



Northern Cape Provincial Treasury

Policy Brief: Expanded Public Works Programme in the Northern Cape

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1. Introduction

The aim of this Policy Brief is to provide an analysis of the expenditure on the Expanded Public Works Programme (EPWP) by provincial departments in the Northern Cape as well as how many jobs were created. This document firstly looks at the important role that EPWP can play in evolving the people of the country and the province. The next section looks at some of the policy framework within which the EPWP is targeted and implemented, with the following section providing an empirical analysis of the expenditure and job creation within the EPWP programme, both at a national and a provincial level. The final section provides a conclusion and some recommendations.

2. What is EPWP?

South Africa is plagued by high levels of poverty and unemployment. To address these challenges in South Africa, various policies and programmes have been implemented. At the 2003 Growth and Development Summit, one of the topics discussed was a programme which will be one of the social security mechanisms for addressing the problems of poverty and unemployment in South Africa (DPWI, 2018f). The programme was aimed at creating temporary employment that provides poverty and income relief for the unskilled, unemployed, poor and vulnerable while developing government infrastructure and providing socially beneficial services (ILO, 2018).

EPWP was formally initiated as a five-year programme in 2004. It was launched by Government to combat unemployment and poverty. The intention was to use labour intensive technology to build and sustain infrastructure while also providing skills development and jobs to the unemployed. The Department of Public Works and Infrastructure (DPWI) (formerly known as Department of Public Works (DPW)) is the driving force behind the delivery, coordination and monitoring of EPWP projects (ILO, 2018). There are four sectors through which the EPWP is implemented, namely: Infrastructure Sector, Environment and Culture Sector, Social Sector and Non-State Sector (DPWI, 2018b).

2.1 Infrastructure Sector

In the Infrastructure Sector, labour-intensive approaches are used in the development and maintenance of infrastructure projects financed by the public sector and is led by

DPWI in collaboration with various departments. Labour-intensive infrastructure projects under EPWP involve using labour-intensive construction methods to provide job opportunities for unemployed local people; offering training and skills development to local unemployed people; and building cost-effective and quality assets. This sector deals with programmes that include national youth service, provincial roads and large projects amongst others (DPWI, 2018c).

2.2 Environment and Culture Sector

This sector contributes to EPWP through employing people to work on projects to develop their local environment through programmes that are led by different departments. The sector builds the natural and cultural heritage of South Africa and uses it creatively to generate both medium and long-term work and social benefits. The Department of Environmental Affairs (DEA) is the leading department in this sector and works in collaboration with contributing sector departments such as the Departments of Water Affairs; Tourism; Mineral Resources; Energy; Arts and Culture; Agriculture, Forestry and Fisheries as well as municipalities with departments that relate to this sector (DPWI, 2018a).

Some of the goals of this sector are the creation of jobs and offering training and, through these, promoting long-term employment; to link marginalised people with opportunities and resources to allow them to participate in the "main stream economy"; developing natural resources and cultural heritage; and integrating sustainable rural growth and urban renewal amongst others. Some of the EPWP programmes under this sector are Sustainable Land-based Livelihoods; Waste Management; Tourism and Creative Industries; Parks and Beautification; Coastal Management; and Sustainable Energy (DPWI, 2018a).

2.3 Social Sector

The Department of Social Development, assisted by the Department of Basic Education and the Department of Health, is the overall co-ordinator of this sector. Beneficiaries of this sector are provided with opportunities to better their ability to provide improved social services while offering career path or exit strategies for formal and self-employment opportunities. Training is obtained by skills programmes and learnerships. Under this sector, there are programmes that involve early childhood

development, home community based care, the school nutrition programme and community crime prevention amongst others (DPWI, 2018e).

2.4 Non-State Sector

The Non-State Sector Programme was implemented in 2009 as a new EPWP component. In order to help Non-Profit Organisations (NPOs) with their community development programmes, the programme uses wage subsidies. This sector consists of two programmes, namely the Community Work Programme (CWP) and the Non-Profit Organisation. CWP is managed by the Department of Cooperative Governance and is area based. The NPO is managed by the Department of Public Works and is institutionally focused (DPWI, 2018d).

3. Policy Framework

3.1 National Development Plan and Medium-Term Strategic Framework

In the National Development Plan (NDP), the social security strategy of South Africa is outlined for the safeguarding of the elderly and the youth as well as working-age adults who can't find employment due to structural unemployment, disease and disability. This strategy also involves encouraging greater participation in the labour market to combat unemployment and is in line with EPWP and its objectives (ILO, 2018). EPWP is linked to the National Development Plan (NDP) and the Medium-Term Strategic Framework (MTSF), where it is identified as an important role player to create employment opportunities in the country (NPC, 2012, SA Government, 2014 and DPME, 2020). The 2014 to 2019 MTSF (SA Government, 2014) was focused on various priorities, one of which was "Radical economic transformation, rapid economic growth and job creation". Outcome 4 of the MTSF, which advocates for decent employment through inclusive economic growth, provided targets with regard to the implementation of EPWP, indicating that EPWP as a whole was to provide 6 million work opportunities by 2019. The 2019 to 2024 MTSF outlines the priorities of Government for the 5 years as a Capable, Ethical and Developmental State; Economic Transformation and Job Creation; Education, Skills and Health; Consolidating the Social Wage through Reliable and Quality Basic Services; Spatial Integration, Human Settlements and Local Government; Social Cohesion and Safer Communities and A

Better Africa and World (DPME, 2020). EPWP also has its role to play in achieving some of these priorities.

