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THE CHALLENGES OF COORDINATING THE EXPANDED PUPLIC WORKS PROGRAMME IN THE GAUTENG PROVINCE

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THE CHALLENGES OF COORDINATING THE EXPANDED PUPLIC WORKS PROGRAMME IN THE GAUTENG PROVINCE

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Submitted in partial fulfillment of the requirements for the degree of Masters in Management in the field of Public and Development Management, the School of Commerce, Law and Management, University of Witwatersrand, Johannesburg, South Africa

January 2009

DECLARATION

I declare that, **The Challenges of Coordinating Expanded Public Works (EPWP) in the Gauteng Province**, is solely my own work and all sources utilized or quoted have been indicated and acknowledged by means of complete references.

Name……..

Signed…….

Date…….

DEDICATION

This research report is dedicated to the following people

My mother: Thandekile Ndebele;

My husband: Sydney Kokoropo; and

My lovely two daughters: Amahle and Onthatile Kokoropo

ACKNOWLEDGEMENTS

The success of this project comes from the support, encouragement and contribution from a number of people. My husband patiently baby-sited the little girl ensuring that she goes to sleep with a smile and had to bear working late hours trying to finish the project and not spending quality time with them. Thabiso who had to look after the children even after hours and made sure that everything was fine. I'm humbled by the support, patience, dedication and inspiration that my Supervisor, Dr Collins Miruka, showed in shaping this project. My mother, if it was not your continuous interest you showed in my completion of this research, I doubt I would have done it. I would also like to acknowledge friends, my siblings and the assistance and dedication received from the Academic Development Unit staff.

ABSTRACT

This project aims to comprehend the challenges that hinder the realization of the Expanded Public Works Programme (EPWP) objectives as per announcement by the President of South Africa, Thabo Mbeki, in 2003. The gap between the formal and informal sectors is growing and an interim intervention strategy, EPWP, was introduced with to the aim of reducing unemployment and poverty in the country and address the apparent shortage of skills, especially with the declining percentage of existing artisans. A qualitative approach has been adopted in this study whereby a sample to be interviewed will comprise of people that currently coordinate the programme in the Gauteng Province. Open-ended questions were used to encourage discussion that will assist in being able to give conclusive solutions. This study aims at establishing factors that contribute towards poor coordination of the programme in the Gauteng Province; lessons learned that could enhance coordination of the programme of this nature and magnitude in the near future; and document lessons learned with a sole purpose of improving coordination and implementation of the programme in Gauteng.

ABBREVIATION AND ACRONYMS

CBOs	Community Based Organizations
CBPWP	Community Based Public Works Programme
DACE	Department of Agriculture, Conservation and Environment
DEAT	Department of Environmental Affairs and Tourism
DED	Department of Economic Development
DG	Director-General
DoH	Department of Health
DOL	Department of Labour
DPE	Department of Public Enterprises
DPLG	Department of Provincial Local State
DPTRW	Department of Public Transport, Roads and Works
DTI	Department of Trade and Industry
ED	EPWP Departmental Coordinator
EGPSC	EPWP Gauteng Provincial Steering Committee
EI	EPWP Coordinator from Implementing Agent
EM	EPWP Metro Coordinator
EN	EPWP National Programme Manager for Gauteng Province
EPWP	Expanded Public Works Programme
GDS	Growth Development Summit
Hood	Head of Department
MEC	Ministerial Executive Committee
NGOs	Non-Governmental Organizations
NPWP	National Public Works Programme
PWP	Public Works Programme
RDP	Reconstruction and Development Programme
SA	South Africa
SMME	Small Medium Micro Enterprises
UN	United Nations

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CHAPTER ONE

INTRODUCTION

South Africa is faced with the plight of unemployment and poverty. This is a major concern for the state. Despite the successes that South Africa (SA) has had since its democracy, there is still visible high unequal society and experiences. The President, Thabo Mbeki refers to it as two economies – a vibrant first world economy and the much larger informal rural and urban economy where poverty is still rife.

Approximately 35% of South Africans are very poor and about 28% and 40 % of South Africans in the formal and informal sectors respectively are without jobs which lead to high poverty. Unemployment has risen steadily to 31% over the last years going by the official statistics, and to 42% generally (Stats SA 2003). In South Africa, poverty and unemployment are closely linked. It has resulted in the South African state committing itself to halve poverty in the country by year 2014, just a year before the target set by the United Nations. The United Nations (UN) Millennium Development Goal of bringing poverty levels down in the world by half, by 2015, has been welcomed by the African countries with great enthusiasm, because it somehow commits the rich nations of the West to play a greater role in support of poverty reduction efforts in Africa.

South African government's response to this mammoth challenge of reducing unemployment and poverty is underpinned by two fundamental long-term strategies:

> To increase economic growth so that the number of net new jobs being created start to exceed the number of new entrants into the labour market, and secondly to improve the education system such that the workforce is able to take up the largely skilled work opportunities which economic growth will generate (DPW, 2004).

