



CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

CITY OF CAPE TOWN

MANAGEMENT OF THE JOBSEEKERS DATABASE POLICY (POLICY NUMBER 46778)

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Management of the Jobseekers Database Policy

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1. Definitions and Abbreviations

“CRO”	means the Centralised Randomisation Office;
“City”	means the City of Cape Town, a municipality established by the City of Cape Town Establishment Notice No. 479 of 22 September 2000, issued in terms of the Local Government: Municipal Structures Act, 1998, or any structure or employee of the City acting in terms of delegated authority;
“Code of Good Practice”	means the City of Cape Town, a municipality established by the City of Cape Town Establishment Notice No. 479 of 22 September 2000, issued in terms of the Local Government: Municipal Structures Act, 1998, or any structure or employee of the City acting in terms of delegated authority;
“Community-based work”	means any project that generates work opportunities for the unemployed in a community;
“Database”	means the jobseekers database maintained by sub- councils;
“Data Custodian”	means the department responsible for setup and management of the data systems and sources;
“Direct employment”	means EPWP workers employed and managed directly by the City;
“Elementary occupation”	means any occupation involving unskilled or semi-skilled work;
“Employer”	means any department within the City or an appointed Service Provider that hires workers to perform EPWP work for the City;
“EMT”	means the Executive Management Team of the City;
“EPWP”	means the Expanded Public Works Programme

implemented by the City;

“EPWP work opportunity” means paid work created by the City or its Service provider for persons working on an EPWP project for any period of time within the employment conditions of the Code of Good Practice for employment conditions of work on Public Works Programmes;

“EPWP worker” means a person employed by the City or its appointed service provider for temporary work on EPWP project;

“IDP” means the City's Integrated Development Plan;

“Implementing Line Department” means any line department within the City implementing its EPWP programme or projects;

“Indirect employment” means the employment of EPWP workers by a service provider appointed by the City;

“Jobseeker” means any person registered on the database and looking for work in EPWP;

“Low skilled work” means work that does not require a person to have received any prior training related to the job in order to be able to operate at a satisfactory standard;

“Randomisation” means the random selection of persons, who are EPWP jobseekers, registered on the database that is maintained by City for employment opportunities in line with its EPWP Policies;

“Service Provider or Implementing Agent” means any contractor, professional agent or entity appointed by the City to provide goods, services or construction works, including community based programmes or projects;

“Special City identified programmes or projects” Means programmes or projects with special cultural attachment or requirements, for which jobseekers cannot be sourced from the database, such as the annual Cape Minstrel Parade;

“Semi-skilled work” means work requiring a person to have some degree of training or familiarization with the job before being able to operate at a satisfactory standard;

“Subcouncil” A Subcouncil is a geographically defined area within the City, which is made up of between three and six neighbouring wards;

2. Problem Statement

- 2.1. Cape Town is facing very high rates of unemployment, poverty and inequality. The economic sectors which are growing in the Cape Town economy, such as finance, insurance and real estate activities, are not very labor-intensive. This results in the demand for labour in the higher-skilled tertiary sectors and the supply of labour in the lower-skilled categories of the labour market remaining mismatched. This widening gap is a key driving force behind structural unemployment in Cape Town.
- 2.2. Cape Town's narrow youth unemployment rate¹ is of particular concern and was recorded at 47.3% in 2020². Although it remains lower than the youth unemployment rate for the country (59.0%), it is still notably higher than in other developing countries.
- 2.3. These challenges inhibit development and growth of the city and have significant social ramifications. The City has identified the Expanded Public Works Programme as a critical tool for poverty alleviation and improving the employability of marginalised residents.
- 2.4. Currently, there is a high level of friction and inefficiency in the selection of workers for EPWP opportunities.
- 2.5. There is also currently potential for and perception of unfairness in the selection of work seekers for EPWP opportunities.
- 2.6. These problems need to be addressed to ensure that the City's management and administration of such programmes is fair and transparent in relation to the manner in which jobseekers are registered, identified and selected for projects.
- 2.7. This Policy sets out the principles and methodology for the registration, recruitment and temporary employment of jobseekers in the City's community-based programmes and projects, and the sharing of this information with the private sector to maximize access of jobseekers to job opportunities.

3. Desired Outcomes

This policy seeks to ensure that:

- 3.1. jobseekers have fair access to community-based work;
- 3.2. jobseekers in local communities are employed as a result of structured, legal and

¹ Those aged 15 to 24.

