



Realignment strategy and management plan for the ECDP

Final Document

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1 Introduction

1.1 Objective and scope

This document contains the realignment strategy and accompanied management plan to address the current inadequacies of the Emerging Contractor Development Programme (ECDP).

The National Department of Public Works has a two-pronged strategy towards contractor development, namely through the Contractor Incubator Programme (CIP) and the Emerging Contractor Development Programme (ECDP).

The target group for CIP are emerging contractors that are transacting business of over a R1 000 000.00. The purpose of CIP is to empower these emerging contractors to become sustainable and to have the ability to transact in even high levels of business. The ECDP will target contractors transacting business up to a R500 000. (See Table 1 below)

Table 1:

Financial capability		Track record over the past 2 years		Minimum current financial capability
Code	Maximum value of contract that a contractor is considered capable of performing (upper limit of bid value range)	Minimum average annual turnover	At least one contract with a value greater than	Employable capital (EC) of at least (<i>Net Asset Value x Bank Rating Factor</i>) + <i>financial sponsorship</i>
1 (#)	R200 000	R0	R0	R0
2 (#)	R500 000	R0	R80 000	R0
3 (*)	R1 500 000	R780 000	R260 000	R0
4 (*)	R3 000 000	R2 400 000	R800 000	R600 000
5 (*)	R5 000 000	R4 800 000	R1 600 000	R1 200 000
6 (*)	R10 000 000	R9 000 000	R3 000 000	R2 250 000
7 (*)	R30 000 000	R24 000 000	R8 000 000	R6 000 000
8	R100 000 000	R78 000 000	R26 000 000	R19 500 000
9	No limit	R240 000 000	R80 000 000	R60 000 000

(#) These contracting enterprises are targeted in the ECDP

(*) These contracting enterprises are targeted in the incubator programme

1.2 Problem Statement

The performance of the ECDP was assessed by Procurement Solutions (Pty) Ltd, which found that the organisational structure is inappropriate, its staff capacity is limited and that it lacks an effective and efficient management system. The ineffective management system in turn has resulted in failure to ensure effective performance, ensure adequate control and integration with sub-systems.

The performance of the ECDP was found to be relatively weak in rural areas. The weak performance in rural areas was ascribed to limited opportunities, low skill levels and limited knowledge regarding the nature and function of the ECDP by emerging contractors.

The performance of the databases being employed by the ECDP was also found to be inadequate and requiring an overhaul. A major short-coming is the lack of uniform application of the database to ensure the appropriate match between the demand and supply of assistance within the programme. Other short-comings that were identified include inability to record fields of data that pertain to:

- contractor details;
- contractor performance;
- record of training received; and
- progress of contractors

In order to address the above mentioned the following were recommended:

- establishment of a legal basis that would regulate responsibility, powers and structure relating the execution of the ECDP's mandate
- establishment of a project management system that would ensure the effective and efficient management of project information and project control
- Establishment of a training partnership with amongst others CETA which would focus on the areas of:
 - specialist construction;
 - managerial capacity;
 - procurement; and
 - financial management.
- Establishment of stakeholder forums to ensure effective and efficient communication
- Improve financial performance of contractors as it relates to:
 - cession forms;
 - supplier strategies;
 - relaxing surety requirements;
 - linkages with SMME and other financial organisations; and

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- enhancing early payments.
- expansion of the ECDP to impact more directly on women emerging contractors and the organisations that represent them
- expansion of the database to rural areas
- effective and efficient enforcement of entry requirements into the ECDP
- ensuring steady workflow for contractors in the ECDP through soliciting work from both the public and private sector
- Devolution of responsibilities to regional staff
- Increase awareness and participation in rural areas
- Appointment of a ombudsman to address issues of late payments
- Effective and efficient performance review processes and system
- Updating and verification of databases

2 ECDP Realignment Strategy

2.1 Emerging contractor development in government

The development of new industry capacity remains a priority for government particularly in the context of:

- meaningful participation of the previously disadvantaged population in the industry and Broad Based Black Economic Empowerment;
- the growing demand for capacity in the industry ; and
- government's commitment to develop appropriate capacity to serve the needs of society.