In the interim period, short to medium term strategies have been put in place to contribute towards these long-term strategies. The Expanded Public Works Programme (EPWP) forms one of the state's short- medium term intervention strategies. The EPWP has been shaped in

a manner whereby it is assumed that the economic growth will generate demand for the workers that have participated in the EPWP. EPWP participants are envisaged to be absorbed in the formal sector once the projects are completed (Anna McCord, 2004). The hopes of the normal South African were raised.

The EPWP is aimed at creating 1,000,000 jobs over the period of five years (Log-frame, 2006). If this is further broken down, one is looking at 200 000 temporary jobs created each year for a period of five years. At the regional conference of the International Labour Organisation (ILO) in Durban during October 2007, Anna McCord reported that labour intensive employment, like that provided by the state's EPWP, could only offer a temporary income boost. Only long-term job opportunities can alleviate poverty. The introduction of the programme has thus not made a noticeable difference at the national level in terms of poverty. Recent research indicates that the Public Works projects are not panacea for poverty (*Business report*, October 14, 2007).

Prior to the launching of the EPWP, there was a National Public Works Programme (NPWP), including Community Based Public Works Programme (CBPWP) as its pilot, which was introduced in 1994. The evaluation done on the said programme revealed that the programme did not achieve its objectives to the extent envisaged. The EPWP shares the same policy interpretation with the NPWP. The NPWP, as part of the ANC's Reconstruction and Development Programme (RDP), aimed at reducing unemployment through labor-intensive projects (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 failure of NPWP/CBPWP for not making a perceptible impact on reducing poverty can be attributed the policy/institutional and project implementation reasons (Mthombeni, 1995).

1.1 THE EXPANDED PUBLIC WORKS PROGRAMME (EPWP)

The EPWP is an expansion of NPWP to include other sectors besides infrastructure. Dr S Phillips, the then Head of the Department of Public Works, Limpopo Province was instructed to carry out an investigation into the potential for such a programme and what was required for it to be successful. The outcome of the investigation led to the publishing of the Business Plan on EPWP by the National department of Public Works in the year 2003.[1] The analysis focused on the hard lessons learnt during the NPWP and international experience. What strongly came out of the assessment was that it would be possible to establish a successful EPWP as long as the projects within the programme adhered to specific conditions laid down by National Treasury. Later in 2003, the National Department of Public Works produced a draft framework which was revised in February and May 2004 (McCutcheon et al, 2005).

In the State of Nation Address of February 2003, State President Thabo Mbeki announced the EPWP. In June 2003, the Growth and Development Summit (GDS) resolved in the EPWP. The programme was finally adopted by the Cabinet in November 2003. The President launched the programme in May 2004, in the Limpopo Province (Phillips, 2004).

The EPWP is a nationwide programme which aims at drawing significant numbers of unemployed people into productive work accompanied by the training, so that they increase their capacity to earn income. Its goal is to alleviate unemployment for a minimum of one million people, of which at least 40% will be women, 30% youth and 2% disabled, between 2004 and 2009. This would be achieved through the provision of required public goods services using labour intensive methods, at acceptable standards.

The work opportunities will be created in the four sectors:

i. Infrastructure Sector – by increasing the labour intensity of state-funded infrastructure projects;

ii. Culture and Environment Sector – by creating work opportunities in public environmental programmes such as Working for Water, Working for Fire, Waste Management;
iii. Social Sector – through programmes such as Home/Community Based Care Workers, Early Childhood Development, Community Health Workers; and
iv. Economic Sector – by giving work experience to Small Medium Micro Enterprises (SMME) in the form of learnerships.

All spheres of government and state-owned enterprises have to contribute in the implementation of the programme. The programme entails re-orienting line function budgets and conditional grants so that government expenditure results in more work opportunities, particularly for unskilled labour. The GDS resolved that workers employed under EPWP should be paid a minimum wage to avoid attracting them from existing permanent jobs (DPW, 2004).

The programme targets the unemployed, largely unskilled people, people not receiving grants, the poor, women, people living with disabilities, and youth. Before the launch of EPWP, the Public Works Programmes (PWPs) focused on addressing the infrastructure backlogs only. Khosa (2000) states that the National Department of Public Works conceptualized and implemented Public Works Programmes (PWPs) as forefront of infrastructure delivery to SA. The PWPs were not cutting across other sectors. The PWP has now been expanded to other sectors (economic, social, and cultural and environmental) besides infrastructure.

The EPWP has been designed to address unemployment in South Africa as a transient problem instead of a chronic one. Unemployment in South Africa is a deep, structural problem which reflects inequalities inherited in terms of ownership and skills. The ANC emphasized that the introduction of the programme was by no means a quick fix to the problem of unemployment in the country. It will not be feasible to generate new jobs overnight but what is important to note is that sustainable jobs must be created to make an impact on unemployment problem. The rhetoric regarding EPWP being a strategy that will minimize the gap that exists in the first and second economy is widely endorsed. For

example, S. Sigcau, Minister of Public Works, in her speech (3 September 2003) said that 'The EPWP is an initiative to …. Take the marginalized poor people out of the spiral of poverty' (DPW, 2004). The reality is that the jobs created under this programme are temporary, short and unsustainable and as a result the impact on social and human capital rather than the economic one. For a short period of time, the poor are only able to buy food, clothes, attend functions and feel part of the society. They live for now. It becomes difficult for the EPWP participants once they exit the programme, to be employed as they are not skilled enough and they go back to the vicious cycle of unemployment and poverty.

