



**EXPANDED PUBLIC WORKS PROGRAMME
CONTRIBUTING TO A NATION AT WORK**

**Logical Framework for the
Expanded Public Works Programme Phase 2:
2009-1014**

Version 3

25 October 2008

Contents

1. INTRODUCTION	3
2. METHODOLOGY	4
3. EPWP 2 - PROPOSALS AND TERMINOLOGY	6
4. GOAL AND PURPOSE OF EPWP 2	11
5. KEY RESULT AREAS	12
5.1 Result Areas	12
5.2 Result Areas : Objectives and target groups	13
6. COMPARISON BETWEEN EPWP 1 AND EPWP 2	15

1. Introduction

The **Expanded Public Works Programme** (EPWP) is a nation-wide government-led initiative aimed at drawing a significant number of unemployed South Africans into productive work in a manner that will enable them to gain skills and increase their capacity to earn income. The initiative is being implemented through established government structures and budgets.

The implementation of Phase One of the EPWP is being coordinated by the **Department of Public Works** (DPW) which has established a dedicated unit [the **EPWP Unit**] to perform this function. Specific National Departments [**Sector Lead Departments**] are responsible for implementing the EPWP within their sectors as follows:

- Environmental and Culture Sector : **Department of Environment and Tourism** [DEAT]
- Infrastructure Sector : **Department of Public Works**
- Social Sector : **Department of Social Development** [DoSD]
- Economic : **Department of Trade and Industries** [dti]

All spheres of Government and state owned enterprises are required to formulate and implement plans so as to utilise their budgets in support of the EPWP.

The EPWP commenced in the 2004/05 financial year and targets were set for a five year period ending on the 31 March 2009. DPW, as the lead department of the EPWP initiated a process to extend the implementation time frame of the EPWP by a further five years. A **Steering Committee** comprising representatives of the Sector Lead Departments and other stakeholders was established to guide this process.

In June 2008 a submission was made to Cabinet, who on the 25 June 2008 approved initial proposals for Phase 2 of the EPWP [EPWP 2]. These initial proposals comprise:

- All spheres of Government and SOE's commit to and provide for contributing outputs towards the agreed EPWP targets through the implementation of their normal mandates, using their normal budgets.
- The scaling up of the programme so as to create 4,5 million work opportunities over the next five years, scaling up from 500,000 work opportunities in 2009 to 1,5 million in 2014.
- The introduction of a rational and consistent (political and administrative) accountability through defined targets and agreed plans for each public body.
- The introduction of fiscal mechanisms that would incentivize more and larger scale participation in the EPWP, by especially provincial and local government.
- A review of the employment conditions of the EPWP and the introduction of an EPWP minimum wage level
- The defining of the EPWP training and enterprise development approaches and outputs at a sub programme level

Cabinet approval was given with the understanding that a submission should be made into the Medium Term Expenditure Framework [MTEF] process for the period 2009 to 2012 and that based on the outcomes of this process a more detailed business plan should be developed to be presented to Cabinet at the January 2009 Lekgotla.

The submissions were made to the MTEF process and indications are that substantial supplementary funding will be set aside to incentivise and support the scaling up of the next phase of the EPWP. While there is still substantial work to be done in fulfilling requests for additional detail to National Treasury, it is now also essential to start work on the detailed business plan for the EPWP 2.

In order to develop the more detailed business plan for submission to Cabinet and to prepare for implementation, it is necessary to establish clarity around the scope of work for EPWP 2 and the roles and responsibilities of the different stakeholders.

Accordingly this document sets out an **Overall Logframe and related information for EPWP 2**, as revised in a two day workshop with the Steering Committee, and covers:

- Methodology
- Clarification of terminology
- Goal and purpose of EPWP 2
- Key result areas

2. Methodology

The purpose of the Logframe is to scope the work to be undertaken and roles and responsibilities of stakeholders in implementing EPWP 2.

