.cogta.gov.za/ddm/wp-content/uploads/2020/08/Take2_DistrictProfile_EKURHULENI-2.pdf)

## Stakeholders in the EPWP social audit



**Diagram 3: Social audit stakeholders**

### Priority topics and thematic areas of the social Audit

The nature of social audits requires that the scope of the work is manageable to enable the social audit team to focus on specific themes, better coordinate the community volunteers conducting the fieldwork and generate reliable data. The scope of this pilot social audit therefore was based on the priority topics provided by the DPWI. Selected themes were drawn on the EPWP recruitment guidelines and EPWP Integrated Grant Manual, with much focus on the components allowing community involvement. In formulating the data collection instruments (questionnaires), the social audit team was guided by the following topics provided by DPWI:

- Recruitment Guidelines implementation: *how were participants recruited to participate in EPWP projects?*
- Community participation — *degree and nature of involvement of community in decisions regarding participants selection and project implementation in the community.*
- Project Implementation — *is the projects implemented as per the incentive grant requirements and guidelines?*
- Satisfaction with program: *objectives, mode of operations, subprojects, etc.*
- Recommendations for improvements in program operations

With regard to gathering the views of the communities and workers on the implementation of the EPWP Recruitment Guidelines, the social audit prioritised the following selected themes, awareness about the EPWP, community involvement, access to information, selection process, project monitoring and payment.

Concerning assessing the implementation of the EPWP grant manual by the municipalities, the social auditors focused on selected themes, namely: transparency and accountability, planning of the programme, technical support provided, EPWP grant allocation and FTE targets; EPWP progress reporting, and the coordination of the municipal departments involved in implementing the EPWP. The audit could not cover other themes of the grant manual due to the efforts to keep the scope of the social audit achievable and realistic.

The social auditors consulted the Ministerial Determination 4: Expanded Public Works Programme because the EPWP Grant Manual (2.4.4) stipulates that 'Work that complies with the Ministerial Determination and Code of Good Practice for Special Public Works Programmes will be categorised as falling within the EPWP Grant'. The social auditors formulated questions around selected areas: Health and safety; wages, and contracts of employment to assess the extent to which the municipalities comply with the EPWP Integrated Grant Manual.

In essence, these questions addressed the principles of accountability and commitment highlighted in section 5 of the EPWP Recruitment Guidelines thus, enabling the social audit to invoke issues affecting the vulnerable communities and the EPWP workers. The empirical evidence is likely to inform future interventions aimed at improving community involvement in the planning and implementation of the EPWP projects.

### **Planning meeting between Planact and the Department of Public Works and Infrastructure and ILO**

Planning for this social audit began with a discussion meeting between Planact, the Department of Public Works and Infrastructure and ILO. The virtual meeting between the ILO, DPWI and representatives of Nkangala District and Steve Tshwete municipalities was held on the 1st October 2020 to discuss project site selection issues. Subsequently, the department sent a list of the specific projects to be audited in the three municipalities to Planact. The department also provided Planact with introductory letters to be given to relevant municipalities. The availability of such letters contributed to the ease of access to documents required to conduct this work. Contrary to previous experience with conducting social audits, the social auditors did not face much difficulty in obtaining the necessary documents from the municipal officials. Table 3 shows the documents obtained from the different municipalities.

Ekurhuleni Metropolitan Municipality	Nkangala District Municipality	Steve Tshwete Local Municipality
<ul style="list-style-type: none"> <li>• EPWP recruitment process and training report for financial year 2019/2020 Roads &amp; Storm water</li> <li>• EPWP performance review for financial year 2019/2020 Roads &amp; Storm water</li> <li>• EPWP list of personnel fresh produce market Dec 2020</li> <li>• EPWP list of personnel roads &amp; Storm water Dec 2019</li> <li>• Time sheet</li> </ul>	<ul style="list-style-type: none"> <li>• Learnership application Advertisement</li> <li>• Letter of appointment of consulting company</li> <li>• Appointment acceptance letter by the contractor</li> <li>• Memo for shortlisting applicants</li> <li>• List of learners/workers and contact details</li> <li>• Certificates</li> <li>• Proof of payment of allowance</li> <li>• Host employer commitment letters</li> <li>• Nkangala District Municipality monthly progress report</li> <li>• Limco consulting company report</li> <li>• Site visit report (August 2019) MICTSETA</li> <li>• Pictures of project activities</li> </ul>	<ul style="list-style-type: none"> <li>• List of workers</li> <li>• Employment contract</li> <li>• Notices on EPWP opportunities</li> <li>• Proof of payment of allowances</li> </ul>

**Table 2: Selected list of accessed documents in municipalities**

Planact reviewed secondary sources such as the EPWP policy framework, EPWP Ministerial Determination and recruitment guidelines to understand the mandate of the programme. The research team also consulted previous studies that were undertaken on the EPWP to enhance their understanding of the actors involved in the programme. However; the key documents that guide the social audit were the EPWP Recruitment Guidelines and the EPWP Integrated Grant manual as stipulated by the Department of Public Works and Infrastructure.

The success of a social audit depends on proper planning and ensuring inclusivity of the relevant communities and their leaders. The participants in the EPWP consisted of bodies that previously worked or are currently working at an EPWP project, public officials involved in the operation of the EPWP project, and those who benefit from the project services or goods. The participants were chosen based on their indirect or direct involvement in the EPWP project according to the EPWP Recruitment Guidelines and the EPWP Integrated Grant provision.

## Chronology of key activities and summary

### Ekurhuleni Metropolitan Municipality:

**1. Cleaning and roads storm water channels** Recruitment of volunteers: 8 December 2020 Training: 10 December 2020 – 14 December 2020 Data collection: 16 February 2021 – 19 February 2021 Public hearing: 24 March 2021

**2. Maintenance of economic infrastructure (Springs)** Recruitment of volunteers: 23 November 2020 Training: 1 December 2020 – 4 December 2020 Data collection: 7 December 2020 – 9 December 2020 Public hearing: 23 March 2021

### 3. Steve Tshwete Local Municipality

I/G Cleaning and litter picking

Recruitment of volunteers: 26 November 2020

Training: 8 December 2020 – 11 December 2020

Data collection: 14 December 2020 – 17 December 2020

A public hearing was not conducted due to the delay in securing a date convenient for participants.

### 4. Nkangala District Municipality

Recruitment of volunteers: 17 December 2020

Training: 9 February 2021 – 12 February 2021

Data collection: 15 February 2021 – 17 February 2021

Public hearing: 26 March 2021

## PART III: SOCIAL AUDIT IMPLEMENTATION

### Training of the community volunteers

Planact conducted social audit training for the community volunteers engaged in the three different municipalities. The three workshops, which were highly interactive, took place over a period of four days. The volunteers were provided with course material covering the recruitment guidelines, social audit methodology, and relevant legislation and videos showing previous social audits conducted in informal settlements. The programme coordinators and volunteers collectively discussed the social audit methodology, its relevance, and factors necessary for a successful social audit. The volunteers were presented with real life examples of social audits previously conducted and had open discussions on the topic. The EPWP project and the recruitment guidelines were discussed at length. The community volunteers also reviewed the questionnaires that would be used to collect data from community residents, workers and municipal officials.

Municipality	EPWP Project details	No. of community volunteers	Duration of training	Data collection methods	Selection of participants
Ekurhuleni	Springs food market	23	4 days	Semi-structured questionnaire	Municipal officials Users/consumer
	Roads & storm water channels	25	4 days	Physical & telephonic interviews.	EPWP project workers
Nkangala	Creative arts and culture	12	4 days	Telephone interviews with the learners Physical interviews with randomly selected residents	Municipal officials Learners Users/consumers
Steve Tshwete	Street cleaning and litter picking	25	4 days	Physical interviews	Municipal officials EPWP Project workers Users/ consumers

**Table 3: Summary of community volunteers and participants**

Annexure 1 carries a comprehensive list of the community volunteers who came from the different communities and involved in data collection. All community volunteers were paid a stipend and provided with meal and transport allowance.



ABOVE: Training in Steve Tshwete Local Municipality (Hendrina)

TOP: Training in Nkangala District Municipality

ABOVE: Social audit training for community volunteers in Germiston

## Data collection

The social auditors compiled four sets of questionnaires:

a) EPWP workers, b) community/users, c) contractors, and d) municipal officials. Planact monitored the community volunteers throughout the data collection process. The data collection tool was tested and refined to address gaps identified during the testing process. Annexure 2 carries the different questionnaires used to collect the data from the participants. The questions sought to understand the knowledge and experience of the participants around the different themes drawn on the EPWP guidelines: EPWP awareness, quality of the service delivered, benefits and monitoring of the projects, and their recommendations.

The community volunteers randomly selected participants in each category – workers and users – in the audit sites.

They visited the EPWP project sites to find users and workers in the case of ongoing projects such as the fresh produce market and the storm water drainage. However where the workers' contracts had expired, such as in Nkangala District Municipality, the community volunteers conducted a telephone interview with them.

The average age of community beneficiaries/consumers/ users interviewed ranges from 18 to above 46. This means that the programme is proving beneficial to both the youth and the old, EPWP workers and non-workers.

The Planact team interviewed municipal officials in an effort to support the community volunteers and to address some municipal officials' concerns regarding being interviewed by community members.

The sampled group for interviewing was as follows:

**Table 4: Group sample**

	Ekurhuleni Municipality	Steve Tshwete Municipality	Nkangala Municipality	Total
Officials	4	2	2	8
Users	420	746	141	1,307
Workers	22	3	21	45



Data collection in Springs Food Market



Springs Food Market



Data collection in Nkangala District Municipality

## Data capturing and data analysis

The completed questionnaires were stored in a safe place in Planact's offices. The questionnaires were then captured electronically onto Google forms. Six community volunteers from Ekurhuleni Metropolitan Municipality served as data capturers because of their tertiary level of education and close proximity to Planact's offices. These were mainly graduates with advanced computer skills. They were offered induction on the data capturing process, and the data capturing process was completed over a period of 7 days.

Planact developed a coding scheme for each set of research questionnaires. This was shared with the data capturers who were involved in the primary level coding exercise. To conduct the qualitative data analysis the Planact research team drew emerging themes and cross-cutting issues, and assessed EPWP in relation to the recruitment guidelines. These themes were also triangulated with the quantitative data drawn from the semi-structured questionnaires.

**Part III of the report contains the key findings. Some of the data is presented in chart formats to draw comparisons on experiences of participants in different provinces.**

## Limitations of the social audit

The social audit findings reveal the experiences of three municipalities in South Africa and do not represent all municipalities in the country. Although this is a limitation, the lessons drawn from the social audit pilot project may apply to many municipalities characterised by vulnerable communities and youth unemployment. The social audit offers an opportunity for the Department of Public Works and Infrastructure to complement previous studies on EPWP. The social audit amplifies the often ignored voice of vulnerable communities in the EPWP design and implementation processes. Another limitation of the social audit was that it focused on selected components of the EPWP Integrated Grant Manual to narrow the scope of the audit and enable collection of reliable information. The restraints to movement imposed by the government to curtail the spread of the coronavirus pandemic and the limited resources also made it necessary to narrow the scope of the pilot project. In addition, the social audit team had to be realistic about what could be achieved within the limited period for conducting the EPWP social audit. Whilst the scope was narrowed, the thematic areas developed covered all the priority topics provided by DPWI. Hence, managed to generate rich empirical evidence on the implementation of the EPWP Recruitment Guidelines and the EPWP Grant Manual in the three municipalities.

Another limitation of the social audit is in respect of the coronavirus pandemic and the partial lockdown. The commissioning of the social audit by the Department of Public Works and Infrastructure coincided with the pandemic. Planact had to navigate fieldwork during lockdown level 3. For this reason, the sample size had to be averaged to curtail the number of days spent doing fieldwork and minimise community volunteers' risk of contracting the virus. However, the total sample size of 1,360 meets the requirements of a social audit and delivers the target confidence in the findings.