1.2 INSTITUTIONAL ARRANGEMENTS

The National Department of Public Works (NDPW) is nationally responsible for the overall coordination of the programme and infrastructure sector. At a national level, the economic, environmental, and social sectors are coordinated by the Department of Trade & Industry (DTI), the Department of Environmental Affairs & Tourism (DEAT) and the Department of Social Development (DSD) respectively. The NDPW carries out its overall coordinating role through a Director-Generals' (DGs) steering committee, comprising the other sectoral coordinating departments, the presidency, National Treasury, DOL, the DPLG, and the Department of Public Enterprise (DPE). The DGs' steering committee receives progress reports and addresses bottlenecks experienced in implementation of the programme by the provinces.

A more or less institutional arrangement exists in the provinces. For each province, an appointed provincial coordinator consolidates and serves EPWP quarterly progress reports to the NDPW. The EPWP Provincial Steering Committee has to verify and endorse the report ideally before it is publicized. The EPWP Provincial Committees are representative of sectoral departments including local authorities, Provincial Department of Labour and state-owned organizations. In the case of the Gauteng Province, the coordinating department is the Department of Public Transport, Roads and Works (DPTRW). The Gauteng Provincial lead department for infrastructure, social, economic, and cultural and environmental are DPTRW, Department of Health (DoH), Department of Economic Development (DED),

and Department of Agriculture, Conservation and Environment (DACE) respectively. At present, there is no functional EPWP Gauteng Provincial Steering Committee in place, which I believe on its own poses challenges (Log-frame, 2006).

1.3 REPORTING

The DPW has set work opportunity targets for each sector for first five years (2004 -2009). The target for the infrastructure sector is 900 000 work opportunities with an average duration of four months, 200 000 (one year average duration) for the cultural and environmental sector, 20 000 (average of two years duration) for the social sector, and 9 000 (18 months duration) for the economic sector (DPW, 2004).

In response to national targets, the Gauteng Growth and Development Strategy (GDS) has set a target of 800 000 of 'sustainable job creation' by the year 2014 (A Growth and Development Strategy for the Gauteng Province, 2005). Conversely, the Provincial Coordinator has set a target of 120 000 work opportunities to be created by 2009. There is a huge difference on target set by the provincial GDS and the Provincial Coordinator. This clearly indicates that there is no communication between the provincial GDS and the Provincial Coordinator.

In almost all government departments as well as municipalities, staff have been appointed or assigned to coordinate EPWP in their respective environment. Other departments or municipalities have gone to the extent of institutional development, yet there is no reporting done to the Provincial Coordinator. As it stands now, only three provincial departments are reporting to NDPW (DPW, 2006). The question is why there is such a problem. It is for these above mentioned reasons that this research focuses on the challenges of coordinating the programme in the province.

1.4 PROBLEM STATEMENT

The EPWP was introduced as a short-term strategy to address the crisis of poverty, high rate of unemployment and lack of skills in the country. When the EPWP was announced, it brought so much hope to the South African communities, especially to the poor and unemployed people. The programme was seen as a mechanism aimed at closing the gap between the first and second economies, to minimize the probability of a closed formal sector. There is still a concern from the communities that nothing visible has been witnessed from the programme as there has been no substantial intake of people in jobs as it was made to be the case. The introduction of EPWP was seen to bring about a huge intake of people in jobs.

The EPWP is in its fourth year of implementation. The EPWP's first quarter report (April – June 2005) has been published. It revealed that 60 400 gross work opportunities have been created nationally (DPW, 2005). This figure is an accumulative figure from year 2004 when the programme was formally launched. Out of the work opportunities created as reported, the Gauteng Province has only created 2 366 work opportunities, which is 3.9% compared to the work opportunities created nationally, 0.3% against the target set by the provincial GDS, and 2.3% against the target set by the Provincial Coordinator. This is really a concern, taking into consideration that the programme is on its fourth year of implementation. The programme has to be implemented over a period of five years and we are four-fifth of the way.

In addition, the Gauteng EPWP quarterly report reveals that only DPTRW, Department of Housing, DACE and two municipalities are reporting on EPWP, yet almost all departments, municipalities and state-owned enterprises have appointed or assigned staff to coordinate EPWP in their respective area. Others have gone to the extent of institutional development. There is nothing forthcoming from other spheres of government in the province and nothing compels them to streamline their projects to EPWP. In other words, there is no policy in place that enforces all spheres of government as well as state-owned enterprises to contribute towards EPWP; it was just an announcement by the President.

During the time of the so-called "Community Based Public Works Programme", a programme before EPWP, monitoring was consistently its weakest area. Data gathered from national and provincial departments conflicted, and it was difficult to come up with definite conclusions in terms of the exact number of days of work created (Khosa, 2000:24). The same feature is apparent in the first years of implementing EPWP. The question is why there is such a challenge when institutions or personnel have been put in place.