3.2 The Four Phases of EPWP

To date, four phases of EPWP have been implemented, with the fourth phase being ongoing at the moment. These phases are discussed below.

3.2.1 Phase I

Phase I of the EPWP was launched in 2004, running from 1 April 2004 to 31 March 2009. The goal of this phase was to create a cumulative 1 million job opportunities within 5 years by providing training to all beneficiaries so that they can be moved into the mainstream economy. This goal was surpassed (DPW, 2014, DPWI, 2019 and ILO 2018). The DPW was responsible for overall monitoring and evaluation and to provide Cabinet with progress reports. The DPW was also tasked with supporting sector-to-sector linkages, introducing common support programmes as well as common frameworks for monitoring, evaluation, exit strategies, and training. A dedicated EPWP unit was set up by the Department to fulfil its duties in this respect (DPW, 2009).

According to DPWI (2019), Phase I was also aimed at providing public goods and services in a labour intensive manner while at acceptable standards. This was to be done mainly through the use of public sector budgets and public and private sector implementation capacity. This phase was also aimed at providing participants with work experience, training and information that related to work opportunities, further education and training and small, medium and micro enterprises (SMME) development and through that increase the potential for at least 14 per cent of participants to earn future income (DPWI, 2019). One year ahead of schedule, Phase I of the EPWP had achieved and surpassed its target. By the end, the programme achieved 1.617 million net work opportunities. The programme exceeded its youth employment targets at 41 per cent compared to the 30 per cent target and exceeded its women employment targets at 43 per cent compared to the 40 per cent target (DPW, 2009).

3.2.2 Phase II

With national unemployment remaining high, Phase II of the EPWP was launched in 2009. The implementation of this phase stretched from 2009 to 2014, targeting the creation of 4.5 million work opportunities across all of the EPWP sectors and in all spheres of government and non-state entities (ILO, 2018 and DPW, 2014). In this phase, 4 071 292 work opportunities (or 90 per cent of the target) were created (DPW, 2014). This phase also targeted 2 million full-time equivalents (FTEs), where an FTE refers to one person year of employment, equivalent to 230 person days of paid work. The 2 million FTEs was equivalent to 4.9 million work opportunities. During this phase, 1 147 699 FTEs were created (DPW, 2014 and DPWI, 2019). Over the same period, the Northern Cape province managed to achieve 78 per cent of its work opportunity targets, where the Northern Cape managed to create a total of 111 945 work opportunities out of a target of 143 369 work opportunities (DPW, 2014).

3.2.3 Phase III

The goal of Phase III was to provide poor and unemployed people with work opportunities and income support through the provision of public and community assets and services, and through that to contribute to development. This phase of the EPWP was implemented over the 2014 to 2019 period, targeting the creation of 6 million work opportunities. By the end of this phase (31 March 2019) 75 per cent of the target was reached when 4.5 million work opportunities were created, with 66 per cent of participants being female, 46 per cent youth and 1 per cent people with disabilities. This phase was guided by the NDP and the New Growth Path (DPWI, 2019).

Each sector contributed to the overall objectives. The Infrastructure Sector was responsible for increasing the labour intensity of public-funded infrastructure construction and maintenance projects by making use of labour-intensive methods. The Environment and Culture sector had to build and protect the natural resources and cultural heritage of the country and use preservation work to create medium- and long-term work and social benefits. The contribution of the Social Sector was two-fold. This sector had to draw large numbers of unemployed people into productive work by delivering social services to enable them to earn an income and to provide education and skills to as many EPWP participants as possible in order for them to set up their own businesses or service or to become employed. The role of the Non-State Sector

was also two-fold, by mobilising the capacity of non-State stakeholders to create more work opportunities and to make a contribution to the creation of employment through targeting areas where it would take long to reach markets and where people can't access other opportunities (DPWI, 2019).

3.2.4 Phase IV

Since the problems of poverty and unemployment have not yet been resolved in the country, Phase IV is to be implemented over the period from 2019/20 to 2023/24. This phase builds on lessons learnt from the past three phases and from the international community, so as to build on the experience and innovations from the previous phases and address some of the problems experienced in the previous phases (DPWI, 2019).

