

CHAPTER ONE

INTRODUCTION

1.1. Introduction and background

Since South Africa became a democratic state in 1994 it has experienced substantive economic growth. According to the International Monetary Fund (IMF) 2010 report, the country's economic growth improved since mid-1990s and tax collections improved allowing the fiscal deficit to decline. This in turn allowed public debt to be reduced from 48 per cent of Gross Domestic Produce (GDP) in 1995 to 28 percent in 2007. The report also notes that the international reserves have been increased from US\$ 8 billion in 2003 to close to US\$ 42 billion, in May 2010.

However, this economic growth did not translate into meaningful social progress as the country still experiences social ills such as high levels of inequality, unemployment, and poverty among its citizens. Social development proponents, as put by Midgley (1998), are highly critical of societies that record lofty rates of economic growth but fail to insure that growth fosters noteworthy improvements in social well-being for all sections of the population. Midgley (1998) postulates that such societies are characterised by what is known as distorted development, a phenomenon continued high levels of poverty and unemployment despite a country managing to register high levels of economic growth.

Despite efforts to redress the legacy of apartheid by the African National Congress (ANC) led government since 1994, South Africa still experiences high levels of inequality. The Development Bank of Southern Africa (2008) and South African Institute of Race Relations (2005), both cited by Triegaardt (2009), note that for the period of 1996 to 2006 there was a slight rise in inequality in South Africa as a whole as the Gini-coefficient increased from 0,60 to 0,64. Within race groups, inequalities increased among black South Africans from 0,53 to 0,64; for coloureds from 0,48 to 0,56; for Indian South Africans from 0,47 to 0,50; and for white people it declined slightly from 0,45 to 0,44.

Triegaardt (2009) notes that extreme inequality can be detrimental to economic growth and social stability.

The country has seen a growing minority benefiting from the economic growth while the majority is still deeply stuck in the second economy. The later, according to September (2007. p. 6) is “characterised by persistent structural poverty”. The 2010 IMF report indicates that the unemployment rate as of March 2010 stood at 25% based on the official narrow measure which excludes unemployed workers who have become discouraged by a tough labour market and are no longer looking for work. When these discouraged workers are included, close to 36% of the labour force is unemployed. The United Nations Development Programme report (UNDP) (2011) indicates that the South Africa has experienced a steady decline in the Human Development Index (HDI). HDI is a tool developed by the United Nations to measure and rank countries’ levels of social and economic development based on life expectancy at birth, mean years of schooling, expected years of schooling and gross national income per capita. This UNDP report notes that the country’s HDI has declined from 0.644 in 1995 to 0.619 in 2011. This gives the country a rank of 123 out of 187 countries with comparable data.

The South African government is fully aware of the socio-economic challenges facing the country and has employed a number of strategies to mitigate them. These strategies include allocating of social grants to poor people, Broad Based Black Economic Empowerment (BBBEE), and Expanded Public Works Programme (EPWP) to name a few. The mid-term review conducted by the Cabinet lekgotla early in 2012, cited by President Jacob Zuma in his 2012 State of the Nation Address, indicates that these strategies are paying off as there is a steady progress in different areas such as health, fight against crime, energy, human settlements and rural development. However, the president pointed out that the triple challenges of unemployment, poverty, and inequality persist, despite the progress made and blacks especially women and young people, are the ones who suffer most from these challenges.

1.2. Statement of the problem and rationale for the study

Expanded Publics Works Programme (EPWP) is one of the South African government's priority strategies in tackling the country's socio-economic problems. Ndebele (2009) relates that when the EPWP was announced it gave hope to South African communities, especially the unemployed and the poor. Ndebele (2009) also indicates that the public works programme is viewed as a mechanism aimed at reducing the gap between the first and the second economies. Through public works programme it is thought that many people will be absorbed into the labour market, thereby, improving their social well-being. However, there are some concerns from the communities that nothing meaningful has been seen from the public works programme and that no substantial intake of people in jobs has happened. Although the programme has been on-going for about eight years now, social ills such as unemployment, poverty and inequality haunt the country. One wonders if the strategies employed by the government, like the EPWP, are making any dent in addressing the country social challenges. Thus, there is need to investigate if there are any contributions made by EPWP towards social development.

The EPWP Draft Evaluation Report (2012) indicates that training for EPWP has been developed through various national strategies and through separate implementation systems. These include the National Skills Development Strategy; the South African Qualifications Framework; and the Training and Development Practices SETA. Such diversity in training institutions calls for investigations to determine whether the training offered is coordinated, of the same standard and quality, and that is relevant to the current skills needs of the country. Quality training enhances the chances of trainees (EPWP beneficiaries) in getting jobs and in profitable self-employment that results in the improvements of their socio-economic well-being.

On the other hand, some EPWP sectors such as the social sector work with vulnerable children, and sick people (September, 2007). Thus, an investigation needs to be undertaken to see if the training fully equips trainees (EPWP beneficiaries) with skills to work with disadvantaged people and effectively improve their social well-being. Generally, training facilitated through public works programmes is usually attached to

short-term jobs. This does not work well in the EPWP social sector projects involved with children. For example, it will be unacceptable to initiate relationships with children that would be frequently terminated and disrupted. Accordingly, there is need to determine whether people selected to work in these projects have the distinct qualities and qualifications, and that are placed in prolonged jobs which facilitates healthy relationships with children.

The triple challenges of poverty, inequality and unemployment continue despite the numerous efforts by the government to alleviating them. This might be as a result of unidentified challenges facing these current efforts or challenges which are not being effectively addressed. Therefore, any investigation aimed at digging-out challenges that hinder the governmental efforts to address social challenges is of great importance.

It is against this backdrop that the study sought to explore the contributions made by the EPWP towards social development of programme beneficiaries and host communities. The study also sought to identify some of the challenges faced by EPWP and how these challenges could be addressed.

1.3. Relevance of the Study to Social Work

Social work is a profession that is primarily concerned with the well-being of a nation. The White Paper for social welfare (1997. p. 14) defines social welfare as an “integrated and comprehensive system of social services, facilities, programmes and social security to promote social development, social justice and the social functioning of the people”. White Paper for Social Welfare 1997 argues for a “comprehensive, integrative, equitable, multidisciplinary and developmental approach to social field” in promoting social welfare. It operationalizes social welfare into different areas of service focus and there is an emphasis on an inter-sectorial approach in the provision of social welfare services. This implies that social welfare is not solely the business of social work field. Expanded Public Works Programme has the potential to improving the social well-being of the

programme beneficiaries and their communities. Such programmes lead to promotion of social welfare, an area in which social work has a direct interest.

It was, therefore, anticipated that the findings of the study would contribute towards awareness among professionals from different sectors involved in social welfare services regarding the potential social and economic contributions of projects such as EPWP. This would facilitate the enhancement of intervention strategies aimed at tackling poverty, unemployment and inequality, thereby advancing knowledge and practice within these disciplines- social work included.

Although the principal purpose of public works programmes is poverty alleviation through the creation of public assets usually using labour intensive methods (McCord, 2002), in South Africa these programmes have been expanded to include other sectors like the social sector of which the Department of Social Development is the lead department. Expanded Public Works programme under the Department of Social Development include the Early Childhood Development (ECD) and the Home Community Based Care (HCBC). Accordingly, it was expected that the findings of this study might be of value to the discipline of social work in general and to ECD, HCBC and other related community development programmes in particular through the provision of information and necessary procedures when dealing with individual and community capacity-building programmes.

1.4. Definition of terms

1.4.1. Social Development

United Nations Research Institute for Social Development (UNRISD) (2011) defines social development as a "process of change that leads to improvements in human well-being, social relations and social institutions, and that are equitable, sustainable, and compatible with principles of democratic governance and social justice". The definition emphasis social relations, institutional arrangements, and political processes and regard

these as central to the efforts of achieving desirable development outcomes. This definition also includes material achievements, for instance, good education and health, and access to the goods and services necessary for decent living. It also focuses on cultural, social, and political achievements like a sense of dignity, security, the ability to be part of a community through social and cultural recognition, and political representation (UNRISD, 2011).

1.4.2. *Expanded Public Works Programme (EPWP)*

The EPWP is a South African nationwide programme which aspires at drawing a significant number of unemployed people, especially women, youth and people living with disabilities, into productive work accompanied by training, so that they increase their capacity to earn an income (Philips, 2004).

1.4.3. *EPWP beneficiaries*

These are people selected to train and work for EPWP projects. The programme targets the unemployed and marginalised people such as unemployed men and women who are able and willing to work, people living with disabilities and the youth. These people are selected within the communities where EPWP are being implemented (EPWP Draft Evaluation Report, 2012).

1.4.4. *EPWP managers*

These are the people who are responsible for planning, implementation and evaluating the EPWP projects. They are employed by various governmental departments such as the Department of Infrastructure Development, Department of Social Development and the Department of Rural Development.

1.4.5 Skills training or development

Skills development is the promotion of the ability and knowledge to do things. James and Adams (2004) cited by Reddy (2006) define skills development as a process of acquiring knowledge and mastering it in order to earn a living.

1.5. Brief overview of the research design and methodology

The study employed a qualitative research design that was exploratory and descriptive in nature. The target population was employees and beneficiaries of the Expanded Public Works Programme administered by the Gauteng Province. Purposive-convenient sampling, a type of non-probability sampling, was used to select the sample of fourteen participants of which four were EPWP employees and ten EPWP beneficiaries. Data was collected through semi-structured interview schedules and analysed using the thematic content analysis.

1.6. Limitations of the study

- Expanded Public Works Programme focuses on a number of programmes which are implemented by different sectors. These sectors include the infrastructure sector, environment and cultural sector, social sector, and the economic sector. However, the study was confined only to programmes under the infrastructure and social sectors. This precludes generalisation and credibility of the findings across other sectors of the EPWP.
- Most participants were not conversant in English which was the medium of communication during the data collection. This might have affected them in fully participating during the interviews although other languages like IsiZulu were used for clarification purposes.
- Some participants may have furnished socially desirable responses; despite being assured of confidentiality and that there were no correct or incorrect answers.

- A further limitation related to the fact that in qualitative data analysis, some themes were articulated by only one or two participants. However, reflection on such themes is important as this would contribute to the overall understanding and interpretations made in the study.
- Some of the sources used in the literature review section of the research older than 20 years. However, the information they contain is still basic and relevant to the study.

1.7. Organisation of the report

This research report has five chapters. Chapter One is the introduction chapter which provides the overview and orientation to the study. Chapter Two reviews the literature and theoretical framework that informed this study. The research design and methodology that was utilized in this study are described in the Chapter Three. The presentation and discussion of findings are discussed in Chapter Four. The last chapter which is Chapter Five describes the main findings, conclusions and recommendations that emerged in the study.

CHAPTER TWO

LITERATURE REVIEW

2.1. Introduction

This chapter presents the literature review section. The main issues that are discussed in this chapter include the conceptual issues and the contributions of public works programmes. The nature of public works programmes in South Africa is also discussed.

2.2. Public works programmes

According to Braun, Teklu and Patrick (1992) public works programmes, also known as workfare programmes, refer to programmes that are public funded which provide employment and generate public goods like infrastructure through labour-intensive means. Volunteer workers from the unemployed pool and marginalised are employed at a relatively low wage to work mostly on projects created in areas where unemployment and low labour force are concentrated. Subbarao (2003) noted that the financier of the public works programmes, usually the government and international agencies, is often a different entity from the programmes' implementers. The implementers may be government line ministries, private contractors or non-governmental organisation. Thus Braun et al (1992) rightfully observed that "public works" are often actually "private" in execution.

Public works programmes can be classified into four categories based on the way they address the objectives of employment and income generation to the participating individuals or communities and the creation of economic and social capital (Clay, 1986). The first category relates to relief works. These are basically instantaneous responses to food insecurity under unusual income and food distress circumstances. Normally impermanent employment is offered to vulnerable households on local infrastructure creation or rehabilitation in return for survival means or transfer benefits. The transfer

benefit is equal to the wage rate minus any participation costs incurred by the worker (Subbarao, 2003).

The second category relates to income augmenting programmes. Chirwa, Zgovu and Mvula (2001) argue that such programmes are usually implemented in response to seasonal fluctuations in incomes which mainly serve as safety nets for those whose income fall below subsistence levels. The incomes earned from augmenting projects are meant to stabilise the welfare of the poor. For instance, in agro-based areas public works programmes can be implemented during slack agricultural seasons when the market demand for labour is low in order to reduce the risk of poor households of facing a decrease in their consumption. Thus, participants of the programme will benefit from the resulting injection of income (Biyase & Bromberger, 2004).

Low-cost infrastructure programmes form the third category. These programmes put more emphasis on the creation of infrastructure as compared to income augmenting. There are several documented cases in various parts of the globe of public works programmes that are primarily aimed at infrastructure development. For instance, the well-designed programmes such as the Maharashtra Employment Guarantee Scheme (MEGS) in India help in building much-needed physical infrastructure (Gaiha & Imai, 2010). Nayyer (2002) noted that the MEGS have created considerable irrigation infrastructure and rural roads in the state of Maharashtra.

The last category encompasses long-term employment generating programmes intended to cater for employment needs among the underemployed and unemployed, particularly those caught in structural unemployment where alternative livelihood is a problem (Chirwa et al, 2001). Usually specific geographical areas that have high unemployment and poverty rates are targeted. Therefore, such programmes enhance the growth potential of less endowed areas and communities as they not only provide direct benefits in the form of transfer benefits, but also indirect benefits in terms of the physical assets they may create or maintain (Clay, 1986).