In 2007, the DPTRW was in the process of developing the Provincial EPWP Strategic Plan. At the same time, some municipalities were also in the same process. Despite the fact that the DPTRW is a duly appointed coordinator, the municipalities operate in silos, only two municipalities forwarded their report directly to DPW, and as a result, the quarterly reports forwarded by the Provincial Coordinator to National Department f Public Works is not a true reflection of what is happening in the Gauteng Province in terms of implementing the programme. The municipalities are not even participating in the sectoral committees even though they are supposed to be members of such committees (DPW, 2004). *The* Mining Weekly (November 24, 2005) reported that the DPTRW said "the roll-out of the Expanded Public Works Programme (EPWP) is being impeded by a lack of coordination and administrative oversight between the relevant municipalities and departments in the province." It further reported that the DPTRW expressed its concern on municipalities working independently which may result in omissions and oversights in the provincial EPWP progress report. I believe that this is the manifestation of the poor coordination of the programme that exists in the province.

The research question in this study relates to the views of each department, including the municipality, regarding the coordination of the EPWP in the Province. This study attempts to answer the following questions:

i. What factors are contributing towards poor coordination of the programme in the Gauteng Province?
ii. What are the lessons learned in coordinating a programme of this magnitude?

The purpose of this study is to explore the challenges that hinder the effective coordination of EPWP in the Gauteng Province. This would be done by comparing perceptions of people responsible for EPWP from each Provincial Government Departments, City of Johannesburg and the National EPWP Programme Manager for the Gauteng Province. The belief is that uncovering the challenges of coordinating EPWP in the Gauteng Province will enhance the coordination of the programme and the pace of delivery will improve.

The objectives of this research are as follows:

i. To establish factors contributing towards poor coordination of programme in the Gauteng Province
ii. To establish lessons learned that enhance coordination of the programme of this nature and magnitude.
iii. To document lessons learned that can improve coordination and implementation of the programme in Gauteng.

1.5 SIGNIFICANCE OF THE STUDY

The significance of this study is that there is a serious shortage of skills in South Africa – including a high rate of unemployment and massive poverty, especially among the South Africans - thereby minimizing the gap between the formal and informal sectors. The foot-dragging of role-players and insignificant work opportunities created by the Province necessitate the need to explore the challenges that hinder the effective delivery of the programme. The programme is in its fourth year of implementation yet the Gauteng Province has not shown any impressive results (DPW, 2005). Hence there is a serious need to explore the challenges of coordinating the programme when institutions and personnel have been put in place within the provincial departments and municipalities.

1.6 CONCLUSION

Chapter one provided background for the question at hand. It clearly outlined when the programme commenced, how it evolved, the role-players; the target groups; existing processes/guidelines; its objectives and the inquiry intended in this study. What emerges in this chapter is that South Africa is faced with a plight of poverty, unemployment and shortage of skills. The programme introduced as an interim intervention strategy seems not to be yielding any desirable results in Gauteng. There might be a number of factors that are contributing to visible impact towards poverty, unemployment in Gauteng. This study focuses on how coordination is done in implementing EPWP in Gauteng. The following chapter will show the challenges that exist in coordinating a programme of this magnitude. The further chapters would try to establish any interrelation between what came from the literature review and the respondents and provide conclusion and recommendations..

CHAPTER TWO

LITERATURE REVIEW

In this chapter, literature that was reviewed covers Public Works Programme, Coordination, Process Evaluation, Policy Implementation, Governance and Institutional arrangements. Even though all topics pertaining to the topic were exhausted, what I managed to gather is of high importance to this research. The literature was gathered from internet publications of institutions, journals from the library databases and university based research reports.

2.1 PUBLIC WORKS PROGRAMME

The Public Works Programmes (PWPs) were developed as a means to address a combination of South Africa's 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 (White Paper 1997 – Public Works towards the 21st century). The vision was that the new jobs were to be created through accelerated labor-based infrastructural development and maintenance of public works in the urban and rural areas.

In industrialized and developing countries whereby such PWPs have been implemented, the public sector has funded, coordinated, monitored and evaluated implementation of such projects. The Non-governmental Organizations (NGOs), Community Based Organizations (CBOs) and Private Sector also played a role in the undertakings of such projects. It is recognized that such programmes are not in themselves the solution to long-term unemployment and poverty. Rather, they are one element of a broader policy and strategy for job creation and poverty alleviation. Such programmes are important as tools for reducing cyclical unemployment.

The Department of Public Works assumed the responsibility to implement PWPs in order to achieve the following objectives:

i. Reduce unemployment by creating of jobs and opportunities for local contractors through labor-intensive projects;
ii. Provide education and training to unemployed people with preference to youth, women and rural dwellers so as to increase their chances of being self-employed or marketable to the formal sector;
iii. Empower community through provision of community assets, transference of skills and job creation; and
iv. Contribute to building and strengthening provincial government, local municipalities and other local institutions.

The challenge with PWPs is that as a short-term intervention strategy, there is no clear link with the long-term strategies which have been explored. An example is of those individuals who were trained under Community Based Public Works Programmes and their entry to the formal labor market. This is still evident. There is no clear exit strategy in place which will take people out of the Programme to the formal environment. And what is becoming clearer everyday is that the maximum exposure that will increase the chances of people who have gain experience from the programme enter the formal world is being compromised. The focus is on pushing the numbers and nothing more. Will doing so assist in reaching the target set by the country to halve poverty and unemployment by year 2014?