Recent feedback on the implementation of the Register of Contractors by the CIDB shows a high proliferation of entry level contractors i.e. grade 1 and grade 2. Most of these are black owned and women owned companies (See tables 2 & 3 underneath). The feedback also shows that, there are not many opportunities for contractors in grade 1 and 2 for them to become sustainable enterprises. It is also noteworthy that, these contractors are mainly registered under General Building and that there is a dearth of these black and women owned companies in the specialised areas, e.g. Mechanical Engineering and Electrical Engineering.

There is therefore an opportunity and a market for contractors that can specialize and those that participate in the higher grades. The ECDP will seek to address the disproportionate distribution of black and women owned companies in the register of contractors. The programme will focus on contracting enterprises within the grades 1 and 2 of the Register of Contractors so that they can develop to higher grades and be more competitive.

Table 2:

Designation	Total	Black Owned	% of the Total
1	1364	920	67
2	163	92	56
3	164	107	65
4	84	38	45
5	28	9	32
6	23	4	17
7	6	2	33
8	14	1	7
9	17	0	0
Total	1863	1173	63

Table 3:

Designation	Total	Women Owned	% of Total
1	1,364	483	35
2	163	65	40
3	164	74	45
4	84	19	23
5	28	1	4
6	23	0	0
7	6	0	0
8	14	0	0
9	17	0	0
Total:	1,863	642	34

2.2 Objectives of the realigned ECDP

The objectives of the realignment strategy include addressing both the policy issues that impact on emerging contractor development as well as the organisational issues that emanate from the status review.

a) Specific objectives

The objective of the realigned programme is to develop the technical and entrepreneurial skills of small contractors in a project environment so as to facilitate their access to opportunities created by government's affirmative procurement policies, to consolidate their growth and development into sustainable specialised contractors and to create an enabling environment for small contractors by addressing aspects of the environment which mitigate against their development.

The programme will reduce the Department's risk exposure to non-performance through training and mentorship, whilst affording small contractors an opportunity to overcome business impediments.

b) Envisaged outcomes

The envisaged output of the programme is sustainable contractors with entry level entrepreneurial and advanced technical skills. It is envisaged that the programme will create an entry point for Grade 1 and 2 contractors to the Contractor Incubator Programme (CIP).

2.3 Scope of the programme

The programme will focus on contracting enterprises within the grades 1 and 2 (as discussed in section 1.1) of the Register of Contractors, which will be eligible to bid on contracts up to R1 million.

DPW will deliberately package projects of a suitable size to be awarded to these contractors. These emerging contractors will be required to enter a two-year SETA registered learnership. They will exit the programme after 2-3 years in the learnership, with a Level 3 registration on the CIDB register.

The proposed programme consists of the following key elements:

- Learnership: i.e. the Construction Contractor NQF Level 2 (CCO2);
- Mentorship: Mentors will be provided as a support mechanism to the learners, throughout the period of the learnership;
- Payments: Compliance of payments to learners, in-line with the Public Finance Management Act (PFMA), which requires payment within 30 days;
- Training Projects
- Guarantees: The DPW guarantees policy will apply. i.e. waiver of guarantees on project up to R1 000 000
- The CIDB Register of Contractors: The CIDB's Contractor Grading System provides a framework within which the development of emerging enterprises can take place
- Project Management support – this team will liaise with all relevant stakeholders to ensure that the learnership is implemented successfully.

Each of these elements is discussed in more detail in the paragraphs below.

a) Learnerships

All entrants into the ECDP must be willing to enter the CCO2 learnership. The CETA is the custodian of the learnership. The CETA will fund:

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- the training element of the learnerships i.e. the training provider and the assessment costs;
- will pay each learner a stipend of R250 per week, for a maximum of 30 weeks during the classroom sessions of the learnership (however, (i) note that the stipend will be disbursed by DPW and reimbursed by CETA and (ii) for the period beyond 30 weeks, DPW should cover the costs of the stipend)
- travel allowances for learners;
- and accommodation (only where one-way travel exceeds 50kms or more per day)

The CCO2 learnership will provide learners with entrepreneurial and management skills and an understanding of the construction industry and the legislative, safety and quality systems that govern the sector. Some of the unit standards included in the CCO2 learnership include:

- “demonstrate an understanding of a general business plan and apply it to a selected business idea;”
- “describe the construction industry composition, it’s work procurement systems and communication techniques;”
- “setup and manage a construction contracting business;”
- “apply contract documentation;”
- “tender for construction contracts;”
- “comply with legal requirements;”
- “establish the health and safety of a work site;” and
- Apply quality principles”.