Some of the key changes that will be made in the implementation of Phase IV that were identified by DPWI (2019) are:

- *“Strengthening the monitoring of the core EPWP principles to improve compliance to the EPWP guidelines.*
- *Expansion of the programme through replication and improvements in programmes across all sectors.*
- *Ensuring and monitoring the provision of quality services and the creation of quality assets.*
- *Enhancing the EPWP coordination and institutional arrangements including the PEP-IMC.*
- *Implementing projects and programmes that are more attractive to the youth who are in the Not in Education, Employment or Training Sector and increasing the participation of women across all programmes and sectors.*
- *Ensuring transparency and accountability through social audits and strengthening programme evaluation to enable improved performance of the programme guided by evidence.*
- *Strengthening impact evaluation of the EPWP and ensure greater transparency and accountability through the introduction of social audits.*
- *Strengthening partnerships with the private sector and Technical and Vocational Education and Training (TVET) colleges.”*

For Phase IV, the targeted number of work opportunities are 5 038 271 from April 2019 to March 2024, with 2 376 003 FTEs targeted. Demographic targets for Phase IV are participation of 60 per cent for women, 55 per cent for youth and 2 per cent for persons with disabilities (DPWI, 2019).

3.3 Covid-19 and EPWP – The Economic Reconstruction and Recovery Plan

The Economic Reconstruction and Recovery Plan (SA Government, 2020) provides a reconstruction and recovery plan for the South African economy with the aim of stimulating equitable and inclusive growth. In its response to the global Covid-19 pandemic, the Government of South Africa proposed a mass public employment programme and its goal is to expand on EPWP and the Presidential Youth Employment Intervention. The government introduced an employment stimulus to the value of R100 billion for job creation and retention in the Covid-19 support package and it is projected to create a cumulative 2.5 million direct jobs by the end of the 2021/22 financial year and 5 million jobs by 2023/2024 (SA Government, 2020).

Initiatives to enhance mass employment creation that is to be implemented by departments are (SA Government, 2020):

- Support community-driven work for the common good by establishing the Social Employment Fund;
- Create 50 000 new work opportunities in environmental programmes;
- Support 74 626 small-scale farmers to access markets and increase production;
- Create 25 000 new opportunities in labour-intensive municipal infrastructure maintenance;
- Create 1 560 new opportunities in the maintenance of facilities, water and energy efficiency and constructing rural bridges;
- Create 37 097 new opportunities in the maintenance of rural roads;
- Create 5 531 new opportunities in community health work and nursing;
- Create 14 000 new opportunities in community forestry;
- Create 32 663 new opportunities for public employment in cities;
- Create 300 000 opportunities for teaching and school assistants;
- Protect 44 933 vulnerable teaching posts;

- Provide support for 34 070 livelihoods in the creative, cultural and sporting sector;
- Provide support to 5 000 young entrepreneurs and micro-enterprises; and
- Expanding the BPO incentive in order to create 8 000 jobs in global business services.

4. EPWP Projects

4.1 Number of EPWP Projects

Tables 1 and 2 provide the number of EPWP projects over the period from 2014/15 to 2019/20. The first table contains the overall national consolidated figures per province, with the second table showing the projects per provincial department in the province. The total number of projects for Phase III of the EPWP (2014/15 to 2018/19) is also provided.

Table 1: Number of EPWP Projects - Overall National Consolidated per Province, 2014/15-2019/20

Province	2014/15	2015/16	2016/17	2017/18	2018/19	Total: Phase III (2014/15- 2018/19)	2019/20
Eastern Cape	1 751	1 025	1 588	2 957	3 459	10 780	2 025
Free State	806	551	567	504	466	2 894	425
Gauteng	1 257	828	1 245	1 166	1 441	5 937	1 219
KwaZulu-Natal	2 753	1 581	2 190	2 441	2 332	11 297	1 902
Limpopo	1 518	1 800	1 221	1 659	1 392	7 590	1 390
Mpumalanga	2 794	1 837	3 702	2 823	3 085	14 241	2 431
North West	1 870	652	935	1 370	1 218	6 045	1 087
Northern Cape	545	382	598	774	743	3 042	590
Western Cape	2 542	1 813	2 341	2 471	2 674	11 841	2 338
National Total	15 836	10 469	14 387	16 165	16 810	73 667	13 407

Source: Department of Public Works and Infrastructure and own calculations

A total of 73 667 EPWP projects were undertaken nationally during Phase III of the EPWP. The largest number of projects were in Mpumalanga, followed by Western Cape and KwaZulu-Natal. These provinces accounted for 19.3, 16.1 and 15.3 per cent of the total projects respectively. At 3 042 projects, the Northern Cape had the second smallest number of projects during this phase, accounting for 4.1 per cent. In the first year of Phase IV (2019/20), the Northern Cape accounted for 4.4 per cent of the total number of projects.