2.3. International experiences with public works programmes

Subbarao (2003) argued that both developed and developing countries have used public works programmes as important counter-cyclical interventions during the previous century. Himmelfard (1984) notes that the England's workhouse relief programme, introduced after the England's 1834 Poor Law Amendment Act, explicitly self-targeted the poor by aiming to provide pay and conditions less eligible than the meanest available alternative. During the depression years of early to mid-1930s a number of Western countries implemented diverse types of public works programmes, for example, the New Deal programme in the USA (Philips, 2004).

In South Asia, public works programmes began in the 1950s as "food-for-work" programmes where-by food aid from Western countries was used to pay workers for their labour (Nayyer, 2002). In India programmes, such as the Maharashtra Employment Guarantee Scheme and the Employment Assurance Scheme in India, are operated by the governments within the different regions of India as "cash-for-work" programmes that provide short-term employment at low wage rates (Gaiha & Imai, 2002). In Bangladesh, the Food-for-Work programme, has been a vital element of rural public works since 1975, was able to provide over 100 million days of employment in the mid-1980s, or about 17 days of additional employment per landless worker (IFPRI/BIDS, 1989 in Braun et al, 1992). In Latin America, work creation has been achieved in different countries like Chile, Costa Rica, Bolivia and Argentina (Biyase & Bromberger, 2004). In Bolivia 30 000 workers were employed in 1987 under the public works programme and this raised the average earnings of the country by 45% (McCord, 2003).

In Africa, public works programmes have been implemented by several countries as a result of changes in macro-incentives (capital-labour price ratio) and poverty and food security situations (MacCutcheon, 2001). Mauritania, Senegal and Mali have implemented public works programmes since the 1960s with water, road and forestry projects, run either as ILO pilot projects or as drought relief activities by the World Food Programme and other non-governmental organisations (Braun et al, 1992). In the 1980s Cape Verde and Botswana created public works employment for about 20% to

30% of their labour force in order to combat the effects of drought (Biyase & Bromberger, 2004). Furthermore, Subbarao (1997) indicates that infrastructure projects aimed to achieve control over land erosion or road development were implemented in such countries as Kenya, Ethiopia and Rwanda. Other African countries which implemented public works programmes include Zimbabwe, Malawi, South Africa, Lesotho and Nigeria (McCutcheon, 2001; Philips, 2004; & Subbarao, 1997).

2.4. Public works programmes in South Africa

The Public Works White Paper (1997) indicates that public works programmes in South Africa were developed as a means to address a combination of “unprecedented unemployment problem, high levels of poverty, lack of skills training and enormous backlog of socially useful assets for use by the majority of citizens.” The vision was that the new jobs were to be created through accelerated labour based infrastructural development and maintenance of public works in both urban and rural areas.

Public works in South Africa were employed during the 1920s and 30s as part of the response to the so-called ‘poor white’ problem (Biyase & Bromberger, 2004). Interestingly, expenditure on such projects reached close to 16% of the total state budget at their peak (McCord, 2003). During the last quarter of the 20th century, the interest in PWP in South Africa began to re-emerge. This was as a result of the decline in the rate of growth of GDP in the 1970s and 1980s. In the early 1990s negotiations took place between organized labour, the construction industry and government over issues arising from the use of labour intensive construction methods. These negotiations gave birth to a temporary Framework Agreement, the principles of which later became part of the Cord of Good Practice for Special Public Works Programme formally gazetted later in 2002 (Philips, 2004). This cord sets targets for the employment of youth, women and people living with disabilities on PWPs. The Cord also made provisions for special conditions of employment for workers employed by contractors on labour intensive projects, including the use of task-based employment systems of which payments would be based on local wage rates for unskilled labour. It limited the duration of employment under these conditions and provides PWP workers with an entitlement to training.

2.4.1. The National Public Works Programme and the Community Based Public Works Programme

Phillips (2004) postulates that a substantial investigation into labour intensive public works programme's feasibility under the auspices of the National Economic Forum led to their inclusion in the Reconstruction and Development Programme (RDP) under the name 'National Public Works Programme' (NPWP) in 1994. Ndebele (2009) pointed out that the NPWP, as part of the African National Congress' RDP, aimed at reducing unemployment through labour-intensive projects such as construction and maintenance of physical assets, to address infrastructure backlog that existed in the previously disadvantaged communities, and ensuring that the people participating in the programme received training including capacity building for the community.

The National Public Works Programme initially allocated funds to community based Organisations (CBO) in the 1990s to undertake projects under the name Community Based Public Works Programme (CBPWP). At its peak the CBPWP was allocated roughly R350m per annum and it created approximately 130 000 work opportunities between 1998 and 2004 (Biyase & Bromberger, 2004). However, the CBPWP was not the only programme of this kind. There were other programmes under the Special Public Works Programme, some of which were environmental PWP such as Working for water. There were also provincially-initiated infrastructure PWPs, for instance the Gumbo Lashu Programme in Limpopo and the Zibambebe programme in KwaZulu-Natal (McCutcheon, 2001). According to Phillips (2004), the Gumbo Lashu Programme hired about 24 constructors, who in turn employed 60-100 local workers on task-based payment system, to work on labour intensive construction projects. On the other hand, the KwaZulu-Natal Department of Transport initiated Zibambebe programme aimed at carrying out routine maintenance on the province's rural access roads. The programme provided poor rural households who had no other source of income with regular income. In 2002 there were about 10 000 household working on approximately one third of the rural access road networks (McCutcheon, 2001).

2.4.2. *The Expanded Public Works Programme (EPWP)*

During 2003 the South African government convened a Growth and Development Summit (GDS), bringing together different social partners to address poverty, unemployment and economic problems facing the country (Adato & Haddad, 2010). Government, labour, business and the community constituency agreed to a range of strategies of which a government led EPWP was one of them.

Philips (2004. p. 7) defined the EPWP as “a cross-cutting programme to be implemented by all spheres of government and state-owned enterprises. It is defined as a nation-wide programme which will draw significant numbers of the unemployed into productive work, so that workers gain skills while they work, and increase their capacity to earn an income.”

The Logical Framework draft for the EPWP which was adopted by the Cabinet (November 2003) indicates that the goal of EPWP was to alleviate unemployment for a minimum of one million people in South Africa from 2004 to 2009 (First EPWP Phase). The objective of the EPWP was to utilise public sector budgets to alleviate unemployment by creating temporary productive employment opportunities coupled with training. The strategy had two pillars which are outlined below.

Firstly, all government developments and state owned enterprises would create productive employment opportunities by

- Ensuring that government-funded infrastructure projects use labour intensive methods.
- Creating work opportunities in public environmental programmes (e.g. work for water) and social programmes (e.g. home based care workers); and
- Using government procurement to help small enterprise learner-ship and support programmes (Philips 2004. p. 7)

Secondly, making it possible for people to earn an income after leaving the EPWP either through finding a job or starting a business by:

- Giving unemployed people work experience;
- Providing education and skills development programmes to people while they are on the EPWP; and
- Helping workers with exit opportunities beyond the EPWP (Philips, 2004, pg. 8)

The EPWP Draft Evaluation Report (2012) revealed that the EPWP Second Phase (2009-2014) aimed at creating a national target of 4.5 million work opportunities, the equivalent of two million full-time jobs (55% women, 40% youth, 2% people with disabilities) during its review period. All spheres of government and public bodies were to be mobilised so that they contribute to the EPWP's outputs. The EPWP was to continue operating in the Infrastructure, Social, Environment and Culture Sectors.

The EPWP Draft Evaluation Report (2012) indicates that EPWP have managed to make a number of achievements. Some of them are noted below:

- The EPWP programme created 643,116 work opportunities in the 10/11 financial year against a target of 642,000.
- The EPWP has exceeded its targets in all sectors apart from the Infrastructure and Environmental sectors where 81% and 69% of the annual target of the 10/11 financial year was achieved.
- The second phase of EPWP has created 1,268,975 work opportunities cumulatively since its launch in April 2009. This represents 28% of the target of the 4,500,000 work opportunities targeted by March 2014.
- These exceed the 1,192,000 work opportunities targeted at the end of the 2nd year of EPWP second phase, indicating that the programme is on course to meet the 4,500,000 target by March 2014.

Despite these achievements, recent studies have shown that EPWP faces a number of challenges. Maja (2009) found out that there was minimum support for the EPWP by top political leadership, and a lack of understanding of the role and purpose of the programme. Reddy (2006) postulated that the EPWP training does not translate into better employability opportunities for the participants as the scheduling of training and the high illiteracy rates of the participants excludes them from fully participating.

September (2007) found out that there was lack of communication and a fragmentation within governmental and non-governmental efforts within the EPWP social sector; and that serious resource difficulties were experienced in running the EPWP Early Childhood Development. Such challenges need to be addressed for the EPWP to make a notable contribution towards eradicating the triple challenges of unemployment, poverty, and inequality and, therefore, ultimately contributing to social development.

2.5. Conceptual issues and some design features of public works programmes

There are various characteristic features of public works programmes'. These key features relate among other things to targeting, funding and timing of the projects. Some of these conceptual issues are discussed below.

2.5.1. Targeting

Public works programmes aim to alleviate poverty among the poor in disadvantaged communities through labour absorption projects. There is, therefore, the need to determine who the poor are and how poor they are and to determine the people that will benefit from EPWP (McCutcheon, 2001). Allocations of jobs are then made to those applicants who are in these categories. Direct targeting can be employed if there is a need for rationing. Here the depth or severity of household poverty serves as the ultimate criterion.

When using direct targeting for selecting PWP beneficiaries, a number of challenges can be expected. Biyase and Bromberger (2004. p. 11) identified the following difficulties.

- The information requirements are huge and there are incentives for people to provide inaccurate information
- Using proxies to reduce the informational requirements, for example landless as a proxy for poverty, involves the risk of considerable imprecision.

- Such direct targeting often in practice puts power into the hands of managers, officials, and politicians and this makes leakages, such as bribes or taxes, more likely.

These challenges can be solved by setting wages, and possibly working conditions, at a level such that the poor will self-select and well-off inhabitants of the project area will drop out of the pool of applicants (Braun et al, 1992). For instance, a programme wage can be set below or at about the level of the market wage for similar, often unskilled work. Chirwa et al (2001) argue that a low wage will keep the overall participation rate low and instantaneously ensure that a disproportionate number of the poor workers will participate in the programme, than would be the case if the programme wage were higher. It would also avoid job rationing in the case of limited budget. However, Subbarao (1997) postulates that there might be problems with this approach if there is a minimum wage applicable to the sort of work undertaken in the programme. Subbarao (1997) also argues that political and legal constraints may make it difficult to maintain the programme at levels less than the minimum wage since in most cases the minimum wage is set above the market wage. Biyase and Bromberger (2004) also observed that manipulation of the wage alone will not ensure participation for certain groups among the poor whom the programme may be targeting; for instance, the ill, women and those with major child-care obligations. Therefore, programmes must be designed in such a way that there is availability of transport and crèches and other devices to make work hours flexible.

2.5.2. *Wage rate*

The level of the wage rate is a crucial element in not only determining the degree to which the poor self-select themselves into the public works programme, but also in the extent of coverage of poverty-oriented programmes. As indicated earlier on, if the wage rate is set slightly below the market wage it is most likely to attract the poor to the programme and helps to keep the overall programme cost down. However, too low a wage may keep the overall participation rate low while at the same time failing to make a

meaningful contribution to confer economic empowerment to the poor. If the wage is too high leakages to the non-poor occurs (Braun et al, 1992).

Chirwa et al (2001) identify four ways used to determine the wage rate in public works programmes. First, the maximum wage that can be paid to those who choose to participate in public works employment is based on the minimum wage for unskilled labour. Second, a wage rate is set at lower than the prevailing market rate for unskilled labour. Third, the wage rate is set in such a way that it is consistent with the available budget, such that all who are willing to work can be employed at that 'budget' wage rate (Basu, 1987). Lastly, the wage rate can be set at higher level than the prevailing market rate for unskilled labour, although this requires a generous budget and creates less employment.

2.5.3. Methods of payment

Payment methods often used in public works programmes include payment in cash, payment in kind, and a combination of both. Subbarao (2003) argues that cash payment is the best method as it gives programme participants the freedom to spend their meagre earnings in the most optimal way. Payments in kind are often in the form of food for work. Clay (1986) postulates that food payment can afford beneficiaries, most of whom are chronic food deficit producers, prompt access to food and nutrition in times of dire food needs. Moreover, in countries like Botswana, Ethiopia and Zimbabwe food-for-work projects have been successful in preventing death and mass migration (Braun et al, 1992).

However, in kind wages require extensive outlays to defray costs of organisation for logistics, transporting of bulky foods from the exporting or donor source into the recipient country and to project site, storage, fumigation and security considerations in-transit and at the project site (Chirwa et al, 2001). Payment of wages in-kind may attract more women than men to worksites (Dev, 1996). Subbarao (1997) noted that in Zambia and Lesotho, payment of 50 per cent of wages in kind (food) attracted fewer men than women to work in public works programme.

2.5.4. *Remuneration*

Chirwa et al (2001) identified three main bases for determining the remuneration in public works programmes. First, remuneration is based on working hours per day, for example five or eight hours. Second, remuneration can be based on daily tasks. Usually workers do not have specified working hours. In fact, workers are allowed to leave work place at any time as long as they have completed the predetermined tasks, but they receive a daily wage. Dev (1996) argues that task-based payments seem especially to attract women as it allows them to dovetail their household chores with their income-earning activities. Thirdly, workers can be paid according to piecework or piece-rate in which output production forms the basis of remuneration. Piece rate have the advantage of that several members of a large, poor family can share the work Subbarao (2003) notes that there is, however, a need to adopt the mode of payment to local situations and demands and to allow for temporal flexibility. Community needs can help in determining payment system that maximises the participation of the poor in general and of women in particular.