The coordination mechanism between the PWPs and related programmes in other line function departments is fairly weak. The White Paper (1997:12) outlined the following steps amongst the others that must be taken to ensure the success of PWPs in reaching its objectives:

i. Develop, coordinate, monitor and evaluate policy on PWPs;
ii. Establish legislative framework that will facilitate PWPs at three spheres of government(National, Provincial and Local);
iii. Develop an enabling environment for the transformation of construction industry towards a more labor-intensive and training oriented approach.

Despite the proposals put forward in the white paper, there is still no policy that clearly outlines how the EPWP, which is a PWP, should be implemented. The EPWP log-frame that exists just provides indication of who should do what but the how part is missing. And there is no policy or anything binding such as penalty, in place which has adverse effects if the spheres of government do not undertake EPWP in their respective projects. It really becomes a challenge for the Provincial Coordinator to force cooperation from all tiers of government.

The EPWP is a by-the-way matter irrespective that the President of the country has stressed that everyone must partake in the realization of this strategy (EPWP) and addressing the evident lack of skills that persist in South Africa and the alarming percentage of unemployment. Hence there is such a visible poor coordination, lack of participation from many government departments and local municipality, and no penalties applied to the defaulters.

McCord (2004) indicated in her paper presented at a conference in October 2004 that the impact of EPWP is compromised by its short duration of employment for each worker and the limited scale of employment offered under EPWP. She further said that there is a disjunction between what the programme is perceived to do and its reality. She concluded that the closing of the gap between the first and second economies can be entertained if the fiscal allocations can be increased for the working age unemployed poor group.

2.2 POLICY IMPLEMENTATION

The programme came as an enhancement of NPWP. The lessons learnt from the NPWP gave birth to EPWP. The framework was then developed after the draft Business Plan was presented to look at the pros of the programme. The framework acts as a guide in implementing the programme. Framework is defined as a "set of guidelines for use in a

larger context than would be considered for a method or process..."[2] McCutcheon, 2005 defines policy as a plan of action that provides guidance on decisions and actions. The question is whether the framework is sufficient to ensure that the President's announcement is realized or we need a policy? The framework indicates the policies that bind implementers in terms of EPWP are: Code of Good Practice for employment and conditions of work for Special Public Works Programmes, Basic Conditions of Employment Act, 1997, Skills Development Act of 1998 amongst others (McCutcheon, 2005).

Hunter (2002) argues that there have been a number of studies done regarding policy implementation since 1970s. The focus in these studies has been trying to explain the implementation gap. The social scientists have shown interest on the notion of policy failure. Pfeiffer (1992) maintains that the inability to implement policy/programme/decisions seems to be getting worse. The policy failure can be attributed to a number of things, one being unsuccessful implementation of the policy, bad execution or external circumstances.
Gunn (1984) outlines ten reasons why it is a challenge to implement a policy. Amongst those ten reasons are:

i. External factors may affect the implementation of the policy;
ii. Unavailability of resources and no time to implement a programme;
iii. Needed combination of resources not available;
iv. Poor understanding or disagreements on the programme
v. Dependency relationships are multiple; and
vi. Incomplete communication and coordination.

The success of implementing the public policy depends on the capacity to implement it and the availability of resources to ensure delivery (Makoa, 2004). The success of the policy implementation depends on capacity building. The meaning of capacity building relies on how one uses it. Jugessur (1994) argues that capacity building means developing human, institutional, infrastructure, legal and financial competences.

[2] Source: http://www.google.co.za/search?hl=en&q=define:framework&sa=X&oi=glo... Accessed on September, 14, 2008

Hunter (2002) further argues that the effectiveness and understanding of the programme implementation depends on a number of approaches: structural, behavioral; managerial; procedural and political. Pfeiffer (1992) shared the same sentiments and maintained that in many instances challenges in policy implementation resulted from inability to develop political will and expertise."

What is important to note is that policy formulation and implementation are dependent on each other. It is thus crucial that the policy formulators consider them in combination (Hogwood and Gunn, 1984). For implementation to succeed, a degree of transparency is needed besides common ground and commitment from all role-players.

The challenge with the implementation of policies in the Third World countries has been associated with basic economic and political conditions. The state implements policies to improve the quality of lives that are limited by 'the weak extractive capacity' of the state with regard to the economy and indulgence of any resources through corruption. The policy implementation especially with regard to elimination of poverty can be effective only when there is political stability and degree of positive economic growth (Hill et al, 2002).

The Gauteng departments have acquired human and infrastructure resources to ensure that the EPWP takes place in their respective departments. The appointed officials must coordinate EPWP in their respective areas. They rely on other sections to provide them with information which seem to have proved as a challenge as there is not much that is recorded in terms of work done under EPWP. The programme demands that the organizations re-align their budgets to accommodate EPWP projects, no additional funds are popped in their allocations. This has resulted in organizations being despondent and not seeing EPWP as important.