Table 2: Number of EPWP Projects - Northern Cape Provincial Government Departments per Sector, 2014/15-2019/20

Department	2014/15	2015/16	2016/17	2017/18	2018/19	Total: Phase III (2014/15- 2018/19)	2019/20
Environment and Culture Sector	39	29	45	56	63	232	43
Agriculture, Land Reform and Rural Development	14	6	23	32	37	112	21
Economic Development and Tourism	7	5	7	11	13	43	8
Education	1	N/A	N/A	N/A	N/A	1	N/A
Environment and Nature Conservation	9	16	8	7	8	48	7
Roads and Public Works	7	1	3	5	5	21	6
Sport, Arts and Culture	1	1	4	1	N/A	7	1
Infrastructure Sector	139	46	165	212	209	771	153
Agriculture, Land Reform and Rural Development	1	N/A	N/A	N/A	N/A	1	N/A
Co-operative Governance, Human Settlements and Traditional Affairs	19	9	7	13	8	56	5
Education	33	1	44	90	72	240	49
Health	5	1	6	5	4	21	4
Roads and Public Works	80	35	101	99	117	432	91
Sport, Arts and Culture	1	N/A	6	2	4	13	4
Transport, Safety and Liaison	N/A	N/A	1	3	4	8	N/A
Social Sector	132	114	121	143	131	641	104
Economic Development and Tourism	1	N/A	N/A	N/A	N/A	1	N/A
Education	7	10	7	4	10	38	7
Health	32	31	28	26	26	143	7
Roads and Public Works	3	N/A	N/A	1	N/A	4	1
Social Development	86	70	84	110	91	441	85
Sport, Arts and Culture	1	1	1	1	2	6	2
Transport, Safety and Liaison	2	2	1	1	2	8	2
Total	310	189	331	411	403	1 644	300

Source: Department of Public Works and Infrastructure and own calculations

When only considering the provincial departments in the Northern Cape, there were 232 projects undertaken in the Environment and Culture Sector, 771 in the Infrastructure Sector and 641 in the Social Sector during the third phase of EPWP, bringing the total number of projects to 1 644. In 2019/20, the provincial departments in the Northern Cape undertook a collective 300 EPWP projects.

4.2 Budget and Expenditure

Provincial departments in the Northern Cape benefit from the EPWP conditional grants in the form of the EPWP Incentive Grant for Provinces and the Social Sector EPWP Incentive Grant for Provinces. Table 3 provides the EPWP conditional grant budget and expenditure of the provincial departments in the Northern Cape for the 2019/20 financial year, the percentage of the budget that was spent as well as the projected variance.

Table 3: Northern Cape Provincial Departments EPWP Conditional Grants, 2019/20

Department and Grant	2019/20	Provincial Spending 2019/20		
	Total Available (R'000)	Spent by Province (R'000)	% Spent	Projected Variance (R'000)
Social Sector: EPWP Incentive	25 662	24 565	95.7%	1 097
Education	3 675	3 625	98.6%	50
Health	8 154	8 153	100.0%	1
Sport, Arts and Culture	1 000	894	89.4%	106
Transport, Safety and Liaison	2 102	1 612	76.7%	490
Social Development	10 731	10 281	95.8%	450
EPWP Incentive	20 321	19 870	97.8%	451
Agriculture	2 491	2 452	98.4%	39
Education	2 663	2 615	98.2%	48
Health	2 439	2 439	100.0%	-
COGHSTA	2 046	2 046	100.0%	-
Roads and Public Works	4 439	4 439	100.0%	-
Sport, Arts and Culture	2 154	1 790	83.1%	364
Environment	2 000	2 000	100.0%	-
Economic Development	2 089	2 089	100.0%	-
Total	45 983	44 435	96.6%	1 548

Source: Northern Cape Post-Audit IYM 2019/20

In total, there was R45.983 million in EPWP grant funding available to the province in the 2019/20 financial year. During this period, departments managed to spend a collective 96.6 per cent or R44.435 million, which was not far from 100 per cent spending. Various departments underspent their respective budgets leading to R1.548 million remaining. Considering the Social Sector EPWP Incentive, the Department of Transport, Safety and Liaison had the highest level of underspending, only spending 76.7 per cent of their allocated budget, having a remaining budget of R0.490 million. The Department of Sport, Arts and Culture spent only 89.4 per cent of its Social Sector EPWP Incentive and 83.1 per cent of its EPWP Incentive. Although R1.548 million may not appear to be a large amount compared to the total allocation of R45.983 million, these funds could have been used to create work opportunities in the province. If one considers the economic climate and the high levels of unemployment that the country is facing, it highlights the importance of spending every last cent to uplift the people in the province and in the country.

5. EPWP Employment

5.1 Work Opportunities Created

The gross number of work opportunities created through EPWP projects from 2014/15 to 2019/20 as well as the Phase III totals are provided in Table 4 for the overall national consolidated figures per province and in Table 5 for the Northern Cape provincial

departments per sector. Table 6 contains the total work opportunities created by each provincial department.