## PART IV: SOCIAL AUDIT FINDINGS

### KEY FINDINGS: USERS/ COMMUNITY BENEFICIARIES

#### Awareness and understanding of the EPWP recruitment guidelines by communities

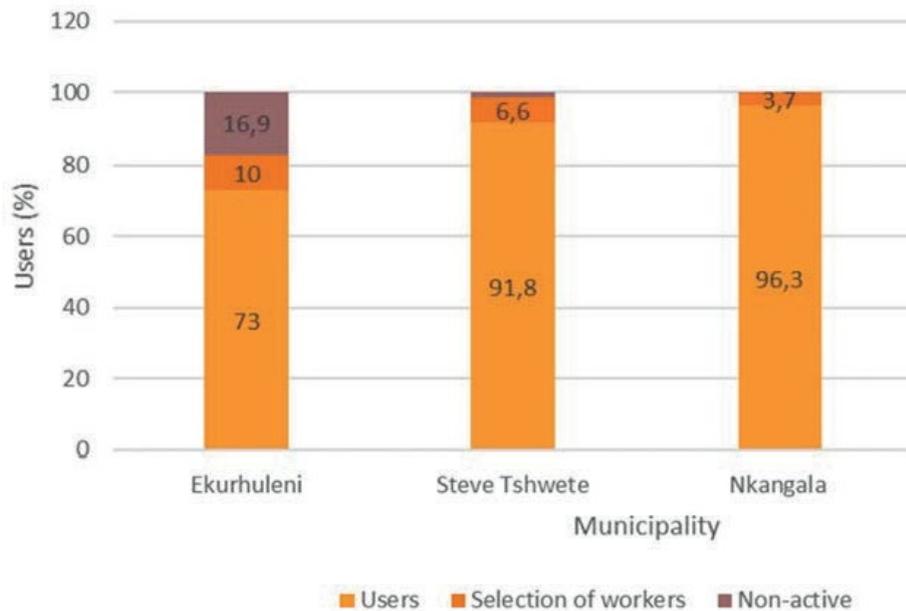
The EPWP targets the poor and unemployed, that is, local South Africans willing and able to work at the EPWP wage rate. It aims to alleviate poverty through temporary employment and skills development through the recruitment of unemployed youth whilst also enhancing vulnerable communities. The extended programme is supposed to be accessible and transparent to communities as specified in the EPWP recruitment guideline 6.5. However, this can only be realised when communities are aware of and understand the programme. The social audit indicates that although more than 50% of the sampled groups (users and residents) have heard of the EPWP, those who have applied or enrolled in the programme have found out about it through council meetings, existing EPWP workers and friends. Most of them are not aware of the recruitment process and the criteria used to determine eligibility to the programme. For example, in Steve Tshwete 85% of the users indicated that they were not aware of the recruitment process. Table 5 below shows a detailed picture of the users/community awareness of the EPWP in the three municipalities.

**Table 5: Selected Users' EPWP awareness**

Municipality	Project name	Aware of the recruitment process	Unaware of the recruitment process
Ekurhuleni Metropolitan	Cleaning of roadside & storm water channels: (EPWP3M)	27.7%	72.3%
Steve Tshwete Local	I/G Street cleaning & litter picking (EPWP3M)	14.8%	85.2%
Nkangala District	Creative Arts & Culture	37.6%	62.4%

To identify users' involvement in the EPWP users were asked ***“what is your involvement in the EPWP?”*** Users were given the options “users”, “involved in the selection of EPWP workers”, and “non-active” which means that they were not involved in the EPWP in any way. Whilst some community members benefited from the product or asset or service rendered, their actual involvement in the planning processes remains inadequate. The EPWP recruitment guidelines (6.2) stipulates that the target community shall be mobilised and set up a committee that will serve as an entry point for community participation and representation in the various phases of project implementation. Graph 1 overleaf illustrates the answers given by users per municipality.

## Users' involvement in the EPWP



**Graph 1: Users<sup>7</sup> involvement in the EPWP**

Notes:

- Ekurhuleni represents the EPWP Project *Cleaning of roads and storm water channels*
- Steve Tshwete represents the EPWP Project *I/G Street cleaning and Litter picking*.
- Nkangala represents the EPWP Project *Film and Television*.

### Access to information pertaining to the EPWP recruitment

This paints a picture that the targeted groups have limited information pertaining to the recruitment process and the requirements to enter into the programme. It also suggests that there is poor education and failure to maximise educational material and other campaigns. Many of these community members in vulnerable communities often lack access to smart phones, computers or data to access municipal websites for updates on the EPWP, therefore they are unlikely to maximise the information on websites.

This audit also revealed that some participants are of the perception that EPWP workers have entered into the work projects because of political affiliation and thus do not necessarily adhere to the entry requirements. This is an indication of just how little information communities are exposed to regarding EPWP. The perception has seen the target group of 16-35, women and the disabled not hugely represented. The diagram<sup>8</sup> below gives a detailed picture of the workers' age in the respective projects and municipalities.

<sup>7</sup> No data was collected on this theme from the users in Springs.

<sup>8</sup> The workers involved in the maintenance of storm water drainage were not available for the interview. Only one worker was interviewed.

Municipality	Project	18-25	26-35	36-46	Above 46
Ekurhuleni	Springs Food market	23.8%	52.4%	14.3%	9.5%
Nkangala District	Television Film	28.6%	71.4%	0%	0%
Steve Tshwete	I/G Street cleaning	0%	66.7%	33.3%	0%

**Table 6: EPWP Workers' age**

The misconception and misunderstanding of the entry requirements is likely to discourage potential applicants including those who are members of the target groups.

Although municipal officials from the three municipalities mentioned that they advertise EPWP opportunities through the newspapers, on social media such as Facebook, and through councillors, the findings point to poor information dissemination.

Furthermore, users/consumers were asked the question **“How do you identify EPWP workers?”** they reported that they could easily identify EPWP through work uniform (overalls) and not the logo or the services or products rendered. A user from the cleaning of roads and storm water channels replied: **“most of them I identify them by green and orange overalls”**. Some users also associated the EPWP with a subcontractor to the respective municipalities while others had no idea what the programme aims to achieve.

The above findings contradict the views of the municipal officials in Steve Tshwete and Nkangala District who asserted that they conduct educational campaigns. For example in Steve Tshwete Local Municipality, the officials indicated that the communities are involved in the identification of EPWP projects through municipal outreach programmes. The communities/users' views demonstrate that poor awareness of EPWP is a major problem, which requires urgent attention.

### Disability inclusion

The recruitment process was cited as having major shortcomings, mainly due to the arbitrary nature of selecting participants that can lead to bias and some violations of the recruitment guidelines, including the Labour Relations Act (LRA). The users also lamented the exclusion of the disabled in the EPWP, and the need to recruit disabled persons (PLWD) was cited as a major challenge. The grant manual indicates that the target for EPWP Phase 4 target should be 60% for women and 2% for people with disabilities.

The eight municipal officials from Ekurhuleni, Nkangala and Steve Tshwete municipalities admitted that they do not make conscious efforts to include the disabled in the EPWP. Only Nkangala District Municipality indicated that 1% of the workers are disabled. This suggests that a majority of the disabled persons are marginalised due to the perception that they cannot do EPWP tasks. However, with the use of innovative ways of management and use of appropriate technologies (wheelchairs, smartphones etc.) disabled persons can participate in most EPWP programmes.

## Measuring the quality of services

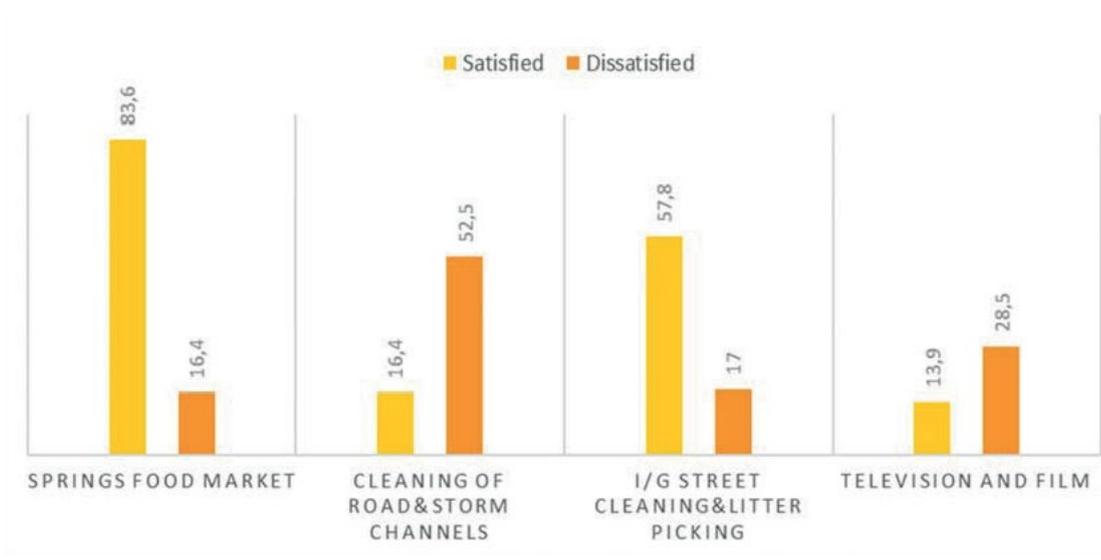
The EPWP Final Recruitment guidelines of 2018 (6.3) clearly states that communities should be involved in the identification and prioritisation of assets to be developed, that is, community enhancement. The EPWP aims to create accountable and transparent institutions and holds high priority for public participation at all levels in the implementation of EPWP projects. In response to the question **“Are you satisfied with the EPWP project deliverables/services rendered?”** 52.5% of users interviewed in the Cleaning of roads and Storm water channels project said that they are not satisfied with the services delivered. While only 16.4% of users interviewed for the maintenance of the economic infrastructure (Springs Food Market) were dissatisfied with the services and produce delivered in the market, and a significant 83.6% were satisfied with the services and products on offer. The users expressed concern with the poor condition of the market, which they partly attributed to poor monitoring of EPWP workers and poor maintenance of the facility. However, they acknowledge that suppliers were responsible for the quality of items sold at the market. The findings are a clear indication that the type of service or product provided has a great influence on consumer satisfaction.

I/G Street cleaning and litter picking project reported that 57.8% of users were satisfied, 17% not satisfied and 25.2% of users were undecided. In the film and television production learnership project, 13.9% of users reported the work to be of very good quality and 28.5% said that the work presented was poor. The remaining percentage (57.6%) found the work to be average or good.



**Maintenance of stormwater drainage**

Users' assessment of quality of services

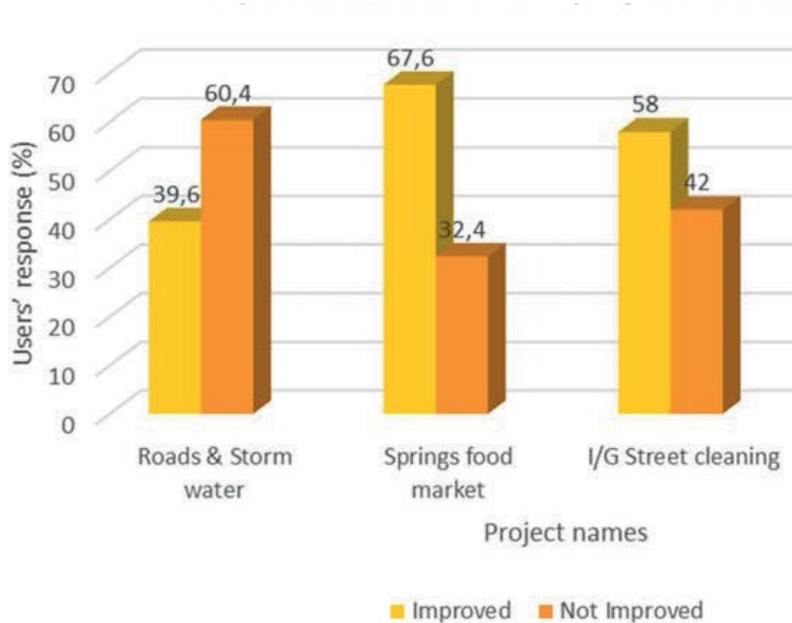


Graph 2: Users' assessment of quality of services

Users were asked **“how can the service be improved?”** Both satisfied and dissatisfied users indicated that they would like to see further improvement in the project goods and services offered – users suggested that workers should be supervised and that more workers should be available in order to reduce the workload and improve the quality of goods and services to be delivered.

Graph 3 below illustrates users' response to the question **“has the service provided improved or declined over time?”**

Improvement of EPWP project deliverables



Graph 3: Improvement of EPWP project deliverables

When asked about ***“what change has the project brought into the community since it started?”*** users reported that they have noticed a change in their environment with cleaner streets, well-maintained roads, and accessible stores for the purchasing of basic needs. The data collected reports that users/community beneficiaries have noticed a significant decline in criminal activities as more youth is employed and therefore have income.

