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Implementation and Outcomes of the Expanded Public Works Programme (EPWP) in Mabopane

Caroline Mogagabe
WITS Graduate School of Governance

Thesis presented in partial fulfilment for the degree of Master of Management (in the field of Public Sector Monitoring and Evaluation) to the Faculty of Commerce, Law, and Management, University of the Witwatersrand

June 2016

DECLARATION

I declare that this thesis/dissertation titled 'Evaluating Expanded Public Works Programme employment creation strategy in Mabopane is my own, unaided work. I have acknowledged and referenced all sources that I have used and quoted. I hereby submit it in partial fulfilment of the requirements of the degree of Master of Management (Public and Development sector Monitoring and Evaluation) in the University of the Witwatersrand, Johannesburg. I have not submitted this report before for any other degree or examination to any other institution.

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ABSTRACT

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Johannesburg, June 2016

22 years into the democracy, South Africa is still struggling with unemployment. Issues such as poor education outcomes, high disease burden, uneven public service performance, corruption and others have been listed amongst issues the country is facing however; poverty and inequality have been identified as the two main challenges facing the country (The National planning commission, 2012). This research attempted to understand unemployment and how the EPWP addresses the unemployment issues at a local level. The EPWP intends to provide temporary employment and provide training to its beneficiaries through skills programmes, learnership and artisan development. The skills and training provided intend to enhance the beneficiaries' chances of being employable on other projects after exiting the EPWP (EPWP, 2016)

Between 1994 and 2014 white labour force has increased with 9 percent, Indian/Asian labour force increased with 45 percent, 5 percent increase of coloured work force and a 95 percent hike of black African labour force (Stats SA, 2014). According to the National planning commission (2012) South Africa has made a remarkable transition from apartheid into democracy. The high growth experienced by the black African ethnic group has been attributed to the number of interventions implemented by the government to eradicate inequality such as Affirmative Action Act (AA). From the stats provided, one is able to deduce that the government has been able to make progress in terms of decreasing inequality and therefore needs to develop employment creation strategies to address unemployment.

The literature review conducted in this study indicates a link between unemployment, economic growth, apartheid and skills development. Apartheid has not been pursued as an attribute as strategies to overcome it have become pre-eminent. This research utilised the qualitative strategy and cross-sectional research design. Semi-structured interviews were conducted with interview schedule as a guiding tool for basic questions, the researcher asked further questions when required to do so.

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LIST OF ABBREVIATIONS

African National Congress- ANC

Chief Directorates-CD

Community Based Organisations-CBO

Community-Based Public Works Programme-CBPWP

Community Work Programme-CWP

Department of Environmental Affairs- DEA

Department of Higher Education and Training-DHET

Department of Performance Monitoring and Evaluation-DPME

Department of Public Works-DPW

Department of Water Affairs-DWAF

Director Generals-DG

Division of Revenue Act-DoRA

Early Childhood Development-ECD

Environment and Culture-E&C

Environmental Protection and Infrastructure Programmes-EPIP

Expanded Public Works Programme-EPWP

Growth Domestic Product-GDP

National Development Plan –NDP

Head of Departments-HOD

Home Observation measurement of the Environment-HOME

Information Management and Sector Coordination-IM&SC

Integrated Development Plan-IDP

International Labour Organisation -ILO

Logical framework- Logframe

Medium and Micro Enterprises-SMME

Millennium Development Goals-MDG

Monitoring and Evaluation-M&E

National Public Works Programme-NPWP

National Qualification Framework-NQF

National Resources Management-NRM

National Skills Development Strategy-NSDS

National Youth Services-NYS

Payments for ecosystem Services –PES

Project Advisory Committee report-PAC

Project Planning Report-PPR

Personal Protective Equipment-PPE

Project Steering Committee-PSC

Public Works Programme-PWP

Reconstruction and Development Programme-RDP

Sector Education and Training Authority SETA

Stats SA- Statistics South Africa

Working for Water Programmes-WfW

DEDICATIONS

This research report is dedicated to my uncle, **Daniel Poli Mogagabe**

Thank you Malome for everything you have done for me. Your compassion, wisdom and guidance has made me who I am. You took it upon yourself to instill values and principles in me. I am the strong woman I am today because of you. God bless you.

Thank you Mophogole!

ACKNOWLEDGEMENTS

I would like to thank my supervisor Mr Marcel Korth for all his guidance and support, Dr Kambidima Wotela thank you for helping me shape this research report.

Thank you to Ms Phophi Masipa and Mr Makgale Moela for making time from their busy schedules to provide me with valuable insight.

Nkabi Sebapalo thank you for assisting me in getting access to the project's beneficiaries.

Many thanks to the beneficiaries who made time to share their experiences. Ms Ntombi Sithole, thanks for your patience and answering my never ending questions.

Ditlaadi Machaba, Thabitha Ramohlale, Olebogeng Khumalo and Ramasela Mogomotsi thank you for motivating me to keep pushing. "You are almost there Ma Rasey" kept me going.

Last but not least thank you to my family for their support and encouragement. To my husband Bafedile Raseroka, thank you for your unwavering support throughout my studies. Thank you for holding the fort and ensuring that our little princess Oreneile-Lesedi, whose quality time with her mom was sacrificed was able cope.

1. INTRODUCTION TO THE RESEARCH

The South African government introduced the Expanded Public Works Programme (EPWP) to provide temporary employment, enterprise development and training across all government departments. EPWP provides training to its beneficiaries through skills programmes, learnership and artisan development. The temporary employment and skills training intends to provide beneficiaries with skills so to enhance their chances of being employable on other projects after exiting the EPWP (EPWP, 2016). In reducing unemployment the Government intended to improve skills and qualifications of the labour force thereby generating economic growth and increasing the number of people employed (Nzimakwe, 2008).

The introduction of EPWP serves the purpose of creating employment and skills development. As compared to other countries on socio economic level, South Africa's informal sector and self-employment is small (South African Business Guideline, 2005/6). Antonopoulos (2009) points out that the aim of EPWP is to empower the unskilled citizens economically through provision of medium to short-term employment in an effort to reduce poverty. The programme builds skills and provides on the job training and different accreditation for participants to assist them to be employable. The growth and development summit (2003) resolved that R100 billion be set aside for employment intensive programmes through the EPWP. The phase I (five year term) of the EPWP was officially launched in May 2004 with the aim of creating five million jobs (EPWP, 2016). The EPWP programme addresses the National Development Plan (NDP) goal of unemployment reduction (Diagnostic report, 2011). The medium review synthesis report (2008) outlines objectives of EPWP being to ensure that beneficiaries are employable after exiting the programme or able to open up their own businesses, render services through providing skills and provide work experience to enable a significant number of unemployed people to earn an income as well as reduce and halving unemployment by 2014.

The programme utilises four sectors to create work opportunities (EPWP, 2016).

- Infrastructure

  The infrastructure sector is led by the Department of Infrastructure Development. The sector utilises labour intensive methods where it is economically and technically feasible to create work opportunities without compromising the end product. In the Gauteng

province, the local community members of are employed and provided with an opportunity to be trained and their skills developed in the sector.

- Non-State

  This sector creates work opportunities through the Non-Profit Organisation Programme (NPO) and Community Work Programme (CWP)

- Social

  Creation of work opportunities in the public social programmes such as Early Childhood Development (ECD) and community based care through providing funding to expand the sector and training.

- Environment and culture

  The sector Creates of work opportunities for community members through the improvement of local environment

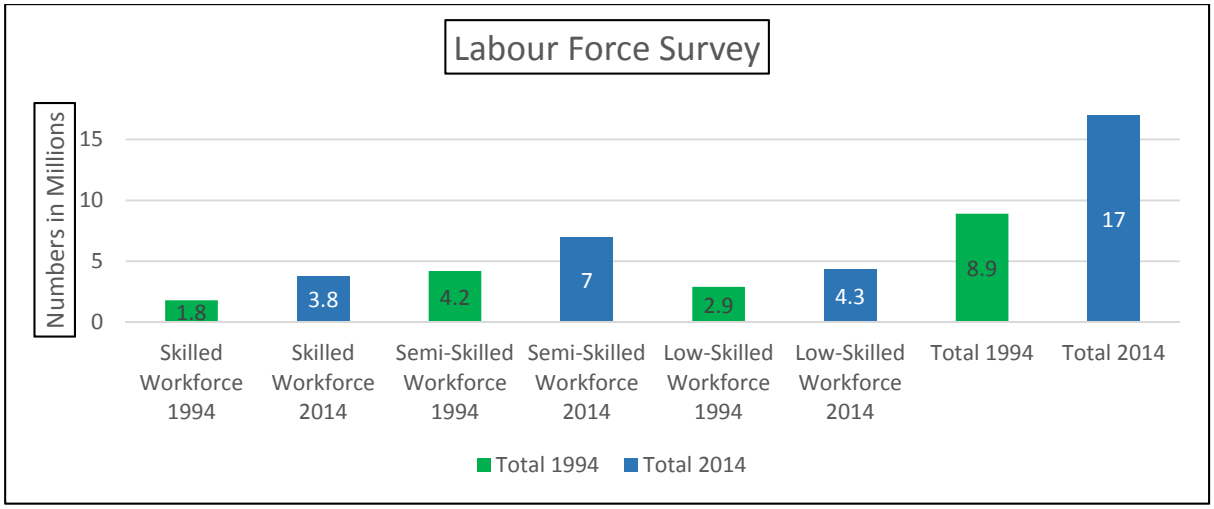
This study has focused on the Environment and Culture (E&C) sector particularly the comprehensive agricultural support sub programme. The Infrastructure, Non-state and Social sectors have not be discussed. As outlined in the EPWP (2016), the E&C sector is coordinated and led by the Department of Environmental Affairs. The goal of the sector was to create 200 000-work opportunities in the phase I intervention. The phase II of the sector intended to create 325 654 FTE jobs. The work opportunities would be created on the promotion of heritage, land, biodiversity and environment care programmes. A hypothetical baseline was created in order to evaluate the programme.

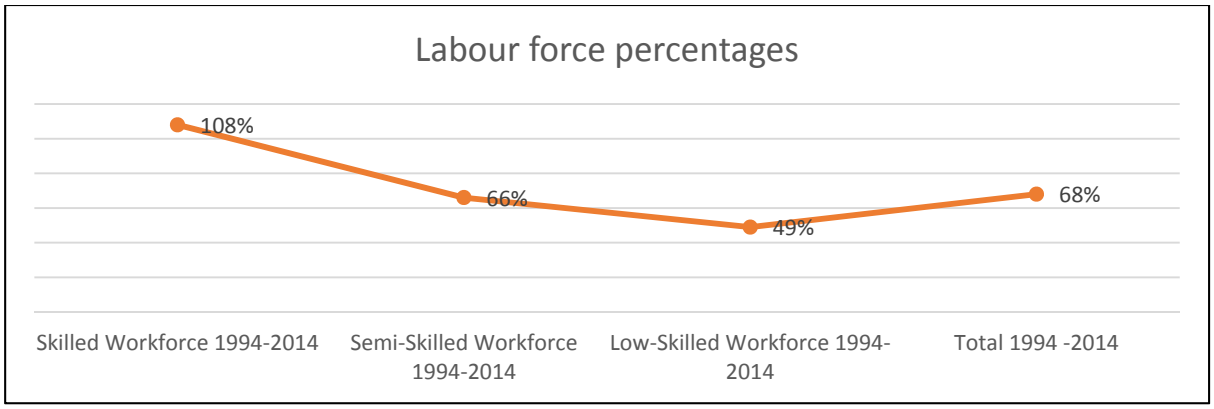
The study attempted to evaluate the implementation and outcomes of the E&C sector's in Mabopane Township that falls under Tshwane metropolitan city in Gauteng. Mabopane is located 40km north of Pretoria and is located right next to Soshanguve township boundaries. It resides over 300 000 residents (Duncan, 2016). The researcher was born and raised in Klipgat which is six kilometres away from Mabopane. The researcher is conscious of the economic and socio challenges faced by the people staying in Mabopane as she was a resident there. The researcher's understanding of the area led her to choose to conduct the study in Mabopane. According to Lindeque & Cloete (2005) in 2005 48% of residents of Mabopane indicated that they had no source of income. This was discovered during a public participation study conducted.

1.1 Poverty and unemployment in households

The South African government is faced with challenges of alleviating poverty; reduce unemployment, improvement of social services and strengthen the skills base (Nzimakwe, 2008). Diagnostic report (2011) indicated South Africa's shortcomings and achievements since 1994. The diagnostic report identified lack of policy implementation and partnership as the main reasons for the country's slow progress. Challenges range from high corruption levels, under maintained infrastructure that is poorly located, poor quality of public service delivery, divided society and poor quality of education provided to black people. The conclusion of the report was followed by the development of the National Development Plan (NDP) (the National planning commission, 2012). NDP 2030 aims at eliminating poverty and reducing inequality by 2030. Apartheid created discrimination and unequal rights that favoured people according to race which led to the inequality experienced in South Africa. The plan aims at creating opportunities for young people and redressing inequalities created by Apartheid.

Stats SA (2014) has provided a comparison of skills development between 1994 and 2014. Figure 1 below depicts workforce increase according to skills levels between 1994 and 2014. The number of skilled workers was 1.8 million in 1994, semi-skilled workers 4.2 million while the low skilled workers was at 2.9 million. The total number of people employed was 8.9 million. The number of skilled workers rose to 3.8 million indicating 108 percent increase. The semi-skilled workers shot to 7 million, 66 percent increase as compared to 1994. Low skilled workers increased with 49 percent standing at 4.3 million bringing the total number of people employed to 15 million. Data was collected through household survey and 2014 data was collected through quarterly labour force survey.





Source: Quarterly labour force (2014)

1.2 Evaluating the effectiveness of the skills and employment strategies of EPWP

1.2.1 The research problem statement

Unemployment has been a major challenge in South Africa. The high levels of unemployment has prompted the government to develop approaches to mitigate the problem. According to Stats SA (2014) the unemployment rate in South Africa has increased from 22 percent in 1994 to 25 percent in 2014. As much as there has been an employment growth of 69.2 percent since 1994, the unemployed percentage growth since 1994 to 2014 is 73.3 percent, which is higher than the proportion of employed people. Unemployment has increased across all races. EPWP contributes towards unemployment and provides skills and training to the unemployed, however EPWP contribution to unemployment has not been effectively assessed. The contribution of the skills and training provided to participants in EPWP projects in order for them to be eligible for employment has been assessed. To date there has been a discourse with regards to how E&C sector implements its projects in an effort to create employment. The effectiveness and

efficiency of the sector in empowering participants with skills has not been explored fully. There has not been any study that indicates that the experience and skills gained in participating in EPWP projects contributes to beneficiaries being employable in the future.

1.2.2 The research purpose statement

The purpose of the study was to assess the implementation and outcomes of EPWP in Mabopane Township, to determine whether the experience gained in the project were sufficiently contributing towards rendering the beneficiaries employable in the future. An existing EPWP logical framework was utilised to gain an understanding of the outputs and outcomes meant to be achieved. The study has highlighted and attempted to answer the what, why and how questions faced in the rolling out the project. What outputs the E&C sector had intended to achieve (number work opportunities and FTEs created), why has the programme not been able to achieve or the reasons it was successful in achieving its objectives and how (the process followed) in implementing the project. Outcomes (utilisation of the acquired skills and training for future employment) of programme has be assessed.

1.2.3 The research questions

The main research question of the study was; has the EPWP Environment and Culture sector comprehensive agricultural support programme been able to provide skills and training to beneficiaries that they can utilise to seek employment after exiting the programme?

1. Has the EPWP been considered by participants to be contributing towards the reduction of unemployment?
2. What has been the experiences of the participants of the programme?
3. What are the reported implementation successes and challenges of the EPWP project in Mabopane?

1.3 Delimitations of the research

The EPWP has five sectors, Environment and Culture, Infrastructure, Non-State and Social sector. The study focused on the Environment and Culture sector particularly in the comprehensive agricultural support programme. The study was limited to the comprehensive agricultural support programme in Mabopane area.

1.4 Justification of the research

The study aimed to assess whether phase II EPWP E&C sector has achieved its aim of providing EPWP beneficiaries with temporary employment at a project level and provided relevant skills that they can utilise to increase their chances of being employed on other projects after exiting the EPWP project. This has particularly been of interest as the experience gained through the programme contributed towards a certain career path of the participants therefore if proper skills according to needs is not provided, participants might not be able to be employed after exiting the programme. The implementation process followed in the E&C sector phase II required to be examined therefore informing the study if EPWP had achieved its set objectives. The skills provided should be in line with the current market needs. If a proper skills gap has not been conducted, participants might find themselves with skills but with no market to absorb them. It was crucial to examine what informed the sector to provide their training. Participants might end up receiving training and participating in the projects for monetary reasons and therefore not utilising the skills they received from the programme in future.

There has been extensive research on EPWP and though areas of employment creation has been considerably researched, previous studies lacked to provide information relating to the effective and sustainable implementation process followed and the outcomes of skills provision of EPWP.

1.5 Preface to the research report

The research will be divided into 6 chapters

Chapter One seeks to introduce and provide a brief overview of the research to the reader and describe the context of the research. The background on the research problem and the rationale for conducting the study will be outlined as well as the purpose of conducting the research. Key questions relating to the problem statement will be posed.

Chapter two of the study seeks to broadly discuss the context of the study and describe the research problem in detail. Literature review on past and current studies that have been undertaken in order to understand the intervention will follow. A theoretical framework will be developed that will assist to interpret findings. Chapter 2 covers the conceptual framework that is a roadmap on how the research will be undertaken.

Chapter 3 of the study sets out to discuss and commit to a research design, strategy, procedure and methods while.

Chapter 4 of the study focuses on presenting the findings of the study.

Chapter 5 presents the discussion of the results.

Chapter 6 will provide a summary, conclusions and recommendations of the study.

2. LITERATURE REVIEW

This section seeks to provide research conducted on EPWP in the (E&C) sector as led by the Department of Environmental Affairs. The focus of this research has been in South Africa, Gauteng province in Tshwane metropolitan municipality particularly in Mabopane Township. An assessment was conducted on the implementation process followed in creating jobs through the E&C sector and the outcome achieved by the sector. The chapter is divided into sections to follow a logical sequence. In section 2.1, the study provides an understanding of the research problem by discussing the history of Public Works Programme (PWPs) which were labour intensive methods that led to EPWP established in South Africa prior to 1994. The research problem is discussed in section 2.2. Section 2.3 provides a review of past and current studies that have been conducted in an attempt to assess the EPWP. Sections 2.4, 2.5 and 2.6 provide theoretical framework of the study. Section 2.4 Introduces and broadly discuss Monitoring and Evaluation (M&E) as a study while section 2.5 situates the study in the Monitoring and evaluation field and provides a theory of change. Section 2.6 discusses Monitoring and Evaluation attributes. Section 2.7 will provides the conceptual framework of the study. The conceptual framework informs how the research will proceed in terms of assessing the achievements of EPWP job creation strategies in Mabopane.

2.1 Employment and unemployment in Gauteng and Mabopane

2.1.1 Description of Gauteng and Mabopane

Haddad & Adato (2001) asked 3000 households what is it that the government can do in order to better their lives, their top selection on the list was job creation. Poverty can be reduced through job creation. The issue of employment is a concern at national, provincial and local level including rural, urban and metropolitan cities. Stats SA (2002) recorded unemployment remarkably high in 2002, unemployment was at 41%. Around 24% of the population survived on less than $1 a day and were below the poverty line as defined by the World Bank (P. W. Jones, 2007). McCutcheon (1995) concurs with Thwala (2008) that unemployment has risen steadily over the years with the unemployment level being at 7% in 1980 and 178% in 1991 and with Stats SA (2003) indicating that unemployment level was at 28% in 2003. Gauteng has been struggling with an influx of people all over the country in search of employment. This has risen the number of people unemployed in the province.

South Africa's administrative capital city, City of Tshwane has 2.9 million residents with 105 wards divided into seven regions. The city has lively commercial and industrial activities, on the other hand it has areas that are of extreme poverty (South African Business Guideline, 2005/6). Tshwane aims at stimulating its economic growth through an Integrated Development Plan (IDP) 2020 and aims to improve service and the standard of living of the residents. Though unemployment has risen, people in city of Tshwane are generally of the view that they are living a better life as compared to the previous years (Stats SA, 2003). 89.3 percent of the residents reside in urban areas and 77.9 percent having hygienic sanitation. However the City of Tshwane struggles with unemployment. In 2003 South Africa's unemployment was recorded at 30.7% high (Environment and Culture logframe phase 2, 2010). One of the metropolitan cities of the country is Tshwane. From the 30.7% unemployment rate, 10 000 unemployed people were from Tshwane. Mabopane is one of the seven regions of Tshwane. Mabopane struggles with a high number of unskilled people and 79% unemployment level (Lindeque & Cloete, 2005). This depicts an unemployment crisis as a national issue that needs to be addressed across all regions of the country.

The unemployment rate is at 24.2 percent, Stats (2014) indicated that 15 percent of the households in the city have no source of income while 46 percent of the households earn less than R76401 per annum. 44 percent of the people have no source of income, 9.6 percent earn less than R401 monthly and 21 percent earn a monthly income between R401 and R1600. Given the statistics of the income and poverty levels in the city, the city is still below the national and provincial averages (Stats SA, 2002). Mabopane, just like many South African townships has experienced disposition of the land during the Apartheid era. Aliber (2003) distinguishes South Africa and other African countries based on the colonisation and apartheid experienced. African groups were disposed of their land and forced to move to areas far from urban cities. It has contributed a lot to the poverty experienced in the country. This notion is also supported by Van Rensburg & Pelser (2004) who conducted a heritage impact assessment on the development of Mabopane township extension one that was located on Nooitgedacht, an area Africans used to reside in before being moved to townships far from the city. The Native Land Act of 1913 made a distinction between White and African farming areas prohibiting Africans from owing and renting land. Aliber (2003). This led to Africans working in mines and most moved to Gauteng to work on the gold mines. According to Lindeque & Cloete (2005) in 2005 48% of residents of Mabopane indicated that they had no source of income. During a public

participation study conducted, it was discovered that Mabopane residents participated in the study with a perceived hopes of job creation and the utilisation of local labour. The typical socio economic profile of Mabopane participants reflected unemployed and unskilled community members that earn less than R2000 per month. The general education level that is not higher than Grade 12.

2.2 Expanded Public Works Programme

2.2.1 History of Expanded Public Works Programme

The Department of labour gazetted the code of good practice agreement after discussions held at NEDLAC. The Public Works Programme (PWP) provided work experience to unemployed people and an entitlement to training. Provinces and municipalities initiated their own specific PWPs. Other international programmes similar to PWPs such as Maharahtra Employment Guarantee absorbed close to 30% of unemployed citizens in India (McCord, 2003). In the wake of the first democratic government, Booysen (2011) states that the African National Congress ANC (1994) drafted visions on how to transform and redress the injustices and inequalities of apartheid. The transformation of the country was drafted through the RDP with the main theme being to reduce poverty and job creation. The drawback of the RDP was that it did not provide clear details of the new economic strategy Aliber (2003).In order to alleviate poverty, unemployment and build skills, organisations such as the International Labour Organisations (ILO) studied the viability equipment with labour in civil constructions projects (Ian, Edmonds, John, & De Veen, 1996).

Labour intensive techniques were concluded to be economically and technically feasible and hence they were launched in many developing countries (Lele, 1991). Phillips, McCutcheon, Emery, Little & Kwesiga (1995) highlighted that the first newly democratically elected government conducted a pre-investment study through the National Economic Forum of 1993 on the National Employment Creation Programme using labour intensive methods. A new name, National Public Works Programme (NPWP) was given to PWPs. The NPWP was initiated to follow the mandate of the Reconstruction and Development Programme (RDP) in developing the Infrastructure programme (African National Congress, 1994). The study came to basic principles that the NPWP should increase job creation, capacity building and skills development in the public sector infrastructure provision as well as create funding in support of

communities undertaking public works. The study concluded that the full potential of the labour intensive construction would be realised through planned long-term programmes that have strong training and technical components. The findings of the pre-investment study were approved by the cabinet of national unity as the basis for NPWP that falls under the Reconstruction and Development programme (RDP).