² Quarterly Labour Force Survey, Stats SA, 2021.

transparent processes;

- 3.3. jobseekers and communities have confidence in the City's processes and believe that access to EPWP opportunities is fair;
- 3.4. the various databases are consolidated into an integrated, efficient and user friendly electronic system, accessible by job-seekers and employers alike;
- 3.5. Private businesses use the City's jobseekers' database as a resource to recruit unskilled and semi-skilled workers, reducing application and recruitment frictions in Cape Town
- 3.6. the employment prospects of jobseekers, especially the poor, vulnerable or marginalised, are improved;
- 3.7. people with disabilities have fair and equitable access to work opportunities; and
- 3.8. governance issues relating to the employment of EPWP jobseekers, support the foundation of "A Capable and Collaborative City Government" in the City's IDP.

4. Strategic Intent

This policy aligns with a number of overarching strategy documents that inform the City's priorities.

- 4.1. **Integrated Development Plan (IDP):** The EPWP is an important element of the City's Economic Growth priority, and is a project under Objective 1.3 Increased jobs and investment in Cape Town. The City will work with public and private sector stakeholders to create quality temporary jobs and training opportunities. Communities will be linked to training and funding offered by other spheres of government and NGOs, and public facilities made available to partners for this purpose. The City will also make optimal use of the temporary work opportunities, apprenticeships and skills development opportunities already available in the organisation as a launch pad to job readiness and full employment.
- 4.2. **City of Cape Town's Inclusive Economic Growth Strategy (2021) and Social Development Strategy (2013):** EPWP projects are a key policy lever in the City's focus on encouraging job creation and skills development. The Social Development Strategy identifies EPWP as a critical tool for poverty alleviation and improving the employability of marginalised residents. The effective management of an electronic database of EPWP jobseekers will improve the efficiency of the EPWP programme. By opening the EPWP Jobseekers' database to potential employers in the private sector, the City can improve access of marginalised communities to work opportunities. The

Inclusive Economic Growth Strategy (2021) recognizes that if the City's database of jobseekers were to be properly maintained and updated, including for the critical fields like place of residence, age, reference notes and qualifications, it would have the potential to reduce application and recruitment frictions in Cape Town (which can be prohibitively high in an economy with severe unemployment).

- 4.3. **Provincial One Cape 2040 Vision:** One of the most important expressions of the 2040 Vision is that it identifies work as a single most important mechanism for social inclusion. The 2040 Vision is premised on improving skills, building confidence, increasing opportunities for work experience, self-reliance and social integration. Developing a clear policy and establishing a fair process for the effective registration and management of an electronic database of EPWP jobseekers will improve access to the substantial majority of unemployed, young and marginalised people to work opportunities.
- 4.4. **National Development Plan (NDP):** The EPWP programme aligns to one of the NDP's strategic focus areas for poverty alleviation and job creation. This is to support one of the three-pronged strategies of the NDP meant to address unemployment and economic growth. The NDP advocates for the provision of a social wage to enable the poorest of South Africa's people to have a decent standard of living and to build their capabilities to get better jobs, higher incomes and a broader range of benefits. The efficient management of an electronic database of EPWP jobseekers by the City will enhance access and the employment prospects of marginalised residents in communities.

5. Policy Parameters

The focus of this policy is the management of the City's jobseekers database, which informs the selection of jobseekers for EPWP and community-based work.

The Policy applies to:

- 5.1. line departments, Subcouncils and implementing agents involved in City's community-based programmes and projects;
- 5.2. jobseekers registered on the City's jobseekers database, and those employed to work in the City's EPWP and similar programmes or projects, irrespective of whether or not that person is the recipient of a government grant;

The Policy does not apply to:

- 5.3. permanent or fixed term contract employees in the City's staff establishment;
- 5.4. projects exempted identified through Council after consulting with the Executive Director responsible for the EPWP;
- 5.5. projects exempted at the discretion of the Executive Mayor, in consultation with the Executive Director responsible for the implementation of the EPWP;
- 5.6. programmes or projects identified for possible exclusion by the relevant Executive Director;
- 5.7. labour broker employees contracted by the City.

This policy must be read in conjunction with the Policy on the Implementation of the Expanded Public Works Programme.

6. Principles

The policy shall be guided by the following underlying principles:

- 6.1 Equity and fairness;
- 6.2 Transparency;
- 6.3 Professionalism;

7. List of Role-players and Stakeholders

The policy implementation and support shall be within the ambit of the following City role-players and stakeholders, and to the extent relevant to them:

- 7.1 Corporate EPWP Office;
- 7.2 All line departments;
- 7.3 Service Providers or Implementing Agents;
- 7.4 EPWP jobseekers;
- 7.5 Subcouncils;
- 7.6 Section 79 Portfolio Committee responsible for EPWP;
- 7.7 Provincial Department of Public Works, Western Cape Government, and National Department of Public Works and Infrastructure (NDPW&I).