Moreover, communities have reported that the cleaner environment has had a positive impact on their health with fewer visits to the doctors' office and less coughing due to the unpleasant smell that used to trouble them before the cleaning of roads and storm water channels project was in effect.

Users were asked ***“how can the service be improved?”*** Community members stated that they were not involved in the identification of the services to be provided or areas to be enhanced and have therefore made recommendations on the kind of projects they would like to see. Both satisfied and dissatisfied users indicated that they would like to see further improvements in the project goods and services offered: users suggested that workers should be supervised and that more workers should be hired because in this way work activities would be adequately shared among the workers and quality goods and services would be delivered. Others believed that higher wages will motivate workers to produce excellent work. The recipients in the cleaning of roads and storm water channels would like to see a transparent recruitment process, regular maintenance and skills training to ensure effective and quality services.

Users of the Springs food market expressed that they would like to experience better treatment of all customers by the market agents regardless of age and race. The food market could be further improved by offering fresh produce at cheaper prices with the option of purchasing produce online to avoid long queues. Other users or recipients suggested that EPWP projects could be improved by ensuring a rotation of employees: every 12 months they would like to see new faces as this offers equitable opportunities for all and guarantees a more effective service delivery. Users are convinced that engagement with communities for feedback is more likely to improve EPWP project products and services. A user from the Springs food market commented: *“would like the market to hold bi-annual business training for the informal traders”*.

The reports of the users resonate with the municipal official's observation regarding the contribution of projects to community safety: The Nkangala District Municipality' Project Administrator regarded the Social Development (safety and security projects) as being the most relevant, because of the ever-increasing crime in the country, which requires more trained security personnel.

## KEY FINDINGS: EPWP WORKERS

### Workers' age and gender

The EPWP recruitment guidelines glossary of terms defines the target group as predetermined targets for women, youth, and persons with disabilities. The age group is that of 16-35 years old. The following tables give an illustration of the age and gender of EPWP workers in all project sites except for Ekurhuleni Cleaning of roads and storm water channels. The workers' data for this project is not available because there were no workers available for interviews as workers have been off work due to lack of uniform/safety gear supply. Notable in the Springs food market is that 23.8 % of the workers are above the age of 35. This demonstrates that the EPWP also benefits adults, though the youth remains the most dominant group.

Table 7: EPWP workers' age

Age	Springs food market	I/G Street cleaning	Film & Television
16-25	23.8%	0%	28.6%
26-35	32.4%	66.7%	71.4%
36-46	14.3%	33.3%	0%
Above 46	9.5%	0%	0%

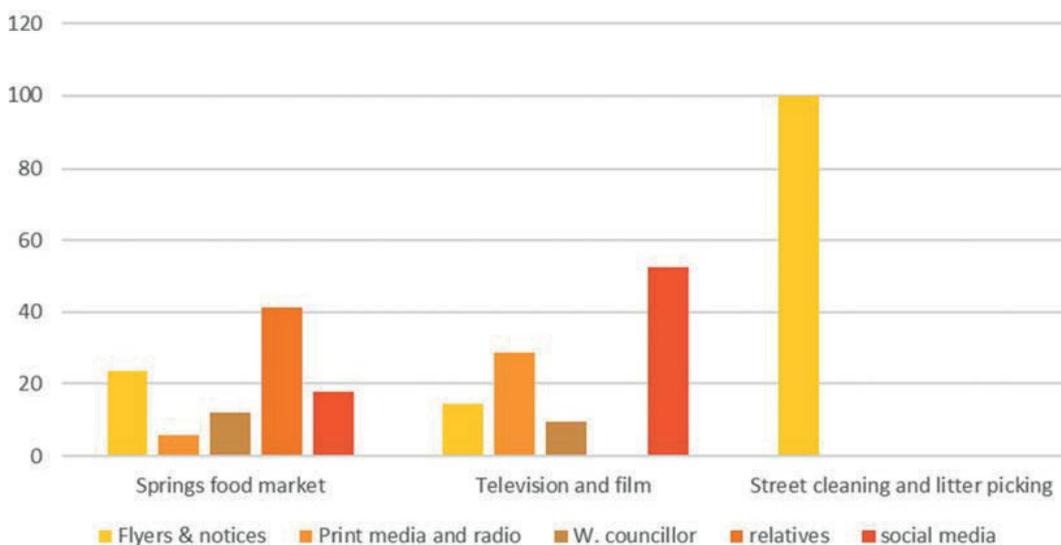
Table 8: Gender of EPWP workers

Gender	Springs food market	I/G Street cleaning	Film & Television
Male	47.6%	0%	32.4%
Female	52.4%	100%	47.6%

### Awareness of the recruitment process

The EPWP recruitment guidelines (6.5) stipulate that employment opportunities shall be communicated through various channels that optimise the effectiveness of reaching the intended participants. The social audit revealed that the three municipalities used some of the available channels to publicise the EPWP opportunities.

### Communication channels used to advertise the EPWP



Graph 4: Communication channels used to advertise the EPWP

All participants involved in the street cleaning and litter picking project indicated that they learned about the project through flyers and notices distributed in strategic places by the municipality. More than 50% of the workers involved in television and film production project also learned about it through flyers and notices. This data depicts that municipalities made an effort to use different channels of communication. Of interest also is that approximately 40% of workers involved in the Springs food market learnt about it through relatives and fewer than 20% cited councillors.

The EPWP Recruitment guidelines (6.6) stipulate that an induction session will be conducted with all newly recruited EPWP participants to inform them about the programme, their duties, expectations, and the Ministerial Determination. This social audit found that all three municipalities conducted an induction session for the EPWP workers. However, the social audit found that the induction is often a shallow session which fails to adequately enhance employees' understanding of the work.



**Women involved in EPWP**

### **Signing of employment contract**

EPWP Ministerial Determination 2011 has clear guidelines for normal hours of work: Section 3.1 stipulates 8 hours per day, and sections 6 and 7 cover daily rest periods. It also spells out the need to have a contract signed by the participants. Respondents were asked whether they had signed contracts: this social audit found that the three municipalities had conducted induction and given contracts to the workers. The table provides additional information regarding signing of employment of contracts by EPWP workers in the three municipalities.

**Table 9: Signing and understanding the contract of employment**

Municipality	Project name	Received contracts	Understood contracts	Did not understand contracts
Ekurhuleni Metropolitan	Springs food market	100%	85%	15%
Steve Tshwete Local Municipality	I/G Street cleaning & litter picking	100%	100%	0%
Nkangala District Municipality	Creative Arts & Culture	95%	86%	14%

In the Film production learnership project, 95% of the participants had signed contracts and the majority understood the content. It is not clear why the remaining participants did not sign the contract.

### Skills development

The EPWP guidelines prioritise implementation of quality projects, therefore building the capacity of the workers is important. The training has to be relevant to the projects but also ensure that the participants acquire skills that are in demand in the labour market. This social audit revealed that the training offered by Ekurhuleni and Steve Tshwete is none accredited. This view suggests that municipalities need to have an adequate budget. This social audit found out that EPWP is seen as a social development and welfare programme: this perception constrains its broader potential and linkages to skills development programmes.

In terms of the Learnership programme, many had pre-existing skills or jobs in lower level jobs such as hairdressing, working at local community radio stations, video recording and poetry, etc., hence they were ideal for this 12 months skills programme. Respondents were also asked if there had been any further training offered during this particular contract, 57% mentioned that there was 'further training offered' but it was not very specific, and 42% got referrals. However, at the end of the learnership 85% of the workers were unemployed. This is a concern which suggests that there is a need to invest in the creation of job opportunities after a 12-month learnership. It also raises questions concerning the relevance of the skills offered to the labour market.

The interviews revealed that the participants are not satisfied with the type of work that was being given to them within the programme. At the Springs Fresh Produce Market, workers were given tasks such as cleaning the floors, stacking produce, and counting stock. While these jobs fall within the scope of the EPWP and are relevant to the market, the workers expressed their concern regarding the limited contribution to skills development and economic empowerment. However, in contrast, the Safety and Security project (not covered by this social audit) was reportedly yielding 100% job opportunities for graduates.

Some of the EPWP workers emphasised the need to work very closely with experienced and older artisans who could transfer skills, and there should be a way of measuring that skill after completion. The participants expressed their appreciation for the skills they had gained and the income which enabled them to provide for their families.

## Technical skills

The integrated grant manual allows for project reporting. Section 3.5.1 of EPWP Grant manual states that Technical Support will take the form of a team of experts that the National Department of Public Works will deploy to support public bodies. This Technical Support Team will include: a) data/reporting/systems experts to go in at the end of every month to support reporting, b) technical experts i.e. engineers, social development specialists and environmental specialists who will specifically support project design, and c) EPWP staff who will assist in: (i) providing the public body with the information they need on EPWP, (ii) briefing management on progress, (iii) dealing with blockages to implementation, and (iv) identifying and mobilizing any other support required (EPWP Grant guidelines, DPW).

This social audit reveals that the good support mechanisms were largely not utilized by municipalities. For instance, concerning maintenance of Roads and Storm water channels in Ekurhuleni, Mr Motsepe cited inadequate reporting on EPWP. The findings infers that that the Germiston municipality are not reaching out to DPWI national technical team for assistance in reporting and capacity building.

Likewise, in Steve Tshwete, Theisa Janse Van Rensburg indicated that the municipality is self-sufficient, which infers non-prioritisation of the existing technical assistance available at national level.

Some of the officials in Ekurhuleni and Steve Tshwete municipalities noted the complexity of the database management system and how it affects the implementation of the programme. This point to the challenge regarding managing the existing EPWP Database system to better management EPWP at local level. It could be inferred that the municipalities have not sought or received sufficient support from the national technical team.



## Poor monitoring

The EPWP learnership in Nkangala District Municipality, in terms of EPWP Grant Manual 3.4.2 (a), is not planned properly. The integrated grant manual states succinctly that focus areas for the EPWP grant in general covers three sectors: infrastructure, environment and culture, and the social sector. For each of these sectors, focus areas have been identified that have been tested and proven to be areas in which labour-intensive delivery methods are successful. Public bodies have to identify the focus areas, and then projects within this, that are aligned to their growth and development plans, to be funded through the grant. Public bodies are advised to pursue a mix of projects across the relevant sectors and focus areas to achieve the Grant FTE target. The officials were not aware of this and hence were not spreading the EPWP grant across sectors, thus failing to increase employment impact. This could be partly attributed to poor planning and monitoring of the EPWP. An official in Ekurhuleni Metropolitan Municipality asserted: **“Monitoring system is very weak; there is no capacity in my department to do the monitoring. There is a poor relationship between my department and the public participation unit, EPWP is not taken seriously in the city and this creates a challenge.”** This statement suggests that underpinning poor monitoring is a lack of capacity and apathy. However, officials in Steve Tshwete did not indicate any challenges regarding monitoring.

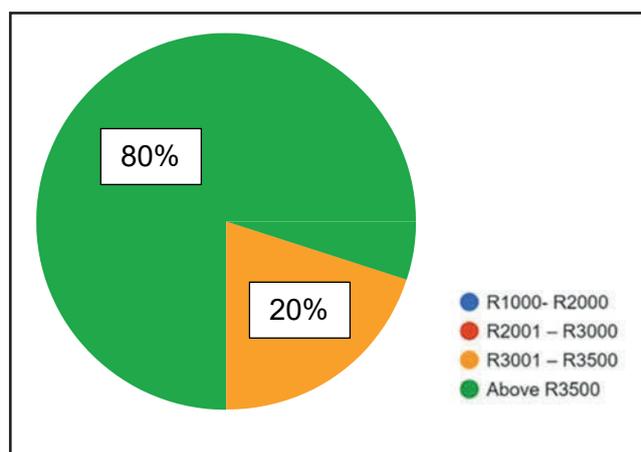
All the municipal officials reported that they adhere to the reporting system: they report 15 calendar days after the end of every quarter, and the monthly performance of their EPWP programmes/projects by the end of every quarter, in the manner required on the EPWP reporting system. However, only the Nkangala District Municipality provided copies of some of the monthly and quarterly reports to the social audit team - which demonstrates transparency.

## Procurement of Personal Protective Equipment (PPE)

The EPWP Codes of Good Practice 2011 (section 15) deals extensively with health and safety concerns, and section 16 provides for injured workers to be covered by The Compensation for Occupational Injuries and Diseases Act, No 130 of 1993 (COIDA). In the Springs Food market project, at least 80% of workers were not aware of these rights, and this points to shortcomings in the awareness, recruitment, and orientation processes.