In 2002 the African National Congress (ANC) resolved that labour intensive construction techniques will be utilised. They would be enhancing unemployed citizens' ability to be employable through provision of work experience and training in alleviating poverty and providing income relief. The decision to launch EPWP was not to reinvent the wheel but an effort to develop and expand the EPWP application wider (Phillips, 2004). To address poverty alleviation, in 1996 public works programmes financed partially by the poverty alleviation fund were created which included Community-Based Public Works Programme (CBPWP), Land care programmes and Working for Water Programmes (WfW) Aliber (2003). The government decided to utilise the government expenditure to increase skills and alleviate unemployment through EPWP. Phillips (2004) indicated that in 1990s a code of good practice, which outlined conditions of employment, selection of employees for projects and targets for employing women, youth and people with disabilities on Special Public Works Programmes, was signed by the government with construction industry. The Environment and Culture logframe phase 2 (2009) outlines that the phase II EPWP was launched by President Mbeki in 2003 as a nationwide initiative to address the issue of unemployment.

During EPWP phase I, the infrastructure sector was awarded the biggest chuck of the budget, 15 billion out of a budget of 21 billion, the actual expenditure came up to 40 billion (R McCutcheon, Padayachee, & Parkins, 2011). The concept of Full Time Equivalent (FTE) was introduced in phase II of the EPWP. FTEs refer to the individual's year of employment in the programme, which is equivalent to two hundred and thirty days of work whereas work opportunity refer to the individual's employment for any duration. The EPWP Phase 2 sector plan (2009) indicates that the EPWP second phase target has been set to achieve 2 million FTEs and 4.5 million work opportunities.

2.2.2 Institutional arrangement- EPWP implementation in the three Spheres of Government

As already indicated, the EPWP is cross cutting and implemented by all Government departments and state owned entities, departments, Provincial government, Municipalities and state owned enterprises to provide building infrastructure and services to communities using labour intensive methods (EPWP, 2016). Across all sectors, workers are employed temporarily under Code of Good Practice. Work opportunities are created for unskilled people using the public sector expenditure and developing work strategies for workers after completion of the programme (Phillips, 2004)

Phillips (2004) pointed out that departments are only responsible for poverty relief programmes that fall within their core function areas. All provinces have EPWP steering committees setup. Therefore funds allocated to the National Department will be reallocated to provincial Department to form part of the Municipal grant allocations for implementation. In Gauteng, the Department of Infrastructure Development (DID) is responsible for coordinating the implementation of all EPWP projects of the province. Intensive work opportunities EPWP created should prioritise locally based labour. The DID provides leadership to municipalities on infrastructure related budgeting. At a municipal level, the EPWP guidelines are utilised in identifying feasible projects as per the Integrated Development Plan (IDP).

At a local level, it is ensured that municipalities exceeding their targets keep growing EPWP programmes by having access to the wage incentive. Municipalities and provincial departments that exceed their targets qualify for a wage incentive, it is a form of encouraging high performance. Parnell, Douglas and Boulle (2005) indicated that the city of Cape Town had not yet developed the EPWP implementation plan in 2005. The case studies were conducted on the two project, one within the EPWP code which adhered to EPWP guidelines and the other outside the code. The study provided models of how the municipality can craft the EPWP strategy for the city. The city's experience also offered general lessons on approaching EPWP on urban areas the city of Tshwane has developed the EPWP implementation plan (EPWP, 2016)

2.2.2.1 The Environment and Culture sector

As indicated earlier, this study focused on the E&C sector. The EPWP (2016) outlines that the sector has six programmes, waste management, sustainable land-based livelihoods, parks and beautification, coastal management, tourism and creative industries and sustainable energy. The

study focused on the comprehensive agricultural support sub-programme which falls within the sustainable land-based livelihoods programme. The study will be assessing work opportunities and FTEs created on projects that improve local environment. During phase I the sector was able to capacitate and provide skills to land users on how to take care of the environment. Aspects of the environment and culture sector will be discussed in detail in chapters to follow**.**

The E&C sector programmes are being managed by the following public entities: The environment and culture sector Logframe for the EC Sector FINAL (2010-2014) (2011, p9) "At a national sphere: The National Departments of Environmental Affairs (DEA); Tourism (NDT); Agriculture, Forestry and Fisheries (DAFF), Rural Development, Energy, Mineral Resources and Arts and Culture (DAC)

- At a provincial sphere: Provincial Departments of Agriculture; Environmental Affairs; Tourism; Sport, Recreation, Arts and Culture as well as Economic Development
- At a Municipal sphere: Municipal departments of Parks, Community Services, Sports and Recreation, Environmental Management, Tourism and Heritage Management, Horticulture Management, Arts and Culture and Waste Management."

2.3 Methods, data, findings, and studies on employment creation

2.3.1 Employment creation

In order to create large numbers of jobs and to improve the quality of the lives of South African citizens, the government created space for employment through massive public investment (Wilson & Ramphele, 1989). A review was conducted on challenges in implementing the EPWP projects across all the sectors. The review was limited to outputs and outcomes of the EPWP in South Africa. Few journal articles have been published outlining methods and data collection on employment programmes particularly in Mabopane community in Pretoria, however there has been a lot of thesis and reviews conducted on the programmes. McCord (2004) conducted a study on the Public Work's contribution to social protection in South Africa. The study was conducted on two case studies, Zibambele programme in the KwaZulu Natal province and Gundo Lashu programme in the Limpopo province. A survey was conducted on 676 households totalling of 4792 individuals. The survey found that unemployment rate in PWP household members in Limpopo was at 10 percent and 24 percent in KwaZulu Natal, which were both high according to provincial norms. Findings of the study have shown no evidence that PWP was improving labour market performance. The study also indicated that unemployment was high on former participants of the PWP who gained experience than those who never participated. In

conclusion, McCord (2004) that there is a heavy reliance on PWPs to provide employment. PWP can offer partial answers to the unemployment problems; there is a significant gap between policy expectation and reality.

Parnell, Douglas and Boulle (2005) assessed and compared lessons learned from two Working for Water (WfW) case studies, community based waste management and ukuvuka operation fire stop campaign that operated within the pro poor interventions in Cape Town. While the community based waste management system is a refuse collection and clearing system in Cape Town's informal settlements, the ukuvuka campaign creates employment through clearing alien vegetation that causes firebreaks. Both programmes aimed at providing skills development using labour intensive methods.

Parnell, Douglas and Boulle (2005) argued that the authoritative assessment of EPWP outcomes in the city are not possible as there are no effective monitoring and evaluation of poverty relief. The urban environmental sector should be utilised as broad based poverty relief. EPWP in Cape Town has provided more context in terms of implementation in the urban area. The study identified that there were no records of anecdotal evidence suggesting that people who have worked on this programme were able to find employment after completion of the programme. There is also no evidence indicating that their economic mobility has been enhanced. The study concluded that a clear strategy should be developed to distribute employment opportunities. Limiting the contract duration allowed more people to be given work opportunities however job sustainability would still be unresolved.

In Kingdon & Knight (2007) article, McCord (2004) conducted a study that examined the impact of PWPs on labour market outcomes of participants in the programme. A survey was conducted on 700 households using the 'difference-in-difference' methods. The method compared the households' treatment groups' employment outcomes and the control groups. The comparison is done before, during and post PWP employment. The aim of the comparison is to discover the effect of the programme. According to McCord (2004), the idea of PWPs providing sustainable employment was ruled out when the public sector, the state and union movements agreed on the code of good conduct. The code allowed the employees to be offered a lower than minimum wage so long the employment is offered by the government for a short term in exchange for training. Even though public works policies outline that, the programmes are of training and to gain experience to be able to join the workforce, Abedian, (2004) in McCord (2004) assumes that

it might be better to regard PWPs as social protection responses to the unemployable. In conclusion, Kingdon and Knight (2007) indicated that McCord (2005) pointed out that the impact of the programmes are minimal, the programmes failed to completely take out households out of poverty or even temporarily. Evidence has pointed out that the participants normally return to be unemployed again after exiting the programme. Impact evaluation is required for EPWP projects, this will assist to take informed decisions with regards to the objectives of the projects to be realised. As indicated from the study above, there has not been and causal link drawn between future employment and the skills provided in the EPWP projects.

Turpie, Marais and Blignaut (2008) conducted a study on Payments for ecosystem Services (PES) on ecosystem restoration within the EPWP working for water (WfW) programme. The programme was established in 1995 with the objective of clearing invasive alien plants to preserve water resources as well as a job creation strategy. The programme mainly deals with the clearing of invasive alien plants and funded by poverty relief initiative. The Department of Water Affairs (DWAF, 2004) has outlined the programme's objectives being to contribute to economic empowerment, integrity and social equity. The service providers and contractors of the programme are previously unemployed people on the programme. Data was collected on participants of the payments for environment services workshop.

Beall, Crankshaw & Parnell (2000) informs the research that during apartheid era wealth was in the hands of white people whilst black people experienced poverty. The policies of that era were focused on separate development and racial oppression authors suggest that most post-apartheid studies indicate that poverty remain a rural issue. This has mainly been attributed by the apartheid policies that used to abandon the poor at rural reserves or Bantustans when they retire. However, poverty is experienced in urban areas but rather severe in the rural areas that have more ex farm and contract workers.

Apartheid contributed more to inequality. The South African economic economy has been performing badly in the past 20 years and this has been attributed to low Growth Domestic Product (GDP). According to Beall, Crankshaw & Parnell the poor performance of the South African economy is mainly due to the poor macro-economic management and the inappropriate domestic economic policies such as the lack of investment and training. Deducing from the authors above, a link has been created between the economic growth of the country and skills development. Elements of development have been raised regarding unemployment, particularly economic, social and political development. Hagopian (2000) is of the opinion that political

development, unlike in the previous years where it was more focused on regional politics and geographical terrains, it is focused on democratic governance, state reform and political representation of civil societies. Effective democracy and political rights can prevent economic disasters. Established facts according to Lefeber (1974) include investing in rural development and the promotion of an inclusive market that maintains competitiveness and participation of all parties. Key issues highlighted by Lefeber speak to addressing a culture of savings through growing local demand and adopting a community based planning in implementing strategies.

2.3.2. Environmental development

Lele (1991) put forward that the question asked is no longer about trying to figure out if environment and development contradicts each other, but how to achieve sustainable development. Concepts such as Eco development has come to the fore front in the 1990s. The poor exploit resources in order to survive. Bradley, Caldwell, Rock *et al* (1988) utilised the Home Observation measurement of the Environment (HOME) on families with children between 6 and 10 in order to measure the cognitive support, social and emotional support provided to the children in the home environment. The correlation analyses indicate low to moderate links between the demographic variables and HOME as well as low to moderate links between the children's academic achievement and HOME. The risk factor identified with the children's school frailer is due to the low socioeconomic status. The school performance for an individual cannot however be a precise predictor as children from lower socioeconomic strata have been identified to be on the list of achieving students.

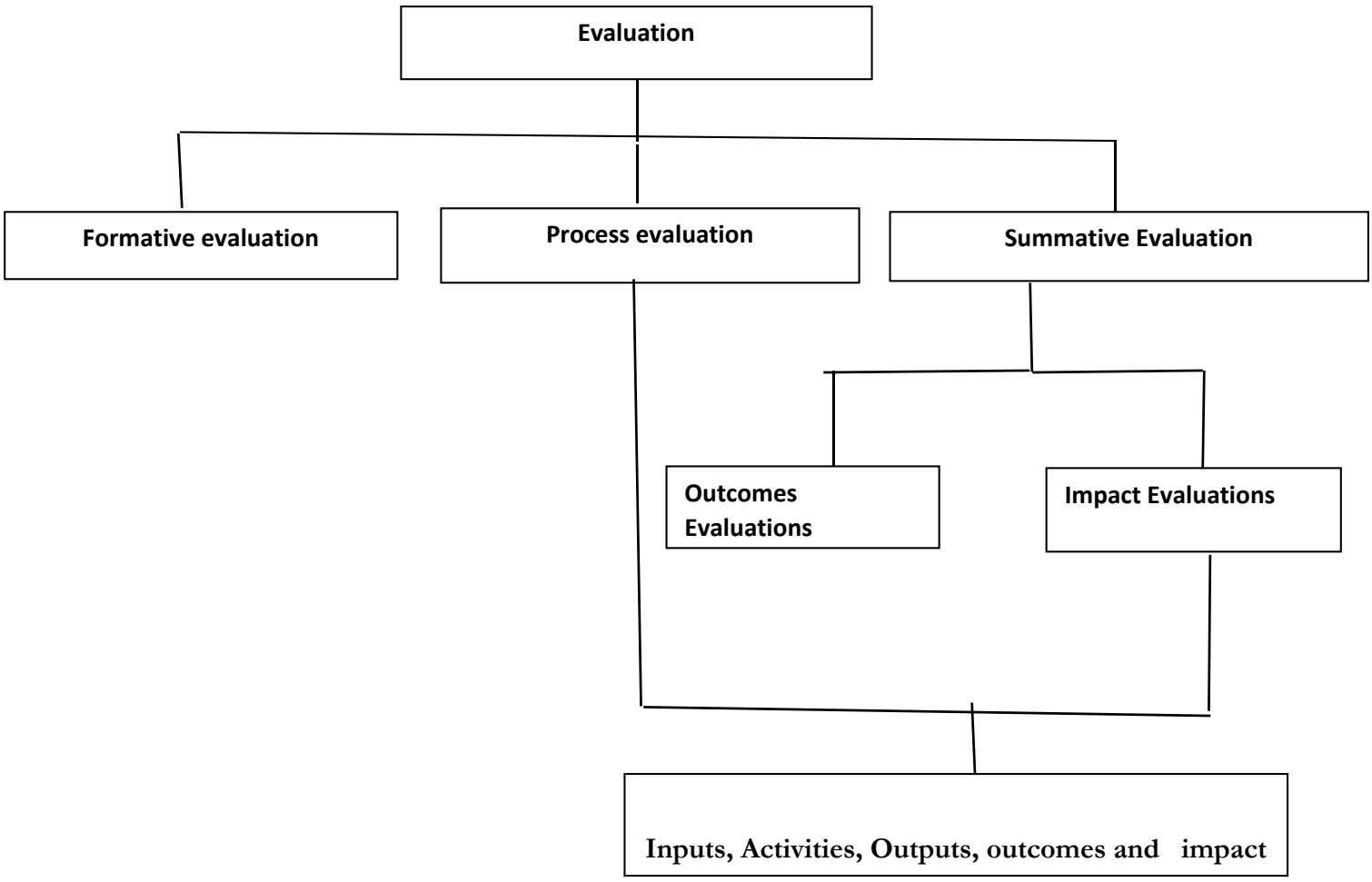
2.4 Introduction to Monitoring and Evaluation

Whilst internationally there has been a greater interest in Monitoring and Evaluation (M&E), several authors have attempted to define M&E. There are different ways of defining M&E however there has been a common understanding that monitoring is an ongoing progress tracking of the programme or projects whilst evaluation provides feedback on the performance of a particular project. Menon, Karl, & Wignaraja (2009) fully support this notion and states that M&E assists the organisations to extract relevant information from ongoing and past activities that can be utilised to fine-tune, future planning and reorientation of programme. Without effective M&E, it would be difficult to judge if the programme is heading in the right direction. Estrella & Canada (2000) are of the view that the purpose of M&E is to strengthen organisations, improve planning , management, to inform decision making and policies Jones,

Bailey & Lyytikainen (2007) concurs, that M&E is meaningful and possible when clear objectives and measurable goals have been formulated. The council further alludes that the value of M&E results provides accountability that justifies budget allocations and reasons for ingoing financial support. Kusek & Rist (2004) hold the notion that M&E is a public management tool that can be utilised to improve how governments and organisations achieve results. Governments also need performance feedback system as much as finances, accountability systems and human resource. Subbarao et al., (1997) points out that monitoring should track progress of outcomes and impacts without excluding inputs and outputs in order to make a judgement on the progress towards the set goals.

Evaluations inform the public and the policy makers which public interventions have been effective in order to inform decisions whether to modify, expand or eliminate a particular programme. Evaluations are used as decision making tools for policy makers (Estrella & Canada (2000) brings it to the fore that monitoring is viewed as a form observing change through regular ongoing assessment and routine reflection whilst they regard Evaluation as a reflection process that assesses achievements and impacts over a long period of time and learning from the experiences. M&E plays a vital role during the planning phase (Diagnostic and formative evaluation), implementation (Process evaluation) and post (summative evaluation) of projects (Estrella & Canada, 2000). Emphasise was put on Evaluation than monitoring in this study. In order to assess the implementation of the programme, a process evaluation has been conducted and formative evaluation left out. Process evaluation assisted to assess the operation management of EPWP. In order to assess outcomes of the study, a summative evaluation was conducted specifically looking at outcomes of the study.

Figure 2. Provides a summary of evaluation. The three components of evaluation are listed below. As indicated earlier, the study will provide more detail on the process and outcomes evaluation. The attributes of evaluation are outlined as inputs, activities, outputs, outcomes and impact. Not all the attributes of evaluation have been a point of focus for this study. Attributes of process evaluation are inputs, activities and outputs. Attributes of outcomes evaluation are outputs and outcomes. The attributes of evaluation will be discussed in detail in section 2.5 of the study.



Source: Evaluation components (Own illustration)

2.4.1 Components of Evaluation

Gorgens and Kusek (2009) defined evaluations as a systematic and objective assessment of program or projects looking at its design, implementation and results. The purpose of evaluation is to determine the worthiness and significance of the programme. Evaluation should provide credible and useful information that will provide lessons learned that would improve implementation, policymaking and funder's decision-making processes. Menon, Karl, & Wignaraja (2009) Concurs that evaluation determines the whether the programmes is meeting its targets and informs decision-making. Neuman (2011) also supports the above view wherein evaluation attempts to determine how the program is working towards achieving tis goals and objectives. Neuman (2011) concurs that the purpose of evaluation is to measure the effectiveness

of the programme. Rossi, Freeman, & Lipsey (1993) as noted in the Gorgens and Kusek (2009) interestingly noted evaluation as a systematic way of applying social research procedures in assessing the conceptualisation, design implementation and the utility of the programme. Jones, Bailey & Lyytikainen (2007) explains evaluation as an assessment of accomplishment not just through subjective impressions but also through surveys, availability of valid and reliable evaluation results that can be measured against baseline information.

Deducing from the authors above, evaluation assists to understand the *so what* questions in relation to the EPWP intervention, whether the intervention is making any difference in the lives of the participants, if the intervention has been able to achieve its intended objectives. It will be necessary to answer these questions in order to improve the intervention and provide insight into the planning of future interventions. The convergent model is relevant when utilising public funds to form the basis for strategic and programme planning. This model requires that the results desired by the stakeholders be outlined first and work backwards (Menon, Karl, & Wignaraja, 2009). According to Gorgens and Kusek (2009), there are five types of evaluations (formative, process, outcome, economic and impact evaluations) whilst Neuman (2011) acknowledges that there are two types of evaluations, formative and summative evaluations. Process evaluation focuses on implementation processes; it begins as soon as the intervention begins and it is conducted during the operations of an existing intervention (Gorgens and Kusek, 2009).

2.4.2 Process and summative evaluation

McGraw et al., (1994) informs the study that "implementation" or "process" evaluation are words used interchangeably and that it is not a new concept. As early as the 1960s the was a definition of process evaluation Suchman (1967) but it was not labelled process evaluation. Formal recognition of process evaluation has been in the 1970s. Process evaluations are vital in improving management performance and are conducted depending on questions the evaluation seeks to answer mostly relating to management performance (Subbarao, 1997). Saunders, Evans, & Joshi (2005) are of the view that process evaluation should be utilised to document and monitor implementation of the programmes. McGraw et al., (1994) is in agreement with Saunders et al., (2005) that process evaluation explains observed effects , monitors progress of the programme or intervention and it describes the programme's implementation process. Hulscher, Laurant, & Grol (2003) are of view that process evaluation exhibits three aspects,

describing the intervention in detail, exposure to the programme or intervention (target group, management and implementers) and the experience of the people exposed to the intervention. McGraw et al. (1994) highlights that over the years over the years there has been an increase in extensive process evaluation and amongst other reasons for this increase is that projects are implemented at multiple locations therefore, process evaluation is essential in ensuring that the planned intervention is implemented the same way in all sites. The implementation of EPWP is across all the provinces and regions therefore it is essential to conduct process evaluation that will provide an indication is the intervention is carried out equally across all sites. Another complexity that affects process evaluation is the multi levels and multiple audiences during implementation that differs from one side to another. EPWP is implemented at local, provincial and national levels whilst the recipients and participants are different communities, organisations and population levels. McGraw et al. (1994) explains that summative evaluation are conducted once the programme has been concluded in an effort to improve future programmes to follow. This type of evaluation has little use on improving present performance, present performance is being taken care of by process evaluation

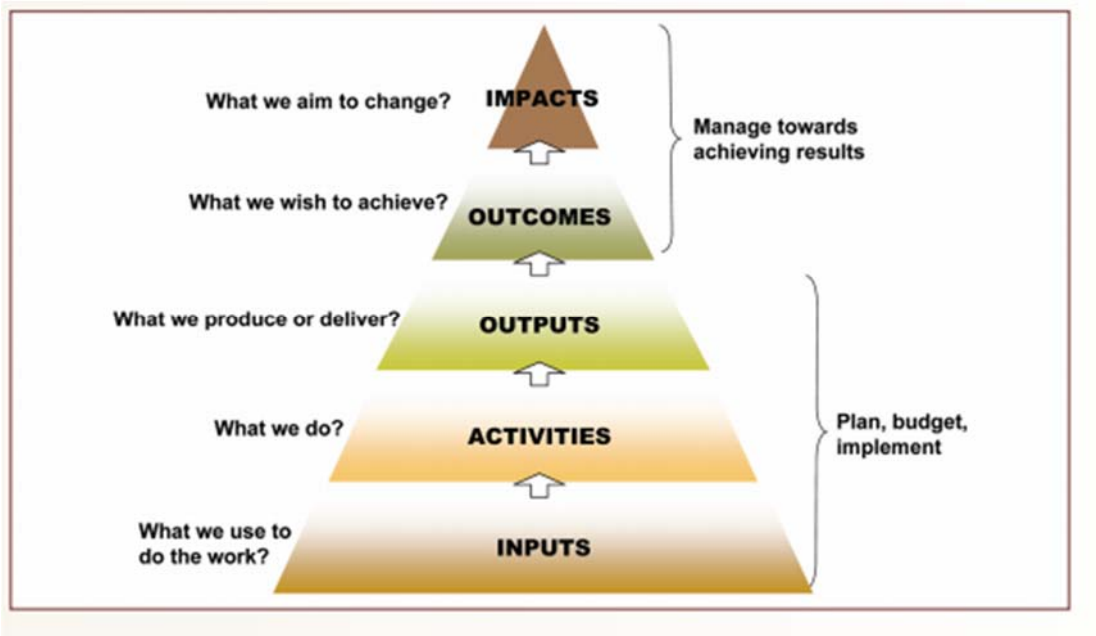
2.4.3 Components of process evaluation

McGraw et al. (1994) identified Baranowski and Stables (2000) eleven process evaluation components as context, recruitment, maintenance, resources, implementation, barriers, reach, contamination, initial use, exposure and continued use. In terms of EPWP, the context of the environment where the intervention took place was Mabopane. Process evaluation has been able to assess the recruitment process followed, barriers or problems they came across during the implementation process and methods used to keep participants involved in the programme (maintenance) An important element the study sought to address is continued use, the extent the skills provided in the programme renders participants employable after exiting the programme. The study seeks to also assess how effective, efficient and sustainable is the programme in providing skills to participants and the outcomes thereof. The efficiency aspect of the programme is addressed by the resources components, the effectiveness is addressed by the implementation component (how the programme has been implemented as per the design) and sustainability of the skills in provided. The National planning commission (2012), aims at rolling back on poverty and inequality through increasing employment and productivity growth and the provision of good quality public services. The NDP 2030 identified strong leadership, active citizenry (Public participation) and Effective government (State) as key drivers to achieving employment, capabilities and opportunities for the society. Proving Education will lead to

increased employment, rapid economic growth will lead to the society exposed to more opportunities and focusing on developing capabilities of the citizens. Therefore, the NDP 2030 is a long-term strategy addressing social development components of employment, education, health, economic growth, vocational training and public employment programmes. EPWP is the major public employment programme introduced by the government.

2.4.4 Key attributes of Evaluation

Given the high unemployment rate, EPWP phase II recognised that unemployment rate should be reduced from 30% to 12% by the end of phase II. Process evaluation takes place during the inputs, activities and outputs in the results chain. Process evaluation can be conducted to inform programme manages on the inputs provided for the project as well as activities undertaken on order to achieve the desired outputs. Figure 3 illustrates where process evaluation sits on the results chain, inputs, activities and outputs.