These developments mean that the following questions need to be addressed urgently for effectiveness and efficiency:

i. Are the acquired resources sufficient to impact on service delivery?

ii. Should the EPWP sections within the organizations have their own budget and implementation structures to make an impact on the work opportunities created under EPWP?
iii. Is it possible that the lack of participation from the majority of stakeholders results from the factor that the responsible individuals are powerless and have no control whatsoever in relation to the implementation of EPWP because they have no financial resources?
iv. Can it happen that the finances are the key to the success of the programme?

2.3 GOVERNANCE

The terms governance and good governance are being increasingly used in the development literature. These concepts are literally new in Africa. It is only in the past decade that Africa recognized that it has the right and responsibility to expect, demand and create good governance for all institutions. For example, during the apartheid regime, the disadvantaged groups had no right to participate in decision-making, few expectations from institutions supposedly existed to serve them. What is happening now is that the foreign donors require good governance so that they can fund the countries.

A number of African countries have become signatories to the African Peer Review Mechanism (APRM) that is aimed at promoting good governance in the continent. Thomas (2004) defines governance as an ongoing process in which individuals and organizations seek to achieve desired results. He further maintains that there are number of characteristics that form part of governance of which the few are: steering or direction setting, setting goals, conflicting interests and values, conflict resolution, etc.

Batten (2004:4) defines governance as "the system of ensuring all legal and moral accountabilities are met and that the organization's vision, mission, values, policies and strategies consistently guide its actions." Conversely, good governance is seen to be about achieving desired outcome in a right way. Good governance is seen to yield organizational effectiveness. It is for this reason that the foreign donors require good governance in the organization they intend funding. Batten (2004) argues that good governance makes

sustainable development possible. Good governance is among others characterized by participation, transparency, responsiveness, equity and inclusiveness, accountability, and effectiveness and efficiency.

The introduction of the EPWP has brought about the shift from individualism/ agency service delivery to integrated solutions across sectors and tiers of government within a framework of governance. The implementation of EPWP requires working together of provincial government departments, local municipalities, state-owned agencies and private sector. . The EPWP is divided into four sectors: economic, social, environmental and infrastructure. What EPWP is promoting is "integrated governance". But what is this "integrated governance?"

The literature review indicates that there is absence of a common usage of the term "integrated governance". Tony Blair, Prime Minister for United Kingdom, is known for his phrases of "joined-up government" and in the United States they speak of "networked governance" (Working Together, 2002). Integrated governance is described as "the structure of formal and informal relations to manage affairs through collaborative (joined – up) approaches which may be between state agencies, or across levels of government and/or the non-government sector" (Working Together, 2004:2). The term "integrated governance" acknowledges mutuality and movement away from a silo mentality to promote joint efforts for service delivery. Despite the EPWP's approach towards integrated governance for the implementation of the programme, provincial departments/municipalities/state-owned companies are still operating in silos. No coordinated reporting is visible yet. Only two departments are reporting to NDPW and some of the municipalities are forwarding their information directly to the DPW.

There are diverse drivers of the integrated governance. Globalisation, public dissatisfaction, expectations, budget stringency and technology are some of the factors that shift organization/government towards integrated governance. The plight of poverty, high rate of unemployment, lack of skills and expectations are the drivers that promote integrated governance in the implementation of EPWP. The processes of governance are: networking, cooperation, coordination, collaboration and partnership (Working Together, 2002:17). For

the purpose of this report, the focus will only be on one process of coordination. Coordination is discussed in detail below.

2.4 COORDINATION

Cooperation, collaboration & coordination are often used interchangeably by various authors. However, there is emerging research which supports the placing of concepts on a continuum based on the degree of change and commitment required. Øvretveit (1993:40) defines coordination as "aligning what you do in relation to other people." He believes that people coordinate through their relationships with each other. The context and what motivates people determine the way people relate to each other. The context surrounding the relationship between practitioners and between agencies either eases or impedes how people cooperate to assess and meet needs. He argues that effective coordination happens whereby each bureaucracy has managers at similar levels, with similar responsibilities and authority. He further states that coordination is "typically through jointly developed plans, formal and informal agreements, and joint management groups at each level." (Øvretveit, 1993: 48)

De Beer & Swanepoel (1998) believe that coordination happens in different levels. There is coordination of inter-agency development projects. They maintain that more attention has been given to the coordination of development of projects and scant attention to inter-agency coordination. They argue that literature has not done justice in conceptualizing inter-organizational settings.

The available literature, such as the one on coordinating development projects, reveals that coordination requires institutional arrangements even though having structures in place is not a guarantee that coordination will happen, and that it cannot be forced. As Reich (2000) argues that each institution is suited for a particular circumstances or policy domain. In other words there is no precise description of what form the institution must take, the nature of circumstances will shape the required institution. This argument is further supported in Working Together (2002) which states that the coordination demands some organizational

change, meaningful training and commitment towards the achievement of objectives of the stakeholders.