Inadequate PPE was cited as one of the concerns in the implementation of the EPWP. This is of concern as many workers are from marginalized and vulnerable communities.

Workers involved in the Cleaning of Roadside Stormwater channels mentioned that they were provided with PPE, but the supply was irregular. They explain that sometimes it took a long time for the municipality to provide them with the required PPE (safety boots, gloves, etc.) but still they performed their work.



**Figure 4:** How much are you paid?

## Payment and administration

Section 12 on Keeping records and S 13 on Payment are enshrined in the Code. In the Nkangala Film production learnership 80% of contracts were signed and 100% of the workers were paid via EFT. In the Nkangala Film and television production learnership 95% of the workers signed contracts and the R2,000 average stipend was paid via EFT.

In Ekurhuleni, there was a variation in stipends: 80% were paid above R3,500. Some workers raised concerns about the discrepancies in pay. Although there may be reasons for the variation, this study did not interview the relevant officials on this issue.

In Steve Tshwete EPWP Contracting, guidelines were adhered to with payments processes made via bank accounts in line with guidelines (EPWP Guidelines, DPWI).

The findings reveal some violations of the EPWP recruitment guidelines and the grant manual and the ministerial determination. The violation of the EPWP recruitment guidelines manifests in the following:

- More than 60 percent of the users in the three municipalities mentioned that they were not aware of the recruitment process. The principles on Equity (3) and Fairness (1) suggest that all community members should be aware of the processes. However, only a few residents were made aware of the EPWP opportunity.
- The poor involvement of communities in the recruitment process and mainly the absence of a community structure representing communities in the planning, recruitment and implementation of the EPWP. Hence, section 6.3 of the Recruitment guidelines is violated. The section stipulates that: 'Before initiation of an EPWP project, the target community shall be mobilized to set up committees that will serve as the entry point for community participation and representation in the various phases of the project implementation cycle'.
- The lack of such committees has resulted in poor access to EPWP information, community participation in the recruitment process, and a poor understanding of the recruitment criteria. Such is a violation of section 6.5 of the EPWP Recruitment Guidelines, which stipulates that 'Community members shall have access to relevant, timely, accurate, and complete information to participate in the recruitment process. This manifests in wrong perceptions concerning the recruitment process such as the perception that one's political party affiliation is an integral part of the selection criteria.

- Inadequate knowledge of participants about the Ministerial Determination and the Code of Good Practice for EPWP. This violates the guidelines (6.6) concerning induction of participants to inform them about their duties, expectations, and Ministerial Determination
- Workers and some municipal officials expressed their frustrations with the poor orientation offered to EPWP workers. Municipal officials managing the maintenance of roads and storm water channels were critical of the absence of an 'Orientation week'. They argued that it compromises the performance of EPWP workers.
- The failure of the three municipalities to meet demographic targets for EPWP Phase IV (60 percent women and 2 percent persons with disabilities).
- The learnership programme implemented by Nkangala District Municipality was not labour intensive. It partly violates the EPWP integrated grant manual. Section 2.4 indicates one of the characteristics of EPWP projects as being 'highly labour intensive: a large percentage of the overall project costs are disbursed in wages to the EPWP target group'. On the contrary, the learnership project was neither labour intensive nor did overall project costs accrue in lieu of wages. Instead, the training component was outsourced to a contractor and had huge cost implication - R4295,643.50. This evidence points to the critical need to review the EPWP project in Nkangala District Municipality.

## OTHER FINDINGS: MUNICIPAL OFFICIALS

Table 10: EPWP officials

Municipality	Municipal officials	Designation	Dates of interview
Ekurhuleni Metropolitan Municipality	Ms Fedile Ngcobo	Executive Director of EPWP, Ekurhuleni.	2 November 2020
	Mr Lesego/Lungile Mtshali	Operations Manager, Roads and Works	18 February 2021
	Mr Andries Motsepe	Senior Supervisor	18 February 2021
	Ms Moipone Tshwanaa	Administrator, Germiston Roads Depot	18 February 2021
Nkangala	Tiro Mabunda	Divisional Manager – PWP/CWP	17 February 2021
	Bridgette Motsoeneng	Project Administrator	4 March 2021
Steve Tshwete	Thiesa Janse Van Rensberg	Deputy Director	3 March 2021
	Ayanda Mabizela	Projects and Programme Manager	3 March 2021

### Municipal officials' response regarding EPWP recruitment

In the three municipalities, the officials demonstrated knowledge and understanding of the main aims of the EPWP, although their level of understanding varied. All officials consider the aims of Phases III and IV of the EPWP to be the same: the creation of job opportunities for the unemployed, disadvantaged and underprivileged; skills development; and the provision of social relief and income. Mr Motsepe (Senior Manager in Ekurhuleni Metropolitan Municipality) made a revealing view, he observed:

*'The EPWP is seen as an orphan child social grant programme; this perception minimises its effectiveness'.*

This statement suggests the view that despite the compelling aim, some municipal officials do not implement the EPWP with utmost commitment.

### Violation of the recruitment guidelines and processes

All officials from the three municipalities indicated that their municipalities adhere to the recruitment guidelines. All eight municipal officials indicated that their municipalities publicise EPWP opportunities through advertisements. They rated the transparency of the recruitment process highly: on a scale of 0-10 (zero being the lowest level) the two officials in Nkangala District Municipality rated transparency at 10. In Steve Tshwete Local Municipality, the Projects and Programme Manager (PPM) Indicated that transparency in the recruitment process is at 8, whilst the Superintendent rated it at 10.

However, in Ekurhuleni Metropolitan Municipality, the officials indicated that the transparency of the recruitment process is between 4 and 6. Such a gap provides an opportunity for the violation of the EPWP recruitment guidelines.

**Table 11: Modes of advertisement per municipality**

<b>Ekurhuleni Metropolitan Municipality</b>	Radio	Local and national newspapers	Ward councillors	Notices	-
<b>Nkangala District Municipality</b>	Municipal council notice boards	Local and national newspapers	Ward councillor	Social media	Local radios
<b>Steve Tshwete Local Municipality</b>	Ward councillors	Ward councillors and ward committees	Notices in strategic public areas	Local and national newspapers	-

### Labour-intensive EPWP sector

The Integrated Grant Manual (2.2) stipulates that public bodies have to identify projects that have a labour intensity above a certain minimum (10% for Infrastructure Sector, 35% for Environment and Culture Sector, and 35% for Social Sector) to be funded from the grant. When asked which EPWP sector is likely to create many employment opportunities, all the interviewed municipal officials indicated that the infrastructure sector is the most labour intensive sector, followed by the social sector.

In respect of the social sector, Nkangala District Municipal officials highlighted that safety and security projects are the most labour intensive, because of the demand for the service necessitated by the ever-increasing crime in the country. This warrants continued training of security personnel.

In Steve Tshwete Local Municipality, the municipal officials indicated that in addition to the Infrastructure sector, the Environment sector is also labour intensive because there is often need for grass-cutting and cleaning. In the Divisional Manager's view, the infrastructure sector was considered to most require skills in the current labour market including Infrastructure (construction).

The Agricultural Sector was considered to have the potential to create more employment opportunities given the nature of the economy in the Mpumalanga province which depends on agriculture.

### Municipal officials' response regarding training

In response to the question: 'is there a formal (or structured) training programme for the EPWP?' only Nkangala District Municipality was found to have a structured training programme. The Nkangala District municipal officials mentioned that the National Department of Public Works and Infrastructure provide support in the form of the grant and staff training.

### Allocation of resources

All municipal officials consider the current budget allocation insufficient. In Nkangala District Municipality, the officials indicated that they receive about R2 million annually, while the programme

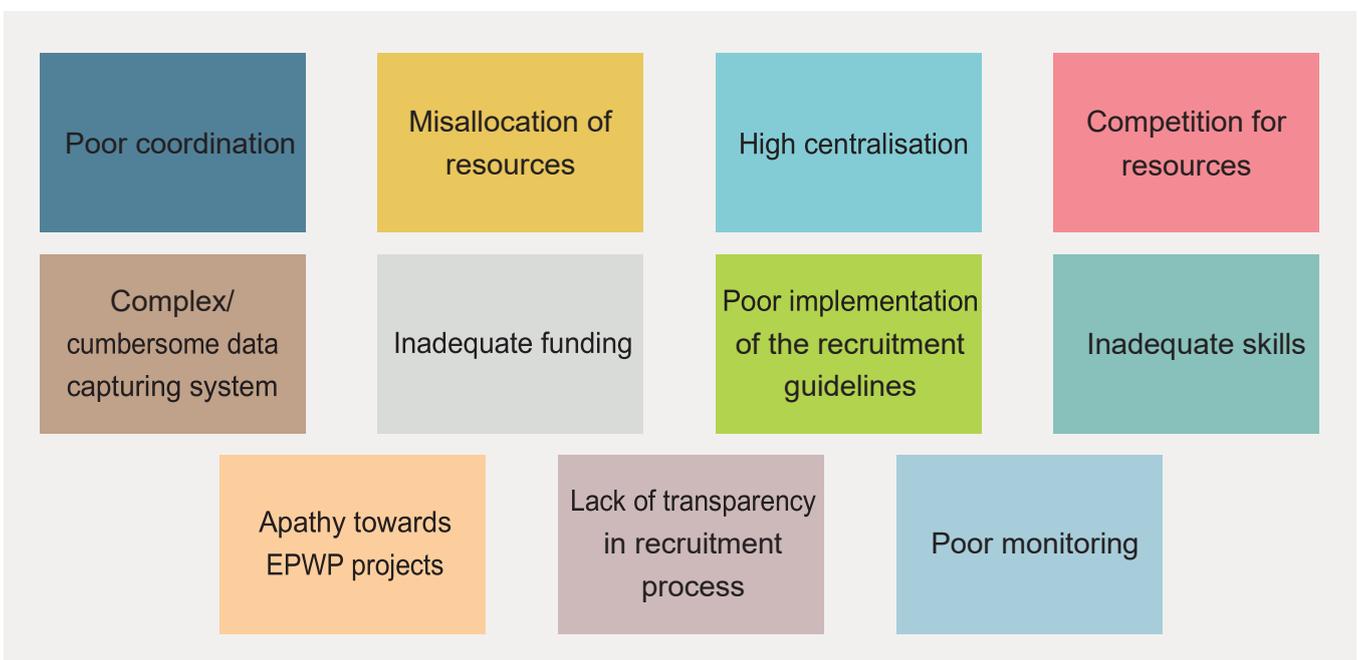
requires around R12 million and costs of providing the service are high. For instance the contractor who trained the learners was paid R4, 728, 243-50 but DPWI only contributed R500 000-00.

The Divisional Manager - Tiro Mabunda explained that the allocation received from DPWI was invested in this project and the municipality supplemented this amount using its own resources.

In Steve Tshwete, Theisa Janse Van Rensburg and Ayanda Mabizela also indicated that the budget allocation is inadequate. The municipality receives around R4 000 000 per annum.

In Ekurhuleni Metropolitan Municipality, officials lamented the decrease in EPWP budget from R45 million a few years ago to a meagre R10 Million. The official was critical of this decision by the national department and considered it a failure to recognise the value of the programme. However, the officials were cognisant of the reporting requirements and its link to EPWP grants.

**Municipal officials’ views concerning challenges of EPWP**



**Diagram 4: Municipal officials’ views concerning challenges of EPWP**

When asked “What are the main challenges that your department faces regarding implementing the programme?” two municipal officials revealed poor coordination between the Department of Public Works and Infrastructure and the different municipalities. Another municipal official participant was vocal on the ‘complex centralised system from National and Provincial government and how they interact on EPWP.

An official in Ekurhuleni Municipality opined that there is a need for a ‘programme management office (PMO) that can manage all EPWP related projects. This could serve as a centre where all municipalities and districts have access to data (such as on *workers, existing skills*, etc) to inform decision making and effective resource’ allocation.

The Ekurhuleni official also indicated that he was unsure of the existence of any coordination mechanism between the National, Province and the Metropolitan. Another official pointed out that, unlike the Municipal Infrastructure Grant<sup>9</sup> (MIG), which has a clear structure, and guidelines there are no national guidelines on how to set up an EPWP structure at municipal level, hence many are experimenting. Poor coordination also manifests within municipalities. An official in Ekurhuleni confirmed that he was largely unaware that EPWP also had other sectors besides infrastructure sector. Thus, did not consider the environment, social development, arts and culture as EPWP sectors.

All the municipal officials stated that although efforts have been made to create units responsible for the implementation of the EPWP, challenges regarding the coordination and commitment to the programme have not been eliminated. Municipal officials expressed concern regarding the coordination mechanism currently available.