The Logframe is to be developed at two different levels:

- **Overall** national programme level.
- **Sector level** where a sector logframe will be developed that sets out the sub-programmes to be undertaken within each sector that are aligned with EPWP outputs. Sub-programmes are a public service or set of projects which are delivered by public bodies in terms of their normal mandates, but in a manner where they also deliver defined EPWP outputs. Examples of sub-programmes are Home Based Care undertaken by the Department of Health, Provincial Roads Maintenance and Municipal Infrastructure.

The overall national logframe and the sector logframes need to be consistent with each other and apply consistent principles. Accordingly a three staged process is envisaged:

- **Stage One- Overall Framework Level:** This will develop the **overall framework logframe (Overall Logframe)** for EPWP 2.

- **Stage Two- Sector Logframes:** These will be developed at a Sector level and will set out:
 - The sub-programmes to be undertaken within the Sector
 - The mandate that is being fulfilled and available funding
 - The entity that is responsible for managing the sub-programme [Sub-Programme Manager]
 - The EPWP outputs that will be delivered through the sub-programme
 - Any changes that need to be made to the mandate so that EPWP outputs can be delivered.
 - The support role that the Sector Lead Department will undertake so as to ensure that the sub-programmes are implemented in a manner that is aligned to the EPWP.
- **Stage Three: Finalise the Overall Logframe:** This will integrate the Overall Logframe [developed in Stage One above] with the Sector Logframes [developed in Stage 2], so as to ensure that they are consistent with each other and apply common principles. Amendments will be made as required to the Overall Logframe and Sector Logframes.

The overall process and timeframes are shown in Figure 1 below.

