The Expanded Public Works Programme (EPWP) of SA: Development of an M&E System

South-South Learning Forum
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Outline

• Brief Overview of EPWP
• Extent of M&E Challenge
• Development of M&E System
• Indicators
• Institutional Arrangements for Reporting
• Evaluation Studies
• Lessons Learned
• Challenges
Background

- Origin in Growth and Development Summit [GDS] of 2003
- Four themes were adopted, one of which was ‘More jobs, better jobs, decent work for all’
- The GDS agreed that the public works programmes ‘can provide poverty - and income relief through temporary work for the unemployed to carry out socially useful activities.'
Context of EPWP Employment

- SA plagued by unacceptable levels of structural unemployment
- Situation worsened as a result of global economic crisis
- The Expanded Public Works Programme (EPWP) serves as opportunity to address social welfare gap
- EPWP employment to be available to all who need it for as long as required – safety net
- EPWP employment must not displace workers employed under BCEA
- EPWP employment should benefit as many people as possible
- Special employment conditions must be reviewed when an acceptable level of unemployment is reached
Extent of Challenge

- High unemployment: 23 %
- 75% of unemployed are young
- Official unemployment rate for those between 15 and 24 is 20% higher than for population as a whole
- In 2007: 72% of those between 15 to 30 years willing to work never had a job
- Focus to be on lower-wage start-up jobs and strategies to provide access to work for young and unskilled – not only higher paid jobs
Goal of EPWP Phase II

To create 4.5 million 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.

Equals to 2 million full-time equivalents (1 FTE = 230 person-days of work)

Targets for designated groups: women – 55%; youth 40%; people with disabilities – 2%
SCOPE

• Cross-cutting programme: covers all 3 spheres of government and SOE’s

• Four sectors:
  – Environmental & culture sector (e.g. environmental improvement programmes)
  – Infrastructure sector (labour-intensive construction and maintenance)
  – Social sector (home-based care and early childhood development)
  – Non-State Sector

• Enterprise Development (small business development, income generating projects) cross-cutting
Definition of EPWP

• The EPWP is a nationwide programme covering all spheres of government and state-owned enterprises.

• It aims to draw significant numbers of unemployed, unskilled people into productive work, so that they increase their capacity to earn an income.

• While the EPWP provides an important avenue for labour absorption and income transfers to poor households in the short to medium-term, it was not designed as a policy instrument to address the structural nature of the unemployment crisis.
Positioning of EPWP within Government’s Development & Anti-Poverty Agenda

Expanded Public Works Programme

Goal

- Reduce poverty and alleviate / reduce unemployment

**Intervention type**
- Utilise government expenditure to alleviate unemployment and increase skills

**Impact timescale**
- Improve social security net
  - Govt. social welfare budget
  - Short/medium-term

- Improve enabling environment for small business
  - Regulation
  - Short/medium-term

- Education and training to increase skills levels
  - Education policy
  - Medium/long term

- Balance economic growth with growth in EAP
  - Macro-economic policies
  - Long-term
  - Medium/long term

(EAP = economically active population)
Phase II Targets per sector & per year

WORK OPPORTUNITY TARGETS

<table>
<thead>
<tr>
<th>Year</th>
<th>Infrastructure</th>
<th>Environment &amp; Culture</th>
<th>Social</th>
<th>Non-state</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>09/10</td>
<td>300,000</td>
<td>150,000</td>
<td>80,000</td>
<td>20,000</td>
<td>550,000</td>
</tr>
<tr>
<td>10/11</td>
<td>342,000</td>
<td>156,000</td>
<td>96,000</td>
<td>48,000</td>
<td>642,000</td>
</tr>
<tr>
<td>11/12</td>
<td>440,000</td>
<td>200,000</td>
<td>132,000</td>
<td>96,000</td>
<td>868,000</td>
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<tr>
<td>12/13</td>
<td>572,000</td>
<td>275,000</td>
<td>187,000</td>
<td>176,000</td>
<td>1,210,000</td>
</tr>
<tr>
<td>13/14</td>
<td>720,000</td>
<td>375,000</td>
<td>255,000</td>
<td>300,000</td>
<td>1,650,000</td>
</tr>
<tr>
<td>Total</td>
<td>2,374,000</td>
<td>1,156,000</td>
<td>750,000</td>
<td>640,000</td>
<td>4,920,000</td>
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</table>