Another municipal official participant was vocal on the 'complex centralised system from National and Provincial government and how they interact on EPWP. He cited 'unhealthy competition with low level supervisors at local implementation level', leading to overlaps and misalignment of resources. The mismatch of National and Provincial CWP creates confusion with officials and beneficiaries as well as workers. The concern pertains to the differently labelled EPWP projects spread over different departments and the difficulty in attracting optimum commitment. The nature of the challenges varies from one municipality to another.

Ekurhuleni officials observed that there exist operational gaps in the management of many programs at the Metro levels. Officials attributed this to the centralization of decisions, with moderate level decisions on budgets and small items requiring approval hence resulting in delays. Mr Motsepe lamented the institutional arrangement and governance model, which fails to take into consideration the fact that Ekurhuleni is a large Metro.

In respect to the distinctiveness of the metro and poor coordination, Ms Ngcobo explained that the metro has three full time EPWP personnel; this understaffing compromises the implementation of the programme. She proposed that the Department should develop minimum standards, which will guide municipalities on number of staff personnel required to ensure a well-staffed EPWP unit. Such standards should take into cognisance the geographical scope of a municipality. Their conclusion was that such transformation warrants a decentralised model as opposed to the centralised model, which is often relevant to smaller municipalities.

Mr Mtshali was critical of the overlap between the EPWP sectors and the Community Works Programme (CWP<sup>10</sup>). He stated that the National Department of Public Works and Infrastructure oversees that EPWP; yet the Provincial government manages the Community Works Program. In his view these programmes have 'similar mandates, thus creates overlaps and confusion and unnecessary competition for resources.

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<sup>9</sup> MIG is part of government's strategy to eradicate poverty by supporting the poor to gain access to infrastructure. The MIG funds can only be used for infrastructure for basic levels of services. Detailed information is available at : <https://www.cogta.gov.za/mig/docs/3.pdf>

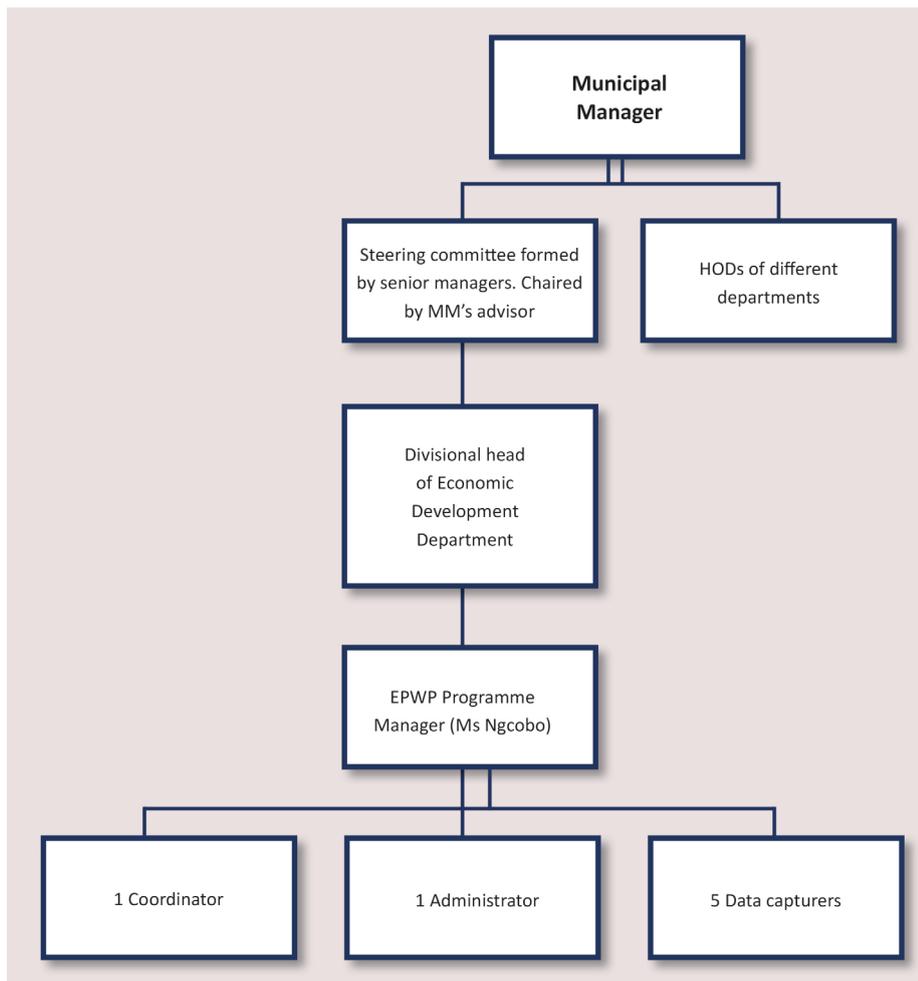
<sup>10</sup> 'The CWP is an innovative offering from the government to provide a job safety net for unemployed people of working age. It provides a bridging opportunity for unemployed youth and others who are actively looking for employment opportunities' (<https://www.cogta.gov.za/index.php/community-work-programme/>)

With regard to the issue of centralisation, Thiesa Janse Van Rensburg Steve, an official in Steve Tshwete Local Municipality observed, that the municipality has a self- sufficient system therefore does not require too much intervention from the other spheres of government (Province or National government).

**Narrative from Ekurhuleni Metropolitan Municipality**

In the Ekurhuleni Metropolitan Municipality, the municipalities were critical of the management of the EPWP which lies with the office at Kempton Park which is far distant from the project areas. The centralisation of decisions at Metro affects decision-making on budgets and often results in delays in project implementation because small items may need approval. This arrangement has repercussions for communication flows and results in gaps in the operations and the management of many programmes in the Metro and district.

However, the Ekurhuleni Metropolitan Municipality has devised a new model for managing the EPWP. A steering committee comprising representatives of all the municipal departments has been formed to improve inclusiveness, understanding and information flow on the programme. This is an important initiative which seeks to address the challenge regarding coordination within the municipality.



One of the municipal officials noted that the formation from the steering committee has improved the coordination of the EPWP although it has not yet resolved the competition for resources. In efforts to improve commitment to the EPWP the municipality has recently (2018) integrated the EPWP projects into the performance appraisal system.

**Diagram 5: EPWP Political and Administrative Hierarchy**

## PART V: FIELD WORK CHALLENGES

Planning is an important part of conducting a social audit as it accounts for unexpected changes including the external factors that cannot be foreseen ahead of time, which is why one has to plan thoroughly before carrying out fieldwork.

The corona virus pandemic has been a constant challenge: with rising infections and death rates, and changing lockdown conditions, fieldwork had to be put on hold for more than two weeks. This has had an impact on the scheduled activities, pushing them forward and causing the team to work tirelessly around the clock. The pandemic affected fieldwork activities: volunteers had to be extra cautious when conducting interviews, prioritising social distancing, wearing masks and sanitizing hands after every point of contact.

Volunteers were provided with name tags for easy identification and were given portable hand sanitizers to keep on hand while moving around and interviewing the community. Other field work challenges included participants who were unavailable.

The most common challenge experienced by the social auditors was municipal officials' competing priorities which resulted in rescheduling of meetings. Sometimes they had to settle for meetings via Zoom and telephonically when the officials were unable to meet them physically.

The public hearing was also affected by the lockdown restriction related to regulation of gatherings and social distancing. Hence, unlike in previous social audits, we adapted to a small focus group to limit the number of participants. However, it achieved the same purpose because all stakeholders were represented. Annexure 4 summarises the public hearing discussions.

Bureaucracy resulted in some delays during the implementation of this social audit pilot project as the EPWP officials were either restricted to a certain position only or they had no knowledge of the other officials involved in the managing the very same project.

Miscommunication in the EPWP resulted in cancellation of an audit on CWP project. The project was managed at a provincial level and the stakeholders involved were at first difficult to identify and once identified it took a long time to arrange meetings with them. The project was therefore cancelled with the confidence that the four project sites would provide a good representation of the data needed.

### Planact's Note on EPWP Social Audits

The call for nation-states to eradicate poverty is stipulated in the 2030 Agenda for Sustainable Development adopted by the United Nations member states (including South Africa) in 2015. Despite the positive call, 49.2% of South Africa's population live below the poverty line and 55% of the youth population are unemployed. Exacerbating the situation is poor accountability of state institutions in service delivery, which manifests in poor basic services for vulnerable communities.

South Africa has a progressive Constitution of 1996; section 152 instructs local government to be democratic and accountable to ensure the provision of sustainable services in communities.

Likewise, the National Development Plan 2030 instructs state institutions to be accountable. However, poor accountability of municipalities continues and serves as a breeding ground for the misuse of public funds.

In consideration of this phenomenon, Planact has been strengthening the capacity of clusters formed from informal settlements, to hold municipalities accountable in the provision of municipal services through social accountability tools such as social audits. This advocacy initiative is underpinned by the realisation that whilst participation is a critical element in good governance, on its own, it does not translate into a responsive and accountable government. Thus, accountability tools such as social audits play a critical role in catalysing the responsiveness of government to the needs of communities. This social audit pilot project has revealed the commonality of challenges faced by the vulnerable communities related to the EPWP recruitment process, hence the pressing need to promote accountability and transparency.

Planact therefore considers social audits as an effective tool for monitoring and evaluation of a public sector programme such as the EPWP for three main reasons:

- They develop the capacity of the vulnerable communities to act together, amplify their voices in policy, processes, programmes and service delivery, and hold municipalities accountable.
- They empower vulnerable communities to demonstrate shortcomings in systems and processes, by generating evidence on developmental programmes and provision of municipal basic services to assist policy makers and state officials (municipal officials) to make appropriate planning decisions regarding these services. This provides a platform for effective inclusion of vulnerable communities. creates temporary employment and advances skills development that will benefit the youth and their communities.
- They provide an opportunity for the community to understand programmes and projects implemented in their communities and make meaningful contributions.

Illustratively, many of the community volunteers who were involved in this social audit considered the social audit as an eye-opening experience because it provided an opportunity to learn about the EPWP programme.

In essence, social audits improve, equity, transparency and accountability and inclusivity of vulnerable communities.

The Department of Public Works and Infrastructure's decision to implement the social audit pilot project is commendable. However, this is the beginning of the journey to institutionalisation of the social audit. It is necessary to invest resources and commit to implementing the social audits, as accountability tools require resources, organisational skills and effective social facilitation skills.

## PART VI: CONCLUSION AND RECOMMENDATIONS

### Community integration in the EPWP planning

The Constitution of South Africa 1996, S1 (d) refers, *inter alia*, to values of 'accountability, responsiveness and openness'. It further stipulates the imperative for the three spheres of government to promote public participation. Local government legislation (such as that implemented by local government municipalities) reinforces the need to protect vulnerable groups as an important principle of community participation. The legislation makes it clear that, the special needs of, *inter alia*, women and other disadvantaged groups must be taken into account in designing and implementing community participation strategies.

***The Constitutional Court during the case of Merafong Demarcation Forum and Others v President of Republic of South Africa and Others evoked and reinforced the obligation for facilitating public participation in legislation and other processes.***

The exclusion of the communities in the EPWP design and implementation revealed by the social audit is a cause for concern and an issue requiring urgent attention. The exclusion can be expected in the context where the majority of the communities has inadequate knowledge about the programme, not to mention the apathetic perception of the EPWP by municipal officials as reflected in Mr Motsepe's observation that EPWP projects are often seen as orphan children. This statement is critical for three reasons:

- It suggests that the EPWP projects are not given utmost commitment by officials, therefore maximum benefits cannot be realised.
- It implies that it is unlikely that municipalities will invest adequate co-funding in the programme.
- The perception of the programme by the senior officials definitely translates into inadequate educational programmes.

#### RECOMMENDATION 1

***The municipalities should educate communities on the EPWP cycle to ensure the opportunities are maximised by the youth from vulnerable communities.***

The EPWP is a supplementary programme designed solely for the emancipation of the vulnerable, poor and unemployed youth as well as for the improvement of communities through service and skills development. Sadly, the social audit reveals that the EPWP is almost 'hidden in plain sight' as the majority of the youth and the community in general have very little knowledge of the programme.

Similarly, the youth and the community have little knowledge of the recruitment criteria or enrolment criteria. They have inadequate knowledge of specific programme cycles and notices about the opportunities, which should be well known by the communities. For instance, they often do not know when to enrol in the various EPWP projects. Whilst the municipalities make an effort to advertise these through the local radio stations, posters or newspapers, inadequate knowledge thrives.