Figure 1: Overall process to develop the Logframe for EPWP 2

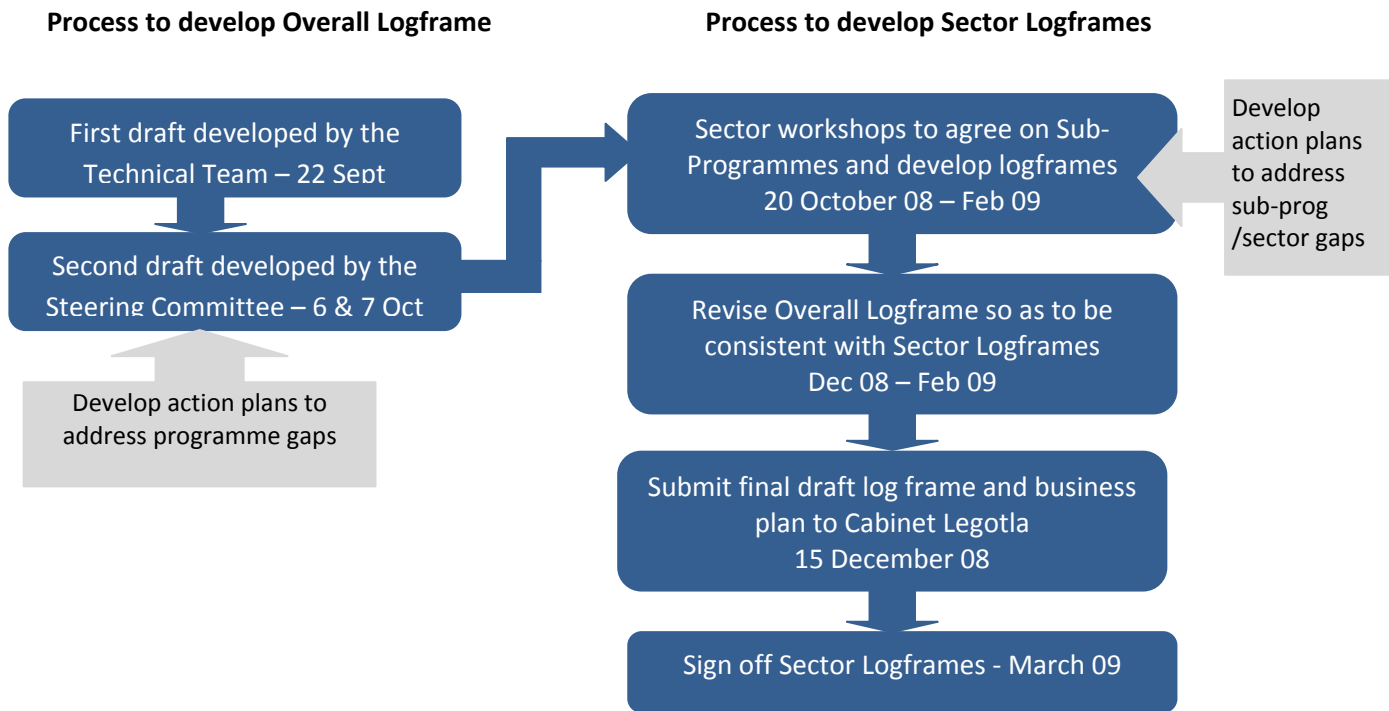


This document sets out the **Overall Logframe** developed during Stage One. The process applied in developing the Logframe was as follows:

- A first draft was developed by a small Technical Team.
- A second draft was developed by the Steering Committee at a workshop held on the 6 and 7th October 2008.

This Overall Logframe will be used as the framework for the Sector Plans to be developed during Stage 2. The detailed process and indicated timeframes applied in developing this Logframe and the Sector Plans is shown in Figure 2 below.

Figure 2: Overview of detailed process to develop Overall and Sector Logframes



3. EPWP 2 - Proposals and Terminology

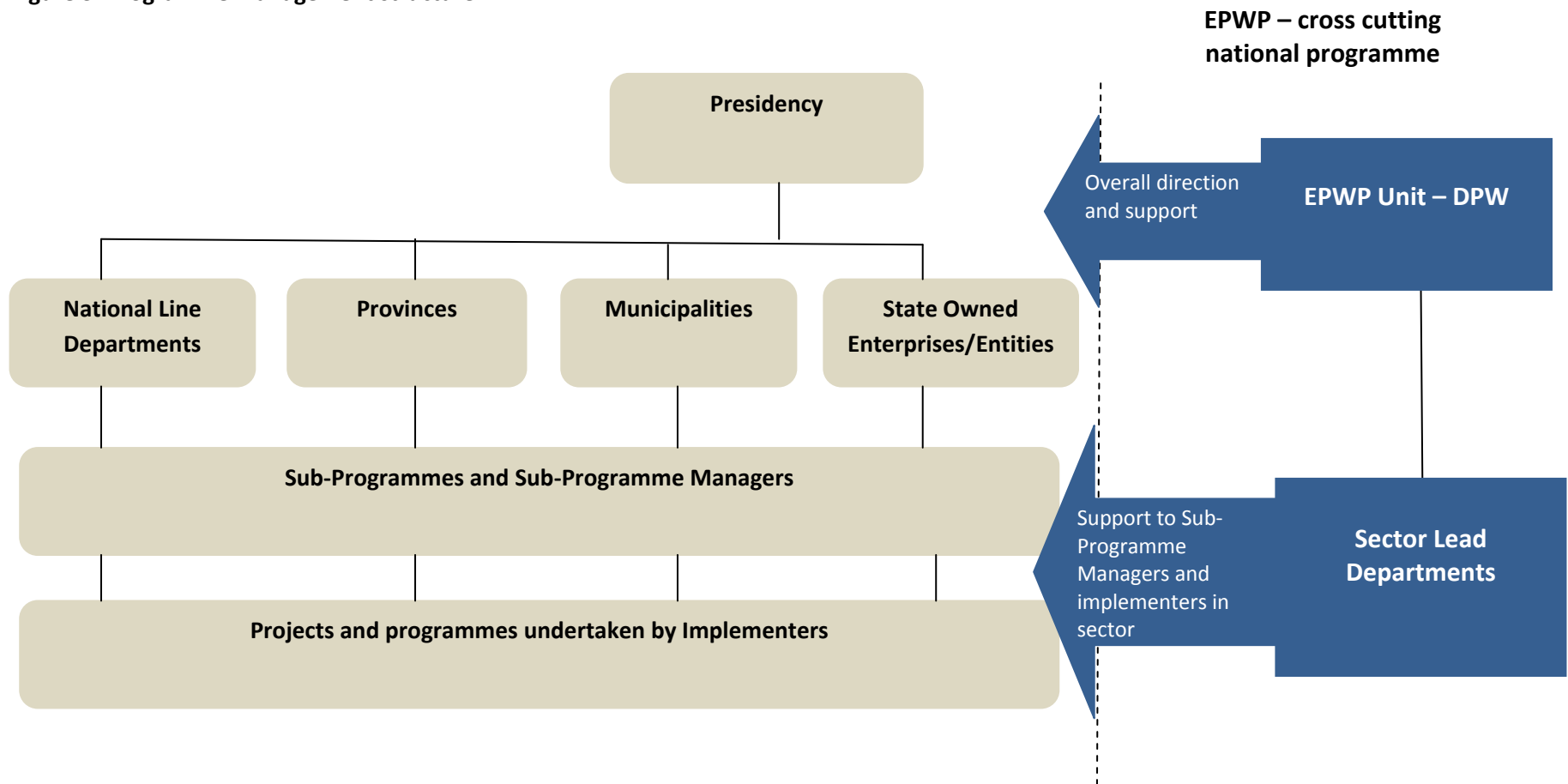
It is proposed that EPWP 2 is implemented so as to create two types of employment namely:

- **Ongoing employment:** which is indefinite term work opportunities that are linked to skills and career development.
- **Short term employment:** which is fixed duration or short term work opportunities.

These employment methods will be implemented through **sub programmes** undertaken by the three spheres of Government [National, Provincial and Local] and State Owned Enterprises using **Implementers** fulfilling their normal mandates. Implementers are Departments, directorates, divisions and agencies within these public bodies, who have line accountability for the mandate and control the budget in respect of the mandate for the service or project being implemented under the Sub-Programme. Such Implementers are required to align their normal projects and programmes with the EPWP in a manner whereby they will fulfill their mandates, while at the same time achieve EPWP outputs. Sub-Programmes will be implemented in each Sector and Sector Lead Departments will support Implementers to implement Sub-Programmes so as to be better aligned with the EPWP.

The programme management structure envisaged is shown in Figure 3 below.



Figure 3: Programme management structure



The functions to be performed by the different public bodies in respect of EPWP 2 are set out in Table 1 below.

Table 1: Functions of public bodies in respect of EPWP 2

Functions	EPWP Unit	Sector	Sphere of Govt	Line Dept with service delivery responsibility
National programme design [<i>framework for sub-programmes, conceptualisation, policy and strategy, norms and standards, consultation, institutional arrangements</i>]	Primary responsibility	Consultation		
Leadership/authority?	Primary responsibility			
Performance mgt [score card]	Primary responsibility			
Coordination and direction	Primary responsibility			
Advocacy and intergovernmental mobilisation	Primary responsibility			
Risk management	Primary responsibility			
Securing and administering funding	Primary responsibility			
Management capacity building	Primary responsibility			
Monitoring reporting [<i>verification and integrity</i>]	Primary responsibility			
Evaluation	Primary responsibility			
Quality control				Primary responsibility
Innovation [<i>commissioning of research, Identification of new projects, best practice</i>]	Primary responsibility			
Sub-programme design and planning [<i>conceptualisation, policy and strategy, norms and standards, consultation, institutional arrangements</i>]		Support		Primary responsibility
Sub – programme implementation [<i>verification and quality control, risk management</i>]				Primary responsibility
Marketing and communications	Primary responsibility			

 Primary responsibility
 Secondary responsibility

All spheres of Government and state owned enterprises must continue to make provision for contributing outputs towards the agreed EPWP targets through the implementation of their normal mandates, using their normal budgets. However to scale up the programme additional funding will be provided through the following funding mechanisms:

- **National Department programmes:** It is proposed that programmes being undertaken by National Departments are funded through existing funding mechanisms, but that the amount provided is increased so that existing programmes can scale up. It is proposed that Treasury increase the existing budget allocation per annum and that programmes bid for these funds if they have met their targets for the previous year.