FULL TIME EQUIVALENT TARGETS

<table>
<thead>
<tr>
<th>Year</th>
<th>Infrastructure</th>
<th>Environment &amp; Culture</th>
<th>Social</th>
<th>Non-state</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>09/10</td>
<td>108,696</td>
<td>32,609</td>
<td>60,870</td>
<td>8,696</td>
<td>210,870</td>
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<tr>
<td>10/11</td>
<td>130,435</td>
<td>41,739</td>
<td>67,826</td>
<td>20,870</td>
<td>268,870</td>
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<tr>
<td>11/12</td>
<td>170,435</td>
<td>59,130</td>
<td>90,435</td>
<td>41,739</td>
<td>361,739</td>
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<tr>
<td>12/13</td>
<td>220,000</td>
<td>81,304</td>
<td>124,348</td>
<td>76,522</td>
<td>502,174</td>
</tr>
<tr>
<td>13/14</td>
<td>273,913</td>
<td>110,870</td>
<td>169,565</td>
<td>130,435</td>
<td>684,783</td>
</tr>
<tr>
<td>Total</td>
<td>903,478</td>
<td>325,652</td>
<td>513,043</td>
<td>278,261</td>
<td>2,020,435</td>
</tr>
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</table>
Critical Success Factors for EPWP 2

• Work creation must be the primary objective (Employer of last resort) – training prioritized at sub-programme level

• Locate clear political and administrative accountability for targets for creating EPWP work opportunities across all spheres of government

• Align EPWP with the core mandates of all implementing public bodies

• Have fiscal mechanisms to accelerate scaling up of EPWP outputs across all spheres of government

• Mobilise non-state capacity to deliver additional EPWP work opportunities
Expectations from M&E System?

• To check that we are still on the right track
• Early warning about what we are doing wrong in order to take appropriate action
• Financial accountability
• Credible and useful information to different stakeholders (political, administrative, academic, etc.)
• Feed lessons learned into decision-making and planning
The Extent of the M&E Challenge

• Different Programmes run by implementing bodies

• Projects
  – Across four sectors
  – In 9 provinces
  – Implemented at local government level
Development of M&E System

• M&E Framework developed right from beginning of implementation of programme in 2004

• To monitor the impact of the EPWP across the four initial sectors to inform policy development and realignment (where necessary).

• Development of framework involved review of existing monitoring frameworks, processes, systems and to identify common indicators to be applied across the four sectors.
Monitoring Framework

- Institutional set-up / Monitoring Capacity
- Information Technology aspects
- Objectives and Measurement
- Monitoring Indicators to be captured
- Data Collection Processes
- Information Flow
Institutional arrangements

- Role of M&E Unit
- Role of Sub Programme Managers
- Role of Sphere
- Role of Implementers
Institutional Arrangements for Reporting

EPWP DGs' STEERING COMMITTEE: DPW, PRESIDENCY, DEAT, DTI, DSD

PUBLIC WORKS DEPARTMENT
(Overall Coordinating Department)

Coordinating Project Management Unit in DPW

Infrastructure Sector Coordinator: DPW

- Infrastructure Sector Coordinator: DPW
  - Participants
    - DPW
    - DPLG
    - DOL
    - DOT
    - DWAF
    - Provinces
    - Municipalities
    - ESKOM
    - IDT

Environmental Sector Coordinator: DEAT

- Environmental Sector Coordinator: DEAT
  - Participants
    - DEAT
    - DWAF
    - DPLG
    - DACST
    - DOL
    - Municipalities

Economic Sector Coordinator: DTI

- Economic Sector Coordinator: DTI
  - Participants
    - DTI
    - DACST
    - DPLG
    - DOL
    - Municipalities

Social Sector Coordinator: DoSD

- Social Sector Coordinator: DoSD
  - Participants
    - DoSD
    - DOH
    - DOE
    - DOL
    - Provinces
    - Municipalities
    - NGOs & CBOS
Implications of M&E Framework

• Institutional Implications
  – A small, effective and dedicated team focusing on data collection from various sources- especially the need for raw and consolidated data

• Information Technology Implications
  – Variety of systems in place- need to look work closely with the various Departments regarding access of data from these systems- for EPWP purposes.
  