Source: The presidency, Department of Performance Monitoring and Evaluation (DPME)

2.4.4.1 The inputs

Inputs are required at the onset of the project cycle. Menon, Karl, & Wignaraja(2009) Indicates that inputs include staff, vision and mission of the programme, the leadership, resources, strategy, structure, financials, materials, information resources, systems and procedures.The

EPWP key source of funding is the Department of Higher Education and Training (DHET) and partnerships have been formed with Sector Education and Training Authority (SETAs). The Enterprise Development aims at identifying individual businesses and co-operatives that can be developed to create work opportunities

2.4.4.2 The activities of EPWP

The activities outline the steps or action to be taken in mobilising inputs in order to achieve the outputs, Menon, Karl, & Wignaraja(2009) the component activities are the basis for operational plans. These include the budget and work breakdown structures, responsibility charts, Gantt charts, resource plans and monitoring and evaluation systems. In the case of EPWP, the training provided to beneficiaries and activities undertaken in each sector in order to achieve outputs, an example in the E&C sector is the clearing of invasive plants under the working for water programme.

2.4.4.3 The outputs of EPWP

The outputs are described at a project level from the point of view of the implementers and participants of the EPWP. Outputs are the services or products produced during implementation and should be within a clear period, and comprehensive (Menon, Karl, & Wignaraja, 2009). Outputs are direct products, goods and services because of activities taking place. They are visible, tangible and immediate.

McCutcheon, Padayachee & Emeritus (2011) have noted that work opportunities were created in the environment sector such as working for water. In the social sector, work opportunities such as community care workers were created. From the one million work opportunities created, 750 000-work opportunities were created from the Infrastructure sector and the 250 000 work opportunities come from the social, environmental and economic sectors. In May 2008, the minister of Public Works made an announcement that the one million temporary job creation goal has been achieved, a year early. However, R McCutcheon, M Padayachee & Emeritus (2011) are of the opinion that the infrastructure sector created insufficient work opportunities given that they were only able to generate 750 000 with R42 billion instead of the projected R15 billion. Certain irregularities were picked up that little compliance with the Division of Revenue Act (DoRA) has been shown. Participants of the programme are eager to get be involved further in the programme and that the intervention is not a developmental programme but rather ad hoc.

Research conducted by McIntosh Xaba and Associates (MXA) (2008) is also of the same view, that the EPWP beneficiaries accepted short-term work opportunities out of desperation and the people who had previously worked on the programmes are eager to get more work opportunities. Beneficiaries want more job opportunities because decision makers have well paid jobs and are not prepared to do the job. Government expenditure was utilised to provide incubation/ Learnership programmes (McCutcheon, Padayachee & Emeritus, 2011). The National Qualification Framework (NQF) and Sector Education and training Authority (SETA) were in place to provide frameworks for EPWP (EPWP, 2016).

The EPWP (2016) Provided phase 1 outputs, the Vuk'uphile contractor Learnership focused on building capacity of knowledgeable contractors and supervisors in the construction industry. 492 contracting companies for labour intensive work have been developed across the country. SMMES created across the country totals to 984. 4466 beneficiaries of the National Youth Services (NYS) were recruited. Increasing attention was given to provide numeric figures of temporary work opportunities and less on the amount of training provided. This has led to McCutcheon, Padayachee & Emeritus (2011) taking a position that the infrastructure sector was instituted not as development but relief.McCutcheon & Parkins (2012) concluded that the infrastructure sector has not been able to produce sufficient work opportunities in relation to the allocated budget for it. This has been attributed to the lack of integral link to specific training. There is still a need to provide industry training linked to the training programme of the sector. Question to be asked is: Were there not employment opportunities similar to the programme that could have been created with the allocated budget? The previous research lacks to incorporate measures to be taken in order to avoid the second phase of EPWP generating inefficient job opportunities. McCutcheon & Padayachee (2011) conducted a study on the opportunities provided on the Infrastructure sector that has been allocated R40 billion in the phase 1 of the EPWP. The EPWP (2016) Indicates that the targeted work opportunities for the second phase of the intervention is 4.5 million and with full time equivalents (FTEs) of 2 million on all the sectors combined. Much emphasis has been placed on work opportunities and FTEs with less put on training and skills the employment will provide in going forward. The study pointed out that the infrastructures sector was allocated R15 billion but its actual expense was over R40 billion. According to McCutcheon & Padayachee (2011), this is a result of non-adherence to Division of Revenue Act (DoRA) requirements. The study concluded that more work opportunities could have been generated if regulation and legislation were enforced. If the

programme is not properly established, the phase II of the EPWP will also be generate insufficient work opportunities. The phase II would have to avoid fund rollovers and wastages.

2.4.4.3.1 The outputs of the environment and culture sector

In phase I, the E&C sector target was to create two hundred thousand work opportunities, the target was over exceeded and four hundred thousand work opportunities were created a year ahead of time. Table 1 below outlines the work opportunities reached on each programme for phase 1. The sector's phase two target has been set to achieve 1.2 million work opportunities and 325 652 FTEs.

Programme	**National**	**Provincial**	**Municipal**	**Total**
Land care	69 333	83 803	8982	162118
Comprehensive agriculture support programme	10 554	4666	0	15 220
Working for the Coast	8084	5	19	8108
Working for Tourism	33 243	150	0	33 393
Working for Water	182 900	2786	0	185 686
Working for Wetlands	10 470	33	156	10 659
Working for fire	15 637	77	0	15 714
Working for Waste	3050	1698	9682	14 430
Other	4995	13080	4382	22 457
Total	338 266	106 298	23 221	467 785

Source: Environment and Culture sector skills plan (2009-2014)

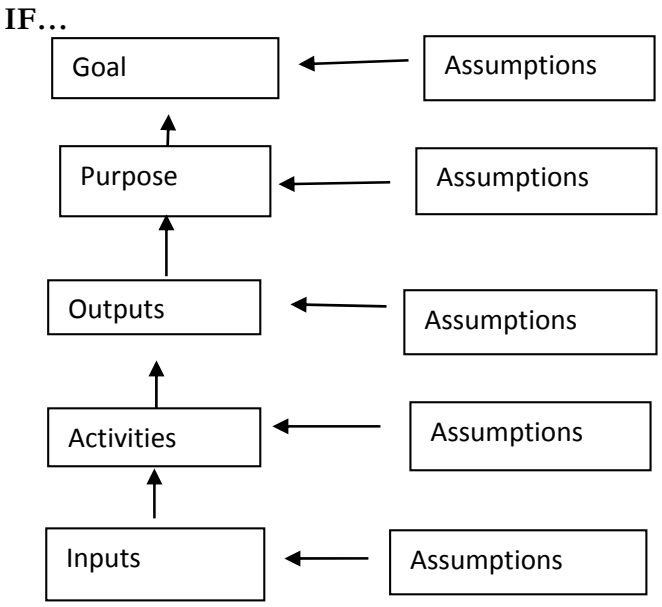
2.4.4.4 Outcomes of EPWP

Outcomes are the intended changes that the intervention or programme are seeking to achieve, Menon, Karl, & Wignaraja (2009) inform us that outcomes are medium term development results that are realised after the delivery of outputs. Outcomes provides a vision of will change or has changed after EPWP skills provision. The study will seek to assess if after the skills provision there is a change in the employment of participants after exiting the programme.

2.4.4.5 The theory of change

Nakrošis (2014) posits that the theory-based evaluation has made notable advances in understanding program theory. Given the implementation phase of the programme and the socio-economic context, theory based evaluation is able to answer how, why, for whom and under which conditions the intervention was able to produce or fail to achieve its' intended objectives. The programme theory aims at ensuring that financial resources are efficiently allocated and that better government policy results are achieved. This is of particular importance to the study as it seeks to assess how efficient, effective and sustainable (implementation process) the process of empowering participants with training and skills that they can utilise to be employable after exiting the programme (outcomes of the programme). Norad (2007) further concurs the theory of change draws a causal link in the chain of events, draws a hypothesis that if inputs are made available, activities will take place, if activities are then outputs will be produced and when outputs are produced then impact will be achieved. Assumptions are drawn in the results chain and that from the three authors above; it becomes evident that the programs theory can be linked to the results chain of the program. The rationale and backcloth of the research is founded in the theory of the study and provides a framework that attempts to understand the social phenomena.

This study attempted to draw the theory of change position in conducting the process and outcomes evaluation. Assumptions are drawn in the results chain and IF and Then statements are created. Figure 4 below depicts a picture of how assumptions are drawn on every stage of the results chain (Norad, 1997).



Source: LFA handbook, (Norad, 1997)

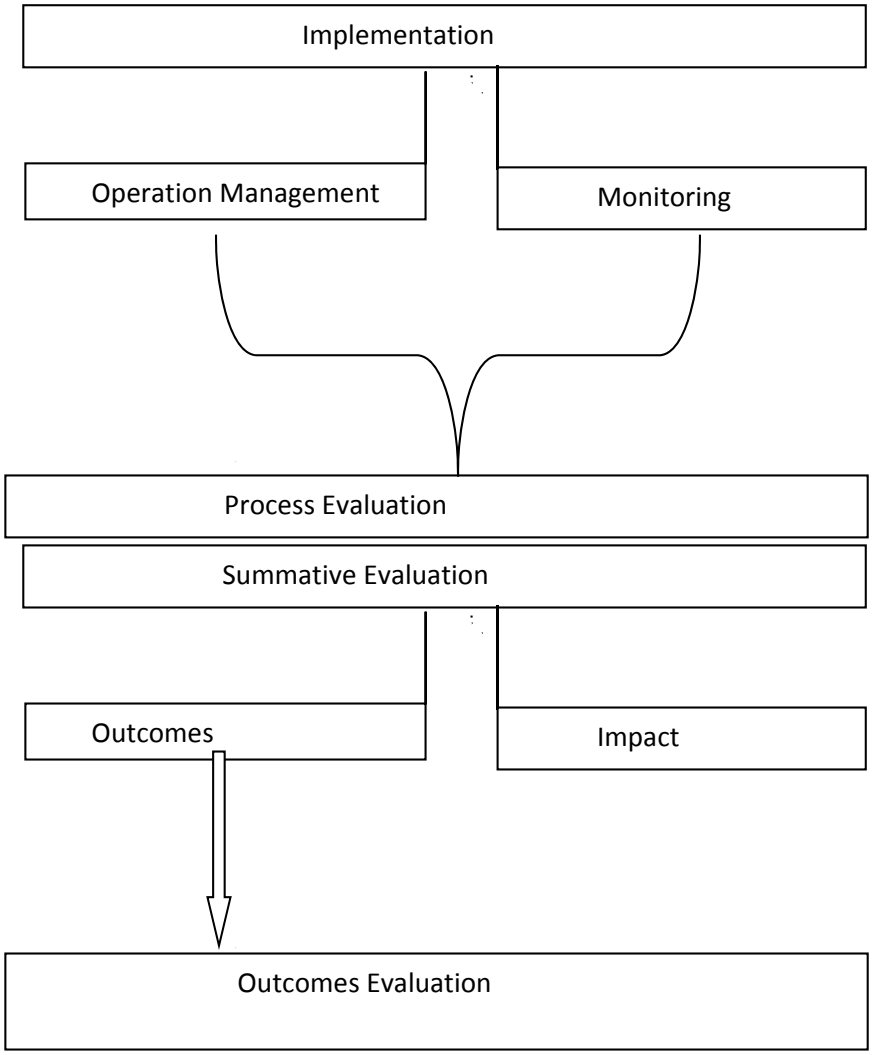
Connell and Kubisch (1998, P8) identifies 3 attributes of a good theory of change as follows:

"**It should be Plausible**. Do evidence and common sense suggest that the activities, if implemented will lead to desired outcomes?
It should be doable. Will the economic, technical, political, institutional and human resources be available to carry out the initiative?
It should be testable. Is the theory of change specific and complete enough for an evaluator to track its progress in credible and useful ways?"

Weiss (1995) and Connell and Kubisch (1998) have described theory of change as a theory describing why and how an initiative works, it links the context of the intervention to activities and outcomes. Nakrošis (2014) is of the view that theory based evaluations can be achieved by integrating theoretical approaches during the formation of the programme, when linking of the results chain of the programme and linking implementation conditions as well as programmes' desired outcomes.

Figure 5 illustrates linkages between the operation management and monitoring during the implementation of the EPWP. The operation management indicates the process followed during implementation. Process evaluation will be conducted on operational processes which lead to

outputs achieved. The assessment of activities looked into how effective, efficient and relevant has EPWP in providing skills to participants. The study assessed outcomes which is the training and skills provision of the project.



Source: Own illustrations

2.5 The results chain and results framework of EPWP E&C sector

Menon, Karl, & Wignaraja (2009) state that a results chain informs stakeholders of what is intended to be achieved, how they it will be achieved and why they intend to achieve it. The results framework has the performance measures added to the results framework, indicators, baseline, targets and assumptions. Figure 6 below provides a summary of the results chain of the EPWP phase II. The inputs include funding and the development of guidelines for the

implementation of EPWP across the sectors. Activities include the leading departments' conducting oversight on the sector whilst the implementation of the projects is undertaken by public bodies across the three spheres of government. The outputs of EPWP phase II were set at the end of phase I. The phase II targets were four times larger than phase I. The outcomes of the EPWP is have improved livelihoods of the people with enhanced ability to earn income. The Impact that EPWP seeks to achieve is the reduction of poverty.

As indicated earlier, every step of the results chain can be evaluated. Bryman (2012) concurs with Nakrošis (2014) that theory explains observed regularities and since programs are theories then the programmes' causal chain can be tested by evaluators from inputs to outcomes. Environment and culture sector EPWP phase II logframe 2010 to 2014 (2011) outlines the statement of intent for the overall environment and cultures sector for 201/11 to 2013/14 period. The logframe provide details on the agreed performance framework for the sector, the plans and outputs. Figure 6 below provides a summary of environment and culture sector, its targets and performance indicators.

Expanded Public Works Programme logical framework summary 2009/10 - 2013/14

ENVIRONMENT & CULTURE SECTOR PHASE II LOGICAL FRAMEWORK				
	Overall Sector Target	**National Target**	**Provincial Target**	**Municipal Target**
Full Time Equivalent Job	325 652 FTEs over 5	219 822 FTEs over 5 Years	94 812 FTEs over 5	11 019 FTEs over 5 Years
Work Opportunity (WO)	1 156 000 WOs over	757 566 WOs over 5 Years	374 981 WOs over 5	23 453 WOs over 5 Years
Labour Intensity (LI) Target	*See individual sphere targets*	Baseline LI - 30% (2010) to 40% (2014)	Minimum LI - 10% Target LI - 25%	Minimum LI - 10% Target LI - 25%
Number of Beneficiaries	425 433 EPWP	301 571 EPWP Beneficiaries	68 490 EPWP	55 372 EPWP
Average Days worked per	Target: 100 days	Target: 125 days by 2014	Average Target: 121	Average Target: 150 days
Beneficiary profiles	55% of beneficiaries should be women; 40% of beneficiaries should be youth; 2% of			
Training Target	*See individual sphere*	2 218 735 Training	*Not determined*	*Not determined*
Key Programme Performance Indicators *Domestic Waste*		12 000 households 3 003 900 hectares	39 219 households (1 province) 34 400 hectares (1	1 033 457 households (3 provinces) 135 hectares (1 province)

Source: EPWP phase II E&C's logframe for the period 201 to 2014

According the world bank Logframe handbook (1997). The logframe is a tool that communicates essential elements of the project cycle. It is utilised to provide the design of the project, improve and tighten the implementation monitoring and project evaluation. Beneficiaries and stakeholder views should be taken into consideration when developing the logframe. It is a useful conflict resolution tool as it outlines the relationships between users, and

providers. At a political level, the logframe assists with setting objectives and how scarce resources will be utilised. The logframe should provide a causal logic to the objectives of the project while providing a distinction between the desired impact, outputs and key activities. The logframe should provide the performance indicators, baselines, targets and assumptions. Menon, Karl, & Wignaraja (2009) explains that an evaluation draws data generated from monitoring in a form of baseline data and creates measures through indicators and targets

2.5.1 Performance indicators, baseline, targets and assumptions

Indicators are crucial in order to indicate the progress of the programme and for proper M&E to take place. If indicators are unclear, conducting M&E will be a challenge and therefore making it difficult to provide feedback on the progress of the programme and whether to take corrective measures or not (Menon, Karl, & Wignaraja, 2009). Menon, Karl, & Wignaraja (2009) explains that targets are a means of measure against the set performance and assumptions are the positive conditions in the results chain that will allow the cause-and –effect relationship to be successful. It is the assumption that if those positive changes are in place then the results will be achieved. It requires to build IF-THEN statements.

2.5.2 The EPWP E&C sector theory of change

On the basis of the information above and the key attributes identified inputs, activities, outputs, outcomes and impacts. The study has attempted to assess how efficient, effective is the process of implementing the project and how sustainable is the process of empowering the beneficiaries with skills and outcomes thereof. The theory of change addresses the "what" needs to be done to achieve the overall objectives. As indicated earlier in this study, a theory of change needs to be developed at each level of the results chain. Table 2 below is a summary of the assumptions that create a theory of change for the E&C sector phase II. IF-THEN statements are drawn in order to check efficiency, effectiveness, sustainability and outcomes of the study.

Results chain	IF…	THEN…
Impact: Reduction of unemployment	If employment is created	Then less unemployed people
Outcomes: Increased utilisation of skills	If beneficiaries have been trained accordingly	Then beneficiaries are able to find *sustainable* jobs after exiting the programme
Outputs: 2 million work opportunities created	If people have been trained	Then work opportunities will be created
Activities: Training	If conducive and enabling environment for training is made available	Then *effective* training will be conducted
Inputs: Funding of the programme	If Administrative and funding systems are in place and running	Then *efficient* utilisation of funds

Source: Own illustration

2.6 Evaluating the implementation and outcomes of EPWP E&C sector EPWP

In 2014 201 million were jobless and will increase by 3 million in 2015 and 8 million in four years to come. The (ILO) has listed South Africa as the 8th in the world with the highest Unemployment rate in 2015. Table 3 provides the list of the top ten countries with the highest unemployment rate in the world. This shows the severity of the unemployment crisis in South Africa.

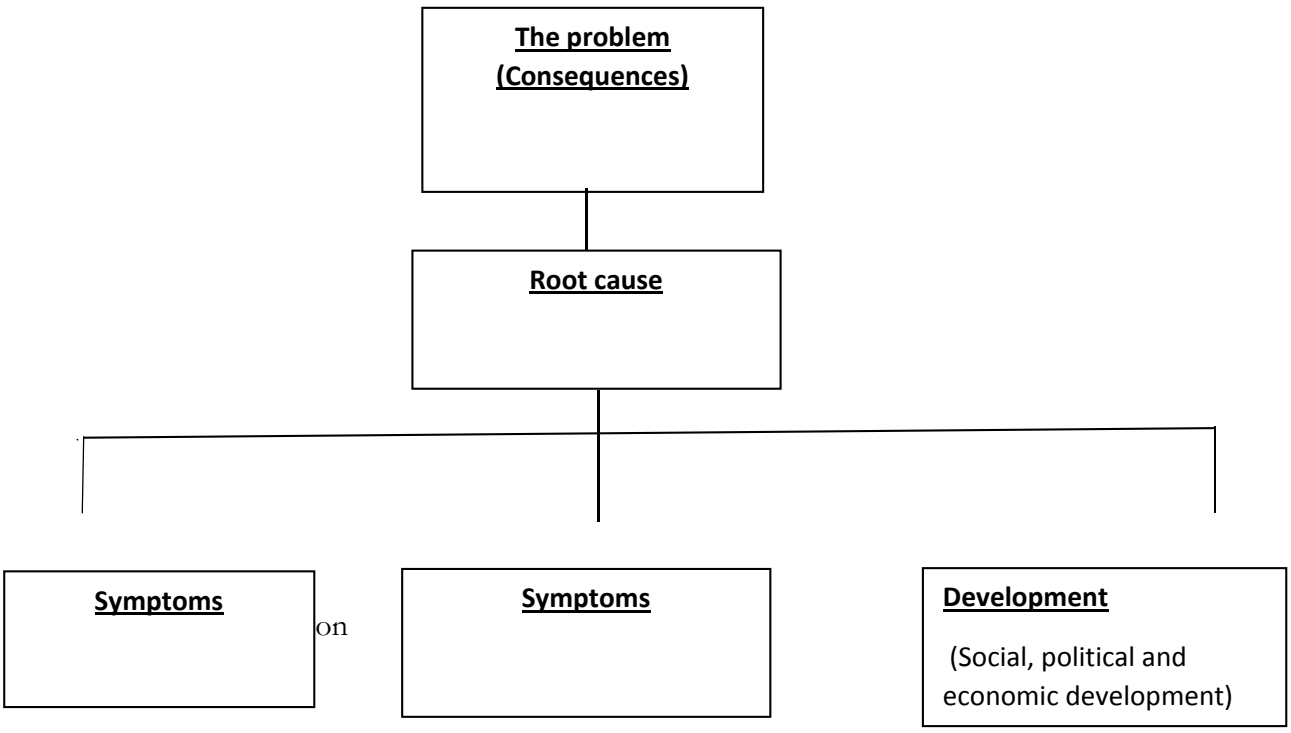
#	Country	Unemployment rate
1	Mauritania	30.9%
2	Reunion	29.4%
3	The former Yugoslav Republic of Macedonia	28.2%
4	Bosnia and Herzegovina	27.5%
5	Guadeloupe	25.8%
6	Lesotho	25.7%
7	West Bank and Gaza Strip	25.3%
8	South Africa	25.0%

9	Greece	24.6%
10	Spain	23.6%

Source: Business Tech (2015): Highest unemployment rates in the world (2015 projections)

World Employment and Social Outlook-trends 2015 provides trends and explains factors on unemployment levels. Factors identified are inequality and failing wage share Inequality hurts consumer demand and slows down economic growth. The more the unemployed people are, the lower the wage share (BusinessTech, 2015). People are poor because they are not employed and lack labour income, they are not experiencing economic freedoms (Gang, 1994 & Sen 2001)

Figure 7 illustrates the problem tree. The EPWP intervention is meant to be addressing the root cause by providing temporary employment to the citizens of the country. Through the provision of skills, the intervention should also be addressing the issue of unemployment; people will be acquiring the necessary skills on the programmes to be rendered employable after the programme. The economic growth will increase, as people will be economically empowered. Provision of employment answers developmental issues that impacts on the social, economic as well as the political spheres of society.



Aliber (2003) conducted a study on changes in households' fortune. The study links to the problem identified, unemployment. The findings of the study indicated that households were classified poor when monthly expenditure per adult was less than R237. The study was limited to the classification of poor based on monetary value, monthly income per adult. However, other basic needs such as the provision of education, access to health and public facilities are required. Unemployment is a developmental issue and other aspects of development should be addressed. As indicated earlier, unemployment as a developmental issue falls in the economic, political and social development components. Menon, Karl, & Wignaraja (2009) explains that assumptions are the positive conditions in the results chain that will allow the cause-and –effect relationship to be successful. It requires to build IF-THEN statements. Menon, Karl, & Wignaraja (2009) explains that assumptions are the positive conditions in the results chain that will allow the cause-and – effect relationship to be successful. It is the assumption that if those positive changes are in place then the results will be achieved. It requires to build IF-THEN statements.

Sen (2001) agrees that social development delivers access to freedom and rights through the removal of poverty, systematic economic social deprivation and repressive state. This can be achieved through the provision of education, access to health and public facilities. Sen (2001) highlighted that economic security is one dimension of economic development. Rescher (1972) shares the same view that Welfare is concerned with the wellbeing and standard of living of humans, it is multifaceted broadly looking at consumptions level and access basic services. The welfare of a person includes components such as physical welfare referring to health of the citizens, material welfare that indicates prosperity of the citizens and psychological welfare that shows emotional well-being of the citizens. Diagnostic report (2011) outlined nine primary challenges and amongst them is that too few people work, infrastructure is poorly located and that South Africa is a divided society. Leading this to the NDP having a social protection and community safety thematic area.

Rescher (1972) posits that it takes more than consumption level to have a good standard of living of the people, emotional and psychological welfare of the people need to be considered. The study is linked to the unemployment attribute. The study conducted on payments of ecosystem services provided skills on clearing invasive alien plants on the Working for Water programme. Turpie, Marais and Blignaut (2008) denotes that the data collection methods utilised in the study were used in Germany and Titisee. Though the two countries are utilised in the study are developing and developed countries, the methods cannot be generalised on all

developing and developed countries. Country context is vital to consider, the MDGs were applicable to different countries but methods utilised differed country by country. Therefore, this study data collection process will be contextualised within Mabopane and what the study aims to assess, the effectiveness, efficiency, sustainability and outcomes of the study. Primary data will be collected through the semi-structured interviews and the secondary data will be from the implementation plans and performance reports

The theory of change has assisted to interpret the findings of the study. A hypothesis drawn on each step of the results chain provided a causal link throughout the chain. The Environment and Culture logframe phase 2 (2010) explains that the EPWP was not designed to serve as a policy instrument addressing the unemployment structural nature but as a government strategy to provide training as well. The Environment and Culture logframe phase 2 (2010, P9) outlines the intensions of EPWP as the following:

- "Provide an important avenue for labour44 absorption and income transfers to poor households in the short to medium-term
- Provide EPWP employment to those who need it for as long as such a temporary safety net is required
- Provide participants with a modicum of training to enhance their skills and future earning potential
- Be regarded as an important means of providing exposure to the world of work in a context where a very high proportion of the unemployed have never worked."