The specific roles and responsibilities of various role-players and stakeholders listed above are outlined in section 10 below.

8. Regulatory Framework

This policy draws its legal mandate from the following laws and legal principles as amended from time to time.

- 8.1 Constitution of the Republic of South Africa, 1996;
- 8.2 City's Integrated Development Plan (IDP);
- 8.3 Basic Conditions of Employment Act, 1997 (Act 75 of 1997);
- 8.4 Employment Equity Act, 1998 (Act 55 of 1998);
- 8.5 The City's Records Management system and procedure, 2019
- 8.6 Code of Good Practice for Employment and Conditions of Work for Special Public Works Programmes;
- 8.7 Ministerial Determinations 4, Expanded Public Works Programmes, issued in terms of Section 50 of the Basic Conditions of Employment Act 1997 on 22 May 2012;
- 8.8 Division of Revenue Act (DoRA);
- 8.9 Protection of Personal Information Act, 2013 (Act 4 of 2013); and
- 8.10 The National Department of Public Work Infrastructure recruitment and selection guidelines for the EPWP.

9. Policy Directives

The policy directives shall include the following:

9.1 Qualifying criteria

To be eligible for registration on the database, jobseekers must adhere to the following conditions:

- 9.1.1 The jobseeker must be unemployed at the time of registration;
- 9.1.2 The jobseeker must be a South African citizen or eligible to work in South Africa, if a foreign citizen. A valid work permit is acceptable and required in the case of a foreign citizen;
- 9.1.3 The jobseeker must reside within the City of Cape Town;
- 9.1.4 The jobseeker must be at least 18 years old;
- 9.1.5 The jobseeker must meet the physical requirements and specifications of the work opportunity; and
- 9.1.6 All randomized jobseekers shall be assessed or interviewed by the line department or agent responsible for the project in which the jobseekers are randomly selected for.

9.2 **Registration**

- 9.2.1 Unemployed persons who are eligible and willing to work are required to register their names at the nearest Subcouncil office or via an approved platform, in order to be eligible for employment.
- 9.2.2 Registration on the database is not a guarantee of employment.
- 9.2.3 A jobseeker is allowed to register only at one Subcouncil.
- 9.2.4 Proof of residence must be provided to ensure that the jobseeker is registered in the Subcouncil where they reside. Proof of residence can be in the form of an account statement or an affidavit signed by a Commissioner of Oaths.
- 9.2.5 Identity documents provided must be scanned to form part of the records;
- 9.2.6 In the instance where a jobseeker provides a temporary ID, the ID copy must be provided within one month of working and prior to the expiration of the temporary ID copy.

9.3 **General rules and application**

- 9.3.1 The City shall keep an up to date electronic database of jobseekers. This is a centralised City wide database and is accessible to all employers through the CRO.
- 9.3.2 The Corporate EPWP Office is the Data Custodian for the Jobseeker Database.
- 9.3.3 Subcouncil offices or any other stakeholder as determined by the Executive Director responsible for the database, will maintain the database by registering jobseekers, continually updating jobseeker details and deactivating jobseekers who have not updated their details in over a year.
- 9.3.4 Subcouncil offices will request any relevant support and reports from the Centralised Randomisation Office (CRO), which is part of the Corporate EPWP office.
- 9.3.5 The CRO is responsible for the random selection process and outcomes.
- 9.3.6 The CRO will provide randomisation reports and any other system-related information to the Subcouncil offices.
- 9.3.7 The CRO will facilitate and coordinate any system-related issues on behalf of the Subcouncil offices.
- 9.3.8 The selection of community members who have registered on the jobseekers electronic database for work programmes or projects must be based on randomised electronic selection.
- 9.3.9 The Corporate EPWP Office, shall coordinate the development or amendment of a Standard Operating Procedure (SOP) on the randomisation criteria to be applied by the CRO.
- 9.3.10 All implementing line departments and their appointed service providers are

required to use the jobseekers database and selection methodology set out in this policy for the employment of persons for the purpose of implementing EPWP programmes and projects in communities;