2.5.5. *Institutional capacity*

Good institutional capacity to implement public works programmes is paramount in ensuring that effective employment is created and that the programme is beneficial to the poor households. The major implementing issues include the selection of projects, the extent of participant targeting, monitoring of the programme and the flow of funds (Biyase & Bromberger, 2004). The institutional capacity for designing and implementing public works programmes varies across countries. For example, Subbarao (2003) notes that in Argentina has shown excellent capacity in implementing the Trajabar workfare programme as the guidelines from the central government were very clear and transparent. Thus, the local and municipality authorities were able to manage the details of implementing. Also the central government distributed funds across municipalities following transparent and objective criteria, and there was focus on monitoring and evaluation so problems could be identified early and dealt with. On the other hand, Braun et al (1992) noted that in Burkina Faso, a public works programme suffered in its pilot

phase because it was too closely involved with only one out of a number of relevant ministries. A clinic was built under the supervision of the Ministry of Labour and Employment, but it took three more years before the Ministry of Health provided a pharmacist and drugs. Subbarao (1997) postulates that implementing agencies and the institutional framework which are attuned to leakages may lead to the programme participants paying a part of their wages either to officials or contractors, or incur other transaction costs that may reduce the transfer benefits of the programme.

2.5.6. Duration and timing of employment

There are several factors that determine the duration or number of days of employment per household that a workfare can provide. Subbarao (2003. p. 11) identified the following:

- The duration and frequency of climatic (or systematic) risk in a given region
- The degree of uninsured risk confronted by the poor
- The size of the poverty gap

Subbarao (2003. p.11) noted that “In regions and countries where the degree of uninsured risk, both natural and idiosyncratic, is high and the poverty gape is wide, the poor may be very reliant on a public workfare programme to the extent that the programme confers significant ‘risk coping’ benefits on poor households.” The timing of the public works programme also have a bearing on how much benefits are transferred to the participants. For instance, when the programme’s timing synchronises with the agricultural slack seasons when the demand for labour is low, workers are most likely to gain from the resulting income stabilisation and consumption smoothing (Subbarao, 1997).

2.5.7. Funding of programmes

The source of financing has a bearing on the potential welfare gains from public works programme. If a public works programme is exclusively funded by aid, the transfer benefits to workers are a net addition to all other benefits flowing from programmes funded out of general tax revenues (Subbarao, 2003). Nevertheless, Biyase and

Bromberger (2004) observed that if the programme is funded out of general tax revenues, it is essential to consider counterfactual situations. In other words, what would have been the benefits accruing to participants from alternative ways of spending the same amount of budgetary resources. In addition, Subbarao (2003) argues that it is worthwhile to know if a workfare programme has been implemented or extended at the expense of other activities that give non-labour benefits like education to poor participants. Although Subbarao (2003) acknowledges that it is hardly possible to evaluate this counterfactual empirically, it is paramount to bear in mind the source of financing for workfare programmes in trying to estimate the true benefits of the programme. Nevertheless, a study done by Haddad and Adato (2001) in more than 100 public works projects in South Africa's Western Cape Province showed that between 83% and 92% of these projects outperform an untargeted transfer scheme.

2.6. Public works programme's contribution to social development

Workfare programmes contribute to social development of the poor workers or beneficiaries in the form of benefits that accrue to them. The United Nations Research Institute for Social Development (2011, p. 2) define social development as a "process of change that leads to improvements in human well-being, social relations and social institutions, and that are equitable, sustainable, and compatible with principles of democratic governance and social justice". This definition also includes material achievements, for instance, good education and health, and access to the goods and services necessary for decent living. The advocates of social development insist on strategies to economic development that maximize people's participation in productive economy. They also call for the adoption of policies that create mass employment, invest extensively in human and social capital, enhance self-employment opportunities, and ensure that incomes are raised for all citizens equitably (Midgley, 1995).

Public works programmes have demonstrated the ability to achieve several of these social development goals through the benefits that accrue to the poor and to communities in which they are implemented. These benefits, according to Lipton (1998), include direct

benefits, both transfer and stabilization benefits, and indirect benefits such as infrastructure development and food security.

2.6.1. *Transfer benefits*

Transfer benefits refer to the income which is earned from the employment created by the scheme, and they perform a distributive function. Such transfer benefit to a worker is approximately the same as the wage he/she gets from the scheme, net of any participation costs incurred and the earnings lost from alternative employment (Datt & Ravallion, 1992). Haddad and Adato (2001) indicate that the transfer benefits is approximately the same as the programme wage multiplied by the duration of employment provided the programme has no effect on the labour market and the structure of market wages and that the costs of participation and income from alternative sources are insignificant. However, this is rarely the case as most workers have to walk long distances to programme's work site or incur transport costs. Furthermore, when the public works programmes are not there, workers normally work for a few days in alternative jobs, which they give up when slightly long-term employment is offered by public works project (Subbarao, 2003). Thus, the total transfer benefits going to workers is calculated based on the impact of the scheme on the wage rate, the forgone earnings and the cost of participation (Haddad & Adato, 2001).

2.6.2. *Stabilising benefits*

The stabilisation benefit of the public works programmes relates to the insurance function of these programmes (Subbarao, 2003). This hinges on the timing of the programme. For example, in predominantly agricultural societies, household incomes increase or decrease depending upon the seasonal activities. Poor households usually suffer from precipitous shortfalls in consumption and nutritional status in slack seasons and during periods or years of drought. A public works programme directed to those regions most affected by monsoon failures or by seasonal drops in economic activity can enable poor participants to smoothen their consumption, thus significantly reducing their exposure to risk.

Stabilising income of the poor households can prevent them from having to sell off their assets during years or seasons of crop failure (Subbarao, 2003).

2.6.3. *Infrastructure development*

Lipton (1998) states that indirect benefits relates to the benefits accruing to the communities in terms of infrastructure or public goods, and other community projects undertaken as part of the programmes. Public goods, according to Chirwa et al (2001) encompass production enhancement infrastructure like roads; directly productive infrastructure such as irrigation; and social service infrastructure, for instance, clinics and schools. The development of infrastructure may improve the social wellbeing of the communities as it has the potential to create conditions for productive economic activities. For instance, the construction of a road that links the rural area to markets may encourage on farm production because farmers would have access to markets, where they can sell their produce.

Some of the public goods or assets created under public works programmes have environmental benefits, especially those whose benefits are localised such as river bank rehabilitation, reforestation and dam rehabilitation. These assets go a long way in improving the economic productivity, uplifting the social status of the communities, and in promoting community development that is necessary for long-term and sustainable livelihoods (Chirwa et al, 2001). However, careful attention to detail is needed to achieve high labour intensity without compromising the quality of the assets to be created (Haddad and Adato, 2001). Programmes are worthwhile only if planners give careful attention to the assets to be created and to the potential of such assets to create second-round employment benefits (Lipton, 1998).

2.6.4. *Food security*

Payments for working in public works programmes can be in form of food, therefore, contributing to food security. A household which receives food as payments for working in public works programme is at a better position to securing enough food to ensure an

adequate dietary intake for all its members. This, in turn, improves the nutritional status of children and adults in the household. Food payment, thus, affords poor families prompt access to food and nutrition in times of dire food needs. As indicated earlier on, in countries like Botswana, Ethiopia and Zimbabwe food-for-work projects have been successful in preventing death and mass migration (Subbaroa, 2003).

2.6.5. *Poverty reduction*

Evaluations of public works programmes suggest that the significant transfer and stabilisation benefits have shown positive impact not only on incomes, but also on poverty and social lives of the workers. For example, in India, several studies have indicated that 60% to 70% of the Jawahar Rojgar Yojna and Maharashtra Employment Guarantee Scheme participants belong to poor households (Subbarao, 1997). The studies also show that the severity of poverty in India has fallen from 5.0% to 3.2% as a result of participating in these programmes (Nayyer, 2002). Meanwhile, McCord (2004) argued that public works programmes have a potential significant impact to non-income poverty because they lower the occurrence of adults skipping meals, and reduction in the size of children's meals in participating households. Workfare programmes also reduce the shame of poverty, for instance, by enabling participating households to purchase sufficient clothing, or observe social ceremonies. Dev (1996, p. 54) postulate that the Indian programmes have also shown significant improvements in social gains since programmes "discourages sexual barriers and inequality...(and) women now dress better and their economic power has given them a better status in their families". Conversely, Braun et al (1992) observed that even though women's participation in workfare programmes may increase their access to independent income, it may have a negative effect on the quality of care they can then give to their children and may lead indirectly to child labour as the children might end up taking over the women's household chores.

2.6.6. Skills training

Some of the public works programmes contribute to social development while contributing to skills development amongst participants. The skills range from management and organisation of work to construction and farming skills. For example, skills-training is one of the core pillars of the Expanded Public Works Programme in South Africa. The South African White Paper on Public Works (1997) engaged the issue of skills as one of its objective is to “provide education and training (both vocational and generic) to unemployed people, especially women, youth and rural dwellers, to increase their chances of becoming self-employed or entering the formal economy.” Skills development does not only contribute to employment but also to economic development. Johanson and Adam (2004), cited by Reddy (2006), postulate that investing to the skills development is intended to contribute positively to increase economic development in a country. Reddy (2006) observed that training is an investment that has the potential to increase earnings for the worker; enhance increased productivity and profits for the companies; and leads to higher output of goods and services leading to increased economic growth.

As indicated earlier on, public works programmes targets the poor and disadvantage people from the communities in which projects are being implemented. Bennel (1997), in Reddy (2006), indicated that it is crucially important to upgrade the skills of the poor and disadvantage because poverty has a direct association to the level of human capabilities. Therefore, developing skills of the poor can impact positively on poverty alleviation.

2.7. Conclusion

This chapter provided the framework for the study by reviewing literature on public works programmes and their contributions to social and economic development. The next chapter focuses on the research design and methodology that was used in the study.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1. Introduction

The chapter provides an explanation of the steps followed during the research process. It also provides the research questions and the aim and objectives of the study. It describes the research design and its sampling procedures, research tools that were employed, and the data collection methods and analysis used in the study. Ethical issues that were considered in the research are also explained.

3.2. Research questions

The study was guided by the following questions:

- What are the contributions made by the Expanded Public Works Programme (EPWP) towards social development of the programme beneficiaries and their communities?
- What can be done to improve the contributions made by current EPWP projects?
- What are some of the challenges faced by the programme and what can be done to mitigate them?

3.3. Research aim and objectives

3.3.1. Aim of the study

The central aim of the study was to explore the stakeholders' perceptions regarding the contributions made by Expanded Public Works Programme towards social development of beneficiaries as well as the challenges facing the programme and possible perceived opportunities to better it.

3.3.2. Objectives

The objectives of the study were:

- To establish the research participants' perceived benefits acquired by the beneficiaries of the EPWP administered by the Gauteng Province, in South Africa
- To explore the social impact made by EPWP to host communities in Gauteng Province, in South Africa
- To elicit the research participants' perceptions regarding the potential opportunities of increasing current EPWP projects under the Gauteng Province, in South Africa
- To investigate challenges, if any, faced by EPWP implemented by the Gauteng Province and how to alleviate them

3.4. Methodology

3.4.1. Research approach

The research took the form of an exploratory-descriptive approach rooted within a qualitative paradigm. Exploratory research is conducted in order to gain new insights, discover new ideas and increase knowledge of a phenomenon (Durrheim, 2006). The study was exploratory because it aimed at exploring the perceived contributions made by the Expanded Public Works Programme towards the programme beneficiaries and the communities in which programmes are being implemented. Descriptive research refers to a more intensive examination of phenomena and their deeper meanings that will lead to a thicker description (Legard, Keegan & Ward, 2003). In this case, the research endeavoured to provide a deep description of perceived views and recommendations by EPWP employees and beneficiaries regarding EPWP contributions, potential opportunities to expand the current programmes and how challenges facing the programme may be addressed.

Qualitative research paradigm refer to methods that produce detailed and non-quantitative accounts of small groups, in quest of interpreting the meanings people formulate on their lives in natural settings (Payne & Payne, 2004). This paradigm has both positive elements

and limitations. As positive elements, qualitative research uses multiple methods that are interactive and humanistic such as open-ended interviews which helps not only in involving the participants in data collection, but also in building rapport and credibility with the research participants; and it is emergent rather than tightly prefigured which implies that the research questions and data collection might change during the course of the study as the inquirer learns more about the central phenomenon of interest (Creswell 2003). On the other hand, qualitative research is not easy to conduct as it often involves large amount of handwritten or transcribed data which can be time consuming to sort, organise and analyse. Also findings from qualitative research may not be generalizable due to the limited number of participants involved in the study.

3.4.2. Population and Sampling procedures

The targeted population was employees (project managers, administrators and contractors) and beneficiaries of the Expanded Public Works Programme administered by the Gauteng Province in South Africa. This target population was believed to be having the experience and knowledge on the contributions and challenges of EPWP, which were the objectives of this research study. Purposive-convenient sampling, a type of non-probability sampling, was used to select the sample of fourteen participants. It refers to any kind of sampling where the selection of the sample is not determined by statistical principles. Instead, sampling is done in a deliberate way, with some focus or purpose in mind (Durrheim, 2006). Sampling also depends on the participants' availability and willingness to participate in the research. However, the limitation of employing non-probability purposive-convenient sampling is that it prevents generalisation of the findings to the broader population.

The researcher visited the provincial EPWP manager under the Department of Infrastructure Development who gave him access to potential research participants. The researcher then invited the potential research participants verbally to take part in the research study. The first four EPWP employees and first ten EPWP beneficiaries who agreed to participate were then included. The sample was considered to be adequate as

qualitative research generally make use of smaller samples (Rossman & Rallis 1998; in Creswell 2003). Moreover, Kelly (2006) suggested that a sample of about 10 to 20 is ideal for shorter interviews when conducting qualitative research. Written consent was solicited from those who chose to participate so that they participated on their own free will. A promise of anonymity and confidentiality was confirmed to the participants. The participants were also informed that the interviews were going to be audio-recorded and their consent was obtained, see (Appendix D).