Assumptions are drawn on the intentions of EPWP. In conducting the process evaluation of phase II, the assumptions drawn on the inputs and activities that led to outputs achieved have been vital in understanding the outcomes of the intervention. The Environment and Culture logframe phase 2 (2010) outlines that the design of EPWP phase II has taken into account the phase I findings. The assumption in this inputs section of the results chain is that providing financial rewards to public bodies will increase job creation. Training as part of the activities need to be sector specific and training be provided when necessary. The assumption is that if training resources are utilised effectively, then there will be an increased impact training. The management and oversight activities are based on service delivery and job creation expertise. An assumption is drawn that the public bodies implementing the programmes have the technical capacity and expertise to implement the programmes in a short period. At output level, the phase

II targets have been increased significantly. With targets more than doubled assumptions are drawn that there will be significant budget increases on programmes, an increased labour intensity without increasing labour costs and that there will be an introduction of a new sector. A new sector has been introduced in the phase II, Non-state sector, which will provide capacity outside the state entities such as Non-Governmental Organisations (NGOs) and Community Based Organisations (CBOs). When all the inputs and activities are conducted there is an assumption that outputs will be achieved thereby leading to the creating and improving the livelihoods of the people through job creation, outcome level.

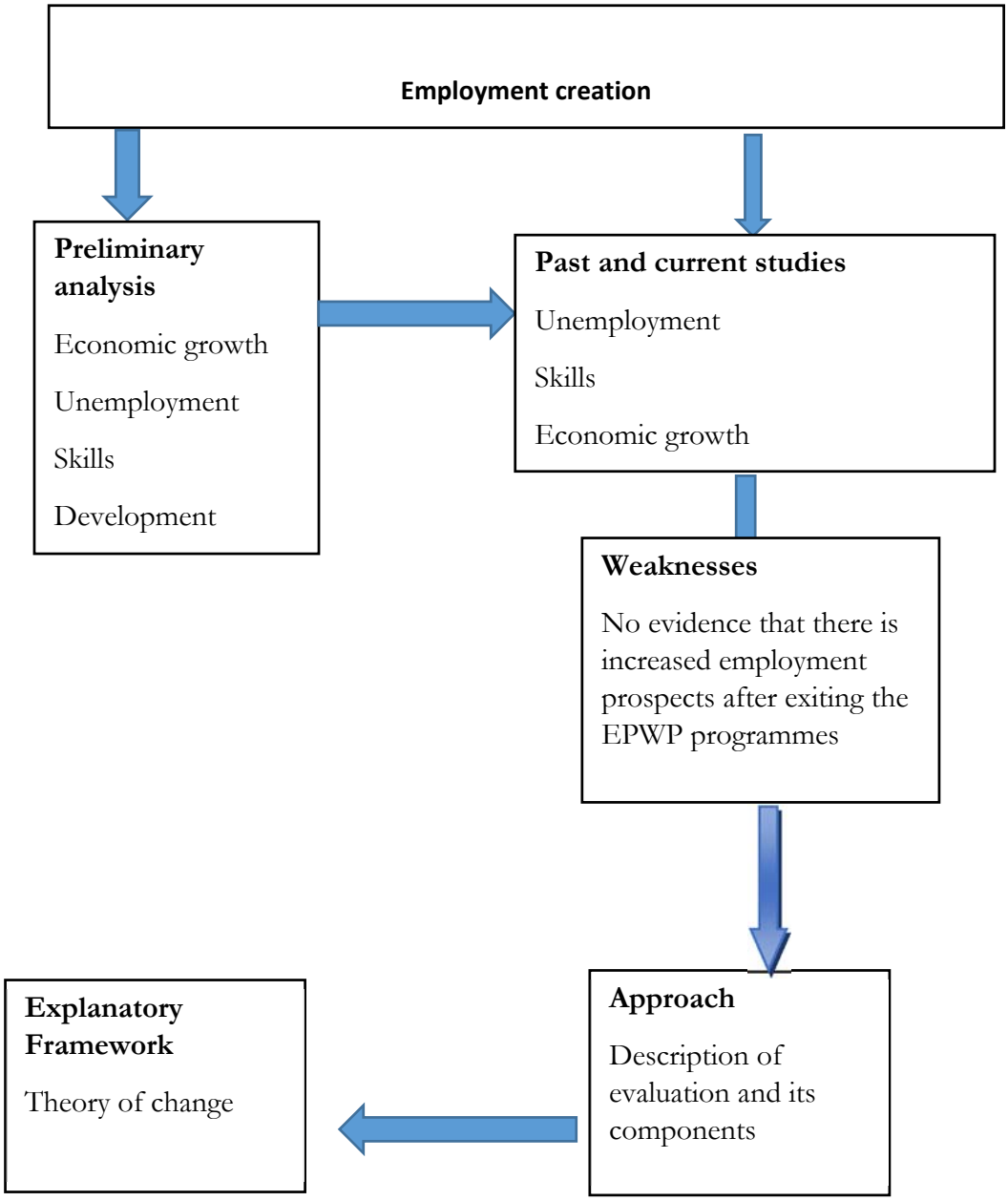
The process evaluation has been conducted on the management of DEA who provided monitoring data of the programme; this formed a backdrop in answering the 'what' has been achieved question. Process evaluation was also conducted on current participants and implementers of the programme, the implementer provided valid information regarding the running of project as a project manager. Outcomes evaluation was conducted on participants of the programme who provided their perceptions, whether the skills and training provided in the project has contributed to their employability. The Environment and Culture logframe phase 2 (2010) outlines the beneficiary profile and indicates that it should focus on the unemployed, women, persons with disabilities and youth. 40% of the beneficiaries should the youth, 55% being women and 2% people with disabilities. This formed part of the processes that should have been followed therefore requiring process evaluation. The EPWP logframe indicates that the programmes' geographical location is based on targeting rural areas, poor and marginalised people living under poverty and employing local labour. Mabopane Township has been based on the 79% unemployment rate (Lindeque & Cloete, 2005). Factors such as the utilisation of the local labour have been evaluated quarterly reports have provided data on the project wage and expenditure. The Environment and Culture logframe phase 2 (2010) is specific that all programmes should include a training component to develop skills and to enhance potential to be employable after exiting the programme. Aspects of economic growth such as the expansion of programmes and improving training have also been evaluated.

The environment and culture sector The Environment and Culture logframe phase 2 (2010) noted key issues and limitations as funding constraints, monitoring and reporting challenges, capacity challenges and labour intensity. Given that the phase II target has been doubled, if funds are not sufficiently increased, the programmes' growth be constrained. The content, timelines, form and system of reporting should be agreed upon so that sectors do not experience any burden of reporting and to avoid discrepancies in performance reporting. It has come to light that public entities may not understand principles of the EPWP labour intensive design and

thus require technical support. The assumption that public bodies understand that they do not just report on work that is being created but on they actually design their labour intensive with the aim of creating maximum work opportunities may not be as clear to public bodies. Projects Proper data management protocol should be developed to validate and verify on numbers reported on so there is correspond to performance reports. Necessary capacity with the required expertise should be in place for the implementation of projects. More implementation focus should be put at local level where more employment opportunities could be created.

Figure 8 provides a summary of the research problem. The preliminary attributes of the study were identified as unemployment, skills, economic development and development. The literature in section 2.3 of the study led the study to past and current studies that showed that the attributes of the problem are unemployment, skills and economic growth. Development was not pursued as an attribute given the fact that strategies of contemporary international discourses all have unemployment as a developmental issue. Job creation is a societal concern and intervention such as the EPWP are meant to address it (Sen, 2001). Xu (2013) regards political development as a public participation process empowering citizens to influence decision and policy making. Sen (2001) highlighted that economic security is one dimension that should be covered under economic development.

The weakness of the attributes identified were that there are other facts except monetary gain that are essential whilst Roberts (2001), May, Carter, Haddad and Maluccio (1999) and Carter and May (2001) measure unemployment on monetary basis, Rescher (1972) is of the opinion that other basic needs such as health and good standard of living are of essence. Another weakness identified by McCord (2004) and Parnell, Douglas and Boulle (2005) was that there is no evidence that there is increased employment prospects after exiting the EPWP programmes. The approach utilised to explain the problem was through describing evaluation and its components. The explanatory framework utilised in the study was the theory of change and outlining the results chain and the logical framework. Ferguson-Brown (1995) has identified three lessons South Africa can learn in implementing social development. Firstly, development work cannot be a hurried job, development workers should be provided training and lastly a top-down approach is not ideal when self-help development is taking place. The coordination of service delivery is key and trained development workers should be placed across the country not just in cities but rural areas as well


Employment creation
Preliminary analysis
Economic growth
Unemployment
Skills
Development
Past and current studies
Unemployment
Skills
Economic growth
Weaknesses
No evidence that there is increased employment prospects after exiting the EPWP programmes
Approach
Description of evaluation and its components
Explanatory Framework
Theory of change

3 RESEARCH METHODOLOGY

3.1 Research strategy

In this study, qualitative research strategy was adopted. According to Bryman (2012), qualitative research strategy is inductive and generates a theory. Wagner, Kawulich and Garner (2012) describe qualitative research as prescriptive and depending on the in depth and intensity of the qualitative studies, the sample size is normally small. The context of data collected is rich and deep. Qualitative research strategy allowed me to probe participants' experiences, fulfilment, sense of dignity and self-worth as described by (Antonopoulos, 2009). This provided me in-depth narrative analysis, stories the participants narrated during their interviews. In-depth interviews were held with the EPWP E&C sector management, the implementing agent, the cooperatives and beneficiaries of the project. Qualitative study allows for deeper understanding and provides a picture about the extent the findings might be generalised to the entire population (Wagner, Kawulich and Garner, 2012).

McCord (2004) applied a qualitative research strategy in conducting the poverty reduction and labour market impact of two Public Works Programmes in South Africa. The aim of the study was to examine the characteristics of participants in the PWP in order to determine the socio economic indicators, population and the targeting of PWP employment. Using the difference-in-difference out methods would have been ideal for the study using pre-programme characteristics of similar control households; however, it was not possible, as the characteristics of the particular participants were not known. Therefore, in order to conduct the study, characteristics of the participants was of importance. The insightful information arising from the focus groups gave an understanding of data and further analysis of data required in order to uncover inconsistencies with economic rationality such as selection of PWP lower paid employment.

3.2 Research design

A cross-sectional research design has been used for this study. An observation in relation to the study was made at a single point in time. The study generated a large body of data from semi-structured interviews. The perceptions, believes and attitudes of participants of the Winterveldt food gardening and capacity building project have been assessed at a single point in time. The study has time limitations, I will be submitting the study's final report in submitted in June 2016 therefore the cross sectional design has been time efficient

According to Wagner, Kawulich and Garner (2012), research design provides information on how the research is going to be conducted. Bryman (2012) also supports the notion that the research design is a framework of the data collection and analysis. It expresses a causal link between variables, attempts to understand behaviour and meaning thereof in the social context and generalising the investigation to a larger group.

3.3 Research procedure and methods

3.3.1 Data collection instrument and storage

Semi structured interviews were conducted with an interview schedule as a guiding tool for basic questions. An interview is a two-way conversation with a purpose of interacting with the participant, asking questions in order to collect data on their ideas, beliefs, ideas, experiences behaviours and opinions (Wagner, Kawulich & Garner, 2012).

The data of the study was gathered in a logical manner using a semi-structured interview schedule as a guiding tool but allowing to prober further questions. Part A of the questionnaire posed closed questions, which addresses demographics such a gender, age rank and education levels. Part B, C and D poses open-ended questions allowing respondents to provide detailed responses. The respondents were selected according to their knowledge of the EPWP or project. The DEA management was selected according to their insight on national policies pertaining to EPWP and the rest of the respondents participated in the project and therefore have project insight. I am a former employee of DEA and I made request to gain entry to the department so I can interview my participants. The interviews lasted for a maximum of one hour and thirty minutes.

The primary data collected in the study was through interviews of the participants. The secondary data has been was gathered from the E&C sector plans, legislative guiding documents such as the code of good practice, reports and coordination frameworks.

- The national Environment and Culture sector plans and code of good practice
  The documents provided basis for evaluating the achievements of the sector against the phase II set targets. The project for this study is reported under the sub-programme comprehensive agricultural support programme. Key indicators and outputs that the project contributes towards have been outlined on the plan.

- The Environment and Culture coordination framework
  The document provides guidance on the sector institutional arrangements and understanding of the standardisation of provincial and national departments' coordination mechanism
- The Project Advisory Committee report (PAC), the Project Planning Report (PPR) and the business plan
  The PAC report provided the backdrop against which the intended objectives of the project as outlined on the business plan were measured against. It provided achievements and non-achievements of the project. The PPR report provided detailed utilisation of the funds of the project.

The researcher emailed the respondents to request appointments and followed up with phone calls to confirm the set appointments. Once appointments were set and confirmed, the researcher met the respondents with a book to make notes, read through the consent form, gave them the ethics form and informed the participants of their rights to withdraw at any given time of the interview. The respondents were informed of the duration of the interview. During the interviews, the information from the respondents (data) was handwritten. These were important points made by the participants. The researcher transcribed from the notes and wrote the notes in full sentences on my computer. The data has been stored safely in a password protected computer. The respondents have be assured that the information they provided during interviews has been kept safe. The researcher stored the hard copies of the handwritten data in a safe with a password and soft copies in a pass worded computer. Data is the backbone of the research, without the data there won't be any information to analyse and therefore it has be safe guarded.

3.3.2 Target population and selection

According to Bryman (2011) sampling strategies, there are two types of sampling techniques, probability sampling and non-probability sampling. Probability sampling being ideal for quantitative studies as it focuses on applied mathematics for accurate representation whilst non-probability technique provides a fair representation and ideal for qualitative studies. The selection criteria used in the study has the same properties as the non-probability sampling technique. A non-probability sampling is made up of convenience, snowball and Quota purposive sampling (Wagner, Kawulich and Garner, 2012). Participants for this study have been purposefully selected based on convenience.

The target population of the study is all the participants of the EPWP intervention. The researcher has purposively selected 14 people out of the target population to be interviewed. The senior officials interviewed have been working on EPWP ever since the beginning of phase. The one participant interviewed is the EPWP E&C coordination and reporting Director. The Director is responsible for reporting on the FTEs and work opportunities created in the sector to DPW. The other two officials interviewed are Deputy Directors. The guideline of the code of good practice for employment and conditions of work for special Public Works Programme (2009) who are responsible for coordinating EPWP activates across all 9 provinces for the E&C sector. The officials provided successes and failures of the sector's EPWP and the processes followed during the implementation of phase II. One comprehensive agricultural support programme implementer in the Mabopane (Slovo) district has been interviewed to gain understanding of implementation process and recruitment strategies utilised. The three coops members interviewed provided insight on the formation of the coops and its mandate. The seven EPWP beneficiaries interviewed provided their perception of EPWP and their take on the benefits of EPWP as participants and beneficiaries.

After getting an approval to interview the DEA management, a former colleague assisted the researcher with the contact details of the implementing agent of the Winterveldt food gardening and capacity building project. The implementing agent provided the researcher with a list of all the beneficiaries of the project. The researcher selected ten beneficiaries including the cooperatives to interview. Below is a summary of the four categories interviewed.

- Three DEA management staff were interviewed to gain insight into the policy and implementation of EPWP E&C sector. The participants have been involved in EPWP from phase I and therefore provided a rich description of the successes and failures of EPWP. This set of data was gathered through interviews at the DEA head office between the 23 and 24 February 2016.
- The researcher interviewed the implementing agent of the project, from PR Tsapa Company on 29 February 2016. The implementing agent got a tender to be a project manager of the project and was supposed to report implementation progress of the project to DEA. The implementing agent gave valuable insight on the implementation processes and objectives of the project.

- Three Mosekimang cooperative members gave background information on the formation of the cooperative and the initiation of the project. The members were interviewed on 02 and 03 March 2016.
- The final data set was gathered through interviewing the seven beneficiaries who participated on the Winterveldt food gardening and capacity building project. The interviews took place on 02 March 2016 in their respective homes. The beneficiaries informed me of their experiences in participating in the EPWP project.

3.3.3 Ethical considerations when collecting data

The researcher should consider and be mindful of ethical issues. Christians (2005) as outlined in Wagner, Kawulich and Garner (2012) denotes that codes of ethics should be followed, get an informed consent of the participant, maintain privacy and confidentiality of the participant, be accurate and avoid deception. The participants should agree to partake in the study without feeling forced and they are fully of the purpose of the study, the methods and duration of the study. (Bryman, 2012) concur and clearly states that researchers should manipulate the behaviours and feelings of participants. Participants should not be put in physical danger or embarrassing situations. Babbie (2014) agrees with the two authors and highlights that no harm should be put on participants, informed consent should be gained from participants.

In this study, the researcher declared who she was and provided her full names, the purpose of the study and reasons she is taking interest. The researcher informed participants that the study belongs to the University of Witwatersrand. The researcher did not raise the participants' expectations, made it clear that the study is for academic purposes not about providing solutions to their existing problems. The researcher provided participants with information on their rights to withdraw from participating in the study and assured them that their confidentiality and privacy will be maintained at all times. Participants were also assured that they will not be put in any physical, emotional or developmental harm during the research. All beneficiaries were Setswana speaking. In ensuring that the beneficiaries understand and are clear of the questions, the researcher translated the questions and switched in between English and Setswana. The researcher read out the questions in English then translated the same questions in Setswana. There were no language barriers as the researcher am also Setswana speaking. Permission was sought and participants made aware of the notes taken during the interviews. The researcher obtained consent from the university to interview participants and the University ethics forms were completed and approved. The researcher handed all participants interviewed a participant

information sheet which stated who she was, the purpose of the study and all ethical considerations the researcher will adhere to.

3.3.4 Data processing and analysis

As indicated earlier, the research is a qualitative study. Thematic analysis was utilised to the response to analyse the data from the interviews. The first step the researcher undertook was the data collection and taking notes of the interview sessions. The researcher transcribed the conversations to pick up common ideas and paraphrasing that I translated into a list of patterns of experiences. Aronson (1992) has indicated that a list of attitudes can also be drawn from the common ideas. Spradley (1979) has indicated in Aronson (1994) that data collection comes first before transcription of the data.

The next step the researcher took was to identify data relating to the classified patterns. The researcher placed all the interview conversations under corresponding patterns and combined the patterns into themes. Themes are conversation topics that are derived from patterns (Taylor & Bogdan, 1989). The researcher mapped out my themes according to individual responses according to the four categories, the DEA management, implementing agents, the cooperatives and the beneficiaries of the project. The researcher did not view the themes alone and therefore fragmentation took place. When patterns emerged, the researcher asked respondents for feedback on the transcribed conversation, this allowed the researcher to verify the themes identified. The feedback formed part of the theme analysis. The researcher backed up choices of themes with literature. The themes that came out from the interviews were the same as the attributes of the study from the literature conducted in Chapter two of the study. The themes built a storyline and basis for my discussion for study. A conventional content analysis was utilised, coding. The coding was done from the direct text. Hsieh & Shannon (2005) is of the opinion that content analysis is a naturalistic paradigm that is utilised to interpret meaning from context of the text data. A distinction is made between three approaches to qualitative content analysis, conventional, directed and summative content analysis. Coding in directed content analysis is developed from research findings whilst a summative content analysis compares and counts keywords and thereafter interpret the underlying context. The researcher used the analytic induction as a strategy to analysis the data. This strategy allowed the researcher to gain repetitive interplay during data collection and analysis.

3.4 Research reliability and validity measures

The reliability of the study cannot be achieved. Unlike in a quantitative study whereby the study is nomothetic, qualitative study relies on the rich description than accurate numeric description making it less reliable. Babbie (2014) points out that reliability is the quality of a measurement method and results would have been yielded each time in repeated observation for the same phenomenon. Key (1997) concurs with Babbie that reliability speaks to how the instrument measures the construct in the same way under the same conditions. Wagner, Kawulich & Garner (2012) is of the opinion that validity refers to the extent the research can be considered accurate and generalisable. While Babbie (2014) and Gravetter & Forzano, (2006) concur validity is a measure that accurately reflects real meaning of what is intended to be measured. Validity asks if the researcher is measuring what he or he intends to measure. In trying to make measurements that are appropriate to what is being measured. Four types of validity were highlighted, face validity, criterion-related, construct and content validity. Face validity speaks to the quality of the indicator making it reasonable to measure.

In the case of EPWP, researchers may not agree whether counting the number of job opportunities adequately measures the success of the programmes however, we would agree that providing temporary employment to the unemployed provides poverty relief. This relates to the criterion-related validity. The criterion-related validity refers to the degree to which the measure relates to other external criterion whilst the construct validity is based on the logical relationships among variables. Babbie (2014) is of the opinion that the content validity shows the extent the measure covers meanings in a concept whilst Brudenell (2007) in Wagner, Kawulich, & Garner (2012) are of the opinion that experts in the field should be employed to examine the measure in order to assess content validity or conduct a literature review on the construct . EPWP to an extent covers employment, skills and experience provision within their programmes. Internal validity refers to conditions that are present in the participants or environment whilst the study is in progress. Factors such as differential selection of participants, history that has an influence, maturation that is caused by the intervention applied over a long period of time and participants undergoing physiological changes.

In this study, the validity has been achieved. The study is rich in meaning making it more valid a Maxfield & Babbie (2014) points out that the issue with reliability is subjectivity, we cannot guard against the subjectivity of the observer especially when the observer is the only source of data. The interviewers get different answers from respondents because of their own attitudes and

demeanours. Measures should be valid and reliable however that is not always the case as validity and reliability clashes.

3.5 Research limitations

The time allocated to complete the study poses a limitation on the study. The researcher is not working for the environment and culture sector coordinating department, the Department of Environmental Affairs (DEA). Information required from respondents will not be easy to access, and that poses a limitation. In this research, cross-sectional research design was implored. The design seeks to observe in relation to the study at a single point in time, which is a limitation. As highlighted in Wagner, Kawulich & Garner (2012) generalising the results of the study is the extent of concluding what works in one particular setting or group works for the next. Due to its study design and the study purpose, the results of this research cannot be generalised. Instead, they directly inform one particular aspect of the EPWP in one particular community. Qualitative studies cannot assume or measure the change brought by the intervention. The researcher is a former employee of DEA and the contact details of the implementing agent of the project was given to the researcher. This poses a limitation, the implementing agent may provide a positive outlook of the project instead of providing a true reflection because of my links to the department.

4 PRESENTATION OF FINDINGS

4.1 Introduction

This chapter presents the results from the interviews held with participants. Interviews were conducted using a questionnaire. During the interviews, the researcher took notes of all important aspects. The researcher viewed the notes, fragmented the data into codes and themes. The approach utilised to categorise and sort out the data has been through thematic analysis. The emerging findings from the interviews were utilised to create themes for the study. The in-depth interviews were held with the 14 respondents, PR Tsapa project implementer, three Mosekimang primary agricultural cooperative, three DEA management and seven beneficiaries.

The name of the project is the Winterveldt food gardening and capacity building project. The project took place in Slovo, a township sometimes referred to as Winterveldt, which falls under Mabopane. As indicated in Chapter 2, Lindeque & Cloete (2005) have pointed that the socio economic profile of Mabopane community members earn less than R2000 per month and their general level of education is not higher than grade 12. Unemployment is high and the Winterveldt food gardening and capacity building project was introduced to provide temporary unemployment to the community. The project constituted of an implementing agent from PR Tsapa Company which was hired by DEA and the Mosekimang primary agricultural cooperative (coop). The coop was founded in 2010 with 14 members as founding members. In 2014 when the Winterveldt food gardening and capacity building project began there were only five coop members. The project was funded for 1.2 million under the comprehensive agricultural support programme. The project started in January 2014 with the completion date set for 31 August 2014. The project lasted until May 2014.

The analysis of the data was shaped according to the research questions posed to the participants. Themes emerged from the research questions. The presentation of the findings has been based on the themes that emerged from the study. The Initial set of questions had to be revised. The initial research questionnaire had only 2 sections, part A captured demographic information of the participants and was applicable to all interviewees. Part B of the questionnaire captured questions posed to the DEA management and the implementer. Part C was added to pose questions to the coops of the project whilst part D was added to pose questions to the beneficiaries of the project. The revisions were made after it emerged that there were 2 types of

beneficiaries in the project, coops and non-coop beneficiaries. The primary data was therefore categorised into four sets with each independent set of questions.