Table 4: Gross Number of Work Opportunities Created - Overall National Consolidated per Province, 2014/15-2019/20

Province	2014/15	2015/16	2016/17	2017/18	2018/19	Total: Phase III (2014/15-2018/19)	2019/20
Eastern Cape	181 956	134 839	143 198	167 122	183 242	810 357	184 089
Free State	68 298	53 715	41 890	53 613	62 160	279 676	65 052
Gauteng	167 439	80 475	96 051	97 034	106 516	547 515	99 212
KwaZulu-Natal	238 642	162 882	180 821	217 843	223 940	1 024 128	231 241
Limpopo	119 351	83 492	89 526	94 498	107 269	494 136	106 840
Mpumalanga	91 329	67 357	63 360	72 017	78 685	372 748	73 947
North West	85 671	41 809	42 122	51 158	62 752	283 512	66 882
Northern Cape	39 259	35 000	33 324	44 599	55 995	208 177	48 903
Western Cape	112 038	81 971	88 953	102 350	116 727	502 039	118 533
National Total	1 103 983	741 540	779 245	900 234	997 286	4 522 288	994 699

Source: Department of Public Works and Infrastructure and own calculations

Nationally, EPWP projects created 4 522 288 work opportunities during Phase III. Of these, 22.6 per cent (1 024 128) were in KwaZulu-Natal, 17.9 per cent (810 357) in Eastern Cape and 12.1 per cent (547 515) in Gauteng. The Northern Cape accounted for 4.6 per cent or 208 177. In the first year of Phase IV (2019/20), 994 699 work opportunities were created. Of these, 4.9 per cent (48 903) were in the Northern Cape.

Table 5: Gross Number of Work Opportunities Created - Northern Cape Provincial Government Departments per Sector, 2014/15-2019/20

Department	2014/15	2015/16	2016/17	2017/18	2018/19	Total: Phase III (2014/15-2018/19)	2019/20
Environment and Culture Sector	2 354	1 091	2 677	3 248	5 011	14 381	2 624
Agriculture, Land Reform and Rural Development	475	325	850	1 397	1 994	5 041	1 072
Economic Development and Tourism	292	127	239	434	395	1 487	305
Education	149	N/A	N/A	N/A	N/A	149	N/A
Environment and Nature Conservation	260	332	424	366	469	1 851	374
Roads and Public Works	1 097	242	1 052	980	2 153	5 524	740
Sport, Arts and Culture	81	65	112	71	N/A	329	133
Infrastructure Sector	4 316	1 110	4 014	5 646	7 153	22 239	4 990
Agriculture, Land Reform and Rural Development	13	N/A	N/A	N/A	N/A	13	N/A
Co-operative Governance, Human Settlements and Traditional Affairs	519	202	222	463	290	1 696	321
Education	513	80	510	816	966	2 885	721
Health	818	5	549	436	415	2 223	14
Roads and Public Works	2 427	823	2 645	3 862	5 287	15 044	3 868
Sport, Arts and Culture	26	N/A	85	37	69	217	66
Transport, Safety and Liaison	N/A	N/A	3	32	126	161	N/A
Social Sector	5 434	4 036	4 811	6 182	6 002	26 465	4 306
Economic Development and Tourism	22	N/A	N/A	N/A	N/A	22	N/A
Education	378	548	1 187	1 168	1 250	4 531	1 274
Health	2 319	2 091	2 046	2 203	2 385	11 044	1 128
Roads and Public Works	277	N/A	N/A	32	N/A	309	17
Social Development	2 147	1 267	1 336	2 531	2 026	9 307	1 656
Sport, Arts and Culture	149	54	98	112	118	531	122
Transport, Safety and Liaison	142	76	144	136	223	721	109
Total	12 104	6 237	11 502	15 076	18 166	63 085	11 920

Source: Department of Public Works and Infrastructure and own calculations

The provincial departments in the Northern Cape created 63 085 work opportunities during Phase III of EPWP. Looking at the three sectors, 26 465 work opportunities (42.0 per cent) were created in the Social Sector, 22 239 (35.3 per cent) in the

Infrastructure Sector and 14 381 (22.8 per cent) in the Environment and Culture Sector. In 2019/20, the provincial departments created a collective 11 920 work opportunities, with the largest number of work opportunities (4 990) created in the Infrastructure Sector.

Table 6: Gross Number of Work Opportunities Created - Northern Cape Provincial Government Departments, 2014/15-2019/20

Department	2014/15	2015/16	2016/17	2017/18	2018/19	Total: Phase III (2014/15- 2018/19)	2019/20
Agriculture, Land Reform and Rural Development	488	325	850	1397	1994	5 054	1072
Co-operative Governance, Human Settlements and Traditional Affairs	519	202	222	463	290	1 696	321
Economic Development and Tourism	314	127	239	434	395	1 509	305
Education	1 040	628	1697	1984	2216	7 565	1995
Environment and Nature Conservation	260	332	424	366	469	1 851	374
Health	3 137	2096	2595	2639	2800	13 267	1142
Roads and Public Works	3 801	1065	3697	4874	7440	20 877	4625
Social Development	2 147	1267	1336	2531	2026	9 307	1656
Sport, Arts and Culture	256	119	295	220	187	1 077	321
Transport, Safety and Liaison	142	76	147	168	349	882	109
Total	12 104	6 237	11 502	15 076	18 166	63 085	11 920

Source: Department of Public Works and Infrastructure and own calculations

Of the total work opportunities that were created by the provincial departments during Phase III, the Department of Roads and Public Works accounted for almost a third (33.1 per cent) at 20 877. The second largest contributor was the Department of Health (13 267 or 21.0 per cent) followed by the Department of Social Development (9 307 or 14.8 per cent).