The typical structure of the learnership will be:

- 6-8 weeks of classroom training (1st session);
- a practical component of the learnership (period depends on the project size) (1st session)
- 6-8 weeks of classroom training (2nd session);
- a practical component of the learnership (period depends on the project size) (2nd session)
- 6-8 weeks of classroom training (3rd session);
- a practical component of the learnership (period depends on the project size) (3rd session)

Participants will be allocated at least three projects over the period of the learnership (as indicated above). The cumulative value of these projects should not exceed R2 million.

The implementation of the learnership will be governed by a management plan which will be compiled by DPW (ECDP and EPWP economic sector). The plan is to include amongst others:

- a pre-determined learnership selection criteria;
- standard correspondence with client departments;
- standard learnership agreement between the learner and the Regional DPW offices and the training provider;
- standard selection criteria for the selection of mentors;
- guidelines for the packaging of projects;
- standard reporting formats;
- guidance on the training of project managers on the learnership programme; and

b) Mentorship

DPW will appoint experienced construction mentors. The role of construction mentors will be to:

- ensure that each selected contractor (learner) has a structured development plan;
- guide and advice selected contractors in the areas in which they need to improve their competencies;
- mentor key staff members on the technical, managerial, administrative, commercial and business skills;
- provide advice aimed at improving business systems within emerging companies.

Mentors need to be:

- have general construction experience;
- have experience or exposure to the development of emerging enterprises;
- qualification as a Built Environment Professional; and
- Sign and declare adherence to the SACPCMP Code of ethics for Mentors.

c) Timeous payments to contractor

Project and payment cycles will be structured to ensure regular monthly payments to contractors (in compliance with the PFMA), whilst the learner is undertaking the practical component of the learnership. Learners will not receive a stipend whilst undertaking projects for DPW, however, learners will “pocket” the profits earned from the project.

Whilst emerging contractors (learners) are carrying out these projects, standard conditions of contracts will apply.

d) Training projects

As stated previously, the DPW will ensure sufficient projects (under R1 million) to provide continuous work to selected contractors in the programme. Projects will be allocated as training projects on the basis of negotiated prices based on standard rates.

The purpose of the training projects is:

- i) to ensure that the participants have continuity of work while they are in the programme, so that the current weakness of the ECDP programme (as discussed above) can be addressed;
- ii) to enable participants to receive training and mentoring on the tendering process itself, so that they can become progressively more capable of tendering accurately on their own; and
- iii) to provide the practical component to the theory that learners are taught in class.

e) Guarantees

DPW policy on guarantees/waiver guarantees will apply.

f) The CIDB Register of Contractors

The following regulation provides a framework within which the development of emerging enterprises can take place

Regulation 5 From the register of contractors, a client may identify potentially emerging contractors within particular contractor grading designations for the purpose of development programmes that target the improvement and progress of contractors

Regulation 25(8) Within the framework of a targeted development programme promoted by a client or employer, that client or employer may accept for evaluation tender offers or expressions of interest by a contractor who is registered as a potentially emerging enterprise in terms of these Regulations at a contractor grading designation, one level higher than the contractor’s registered grading designation, if that client or employer:

- (a) is satisfied that such a contractor has the potential to develop and qualify to be registered in that higher grade; and
- (b) ensures that financial, management or other support is provided to that contractor to enable the contractor to successfully execute that contract.

These provision will allow for (Grade 2) contractors to be considered for projects up to a R 1 000 000.00.

Sub- Regulation 21(3)

An employer who is an organ of state, who awards a contract to an emerging enterprise who has a contractor grading designation lower than that required for the contract as contemplated in Part IV of these Regulations, must notify the Board of the nature of the financial or management support that is provided to the contractor concerned as contemplated in that Part and the benefit derived from such support in the development of that contractor.

These reporting requirements enable the CIDB to monitor the outcomes of targeted development programmes and the nature of such programmes to be profiled.

2.4 Exiting from the Programme

Contractors will be contractually bound to exit from the programme if and when:

- a) they are assessed as having emerged (i.e. being capable of successfully carrying out projects up to a value of R1 million without any support);
- b) they have completed at least three training projects on the basis of negotiated prices;
- c) they do not comply with any of the terms of their learnership contract.