3.4.3. Research tools

Semi-structured interview schedules, Appendix A and B, were employed in the research to elicit views and opinions from the research participants. Interview schedules involves collecting data in face to face settings, using an oral question and answer format which either employs the same questions in a systematic and structured way for all respondents, or allow respondents to talk about issues in less directed but discursive manner (Payne & Payne, 2004). Semi-structured or focused interviews make use of a small number of open-ended questions, the answers to which are actively and freely probed by the interviewer for elaboration. The interviews were chosen to gather data because they enable a more natural form of interacting with participants as compared to making them fill out questionnaires or do a test, and therefore, fit well with the qualitative approach to research. Kelly (2006) argues that interviews give the researcher the opportunity to get to know people quite intimately, so that the researcher can really understand how they think and feel. The researcher will then be able to create an environment of openness and trust within which the interviewee is able to express her or himself authentically.

The study made use of two different sets of semi-structured interview schedules, one being for the EPWP employees and the other for the beneficiaries. However, the two set of interviews are not that different. Table 3.1. provides the rationale for the inclusion of some of interview questions in the interview schedules.

Table 3.1 Rationale for inclusion of interview questions within the interview schedules

Question	Rationale for inclusion in interview schedule
Selection of beneficiaries	This question seeks to establish if there is any targeting of beneficiaries in order to employ the neediest people in the community.
Work done by beneficiaries before working for EPWP	This question aimed to establish if there are any forgone earnings that EPWP beneficiaries would earn from undertaking less desirable or low-paying work or from self-employment in the absence of the project.
Skill training received by beneficiaries	This question aimed to identify skills training received by participants and if these skills would help them with regard to future employment
Beneficiaries earnings	The question was included to establish if the current EPWP wage rate and how the income help the beneficiaries meet their daily needs
EPWP benefits to host communities	The question intended at establishing the social impact made by the EPWP projects to communities in which they are being implemented
EPWP contributions to the country's economy	This question aimed to find out if there are any integrations between social and economic programmes of the EPWP
Successes, challenges and prospects of EPWP	These question aimed at identifying the achievements, challenges and potential opportunities with regard to EPWP
Any further suggestions and comments	This question was included so as to give participants the opportunity to air any other issues in relation to their experiences with EPWP as well as to bring about closure to the interview.

3.4.4. Pre-testing

The pre-testing of the research instruments is a crucial step in any research. It involves testing the research instruments in conditions or to a sample as similar as possible to the targeted research population. The semi-structured interview schedules were pre-tested on three participants, one EPWP manager and two EPWP beneficiaries. Pre-testing was done to find out questions that were difficult to answer and that are ambiguous. The pre-test revealed that some of the EPWP beneficiaries were not able to communicate in English but in vernacular languages such as isiZulu. Fortunately, the researcher is bilingual and thus interviews were done in both English and isiZulu.

3.4.5. Data collection

Data was collected using semi-structured interviews. Fourteen participants took part in the study. Four of the research participants were EPWP managers and ten were EPWP beneficiaries. Eleven of these interviews were audio-recorded using the Samsung Galaxy Tab while the other three refused to be audio-recorded. The researcher took notes for unrecorded interviews. Audio recording was preferred because note taking was seen as inhibiting the flow of the interview. Recording was also done as it allowed the researcher to keep a full record of the interviews without having the distraction of detailed note taking.

3.4.6. Data analysis

After the interviews, the researcher embarked on the most tedious and time-consuming aspect of the research, which is transcription of the recordings. The recordings were transcribed verbatim on a word processor to facilitate the moving around of data and searching for particular words later on. The researcher transcribes everything said by the interviewees rather than trying to decide which data was relevant and which one was not. This was important because the meaning of what is being said in an interview can usually be interpreted only in the context of the sentences which surround it and the conversation

as a whole (Kelly, 2006). The reliability of the transcriptions was checked by reading them through while listening to the recordings. This was not only a technical exercise, but it also helped the researcher to have an increasingly clear picture of the interviews as a whole.

The procedure that was used for data analysis is thematic content analysis, which unpacks the internal logic of the texts analysed and provides a map of the important and interrelated themes contained in the text (Neuman, 2000). The procedure is illustrated below.

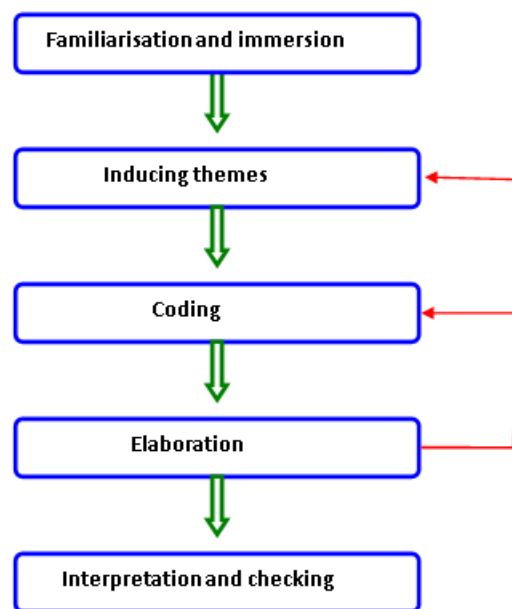


Figure 3.1. The researcher's own illustration of the phases of thematic content analysis used in the study.

In analysing the data, the researcher followed the five steps of thematic content analysis suggested by Kelly (2006). Firstly, the researcher familiarised and immersed himself with the data through a number of repeated readings of interview transcripts and field notes. This helped in knowing the kinds of things that could be found, as well as in establishing which kinds of interpretation that were likely to be supported by the data and that were

not supported. Familiarisation and immersion were followed by inducing of themes. This is a bottom up approach which involves inferring general rules or classes from specific instances (Kelly, 2006). Themes that 'naturally' arose from the interview transcripts and field notes and that had a bearing on the research questions were identified and labelled using the interviewees' language. They were also rearranged many times so as to have a smaller number of main themes, with several sub themes under each.

The third step involved cording. Kelly (2006) defined coding as a process of breaking up data in analytically relevant ways. Different sections of interview transcripts and field notes were marked, coded as examples of, or relevant to the identified themes. For example, phrases, lines, sentences and paragraphs were coded as belonging to one of the identified themes based on the material they contained. Coloured marking pens were used to highlight these pieces of text, so that texts relating to the same theme were marked with the same colour.

Induction of themes and cording helped in bringing close together related texts and remarks that were far away from each other. This gave the researcher a fresh view of the data and allowed the careful comparison of text that appeared to belong together. This process is referred to by Kelly (2006) as elaboration. Themes were closely explored to find out if extracts that were grouped together under a single theme were actually related or differed, and to identify if there were other themes that come to light. The cording system was revised in order to capture the finer nuances of meaning that may have been not captured by the original coding system.

Finally the data was interpreted using the identified thematic categories as sub-headings. The interpretations were revised in order to fix weak points and to find out if there were any examples that contradicted some of the points.

3.5. Ethical considerations

The ethical considerations which were applicable to this research are as follows:

3.5.1. Confidentiality and anonymity

The participants were assured that the raw data from the study (audio recordings of the interviews and field notes) will be safely stored so that no one apart from the researcher will have access to them. Names and other identifying particulars of participants were replaced by aliases or pseudonyms to protect identities. Confidentiality and anonymity are important because they protect the participants' information and respect their worth and dignity at all times regardless of their health, psychological or social status (Payne & Payne, 2004)

3.5.2. Voluntary participation

Participation in the study was voluntary and refusal to participate did not hold negative consequences for any of the participants. Rubin and Babbie (1999. p. 5) cited by (Neuman, 2000) noted that “no one should be forced to participate” in a research. Participation took place after the research details were given to the participants and no one was forced, manipulated or bribed into participating in the study. All participants were legally and psychologically able to give consent and were aware of the fact that they were allowed to withdraw from the study at any given time without negative consequences.

3.5.3. Informed consent

The researcher provided participant information sheets (Appendix C) and consent forms (Appendix D) which were signed by each participant. This is in line with Winter and Munn-Giddings' (2001) suggestions that information about the purpose of the study, what form of participation is required, duration of participation, risks, benefits and

financial costs should be made available to the participants and their legal representatives. Information should also be given in language that is clear, intelligible and user-friendly. Furthermore, the researcher emphasized that the participants should ask and seek clarity on anything they did not understand pertaining to the study.

3.5.4. Non-maleficence or avoidance of harm

In conducting this research, none of the participants were subjected to any emotional or physical harm by the researcher. Efforts were made to ensure that none of the participants were vulnerable to any legal, financial, psychological or physical risks. This approach was consistent with the ethical guideline that respondents must be given the assurance that they will be indemnified against any physical and emotional harm (Payne & Payne, 2004)

3.5.5. Obtaining of permission from the Ethics Review Board

Ethics clearance was obtained from University of Witwatersrand Ethics Committee before data collection started. This process is done to ensure that the research is non-discriminatory in nature, that it will not cause any harm to participants, and that all ethical standards are upheld. See appendix – for a copy of the ethics clearance.

3.5. Conclusion

The chapter revealed that an exploratory-descriptive approach rooted within a qualitative paradigm was employed in the study and that semi-structured interview schedules were utilised in the research to elicit views and opinions from the research participants. Thematic content analysis, which involves sorting and organising recurring subject matter into themes, was the method used to analyse research data. Ethical considerations which were applicable to this research are also explicated. This chapter provides the backdrop to the findings presented and discussed in the following chapter.

CHAPTER FOUR

DATA ANALYSIS, PRESENTATION AND DISCUSSION

4.1. Introduction

This chapter provides the presentation and the discussion of data collected. Themes and sub-themes were identified from the data and are discussed. Descriptive statistics were used to analyse demographic information, while qualitative data were analysed using thematic content analysis. Findings of the study are discussed in relation to the aim and objectives of the study.

The following pseudonyms are used in this presentation to refer to the research participants.

Manager: referring to all EPWP managers who took part in the study

Beneficiary: referring to EPWP beneficiaries who participated in the study

4.2. Demographic information of the participants

Fourteen people participated in the study. The following table indicates the distribution of the sample across the different demographics.

Table 4.1 sample demographic distribution

Sample	Race	Gender	Age					Total
			20-25	26-30	31-35	36-40	40	
EPWP Managers	Black	Male				1	2	3
		Female				1		1
EPWP Beneficiaries	Black	Male	2	1	1	1	2	7
		Female	2	1				3
Total			4	2	1	3	4	14

Among the fourteen people who participated in the study four were managers. Three of the managers were males and there was only one female. There were ten beneficiaries of whom seven were males and three females. In total the sample included ten males and four females and that is approximately 71% and 29% respectively. The community liaison officer (CLO) and the sub-contractor were some of the participants in the research and are part of the beneficiary group. All participants were black people.

4.3. Themes identified during the analysis

This section outlines different categories of themes. The categories serve as a basis of developing the analysis. Four broad themes were identified from the data and these are: nature and training of beneficiaries, themes relating to EPWP contribution to beneficiaries, themes relating to EPWP contributions to the communities where the EPWP projects are being carried out, and themes relating to challenges and opportunities of the EPWP. These themes and sub themes are tabulated and their findings presented and discussed below.

4.3.1. Nature and training of beneficiaries.

There are two main themes identified under this section, namely the nature of beneficiaries, and their training thereof. A number of sub themes were also identified.

Table 4.2. Themes and sub themes on the nature and training of beneficiaries

Themes	Sub themes
Nature of beneficiaries	Beneficiaries
	Recruitment of beneficiaries
Training of beneficiaries	Training providers
	Type of training offered to beneficiaries
	Training certification

4.3.1.1. Nature of beneficiaries

The research data revealed that there are a number of issues relating to the selection of EPWP beneficiaries. These include the type of beneficiaries, people responsible for selecting the beneficiaries and the process of selection.

Beneficiaries

The study revealed that beneficiaries of the Expanded Public Works must be poor people who are not employed and unskilled or semi-skilled. The beneficiaries should be staying within the community where the project is taking place and be South African citizens. This was confirmed by one manager who said:

"Basically we recruit people that are unskilled and semi-skilled in a sense that it is one programme that takes an unskilled person and say we will skill you and ensure that in future you are able to get work"

The research also established that most beneficiaries of the EPWP are people affected by poverty. Poverty, according to UN Copenhagen Declaration (1995. p. 57) "has various manifestations, including lack of income and productive resources to ensure sustainable livelihoods; hunger and malnutrition; ill health; limited or lack of access to education and other basic services; increased morbidity and mortality from illness; homelessness and inadequate housing; unsafe environments and social discrimination and exclusion." The EPWP, therefore, endeavours to engage people affected by these elements of poverty in productive economy.

Most EPWP managers indicated that women were the main target beneficiaries in the EPWP projects. It is, therefore, unfortunate that the project visited by the researcher had more men benefiting from it than women. Women are the main target because they are mostly affected by poverty as compared to men. Research on poverty has revealed that women are generally at greater risk of poverty than men, and that when poor, women's

experience of poverty can be different to that of men (Alcock, 2006). Women's greater risk of poverty is to a certain extent a product of their unequal status within the labour market and resulting in lower pay. Their weaker labour market position has also meant that they are less likely to benefit from private and occupational protection, notably pensions, despite the fact that they form around two-third of pensioners. Women's greater responsibility of caring for children and dependent adults also exposes them to greater risk to poverty. On the whole, as Alcock (2006. p. 133) noted, "Women's 'dependency' on men produces an ideological framework which can reinforce their experience of poverty." It is, then, important that poverty alleviation programmes such as the EPWP focus mainly on women.