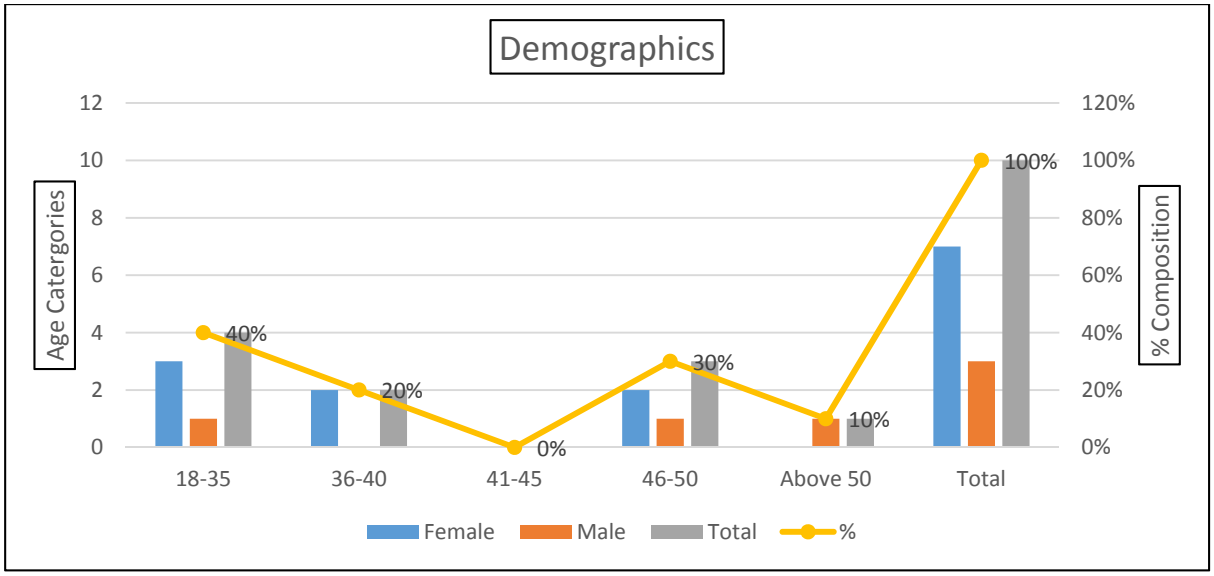
The presentation of findings has been based on the following sections:

- Demographics themes
- Themes emerging from DEA management
- Themes emerging from the implementer's interview
- Themes emerging from the cooperative
- Themes emerging from ordinary beneficiaries

4.2 Themes emerging from demographics of the participants of the study

The total number of beneficiaries interviewed was ten, seven were females and three were males. It was their first time participating in an EPWP project. There was one female implementing agent from PR Tsapa projects.

This sub section presents the findings from the beneficiaries of the study with the exclusion of the DEA management and the implementing agent. The demographic section seeks to indicate the age and gender of the people who benefited and took part in the project, the DEA management did not partake in the project itself therefore they are not beneficiaries of the project but participants of my study. The age profile begins at 18 years, no one was below the ages of 18. The gender and age sample distribution indicated that female participants made up 70% from the sampled size and majority came from the 18-34 age group. Male participants made up 30% of the sampled size. The age and gender category of beneficiaries has been summarised in figure 9 below.



Source: Own illustrations

The education distribution includes the DEA management and the implementing agent. The education level of DEA staff is of importance to note as it provides a link between their management level and their qualifications. Two of the DEA staff hold honours degrees whilst the implementing agent and one DEA interviewed staff member hold an undergraduate degree. The education distribution indicates that more female participants are in possession of matric certificates as highest qualification whilst more male participants are in possession of degrees/diplomas. The distribution will provide the study with an analysis of the required skills according to the level of education the beneficiary holds. The highest level of education sample distribution has been summarised on table 4 below.

Gender	Highest level of education					
	None	Grade 1-9	Grade 10-11	Matric	Degree-Diploma	Hons, Masters, PHD
Female	0	1	1	4	0	0
Male	0	0	1	1	2	0
Total	0	1	2	5	2	0

Source: Own illustrations

4.3 Themes emerging from interviews with DEA management

The DEA staff interviewed are on management level and between the ages of 35-40 and 41-45. Two males were interviewed and one female. This sub-section presents findings from interviews held with DEA management who are responsible for E&C sector coordination and reporting. DEA as the sector's lead department, has a responsibility of coordinating and reporting on the work opportunities and FTEs created in the sector. It was therefore critical to get perspective from the lead department on issues pertaining to national EPWP policies relating to the creation of temporary employment and skills provision. The themes that emerged from the DEA management interviews include budget allocations, institutional arrangements, management and reporting, unemployment and skills

4.2.1 Budget Allocations

Respondents were of the view that the performance based budgeting cannot be achieved. The respondents indicated that EPWP funds for the next phase cannot be set based on the current EPWP phase performance as the funding of EPWP is dependent on the National Treasury (NT) and NT takes mandate from the cabinet. Respondents pointed out that there has been recent competing challenges that are also of national priority such as the fees must fall campaign and draught. The respondents are therefore of the view that such national priorities affect the budget and funding of EPWP. The discussion led the researcher to the discussion of the sub theme, reprioritising of budgets. The respondents informed the study that NT revises budgets in September of every new financial year and a 1% budget cut has been proposed and tabled due to reprioritising of funds. They further indicated that the budget cuts affect EPWP projects' funding as well as employment creation, the lesser the funds allocated for EPWP the lesser the projects created which means less jobs will be created. The budget cuts are currently affecting training in the projects and it is not happening as planned due to a shift in focus and reprioritising. They further indicated that Municipalities' budgets are reviewed and reprioritised annually unlike national Departments that have a 5-year budget for the projects in their respective sector. Budget cuts may affect DEA but municipalities might not even get funding for the projects due to reprioritising.

4.2.2 Institutional arrangements

When the respondents were asked about the effectiveness of the implementation of EPWP in the sector, they outlined two sub themes, programme and policy implementation. At policy level, the respondents are of the view that institutions do not emphasise the achievement of EPWP targets. Provincial policy guidelines are not being followed. The respondents indicated that stakeholders are consulted prior to the new phase being implemented and are encouraged to deliberate on the discussion documents however; they do not provide any feedback and comments. In the middle of the phase, the stakeholders would point out misalignment of the plans and targets. The misalignments are being raised later when the Memorandum of Understanding (MOU) with the relevant Head of Departments (HOD) and Director Generals (DG) has been signed off. The process followed as indicated by respondents is that the DG of DEA signs letters that would be sent to DGs of departments and provincial HODs of the sector. The letters explain the objectives of the next phase, targets and outputs. The respondents highlighted the challenge of stakeholders not taking time to deliberate and provide comments prior to the signing off, it makes it difficult when comments and issues of alignment are raised later in the phase as they cannot be rectified.

In terms of the sub-theme programme implementation, the participants indicated that there are no proper institutional arrangements in place. EPWP has institutional arrangement guidelines but provincial departments and municipalities do not use the guidelines to define their roles. The roles of the regions are not clearly defined, whether they play an oversight role or they are the project implementers. There is lack of top management support of EPWP at provincial and municipal level. Respondents indicated that there are a lot of duplicated crosscutting functions and too many coordinators within EPWP due to undefined roles. There are regional coordinators from the lead department, regional coordinators from DPW as the national coordinating department and the municipal regional coordinators, they all providing support to the provincial coordinator. The respondents informed the study that there are no distinction of roles. Respondents also indicated that messages and information get distorted. The same coordination role played by DEA is also played by DPW. Respondents are of the view that DPW should be playing the coordinating role of the whole EPWP not of the sectors, DEA as a lead department of the sector should be coordinating for the sector.

The respondents indicated that the implementation of the sector programmes is conducted in two separate Chief Directorates (CD), the National Resources Management CD (NRM) and

Environmental Protection and Infrastructure Programmes (EPIP). The respondents indicated that they are in a different CD, the Information Management and Sector Coordination CD (IM&SC) and they are only responsible for EPWP reporting. The three CDs fall within the same branch, Environmental Programme (EP). The challenge raised is that the CDs work in silos. It becomes challenging for IM&SC to report on programme implementation challenges faced in the sector when the reporting CD does not work closely with the implementing CD. The participants highlighted that the increased monitoring of projects has contributed towards the recorded achievements of the sector.

4.2.3 Management and reporting

The respondents stated that there are capacity issues in terms of reporting of EPWP across all sectors. More officials should be appointed dedicated solely to EPWP reporting. The respondents indicated that there are currently no clear plans set to address the incapacity issues on EPWP reporting. Institutional reporting arrangements at provincial and municipal level are still lacking behind. National departments have proper reporting structures; a Directorate dedicated to EPWP with a Director responsible for the projects data and reporting DPW as the coordinating department. Respondents emphasised reporting system challenges. The phase I system did not require any supporting documents such as Identity Document (ID) copies or proof of address. A new system was introduced halfway into phase II which required IDs and proof of residence for all beneficiaries. This meant that all beneficiaries needed to be re-captured on the system and that created a backlog in terms of reporting the FTEs and work opportunities to DPW. Respondents indicated that implementing bodies were not complying with the new reporting system, making it difficult for the lead department to report to DPW. Reports sent to the DEA were not of the same format as the national reporting system.

According to the respondent, amongst other reasons the coordination and reporting of EPWP has not been effective is due to EPWP champions across departments working in silos therefore affecting coordination at provincial and municipal level. The respondents are of the view that there is a need to convene EPWP champions under one roof and outline the standard processes and procedure of reporting. The respondents also think the same process should be followed in order to reinforce buy-in from top management and political champions.

4.2.4 Employment and Skills

During the implementation of the projects, participants are supposed to be provided with skills training and work experience in order to earn income after exiting the projects. Respondents were asked if the E&C sector is contributing meaningfully towards skills provision and reducing unemployment. The respondents were of the view that the sector is contributing meaningfully to the reduction of unemployment in the context of temporary employment. However concerning skills provision, the respondents are of the view that the sector is not progressing as it had anticipated. Unlike other job creation strategies, the respondents are of the view that EPWP does not require any form of experience prior participating in the programme. The recruitment process is less complicated. EPWP targets people with no source of income, the incentives provided to participants assists them to provide for their basic needs. It is a temporary solution to the problem.

The respondents mentioned that the E&C sector is not doing well in terms of providing training and skills to the participants as compared to other sectors. The respondents pointed out that the Department of Tourism is on track concerning the Social Responsibility implementation (SRI) training. It has collaborated with Garden Court hotel to train Chefs and once the beneficiaries have completed their training they are placed in a real work environment. The participants are of the view that the E&C sector should promote public private partnerships in order to train and place participants. Training has not been effective due to the duration of the projects. Training is normally conducted on projects that are scheduled to last for a year but on projects taking place between 3-6 months, the feasibility of the training place are very slim. The participants are of the opinion that the E&C sector has not been prioritising training. They also felt that the sector's training strategy has not been aligned to the financial year's priorities.

As outlined in the EPWP sector plans, the participants indicated that at project level, every project irrespective of its duration should set aside 2% of its budget to training to address skills shortage in the sector. The respondents are of the view that funding of the projects should be linked to the compliance of the strategy. Furthermore, the respondents are of the view that training provided are not linked to the exit strategy. The training provided are not linked to the current market needs of the economy, therefore trained participants are not absorbed by the economy. The respondents hold a strong view that in order for the beneficiaries to be employable after exiting the EPWP projects, a skills audit should be conducted to identify the skills gap in the market.

4.3 Themes emerging from the implementing agent's interview

This sub-section presents findings from interviews held with the implementing agent of the Winterveldt food gardening and capacity building project. The implementing agent provided valuable insight regarding the implementation of the project. The implementing agent, PR Tsapa trading, was the intermediary between DEA, the municipality and the project coop. The project had been segmented into three sections, the planning phase, the implementation and the handover phase. The implementer played a role in all three phases of the project. The themes that emerged from the interview are the project planning, project implementation and project handover.

4.3.1 Project planning

The respondent informed the study that the coop was formed prior to the project beginning. The coop identified and saw an opportunity to do agricultural ploughing, planting and vegetation in the Slovo area. The respondent indicated that prior to the project identified, the counsellor of ward 19 had a meeting with the community and interacted with the coops in the area to identify issues and projects that the community could undertake in the ward. The projects were meant to address challenges of unemployment, crime and service delivery faced in ward 19. Winterveldt food gardening and capacity building project was identified to address unemployment and to keep the youth busy thereby removing them from criminal activities. The respondent indicated that the counsellor provided the list of unemployed active people between the ages of 18 and 35 to the coop. In order to continue planting and vegetation, the coop required funds to purchase tools, seedlings and to cultivate the open land. The coops negotiated for funding at the municipal level to get a five-year lease to the two-hectare site. The respondent informed the study that the City of Tshwane got funding for the coop project from DEA in a form of EPWP. The respondent indicated that DEA requested that prior to the project being funded; the coop should have forty nine participants, which brought total number of participant to fifty four inclusive of the five coop. 5 participants formed part of management together with the coop. The implementing agents' role during the planning phase was to consult with the coops and assist the coops to draft a proposal to DEA. The implementer did the business plan of the project.

4.3.2 Project Implementation

The respondent stated that the activities of the project were to create a nursery, fencing up the five-hectare site, clearing of indigenous plants, tree felling, cultivating of the land and vegetation. The project had three objectives: to create job opportunities with the 1.2 million funds from EPWP E&C sector (DEA) for community members of ward 19 and empower local Small Medium and Micro Enterprises (SMMEs). Services such as the hiring out of mobile toilets and provision of Personal Protective Equipment (PPE). The respondent indicated that the project also intended to provide training to its participants. Health and safety training, agriculture training on soil cultivation, tree felling, vegetation and first aid level one and two were all scheduled to take place. The respondent highlighted that EPWP guideline requires that following percentages; women-55% of beneficiaries, 40% -youth, and 2%-people with disabilities. 57% of the funding (1.2 million) was for wages, 33% allocated towards training of the participants, 2% was allocated for the procurement of the tools, assets and material of the project. 8% of the funds was the implementers' remuneration.

The Project Steering Committee (PSC) sometimes called the Project Advisory Committee (PAC) held regular meetings with all the stakeholders. The stakeholders included the implementing agent, a representative from the municipality, DEA coordinators, two coop members, one beneficiary and a ward committee member to look after the interests of the broader community. The respondent highlighted that the implementing agent compiled a monthly report to the PAC on the progress of the project. In answering a question posed to the respondent whether the project has been implemented in the most effective way to yield results, the respondent was of the opinion that methods put in place to implement EPWP projects are good however monitoring of the project has not been done optimally. According to the respondent, constant monitoring of assets and finances of the funded projects should be conducted. Mistakes done during the planning phase should be corrected prior to moving on to the implementation of the projects. All relevant planning documentation such as the business plan should be kept safe and referred to during implementation phase in order to ascertain if the project is achieving its objectives as set on the business plan. According to the respondent, recruitment and management challenges of the project included the recruitment of beneficiaries without requesting ID copies and personal information. The respondent highlighted that it became a challenge to draft contracts of employment for the beneficiaries. The coops recruited the beneficiaries without any form of strategy, for example recruit a certain number of female

beneficiaries with matriculation certificates versus a certain number without matriculation certificates.

The respondent stated that the project contributed to unemployment through a temporary income relief. The project would make a difference in the unemployment reduction if EPWP had solid strategies to sustain the projects it funded. The respondent maintained that the beneficiaries would be considered to be employed in other projects had they being offered training from an accredited service provider issuing certificates.

4.3.3 Project handover

The implementer was supposed to handover the project to the municipality as the last leg of the project. The respondent informed the study that she did handover the project to the municipality. The implementing agent compiled a final PAC report and a PPR report which is a financial summary of the project and submitted to DEA. The final PAC report had information of the beneficiaries appointed, the FTEs created, the working tools procured, the hectares of the land cleared and the achievements and non-achievements of the project. The municipal representative who set on the entire PAC meeting conducted a site verification then signed the asset register acknowledging the register and the report during the last PAC sitting.

4.4 Themes emerging from the interviews with cooperatives.

This sub-section presents findings from interviews held with three Mosekimang agricultural cooperative). The three are ordinary members of the community who came together to form a cooperative. The themes that emerged from the interview are project benefits, skills and training, employment, cooperative project challenges and experience.

4.4.1 Project benefits

Two out of the three coops interviewed are of the opinion that they benefited from project. They acquired skills and business knowledge. The one Director stated that the project did not benefit them as a coop as it was not completed. The project ended two months before the anticipated time. The respondent highlighted that the coop was left disadvantaged; the two months cut short could have assisted them to plant on the remaining 1 hectare and provided income relief to them. The hectare was cultivated but no plantation took place. One respondent was of the view that EPWP could be more beneficial if the EPWP guidelines were not dictating

who they should hire, the guideline on 55% women, 40% youth and 2% beneficiaries. The project required people who are passionate about vegetation and subsistence farming. Youth has not shown any interest but they were required to hire 40% of the youth.

4.4.2 Skills and training

When the coops were asked if the skills and training provided in the project would render beneficiaries employable in the future, one Director was of the opinion that beneficiaries will find it difficult to be employable after exiting the project. There was no proof in a form of certificates that they have acquired the skills and have been trained. When applying to participate in other projects, proof of training will be required and they will not be able to produce it. The training provided were not delivered by an accredited training provider and therefore no certificates were issued at the end of the training. The respondent highlighted that only the first aid training had certificates issued. The respondents are of the view that the duration of the project was too short to provide training (five months) and the skills provided will be difficult to apply elsewhere unless the beneficiaries become self-employed and provide services to the community. Skills such a fencing are ideal when you are a service provider.

The other two respondents were of the view that the EPWP provided them with labour-based skills such as fencing skills that they can apply to the new projects without requiring proof of training. They also indicated that more training should be provided that is related to the project. It is a waste to have one skill from the entire project whereas there are a vast of skills and training that could be provided said one respondent.

4.4.3 Employment

Whilst two respondents agreed that the EPWP projects assisted with the reduction of unemployment temporarily, one respondent was of the opinion that EPWP does not reduce unemployment but provides an income relief. The respondent was of the view that income relief is not sufficient and not covering the financial needs of the beneficiaries. One respondent indicated that the as a coop they had hoped the benefits of the project would assist them to promote entrepreneurship but that was never realised.

Another challenge that the respondent raised was that the objective of EPWP might easily be misread. People might view EPWP as a grant and demand it for all. Other respondents raised the

issue that EPWP raises expectations of the people that they will get full time employment or be absorbed into the next EPWP project. The contractual duration of the projects was not well communicated. The Director went further to say that, it would be ideal for EPWP to consider providing start-up capital to coops in order to form a sustainable business and employ people permanently.

4.4.4 Overall cooperative experience

The coops were asked about their experience as a cooperative participating in the project. 2 were of the opinion that the project has assisted them and heightened their management skills. 1 Director indicated that he gained expertise, he was heading up the procurement and stores unit and had no procurement skills prior to the project. The other Director has gained interest in agriculture since been part of the project. This has led him to be more informed about the sector. The third Director is of the view that the duration of the project was not ideal to grow the coop. The Director indicated that the coop was formed in 2010 and they could not grow and expand their vegetation business due to people working for the project requesting incentives that they could not provide. After the project was funded, the project had good prospects of expanding but that was not realised because of the project ending before the anticipated time. The three Directors held the same view that the coop gained assets and tools from the project, assets such as the borehole, fence, storage containers, working tools and big containers used as office space.

All three coop members raised issues of funding, that the project was funded for a short period and the project did not end at the agreed date. They were of the view that DEA could have provided the project with support in terms of monitoring of the project, supply of the tools and guidance on accredited training providers. Training with no certificates issued was a challenge. There was no consultative process when the implementing agent appointed service provided. The coop indicated that after the project ended, the City of Tshwane municipality did not carry over the project as initially communicated in the beginning of the project.

4.5 Themes emerging from the interviews with beneficiaries

This sub-section presents findings from interviews held with seven beneficiaries. The beneficiaries provided their perceptions about the EPWP project. The themes that emerged

from the interviews were project benefits, skills and training, employment, project challenges and experience.

4.5.1 Project benefits

There was unanimous feeling from respondents that the project has benefited them. 50% of the respondents noted the income relief as a benefit, while the others were of the view that they gained skills from participating in the project. One respondent expressed disappointment of the duration of the project and mentioned that had the project lasted long then he could have benefited. Another respondent stated that the project was a waste of time and has not yielded any results. The hectares they were clearing are now back to their original state, full of weeds. Two respondents indicated that the duration of the project has not assisted, the participants were not able to fulfil their financial obligations. Generally, the respondents were of the view that the duration of EPWP projects are short and should be increased. Incentives should also be increased.

4.5.2 Skills and training

Almost all respondents were in agreement that the project has provided them with skills. Some respondents gained management and computer skills as they were afforded the opportunity to run departments such as Human Resource Management (HRM) and finance. One beneficiary indicated that she learnt how to write minutes and present financial reports to the Director, a skill she acquired in the project. Two participants have been empowered with business skills and if funding can be made available, they can run projects.

Five participants indicated that they have been afforded with gardening, planting and land cultivating skills. They deem the skills vital to start a small such as a nursery, subsistence farming and vegetation that would lead to opening a vegetables stall. The respondents informed the study that planting and vegetation skills can render them employable at vegetable markets and if funding could be made available they can plant and supply vegetable retailers. However, two respondents indicated that the agricultural skills provided were limited and generic. They could have been provided with vast agricultural skills instead of seedling planting. The respondent further said that the beneficiaries should have been rotated in different departments (HRM, finance, procurement and others) in order to expose more beneficiaries to different skills. Two respondents have gained skills on rock and soil preparation. The skills on rock and soil

preparation have been beneficial to beneficiaries, they are now able to identify areas that are ideal for planting, ploughing and fertilise the soil. However, the participant indicated that training on rock and soil preparation was volunteered training offered by 1 of the coop member who is not an accredited training provider.

All the beneficiaries with exception of one and coop members have not received any formal training with certificates issued. One beneficiary informed the study that the skills and training provided in the project will not be of assistance to render them employable after exiting the project due to certificates not being issued after training. The beneficiary stated that he will not be able to prove that he has been trained and acquired the skills required. All the respondents are of the view that EPWP projects should improve their training provision. They are of the view that more vast training should be offered to beneficiaries. Generally, skills have been acquired in the project but with minimal training. Below is two examples of verbatim responses received from the participants regarding training;

Respondent 3: "I have not been trained except a workshop on rock and soil preparation and health safety"

Respondent 5: "Received informal training on vegetation and planting but did not receive any certificate"

Participants were questioned on whether the skills acquired in the programme will assist them to be employable in the future. All seven participants are of the opinion that the skills provided in the project will contribute towards their employability in the future. They were of the view that vegetation skills will assist them to be self-employed through creating their own vegetation gardens and selling to the community.

Table 5 below provides a summary of training that took place

Name of the training	Certificates issued yes/no	Participants who received training
Occupational Health and Safety	No	40
Rock and Soil preparation	No	53

First Aid	Yes	4
Vegetation and planting	No	33
No training		1

4.5.3 Employment

All seven respondents were of the opinion that EPWP contributed towards the reduction of unemployment only truth temporary means and they all raise the issue of sustainability. Although all the respondents hold the same view regarding the temporary employment, four respondents view EPWP as a means of providing temporary income relief. Two respondents viewed the problem of sustainability of EPWP employment relating to the funding of the projects. If more funding could be allocated to projects then the employment could be sustained. One respondent was of the opinion that the reduction of unemployment cannot be noticed in projects running for a few months. Three respondents held a different view, that if proper skills are provided to the beneficiaries, then they can sustain themselves through small businesses such as vegetable stalls. They are of the view that skills could lead to self-employment thereby reducing unemployment.

4.5.4 Project experience and challenges

Respondents had mixed feelings regarding their work experience in the project. Some respondents expressed their appreciation for being part of the project. Some provided positive statements whilst others were not happy being part of the project. Below is a verbatim summary of the work experiences of the beneficiaries. One respondent indicated that she had an opportunity to meet and negotiate with potential funders as she was working closely with the finance Director. The project has sharpened her negotiating skills. The respondent informed the researcher that the project was her first working experience and she has gained exposure. Respondent number four expressed mixed feelings, that whilst he had hoped participating in the project would empower him to open up a small business and it did not happen he has at least gained management skills as he was tasked with a management role in the project. Three participants indicated that proper recruitment processes were not followed, there was a lot of nepotism and they experienced bad management styles. They were of the view that the coop influenced the recruitment process; they choose friends and family members to be part of the project.