  – Coordinating department to set up a basic IT system within the EPWP Unit to collate reports from the various sources
• Change Management Implications

– Process of incorporating identified indicators in the Monitoring frameworks and processes of Project Implementing Bodies.

– EPWP Unit had to provide institutional capacity support to assist various departments to incorporate the EPWP Monitoring templates (and indicators) into the existing monitoring systems of implementing bodies.
<table>
<thead>
<tr>
<th>Objective</th>
<th>Measure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Over the first five years to create temporary work opportunities and income for at least 1 million unemployed South Africans</td>
<td>Number of total, women, youth and disabled job opportunities Person days of work Average income of EPWP participants per sector</td>
</tr>
</tbody>
</table>
Objectives to be monitored (2)

<table>
<thead>
<tr>
<th>Objective</th>
<th>Measure</th>
</tr>
</thead>
<tbody>
<tr>
<td>To provide needed public goods and services, labour-intensively, at</td>
<td>• Cost of goods and services provided to standard in the Infrastructure,</td>
</tr>
<tr>
<td>acceptable standards, through the use of mainly public sector budgets and</td>
<td>Environment and Culture and Social Sectors</td>
</tr>
<tr>
<td>public and private sector implementation capacity.</td>
<td>• Cost of each job created</td>
</tr>
</tbody>
</table>
**Objectives to be monitored (3)**

<table>
<thead>
<tr>
<th>Objective</th>
<th>Measure</th>
</tr>
</thead>
</table>
| *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.* | % of participants at point of exit to secure  
  • Employment  
  • Education or Training  
  • SMMEs developed |

*It is estimated that the breakdown of work opportunities for the various sectors would be as follows: Infrastructure - 8%; Environment & Culture - 10%; Social - 40% and Economic - 30%*
The following **6 basic indicators** are to be collected by implementing departments from their projects:

1. Number of Job Opportunities created (including learnerships)
2. Number of Person-days of work created
3. Minimum Day-task wage rate per project (as per tender document)
4. Number of Person-days of training provided:
   - EPWP
   - Other accredited and
   - Other non- accredited

5. Overall project budget and expenditure (including professional fees)

6. Demographics of workers
   - No. of women employed
   - No. of youth employed (18-35 years)
   - No. of people with disabilities employed
The following indicators are calculated from the 6 basic indicators captured at project level:

- **FTEs**
  - person-days ÷ 230

- **Demographic percentages of workers on EPWP projects**
  - Total number of women, youth & people with disabilities ÷ No. of job opportunities × 100

- **Average length of employment created**
  - Person-years ÷ No. of job opportunities

- **Minimum amount paid to workers**
  - person-days × minimum day-task wage
– Average minimum income of EPWP workers
  • Minimum amount paid to EPWP workers ÷ No. of job opportunities
– Average duration of training provided
  • Number of training person days provided ÷ No. of job opportunities
– Percentage of spending paid out to EPWP workers
  • Minimum amount paid to EPWP workers ÷ Overall spending on EPWP
– Amounts paid to women, youth & people with disabilities
  • Demographic percentages of workers × Minimum amount paid to EPWP workers
– Total no of EPWP projects
– Total expenditure on EPWP projects
– Total Programme expenditure

• Global programme expenditure to be obtained from National Treasury for each departmental programme & captured into EPWP MIS
– Scale of labour intensive delivery per programme

• Total expenditure on EPWP projects ÷ Total Programme expenditure
– Cost per work opportunity

• Overall spending on the project ÷ No. of job opportunities)
Information Flow

- EPWP Unit to access data from various sources
  - *Raw Data collected on templates*
    - EPWP Project Implementing Bodies
      - National
        » Treasury (PIG)
        » DPLG (MIG)
        » Other Departments
      - Provincial
        » Provincial Departments
      - Municipalities
    - *Consolidated Reports*
      - From each of the Four EPWP Sectors
Expanded Public Works Programme (EPWP) 4th Quarter 2004/05
(1 April 2004 - 31 March 2005)