While the EPWP Draft Evaluation Report (2012) indicates that 2% of the beneficiaries should be people with disabilities, the project visited by the researcher had none. Alcock (2006) postulated that the exclusion of the disabled people from the labour market means their exclusion from receipt of wages, which are the main source of income in modern industrialized societies and thus the main means of avoiding poverty. Those involved in recruitment of beneficiaries should make sure that people living with disabilities are included in the EPWP projects since excluding them increase their risk of poverty.

In some cases, skilled and experienced people are recruited in the EPWP projects, for example, the community liaison officer (CLO), whose duties in the EPWP projects involves making sure that people from the local community where the project is being implemented are hired and that the requirements of the contract are met and project runs according to the guidelines. Surely such a job calls for someone with some degree of managerial skills. Sometimes contractors within the communities are also contracted as part of beneficiaries. These contractors bring in skills into the projects which recruited beneficiaries do not have. For example, the project visited by the researcher had a plumbing sub-contractor.

Recruitment of beneficiaries

Respondents indicated that there are different people involved in the recruitment of beneficiaries and that there is no single format used for selecting them. Most beneficiaries indicated that they were recruited by the ward councilor. Unemployed people from the community register their names and contact details with the councilor and these are entered into the council data base for unemployed people. Some respondents had this to say:

"Beneficiaries are selected from the data base at the councilor's office. People register their names and contact details and when work opportunities become available they can be contacted."

And;

"If the list is not there the councilor will invite the community where people will be briefed about the project and the number of people that are needed"

The councilor also uses other methods in selecting the beneficiaries, especially skilled and experienced ones, who are recruited for special work within the EPWP projects.

"The post of CLO was advertised at municipality offices, council offices, and at the civic centre. Applications were invited, I was short listed, I went for interview, and was selected"

The EPWP manager from the Department of Social Development indicated that beneficiaries of the projects under the department were selected by the regional social workers and Non Profit Organisations (NPO) which are contracted to implement the EPWP projects. However, the recruitment is done according to the departmental guidelines. One of the managers said:

"The NPO are responsible for recruiting the beneficiaries. We set standards as the department and everyone has to be screened. For example, any person who had committed a crime against a child will not qualify to enter the programme. Regional social workers and NPO are primarily responsible for that (selection) with the full guidance of the department in line with what governs us"

It is interesting to note that the recruitment of the EPWP beneficiaries is not free from political involvement as indicated by one of the beneficiaries. One beneficiary said:

"I was employed via 'X' party. We were told at the meeting that workers will be needed and they took our details. Later on they phoned us"

Such political involvements may lead to leakages in the public works programmes where by unemployed people pay bribes or involve themselves in political activities like campaigning for a given political party in exchange of work. Such leakages can reduce the transfer benefits obtained by beneficiaries from the programmes as they use some of their incomes to pay for work. It also means that those with political 'connections' have more chances of obtaining work in the in the programme regardless of their poverty status.

The respondents revealed that besides the selection of beneficiaries from within the communities where projects are being implemented, there was little targeting to ensure that the neediest members of the communities are the ones recruited. The wage rate in the current EPWP projects is below that of unskilled labour in construction sector and is used as a mechanism to self-select the poor. It was expected that the well-off inhabitants of the project area will drop out of the pool of applicants due to the low wage rate. However, the demand for work in South Africa is so high that even people from better-off households are eager to work in EPWP projects. Thus, there is need for direct targeting in EPWP projects in order to determine who the poor are and to allocate jobs to the neediest members of the communities. The depth or severities of household poverty can serve as the ultimate criterion. However, direct targeting can be challenging. For instance,

information requirements for direct targeting are huge and there are incentives for people to provide inaccurate information (Subbarao, 1997).

4.3.1.2. Training of the EPWP beneficiaries

The findings of the research indicated that one of the main objectives of the EPWP projects was to facilitate skills training to the beneficiaries. This finding was encapsulated in the response of the manager who said:

"What then happens is that if you (beneficiary) do not have a skill you are then given a skill by way of training. Working in the project will give you a practical opportunity to perfect that skill."

Skill training is one of the core pillars of the EPWP projects. The White Paper on Public Works (1997) engaged the issue of skills and emphasised that one of the objective of PWP's was to "provide education and training (both vocational and generic) to unemployed people, especially women, youth and rural dwellers, to increase their chances of becoming self-employed or entering the formal economy. A skill, according to The Skills Development Strategy cited by Reddy (2006. p. 21), is "the knowledge and ability to do something." Skills development is therefore the promotion of such ability and knowledge to do things. On the other hand, James and Adams (2004), also cited Reddy (2006) refer to skills as acquiring knowledge and mastering it in order to earn a living. What can be concluded from the above understanding of 'skills' is that knowledge promotes an individual to undertake certain task, activity or work. Thus, skill training in EPWP projects will increase beneficiaries' chances of earning a living either from self employment or from getting employed.

Training providers

The study revealed that the training is provided by private contractors or trainers hired specifically for training beneficiaries. The trainer is identified before the commencement of the project. This theme was captured in the following response:

"Before we can actually claim the amount of money, we need to identify an accredited trainer who will actually come and give them (beneficiaries) accredited training. We shop around for the accredited trainers."

The EPWP manager responsible for EPWP projects under the department of social development reiterated the same sentiments and added that the training funds are made available by the National Skills Fund. There is an allocation that is put aside for EPWP training. The manager also indicated that the trainers are sourced through advertising. The interested trainers will then apply and the most suitable ones are selected. Such selection procedures imply that more competent training providers are hired. Competent trainers, in turn, provide quality skills training for beneficiaries. This has a positive impact on the overall contributions of the programme because beneficiaries exit the programme having acquired quality skills that improve their chances of getting more permanent employment or of being self-employed. Thus, quality training provided by competent trainers enhances the 'survival' chances of beneficiaries once the programme ends.

Types of skills training received by the beneficiaries.

Skills training usually depend on the scope of the project and the availability of resources. It also depends on the educational level of the beneficiaries and their responsibilities within the project. The manager responsible for EPWP under the Social Development pointed out that as soon as a person is recruited the Department facilitates the process of skills auditing where they actually assess what skills the person has and what is that the person would like to be developed on. In some instances the recruits

decide the kind of training they would require, therefore, involved in the process. In some instances they go for training that is availed by the department.

The respondents of this study were working for infrastructure and social sectors of the EPWP. Therefore, the kinds of training identified fall under these two sectors. Respondents from the infrastructure sector indicated that training received by the beneficiaries included painting, plumbing and tiling. Some of the respondents said:

"The skills that we actually give to the beneficiaries are based on the tender documents, for example, if we are doing concrete in concrete. Current project it's going to be plumbing and electricity." And;

"They get trained on trades that they will be working on e.g. If its an infrastructure project people will be trained in plumbing, brick laying, electrician, paving, glazing, painting and life skills training."

On the other hand, social sector training includes HIV/AIDS education, counselling and care giving.

"Training is related to the area of work. It can be skills development short courses and it will entail things like your basic HIV/AIDS education, basic counselling, treatment adherence, care giving, and psychosocial wellbeing. Each and every skill training that we provide is primarily aimed at enabling the beneficiary to carry out his/ her duties and it is in line with the career path of that individual."

Skills training on HIV/AIDS are very crucial because South Africa experiences one of the highest incidences of HIV infections and AIDS related deaths in the world. Triegaardt (2009) lamented that rapidly changing patterns of mortality and morbidity due to AIDS meant already poor households were pushed deep into poverty, and many poor people experienced poor health and died young. Thus, knowledge on HIV/AIDS can lead to the

prevention of new HIV infections and bringing treatment and support to HIV positive people and hopefully reduce the effects of AIDS on poor people.

The analysis of research data also revealed that there are different levels of training and that the duration of training differs especially within the social sector projects. Training can range from few weeks to several months, and from no NQF level to level five.

"Duration differs, if you talking about skills development programme you talking about two week courses. Other training programmes that we provide like qualifications in auxiliary social work, child and youth care work, take a year. If it's a short term we always make sure that it is a build up towards a certain qualification- building blocks"

Training certification

All the EPWP managers indicated that the beneficiaries receive certificates or some form of recognition letters that confirm that they went through training of some kind. For example, one manager said:

"After finishing training they (beneficiaries) get certificates- some sot of a letter that attests to the fact that they have worked for so many months in a project as either a brick layer of a painter."

Some beneficiaries did confirm that they did actually receive certificates in previous EPWP projects they were involved in. One of the beneficiaries said:

"I was given a certificate for HIV/AIDS last October. The course was one month long. However, I never received one (certificate) for food gardening. They are saying it's still on print."

However, it is interesting to note that most beneficiaries interviewed in this research revealed that they were yet receive any form of formal training and that they have heard nothing about receiving certificates of attendance at the of the project.

"To be honest, we received no training. There are no skills learnt from being a general worker, especially when removing old tiles so that they (qualified builders hired by contractors) can put new ones"

One or two divulged that they were promised to receive training if finances permit.

"The CLO promised that if the budget allows he will take me and one of the general workers to do training in safety and first aid."

In fact, the CLO of the project confirmed that no formal training was received by the beneficiaries. Instead he promised that at the end of the project a skills assessor was going to be hired in order to measure the skills that the beneficiaries might have gained during the course of the project. This assessor will grade the beneficiaries according to their proficiency and ability to execute skills acquired. Beneficiaries will then get some form of certification based on the results of the assessment. However, such arrangements highlight the lack of proper structure and leadership in some of the EPWP projects. Lack of formal training means beneficiaries will exit the programme having gained little, if not nothing, in terms of skills. This hinders their future chances of getting more permanent jobs or of getting self-employed. It also implies that their future capacities to meet their daily survival needs will be compromised.

4.3.2. EPWP benefits to beneficiaries

The research respondents basically identified three benefits obtained by the beneficiaries from working for EPWP projects. These benefits include financial, skills training and gaining work experience.

Table 4.3. Themes and sub themes relating to benefits of EPWP to beneficiaries

Themes	Sub themes
Benefits obtained by beneficiaries	Financial benefits
	Skills benefits
	Work experience

4.3.2.1. Financial benefits

One of the most important benefits that beneficiaries get from working for EPWP projects is monetary rewards. The participants indicated that the beneficiaries earn a stipend from working in these projects. Several beneficiaries indicated that they were not working before and thus the stipend is giving them some form of financial security. The remuneration (stipend) is calculated based on the number of days worked by the beneficiary. The contractors awarded the EPWP project tenders are the ones who pay the beneficiaries based on the EPWP ministerial determination. This was revealed by a manager who indicated that:

"Beneficiaries are paid by the contractor since it is the one awarded the tender. There is a scale which is being utilized country wide. Beneficiaries are not supposed to be paid less than R66, 34 per day."

The study revealed that the income earned by beneficiaries fall under direct benefits in the form of transfer benefits category identified by (Subbarao, 2003). Such transfer benefit to a worker amounts to the wage he/she gets from the scheme, net of any participation costs incurred and the earnings lost from alternative employment. Transfer benefits earned from workfare programmes have a distributive function and thus not only help with poverty alleviating, but also with reducing inequality of a country. Alcock (2006) noted that poverty, which means not having enough, can be addressed by redistributing resources to those who are poor to raise their standard of living. South Africa has an unequal society, with the country's Gini-coefficient around 0.65, and thus any redistributive programmes like the EPWP is more than welcome.

Most participants felt that the stipend was too low and that there was need to review it. It is important to note that too low a wage may keep the overall workfare programme participation rate low while at the same time failing to make a meaningful contribution to confer economic empowerment to the poor. Nevertheless, participants did reveal that meager income was making a difference in the lives of the beneficiaries. The income is helping the beneficiaries to reduce the shame of poverty, for instance by enabling participating households to meet their basic survival needs such as buying food, clothes, paying rent and sending their dependents to school. Some said it was helping them pay for stockvel such as burial societies to cover burial expenses in case of a funeral and savings stockvel for spending during end year festive season. Some beneficiaries are youth headed households and whatever they get they are able to benefit their immediate families. One beneficiary said:

"The help I'm getting here is that I get some money. My parents passed on and that means I am the bread winner. We are four children in the family. Other siblings are in Eastern Cape. That means when I get my little pay I can help them with some basic needs."

One of the EPWP managers cited an example of a beneficiary who made use of her stipend by furthering her educating.

"There is a lady, who earned R1200 stipend, and she would serve some of her money and she continued with her studies on her own and she becomes professional auxiliary worker. And right now she is studying towards her social work degree"

The projects under EPWP have the potential to reduce over- dependence on grants by the needy. If more long-term better-paying projects are introduced to communities poor people, mostly those who depend on grants for survival, will be employed and earn a salary and, in turn, be able to support themselves financially. Skweyiya (2006), cited by Holscher (2008), noted that the Department of Social Development has begun exploring

ways to link grant payments with participation in poverty relief projects, such as EPWP projects, in the hope that some recipients might eventually be diverted out of the state grant system. The sustainability of security system have recently been questioned by economists like Gray (2006), considering that in 2006 South Africa was the developing world's biggest welfare economy with an average 30 per cent growth in social security spending such that 12 million grant recipients were supported by less than seven million taxpayers (Holscher, 2008).

4.3.2.2. Skills Training benefits

The second benefit gained by the beneficiaries from working for the EPWP projects is skills training. Skill training is one of the pillars of the EPWP projects. As indicated earlier on, respondents indicated that beneficiaries are being trained in skills such as painting, tiling, HIV/AIDS education, care giving, auxiliary social work, and plumbing, just to name a few. Most of the recruited beneficiaries are unskilled and semi-skilled people, thus at the end of the project it is expected that they would have gained some skills that they might use for future survival. Skills acquired can also be a head start towards a qualification in a related trade. One of the beneficiaries who once worked for Community Home Based Care (CHBC), which is an EPWP project under social sector, said:

"Personally I learnt a lot and I am deciding to take a course on social work because I have realised that I love working with people."