- Establish community committees to ensure community involvement in all levels of EPWP. The social audit findings reveal the absence of EPWP community committees as one factor contributing to the poor community involvement in the programme.
- Every EPWP project should have a clear set of key deliverables to inform the decision of potential participants concerning enrolling in the programme and performance evaluation. The social audit found out that some participants had little knowledge about the programme before enrolling.

## RECOMMENDATION 2

***Municipalities should have a dedicated EPWP unit that is well equipped with trained personnel and have adequate resources.***

- Develop minimum criteria on allocation of staff members per unit responsible for implementing EPWP projects. For instance, a criterion could be the ratio 1:5 (a manager with 3-5 coordinators and other support staff). These could be officials dedicated to ensure public participation, data capturing, monitoring projects implementation, attending IDP meetings to ensure EPWP is taken into consideration and conducting EPWP planning processes.
- Provide training to the municipal officials on the EPWP to enhance their understanding of the EPWP.

## RECOMMENDATION 3

***Gender integration of women into EPWP must be intensified.***

The social audit also shows the target of 60% women in EPWP project has not yet been realised by municipalities except in the street cleaning projects.

- Conduct educational campaigns to raise awareness on the EPWP opportunities available for women

## RECOMMENDATION 4

***Training opportunities must be available to employees with disabilities. The recruitment of the disabled in all projects should be an imperative and municipalities should undertake the following:***

- Address attitudinal barriers in recruitment of the disabled.
- Emphasise disability inclusion in the educational campaigns. The recruitment guidelines provide direction in recruitment of the disabled: 2% is indicated as the target for the recruitment of the disabled to EPWP opportunities.
- Use of innovative ways of management and appropriate technologies (wheelchairs, smartphones etc.), can enable disabled persons to participate in most EPWP programmes.

## RECOMMENDATION 5

***The EPWP should consider having synergy with the private sector.***

The social audit findings point out that EPWP graduates often find it difficult to be absorbed by private sector companies for job opportunities.

- EPWP graduates could be supported to find employment opportunities in the private sector.

## RECOMMENDATION 6

***The Department of Public Works and Infrastructure should increase budget allocation to the EPWP to improve intake of participants and scope of services.***

This social audit reveals that the EPWP offers employment benefits to the communities, which are medium- to long- term. Some participants consider the minimum wages and temporary employment beneficial for households that are dependent on the income to meet their basic needs.

- This should be done in line with EPWP grant conditions and in particular in compliance with spread of resources and reporting.
- The private sector must be brought on board to contribute on skills development and mentoring.
- Technical and Vocational Education and Training colleges must be brought on board and contribute to skills development and accreditation.

## RECOMMENDATION 7

***The Department of Public Works and Infrastructure must revise the integrated grant manual to include the following:***

- Training must be offered to EPWP implementing managers on the overall EPWP mandate and outcomes to fully understand the programme and improve their commitment to it.
- The percentage for the disabled involved in the EPWP should not be less than 5%.
- EPWP project cycles and proposed projects must be published in community meetings/venues, council chambers, radio, social media and newspapers for public consultation prior to approval to ensure communities understand and become active participants from the start.

## RECOMMENDATION 8

***The Department of Public Works and Infrastructure must consider institutionalizing EPWP social audits to improve accountability of municipalities and engagements with the communities.***

- Create a pool of dedicated independent persons and communities (social audit brigades) who will be trained on the social audit tool.
- The social audit team (brigades) should be spread across the country and report directly to the National Department to avoid being absorbed by municipalities and having conflicts of interest.
- The team may consider working with civil society organizations to train and manage the social audit brigades on behalf of the department.

## RECOMMENDATION 9

***The EPWP coordination arrangements between government spheres/tiers and within each tier should be improved to facilitate effective implementation of the programme.***

Whilst the EPWP Integrated grant manual provides coordination arrangements for EPWP, social audit findings indicate that communities and some municipal officials are either not aware of or have little

knowledge and understanding of its operation in practice. The coordination by National government with provincial government and with municipalities remains unclear.

The key findings point to the failure of municipalities to comply with the demographic target for EPWP Phase IV- 2 percent persons with disabilities and the frustrations of the users and the community volunteers regarding such exclusionary practice. In 2011, Statistics South Africa<sup>11</sup> estimated that approximately 7.5 percent of people in South Africa live with disabilities. Given the prevalence of disability in South Africa, it is important to increase the target concerning the inclusion of people with disabilities in the EPWP.

#### RECOMMENDATION 10

***The Department of Public Works and Infrastructure must provide a sufficient budget allocation for the implementation of social audits in municipalities, including stipends and allowances for community volunteers.***

- The budget should cover community volunteers' stipend, transport, accommodation, and meal expenses which are often occurred during the different stages of the social audits.
- A successful social audit depends on the commitment of the community volunteers. They need to be trained and supported in data collection and data capturing. These activities warrant that they invest many days into the social audit work. It is therefore critical to offer stipends, transport, and meal allowances to the community volunteers.

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<sup>11</sup> [://www.statssa.gov.za/?p=3180](http://www.statssa.gov.za/?p=3180)

Challenges	Recommendations
1. Poor Coordination	<p>The EPWP coordination arrangements between government spheres /tiers and within each tier should be improved to facilitate effective implementation of the programme.</p> <p>Engagements with the South African Local Government Association (SALGA) and Ministers and Members of Executive Councils (MINMEC) forum should commence with view of improving EPWP programme implementation</p>
2. Lack of formal employment for EPWP participants	<p>The EPWP should consider having synergy with the private sector to achieve 'better' operation of the EPWP projects with specific Key Performance Indicators that the private sector can focus on including training of participants and regular external monitoring and evaluation which is most likely to rid the EPWP of issues such as nepotism and unfair HR practices.</p> <p>Establish partnerships with Corporate Social Investment (CSI) programs and establish linkages with the market for sustainability of job opportunities.</p>
3. Lack of community involvement	<p>DPWI should ensure that every community has an EPWP Community Committee in operation to ensure the integration of communities in the EPWP planning.</p> <p>Engagements with Ward committees on EPWP should be encouraged, preferably as part of IDP processes.</p>
4. Complex data capturing system	<p>EPWP should strive for a simple data capturing system that has on record all the previous and current participants' details. A database that keeps track of participants' employment status up to 24 months of EPWP project completion. This will assist in measuring the successful absorption of participants into formal employment.</p> <p>Establish partnership with the Department of Labour's UIF and EPWP database by way of an MoU to encourage information sharing.</p>
5. Inadequate funding / competition for resources	<p>The DPWI should strive to increase budget allocation to the EPWP for an increase in participants' intake and a widened scope of services within it's budget limitations.</p> <p>Engage and coordinate with the Department of Economic Development, Department of Small Business Development and the Department of Social Development on similar employment /job creation programs.</p>
6. Poor implementation of the recruitment guidelines	<p>The EPWP should consider the addition of Human resource offices for every EPWP project to ensure compliance in the recruitment process. The HR office will be responsible for the effective implementation of the recruitment guidelines; inclusion of the disabled and maximization of female participants.</p>
7. Poor accountability of municipalities and exclusion of vulnerable communities in EPWP processes	<p>Consider institutionalising social audits as a tool to improve monitoring and evaluation of projects by communities.</p> <p>Create a pool of dedicated independent persons and communities (social audit brigades) who will be trained on the social audit tool.</p>

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# ANNEXURE 1

## **Annexure 1: A list of community volunteers involved in the EPW social audit pilot project**

<b>No.</b>	<b>Name</b>	<b>Surname</b>	<b>Municipality</b>
1.	Dipuo	Mashile	Nkangala DM
2.	Mopho	Sithole	Nkangala DM
3.	Thembeke	Sikhosana	Nkangala DM
4.	Samkelisiwe	Zulu	Nkangala DM
5.	Simphiwe	Mkhonta	Nkangala DM
6.	Mpho	Sekgobela	Nkangala DM
7.	Bennie	Sebetha	Nkangala DM
8.	Noxolo	Mthombeni	Nkangala DM
9.	Vusumuzi	Papiso	Nkangala DM
10.	Lavios	Makhwiting	Nkangala DM
11.	Thandeka	Nkosi	Nkangala DM
12.	Millicent	Lekgeu	Nkangala DM
13.	Zamanguni	Mqadi	Springs, COE
14.	Sandile	Nyauza	Springs, COE
15.	Luyanda	Mungwe	Springs, COE
16.	Nompumelelo	Mbongo	Springs, COE
17.	Busisiwe	Mbonani	Springs, COE
18.	Ndo	Rammego	Springs, COE
19.	Mbalenhle	Mbonani	Springs, COE
20.	Refiloe	Tsotetsi	Springs, COE
21.	Elaine	Mkoko	Springs, COE
22.	Sibonelo	Ndwandwe	Springs, COE
23.	Sibongile	Hlatshwayo	Springs, COE
24.	Nandi	Nkabinde	Springs, COE
25.	Bongile	Mtsilwa	Springs, COE
26.	Prince	Mogamedi	Springs, COE
27.	Mbalenhle	Zwane	Springs, COE
28.	Xolela	Majama	Springs, COE
29.	Nomsa	Mpofu	Springs, COE
30.	Sinethemba	Gqosha	Springs, COE
31.	Thato	Molefe	Springs, COE
32.	Zukile	Ngxola	Springs, COE
33.	Amanda	Mashile	Springs, COE
34.	Gontse	Motse	Springs, COE
35.	Julia	Mdluli	Springs, COE
36.	Jane	Ngwenya	Steve Tshwete
37.	Phumla	Sibiya	Steve Tshwete
38.	Ayanda	Nene	Steve Tshwete
39.	Sipho	Sibanyoni	Steve Tshwete

40.	Zanele	Mtsweni	Steve Tshwete
41.	Thabile	Mahlangu	Steve Tshwete
42.	Bongani	Muqudi	Steve Tshwete
43.	Lindiwe	Malaza	Steve Tshwete
44.	Lucky	Khumalo	Steve Tshwete
45.	Sarah	Zulu	Steve Tshwete
46.	Sthembile	Masina	Steve Tshwete
47.	Xola	Magagula	Steve Tshwete
48.	Phumla	Mahlaba	Steve Tshwete
49.	Winnie	Mgwenya	Steve Tshwete
50.	Sfiso	Msiza	Steve Tshwete
51.	Precious	Nkosi	Steve Tshwete
52.	Brendy	Zwane	Steve Tshwete
53.	Alfred	Skosana	Steve Tshwete
54	Doctor	Vilakazi	Steve Tshwete
55	Zinhle	Mweli	Steve Tshwete
56	Emmalancia	Matunjwa	Steve Tshwete
57	Eugene	Maseko	Steve Tshwete
58	Maria	Mashilwane	Steve Tshwete
59	Zandile	Thwala	Steve Tshwete
60	Nonkululeko	Nkosi	Steve Tshwete
61	Zandile	Sindana	Steve Tshwete
62	John	Khumalo	Steve Tshwete
63	Stephina	Mabena	Germiston, COE
64	Sibongiseni	Nhlabathi	Germiston, COE
65	Andiswa	Radebe	Germiston, COE
66	Thatego	Mhlanga	Germiston, COE
67	Joseph	Khumalo	Germiston, COE
68	Londeka	Mbatha	Germiston, COE
69	Duduzile	Mofokeng	Germiston, COE
70	Nokwanda	Mthethwa	Germiston, COE
71	Veronica	Kumbani	Germiston, COE
72	Pearl	Pule	Germiston, COE
73	Lebohang	Pule	Germiston, COE
74	Zodidi	Moloi	Germiston, COE
75	Sbusiso	Langa	Germiston, COE
76	Ntokozo	Khumalo	Germiston, COE
77	Jabulani	Sibanda	Germiston, COE

# ANNEXURE 2

# QUESTIONNAIRE: EPWP WORKERS' EXPERIENCE EXTENDED PUBLIC WORKS PROGRAMME: SOCIAL AUDIT PROJECT

## MAINTENANCE OF ECONOMIC INFRASTRUTURE:

### 77107EPWP3M- EKURHULENI METROPOLITAN

#### MUNICIPALITY

#### Personal Information

1. Name & Surname:
2. Age group:
  - A. 18 – 25
  - B. 26 – 35
  - C. 36 – 46
  - D. Above 46
3. Location/Area

#### Awareness about the EPWP

4. Do you reside in your community ward?
  - a) Yes
  - b) No
5. How did you come to learn about the EPWP in your community? Please select the appropriate.
  - a) Flyers and notifications at local government offices and facilities.
  - b) Existing community structures and communication channels,
  - c) Existing or specially convened public meetings/gatherings,
  - d) Local community radio stations, newspapers,
  - e) Social media (Facebook, WhatsApp) etc.
  - f) Relatives (Sister, brother, cousin, father, uncle etc)
  - g) other
6. How were you finally selected for this EPWP?
7. Were there any requirements needed before you could be recruited to the EPWP?
  - a) Reside within the ward
  - b) Be available to work on dates as required by the project
  - c) Apply or register with the municipality
  - d) Level of education



### **Skills Development:**

19. What Educational level do you have?
- a) Std 8/Grade10
  - b) Grade 12/Matric
  - c) Post Grade 12/Matric
  - d) Other:
20. What Skills did you have before you were recruited to the EPWP?
- a) Formal training
  - b) Informal skills
  - c) Both formal and informal skills
21. Has there been any further training offered to you during this particular contract?
- a) Yes
  - b) No
22. If yes, what did the training entail ( practical and course materials)
23. Did it provide useful skills necessary to carry out your Tasks?
- a) Yes
  - b) No
24. Did the skills acquired help you to find a sustainable job opportunity when your contract ended?
- a) Yes
  - b) No

### **Health and Safety:**

25. Did the officials inform you about health and safety issues ?
- a) Yes
  - b) No
26. Have you been provided with PPE equipment and facemasks during the COVID 19 period?
- a) Yes
  - b) No
27. Is there any improvement in the quality of life of your life (reduced poverty) since involvement in the project?
- a) Yes
  - b) Not sure
  - c) No
28. What are some of the challenges you faced during the period of serving as an EPWP worker
- 30: What changes are necessary to improve the EPWP?