The challenges raised were the perceptions of the participants. These challenges were operational in nature. The other respondent shared the same sentiments and added that there were many meetings taking place between the management and the implementing agent which slowed the work progress. Four respondents raised the issue of Personal Protective Equipment (PPE). According to the four respondents the PPE provided to them during the project was of inferior quality. They were of the view that the PPE was meant to protect them whilst working but could not deliver. The PPE such as working gloves were easily torn and the branding on the PPE was coming off. One of the participants who attended the first aid training was of the view that the project did not have sufficient first aid kit. The kit was not equipped with relevant equipment that will assist the injured in case of emergency. One respondent indicated that an injury on duty occurred and the respondent assisted the injured beneficiary with sub-standard ointments.

Information dissemination was raised as a challenge. There were no proper communication channels. There was a level of uncertainty of what needs to be done next. Participants were not informed timeously of the decisions taken by management hence they were not aware that the project would end earlier than anticipated. Another respondent indicated that she experienced victimisation by management and therefore could not raise issues of concern due to fear of being victimised. The issues raised by most respondents have been clustered into themes. The themes are funding, working conditions and wages.

All seven respondents raised funding as a major issue that hampered the success of the project. Most respondents were of the opinion that the funding allocated for the project was not sufficient hence it lasted for five months. The respondents thought that if the project been allocated enough funds, the project could still be continuing. The coop Director was of the opinion that had it not been funding challenges the project could have been a success. The two hectares could have been utilised for vegetation not just one. The participants believed that they could be selling vegetables to the community post the project had it been funded sufficiently.

All beneficiaries including the three coop members interviewed raised the issue of working under harmful working conditions. The hectares that were supposed to be cleared were snake infested. The participants indicated that they requested DEA to fumigate the area but they did not fumigate instead they sent an Environmentalist to provide training on snakes. The respondent who attended the first aid course is of the opinion that they were sent to the training after a long

time working in an unsafe environment. Only one participant had a positive feedback about the working conditions. The participant indicated that though the site was snake infested, it taught him how and what to do when he is faced with such danger. The participant who was also part of management raised issues of the incentives being low. Management of the project initially informed the participant that she would be getting a high incentive as she will be performing managerial duties but that never materialised. Three participants indicated that the wages received were insufficient to cover their basic needs. All participants expressed satisfaction of the timeous payment of the wages.

5 DISCUSSION OF RESULTS

5.1 Introduction

This chapter seeks to present analysis of the data that was presented in chapter four. The analysis in this chapter draws back to the literature review of the study and addresses research questions that were posed in chapter one. The literature in chapter two was linked to the current findings in chapter four and emerging new ideas were stated. The chapter provided answers to the WHAT, WHY and HOW questions of the study. What were the reported successes and challenges of the project in relation to the sector, why the targets were not achieved drawing from the assumptions made for sector. This question was answered through a theory of change (Assumptions). The how questions was answered by providing the implementation processes followed in the project. The chapter has been summarised through Monitoring and Evaluation which provided the results chain and the logical framework of the sector. Document analysis has been conducted to validate my performance analysis of the sector.

The E&C sector plans formed basis for comparison if the sector has been able to meet its targets whilst the E&C sector coordination framework provided the institutional arrangements the sector has to follow. The documents have been used to gauge the performance of the sector's comprehensive agricultural support programme using the Winterveldt food gardening and capacity building project. The E&C sector incentive manual and code of good practice (2009) have provided guidance in terms of the processes and procedures to be followed in EPWP projects. The PPR and PAC report provided the basis for analysing the performance of the project.

As outlined in chapter four, the interviews were held with the DEA sector coordination and reporting officials, the implementing agent of the project, three Mosekimang The guideline of the code of good practice for employment and conditions of work for special Public Works Programme (2009) and seven beneficiaries. The analysis was based on the three research questions posed in chapter one and the demographics questions. Themes were developed from the interviews held with the participants. Below is the list of questions posed in chapter one that formed part of the research questionnaire.

1. Has the E&C EPWP sector been considered by participants to be contributing towards the reduction of unemployment?
2. What has been the experiences of the participants of the programme?
3. What are the reported implementation successes and challenges of the project in Mabopane?

5.1.1 Demographic themes

Results from the demographic theme indicated that there were lesser female participants in possession of qualifications higher than matric certificate. McCord (2004) indicated that there is a thin line between heavy reliance of the people to the EPWP remuneration and empowering them. The youth and females should be provided with critical skills and training at a diploma level in order to be competitive and be absorbed by the market. The education distribution is helpful in terms of identifying training requirements of the beneficiaries. The distribution would also assist the sector to conduct a skills audit and identify skills according to the education levels of participants. It would be futile to provide training below the level of education the beneficiaries are in possession of. All the participants of the study are Africans therefore a racial group distribution was not conducted. The EPWP Phase 2 sector plan (2009) outlines the beneficiary profile EPWP projects should adhere to. Women should make up 55% of the beneficiaries, youth should make up 40% of the beneficiaries and 2% should be people with disabilities. The required gender split has been exceeded in the project, however the youth requirement has not been met. Agricultural programmes are mostly physical and can be physically challenging for the disabled. In the Winterveldt food gardening and capacity building project, there were several less physical work such as office work that could have been allocated to the disabled. One of the coop members indicated that most of the youth are not interested in agricultural projects and therefore recruiting the youth for the project was a challenge.

5.2 Has the E&C sector been able to provide relevant skills and training to participants that will contribute to them being employable in the future?

The purpose of posing the question was to ascertain whether the project has been able to achieve the training goals of the sector as well as provide skills to participants that can contribute towards their employability in the future. The findings from the interviews have been synthesised and discussed under two broad themes, training and skills provision.

5.2.1 Training

The EPWP Phase 2 sector plan (2009) states that EPWP aims to deliver the skills development system so that the workforce can be eligible for skilled jobs. The EPWP's objective is to provide the unemployed people with training that will enhance them into entering formal economy. Training has been identified as a gateway of unlocking opportunities for EPWP participants to be employable after exiting EPWP programmes. The EPWP Phase 2 sector plan (2009) states that skills provision is the bridge between employment and unemployment therefore the participants should be equipped with effective credit-bearing qualifications. The training provided to participants of the Winterveldt food gardening and capacity building project was inadequate. Not all participants received training and only four participants received accredited training, three being the coop members and one beneficiary.

The participants have not been empowered with credit bearing qualifications to empower them to be absorbed by the formal economy. No reference letters were issued to beneficiaries as a form of evidence that beneficiaries attended a non-accredited training. There is no formal track record of training provided. Issues of training in the sector emanates from sectoral priorities and planning. The sector does not put training of participants as a high priority. The sector has been prioritising the achievement of work opportunities target and has not been concentrating on achieving the number of planned training of participants. Training of participants has not been enforced at project level. Funding of projects has been awarded without training specifications therefore implementers do not provide the required training. In this project of the study, the training specifications were made available but they catered for non-related informal training. The sector's training strategy has to be aligned to the financial year's priorities, i.e. training be prioritised and specified for every project. Every project irrespective of its duration should set aside 2% of its budget to training to address skills shortage in the sector as indicated In the EPWP Phase 2 (2009) sector plan. Funding of the projects should be subjected to the compliance of the strategy.

The duration of the project (five months) was a contributing factor to accredited training not taking place. The length of some accredited training would have exceeded the project duration. It has been highlighted by one of the DEA officials that the sector's training has not been conducted as planned. The EPWP Phase 2 sector plan (2009) outlines the key performance indicators phase II. The indicators were based on person days at work, work opportunities, FTE jobs, number of projects reported, average daily wage, cost per FTE and other indicators with the exclusion of training indicator. Training provided in the sector has not been tracked

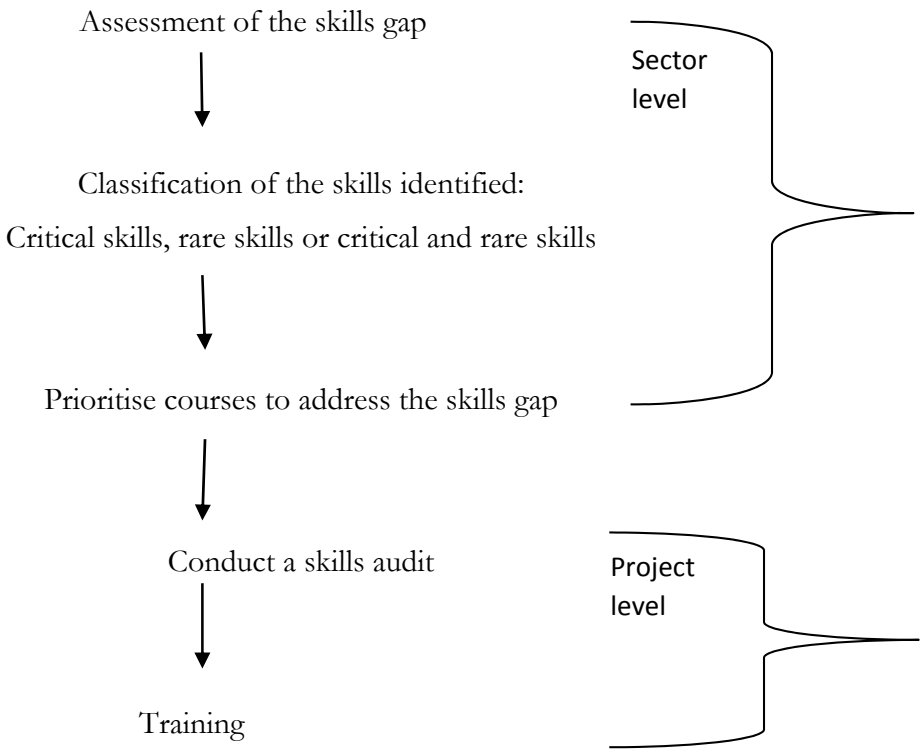
efficiently hence it is not amongst the main key indicators. As outlined in the sector plan, training has been provided at project level and reported at national level. The sector is not taking charge of the training provided but only providing guidelines at project level.

The cabinet memorandum of 23 October 2003 outlined the guideline of the code of good practice for employment and conditions of work for special Public Works Programme (2009), which provides guideline for EPWP minimum standards of employment practices and employment conditions. Under the training component of the guideline of the code of good practice for employment and conditions of work for special Public Works Programme (2009), it is stated that programme managers should be aware of their training responsibilities. They should ensure that beneficiaries who have worked for twenty two days receive two days of training, ensure that 2% of the overall budget of the project is allocated for training and that at least 30% of training provided is accredited. Given the code of good practice guideline, the Winterveldt food gardening and capacity building project had not met the training objectives of the EPWP. It is the responsibility of the project manager to identify and ensure training of participants takes place. The project allocated 33% of the budget towards training. The training that took place were informal. One training was conducted by a volunteer who is one of the coop members. The interview held with the Director informed the researcher that no payment was made to the Director for the soil and rock preparation training provided. The health and safety training was conducted by an official from DEA who came on request and provided background on OHS. The training provided were not sufficient. The OHS training was also insufficient, the OHS training provided information on the types of snakes and what the beneficiaries should do in case of a snake bite. Other elements that affected the beneficiaries' health and safety were not covered. The Director interviewed stated that the official who delivered the OHS training was an Environmentalist from DEA and therefore did not require payment for the service. The first aid training was the only accredited training provided to participants that required payment from the project budget. The budget allocation for training was not utilised to the optimum. The implementing agent indicated that there were several competing priorities that led the training being conducted by volunteers with no certificates issued.

The duration of the project (five months) should not have hampered training. Had the project followed the code of good practice to train participants for two days after every twenty two days of work, the beneficiaries could have gone for three times to two days trainings during the

course of the project (20 working days in a month X 5 months / 22 days = 4 cycles). One of the four training provided was accredited which amounts to 25%. According to the guideline of the code of good practice for employment and conditions of work for special Public Works Programme (2009), a minimum of 30% of training offered should be accredited. The project has not been able to reach the minimum EPWP 30% target.

A proper skills audit is required to ensure that the training provided is in line with the market requirements of the economy and that the participants can be absorbed by the economy after exiting the project. The training provided should be linked to market requirements. No skills audit and skills assessment were conducted for the Winterveldt food gardening and capacity building. Conducting a skills audit would ensure that trained participants are in possession of the much-needed skills and are equipped to enter the labour force. The skills audit process is at project level and the skills assessment process at the E&C sector level informs it. Figure 10 provides a summary of the skills assessment process



Source: Own Illustrations

The assessment of the skills gap is a holistic sector analysis of the skills needs of the economy, the skills that could render people employable. The rare, critical or a combination of rare and

critical skills informs classification of the skills. The critical skills are those the economy cannot do without whilst the rare skills are scarce skills. At project level, the project managers should do an assessment of the skills they currently in possession of, those that they need to acquire and how many participants should be trained. An accredited training provider who will be able to issue out certification should conduct the training of the participants.

As outlined already, EPWP serves as a short-to-medium term solution to unemployment with the purpose of enabling the participants to be marketable or have developed business enterprises after completion of EPWP programme. EPWP has exit strategies that needs to be adopted in order to ensure that participants are sustained and are employable after exiting the project. The EPWP Phase 2 sector plan (2009) outlines the exit strategies that could be adopted by programmes, strategies on furthering education and training, strategies on enterprise development, employment of the participant within a new project and continuation of employment within the same project. Training should be expanded and be aligned to the National Skills Development Strategy (NSDS). Training scheduled to take longer such as learnership should be offered in the sector. Enterprise development should enable the participants to open up small businesses after exiting the programmes.

Every project should conduct a skills plan and provide relevant skills and funding departments should ensure compliance to training of participants. All programmes should outline their exit strategies and ensure that they are being applied at project level. Generally, the exit strategy has not been used effectively within programmes. The training provided in the Winterveldt food gardening and capacity building project has not been relevant. The training was insufficient and non-accredited with the exception of one. The training provided was not linked to the much-needed training required of the market.

5.2.2 Skills

In chapter 2 of the study, McCord (2003) indicated that the Public Works Programme (PWP) should provide work experience to unemployed people and they are entitled to training. The South African government introduced EPWP as a strategy to increase the skills of the work seeking population. In analysing the responses from the interviews with beneficiaries, there is a general consensus that the skills acquired in the project were practical and applicable. The skills acquired ranges from general management, vegetation, gardening, land cultivation and planting,

rock and soil preparation and office management. Beneficiaries have an opportunity to put to practice the skills they acquired in the project. Skills are vital in implementation of the projects. Skills provide a balance to the theoretical knowledge gained through training.

Figure 11 and 12 below are photos taken by the implementer during the implementation of the project





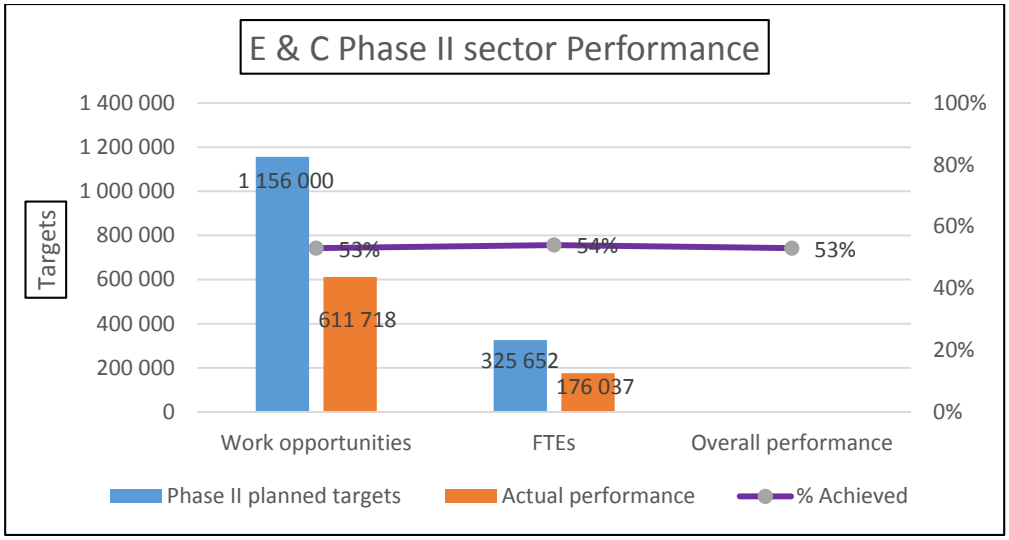
5.3 Has the E&C sector been considered by the participants to be contributing towards the reduction of unemployment?

The purpose of posing the question was to ascertain the WHAT evaluation question, whether EPWP is contributing meaningfully to employment creation. WHAT are the sector's achievements? This section will draw its analysis based on chapter 2 of the study (literature review) and provide an indication of the sector's contribution towards the reduction of unemployment through EPWP projects.

As stated in Chapter two of the study, the labour force survey (2003) indicated that 8.3 million people were unemployed 70% being in the 16-35 working age category who have never worked before. Unemployment is an international crisis. Business Tech (2015) notes that this was fuelled by the 2008 global crisis where more than 61 million people lost their jobs around the world. Sadly the International Labour Organisation (ILO) projects that unemployment will continue to rise until the end of the decade.This is an indication of the current economic climate which is affecting job creation and employment. Skills provision is required. In order to halve unemployment rate in 2014, the government needed to create 546 000 jobs (Stats SA, 2007). EPWP was introduced as a short to medium term strategy of providing skills and temporary

employment by the government. As stated in The EPWP Phase 2 sector plan (2009), the target of 1 million work opportunities was set for EPWP and it was achieved a year before the target date. April 2009 marked the beginning of EPWP phase II. In phase II, the focus shifted from just measuring work opportunities and included FTEs. As outlined earlier in chapter two, FTEs refer to the employment of a person for a year, 230 days whilst work opportunities refers to any duration of the employment of a person in EPWP programmes. The target was set at 2 million FTEs and 4.5 million work opportunities. The focus of the study is on the E&C sector therefore the researcher concentrated on the sector's targets and achievements. Most of the interviewees were of the opinion that EPWP is contributing towards unemployment but temporarily. They were of the opinion that had EPWP been offering permanent employment, it would have a meaning and visible contribution towards unemployment reduction. However, that is not the objective of EPWP. The EPWP primary strategy is to provide temporary unemployment with the aim of reducing unemployment and the long-term strategy of providing participants with training that will render them employable in the future.

The E&C sector was expected to contribute 325 652 FTEs and 1.2 million work opportunities by end of March 2014 The EPWP Phase 3 sector plan (2014) outlines the phase II E&C performance against the set targets. The sector managed to reach 53% of the work opportunities target 54% of the FTEs target was achieved. The overall sector performance for phase II is at 53%. In chapter 2 of the study I have provided the E&C sector logical framework as outlined in the (EPWP, 2016). Figure 13 below is a summary of the phase II E&C sector performance against the phase II target.



Source: Own illustrations

Table 6 below provides a logical framework the researcher made up for this study. The summary of the performance indicators and targets are as outlined in phase II, baseline from the EPWP phase I, which is the source of data (baseline for phase II), targets set for Phase II and assumptions drawn at different levels of the programme. Baselines provide the basis from which targets are set, indicate what has been achieved previously.

Results chain	Baseline	Indicators	Phase II Target	Assumption
Impact Reduction of unemployment	Phase I report on EPWP reduction of unemployment	% reduction of unemployment	1481 653 temporarily employed	If more people are employable after exiting the programme, then there will be a reduction in poverty.
Outcome Increased number of people with skills and employable after exiting the EPWP programme. Sustainable economic and social development Improved education levels	Phase I report on EPWP skills provision	% utilisation of skills acquired in order to be employable after exiting the EPWP programmes	55% women beneficiaries, 40% youth beneficiaries and 2% people with disability beneficiaries employable after exiting the programme.	If work opportunities and FTEs and beneficiaries are trained, people stand a greater chance of being employable in the future.
Outputs FTEs and work opportunities created Trained participants Skills acquired	Work opportunities created report	Number of work opportunities created Number of FTEs created Number of beneficiaries trained	1 156 000 work opportunities created 325 652 FTEs Train 2 218 735 beneficiaries	If training takes place then FTEs and work opportunities will be created
Activities Develop legislation Enforce legislation	Phase I training report	Number of training sessions conducted	Train 2 218 735 beneficiaries	If funds are made available, training will take place

Develop training programmes and train participants				
Inputs Implementation strategies Human capacity Funding Capacity building	phase I report on Environment and Culture sector EPWP incentives % budget spend on E&C sector	% of funds made available to the sector	2.2 Million budget allocation	If sector plans are prepared and sent to NT then NT will allocate funds towards EPWP

Source: Own illustrations

As attributed above, the sector has not been able to reach its planned targets. The EPWP Phase 3 sector plan (2014) outlines the contributing factors that led to the sector not meeting its set targets. The sector's performance dropped as compared to phase I. Amongst other factors, the performance dropping was the introduction of the new reporting system in phase II, DEA official indicated the reporting system challenges during the interviews. The official highlighted that the provincial and municipal officials were not complying with the requirements of the system therefore delaying the reporting process. The system required supporting documents such as a copy of the ID to be accompanied by the reports. The EPWP Phase III sector plan (2014) states that phase II lost between 5-8% of FTEs and work opportunities reported due to the EPWP M&E data validation.

Though the sector did not achieve its targets, there has been a steady increase in between phase II financial years. Work opportunities have increased from 95 942 in year 1 to 99 987 in year 5 of phase II. FTEs have seen an in year increase from 12 792 in year one to 24 669 in year 5. This is an indication that the sector maintained consistent improvements. The sector has been able to perform well in other areas such as the daily wage rate and expenditure. The daily wage rate has been increasing at 9% per year in phase II. Expenditure has increased in year 2009/10 to 2012/13 from R1.5 billion to R2.8 billion. The sector has improved its efficiency and effectiveness. The cost of creating FTE or work opportunity has significantly been reduced whereas the wages for the beneficiaries has improved. The project of this study has not been able to provide employment for the set period. The WHY question will be answered through a theory of change that will be discussed later in this chapter.

5.4 What are the reported implementation successes and challenges of the project?

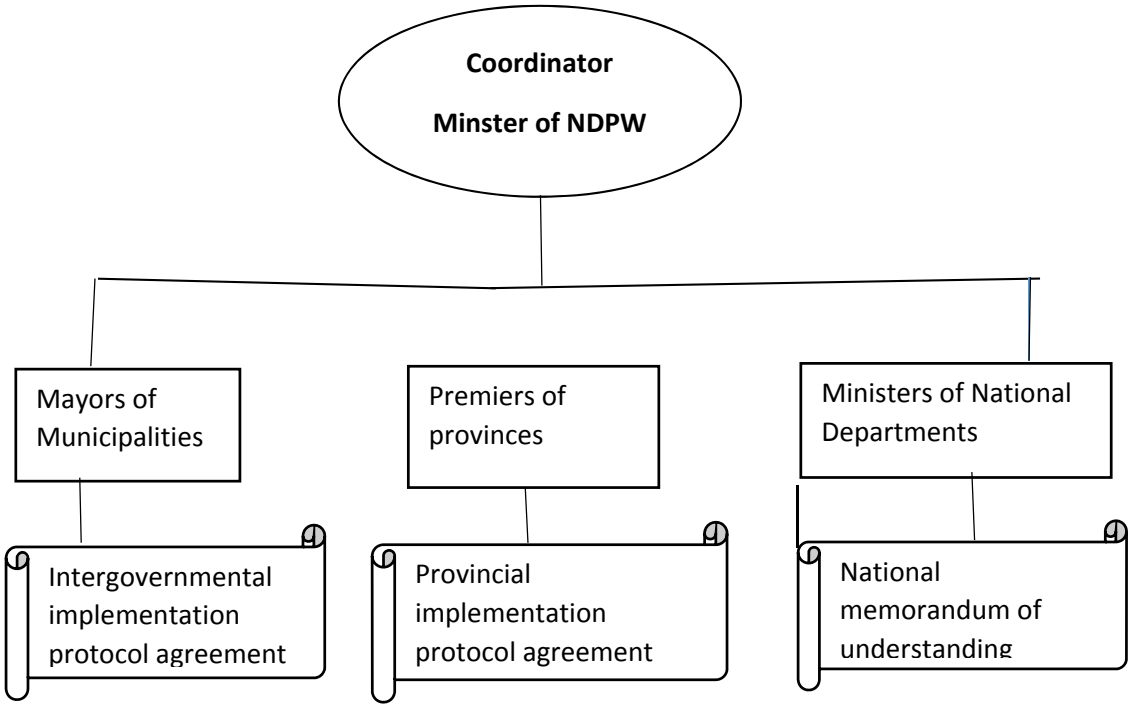
The purpose of posing this question was to determine the perceptions of the beneficiaries and the DEA's officials. The question sought to provide the recorded successes and challenges of the project, WHAT has been achieved.