The EPWP managers responsible for the social sector projects revealed that a number of unskilled and semi-skilled people had gained vital skills and now are professionals who are able to support themselves financially.

"Here in Gauteng we have trained 487 social auxiliary workers who were once community care givers. Now they are professional child and youth care workers at our organisations that provide professional services and earning salaries. The EPWP

projects are actually meant to strengthen service delivery and also help persons (beneficiaries). This (training towards a professional career) has not happened to all the participants as the resources are limited. But we are actually happy that we have seen some progress to the stage that there are self-sufficient"

It can be concluded that the effective implementation of the EPWP projects can help ease the problem of unemployment in the country as more people can be trained and receive valuable skills. Triegaardt (2009) observed that there is more demand for skilled labour in South Africa, which is also reflected in the global trends. However, the demand for unskilled labour from the formal sector is declining. McCord (2004) attributed the decrease in the demand for unskilled labour to structural changes in the economy. The changes include the decline in the importance of the primary sector, technological changes, liberalisation and entry into global economy all of which require skilled labour. Therefore, skills-training in EPWP projects does not only increase the employability of beneficiaries, but also quenches the demand for skilled labour in the country. In turn, this enhances the beneficiaries' future abilities to meet their own needs, and it increases the country's economic production and abilities to compete in the global market.

Skills development does not only contribute to employment but also contributes to economic development. Johanson and Adam (2004), cited by Reddy (2006), postulate that skills-development contributes positively to economic development of a country. It is an investment that has the potential to increase earnings for the workers, upsurge productivity and profits for companies, and leads to higher output of goods and services resulting in increased economic growth. Therefore, the skills upgrading for the poor and disadvantage people in South Africa is crucially important not only because poverty has a direct association to the level of human capabilities, but also because the country has a high demand for skilled workers. Thus, better skills for the poor implies better chances of getting a job, which in turn, means better chances of moving away from poverty.

4.3.2.3. Work experience

The third benefit which the participants cited as being acquired by the beneficiaries is work experience. Many participants said that the projects were helping a lot because some beneficiaries never worked before and now they are introduced to a working environment. Other respondents indicated that they did courses in different trades and the EPWP projects are giving them the opportunity to apply their skills and gain practical experience of the work they have trained for. This theme was revealed by a beneficiary who noted:

"Myself I did training at Boston in office administration and computers and, this job is giving me much needed experience."

One manager summed up the benefits acquired by the beneficiaries from working in the EPWP projects when he said:

"What then happens is that if you (beneficiary) do not have a skill you are then given a skill by way of training. Working in the project will give you a practical opportunity to perfect that skill. Once the project is done you then have a better chance of going out there and create work for yourself as a builder. If someone wants to extend his house you can then step in at that space and make a bit of money for yourself."

Hence, the EPWP projects increase the employability of beneficiaries through imparting of skills and the provision of work experience which often lacks in young people entering the labour market. Increased employability of beneficiaries increases their potential to meet their own material achievements such as good education and health, and access to the goods and services necessary for decent living.

4.3.3. EPWP benefits to communities

The research participants revealed that EPWP not only benefits the beneficiaries who are directly involved with the projects, but also communities in which the programmes are being implemented. Thus, it can be concluded that EPWP is concerned with the population of the community as whole. This is inline with social development principle of universalism. Midgley (1995) noted that social development is inclusive or universalistic in scope because it is concerned with the whole population. It adopts a macro-focus which directs attention to communities, regions and societies. Therefore, social development's concern for individuals neglected by the economic growth or excluded from development takes place within a wider universalistic context of interventions that promote the welfare of everyone. Benefits of the EPWP projects to host communities are summarised in the table below.

Table 4.4. Themes relating to EPWP benefits to communities

Themes	Sub themes
Social services	Care giving
	Information providers
Infrastructure development	Maintenance of community infrastructure
	Building of new infrastructure
Economic development	Local economic development

4.3.3.1. *Community social services benefits*

Care giving

It emerged that EPWP social projects were involved in caring for the elderly, orphans and vulnerable children. Expanded Public Works beneficiaries under the Early Childhood Development and Home Community Based Care programmes are trained in care giving

and psychosocial wellbeing in order to help the identified groups. The beneficiaries visit the elderly who mostly live alone and have no one to take care of them. They do the household chores for them, wash them, and provide them with food. Some of the beneficiaries also run a food gardening projects from which they get the vegetables they help the elders with. One beneficiary who works for EPWP Home Community Based Care (HCBC) has this to say:

"I have learnt a lot from participating in the programme because I never knew that old people are suffering out there. Most of them are left alone by their children. There is no one who assists them with anything. Even though some of them get grant, there is no one who does grocery, cleaning and other house hold errands for them."

One of the EPWP managers interviewed indicated that there are drop-off centers built under the Early Childhood Development (ECD), an EPWP social sector project, that have playing facilities in order to provide children with conducive and safe playing grounds. School going children are also being helped with their homework in these centers.

Programmes such as ECD help alleviate the effects of child poverty. Child poverty is particularly problematic because it can significantly reduce the life chances and the life expectants of affected children. Alcock (2006) argues that children living in poverty experience deprivation of material, spiritual and emotional resources needed to survive, develop and thrive, leaving them unable to enjoy their rights, to achieve their full potential or participate as full and equal members of society. Paxton and Dixon (2004. p. 28) discovered that "children who grew up in poverty [...] consistently did worse at school, were six times less to enter higher education, one and a half times more likely to be unemployed and earned ten per cent less during their lifetimes than those who did not experience poverty." Thus EPWP projects like the ECD are helping in the improvement of social development of children and their future well-being. In fact, one of the managers interviewed cited a research which proved that children who benefited from these projects show some development in their social skills such as assertiveness and leadership. The manager commented:

"There is a research that was conducted by the Department of Health in partnership with the HIV/AIDS unit under the Department of Social Development. It (the conducted research) reveals that children who were reached by the care givers showed some noticeable improvements in terms of them portraying leadership skills, being assertive and so on."

EPWP projects work as information centers

The study revealed that Expanded Public Works Programme beneficiaries help community members by referring them to appropriate governmental departments where they can get help which they (EPWP beneficiaries) do not provide. Thus, EPWP projects also act as community information centers. They perform this duty very well since they are within communities, and thus, well positioned and easily accessible to the public. In other words projects are at the core of service delivery. One manager interviewed indicated that through the work of EPWP beneficiaries the government has managed to reach more poor people who need help.

"They (EPWP beneficiaries) have helped more people to access services because part of their work is to refer people to different government departments for appropriate services. And we know through their involvement that access to service delivery has been shortened."

4.3.3.2. Infrastructure development

Respondents indicated that EPWP projects have helped a lot in terms of repairing and building of new community infrastructure. In fact, McCord (2004) indicated that the primary purpose of public works programmes is poverty alleviation through labour absorption, and this is frequently achieved through the creation of public assets using labour intensive methods. Infrastructure developed under EPWP projects that was identified by the research participants encompasses production enhancement

infrastructure like roads; directly productive infrastructure such as irrigation and; social service infrastructure, for instance, clinics and schools. Chirwa et al (2001) observed that the development of infrastructure may improve the social wellbeing of the communities as it has the potential to create conditions for productive and economic activities. The project visited by the researcher is involved in the renovation of a community school in one of the Gauteng townships. The school is not only used as an educational institution by students from the community, but it also doubles as a venue for other community function. One beneficiary of the project described the benefits of the school as follows:

"The school hall is also a community hall. It is being used to host events and functions such as wedding ceremonies and church services on Sundays."



Photograph by Denis Dube

Picture 4.1. Renovations of a school library under one of the EPWP projects in Gauteng Province. State of the art libraries can contribute positively to pupils' learning.

The skills acquired by beneficiaries can also be utilized to help the community at large. For example, beneficiaries of the visited project have learnt skills like painting, floor-tiling, and brick-laying. Thus, anyone in the community who is renovating his or her house can hire the EPWP beneficiaries to do the work for him/her. The EPWP projects are also involved in building new community infrastructure. One respondent said there was a school being built in North Riding through the EPWP.

Since these projects are meant to help the communities it is, therefore, important for community members to be involved in project identification. Most managers interviewed indicated that community needs assessment are done in order to identify projects to be implemented. However it was not clear if the communities were involved in such processes.

"We do 'needs' assessment to determine what is it that they (community members) require and that will benefit them. For example, if we go into a community and find out that there is no community center, then the project will focus on building one... Not sure how the needs assessment is done"

From the data gathered, it seems the local councilor has a bigger role to play when it comes to project identification. Almost all beneficiaries indicated that they were recruited after having registered with the councilor and the councilor was the one who informed them about the project. Based on the beneficiaries' comments, it is not likely that the councilor did consult the community in identifying the project. One of the beneficiaries said:

"The councilor is not that involved with the community. E.g. last year we had two meetings with the councilor of which the last one failed because the community never turned up."

It is imperative for community members to be actively involved in activities related to their own development. This is known as people-centered development in social

development circles. People centered development emphasizes that the communities be able to determine and control the identification of developmental programmes, allocation of development resources and the direction of the programmes. Such involvement helps community members to start taking ownership and responsibility over their own lives. Thus, communities must be involved in identification and selection of EPWP projects because they are the ones who know better what their needs are than the 'expert' or outsider like an EPWP official. Furthermore, community participation in developmental programmes is likely to result in the development of responsibility, self-confidence, initiative, pride, creativity and cooperative among community members (Midgley, 1995).

4.3.3.3. ***Local economic development***

The research revealed that EPWP projects help in boosting the local economy of the host communities. The projects inject money in the local economies through stipend earned by beneficiaries and through procurement of the project inputs from local suppliers. Beneficiaries use their workfare incomes to buy necessities from local shops, thus, boosting local business. One manager commented that:

"A person that has a spaza shop which used to sell ten loaves of bread per day now can sell more since beneficiaries can now afford to buy food from the stipend they receive. More consumption by beneficiaries means the spaza owner also benefits."

Another manager added that even large businesses benefit from the EPWP projects.

"There is some cash injection and circulation within the local economy. At a business level goods are being procured from local suppliers to execute the project. There is money changing hands and obviously there is some economic activity going on there. You might find out that one or two people get employed on a permanent basis because, e.g. there was sudden huge demand for bricks as a result of the projects"

The identified EPWP contributions indicate that the programme is instrumental to both economic and social development. This is inline with social development objective of integrating social and economic processes. Midgley (1995) postulated that within the process of development, social and economic developments form two sides of the same coin. Such views are supported by the United Nations Research Institute for Social Development (UNRISD, 2011) which rejects the widely accepted dualism of economic and social processes, which places social issues and policies in a subordinate and residual position. The advocates of social development approach to human well-being insist on strategies to economic development that maximize people's participation in productive economy. The approach also calls for the adoption of policies that create mass employment, invest extensively in human and social capital (e.g. skills development), enhance self-employment opportunities, and ensure that incomes are raised for all citizens equitably (Triegaardt, 2009; Lambard, 1996; Midgley, 1998). These are some of the EPWP focus areas.

4.3.4. EPWP challenges and opportunities

The analysis of research data also revealed that there are several challenges facing EPWP projects and that there are ways in which the programme can be improved. These themes are tabulated below.

Table 4.5. Themes relating to EPWP opportunities and challenges

Themes	Sub themes
Challenges	Discipline
	More demand for work than available opportunities
	Sustainability
	Project funding and remuneration of beneficiaries
	Training
	Accommodation of disabled people
Opportunities	Production of project inputs by community members
	Bringing more projects to communities
	Improving the exit strategies of beneficiaries

4.3.4.1. Challenges

The respondents identified a number of challenges facing EPWP projects. These include lack of discipline by beneficiaries, more demand of work opportunities than those availed by the programme and the failure to accommodate people living with disabilities.

Disciplinary problems

One of the challenges facing some of EPWP projects is lack of discipline by the beneficiaries. Respondents indicated that some beneficiaries lack professionalism because they are often late for work and usually fail to follow for instructions. The community liaison officer (CLO) commented that:

"Another challenge is human element or aspect. Some beneficiaries come late for work as they come at their own time. These are the same people who were desperate for work. They come in late perpetually. If you talk to them, they stop it for a day or two. You are forced to give them notices or to discipline them."

Lack of discipline in some of the public works programmes exposes the managerial capacities of those responsible. On the other hand, it may be a sign of dissatisfaction from beneficiaries. Either way, lack of discipline has a negative impact on the projects. For example, late coming by beneficiaries may delay the completion of projects within allocated time. It also affects the working relationships between workers and management. Beneficiaries' failure to follow instructions may jeopardise the quality of work done. For example, in road infrastructure projects, this may lead to poor roads being built and prove the programme to be a complete waste of tax-payers money. Poor social service and production enhancement infrastructure may fail to promote the delivery of social services to the poor and to create conditions necessary for productive economic activities.

More demand for work than available opportunities

Participants indicated that there is high unemployment in their communities and that the EPWP projects being implemented only absorb a small fraction of the jobless. In other words, there is more demand for work opportunities than there is supply. This poses a challenge especially to those who are involved in recruiting the beneficiaries. Although the programmes are targeting the poorest, poverty is prevalent in the communities where the EPWP projects are being implemented. Thus it is difficult to decide on who to recruit and who to leave out. This was revealed by the CLO who indicated that:

"The challenge is that more people want work. Some literally cry, begging you to give them a job. Some become rude and say things that are not nice about you. Some even insult you saying that you give jobs to your own people. The unemployment rate is very high. There are lots of people who need jobs."