**QUESTIONNAIRE: EXTENDED PUBLIC WORKS  
PROGRAMME: SOCIAL AUDIT PILOT PROJECT  
I/G CLEANING AND LITTER  
PICKING: STEVE TSHWETE  
LOCAL MUNICIPALITY USER  
EXPERIENCE QUESTIONNAIRE**

**A. PERSONAL INFORMATION**

1. Name & Surname (Optional)
2. Gender: Male  Female
3. Age:
  - A. 18 – 25
  - B. 26 – 35
  - C. 36 – 46
  - D. Above 46
4. Community/Area
5. Number of years / months living in the area:

**B. EPWP AWARENESS**

6. Have you ever heard of the Expanded Public Works Programme (EPWP) ?
  - a. Yes
  - b. No
7. How did you get to know about the EPWP?
8. If yes, what do you know about the EPWP?
9. Did you know that the workers cleaning the streets and picking litter in town are employed by the EPWP?
  - a. Yes
  - b. No
10. Do you know anyone that has worked or is working in the EPWP?
  - a. Yes
  - b. No

11. How would you describe your involvement in the EPWP as a community member?

- a. Consumer
- b. Involved in the selection of EPWP participants
- c. other, specify

12. How do you identify EPWP workers?

- a. Uniform
- b. Government logo
- c. Other, specify

12. Are you aware of the process of recruiting EPWP workers?

- a. Yes
- b. No

Explain:

13. Are you satisfied with this method?

- a. Yes
- b. No

Explain:

**C. QUALITY OF THE SERVICE DELIVERED & ITS EFFECTS**

14. Are you satisfied with the work done to keep the town clean?

- a. Yes
- b. Not sure
- c. No

15. Has the service provided improved overtime?

- a. Yes
- b. Not sure
- c. No

16. How can the service be improved?

17. Do you think the EPWP funds are spent as planned to improve employment opportunities?

- a. Yes
- b. Not sure
- c. No

Explain:

**D. BENEFITS ACCRUING FROM THE PROJECT**

18. What change has the project brought into the community since it started?
19. What have you learned from the EPWP project about service delivery and your rights as a resident?
20. How has the street cleaning and litter picking project personally affected/ benefited you?

**E. MAINTENANCE**

21. Is there a person assigned to monitor and ensure proper maintenance of the service?
  - a. Yes
  - b. Not sure
  - c. No
22. Do you know the person/ office assigned for monitoring the project?
  - a. Yes
  - b. Not sure
  - c. No
23. Are the officials monitoring the project easy to access? Explain.
  - a. Yes
  - b. Not sure
  - c. No

**F. COMPLAINT REPORTING SYSTEM**

24. What is the process for communicating your complaints, concerns and compliments about the project services?
25. How long does it usually take to receive feedback and solution to your complaint?
26. Are you satisfied with the complaint reporting system?
  - a. Yes
  - b. No

What do you think should be improved?

**G. CHALLENGES AND RECOMMENDATIONS**

27. What are some of the problems/concerns about the project?
28. How can the EPWP be improved to ensure it contributes to poverty alleviation?

Any other comments:

# QUESTIONNAIRE: MUNICIPAL OFFICIALS

## EXTENDED PUBLIC WORKS PROGRAMME: SOCIAL AUDIT PILOT PROJECT NKANGALA DISTRICT MUNICIPALITY

### PERSONAL INFORMATION

Names of  
participant:

Designation:

Department:

Role/responsibility in the EPWP:

### Policy framework and Institutions

1. In your understanding, what is the main aim of the EPWP?
2. Does the current Phase 4 of the EPWP (2019-2024) serve the original aim of job creation and poverty alleviation, in practice?
  - a) Yes
  - b) Not sure
  - c) No

No Explain:
3. State the nature of support provided by the following:
  - a) Municipality
  - b) Provincial
  - c) Department of Public Works and Infrastructure:

### EPWP sectors

4. Which EPWP sector imparts the most required/relevant skills to the current labour market?
5. Which EPWP sector is likely to create many employment opportunities?
6. How do you engage with or educate communities on the EPWP, including their role?

### EPWP Grant allocation

7. Did the municipality receive a grant from the National Department of Public Works and Infrastructure in 2019/2020 financial year?
  - a) Yes
  - b) Not sure
  - c) No
8. Do you think the budget allocated to the programme is adequate?
  - a) Yes
  - b) Not sure
  - c) No

State the amount often allocated for EPWP per annum:
9. What informs the allocation of the EPWP grant?

### Recruitment process

10. How does the municipality communicate EPWP opportunities to communities?
11. Which office is responsible for recruiting EPWP workers?
12. Who is responsible for the recruitment of the EPWP workers?
13. Are communities involved in selection of project participants? Explain

14. What role do municipal councillors play (if any) in the recruitment of workers?
15. On a scale of 0-10 (zero being the lowest level) how would you rate the recruitment process in terms of transparency?

### **Training program**

16. Is there a formal (or structured) training program for the EPWP?
17. Which institution or company conducts the training program? Indicate the type of accreditation if any:
18. Does the municipality/National Department of Public Works and Infrastructure have a training manual providing guidance in terms of the objectives, standard of the training and the skills requirements?  
a) Yes                      b) Not sure                      c) No
19. Are the skills imparted to the workers considered important in the current labour market?  
a) Yes                      b) Not sure                      c) Yes
20. What is the percentage of vulnerable workers who often participate in the programme?'  
a) Percentage of the disabled:  
b) Percentage of women:  
c) Youth under age of 35:
21. What kind of support is provided to the graduates post-programme period, if any?

### **EPWP Monitoring**

22. How often does the municipality prepare progress report on EPWP for submission to the National Department of Public Works and Infrastructure?
23. Is there a complaint system necessary to address the needs/ grievances of the workers?  
a) Yes                      b) Not sure                      c) No
24. Overall, how would you rate the role of Nkangala District Municipality in the EPWP?  
a) Most effective                      b) Partly-effective                      c) Ineffective

### **Remuneration of workers**

25. Did the EPWP workers sign contracts of employment?  
a) Yes                      b) Not sure                      c) No
26. How does the municipality determine wages for the EPWP workers?
27. Do the EPWP workers receive monthly pay slips?  
a) Yes                      b) Not sure                      c)  
No Explain

### **Challenges and recommendations**

28. What are the main challenges that your department face regarding implementing the programme?
29. What new developments/improvements would you like to see on the EPWP?

**QUESTIONNAIRE: EXTENDED PUBLIC WORKS  
PROGRAMME: SOCIAL AUDIT PROJECT**

**FILM AND TELEVISION PRODUCTION**

**LEARNERSHIP NKANGALA DISTRICT**

**MUNICIPALITY**

**EPWP COMMUNITY EXPERIENCE QUESTIONNAIRE**

**A. PERSONAL INFORMATION**

1. Name & Surname (Optional)
2. Age group:
  - A. 18 – 25
  - B. 26 – 35
  - C. 36 – 46
  - D. Above 46
3. Gender: Male  Female
4. Location/Area

**B. EPWP AWARENESS**

5. Have you ever heard of the Expanded Public Works Programme (EPWP)?
  - a. Yes
  - b. No
6. If yes, what do you know about the EPWP?
7. How do you identify EPWP workers/learners?
  - a. Uniform
  - b. Government logo
  - c. Other, specify
8. How would you describe your involvement in the EPWP as a community member?
  - a. Consumer/ Beneficiary/ User
  - b. Involved in the selection of EPWP participants
  - c. other, specify
9. Is there a process for recruiting EPWP workers/learners?
  - a. Yes
  - b. No  
Explain

10. Did you know that some of the workers in your municipality are employed by the EPWP?
  - a. Yes
  - b. No
11. Do you know anyone that participated in the EPWP Learnership programme?
  - a. Yes
  - b. No
12. Would you like to participate in an EPWP project of this nature? Please explain why or why not.

**C. QUALITY OF THE SERVICE DELIVERED & ITS EFFECTS**

13. Are you satisfied with the skills provided to learners through the EPWP?
  - a. Yes
  - b. No
14. Did you see the work presented by the Learners? E.g film, a song, manuscript and others?
  - a. Yes
  - b. No
15. How would you rate the quality of the work presented?
  - a. Very good
  - b. Good
  - c. Average
  - d. Poor
16. How can the Learnership programme be improved?
17. Are there any other projects you would like to see EPWP implement in your community? Please name them and explain why.

**D. BENEFITS ACCRUING FROM THE PROJECT**

18. What change has the Learnership programme brought into the community since it started?
19. What lessons if any have you drawn concerning the EPWP learnership programme?
20. How has the EPWP learnership personally affected/ benefited you?

**E. MONITORING**

21. Are you aware of the department/officials responsible for monitoring learners involved in the EPW?
  - a. Yes
  - b. Not sure
  - c. No

22. Are the officials monitoring the project easy to access? Explain.
- a. Yes
  - b. Not sure
  - c. No

**F. COMPLAINT REPORTING SYSTEM**

What is the process for communicating your complaints, concerns and compliments about the learnership programme?

How long does it usually take to receive feedback and solution to your complaint?

23. Are you satisfied with the complaint reporting system?
- a. Yes
  - b. No

24. What do you think should be improved?

**G. CHALLENGES AND RECOMMENDATIONS**

25. What is/was the most frequent complaint about the Learnership programme amongst the community?
26. Has this problem been solved?
- a. Yes
  - b. No
27. How can the EPWP learnership programme be improved?

## CONSENT FORM

### EXPANDED PUBLIC WORKS PROGRAMME (EPWP) SOCIAL AUDIT PILOT PROJECT

I hereby confirm that I have been informed about the social audit's purpose, procedure, and my rights as a participant. I have received, read and understood the written participant information sheet. I have also been informed of:

- the nature of my participation in the study in a form of a short interview
- the place and duration of the interview
- the reasons for why I was selected to participate in the social audit
- the voluntary nature, refusal to answer, and withdrawing from the study
- no payment or incentives
- no benefits or risks
- confidentiality
- how the social audit findings will be disseminated

**I AGREE / DO NOT AGREE** to audio/visual-recording and picture taking during the interview.

**I AGREE / DO NOT AGREE** to participate in this study by responding to the interview questions.

\_\_\_\_\_  
Name of Participant

\_\_\_\_\_  
Date

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

I hereby also confirm that a permission to record the interview and notes taking has been sought by the social auditor.

\_\_\_\_\_  
\_ Signature

\_\_\_\_\_

# ANNEXURE 3

## Annexure 3

### PROFILES: COMMUNITIES INVOLVED IN THE SOCIAL AUDIT

**Germiston** is a small city in the East Rand region of Gauteng, administratively forming part of the City of Ekurhuleni Metropolitan Municipality since the latter's establishment in 2000. It functions as the municipal seat of Ekurhuleni, hosting the municipal council and administration. It developed as a result of the gold rush of the 1800s.<sup>1</sup> Its population was estimated at 255,863 in 2011.