- 9.3.11 Jobseekers are required to update their details on the system at least every twelve months. Failure to do so will result in their names being deactivated from the database until they update their details;
- 9.3.12 Line departments responsible for overseeing projects are required to register each project with EPWP Corporate Office;
- 9.3.13 Employers must submit their request for jobseekers prior to the task or work opportunity. The following time periods will serve as a guide:
- a) three working days' notice for 10 -20 jobseekers.
 - b) five working days' notice for more than 20 jobseekers.
- 9.3.14 It is prohibited for Councilors to be involved in the process of randomisation of workers.
- 9.3.15 Names of jobseekers generated via the randomisation process may not be altered, changed or substituted.
- 9.3.16 Private employers and government agencies are encouraged to employ jobseekers from the database when looking for temporary or permanent workers for projects not necessarily registered with the EPWP programme. This could assist EPWP workers in progressing to full time employment.
- 9.3.17 The City may note and store employment records of workers including favorable and unfavorable incidents as a determining baseline to be considered for future employment opportunities on community-based work projects.
- 9.3.18 As a general principle, the City or its appointed service provider must perform pre-employment checks and screening of jobseekers on information relating to criminal records, substance abuse, state of health and skills levels, depending on the job category and requirements for EPWP work. This must be done subject to obtaining the jobseeker's consent.
- 9.3.19 The Corporate EPWP Office must develop a Standard Operating Procedure (SOP), where the details and methodology of the screening tests shall be set out with defined categories or requirements. This is so that it is conducted in a consistent manner and irrespective of which office or service provider will be performing or undertaking the tests.
- 9.3.20 The Corporate EPWP Office shall amend the SOP whenever necessary;

9.3.21 Every Jobseeker must be allocated a unique reference number after registering on the jobseekers database for monitoring purposes.

9.3.22 The City shall inform prospective jobseekers of successful registration within five working days via SMS.

9.3.23 The City must develop an automated SMS communication for each step of the recruitment process.

9.4 **Job Offer**

The employer must:

9.4.1 ensure the generation of an employment contract or letter of appointment for the worker;

9.4.2 ensure that the successful jobseeker signs the contract of employment or letter of appointment prior to the commencement of work;

9.4.3 notify or inform the Jobseekers database system about the successful jobseekers immediately after the contract is signed;

9.4.4 ensure that a copy of the signed contract or letter of appointment is handed to the successful jobseeker and a copy is kept on file for record keeping purposes;

9.4.5 ensure that a signed attendance register is maintained showing the number of days worked;

9.4.6 collect a certified copy of the successful Jobseeker's identity document for record keeping and reporting.

9.5 **Extension of Contracts**

In order to ensure that employment opportunities are offered to as many jobseekers as possible, the extension of contracts is not supported by the Corporate EPWP office. In exceptional circumstances, the relevant Director can submit a motivation to the Executive Director for the extension of contracts.

9.6 **Special administrative conditions applicable to exclusion period**

The following special administrative conditions shall apply:

9.6.1 The names of jobseekers that have been randomly selected from the database for possible employment shall be temporarily excluded from the list of employable candidates on the database for a period, not exceeding 14 days, irrespective of the outcome of the process;

9.6.2 Line departments and service providers must update the jobseekers database

regarding the names of successful persons employed in order for the jobseekers database to be kept up to date, within the 14 days period mentioned in 9.6.1;

- 9.6.3 The names of successful jobseekers, who have been employed for less than two weeks, shall be excluded from the list of employable candidates on the database for a period of one month;
- 9.6.4 The names of successful jobseekers, who have been employed for more than two weeks, to a maximum of three months, shall be excluded from the list of employable candidates on the database for a period of two months; and
- 9.6.5 The names of successful jobseekers, who have been employed for three months, or longer, shall be excluded from the list of employable candidates on the database for a period of three months;
- 9.6.6 The exclusion period for employment should be calculated at the end of the working contract period or from the last working day, which applies above and beyond the working or contract period;
- 9.6.7 Section 9.6.6 shall further apply to jobseekers who abscond without adequate reasons, after signing a contract to work on a project. These reasons are stipulated in the Standard Operating Procedures.
- 9.6.8 The City has various channels whereby complaints and concerns from jobseekers are considered and responded to:
 - 9.6.8.1 EPWP Helpdesk email: epwp.help@capetown.gov.za
 - 9.6.8.2 EPWP Helpdesk number: 021 400 9548

10. Implementation

The roles and responsibilities of the role-players and stakeholders shall be as follows, and each role player and stakeholder must develop their own Standard Operating procedure (SOP) relevant to their respective sections; which must be submitted to the Corporate EPWP office within three months of the policy being approved:

10.1 Corporate EPWP Office

The Corporate EPWP Office shall:

- 10.1.1 be primarily responsible for overseeing the implementation of this policy;
- 10.1.2 determine standard administrative and operational procedures including centralised random selection criteria and process, and a guideline on the process for programmes and projects excluded from the provisions of this policy;
- 10.1.3 report on job creation performance to EMT, Council, Line Departments, Provincial

Department of Public Works, Western Cape Government, and National Departments of Public Works and Infrastructure (NDPW&I);

- 10.1.4 develop, guide and coordinate the implementation of a standardized communication, induction and information session plan;
- 10.1.5 ensure that this policy has an approved SOP within 12 months of its approval;
- 10.1.6 monitor and review this policy and other relevant EPWP policies, in consultation with other relevant stakeholders or role-players;
- 10.1.7 monitor to ensure that eligible projects are registered;
- 10.1.8 prepare and submit monitoring reports to the relevant Section 79 Committees.