5.2 Employment of Youth

In Tables 7 and 8 the percentage of the people that participated in EPWP projects that are classified as youth are presented for the overall national consolidated figures per province and for the Northern Cape provincial departments respectively. This information is provided for the period from 2014/15 to 2019/20.

Table 7: Percentage Youth - Overall National Consolidated per Province, 2014/15-2019/20

Province	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Eastern Cape	42.00%	37.43%	37.57%	34.06%	34.81%	34.23%
Free State	58.00%	52.44%	47.10%	47.95%	45.80%	44.00%
Gauteng	61.00%	56.65%	56.92%	53.59%	53.70%	50.67%
KwaZulu-Natal	43.00%	37.17%	38.38%	39.03%	37.53%	36.26%
Limpopo	46.00%	43.94%	42.23%	40.68%	39.54%	38.96%
Mpumalanga	55.00%	50.23%	48.22%	47.50%	45.96%	43.19%
North West	58.00%	51.67%	47.14%	44.98%	45.49%	45.08%
Northern Cape	56.00%	48.70%	48.59%	46.02%	47.34%	46.64%
Western Cape	59.00%	56.97%	57.82%	57.24%	55.34%	54.76%
National Total	51.00%	45.94%	45.36%	43.81%	43.29%	41.94%

Source: Department of Public Works and Infrastructure

In 2019/20, 41.94 per cent of the people participating in EPWP projects were classified as youth on a national level. This is below the 55 per cent target for Phase IV, but this

is also only the first year of the five-year implementation of this phase. Of the work opportunities created in the Northern Cape during the same year, 46.64 per cent of participants were classified as youth, which is also below the target for the current phase. This is lower than most of the years of Phase III of EPWP. None of the provinces achieved more than 55 per cent youth participation, although the Western Cape came very close with 54.76 per cent. The lowest percentage in 2019/20 was recorded in the Eastern Cape at 34.23 per cent.

Table 8: Percentage Youth - Northern Cape Provincial Government Departments per Sector, 2014/15-2019/20

Department	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Environment and Culture Sector						
Agriculture, Land Reform and Rural Development	47.00%	47.69%	49.88%	49.39%	51.40%	48.60%
Economic Development and Tourism	44.00%	34.64%	51.05%	65.21%	70.89%	60.98%
Education	67.00%	N/A	N/A	N/A	N/A	N/A
Environment and Nature Conservation	72.00%	75.00%	65.57%	66.39%	59.70%	55.88%
Roads and Public Works	62.00%	52.48%	52.47%	51.53%	49.23%	41.62%
Sport, Arts and Culture	70.00%	63.08%	63.39%	59.15%	N/A	69.92%
Infrastructure Sector						
Agriculture, Land Reform and Rural Development	46.00%	N/A	N/A	N/A	N/A	N/A
Co-operative Governance, Human Settlements and Traditional Affairs	63.00%	49.50%	84.68%	53.99%	67.59%	72.27%
Education	55.00%	62.50%	53.72%	52.45%	50.00%	45.08%
Health	61.00%	40.00%	51.91%	49.54%	47.23%	57.14%
Roads and Public Works	59.00%	55.04%	59.73%	61.70%	58.69%	58.69%
Sport, Arts and Culture	42.00%	N/A	45.88%	13.51%	36.23%	48.48%
Transport, Safety and Liaison	N/A	N/A	100.00%	75.00%	60.32%	N/A
Social Sector						
Economic Development and Tourism	36.00%	N/A	N/A	N/A	N/A	N/A
Education	86.00%	36.50%	35.72%	37.07%	40.64%	35.95%
Health	33.00%	27.74%	23.31%	26.05%	26.16%	26.15%
Roads and Public Works	71.00%	N/A	N/A	37.50%	N/A	52.94%
Social Development	48.00%	38.20%	39.30%	37.61%	45.06%	45.95%
Sport, Arts and Culture	79.00%	64.81%	51.02%	60.71%	55.08%	65.57%
Transport, Safety and Liaison	82.00%	81.58%	82.64%	84.56%	90.13%	87.15%
Total	54.00%	41.40%	47.04%	47.91%	49.73%	49.34%

Source: Department of Public Works and Infrastructure

When looking at the EPWP work opportunities created by the provincial departments in the Northern Cape, youth participation accounted for 49.34 per cent in 2019/20. In the Environment and Culture Sector, the Departments of Economic Development and Tourism, Environment and Nature Conservation and Sport, Arts and Culture were able to achieve youth participation above the 55 per cent target for Phase IV. In the Infrastructure Sector, only the Departments of Education and Sport, Arts and Culture were not able to reach this target in 2019/20. Looking at the Social Sector, only the Departments of Sport, Arts and Culture and Transport, Safety and Liaison managed to have more than 55 per cent of participants classified as youth in the work opportunities that they created.