It is obvious that EPWP is not operating on a scale sufficient enough to involve a substantial proportion of the labour force in order to reduce aggregate unemployment and poverty significantly. The use of the wage rate which is currently set at R66, 34 per day, as a device for promoting self-selection by the poorest is evidently not working. Given the small scale of most projects and the high estimated levels of poverty and unemployment there appears to be excess demand for jobs on EPWP projects even at below-market wage-rates.

Sustainability

Most beneficiaries indicated that there was a need for prolonged EPWP projects. They felt the current projects were too short and this does little in helping them to escape from jaws poverty. This point was articulated by one manager in the following response:

"It's hard to sustain poverty alleviation programmes as they come and end. Given the high unemployment rate that we are faced with it becomes a challenge. You take people

from the circle of poverty that they were, but on completion they are most likely to go back where they were before as much as they might have skill."

Thus, the study showed that EPWP is often composed of short-term projects each lasting for only a few months. This is relatively a short time if the projects are to contribute significantly towards social development of the beneficiaries. McCord (2003. p. 28) argues that short-term effects of workfare programmes may be "only to churn the unemployed, replacing one cohort of the unemployed with another in short term employment projects removing them temporarily from the pool of unemployed labour, rather than addressing either the underlying problem of unemployment or having significant or sustained impact on the livelihoods of participants". As a result, prolonged public works schemes will be ideal in effectively addressing the problems of poverty and unemployment as they offer sustained employment. However, short-term projects are effective in areas where substantial part of unemployed is based on seasonal economy. For example, in an agro-based area, 3 to 6 months projects implemented during the agriculture slack season will confer valuable stabilization benefits to the project beneficiaries. This can enable poor participants to smooth their consumption. Subbarao (2003. p. 5) noted that "stabilising their income can prevent the poor households from having to sell off their assets during years or seasons of crop failure".

Project funding and remuneration of beneficiaries

Another challenge facing the EPWP projects is the lack of funding and inconsistent remuneration of beneficiaries. Some EPWP projects either are yet to receive funding from the relevant governmental departments or are under funded. A manager responsible for monitoring projects indicated that some projects fail to meet the ministerial determinations due to under funding. For example, the manager said that some of the projects have branding problems since there is no money to spend for branding. One beneficiary who also works for an HCBC project indicated that the project is yet to receive funding from the Department of Social Development despite the fact that it has been in existence for more than two years. The beneficiary indicated that they rely on

fund-raising in order to meet the requirements of day to day running of the project. This beneficiary commented:

"One challenges we face with HCBC is that we do our own fund rising. We are yet to get assistance from the Department of Social Development to help not only with our day to day needs but also to buy necessities such as bathing soap for those whom we visit. Last year (2012) in May we did a fund-raising activity on mothers' day. We had activities with the elders, and we sold food so that we can get money to buy hand gloves etc."

The manager indicated that they were yet to meet the ministerial determination of not less than R66, 34 per day in terms of stipend given to beneficiaries in some of the EPWP social sector projects. The manager articulated that:

"We are yet to meet the requirements that are stipulated by the Ministerial Determination in terms of the stipend. What we are providing to some of the beneficiaries is less than the current EPWP Ministerial Determination of R66, 34. However, it is receiving attention from the department."

Most of the participants agreed that the stipend was too low and there was a need to increase it. However, they agreed that 'half a loaf was better than nothing'. However, what compounded the problem was that sometimes beneficiaries did not receive what was due to them as they are short-paid. One beneficiary commented:

"When it comes to pay it's a hustle. Sometimes they pay us for fewer days than we would have worked for. There is need to confirm the days we worked before they submit the register for wages."

Failure to properly fund some of the EPWP projects and faulty payments of beneficiaries can be counter-productive. Targeted beneficiaries may be discouraged to work in projects they believe to be robbing them their deserved income. Furthermore, under-funding may

lead to poorly built community infrastructure that will not last or effectively serve the purpose they are built for.

Lack of training

The research revealed that not all EPWP beneficiaries receive formal training. The participants indicated that this was due to lack of funding and sometimes the beneficiaries were not willing to learn. Actually, in the infrastructure project visited by the researcher no beneficiary had received any formal training. Instead, most beneficiaries worked as general workers. Work that needed skilled labourers was being done by workers who were employed by the main contractor. One beneficiary furiously commented:

"There are no skills learnt from being a general worker; especially when removing old tiles so that they (professional who work for the contractor) can put new ones."

However, the sub-contractor interviewed indicated that some beneficiaries were not interested in training. All they needed was to work and earn money.

"Most people are not into EPWP in terms of learning, but just to get money. The concept is no longer about 'I am going to learn something'; it's all about 'I am going to work for six months'. People work because they are hungry, for the sake of money."

The other possible reason for the lack of interest in skills training by some of the beneficiaries is their lack of basic skills like reading and writing which are necessary for further training. Biyase and Bromberger (2004) noted that the very poor may not have the fundamental training or skills necessary for training of the kind that will prepare them for the labour market, and which is supposedly on offer as a central part of workfare programme.

On the other hand, one manager indicated that lack of training in some projects was due to unavailability of funds meant for training. The funds are made available through

National Skills Fund and from the Department of Infrastructure Development, which is the lead department for all EPWP projects in Gauteng Province. The manager said:

"Training does not come regularly. You will find out that a person has been in the programme for two years or more without getting any form of training. We rely on allocation from National Skills Fund, if they do not come forward then beneficiaries will have to wait and wait."

The manager, nevertheless, indicated that the department had started to introduce their own funded projects so that they do not solely rely on external stakeholders to train beneficiaries under the projects they run.

Lack of skills training in some of the EPWP project is quite unfortunate since human capital development is paramount in effectively addressing social problems. The EPWP together with other programmes like the Accelerated and Shared Growth Initiative for South Africa (ASGISA) launched by the South African government in 2006, have one of their main objectives as to address the shortage of skills (Mustaffa, 2006). This skills shortage, according to ASGISA (2006), is a resultant of the policies of the apartheid era and the slowness of the country's education and skills development institutions to catch up with the country's current acceleration of economic growth. Thus, EPWP projects which do not offer formal skills training to their beneficiaries fails to address social problems through human capital. This calls for immediate attention because we cannot forever blame apartheid era policies when post-apartheid programmes like the EPWP are also failing to deliver.

Failure to accommodate people living with disabilities

Failure to involve people with disabilities in some of the EPWP projects is one of the challenges identified by the participants. Actually, there was no person with a disability recruited in the project visited by the researcher. The CLO of the project said that although it was difficult to involve people with disabilities in the construction projects,

there was need to create an environment conducive for them to work as they are part of the community and not outsiders.

One of the managers indicated that some of the reasons for the failure to accommodate people with disabilities were that they (EPWP officials) lack skills needed to interact with the disabled people and that the equipment needed to accommodate them was expensive. The manager has this to say:

"We need to look at the issue of accommodating people with disabilities in the projects. But we have not reached that stage where we understand disabilities because disabilities differ. E.g. are we able to interact with people with disabilities before we engage them in a particular project. All the project coordinators must be taken to a course to understand e.g. sign language to interact with the deaf. Some kind of equipment needed to accommodate them is expensive. For example, blind people would need brail in order to write."

People living with disabilities are among people mostly affected by poverty and unemployment in South Africa due to their exclusion from labour market, over reliance on inadequate social security benefits and the problem of struggling to cope with the additional costs of being disabled in an 'able-bodied' world. Failure to include them in poverty alleviation and income generating programmes like the EPWP only worsen their situation. Alcock (2006. p. 181) observed that "exclusion (of people living with disabilities) from the labour market is in part the result of direct discrimination by employers against people with disabilities, who they believe to be unsuitable for many kinds of work and possibly unreliable on health grounds." However, this is compounded by other, potentially more significant structural barriers to employment, in particular the failure of employers to adapt work places or work practices to permit the participation of people with disabilities. Alcock (2006) argued that such discrimination against people with disabilities is not warranted as some people with physical or sensory disabilities are perfectly capable of working within the limitations of their conditions. Thus, there is need

to adjust the structure of many working environments of EPWP projects so as to allow the recruitment of people with disabilities.

4.3.4.2. Opportunities to improve the EPWP projects

Respondents identified a number of things that can be done to improve the current EPWP projects. These include the production of some of EPWP project inputs by the communities, bringing more projects to the community, and improving the exit strategies for the beneficiaries.

Improving exit strategies of beneficiaries

Participants of the study indicated that the benefits of the EPWP projects can be improved if the exit strategies for beneficiaries are also improved. While some beneficiaries are lucky to be placed in other projects or in more permanent jobs, most of them have no where to go when the projects are over. On the other hand, some beneficiaries expressed the need to continue with their education when the projects are over. One beneficiary said:

"We need learner-ships after the end of the project so that we progress with learning. I did marketing and I think I can be a good representative for the contractor. Learnerships will help us grow with the company"

Some participants pointed out that the exit strategies can be improved if beneficiaries are assisted with forming small enterprises that will help them utilize learnt skills in order to make a living. Midgley (1995) argued that the individualistic approach to social development believes that small enterprises can lead to the growth of the economy and provide first-rate opportunities for the poor to engage in productive economic activities. The individualist approach strives to come up with treatment approaches for poor people to function more effectively in the market. Thus, helping EPWP beneficiaries to form

enterprises is most likely go a long way in making sure that they continue to effectively participate in the productive economy well after the end of the programme.

Bring more projects to the communities

The research participants indicated that bringing more EPWP projects to communities can help alleviate the problem of unemployment and widespread poverty as more people will be recruited and earn income. They also indicated that anything that needs to be upgraded in the community must be done via EPWP projects and employ local people. Some even suggested that service delivery by the government should be done via EPWP projects. This was encapsulated by the following manager's response:

"Government as a service delivery machinery should be obsessed about delivering services the EPWP way because they will be more work opportunities created."

Some believed that new projects which never existed before can be introduced and help to uptake more unemployed people. The manager responsible for social sector projects within the EPWP noted that new programmes such as victim empowerment can be introduced.

"We still have room for expansion especially that we only have HCBC and ECD participating. We are currently driving our province's specific guidelines and we would wish to see other projects, e.g., substance abuse programmes, older person's programmes, and victim empowerment being introduced. There are many programmes that we can use to wrap in people into EPWP training and exit them."

Production of some of the projects inputs within the community

The participants of this study indicated that the EPWP benefits can be improved if some of the project inputs are produced within the host communities. In the case of construction projects, communities can be involved in molding of bricks needed in

projects. This will ensure that more people benefit from the project. This proposal was articulated by one manager who said:

"We can expand the projects if people are visionaries. For example, community members can supply projects with needed or required input products such as protective clothing. These are being ordered elsewhere and sometimes it takes time to acquire them."

However, the manager was quick to point out that he was not into community members forming cooperatives although the Enterprise Department was teaching them on how to form companies and write business plans. This manager believed that most of the beneficiaries were not business minded; all they wanted was to get work and earn money. He also noted that some of the cooperatives have seen members fighting over money once they lend their first deal.

The theory of de-industrialisation proposed by William Wilson's (1987) account for the origin of urban 'underclass' of poor people who are condemned to live in conditions of deprivation, violence and despair (Midgley, 1995). Wilson contends that de-industrialisation reduced job opportunities in the cities, facilitated the emigration of the middle class families to the suburbs, and resulted in the gradual deterioration of urban services. Thus introduction of cooperatives that produces inputs for EPWP projects might help reverse the effects of de-industrialisation in communities where the projects are being implemented. This is in line with the individualist thought in social development which advocates for entrepreneurial attitudes which emphasise the importance of individual initiative, self-responsibility, choice and pursuit of self-interest. Proponents of this approach advocate for the adoption of measures that promote effective market participation. These include, as suggested by Midgley (1995), policies that foster the emergence of an enterprise culture, the creation of institutions that support entrepreneurs and commercial ventures, policies that promote 'informal' sector activities and specific programmes that assist low-income and needy families to become economically independent.

4.4. Conclusion

This chapter provided the presentation and discussion of the findings that emanated from the study. The research participants' perceptions on the contributions of EPWP to social development were discussed. Participants' views on the potential opportunities and challenges facing the programme were also explained. A summary of main findings, conclusions and recommendations are presented and discussed in the following chapter.

CHAPTER FIVE

MAIN FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

5.1. Summary of the main findings

The research study explored the perceptions of the Expanded Public Works Programme managers and beneficiaries about programme's contribution to social development, the opportunities to expand current projects, and challenges facing the programme and how to mitigate them. Main findings are summed up below.

5.1.1. Nature of beneficiaries

The study revealed that the Expanded Public Works Programme (EPWP) aims to alleviate poverty through skills training and employment generation. The programme targets mainly unskilled or semi-skilled youths, women and people living with disabilities. These people are at a greater risk of poverty and comprise the largest number of unemployed people in South Africa.

The research participants indicated that there was no single format followed when recruiting beneficiaries. Local councillors, project community liaison officers and Non-Profit Organisation officials were among people involved in the recruitment of beneficiaries. Recruitment procedures did not make use of direct targeting which helps to ensure that the neediest and most deserving people benefit from EPWP projects. However, the wage rate was set at a level such that the poor would self-select and well-off inhabitants of the project area would drop out of the pool of applicants.

5.1.2. Expanded Public Works Programme's benefits to beneficiaries

The study revealed that there are some financial benefits associated with working for EPWP projects. Beneficiaries earn income in the form of stipends. EPWP beneficiaries

indicated that the stipend, though small, was helping them meet their basic survival needs such as food, clothes, paying rent and sending their dependents to school. Some said it was helping them pay for stockvel such as burial societies to cover burial expenses in case of a funeral. Some beneficiaries come from youth headed households and whatever they get they are able to help their siblings.