The ability to communicate is another factor that determines the success or failure of coordination (De Beer & Swanepoel, 1998:63). The GPTRW has set a unit to coordinate the implementation of the EPWP in the Province. The EPWP consists of 14 staff members who have to do monitoring and as well as evaluation of EPWP in the province. The question is whether the existing EPWP unit has adequate capacity to undertake the task not forgetting that there about fifteen vacant posts. Cairncross and Puri (1979) will argue that the unit responsible for coordination must be endowed at least with modest resources, to smooth the way leading to external cooperation. From the evidence provided, it is clear that the responsible unit is understaffed and it thus becomes impossible to communicate effectively and facilitate the effective implementation of the programme.

Lippitt & Van Til (1981) as quoted by De Beer and Swanepoel (1998) suggest a six-step process to establish collaboration which may have merit in establishing coordination. For the purpose of this report, the focus will only be on the following four steps:

Step 1: Establishing the preconditions for collaborations

It is important that the parties involved in the implementation of the programme have a common understanding of what the goals are and the objectives of the programme. In support of the latter assertion, Augustine (1989) also argues that the team can attain desired goals only if there is a good deal of knowledge about and understanding of their operation. It thus becomes imperative that the goals and objectives of the programmes are clearly spelled out, without ambiguity, to the stakeholders. In the case of coordinating EPWP, it is crucial that all stakeholders have the same understanding of what the programme are all about and what it seek to achieve. It thus becomes imperative to conduct a workshop in the first meeting before any work commences to ensure that everyone is on the same page and have the same understanding.

Step 2: Defining the collaborative venture

It is important that the terms of reference are clearly spelt out. There must be clear definitions of member and team roles need to be developed. In the case of the EPWP sectoral meeting which the EPWP unit needs to clarify the role each sector member has to play as well as clearly defined time-frames.

Step 3: Invigorating the collaborative process

It is important that the functions within the team/sector complements each other and guide against big groups. The EPWP is divided into four sectors: social, infrastructure, economic, and cultural and environmental. The stakeholders have been grouped according to their expertise. For example the departments that deal with capital/infrastructure have been grouped together. The Infrastructure Sector comprises of Department of Education, Department of Housing, Department of Local Government and DPTRW.

Step 4: Evaluating the collaborative experience

This step emphasizes the need to frequently evaluate the established organizational ventures for the purpose of validity. The EPWP quarterly reports are compiled and submitted for the same reason to assess the performance of the programme not only in the province but to the entire country**.**

2.5 INSTITUTIONAL ARRANGEMENTS

Institutions are defined as humanly-devised 'rules of the game' in society that shape and constrain human interaction and individual choices (North, 1990: 3). It provides structures and mechanisms of social order and cooperation governing the behavior of a set of individuals. The term, institution, is commonly applied to particular formal organizations of state and public service. It is sometimes more narrowly used as a synonym for 'organization'.

It is believed that without organizations and institutions, development and development cooperation is a huge toll. And the greatest challenge is that there are many different actors with interests and interactions who change over time within organizations (DFID, June 14, 2005, Volume 1). The cooperation and continuity then pose as a challenge. The level of interest, power, influence and motivation differ from one institution but whatever it maybe define the outcome. The success of the EPWP is seen to highly depend on the commitment and engagement of various stakeholders/organizations. The log-frame outlines how the provinces should development institutional arrangements per EPWP sector.

Provincial departments and municipalities have undergone institutional development to respond to the Presidential announcement of each sphere of government to contribute towards the EPWP. The institutional developments have taken place to ensure the effectiveness of the programme but the programme has not yet proved to be effective. There are a number of challenges as mentioned above which have resulted in ineffectiveness of the programme. Has the institutional development taken place in a most appropriate manner to ensure the desired goals? Was everyone consulted to ensure the buy-in and ownership of the programme? Who forms part of the institutions, their position at work and the authority? Is it the issue of capacity constraints in the concerned institutions? Was there a need for the institutional development of the spheres of government that could have realigned what they have to address the demand?

Institutional development relies on support and participation from those at a high political level and also from key actors and stakeholders (GDRC, 2006). Institutional diagnosis is the clear analysis of the various components and stakeholders in an institutional setting. Good institutional diagnosis is key to effective institutional development, as unnecessary or inappropriate institutions can incur great costs without achieving desired outputs and outcomes.

Wilson and Beaton (2003) present tool and techniques that can be used to ensure that institutional development takes place in the most effective way. They indicate that the process to be followed when undertaking institutional development involves the following

steps: Analysis & Diagnosis: Overall institutional framework, Analysis & Diagnosis: the organization in its institutional context, Review and Design, Implementation, and monitor/evaluate. Each step has its own techniques that can be utilized.

For an example, assessment of institutional capabilities tool, developed by the World Bank, is used to analyze and diagnose the overall institutional framework. It provides a good basis for diagnosing institutional capability for implementing and sustaining a policy. It provides a structured approach for asking questions, analyzing results and identifying critical institutional issues. What this toolkit does it first looks at the objectives of the policy or programmes and the outcomes required to meet the objectives. Thereafter, it works its way back and identifies the necessary actions and behaviors that will be required and by whom, and institutions which will influence these actors. The second tool is impact analysis which requires consultation with every stakeholder prior to the commencement of institutional development. The institutions developed within departments/municipality to coordinate EPWP in their respective areas are of concern currently as it proves to be difficult to yield any result. The institutions are there yet there are no results that can be shown, where it can be shown, it is like a tip of iceberg. The question is what steps were followed in developing such an institution? What capabilities and interest do individuals within these institutions have in the programme?