5.4.1 Challenges

This section draws links on whether the challenges faced in the sector could be contributing to the non-achievement of the projects. Challenges raised by the interviewees have been discussed as sub-themes. The challenges are institutional arrangement, management and reporting, project funding, recruitment process, Personal Protective Equipment, working conditions and project handover.

5.4.2 Institutional arrangement

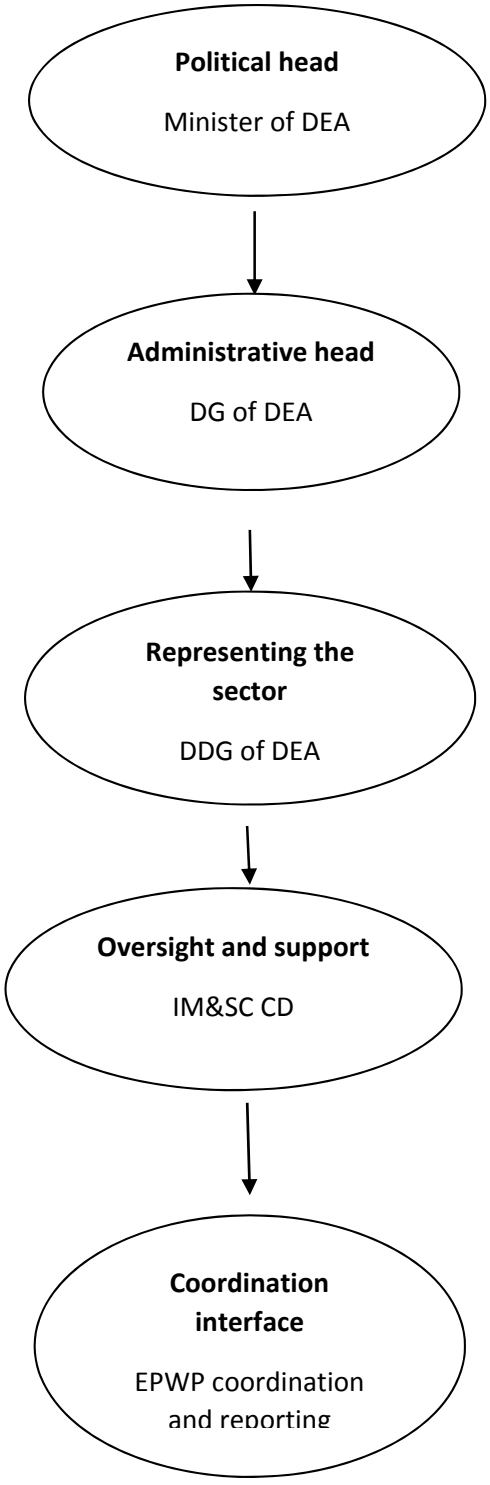
In chapter 2 Phillips (2004) outlines that the EPWP is cross cutting and should be implemented at all government spheres, the implementation should take place at national departments, Provincial government, Municipalities and state owned enterprises. During the interviews, the DEA officials noted concerns that at policy level institutions are not following EPWP guidelines and not fully participating in the implementation of policies. Achievement of the set targets is not emphasised. At implementation level, there are no proper institutional arrangements in place at provincial departments and municipalities. Roles are not clearly defined which leads to duplication of roles. The Environment and Culture logframe phase 2 (2010) outlines the roles and coordination of the sector. The success of the sector is dependent on contribution of the national, provincial and local government's performance. There are sets of accountability structures for all three spheres of government and the political accountability arrangement. Figure 14 below reflects the political accountability arrangements in all spheres of government. Ministers account for the EPWP implementation at a national level, at provincial level the premiers of the province account for the implementation, whilst at municipal level Mayors' account for EPWP implementation at their irrespective municipalities (EPWP Environment and Culture sector coordination framework, 2011). The protocols agreement signed are aimed at formalising the intentions across all spheres of government.



Source: EPWP Environment and Culture sector coordination framework (2011)

At national level, the sector has a standardised coordination mechanism. The EPWP Environment and Culture sector coordination framework (2011) outlines the Minister of the Department of Environmental Affairs (DEA) as the political champion of the sector and the Director General (DG) as the administrative champion of the sector. The provincial departments should mirror the functions and structure of the national department.

Figure 15 demonstrates the institutional arrangement within the lead department, DEA. The minister represents the sector in the cabinet; the DG provides strategic direction to the sector on issues concerning planning, implementation and coordination. The DG signs the sector plan and addresses issues of non-participation by public bodies of the sector. The Deputy Director General (DDG) by delegation represents the DG in the sector forums. The Chief Directorate: IM&SC interfaces with the sector on operational and strategic issues. Whilst the EPWP coordination and reporting Directorate deals with the day-to-day coordination function. The officials interviewed did indicate that the national reporting structure is effective however; challenges are experienced at provincial and municipal level. Their functions are not mirrored to the national functions



Source: Environment and Culture sector coordination framework

The DEA as a lead Department should play the coordination function for the sector, however the department is not well capacitated to coordinate the sector across all 9 provinces and municipalities. The Directorate is over stretched, the Directorate manages the EPWP data from the entire sector in order to consolidate and report to DPW. The Directorate also serves as a link

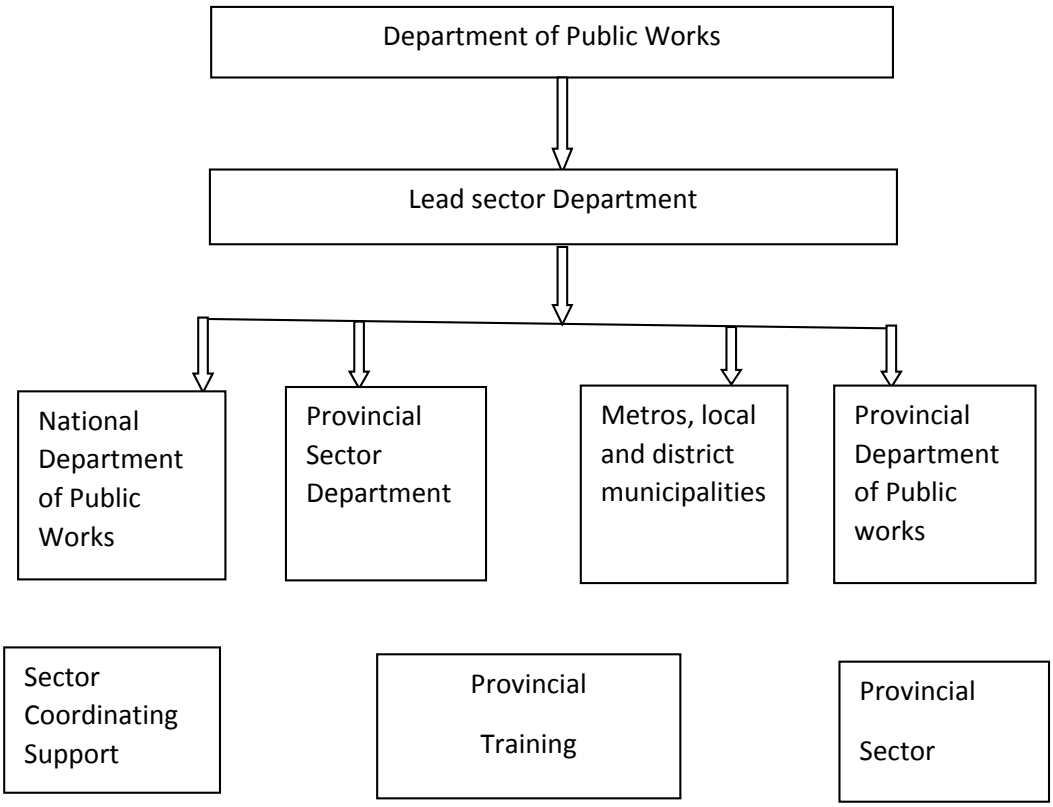
for the Department on other reporting mandates such as outcomes approach. The Directorate has one Director, two Deputy The guideline of the code of good practice for employment and conditions of work for special Public Works Programme (2009), one for coordination and the other for reporting. There is one assistant Director for coordination and reporting and four data capturers. The eight personnel are responsible for the coordination and reporting for the entire sector. The officials are not fully staffed. The separation of functions amongst the IM&SC, EPIP and the NRM Chief Directorates creates inaccuracies in reporting. To avoid CDs working in silos, all the EPWP implementing and reporting Directorates should fall under the same CD. Information would be coordinated from the same CD and still maintain checks and balances because it would be from different Directorates though under the same CD.

It is indicated in The EPWP Phase 3 sector plan (2014) that at provincial level, the projects are predominantly funded by conditional grants from the national departments. The challenge raised regarding the provincial bodies not emphasising the achievement of the set targets has been noted in phase 3 EPWP E&C sector plan. The EPWP Phase 3 sector plan (2014) indicates that the sector departments with the exception of the Department of Agriculture, do not have a consistent sector projects that can be implemented towards achieving the EPWP targets. There is little evidence that shows that efforts were taken to identify projects from the baseline. Provincial EPWP potential is not fully realised.

The EPWP Phase 3 sector plan (2014) indicates that the drop in phase II performance has been mainly attributed to the reporting challenges. As indicated earlier, the reported data loss is between 5-8% of reported FTEs and work opportunities. The introduction of the system required validation by M&E and in the process losing the reported data. The sector took time to get accustomed to the new reporting system. The multiple cross cutting functions of the officials in the provincial level has been noticeable in the provincial coordination structure. The sector could have dealt swiftly communicated and ensured reporting structures are familiar with the system, this could have saved the lost reported data had proper structures with no duplication of work formed. Reporting structures are not mirrored images of the national reporting structure. The EPWP Environment and Culture sector coordination framework (2011) provides a structure for reporting, all the spheres of the sector should form structures as per the framework. The National DPW manager for the province works with the provincial DPW sector manager rendering support to the sector coordinator. The implementers at municipal level work with the provincial DPW official rendering support to the provincial sector coordinator. The DEA and

DPW officials are all providing support to the provincial sector coordinator. There is an overall provincial training sector.

Figure 16 below provides a summary of the structure



Source: Environment and Culture sector coordination framework

There are multiple undefined roles. The EPWP Phase 2 sector plan (2009) outlines the roles. DEA is the accounting officer for the sector. As stated, the Minster of DEA reports to the cabinet on behalf of the sector. DPW should provide sector coordination and provincial training support at the provincial level. Municipalities should play an implementing role. The project has not been effectiveness of the project has not been realised. The provincial and municipal spheres institutional arrangements have not been able to mirror that of national departments. The reporting challenges have compromised the actual performance reporting of the project performances.

5.4.3 Recruitment process

According to the researcher's analysis from the interviews, the recruitment processes were not fair and transparent. Issues of nepotism were raised, that the guideline of the code of good practice for employment and conditions of work for special Public Works Programme (2009) of the coops were influencing the recruitment process and their preferred people to be part of the project. The basic conditions of employment act (1997) outlines the selection of EPWP workers. It states that the first step is to inform and consult the local community through all available structures about the establishment of the EPWP project. A plenary meeting was held between Mosekimang primary agricultural co-operative, the implementer PR Tsapa and the ward counsellor to discuss recruitment strategies of the project beneficiaries. The meeting agreed that the ward 19 counsellor and Mosekimang agricultural co-operative will spearhead the recruitment and selection process and the implementer will be excluded in the process. The counsellor and the coop identified beneficiaries and gave preference to the community members who were volunteers of the community food gardening as they had passion for agriculture. The code of good practice the basic conditions of employment act (1997) further states that preference should be given community members who are classified as economically active. The target group should be the poorest of the poor, people who head household that no primary school education, households with no person earning an income and people who depend on subsistence agriculture as a source of income.

The beneficiaries selected for the project met the code of good ethics criteria. The beneficiaries were non-working individuals who were from a disadvantaged community and not receiving social security pension income. All the beneficiaries of the project, with the exclusion of the implementer where local community members. This is above the 20% recommendation that skilled workers should be local community members. In terms of the target population, the Winterveldt food gardening and capacity building project had employed 57% of women, 36% youth and 71% of disabled people. I have noted a misalignment of proposed targets. Whilst The guideline of the code of good practice for employment and conditions of work for special Public Works Programme (2009) states that, the projects should employ 60% of women, 20% youth between 18 and 25 years and 2% disabled people. The EPWP Phase 2 sector plan (2009) outlines the beneficiary profiles, women should make up 55% of the beneficiaries, youth should make up 40% of the beneficiaries and 2% should be people with disabilities. The guidelines should be clear and consistent in order to provide directive to projects

5.4.4 Project Funding

DEA officials are of the view that the current EPWP achievements cannot be used to set targets for the next phase due to the budgets being determined by National Treasury. EPWP is resourced from public funds (Antonopoulos, 2009). It is for this reason that EPWP is funded from the public resources. Antonopoulos (2009) pointed it that the 2003 growth and development summit resolved that R100 billion be set aside for phase I EPWP employment intensive programmes with the aim of creating 1million work opportunities.

Funding of EPWP is dependent on the National Treasury (NT) resources and they take the mandate from the cabinet. Phillips (2004) indicates that the NT provides funding for the sector to the lead Department and encourages utilising incentive-based EPWP grant allocation. The Environment & Culture Sector Incentive Manual (2012) outlines that the lead Departments of the sectors are required by the NT to identify and provide the number of EPWP related jobs to be created per project to be implemented. NT provides the provincial Departments that meet or exceeding their FTEs targets with the EPWP integrated grant. The provincial Departments are supposed to supplement the grants with their equitable share. The national and provincial Departments have the power to regulate the use of the integrated grant at municipal level. Performance budgeting is a crucial part of the budgeting process and enhances performance of projects. Allocation of funds without performance or evidence based budget does not provide performance accountability. It is therefore not correct that the current performance of the phase cannot be utilised to determine the next phase's budget. Though there are competing priorities, the sector should work out their budget based on performance. This will allow a proper inclusion of the incentives on the budgeting process. The issue raised by DEA officials regarding the funding and target setting based on previous performance is being taken care of by the rewarding EPWP performance principles, performance of the sector does influence funding. Previous performance of the sector influences the target determination of the next phase, baseline budgeting. The Environment & Culture Sector Incentive Manual (2012)) states that in determining the phase II targets, the performance of the sector in 2007/08 was utilised as a starting point in allocating the sector's share. The share was adjusted in line with growth projections.

The Environment & Culture Sector Incentive Manual (2012) indicates that the grant is an incentive allocation, which an exclusive budgetary allocation which is meant to provide additional resources to departments that have the expansion potential and are performing well.

The incentive serves as a form of reward by reimbursing sector departments that created more EPWP FTEs and work opportunities. The more the EPWP employment creation, the more incentives received. The provision of the incentive is based on the 3 key principles, eligibility, incentivising EPWP delivery and rewarding EPWP performance.

- Incentives are not automatically given to programmes. Programmes are eligible for E&C sector incentives on their performance prior to the next financial year.
- Incentivising EPWP delivery intends to prioritise funding for new projects that are of high labour content.

The Winterveldt food gardening and capacity building project was funded under the creation of land-based livelihoods programme and the key principle underpinning the funding of the project has been the incentivising EPWP delivery. The principle is relevant to the project; it was a new project and had high labour content. The project promoted partnership between the lead department DEA, the local community Mosekimang agricultural cooperative, the implementing agent, the provincial department of agriculture and the city of Tshwane metropolitan municipality. Most participants confused the funding of EPWP with long-term employment creation intervention. From the origins of the EPWP, which was the 2003 Growth and Development Summit, public works programmes are meant to provide income relief through the provision of temporary work. The Environment and Culture coordination framework (2011) indicates that for the projects to remain ongoing the projects could be funded and carried over by contractors, non-governmental organisation and municipalities. At the inception of the Winterveldt food gardening and capacity building project, it was agreed that on completion of the project the implementing agent EPWP will hand over the project to the Tshwane Metropolitan municipality to continue funding the project. The sustainability of the projects is not guaranteed post EPWP funding.

5.4.5 Personal Protective Equipment

The EPWP maintains that all the beneficiaries working on EPWP projects should wear Personal Protective Equipment (PPE) when conducting their duties. This is safeguard the beneficiaries against physical harm. The beneficiaries indicated the PPE as one of the challenges faced in the project. The safety gloves, boots and working suits were of an inferior quality, which compromised its main purpose of providing personal shield from any bodily harm whilst working on the project. It is evident that the implementer procured PPE that was not of the

right standard. The EPWP has no appropriate policies that addresses the standard PPE quality and requirements that the implementers have to comply with. This allows a window of opportunity for implementers to save costs and provide inferior quality PPE and therefore putting beneficiaries in danger of bodily harm.

5.4.6 Working Conditions

Most beneficiaries interviewed raised the issue of bad working conditions during the project. The project site was muddy and the safety was not guaranteed. The site was snake infested. This endangered the health and safety of the beneficiaries. The code of good practice for employment and conditions of work for policy framework and implementation guidelines (P6, 2002)

- "Every worker has the right to work in a working environment that is safe and without risk to his or her health.
- The management and every employer (contractor) engaged in a SPWP are required to do everything that is reasonably practicable to ensure the health and safety of persons working on a SPWP.
- Workers are required to perform their duties in a manner that does not endanger their health or safety or that of other workers or persons.
- Behaviour that endangers the health and safety of others is a serious disciplinary offence for which a worker can be dismissed."

The guideline of the code of good practice for employment and conditions of work for special Public Works Programme (2009) further states that management of the projects should inform the beneficiaries of the risks involved in performing their duties and take all necessary precautions to avoid the risks and dangers. In the case of the project, the beneficiaries were not informed of the environmental dangers of participating in the project. The beneficiaries were permitted to work on site without being trained on precautionary measures against the danger. The provision of improper first aid kit and PPE meant that the beneficiaries were exposed to more harm which is against the guideline. Safety standards were not adhered to in the project.

During the interviews the beneficiaries raised issues of wages that the EPWP wage rate was low and it could not cover their basic living costs. The EPWP wages is determined by the length of participation in the project. The duration of the projects varies according to municipalities and

provinces. Conditions of work for policy framework and implementation guidelines (P6, 2002) (P 6, 2002) provides guidelines to be considered when rates for EPWP are set: "The rate set should take into account wages paid for comparable unskilled work in the local area per sector, if necessary. The rate should be an appropriate wage to offer an incentive for work, to reward effort provided and to ensure a reasonable quality of work. It should not be more than the average local rate to ensure people are not recruited away from other employment and jobs with longer-term prospects. Men, women, disabled persons and the aged must receive the same pay for work of equal value".

All the beneficiaries in the project were Slovo community members. Some beneficiaries indicated they were receiving R1600 per month for a full month's work in the project. The phase II Environment & Culture sector plan (2009) indicates that a minimum wage of R60 should be paid out per person day of work. Beneficiaries suggested that the wages should be doubled in order to cover their basic costs. The interviewed beneficiaries raised concerns that the wages paid in EPWP projects are not the same. The EPWP Phase I report (2004/05-2008/09) report suggested that a minimum wage rate framework should be developed and enforced across all EPWP projects .However, the wage rate is dependent on the budget allocated for the project. The plan states that at least 30% of the project's budget should be allocated to the community wages. With regards to the project, the project has met the wages requirements. The project was funded for 1.2 million and 33% of the budget went to wages. The time worked system was utilized, beneficiaries were paid according to the period that they had worked. The EPWP promotes the system in order to be able to calculate FTEs created. Beneficiaries indicated that they were paid within the required 35 days after task completion.

The duration of the project was short to allow the beneficiaries to budget and cover for their living expenses and therefore no income transfer was realised. This led to recommendations stated in the phase II final report that the EPWP phase II should measure FTEs, which is measures the employment of a person for a year.

5.4.7 Handover challenges

The implementer indicated that the project was handed over to City of Tshwane municipality after completion. The handover was done so that the municipality can continue funding and sustaining the project. It is the municipality's decision to take full ownership of the project or to

let the cooperatives to manage and oversee the project whilst they provide leadership and funding of the projects.

The creation of EPWP projects is not the sole mandate of National departments, all three spheres of government are required to provide employment according to their sectors. The NT provides the provincial Departments with integrated grant, which are distributed across provincial departments and municipalities. Concerning the project, DEA as a lead Department of the sector provided funding to the project under the auspices of City of Tshwane municipality. During interviews, the cooperative members indicated that the municipality has not provided any funds towards the project after it was handed over to them. The municipality has indicated to the coops that it will not be able to fund the project. The municipality delayed to inform the coops and thereby delaying them in seeking funding elsewhere. In some instances where the municipality does not have funds for the project, the handover by the implementer is done to the cooperatives who then seek funding from private companies or parastatals such as Rand water. In this project, the project implementer did a handover to the City of Tshwane municipalities.

Annexure 1 shows a handover letter between the project implementer and the City of Tshwane. EPWP budget allocations are not being utilised towards EPWP projects in municipalities. The DEA officials indicated that over the years there has been several budget cuts and most municipalities end up using the EPWP allocations to cover affected areas. The sustainability of projects is crucial in order to make a significant contribution towards employment reduction. Funding seems to be uncertain at municipal level after projects have been handed over which affects the roll out and sustainability of EPWP projects. EPWP requires champions at Provincial and municipal level in order prioritise the achievements of EPWP targets, review, monitor the allocation and utilisation of EPWP budgets towards the projects.

5.5 The theory of change for phase II E&C Sector

In order to describe why and how the initiative works, the context of the intervention has to be linked to its outcomes and the overall goal of the intervention. Theory of change is the theoretical framework used to draw causal links in the process evaluation and the outcomes of EPWP. The study sought to assess the process and outcomes evaluation of the EPWP E&C sector, therefore the theory of change for the outcomes of the study as well as the process evaluation have been outlined below.

5.5.1 Outcomes theory of change

The South African government is faced with the challenge of reducing unemployment, improvement of social services and strengthening the skills base (Nzimakwe, 2008). The EPWP shares the NDP job creation vision, which aims to reduce unemployment by 6% in 2030. Job creation is a developmental issue that has been included in the NDP outcomes. The EPWP subscribes to outcome 4 of the NDP which states "decent employment through inclusive growth". Phillips (2004) point it out that in reducing unemployment, the government intended to improve skills and qualifications of the labour force thereby generating economic growth and increasing the number of people employed. The inadequate skills base has been identified because of the poor education system (The National planning commission, 2011). Employment creation as a developmental issue addresses human conditions, economy and other social issues, which are meant to promote social equity and growth (National planning commission, 2011). Development aims to address short-term goals, growth and financial balances. Febener (2012) is of the opinion that development should rapidly increase poor people's standard of living and allow all people opportunities to develop to their fullest opportunity. In the case of EPWP, short-term goals refer to the temporary income relief and work opportunities created. The EPWP participant's potential can be realised by providing training in order to be employable in the future.