This requires National Departments to set targets in terms of work opportunities, person years of work and labour intensity. Funds are only granted if these targets are met, as well as an assessment of the overall need for the service and priorities of government.

- **Provincial and municipal conditional grants:** It is proposed that two new conditional grants are introduced one for each of these two spheres of government [provincial and municipal]. The purpose of the grant is to incentivize these spheres of government to implement labour intensive projects and programmes in line with their core mandates, but which contribute EPWP outcomes in line with agreed targets. It is proposed that the conditional grants are tested in the 2009/10 financial year in ten municipalities and all nine provinces.

The basis on which the grant is offered is proposed to be as follows:

- Targets will be set for each province and municipality using the parameters of number of work opportunities created, number of person days of work created and the labour intensity of projects and programmes. These targets will be agreed to between DPW and each provincial department and municipality, and written into MOUs.
- A base allocation will be allocated to each province and municipality. This allocation is the amount a public body would receive if it achieves all of its set targets and would be based on the minimum wage costs associated with meeting the target.
- Depending on the performance against the targets on these parameters in the previous year, the public body would receive a percentage of their base allocation.
- The EPWP MIS will be the mechanism through which performance against targets will be measured. Provinces and Municipalities will be required to capture their targets, EPWP projects, and progress reports on the MIS.

It is acknowledged that the public sector alone is unlikely to be able to achieve the target set for EPWP 2 of providing work opportunities for 1,5 million people per annum by 2014. Accordingly two new components to the programme are being introduced to mobilize the non state sectors and local communities to contribute to the EPWP, in particular NGOs, CBOs and the private sector.

The two new initiatives proposed are:

- **Non State programmes:** This comprises programmes developed by non state actors that create income for large numbers of individuals through socially constructive activities. The requirements for such programmes will be simple so as to encourage organizations to design programmes that are innovative, but at the same time ensure that there is accountability for the funding provided.
- **Community based programmes:** This comprises programmes undertaken in partnership with non state actors that create employment in ways that build public or community level goods and services. Within this category an approach called the **Community Work Programme** is currently being piloted.

4. Goal and purpose of EPWP 2

Goal	
<p>To create 4,5 million? (short and ongoing) work opportunities¹ for poor and unemployed people in South Africa so as to contribute to halving unemployment by 2014, through the delivery of public and community services. (This will scale up from 500,000 per year in 2009/10 to 1.5 million in 2013/14)</p>	
Purpose	Indicators
<p>Public bodies from all spheres of government (in terms of their normal mandates and budgets) and the Non State sector (supported by government incentives), deliberately optimize the creation of work opportunities for unemployed and poor people in South Africa through the delivery of public and community services. Training and enterprise development will be implemented in sub-programmes to enhance service delivery and beneficiary well-being.</p>	<ol style="list-style-type: none"> 1. X no. of work opportunities (work opportunities, people employed and full-time equivalents) created per annum in EPWP Programmes as follows: <ul style="list-style-type: none"> ▪ Year 1 (2009/10) – no of work opportunities/people employed/full time equivalents ▪ Year 2 (2010/11) – no of work opportunities /people employed/full time equivalents ▪ Year 3 (2011/12) – no of work opportunities /people employed/full time equivalents ▪ Year 4 (2012/13) – no of work opportunities /people employed/full time equivalents ▪ Year 5 (2013/14) – no of work opportunities /people employed/full time equivalents 2. Impact on unemployment - geographic target to be investigated 3. Overall Participation targets per annum starting from the following Y1: <ul style="list-style-type: none"> ▪ At least 55% of workers are women ▪ At least 40% of workers are youth ▪ At least 3% of workers are disabled (Investigate scaling up over time) Sub-programme targets to be developed 4. Government and Non State sector service delivery provided to approved and defined standards. 5. (Increased) proportion of normal budget spent on EPWP outputs [work opportunities, people employed, training and income transferred] 6. Sub programme targets specified where applicable; <ul style="list-style-type: none"> ▪ % of labour intensive employment ▪ Number of people trained ▪ Number of SMME established and operational

¹ A work opportunity is paid work created for an individual for any period of time. The same individual can be employed on different projects and each period of employment is counted as a work opportunity.