10.2 **Centralised Randomisation Office (CRO)**

Through the Corporate Randomisation Office, the EPWP Corporate Office shall:

- 10.2.1 be primarily responsible to ensure good governance by managing and overseeing the operational efficiency of the jobseekers database.
- 10.2.2 Facilitate and monitor the registration of prospective jobseekers, and the maintenance of the jobseekers database working with the sub council offices.
- 10.2.3 be responsible for the randomisation of potential jobseekers for EPWP work opportunities.
- 10.2.4 Conduct a pre-randomisation process to determine if a sufficient number of jobseekers who meet the EPWP employment criteria and requirements of the project are registered on the Jobseekers Database.
- 10.2.5 Facilitate the jobseeker awareness drive and campaigns in accordance with the needs or demands of this policy.
- 10.2.6 Provide monthly EPWP Jobseekers Database Management reports on the performance of the Jobseekers data and information, in the prescribed format, with timelines as determined by the EPWP Corporate Office.

10.3 **Corporate Services**

Through each Area Director's office, the City's four areas shall:

- 10.3.1 facilitate and monitor the registration of prospective jobseekers on the jobseekers' database at sub council offices;
- 10.3.2 ensure good governance;
- 10.3.3 facilitate the inclusion of mechanisms that will allow departments' project managers and service providers to initiate the random selection process and see the workers availability;

10.3.4 Report on the jobseeker registration and jobseeker helpdesk information in the prescribed format and time line as determine by the City's Corporate EPWP Office;

Through **Subcouncils**:

10.3.5 coordinate and lead the implementation of induction and information sessions for the general public, in order for them to understand all the necessary processes of EPWP and the Jobseekers Database, at a ward level.

10.4 **The Human Resources Department**

The City's Human Resources Department shall:

10.4.1 advise and lead on the application of Human Resources policies to persons employed in work opportunities in terms of this policy;

10.4.2 generate employment contracts for workers directly employed by departments and manage the payment of workers;

10.4.3 advise the City Manager/Executive Director on payment rates and designations for EPWP workers, in consultation with the City's Corporate EPWP Office.

10.5 **The Information Systems and Technology department (IS&T)**

Through the Director: Information Systems and Technology (IS&T), IS&T shall be primarily responsible for the enhancement of the information system in terms of:

10.5.1 ensuring that all relevant system enhancements required are duly executed within the agreed timelines;

10.5.2 ensuring that there is constant resource support available when needed.

10.6 **Line Departments or its appointed service provider**

Line Departments or their appointed service providers shall:

10.6.1 be primarily responsible for the implementation of the policy;

10.6.2 be required to make use of the jobseekers database and the selection methodology when implementing relevant contracts, programmes or projects;

10.6.3 be responsible and accountable, for the final selection or employment of prospective jobseekers in terms of the policy; and

10.6.4 be primarily responsible and accountable for ensuring compliance with the Protection of Personal Information Act when data is collected, managed and shared.

10.7 **Supply Chain Management**

Supply Chain Management shall align the relevant tender document specifications, (standard terms and conditions, service level agreements) to give effect to the EPWP reporting requirements. To this effect, Request for Quotations. (RFQs) or Tender document specifications must be amended to ensure that labour intensive measures are utilised where possible to create more EPWP work opportunities.

10.8 **Contract Management**

Guide implementers on the contract management aspects of EPWP implementation and reporting.

10.9 **Section 79 Committees of Council**

Receive reports and representations on the effectiveness of this policy, and make recommendations on any amendments to the policy.

11. **Monitoring, Evaluation and Review**

- 11.1 Annual reports on the effectiveness of this policy shall be presented to the relevant Section 79 Committees. These reports will demonstrate the level of compliance with the Policy and note how effectively the desired outcomes are being achieved.
- 11.2 The Corporate EPWP office shall evaluate and review the policy every five (5) years or sooner, if the need arises. This is to ensure that the policy remains efficient and relevant to the City's changing operating environment.