The study revealed that skills-training is one of the core pillars of EPWP projects. Training is provided by accredited trainers who are hired specifically for training beneficiaries. Skills training vary depending on the scope of the project, the availability of resources and on the educational level of beneficiaries. Learnt skills include painting, plumbing, tiling, basic HIV/AIDS education, basic counselling, treatment adherence, care giving, and psychosocial wellbeing. However, it was revealed that not all beneficiaries received training. This hampers the beneficiaries' chances of getting a more permanent job or productive self-employment once the projects are over.

Participants indicated that EPWP projects are benefiting beneficiaries through the provision of work experience. It was established that many beneficiaries had no previous work experience as they had never worked before. Thus, projects are introducing them to work environment. Some beneficiaries did courses in different trades and are gaining practical experience in these trades through working for EPWP projects.

5.1.3. Expanded Public Works Programme's contributions to host communities

It emerged that some EPWP projects were involved in community social service work such as caring for the elderly, orphans and vulnerable children. The beneficiaries visit the elderly who mostly live alone and have no one that take care of them. Beneficiaries help these elderly people with household chores, and provide them with food. They also manage food gardening projects from which they get some of the vegetables they help the elders with. Participants also revealed that there are drop-off centers built under the Early Childhood Development which provide children with conducive and safe play

grounds. School going children are also being helped with their homework in these centers. Respondents felt that interventions that address the effects of child poverty are important as they impacts positively in the children's future well-being.

The study revealed that communities were benefiting from EPWP projects through infrastructure development. Such infrastructure encompasses production enhancement infrastructure like roads; directly productive infrastructure such as irrigation and; social service infrastructure, for instance, clinics and schools.

The study also revealed that EPWP projects are helping to boost the local community economies in which they are being implemented. The projects help to inject money in local economies through stipend earned by the beneficiaries and through procurement of the project inputs from local suppliers. Beneficiaries spend their incomes from EPWP projects to buy food, clothes and other services from local businesses and hence helping to boost the growth of the businesses. This helps stimulate the exchange of money within the communities leading to the economic growth.

5.1.4. Challenges and opportunities

The study revealed that EPWP projects were facing a number of challenges that have a negative impact on their effectiveness. Participants revealed that lack of discipline is rife in some projects since some beneficiaries come late for work and thus affecting the time frame of projects. The demand for employment is much higher than the opportunities availed by EPWP projects. This is an indicating that the programme is not operating on a scale sufficient enough to involve a substantial proportion of the labour force in order to reduce aggregate unemployment and poverty significantly. Most EPWP projects are short-term projects each lasting for only a few months.

The research also established that some EPWP projects lack funds meant for branding and skills training. Lack of training is also as a result of beneficiaries not having the fundamental training or skills necessary for further training. Such lack of training is quite

unfortunate because to effectively address social problems, human capital development is paramount. Some projects are yet to meet the ministerial determination of not less than R66, 34 per day in terms of stipend given to beneficiaries. The study also showed that some of EPWP projects were failing to accommodate people living with disabilities because the projects could not adapt work places and practices to permit their participation. Such exclusion from labour market means that people with disabilities will have to rely on inadequate social security benefits as they struggle to cope with the additional costs of being disabled.

The study revealed that the effectiveness of the EPWP projects can be improved in a number of ways. Improving the exit strategies of beneficiaries will have lasting effects on the achievements of the projects. Beneficiaries need to be placed in more permanent jobs, helped to form small enterprises and even given a chance to further their skill training once the project is over. Bringing more projects into communities means more people will be recruited and, thus, help alleviate the problem of unemployment and widespread poverty in these communities. The effects of the projects can also be improved if poor members of the communities which are not part of the beneficiaries are involved in the production of project inputs. For example, they can produce and supply bricks and protective clothing in the case of a construction project. Such efforts will promote effective participation of low-income and needy families in productive economic activities.

5.2. Conclusions

It is clear that the Expanded Public Works Programme contributes to social development of both beneficiaries and host communities. The incomes earned by beneficiaries from working in the programme help them to meet basic needs such as food, shelter, and clothing. They also acquire and perfect skills from the programme while at the same time gaining work experience. Skills-development improves their chances of getting better and more permanent jobs and to be self-employed once the programme ends.

The programme also contributes to community infrastructure development like the construction of schools, clinics and roads. The programme also boosts the local community economies as money is being injected into economies through procurement of materials needed for projects. However, challenges such as lack of training in some projects and failure to accommodate people with disabilities need to be addressed in order to optimise the contributions of the EPWP projects.

5.3. Recommendations

Based on the aforementioned findings and conclusions, the following recommendations are made:

5.3.1. Recommendations to EPWP officials and social development practitioners

- Those who are involved in poverty alleviation and employment generating programmes such as EPWP need to introduce direct targeting when recruiting beneficiaries. This will ensure that the neediest and most deserving people benefit in such programmes.
- There is need to identify and introduce long-term poverty alleviation and employment generating programmes that will effectively address the underlying problem of unemployment or have a significant or sustained impact on the livelihoods of participants.
- Effective monitoring is needed in EPWP projects to ensure that the EPWP ministerial determinations are being followed. For example, there is need to monitor if beneficiaries are being paid the stipulated amount which is currently at not less than R66, 34 per day and that they are paid according to number of days they have worked.

- Skills-training is one of the pillars of the EPWP projects. Thus, EPWP officials and social development practitioner must ensure that all beneficiaries receive training because human capital development is paramount to programmes that are meant to address social problems.
- People living with disabilities are among people mostly affected by poverty and unemployment in South Africa. Thus there is need to adapt work places and practices to accommodate their participation.
- Exit strategies for EPWP projects need to be improved so that the beneficiaries will be able to continue in productive economic activities once the projects are over.
- It is imperative for communities, groups or individuals to be actively involved in need-assessments activities meant to identify EPWP projects that would be introduced in their communities because they know better what their needs are than the 'expert' /outsider. Besides, participation is an essential part of human growth, that is, the development of responsibility, self-confidence, initiate, pride, creativity and cooperative.

5.3.2. Recommendations for further research

- This study was limited to projects implemented by the EPWP infrastructure and social sectors. Therefore, there is need for more research comprising of other EPWP sectors.
- Future research must also focus on how EPWP projects can engage more people from host communities. For example, there is need to determine how community members can be involved in the production of project inputs such as protective clothing. This will ensure that more people benefit in the projects.

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APPENDIX A: INTERVIEW SCHEDULE FOR THE CURRENT BENEFICIARIES OF THE EPWP

SECTION A: BIOGRAPHICAL INFORMATION

Kindly indicate what applies to you by ticking the appropriate box

1.1 Please indicate your gender.

Female	Male

1.2 What is your age group?

Below 20yr	20yr to 25yr	26yr to 30yr	31yr to 35yr	36yr to 40yr	41yr to 45yr	46yr to 50yr	Above 50yr

1.3. To which racial group do you belong to?

African	Coloured	Indian	White

SECTION B: INTERVIEW QUESTIONS

1.0. Introduction

1.1. Tell me about yourself (e.g. age, gender, racial group)

1.2. How did you hear of the EPWP?

1.3. Why did you apply for EPWP?

2.0. Participants personal benefits

2.1. What work were you doing before working on the EPWP project?

2.2. When did you start working for the EPWP project?

2.3. What does your work on this EPWP project entail?

2.4. What are you paid on this project?

- 2.5. How does your earnings this help you meet your day to day needs?
- 2.6. What kind of training have you received while on this project?
- 2.7. How long is the training period?
- 2.8. Is the training accredited and if so what SAQA level is it awarded?
- 2.9. Do you think the training you have received will help you with regard to future employment or getting an income?
- 2.10. Do you think participating on this project made you a better person or had it improved your self esteem?

3.0. Benefits beyond participants

- 3.1. Does working for this project help your immediate family, if so, how?
- 3.2. Does your work involve offering services to other people, if so, who are they?
- 3.3. How do you think these services help the identified people?
- 3.4. Do you think your work helps to better your community, if so, how?
- 3.5. Do you think the project you are involved in directly or indirectly contribute to the country's economy? If it does, how?

4.0 Successes and challenges

- 4.1. What successes do you think you have made whilst participating on this project?
- 4.2. What problems or challenges are you experiencing with this project?
- 4.3. How are these being addressed and by whom?
- 4.4. If not being addressed, how do you think they should be tackled and by whom?
- 4.5. How do you think the project can be made better or expanded?
- 4.6. Please add any suggestions or comments you wish to make regarding the EPWP project you are involved with.

APPENDIX B: INTERVIEW SCHEDULE FOR THE EPWP PROJECT OFFICIALS

SECTION A: BIOGRAPHICAL INFORMATION

Kindly indicate what applies to you by ticking the appropriate box

1.1 Please indicate your gender.

Female	Male

1.2 What is your age group?

Below 20yr	20yr to 25yr	26yr to 30yr	31yr to 35yr	36yr to 40yr	41yr to 45yr	46yr to 50yr	Above 50yr

1.3. To which racial group do you belong to?

African	Coloured	Indian	White

SECTION 2. INTERVIEW QUESTIONS

1.0. Introduction

1.1. Please tell me about your role in the project.

1.2. What does your work entail?

1.3. Please tell me about the project details (e.g. project name, date commenced, sector, location, etc)

2.0. Participants personal benefits

2.1. What kind of people (beneficiaries) does the programme employ?

2.2. How are they employed?

- 2.3. What are they paid on this project?
- 2.4. How does this help the participants meet their day to day needs?
- 2.5. What kind of training of beneficiaries is provided?
- 2.6. How long is the training period?
- 2.7. Who provides the training?
- 2.8. Is the training accredited and if so what SAQA level is it awarded?
- 2.9. Do you think the training received by participants will help them with regard to future employment or getting an income?

3.0. Benefits beyond participants

- 3.1. Does working for this project help participants' immediate families, if so, how?
- 3.2. Does participants work involve offering services to other people, if so, who are they?
- 3.3. How do you think these services help the identified people?
- 3.4. Do you think the work helps to better the community, if so, how?
- 3.5. Do you think the project you are involved in directly or indirectly contributes to the country's economy, if so, how?

4.0 Successes and challenges

- 4.1. What successes do you think the project have made to participants as a result of participating on this project?
- 4.2. What problems or challenges you are experiencing with this project?
- 4.3. How are these being addressed and by whom?
- 4.4. If not being addressed, how do you think they should be tackled and by whom?
- 4.5. How do you think the project can be made better or expanded?
- 4.6. Please add any suggestions or comments you wish to make regarding the EPWP project you are involved on.

APPENDIX C: PARTICIPANT INFORMATION SHEET

Good day

My name is Denis Dube and I am a student registered for the Masters of Social Development at the University of the Witwatersrand. As part of the requirements for the degree, I am conducting a research into the participants' perceptions of the contributions made by the Expanded Public Works to social development.

I therefore wish to invite you to participate in my study. Your participation is entirely voluntary and refusal to participate will not be held against you in any way. If you agree to take part, I shall arrange to interview you at a time and place that is suitable for you. The interview will last approximately one hour. You may withdraw from the study at any time and you may also refuse to answer any questions you feel uncomfortable with answering.

With your permission, the interview will be tape-recorded. No one other than my supervisor will have access to the recordings. The tapes and interview schedules will be kept for two years following any publications or six years if no publications emanate from the study. Please be assured that your name and personal details will be confidential and no identity information will be included in the final research report.

Please feel free to ask any questions regarding the study. I shall answer them to the best of my ability. I may be contacted on cell phone number 071 417 7238. Should you wish to receive a summary of the study; an abstract will be made available on request.

Thank you for taking time to consider participating in the study.

Yours sincerely

Denis Dube

APPENDIX D: CONSENT FORM FOR AUDIO-TAPING OF THE INTERVIEW

I hereby consent to tape-recording of the interview. I understand that my confidentiality will be maintained at all the times and the tapes will be destroyed two years after any publication arising from the study or six years after completion of the study if there are no publications.

Name.....

Date.....

Signature.....



Research Office

HUMAN RESEARCH ETHICS COMMITTEE (NON MEDICAL)
H120813 Dube

CLEARANCE CERTIFICATE

PROTOCOL NUMBER H120813

PROJECT TITLE

Expanded Public Works Programmes' (EPWP)
Contribution to Social Development:
Opportunities and Challenges

INVESTIGATOR(S)

Mr. D Dube

SCHOOL/DEPARTMENT

Social Work

DATE CONSIDERED

17 August 2012

DECISION OF THE COMMITTEE

Approved Unconditionally

EXPIRY DATE

31 August 2014

DATE 03 October 2012

CHAIRPERSON

(Professor T Milani)

cc: L. Smith

DECLARATION OF INVESTIGATOR(S)

To be completed in duplicate and **ONE COPY** returned to the Secretary at Room 10005, 10th Floor, Senate House, University.

I/we fully understand the conditions under which I am/we are authorized to carry out the abovementioned research and I/we guarantee to ensure compliance with these conditions. Should any departure to be contemplated from the research procedure as approved I/we undertake to resubmit the protocol to the Committee. **I agree to completion of a yearly progress report.**

Signature

Date

PLEASE QUOTE THE PROTOCOL NUMBER ON ALL ENQUIRIES



**infrastructure
development**

Department: Infrastructure Development
GAUTENG PROVINCE

University of the Witwatersrand
Private Bag X4
Johannesburg
2001

27 June 2012

To Whom It May Concern

**RE: PERMISSION FOR CONDUCTING RESEARCH ON THE CONTRIBUTIONS MADE BY EXPANDED
PUBLIC WORKS PROGRAMME (EPWP) TOWARDS SOCIAL DEVELOPMENT.**

The Department of Infrastructure Development (Gauteng EPWP Lead Department) grants Mr Denis Dube, a Masters student from the University of the Witwatersrand, student number 569903, permission to conduct research based on the above mentioned topic.

Yours Sincerely

A handwritten signature in black ink, appearing to read 'Barry Maluleke'.

Barry Maluleke

(011) 335-5548