5. Key Result Areas

5.1 Result Areas

1. **Enabling** : An enabling environment for the EPWP is established.
2. **Leading** : The EPWP Programme is led, managed and supported.
3. **Performance management** : The accountability and performance management of the EPWP is strengthened across government.
4. **Implementing**: National Government Departments, Provinces, Municipalities, Public bodies and the Non-State sector deliver their mandate within the EPWP framework thereby creating work opportunities for the poor.
5. **Reporting**:. EPWP progress (outputs) is monitored and reported and its impact evaluated and reviewed on a consistent and comprehensive basis.
6. **Communicating** : The progress and impact of the EPWP is consistently communicated to all stakeholders.

5.2 Result Areas : Objectives and target groups

Key Results	Objectives	Critical Target Groups
<p>1. An enabling environment for the EPWP is established</p>	<ol style="list-style-type: none"> 1. To have in place a clear set of special employment conditions in terms of short and ongoing term work. 2. To align the National Youth Service (NYS) framework to the EPWP so as to maximise value to both programmes. 3. To align disability and gender frameworks to the EPWP 4. To establish and obtain a common understanding on clear funding and budgeting protocols, in order to enable the scaling up of existing and the establishment of new programmes 5. To work with sectors to clarify and refine the funding grants applicability to sectors. 6. To administer the additional funding for compliant performing EPWP programmes to establish a framework for intergovernmental protocols for the EPWP 7. To establish an explicit performance targeting process in respect of EPWP programmes and funding allocations 8. To investigate the basis by which geographic targeting can be assessed. 9. To review and refine the training framework which enables sub-programmes to clearly define their training requirements and to access funding and training service providers 10. To review and refine an enterprise development framework which enables sub-programmes to clearly define their enterprise development requirements and to access funding and support 11. To establish a clear and supported set of institutional arrangements for the leadership, funding, implementation and reporting of the EPWP [within the context of the cross cutting nature and priorities of the EPWP] 	<ul style="list-style-type: none"> ▪ National Treasury ▪ NEDLAC ▪ Department of Labour ▪ Office of the Presidency ▪ Department of Public Service Administration
<p>2. The EPWP Programme is led, managed and supported</p>	<ol style="list-style-type: none"> 1. Political leadership champion the EPWP and the achievement of its targets 2. To clarify, communicate and operationalise concepts and parameters of the EPWP and how these apply to the implementation of core mandate programmes or projects with linked 'EPWP outcomes' on a consistent and appropriate basis. 3. To provide support in the design and implementation of sub-programmes and assist sub-programmes to secure the required financial resources and programme management capacity 4. To identify and or respond to innovative opportunities for expanded service delivery which will generate increased work opportunity outcomes 5. To identify and disseminate key learnings in respect of the EPWP and enhance capacity to implement the EPWP 6. To adapt programme design based on learnings and analysis of current performance 7. To develop standardised programme elements such as training programmes, procedures manuals and business processes, to enable the economy of scale benefits of programmes to be realised across government departments and municipalities 8. To establish an effective technical support mechanism and programme 	<ul style="list-style-type: none"> ▪ Cabinet; Portfolio Committee ▪ Minister of DPW ▪ Premiers ▪ MinMec ▪ Mayoral Committees ▪ DPW ▪ National Line Departments ▪ Provincial Line Departments ▪ Provincial Treasuries ▪ Local Government: Metros; DMs and LMs