5.3 Employment of Women

Tables 9 and 10 provide the percentage of the people that participated in EPWP projects that are female for the overall national consolidated figures per province and for the Northern Cape provincial departments respectively over the period from 2014/15 to 2019/20.

Table 9: Percentage Women - Overall National Consolidated per Province, 2014/15-2019/20

Province	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Eastern Cape	64.00%	64.73%	64.40%	64.50%	65.00%	65.12%
Free State	62.00%	67.12%	67.07%	69.10%	71.25%	70.78%
Gauteng	59.00%	64.88%	57.03%	61.93%	62.46%	60.90%
KwaZulu-Natal	69.00%	75.47%	72.85%	70.10%	72.58%	74.16%
Limpopo	65.00%	70.90%	72.38%	72.35%	72.73%	73.67%
Mpumalanga	68.00%	73.27%	69.89%	68.75%	70.71%	73.49%
North West	64.00%	69.14%	70.26%	69.61%	69.38%	68.20%
Northern Cape	63.00%	69.73%	62.08%	61.48%	61.37%	63.18%
Western Cape	53.00%	58.25%	57.74%	58.40%	59.73%	61.00%
National Total	63.00%	68.52%	66.42%	66.46%	67.56%	68.33%

Source: Department of Public Works and Infrastructure

In the fourth phase of EPWP, the target is to have 60 per cent of participants as women. All of the provinces were able to achieve this target in 2019/20, with KwaZulu-Natal recording the highest percentage at 74.16 per cent. Of the participants in the Northern Cape, 63.18 per cent were female. The province with the lowest female participation was Gauteng.

Table 10: Percentage Women - Northern Cape Provincial Government Departments per Sector, 2014/15-2019/20

Department	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Environment and Culture Sector						
Agriculture, Land Reform and Rural Development	32.00%	46.46%	36.82%	30.28%	30.09%	36.85%
Economic Development and Tourism	56.00%	65.35%	52.30%	57.60%	55.19%	57.70%
Education	62.00%	N/A	N/A	N/A	N/A	N/A
Environment and Nature Conservation	56.00%	56.02%	56.84%	50.82%	50.75%	53.74%
Roads and Public Works	58.00%	67.35%	66.16%	61.43%	60.57%	59.86%
Sport, Arts and Culture	63.00%	64.61%	58.03%	59.15%	N/A	49.62%
Infrastructure Sector						
Agriculture, Land Reform and Rural Development	38.00%	N/A	N/A	N/A	N/A	N/A
Co-operative Governance, Human Settlements and Traditional Affairs	22.00%	14.36%	41.44%	21.60%	35.17%	37.38%
Education	11.00%	67.50%	30.98%	13.97%	21.74%	27.46%
Health	7.00%	20.00%	9.11%	6.88%	6.02%	7.14%
Roads and Public Works	43.00%	41.43%	46.50%	49.43%	47.95%	49.71%
Sport, Arts and Culture	58.00%	N/A	15.29%	0.00%	10.14%	7.57%
Transport, Safety and Liaison	N/A	N/A	33.33%	40.62%	41.27%	N/A
Social Sector						
Economic Development and Tourism	50.00%	N/A	N/A	N/A	N/A	N/A
Education	84.00%	92.70%	89.81%	90.75%	89.84%	90.42%
Health	91.00%	92.20%	92.72%	87.88%	83.06%	82.00%
Roads and Public Works	55.00%	N/A	N/A	21.87%	N/A	29.41%
Social Development	88.00%	91.47%	88.62%	90.32%	85.39%	82.61%
Sport, Arts and Culture	46.00%	55.55%	52.04%	50.00%	57.63%	56.56%
Transport, Safety and Liaison	68.00%	67.10%	70.83%	69.12%	72.20%	73.39%
Total	59.00%	75.77%	63.33%	60.41%	57.00%	59.79%

Source: Department of Public Works and Infrastructure

Zero's or blank fields imply that reporting bodies did not report on requested information

The provincial departments in the Northern Cape, only just, did not achieve a collective female participation of 60 per cent in 2019/20 as targeted in the current phase of

EPWP. In the Environment and Culture as well as the Infrastructure sectors none of the departments were able to record 60 per cent female participation, while in the Social Sector only two departments (Roads and Public Works and Sport, Arts and Culture) had female participation below 60 per cent. In the Environment and Culture Sector, the Department of Roads and Public Works almost achieved the target.

5.4 Employment of People with Disabilities

The percentage of the participants in EPWP projects that have disabilities is provided in Table 11 for the overall national consolidated figures per province and in Table 12 for the Northern Cape provincial departments. The period under review is from 2014/15 to 2019/20.