**Springs** is a former independent city on the East Rand, now part of the Ekurhuleni Metropolitan Municipality in Gauteng province. It lies 50 km east of Johannesburg and 72 km southeast of Pretoria. Springs was proclaimed a town in April 1904 and it flourished as a mining town until the last mine was emptied in the 1960s. The town later developed into an industrial centre.<sup>2</sup> Springs was divided during the apartheid era into the middle- and upper-income white suburbs around the city centre, the Indian area of Bakerton east of the CBD, while black people were relocated to KwaThema, southwest of the CBD. The name Springs derives from the large number of springs in the area. It had an estimated population of more than 121,610 in 2011.<sup>3</sup>

**Klarinet** is a town in the greater city of eMalahleni (previously known as Witbank). Established in 2004, Klarinet lies on the highveld of Mpumalanga. It is governed by the eMalahleni Local Municipality (eMalahleni is a Nguni name which means "a place of coal"). The city was renamed because of the coal mines that are found in the area. Its population in 2011 was 9,822.<sup>4</sup>

**Emthonjeni** is a township in Machadodorp, located in the southeast of the region Emakhazeni Local Municipality in Mpumalanga province. It is a small community with the population recorded at 4,112 in the 2001 census.

**Phola Park** in Kwamhlanga is a town in the north of Thembisile Hani Local Municipality in Mpumalanga. It is 73 km from the country's capital, Pretoria.

**Ramokgeletsane** near Siyabuswa township is located in Dr JS Moroka Local Municipality in Mpumalanga. The population according to Census 2011 was 2,921 with 697 households at that time.<sup>5</sup> The community was named after a small stream in the village flowing to the Elands River, and the name was gazetted in 2014.<sup>6</sup>

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<sup>1</sup> <https://www.century21.co.za/area-profiles/germiston/>

<sup>2</sup> <https://www.sahistory.org.za/place/springs>

<sup>3</sup> <https://census2011.adrianfrith.com/place/797018>

<sup>4</sup> <https://census2011.adrianfrith.com/place/868002003>

<sup>5</sup> <https://census2011.adrianfrith.com/place/872016>

<sup>6</sup> <http://www.dac.gov.za/sites/default/files/Geographical%20names.pdf>

**Mhluzi** is a township just west of the large farming and industrial town of Middelburg, Mpumalanga. It is in Steve Tshwete Local Municipality. Mhluzi was established a few years after the town of Middelburg in 1879, and was incorporated into the greater Middelburg in 1994.<sup>7</sup> The township was named after the Klein Olifants river which flows between Middelburg and Mhluzi, and means 'gravy' because the river used to spew up a lot of fish during the wet season, when residents would cook the fish and mopani worms which yielded a tasty gravy. According to Census 2011 the population stood at 76,462.

**Botleng** community is one of the recently established townships in Delmas, in the Victor Kanye Local Municipality. Delmas is a small maize farming town situated east of Johannesburg in Mpumalanga. The town is located some 19 km north-east of Springs and 73 km south-east of Pretoria. About 153,026 people live in the city of Delmas including other few communities around.<sup>8</sup> The name 'Botleng' is derived from Sesotho and means 'place of beauty'.

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<sup>7</sup> <https://en.wikipedia.org/wiki/Mhluzi>

<sup>8</sup> <https://all-populations.com/en/za/population-of-delmas.html>

# ANNEXURE 4

## Public Hearing: Social audit on Phase 4 of the Extended Public Works Programme

<b>Municipality:</b>	Ekurhuleni Metropolitan Municipality
<b>Project name:</b>	Cleaning of roads and storm water channels
<b>Project area:</b>	Germiston
<b>Date:</b>	24 March 2021
<b>Present:</b>	8 community volunteers
<b>Municipal officials:</b>	Mr Andries Motsepe and Ms Moipone Tshwanaa
<b>Planact representatives:</b>	Mike Makwela and Ashonia Motaung

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### Municipal officials' Response to the key findings and recommendations

- Recommendation 1: The Department of Public Works and Infrastructure (DPWI) must create an EPWP organisational structure specifying roles and responsibilities for different municipal levels. For example; 10 EPWP staff members for every District municipality and so on. This could alleviate the challenge concerning poor supervision of workers and improve the quality of products or services provided.
- Recommendation 2: Each region must have its coordinator. Currently, the Ekurhuleni Metropolitan Municipality has one coordinator responsible for the overall operation of the EPWP and two other officials assisting with operations- and rotating on an annual basis. The poor staffing impacts on the visibility of the programme in the media and communities.
- One coordinator cannot physically interact with all communities; therefore certain crucial aspects such as EPWP community committees and EPWP campaigns are often neglected. Employing regional coordinators could address this gap and promote effective implementation of the EPWP.
- Recommendation 3: Use local newspapers such as community newspapers; community radio stations and youth forums to promote EPWP awareness. Such modes of communication could ensure a widespread knowledge and understanding of the programme.
- The local newspaper and flyers or notices posted at local tuck-shops do not have cost implications; use them to raise public awareness on EPWP opportunities. This is likely to increase the number of applications from the target groups and their intake to the programme.
- Recommendation 4: Emphasis on the existence of EPWP community committees. Their establishment will promote public participation in the EPWP. It will also improve communities' involvement in the recruitment and monitoring processes of EPWP projects.

## Public Hearing : Social audit on Phase 4 of the Extended Public Works Programme

<b>Municipality:</b>	Ekurhuleni Metropolitan Municipality
<b>Date</b>	Tuesday 23 March 2021 at 10h00am
<b>Venue</b>	Springs Food Produce Market
<b>Project</b>	EPWP Food Produce Market
<b>Agenda</b>	Public Hearing- dissemination of findings
<b>Attendance</b>	Municipal officials: Ms Fedile Ngcobo (EPWP project manager), Mr Ndlela and Mr Ramotsheka

Ward Councilor, Tshabalala (ward 85),

Ward council members Community volunteers

### Introduction by Mike Makwela

Planact's representative Mike Makwela provided an overview of the EPWP Phase 4 review. He also provided an overview of the project, the social audit methodology and the obligations of Planact to the client (DPWI/ ILO). He acknowledged the support of Ekurhuleni Metropolitan management during the process of conducting the social audit over the 3-month period.

### Presentation of the Key Findings– by Zama, a community volunteer

- Zama -presented a detailed overview of key findings and recommendations on the Spring Food market.
- She gave an overview of the training that the community volunteers undertook on the fundamentals of social audits.
- The training empowered them and resulted in effective engagement with communities during the data collection phase. The community volunteers used questionnaires to collect data.

### Ward Councillor's response

- The Ward councillor explained that his ward consists of 17 000 residents and the majority of them depend on the food market for livelihood.
- The councillor emphasised that the EPWP should remain in the Local Economic Development (LED) department. He indicated that the LED department is responsible for the broader impact of informal traders and their needs.
- The ward committee members mentioned that there is a need for training and empowerment of informal trader therefore EPWP can play a vital role in this regard.
- Planact's associate Ashraf Patel explained the role of accountability in the programme. He also highlighted the need for an integrated development, and linkages between the EPWP and the Integrated Development Planning process.
- Ward committees put emphasis on the need for training and empowerment of informal traders in the food market to equip them with business principles. They indicated that the knowledge could improve their businesses and contribute to job creation in the long run.

## **Municipal Official's response**

- Fedile Ngcobo, the EPWP programme manager made the following observations:
- Ekurhuleni is a large Metropolitan and has only three full-time personnel in the EPWP unit. Such discrepancy compromises implementation of the programme given that she has over 80 other programs to manage.
- It is necessary to employ additional coordinators to facilitate the effective implementation of the EPWP. This is another example of poor coordination cited in the report findings.
- The National Department should develop a framework that will guide municipalities on the number of staff personnel to be employed in the EPWP unit (Minimum standard of employees in the EPWP unit)
- The EPWP integrated grant manual is complex and updated annually without considering the needs of the respective municipality.
- EPWP has no 'national standard for organizational design.' Hence, Ekurhuleni developed a structure for the EPWP. It suffices for now, but they have to comply with the national guidelines.
- The National Department has no mechanisms to verify if the municipality is under-reporting or over-reporting.
- Ekurhuleni is developing a recruitment process/guidelines to reinforce the existing National Guidelines with emphasis on fairness, transparency, and "removing political interference in the recruitment process".
- Municipal officials will take over the function of publicizing or informing potential candidates about EPWP opportunities and the recruitment process.
- The other municipal officials managing the springs market expressed their concern that the social audit report portrays the City in a bad light. They cited that the 'levels of dissatisfaction with the services have less to do with Springs market management. Instead, the issues have to do with the 'relationship between the marketing agents/farmers co-operatives' and the customers. They explained that landlords manage the Springs market.

In conclusion, Ms Fedile Ngcobo commended the community volunteers and the officials for making the social audit pilot project a success.

Meeting ended on a good note at 12h00PM

## **Public Hearing Nkangala District Municipality: Social audit on Phase 4 of the Extended Public Works Programme**

<b>Municipality:</b>	Nkangala District Municipality
<b>Date:</b>	26 March 2021 at 10.00 a.m
<b>Venue:</b> Middelburg	Training Room 2, Nkangala District Municipality,
<b>Project:</b>	Film and television production learnership
<b>Agenda:</b>	Public Hearing- dissemination of findings

### **Parties represented in the Meeting** (see the list of participants below)

- PLANACT: Sipiwe Segodi and Wetu Mamela
- Social Audit Volunteers: Londiwe Mthethwa, Thembi Vilakazi
- Learners / Workers: Senzi Jiyana
- Community Members / Users: Dipuo Mashile, Simphiwe Mkhonta, Noxolo Mthombeni, Mpho Sekgobela, Millicent Lekgeu, Lavios Makhwiting, Vusumuzi Papiso
- Municipal Officials: Thomas Tiro Mabunda, Bridgette Motsoeneng, Christinah Mahlangu

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### **Community volunteers and Planact**

- The community volunteers and Planact's representatives presented the key findings of the social audit to the municipal officials: The presentation covered the following issues: awareness and understanding of the recruitment guidelines, community participation in EPWP, the exclusion of people with disabilities, Non-compliance with targets, coordination and quality of services.
- Planact representatives also presented the recommendations to the participants. The municipal officials considered important and provided their input.
- The section below presents the responses of the municipal officials to the key findings presented at the public hearing. Kindly refer to Part IV and VI of this social audit report for details on the key findings.

### **The Response of Officials -Nkangala District Municipality**

#### **Public Awareness on EPWP**

- The Municipality noted that despite the low statistics on awareness, it conducts roadshows twice a year in different areas.
- Municipal Officials also stated that there is a negative perception of EPWP- considered as people who wear orange overalls and clean the street. This perception results in low turnout for these roadshows.
- Municipal Officials stated that the Film and Television learnership received over 2000 applicants but limited intake. The municipal officials argued the number of applications demonstrates the effectiveness of advertisement methods adopted to promote awareness regarding EPWP.
- Municipal Officials acknowledged that awareness is low but emphasised that they make an effort to conduct educational campaigns. They clarified that their focus is mainly promoting awareness about the projects that they are rolling out, and less on details concerning the broader EPWP.
- Municipal Officials noted that there is currently no education platform dedicated to basic education of EPWP.
- The officials asserted that the issue of basic education on EPWP should be coordinated by the Department of Public Works and Infrastructure.

### **Skills transfer and Experience**

When it comes to the 85% unemployment rate for learners who have completed the learnership, Municipal Officials indicated that:

- The learnership is not indefinite and that the programme has a clear time line.
- The learnership is about the transfer of skills to make applicants more desirable to the labour market.
- There is also an internship program at the municipality that forms part of the EPWP. These 24 month- contracts focus on soft skills.

### **Inclusion of target groups**

To address the low number of persons with disabilities in the EPWP , the municipal Officials responded:

- They acknowledge that they are not meeting their target
- The number of applications they receive from people with disabilities is very low. However, Nkangala District has taken a position to ensure that they exceed the stipulated 2% for future EPWP programs.
- They will work with the Transversal unit to increase the number of applications by people with disabilities. There is no official criteria to allow special

consideration for applicants with disabilities. The Municipality is working with the Transversal Unit to make sure that applicants with disabilities are given special consideration.

### **Other Concerns**

- Recommendation 5 -must be revised. The mandate of EPWP is to provide experience and skills to help candidate *access* permanent employment, not *provide* permanent employment.