The Department, on the recommendation of its officials, a training provider, an assessor, or a mentor, will determine non-compliance with any of the terms of the learnership contract.

3 Implementation of programme

The programme will be implemented by dedicated capacity in the Project Management Units and will be responsible the following elements of the programme:

- selection of contractors to participate in the programme;
- coordinate learnerships and mentorship for the selected contractors;
- assess performance on assignments and progress against development goals; and
- provide general implementation support through a Help-desk.

3.1 Selection of Contractors

Open advertisements for emerging contractors to apply to participate in the programme will be placed in the provincial media in all provinces. In addition, the advertisements will be circulated to the organisations which represent emerging contractors in the province.

A set of objective selection criteria will be developed to select participants in the programme from amongst the applicants (this will be included in the management plan). The selection criteria will take account of the following issues:

- preference (including women, disabled and youth);
- availability to participate in the programme;
- entrepreneurial ability;
- dedication
- numeracy and basic literacy; and
- relevant experience and track record, including recognition of prior learning

Relevant experience and track record will be considered an advantaged, not a requirement. People with no track record will not be excluded.

All the applications will be assessed in terms of the selection criteria, and a shortlist of candidates will be drawn up. The short-listed candidates will be invited for interviews and may be required to write tests, covering areas such as entrepreneurial ability, dedication, numeracy and literacy. On the basis of the interviews and test results, a limited number of participants will be chosen.

To pilot the programme, 165 contractors will be targeted. The Department will need to ensure that a budget of at least R165 million per annum (in projects) is made available to the programme so that the average contractor has access to work of at least R1 million annually. As indicated, each regional office is required to take-in 15 learners per annum, for a period of 3 years.

Some of the contractors currently registered on the ECDP database will automatically qualify to enter the learnership provided that the specific requirements of a learnership are met.

3.2 Coordinate learnerships and mentorship for the selected contractors

The DPW will coordinate the learnerships between the CETA, the learners and the training providers.

The **learner** must: be available for and participate in all learning and work experience required by the learnership; comply with workplace policies and procedures; complete any timesheets and written assessment tools supplied by the employer to record relevant workplace experience; and attend all study periods and theoretical learning sessions with the training service provider and undertake all learning conscientiously.

The **employer** (DPW) will: provide the learner with appropriate training in work environment to achieve the relevant outcomes required by the learnership; provide appropriate facilities to train the learner in accordance with the workplace component of the learning; pay the learner the stated learning allowance, both while the learner is working for the employer and while the learner is attending approved off the job training; keep up to date records of learning and periodically discuss progress with the learner.

The **training provider** must: Provide training in terms of the learnership; conduct off the job assessment in terms of the learnership, provide reports to the employer on the learner's performance.

3.3 Organisational requirements

A realigned ECDP Programme Manager would be required at head office to drive and coordinate implementation of the programme. This Programme Manager should be in the Operations Branch, with the DDG: Operations taking overall responsibility for implementation.

The ECDP units in the regions should be moved into the Project Management units in the regions, and should report to the Heads of Projects in the regions. The ECDP units would henceforth be called the Sakhasonke Project Management Unit and the Head of Projects in the region would be responsible to implementing the realigned ECDP.

The ECDP Programme Manager will be responsible for:

- Managing and coordinating the programme for the Department of Public Works.
- Determining the demand for contract managers and learners.
- Managing the process of assessing the skills of the learners and identifying learning opportunities.
- Monitoring programme implementation by the project managers in the regional offices.
- Reporting on the performance of learners against the development goals and performance of the learners.
- Reporting the results achieved in the programme to the EPWP as employment and skills development results.

The policy unit set targets, regularly monitor evaluate progress with implementation and effect adjustments to the policy where deemed necessary, and conduct impact assessment at least once every 6 months.

4 Critical success factors

The following critical success factors have been identified as key to the success of the programme:

- identification of sufficient projects to support the learnership obligations of the department as a priority;
- support and capacity in regional offices to support learnerships;

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- the programme must be tightly monitored;
- the entry requirements and three year qualification criteria must be strictly applied;
- availability of training service providers particularly in remote areas; and
- CETA support of the programme.