Key Results	Objectives	Critical Target Groups
3. The accountability and performance management of the EPWP is strengthened across government	<ol style="list-style-type: none"> 1. To establish a target based management process 2. To agree targets with National Departments, Provinces, Municipalities and SOEs 3. To ensure that all spheres of government report against the targets set 4. To provide financial incentives in terms of the achievement of targets 	<ul style="list-style-type: none"> ▪ National Line Departments ▪ Provincial Line Departments ▪ Provincial Treasuries ▪ Local Government: Metros; DMs and LMs
4. National Government departments, provinces, municipalities, public bodies and the Non-State sector deliver their mandate within the EPWP Framework thereby creating work opportunities for the poor.	<ol style="list-style-type: none"> 1. Sub programmes determine and specify the basis by which they will achieve EPWP outputs and are formally recognised as EPWP linked programmes. 2. All Spheres of Government and State Owned Entities develop EPWP plans to achieve agreed EPWP targets, using recognised EPWP linked sub-programmes that are delivered as part of their normal mandate. 3. Each identifiable sub-programme within the relevant sphere allocates the necessary budget and additional funding in order to achieve its defined EPWP outputs and contribute to the applicable Government Sphere or Entities. 4. Each identifiable sub-programme has a clearly defined programme management approach and develops the capacity to implement it 5. To develop reporting protocols against which sub-programmes can be measured in terms of the achievement of the agreed EPWP outputs 	<ul style="list-style-type: none"> ▪ DPW ▪ All government agencies with implementation responsibilities ▪ All government agencies with a role in sub programme coordination ▪ All Non State sector agencies with implementation responsibilities
5. EPWP progress (outputs) is monitored and reported and its impact evaluated and reviewed on a consistent and comprehensive basis.	<ol style="list-style-type: none"> 1. To review and revise the EPWP M&E framework which defines key dimensions for monitoring and evaluating sub programmes, as well as the general allocation of roles and responsibilities for data collection, verification and reporting. 2. To institutionalise M&E and reporting functions at sub-programme and national level 3. To establish protocols to improve the efficiency of data transfer from sub-programmes to the national EPWP 4. To provide analysis and reports to identified and agreed stakeholders on a regular basis linked to the targets of the sub-programmes 5. To commission evaluation research and to on an ongoing basis assess the impact of the EPWP 	<ul style="list-style-type: none"> ▪ Presidency ▪ Cabinet ▪ MinMec ▪ National Treasury ▪ Implementing Agencies: government and civil society ▪ EPWP Programme Management (EPWP Unit)
6. The progress and impact of the EPWP is consistently communicated to all stakeholders	<ol style="list-style-type: none"> 1. To clearly communicate the changed goal and purpose of the EPWP and how it operates to all stakeholders which reflects the EPWP 2 proposals 2. To clearly communicate the progress and performance of the EPWP to all stakeholders 3. To establish a sub-programme specific communication mechanism to beneficiaries 4. To establish a common, highly visible and recognisable brand for the EPWP 5. To recognise innovation and best practice 	<ul style="list-style-type: none"> ▪ Cabinet ▪ Senior Political Leadership throughout the Country ▪ Government officials in implementing programmes ▪ General Public ▪ Business ▪ Labour ▪ Beneficiaries

6. Comparison between EPWP 1 and EPWP 2

The table below shows a comparison between the first and second phases of the EPWP.

EPWP 1	EPWP 2
Over the first five years to create temporary work opportunities and income for at least 1 million unemployed South Africans.	To create 4,5 million? (short and ongoing) work opportunities for poor and unemployed people in South Africa so as to contribute to halving unemployment by 2014, through the delivery of public and community services . (This will scale up from 500,000 per year in 2009/10 to 1.5 million in 2013/14?)
To provide needed public goods and services, labour-intensively, at acceptable standards, through the use of mainly public sector budgets and public and private sector implementation capacity	Public bodies from all spheres of government (in terms of their normal mandates and budgets) and the Non State sector (supported by government incentives), deliberately optimizes the creation of work opportunities for unemployed and poor people in South Africa through the delivery of public and community services .
To increase the potential for at least 14% of public works participants to earn future income by providing work experience, training and information related to local work opportunities, further education and training and SMME development	Training and enterprise development will be implemented in sub-programmes to enhance service delivery and beneficiary well-being.
Exit strategies will be developed for each sector and will identify possible exit routes for workers once they leave the EPWP programmes. Opportunities include possible longer-term employment, self-employment, or further education or training. These exit strategies will inform the training provided to beneficiaries under the programme.	None