NATIONAL TOTAL Number of NET Work Opportunities Created per Province

Reports

Charts

Excel Reporting Template with pre-defined KPI’s

Data Validation

GIS Reports

Chart Reports

Notes & Definitions:
1. This EPWP report is based on information received from participants within each Government Sector for the period 1 April 2004 to 31 March 2005 and should be used for planning and monitoring purposes.
2. This consolidated report has been generated from a per project dataset. Data received from national and provincial government departments.
3. Project budgets are based on reports received, some of these budgets run over multiple financial years. Infrastructure Sector budgets are not only based on PIG allowances but also include other sources of funding.
4. Social Sector (excluding Mpumalanga), Municipal Infrastructure Grant (MIG) and National Department of Housing projects data have not been incorporated into this consolidated report.
5. Expenditure in some cases are actual expenditure and in other cases transferred funds to provinces and implementers.
6. Zero’s or blank fields imply that reporting bodies did not report on requested information.
7. A work opportunity is defined as an individual being employed for any period. The same individual can be employed on different projects and each period of employment must be reported.
8. A work opportunity in the Infrastructure Sector has an average duration of four (4) months and in the Environment & Culture Sector an average duration of six (6) months.
9. The "Gross Number of Work Opportunities" is the overall number of work opportunities that the reporting body has created. This number is calculated by subtracting the possible work opportunities if the projects were implemented Machine Intensively (MI) from the actual number of work opportunities.
10. One Person-Year of Work is equal to 230 paid working days including paid training days. The Calculated Wages paid out to employees on EPWP Projects have been based on the number of person-days worked.
11. In the Infrastructure Sector, planned projects or projects that have not started as yet, have been filtered out of this consolidated report.
Reporting to & from EPWP MIS

Raw data from National Departments submitted monthly or quarterly to EPWP Data Manager

Cabinet Reporting

Provincial Reporting

Other Ad-hoc Reporting

EPWP MIS

INFRASTRUCTURE SECTOR

NT PIG
DPLG MIG
DPLG Mun. Own Funds
DPW Build Maint
CIDB
SRSA

ECONOMIC SECTOR

DEAT P&P
CC SLLL CUSA CATEG
DWAF WFW
NDA LC

ENVIRONMENTAL SECTOR

SOCIAL SECTOR

DSD HCBC ECD
DoH HCBC
DoE ECD
DoL ETDC SETA
Detailed Project Data Flow.
Evaluation Studies: EPWP Phase 1

• A cross sectional study was conducted on 1,441 beneficiaries using a quantitative research methodology by means of face to face interviews.
• Results showed that prior to EPWP, the average household income was between R500-R900 for most beneficiaries but after commencing with the projects, the average income levels peaked between R900 and R2 000 per month.
• 78% of the EPWP beneficiaries reported that programme has helped them to improve their quality of life.
• Percentage of beneficiaries who used to live on borrowing money decreased by at least 8% and that of saving money increased by at least 7% after enrolling on the programme.
• Beneficiaries reported that EPWP has changed their lives. Most common changes - they are now able to buy food, pay for education and basic services.
• Beneficiary Impact study was conducted in 2008 on exited beneficiaries. A sample of 1,194 were interviewed by telephone.

• 27% of exited beneficiaries found employment elsewhere after exiting the programme

• 72% stated that participation gave them work experience

• 21% reported improved skills
Challenges of the EPWP M&E System (Phase 1)

- Excel template had 52 fields - too complicated to validate and to consolidate data
- Turn-around time to generate reports was too long
- Complex data flow which could compromise quality of data
- Framework did not differentiate sufficiently between different sectors
- Template could not accommodate a large number of beneficiaries due to its limitation
- Data quality remains an on-going challenge - can compromise overall credibility of monitoring reports
- Duplicate reporting a major threat
- No geo-coded data for spatial analysis
Improvements of the EPWP M&E System for Phase 2

- A web-based system has been developed for reporting
  - Quicker reporting turn-around time
  - Monthly and Quarterly reporting
  - Improve data quality
  - Capturing of beneficiary data
  - GIS capability still in progress
- M&E framework has been reviewed to suit all sectors
- Provision made for calculation of wage incentives
- An M&E forum has been established to meet quarterly with all stakeholders
  - Challenges are identified quicker and possible solutions recommended
  - Communication improved with all stakeholders
What have we learnt up to now?

- Implementing bodies are inundated with requests for data and info
- “Reporting fatigue” could compromise quality of data reported
- Importance of accessing correct entry points
- Need for collecting agencies to synchronize and integrate requests for data and information
- Need for Integrated Data and Information Management Systems
- Capacity for M&E needs to be strengthened at all levels
- Demand for monitoring data can strengthen quality of data
Thank you!

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