5 Risk Management Approach

5.1 Risk Analysis

The risks that have been identified include:

- potential risks to the program's success;
- probability of risk occurring;
- potential impact of risk on the program;
- risk mitigation strategy to mitigate risk; and
- contingency and risk management plans.

Risk	Probability of Risk H/M/L *	Potential Impact of Risk H/M/L *	Risk Mitigation Strategy and Contingent Action
Political pressure and/or backlash resulting from the reduction of numbers of emerging contractors participating on the programme	H	H	Consolidate political support and supply political sponsors with proactive management and impact data
Lack of legal compliance	H	H	Conduct a legal compliance report and implement the recommendations contained in the report to ensure compliance
Legal action by contractors	M	H	Enforce legal compliance in a uniform manner and implement an awareness campaign
Levels of integration of systems being employed at national and in the regions	H	H	Design an integrated system to user requirements
Effective and efficient project management capacity to fast-track implementation	H	H	Establish centres of excellence as part of roll-out strategy that would facilitate internal capacity-building

* High / Medium / Low

6 Implementation Plan

6.1 Action Plan

The table below describes the actions required to implement the realigned ECDP strategy.

Item	Activity	Responsible Unit	Completion Date
1.	Preparatory Action		
1.1	Consult on proposed strategy and obtain TMC approval	CIPU	
1.2	Conclude learnership arrangements with CETA	CIPU	
1.3	Draft learnership contract	HR Office & Legal	
1.4	Define requirements for Register of Learners	CIPU	
1.5	Job description and job evaluation for Programme Manager	HR Office	
1.6	Establish Programme Management capacity requirements	CIPU/PM	
1.7	Performance management system for realigned ECDP	CIPU	
1.8	Document business processes	CIPU	
1.9	Develop monitoring and reporting system	CIPU	
2.	Implementation		
2.1	Advertise for mentors, assessors and contract managers	PM	
2.2	Select and appoint mentors, assessors and contract managers	PM	
2.3	Advertise for learners	PM	
2.4	Assess select, and register learners on Register of Learners	PM	
2.5	Appoint realigned ECDP Programme Manager	PM	

3.	Commission Realigned ECDP	
3.1	Identify work opportunities and match with contracts/ contract managers and learners Programme will target a percentage of Unplanned Maintenance as a source for work opportunities.	ECDP PM & CIPU
3.2	Assess training needs and design development plans	ECDP PM
3.3	Commission Monitoring and reporting system	ECDP PM
3.4	De-commission ECDP Register	CIPU
3.5	Transfer current ECDP Managers in regions to project managers	ECDP PM
3.6	Progress report to TMC	ECDP PM and CIPU
3.7	Conduct first evaluation	CIPU

6.2 Budget Requirements

a) Funding of the learnerships

The Department of Public Works does not have funding for the implementation of a major skill development programme of this nature, and is seeking funding for the learnerships. On approval of this document by CETA, CETA will be requested to facilitate and co-ordinate the funding of the learnership programme over an initial period of four years, as follows:

Year	'05/06	06/07	07/08	08/09
Estimated funding Required				

The figures provided above are based on the assumption of 165 contractors with one additional staff member on a learnership during each year, at a cost of R20 000 per contractor in the 05/06 financial year. The costs are then escalated at approximately 5% per annum. The total cost of the learnerships will be R14.2 million over a four-year period. These costs include the cost of

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assessments, training and mentoring. They exclude the programme management costs, which will be borne by the Department.

The programme will be managed in such a way that, in any one year, there will not be more than 165 contractors in the programme. New emerging contractors will be selected to take the place of contractors who graduate or exit from the programme. As mentioned earlier, the programme should stop receiving entrants once 165 entrants have been received.

b) Summary of funding

Year	Management Responsibility	Funding source	'05/06	06/07	07/08	08/09
Learnerships	DPW	CETA learnership				
Assessments	DPW					
Training providers	DPW					
Construction mentors	DPW	DPW (add 10% to project budget)				
Training project design	DPW project managers	DPW existing HR budget				
Training projects	DPW	DPW and client depts. project budget				
Monitoring of payment	DPW ECDP project managers	DPW existing HR budget				
Selection of contractors	DPW ECDP and DPW SCM	DPW existing HR budget				
Coordination with CETA	DPW ECDP Programme Manager	DPW existing HR budget				
Management of the learnerships	DPW ECDP project managers	DPW existing HR budget				
ECDP Programme Manager	DPW	DPW Additional HR and Admin budget (= R459k HR + R600k Admin + R1m goods and services ⁵)				

Note: Budget for the realisation of the programme must be provided, as this has not been included in the DPW Policy Unit's budget allocation.