The attributes identified in chapter two of the study are similar to the themes identified during the participants' interviews. The Environment and Culture logframe phase 2 (2010, P8) highlights the linkage between economic growth, unemployment and skills. In responding to unemployment and alleviating poverty, the government came up with the following strategies:

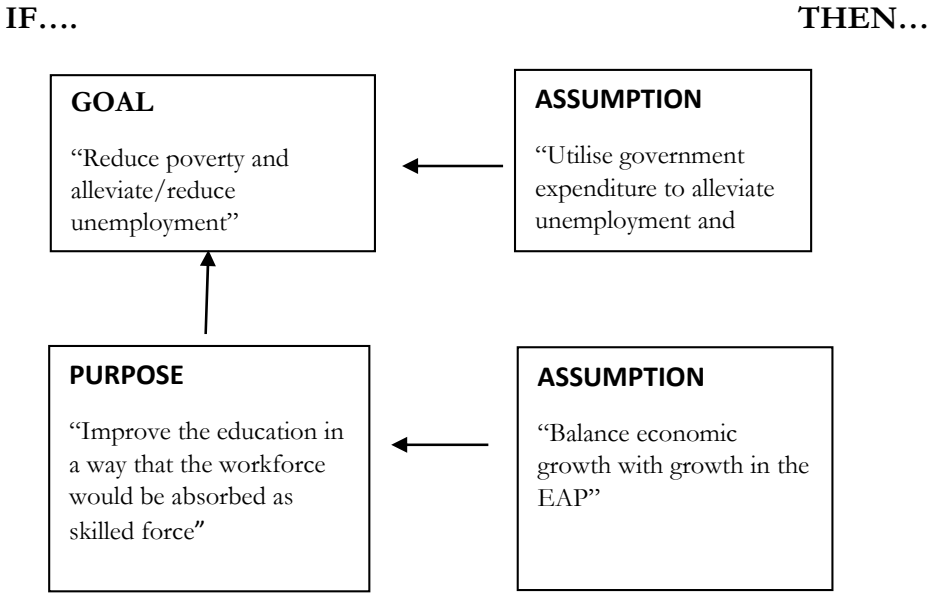
> **"Firstly**, to increase economic growth so that the number of net new jobs being created would start to exceed the number of new entrants into the labour market
> **Secondly,** to improve the education system such that the workforce would be able to take up the largely skilled work opportunities which economic growth will generate
> **Thirdly,** to create a conducive and enabling environment for the growth of entrepreneurship and small business
> **Fourthly,** to put in place short to medium term strategies to address poverty and unemployment by:
>
> a) Focusing on ensuring the more effective and efficient utilisation of current government investment towards service delivery through job creation; and

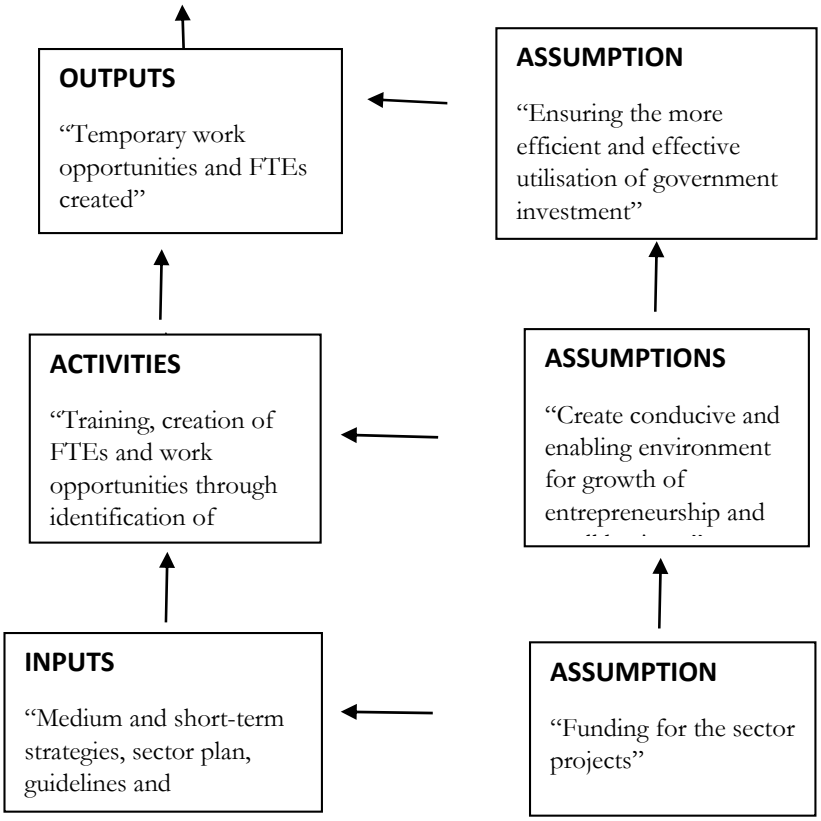
providing temporary opportunities for the unemployed to earn an income and gain needed skills; and

b) Improving the social security net."

The theory of change above provides the skills provision at outcomes level. In order to measure the outcome of the programme, the outcome indicator should be measured against the target. The EPWP Phase 2 sector plan (2009) provides that the EPWP aims to enhance the potential of participants to earn income in the future through provision of work experience, education, and training and SMME development. The outcome indicator is the percentage of participants who exited the programme who secured employment and SMME. All beneficiaries of the Winterveldt food gardening and capacity building project who were interviewed have not been employed after exiting the programme; therefore, no links can be drawn from the skills and train provided in the EPWP to future employment of former participants of the EPWP.

Figure 17 below is a summary of the outcomes theory of change of the EPWP E&C sector. Assumptions drawn in the results chain have been outlined in the Environment and Culture logframe phase 2 (2010, P8). The results chain has been drawn from the EPWP's position in response to the government's unemployment crisis. It is outlined in the EPWP phase II sector plan that the long-term strategy of EPWP is to improve skills and grow the economy of the participants in order for them to obtain skilled jobs that the economy has to offer after exiting the EPWP programmes.





The figure above provides the rationale and backcloth of the existence of the E&C sector, its contribution towards the reduction of unemployment and the causal links in the chain of events. The literature in chapter 2 identified preliminary attributes of the study as unemployment, apartheid and skills. After conducting data collection, analysing the data in comparison with the sector plans, the researcher's analysis concurs with the final attributes identified as economic growth, unemployment and skills. In order to have a larger work force employed, there should be an economic growth. The beneficiaries should be educated and trained in order to form part of the skilled labour force that will be absorbed by the economy.

5.6 Monitoring and evaluation

The emphasis to conduct process evaluation of programmes is to make participants and project managers aware of their performance. Process evaluation also assists to improve decision-making and policy reviews of EPWP. The EPWP Phase 2 sector plan (2009) indicates that the first M&E framework was compiled in 2005 and revised in 2014 with the policy objectives of EPWP that were informed by international experience. The E&C sector has monitored its three main objectives;

- Create 1156 000 work opportunities and 326 652 FTEs. This objective was measured by the number of beneficiaries who have benefitted from the sector programmes.
- Provide public goods and services using public sector budgets. This objective was measured by cost of the creating each job and the goods and services.
- Increase the potential of participants to be employable in the future through providing training, work experience and SMME development. The objective was measured through the percentage of participants who were able to secure employment after exiting the programme

The process evaluation should provide project's success by comparing the performance of the indicators against the set targets. The process indicators for this study are, number of work opportunities created for women, youth and disabled people in the Winterveldt food gardening and capacity building project. The outcome indicator for the study is the percentage of former participants who are employable after receiving EPWP training and work experience. The EPWP Phase 2 sector plan (2009) outlines the targets, women should make up 55% of the beneficiaries, youth should make up 40% of the beneficiaries and 2% should be people with disabilities. The phase II targets FTEs was 325 652 and 1.2 million work opportunities. Though the sector was not able to meet its targets and was only able to create 611 718 work opportunities and 176 037 FTEs, the Winterveldt food gardening and capacity building project was able to meet its targets, employed 57% of women, 36% youth and 71% of disabled people. Only one former participant of the Winterveldt food gardening and capacity building project is currently employable.

There has not been sufficient monitoring of the EPWP projects. The EPWP lead department's lack of enforcement to project implementers to comply with EPWP policies and guidelines has is amongst the reasons why projects differ from one project to the next. As mentioned earlier, the training component of EPWP is not prioritised. There are no standardised training guidelines ensuring that training takes place at a certain level of the project. The lead department is not up to speed with the progress and post EPWP project developments. The challenges with reporting of EPWP work opportunities and FTEs created are due to weak monitoring and evaluation at project level. There are no proper M&E structures and accountability at project level hence EPWP guidelines are not followed. The lack of proper institutional arrangements at provincial and municipal level contributes to non-compliance of regulatory EPWP policies.

6 SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

6.1 Summary

This study intended to assess the implementation and outcomes of EPWP E&C sector. The Winterveldt food gardening and capacity building project which falls under the E&C sector's agricultural support programme was utilised to measure and generalise the findings to the sector. The study attempted to answer, the WHAT, WHY and HOW of the implementation and outcomes of the sector's programme. Four research questions relating to the process and outcomes evaluation were posed in chapter one, this chapter provides a summary and recommendations of the answers to the research questions.

The process evaluation question asked was; is the EPWP considered by participants to be contributing towards the reduction of unemployment? This question sought to answer questions relating to the job creation (outputs achieved) of the project and generalised to the sector. The outcomes evaluation question posed was; has the EPWP Environment and Culture sector comprehensive agricultural support programme been able to provide skills and training to beneficiaries that they can utilise to seek employment after exiting the programme? This question sought to provide answers to the skills and training provided in the project. An implementation question relating to the successes and challenges of the project was posed, what implementation successes and challenges has the sector been faced with. Lastly, participants were asked what has been their experiences in participating in the EPWP programme. The past and current studies in chapter two (literature review) of the study indicated attributes of the research problem as employment, skills and economic growth. The Interviews conducted in the study with the DEA management, the cooperatives, implementing agent and beneficiaries indicated themes of the study as skills and training, employment and project experience, successes and challenges themes. The literature review and interviews held were drew the same patterns, both the themes and attributes answered the WHAT, WHY and HOW questions of the study.

6.2 Conclusions

Conclusions are presented according to the themes that attempted to answer the WHAT, WHY and HOW questions, skills and training, employment and project successes and failures

6.2.1 Skills and training

During the implementation of the project, training was provided but it was inadequate. The training was not accredited and no certificates were issued. The beneficiaries do not recognise the training provided to them however they recognised the supervision, mentoring and transfer of skills that took place. The skills and the continuous learning provided to them such as office administration work and planting will assist them with subsistence farming and running small businesses they might open in the future. The selection criteria used to send beneficiaries for training was inconsistent and favourable to others. The findings from the interviews conducted indicate that the sector does not enforce the implementing agent to stipulate on the business plan the number of trainings to be conducted and adhere thereto. This provides a loophole for project implementers to state the amount required for training and ultimately not carry out any accredited training.

At policy level, the sector needs to provide standard training guidelines for all the sector's projects. The sectors' lead department's management admitted that training of beneficiaries has not been carried out as planned. The focus has been mainly on the achievement of the set FTEs and work opportunities targets. Training is not amongst the main indicators therefore there has not been any efficient monitoring of training of beneficiaries in the sector. There is no indication linking the skills provision of the project to the future employment of the beneficiaries. The findings indicate that the training provided in the project will not assist beneficiaries to be employable in the future as they did not receive credit bearing and accredited training. It would be difficult for beneficiaries to produce evidence of training provided if they do not have certificates to produce as form of evidence.

6.2.2 Employment

The sector was able to achieve 53% its FTEs and work opportunities target. The numbers reported could also not be a true reflection of what has been achieved due to new reporting problems in phase II. According to the findings, the selection of participants was clouded with nepotism. The cooperatives were related to some of the beneficiaries who were given higher positions in the project. The recruitment of participants should be linked to their interest of agriculture sector. The participants selected who do not have interest in the agriculture sector end up leaving me programme midway. Wages paid to participants varied. The difference in wages was not based on the duties therefore participants deemed it to be based on favouritism.

The findings indicate that beneficiaries believe that the sector contributes towards the reduction of unemployment, being only temporarily. It is not the objective of EPWP to create long term employment opportunities, the short term objective of EPWP is to create short term employment opportunities and their long term objective is the provision of training to render the beneficiaries employable after exiting the projects. From the findings, the sector has made progress in achieving their short term objectives and less progress on their long term objectives. Though the sector could not achieve 100% of its employment creation target, there was steady increase in the FTEs and work opportunities in between phase II financial years which lead to the sector achieving above 50% of their targets. The agricultural support programme is able to make a significant difference as participants are able to continue with subsistence farming and open stalls to sell vegetables, something that beneficiaries of the Winterveldt food gardening and capacity building project intend to carry on with. The length of the project was very short (5 months) to notice any significant contribution to unemployment. The project provided income relief to beneficiaries. Business tech (2015) indicates that EPWP has been introduced and implemented during tough economic climate, recession has hit most parts of the world during recent years. With South Africa's high unemployment rate and the recession, EPWP could only employ a limited number of people.

6.2.3 The sector's successes and challenges

The Winterveldt food gardening and capacity building project was able to exceed the code of good practice targets. The project exceeded the 20% target of employing local community members and exceeded the 2% target of people with disabilities with 71%.

At national level, the cost of creating FTE and work opportunity has significantly been reduced and wages of beneficiaries improved. The performance of the sector has been able to attract more incentives for the sector. The lead department has not been emphasising the need to have uniform institutional arrangements in provincial departments and municipalities, they are therefore the only one with proper institutional arrangements whilst their supporting structures do not have proper structures. There is lack of EPWP guidelines' enforcement by the lead department. The funds allocated for EPWP projects at municipalities are not utilised and prioritised to fund EPWP projects after they are have been handed over to them. The funds should be monitored and national departments should ensure that projects handed to

municipalities are funded accordingly. The lead department has few guidelines on implementation and leaves major decisions to be taken by the implementing agents, specific guidelines on personal protective equipment and standard wages should be developed which will be applicable across all EPWP sectors. Though there is an incentive manual, implementing agents do not apply it in the same way.

At project level, the project got a five year lease to a two hectare site. The project was able to cultivate the two hectares but only planted on hectare due to the project been cut shot. The project was not able to realise its full potential. Funding has been a challenge in the project. The findings indicate that the project could not continue due to funding problems. The lead department did not follow up to ensure that the Tshwane municipality carried over the project.

6.3 Recommendations

6.3.1 Recommendations regarding the challenges identified in the project.

- There should be an alignment of recruitment targets between the code of good practice and the national Environment and Culture sector plan. Targets such as the percentage of women to be employed in the projects, the code of good practice states that projects should employ 60% of women whilst the E&C sector plan states that 55% of the beneficiaries should be women.
- The municipalities should commit and assist with funding of the projects that have been handed over to them in order for the projects to be sustainable.
- Lead department ensure that municipalities and provincial departments mirror their institutional arrangements. This will ensure uniformity of procedures.
- The lead department should provide a guideline on the quality and type of personal protective equipment required for projects. This is to avoid implementing agents purchasing inadequate and inferior quality personal protective equipment.

In summary, the researcher's view is that the implementation of the Winterveldt food gardening and capacity building project has been successfully carried out. The project has contributed to the work opportunities outputs. The project has not been able to contribute towards the FTEs of the sector due to its short duration. The beneficiaries clearly articulated that the income relief received from the project is not sustainable. The EPWP projects should therefore provide beneficiaries with a lasting legacy that will enable them to provide for themselves after exiting the

programme, skills and training. The outcomes of the sector (provision and utilisation of training and skills) have not been realised. According to my findings this is due to poor coordination of training in EPWP projects. There is no enforcement of training and sincere interest of training from the lead department. The focus is on achieving the FTEs and work opportunities target. The poor coordination is also seen in the institutional arrangement of the sector and lack of reporting frameworks. The three spheres of government do not work harmoniously together, which questions the commitment of provincial departments and municipalities to EPWP. The EPWP programmes require political leadership's buy-in. There should be an integrated governance of three spheres of government, processes should be standardised.

6.3.2 Recommendations regarding skills and training.

- Training should be emphasised in all the EPWP projects and standard training guidelines provided for all projects undertaken for the sector. The lead department should enforce and monitor training on all the sector's projects.
- Training targets should be set on the business plan that are linked to the sector planned targets.
- There should be strict adherence to requirements, for every twenty two days of work done beneficiaries should receive two days of training.
- The beneficiaries should receive training from accredited training providers and certificates issued to them.
- Training needs and requirements should be determined after the skills audit and skills assessment has been conducted. Training provided should be according to the market needs.

6.3.3 Recommendations regarding employment.

- The projects should monitor and ensure their reporting system provide accurate numbers of what has been achieved.
- The steady increase on the FTEs and work opportunities created was seen later in the financial years of phase II. The sector needs to gear itself to realise the increase in FTEs and work opportunities early in the phase's financial years.
- The sector should standardise the wages of their programmes

6.4 Overall conclusion

The EPWP projects can be easily misinterpreted to be offering full time employment. The objectives of the programmes should be communicated effectively to future beneficiaries, that the programmes offer temporary employment in order to expose beneficiaries to the work environment, provide income relief and skills. It is the government's role to ensure that beneficiaries do not rely on EPWP to provide employment but provide work experience, the required skills and training. EPWP offers partial unemployment solutions, the solutions cannot be accounted for as the periods are short and most of the projects are not sustainable. The EPWP policies and intentions are not the same as the reality. Income relief is short lived, EPWP should enforce and strengthen its training and skills provision. The training and skills provision are more sustainable than the income relief. Though there is no evidence indicating that the training and skills provided are linked to the future employability of participants but if proper skills and training are provided beneficiaries, they will be able to compete for skilled jobs in the market.

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INTERVIEW QUESTIONS

Implementation and outcomes of the Expanded Public Works Programme (EPWP) in Mabopane

NAME AND SURNAME…….

DESIGNATION……

PART A: DEMOGRAPHIC INFORMANTION (please mark with an X where applicable)

1.1 Age Category

17-35 years	
35-40 years	
41-45 years	
46-50 years	
50 years and above	

1.2 Gender

Female	
Male	

1.3 Racial Group

Black	
Coloured	
Indian	
White	
Asians	

1.4 Highest level of Education

None	
Grade 1-9	
Grade 10-11	
Matric	
Post Matric –Degree, Diploma	
Post Diploma-Honours, Masters, PHD	

PART B: INTERVIEW QUESTIONS FOR MANAGEMENT AND DEA STUFF

2.1 What position do you hold in your organisation?

Administrator	

Junior Management	
Middle Management	
Senior Management	
Top Management	

2.2 How long have you been working on EPWP projects

1-2 years	
3-4 years	
5-6 years	
6-10 years	
10 and above	

2.3 Does the programme have potential to the set targets based on the current achievement? If yes how?

……
……
……

2.4 In your view is EPWP E&C sector implemented in the most effective way to yield results? If no what can be done to improve implementation processes

……
……
……

2.5 What are overall implementation challenges the sector is faced with? (Recruitment and general management and reporting)

……
……
……

2.6 Is the sector contributing meaningfully towards the reduction of unemployment and skills provision? If no how can it be improved?

……
……
……

2.7 Do the skills provided to participants render them employable in the future once they have exited the programme?

……
……
……

2.8 Are the skills provided in line the EPWP skills plans and current market requirements?

……
……
……

2.9 What lessons were learnt from the EPWP phase 1?

……
……
…….

PART C: INTERVIEW QUESTIONS FOR EPWP E&C SECTOR PARTICIPANTS

3.1 Has participating in the programme benefited you in any way? If no, how can the programme be improved in future?

……
……
……

3.2 Do you think the skills provided in the programme will assist you to be employable in the future? If no what skills do you require?

……
……
……

3.3 In your view is the programme contributing towards unemployment alleviation?

……
……
……

3.4 What are your experiences participating in the programme?

……
……
…….

3.5 What challenges are you faced with participating in the programme?

……
……
…….

PART D: INTERVIEW QUESTIONS FOR EPWP E&C SECTOR PROJECT COOPERATIVE

4.1 Has participating in the programme benefited you in any way? If no, how can the programme be improved in future?

……
……
……

4.2 Do you think the skills provided in the programme will assist you to be employable in the future? If no what skills do you require?

……
……
……

4.3 In your view is the programme contributing towards unemployment alleviation?

……
……
……

3.4 What are your experiences participating in the programme as a cooperative?

……
……
…….

3.5 What challenges did you face participating in the programme?

……
……
……

Appendix 2: Participant Consent sheet

CONSENT TO PARTICIPATE IN THIS STUDY

I, …….... (participant name & surname), confirm that the person asking my consent to take part in this research has told me about the nature, procedure, potential benefits and anticipated inconvenience of participation

- I have read and understood the study as explained in the information sheet.
- I have had sufficient opportunity to ask questions and prepared to participate in the study.
- I understand that my participation is voluntary and that I am free to withdraw at any time without penalty.
- I am aware that the findings of this study will be anonymously processed into a dissertation.
- I agree to complete the questionnaire/being interviewed.

I am therefore agreeing to be interviewed and complete the questionnaire of the study

Participant's name and surname	**Date**	**Signature**
Researcher's name and surname	**Date**	**Signature**
Witness name and surname	**Date**	**Signature**

Appendix 3: Profile of the researcher and declaration of research interest

ANNEXURE A

PARTICIPANT INFORMATION SHEET

10 February 2016

Title: The implementation and outcomes of the Expanded Public Works Programme (EPWP) in Mabopane

Dear Prospective participant,

I am Caroline Mogagabe and I will be conducting a survey on the implementation and outcomes of the EPWP Environment and Culture sector-Waste Management. The aim of conducting the study is to gain an understanding of the processes followed in implementing EPWP and the opportunities the EPWP participants stand to gain after participating in the programme.

I am inviting you to be part of the study because as an employee of the lead Department of the EPWP Environment and Culture sector and holding a management position, you have first-hand experience on issues affecting decision making and policies of the sector. By completing participating in the study, you agree that the information you provide may be used for research purposes.

You are, however, under no obligation to participate in the study and can withdraw from the study at any point without penalties or loss of benefits. Also note that the questionnaire is developed to be anonymous and I as a researcher will have no way of connecting the information you provide to you personally. You may refuse to answer any questions which may make you feel uncomfortable. If you choose to participate in this study it will take up no more than 40 minutes of your time and the interview will be conducted at your convenience. I do not foresee that you will experience any negative consequences by completing participating in the study. Participants to the study will not be reimbursed or receive any incentives for participation.

The study will take into account the ethical considerations of conducting research. Nevertheless I, the researcher will undertake to keep any individual information provided herein confidential, not to let it out of my possession and to analyse the feedback received only on group level. The records will be kept for five years for publication purposes where after it will be permanently destroyed (hard copies will be shredded and electronic versions will be permanently deleted from the hard drive of the computer).

Should you require any further information, want feedback on the study or need to contact the researcher about any aspect of this study, please contact Cell: 078 198 9673, landline; 011 227 9197, email: carolmogagabe@yahoo.com

Annexure 1: Handover letter to City of Tshwane

CITY OF TSHWANE
IGNITING EXCELLENCE

Regional Services Department
Agriculture Management Division

Mercedes Benz Building | 11 Schoeman Street Streets | Pretoria | 0002
PO Box 440 | Pretoria | 0001
Tel: 012 358 1373

My ref:
Your ref: Winterveld Food Garden Project
Contact person: Ntsikane Main
Section/Unit: Agricultural Development Programmes

Tel: 012 358 1393
Fax: 012 358 8934
Email: ntsikanem@tshwane.gov.za

01 June 2012

Department of Environmental Affairs

Dear Sir/Madam

WINTERVELD FOOD GARDENS AND CAPACITY BUILDING PROJECT

The City of Tshwane has held discussions with officials of the Department of Environmental Affairs, PR Tsapa – the implementing agency of the above-captioned project and Mosekimang Agricultural Cooperative. We have gone through the business plan and appreciate its contribution towards food security and creation of job opportunities. The City of Tshwane has allocated 5 hectares to Mosekimang Agricultural Cooperative for a period of 5 years with option of renewal to be used for food production. The cooperative is one of the beneficiaries of our programmes; the city will continue to provide the necessary support to ensure sustainability of the cooperative for the benefit of the wider Winterveldt community.

Sincerely,

Japhta Magolela

05/06/2012
Date

EXECUTIVE DIRECTOR: AGRICULTURAL AND RURAL DEVELOPMENT

Annexure 2: Approval letter to amend the Winterveldt food gardening and capacity building project

environmental affairs
Department:
Environmental Affairs
REPUBLIC OF SOUTH AFRICA

Ref: 12/8/9/359
Enq: N Khumalo
Tel: 012 3103409

Mr E.L Nhlapo
Director
PR Tsapa Trading
Private Bag X 132
Centurion
0046

Dear Mr Nhlapo

AUTHORIZATION TO AMEND THE BUSINESS PLAN: GP-WINTERVELDT FOOD GARDENS AND CAPACITY BUILDING

Please be informed that permission has been granted to amend the business plan and extend the completion date of the above mentioned project to 31 July 2014.

You are therefore required to effect requested changes on the online business plan and submit to the department within 14 days of receipt of this letter. Changes to be made on the business plan should be limited only to the extension of completion date.

This authorization does not in any way translate into final contract amendment. The contract amendment process will be considered final once both parties have duly signed on the amended business plan.

You should also note that failure to amend and submit the business plan on line within the timeframe set above will result into nullification of this authorization.

Yours faithfully,

Nosipho Ngcaba
Director-General
Department of Environmental Affairs
Letter Signed By: Mr Gcinumzi Qotywa
Designation: Chief Director: Environmental Protection and Infrastructure Programme
Date: 24/02/2014

Annexure 3: Time management and budget if applicable

	2015						2016		
	Nov, 15	Dec, 15	Jan, 2016	Feb, 2016	Mar, 2016	Apr, 2016	May, 2016	Feb, 15	
Finalise proposal									
Defend proposal									
Incorporate input from committee									
Secure interviews									
Collect data									
Process and analyse data									
Update Chapters 1, 2, and 3									
Draft Chapter 4									
Incorporate input from Supervisor									
Draft Chapter 5									
Incorporate input from Supervisor									
Draft Chapter 6									
Incorporate input from Supervisor									
Submit first draft research report to supervisor									
Incorporate input from Supervisor									
Submit second draft research report to supervisor									
Incorporate input from Supervisor									
Submit final report to Faculty									