Table 11: Percentage People with Disabilities - Overall National Consolidated per Province, 2014/15-2019/20

Province	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Eastern Cape	1.04%	1.59%	1.76%	1.32%	1.48%	1.00%
Free State	0.76%	1.42%	1.41%	1.04%	0.88%	0.71%
Gauteng	0.47%	1.47%	1.69%	0.99%	1.07%	0.88%
KwaZulu-Natal	0.51%	1.07%	1.24%	0.68%	0.65%	0.51%
Limpopo	0.53%	1.55%	2.03%	2.54%	1.86%	1.09%
Mpumalanga	0.92%	2.24%	1.41%	1.29%	1.37%	1.55%
North West	0.69%	1.55%	1.50%	1.22%	1.06%	0.83%
Northern Cape	1.36%	2.41%	2.31%	1.65%	1.83%	1.69%
Western Cape	0.73%	2.87%	2.06%	1.57%	1.47%	1.27%
National Total	0.71%	1.68%	1.66%	1.28%	1.24%	0.96%

Source: Department of Public Works and Infrastructure

Phase IV of EPWP targets participation of 2 per cent for persons with disabilities. In 2019/20 none of the provinces achieved this target. In the Northern Cape, the participation of people with disabilities stood at 1.69 per cent, which is a deterioration from the 2.41 per cent in 2015/16 and the 2.31 per cent in 2016/17. This is however still higher than the 0.96 per cent on a national level.

Table 12: Percentage People with Disabilities - Northern Cape Provincial Government Departments per Sector, 2014/15-2019/20

Department	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Environment and Culture Sector						
Agriculture, Land Reform and Rural Development	1.26%	0.61%	2.12%	1.50%	0.60%	0.28%
Economic Development and Tourism	-	2.36%	2.93%	0.92%	0.51%	0.33%
Education	-	N/A	N/A	N/A	N/A	N/A
Environment and Nature Conservation	-	1.51%	1.41%	0.27%	0.43%	0.53%
Roads and Public Works	-	0.00%	0.09%	0.31%	0.09%	1.22%
Sport, Arts and Culture	-	1.54%	0.89%	1.41%	N/A	0.00%
Infrastructure Sector						
Agriculture, Land Reform and Rural Development	0.00%	N/A	N/A	N/A	N/A	N/A
Co-operative Governance, Human Settlements and Traditional Affairs	0.00%	0.00%	0.45%	0.43%	1.03%	0.00%
Education	0.00%	8.75%	1.96%	0.12%	0.31%	0.28%
Health	0.00%	0.00%	1.09%	0.92%	0.72%	0.00%
Roads and Public Works	0.12%	0.24%	0.30%	0.57%	0.23%	0.23%
Sport, Arts and Culture	0.00%	N/A	0.00%	0.00%	0.00%	0.00%
Transport, Safety and Liaison	N/A	N/A	0.00%	3.12%	1.59%	N/A
Social Sector						
Economic Development and Tourism	-	N/A	N/A	N/A	N/A	N/A
Education	-	1.09%	0.93%	0.43%	0.40%	0.23%
Health	0.09%	1.72%	2.15%	1.63%	1.21%	0.00%
Roads and Public Works	-	N/A	N/A	0.00%	N/A	0.00%
Social Development	-	0.95%	1.12%	0.51%	0.69%	0.12%
Sport, Arts and Culture	-	0.00%	0.00%	0.00%	0.85%	0.00%
Transport, Safety and Liaison	-	1.31%	2.08%	2.94%	2.24%	0.00%
Total	0.09%	1.20%	1.14%	0.78%	0.52%	0.26%

Source: Department of Public Works and Infrastructure

Zero's or blank fields imply that reporting bodies did not report on requested information

Provincial departments in the province fared very badly against the 2 per cent targeted participation of people with disabilities. Collectively, the provincial departments only achieved 0.26 per cent participation. In the data, it is however noted that zero values or blank fields imply that the reporting bodies did not report on the information that was requested. From the information reported above, none of the provincial departments were able to achieve the target set out for Phase IV of the EPWP in 2019/20 and should thus ensure that this is taken into account in the remainder of this phase.

6. Conclusion and Recommendations

EPWP plays an important role in the fight against poverty and unemployment in South Africa. Provincial departments should make the most of the EPWP grant that they receive from National Government to ensure that the maximum impact is made in the province. Each department should ensure that they spend their entire EPWP conditional grant (as well as other grants) to ensure that as many people as possible are uplifted with the funds available.

Collectively among the provincial departments in the Northern Cape, youth participation in EPWP work opportunities were below the 55 per cent target for Phase IV and departments that have participation below this level should ensure that, going forward, they achieve this target. Female participation in 2019/20 was below the

targeted 60 per cent for all departments participating in the Environment and Culture and Infrastructure Sectors of EPWP. In the Social Sector, there was mostly good participation by females. The departments that are not achieving the targeted female participation should look, going forward, how they can get more females involved in the EPWP projects. The target for participation of people with disabilities for Phase IV is 2 per cent. Provincial departments should thus either ensure better participation of people with disabilities in the EPWP projects and ensure that they report sufficiently on this target.

Departments should be sensitive to the targets set out in the current phase (Phase IV) of EPWP and ensure that these targets are also met for youth, women and people with disabilities. As this is the first year of the current phase of EPWP, departments should ensure that they work throughout the remainder of the phase to ensure that the national target of 5 038 271 work opportunities are achieved by the end of this phase.

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