6.3 Implementation requirements

Management of the programme is undertaken by the Department at both National and Regional levels.

A steering committee comprising of representatives of DPW EPWP and ECDP, CIDB and CETA will coordinate actions of the relevant parties.

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A full-time Programme Manager reporting to the DDG - Regions, is responsible for co-ordinating and managing implementation.

Regionally, ECDP is the overall responsibility of each Regional Manager. The ECDP is considered as a project in each region, with a specific project manager (the full-time Regional Programme Coordinator) responsible for its overall operational performance and reporting directly to the Head of the Regional Project Management.

ECDP must be fully integrated into all the departmental and Supply Chain Management procedures. Regionally it requires inputs from all the regional staff normally responsible for projects and specifically from the Project Managers, who must monitor the contractors, evaluate their performance and certify their work. Tender and Procurement staff regionally also play a key role in the tendering process and adjudication of quotes. They are responsible for ensuring that ECDP contractors are targeted for quotes in terms of the policy, for providing the required data to the Help Desk and for effecting regular payment. Efficient certification and payment is an important factor in the financial viability of an emerging contractor.

Regular meetings at all levels are necessary to ensure the sustainability of the programme an

Staff Responsibilities (See attached Annexure 1)

Role player	Policy Unit	ECDP Programme Manager	Regional Head of Project Management	ECDP Coordinators	Project Manager(s)
Reports to:	DDG Policy	DDG Operations	Regional Manager	Regional Head of Project Management ECDP Programme Manager	Regional Head of Project Management
Responsibilities	<ul style="list-style-type: none"> • Develop programme performance indicators • Develop and agree targets for the programme • Evaluate and monitor programme implementation by the project managers in the regional offices. • Identify under performing programs and suggest corrective action • Conduct impact assessment once every 6 months • Realise the necessary (external) resources for the programme e.g. Arrange with CETA for registration of 	<ul style="list-style-type: none"> • Managing and coordinating the programme for the Department of Public Works. • Build Master Plan for all Programs • Determining the demand for learners. • Collate Program Resource statistics, identify problems and recommend solutions • Managing the process of assessing the skills of the learners and identifying learning 	<ul style="list-style-type: none"> • Implementing, managing and coordinating the ECDP Programme in the region. • Control the regional programme implementation • Sanction expenditure • Make decisions on issues, risks and change requests, at a program level 	<ul style="list-style-type: none"> • Supporting the Regional Head of Project Management and Regional Manager by providing the information required to manage the ECDP at regional level. • Assessing the skills of the learners and identifying learning opportunities. • Regular reporting from the regional 	<ul style="list-style-type: none"> • Provide feedback on on-site performance of the learners • Ensure that the development objectives of the programme are incorporated in the tender specifications • Ensure that projects for the ECDP have appropriate facilities to train the learner in accordance with the

	<p>learnerships.</p> <ul style="list-style-type: none"> • Ensure that the overall ECDP programme is being realised in accordance with the policies set out by TMC and meets both the objectives of DPW and the other stakeholders and beneficiaries of the programme • Develop strategies which will ensure that the ECDP continuously and proactively responds to changing influences it will be subjected to. • Consider and drive strategies by which the realigned ECDP may be expanded to other public and private institutions. • Secure the support of all stakeholders and beneficiaries for the programme 	<p>opportunities.</p> <ul style="list-style-type: none"> • Reporting on the performance of learners against the development goals. • Recognise and manage the interfaces and interaction across programs • Recalculate priorities if there is a change in the business parameters across programs • Maintain overall budget statistics, consolidate actual and prepare forecast expenditure from data supplied by Program Managers 	<ul style="list-style-type: none"> • Acquire and allocate resources • Authorise Program change • Take responsibility for the quality of program deliverables 	<p>offices.</p> <ul style="list-style-type: none"> • Reporting on the performance of learners against the development goals. • Maintain information on the learners/contractors 	<p>workplace component of the learning;</p>
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