2.6 CONCLUSION

In concluding this chapter, it is important to note that the literature reviewed it is by no means conclusive and it could not be exhausted. Implementation of EPWP in South Africa is fairly new. Most of researches done on the programme related mainly to impact of the programme in terms of employment. Literature may be not exhausted but writing could be sourced that relate to the topic. The chapter has covered aspects that are about programmes of this magnitude.

The programme is an enhancement of NPWP whose main focus was infrastructure. A combination of sectors under one programme is quite new. The programme is slowly gaining

popularity and there will be more literature review on the programme in the near future which will cover a number of aspects. The last chapter will try to confirm or disapprove what came out of the literature review.

CHAPTER THREE

RESEARCH METHODOLOGY

The research undertaken is qualitative in nature. Qualitative research is defined as an inter-disciplinary, trans-disciplinary, and sometimes counter-disciplinary field. It cuts across humanities, social and physical science disciplines. Its practitioners are aligned to the naturalistic perspective and to the interpretative understanding of human experience whilst the field is inherently political and shaped by multiple ethical and political positions (Nelson et al, 1992).

The reason for taking the route of qualitative inquiry is to produce findings. The culminating activities of qualitative inquiry are analysis, interpretation, and presentation of findings. Thus this report includes detailed explanations of the procedural steps that were taken to accomplish the objectives of the research. The explanations will include the justification for the research method selected and demonstrate concerns with regard to relevant matching of objectives, methods and available resources.

A number of in-depth interviews with the EPWP coordinators in the Gauteng Provincial Government Departments, Johannesburg Metro and City of Tshwane, and City Parks, an Implementing Agent formed the basis of this report. It is located in the interpretive paradigm and thus qualitative methods for data collection were applied. This kind of method was selected because it provides flexibility, depth of understanding and viewed behaviors of interviewees in their natural setting. As Leedy & Ormrod (2005) put it, recording of context plays a role in giving others reading the research report a picture that will enable them to draw conclusions about the extent to which its findings might be generalized to other situations. The latter is particularly important in this research report since it assisted in understanding why the factors identified contribute to the poor coordination of the programme. The sources of data collection were more than one and they were all primary. They included in-depth key informant interviews, minutes and quarterly reports.

3.1 RESEARCH REPORT DESIGN

Based on the research problem already mentioned, the design that was followed in the study was process evaluation. This type of design was followed in order to provide insight and guidance to the Gauteng EPWP Provincial Coordinator on how the coordination of the programme can be improved and feedback information to programme administrators that would assist their decision-making in terms of operation & course of the programme. According to Chadwick et al (1984), research design involves a number of stages namely:

3.1.1 Specifying research objectives

Specifying research objectives involved answering the questions that address the problem at hand. The research objectives of the study are as follows:

i. To establish factors contributing towards poor coordination of the programme in the Gauteng Province
ii. To establish lessons learned for coordination programme of this nature and magnitude.
iii. To document how best the coordination of the programme can be enhanced so as to improve programme implementation.

3.1.2 Justifying the project

The second stage looked at the justification of the project, outlining why the project is needed in terms of both the priority and the extent of the previous work done on it. The EPWP is a short to medium term deliberate intervention strategy attempting to address the plight of poverty, unemployment and unskilled labour faced not only by South Africa as a country but by the whole continent. Looking at the role that the programme seeks to play in the country, it is thus a worrying factor if there is poor coordination and little number of work opportunities reported to have been created in its fourth year of implementation. The

EPWP first quarter report (April – June 2005) has been published. It reveals that 60 400 gross work opportunities have been created nationally (DPW, 2005). This figure is an accumulative figure from year 2004 when the programme was formally launched. Out of the work opportunities created as reported, the Gauteng Province has only created 2 366 work opportunities, which is 3.9% compared to the work opportunities created nationally. The programme is left with three year as planned for its implementation. The question is with this very slow progress, what can be done to improve the current activities so as to improve coordination in the Gauteng Province.

3.1.3 Utilization of findings

The utilization of findings stage involved indicating how the findings of the research are to be used and developing specific plans for the utilization of these findings. The findings of the research would be feedback information to the EPWP Provincial Coordinator and EPWP Administrators in their respective areas in assisting them to plan better to coordinate and implement the programme. The challenge of poor coordination of EPWP is not unique to the Gauteng Province so the findings would be generalized and utilized by other provinces. In addition, the findings would also serve as guidance in coordinating programmes of this magnitude if such or almost similar programmes are introduced in the future.

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The specific plans developed for the utilization of the findings will be recommended and presented to the Provincial Coordinator for considerations, and hopefully implementation, in the form of a report. The plan involves a timeframe by which the findings must be implemented, a follow-up to check if there is any impact by the findings. The intention to do follow-up with the findings will be indicated to the provincial Coordinator and it will be through consensus that the reviews of the impact of the findings be done. And lastly the plan will involve a proposal to the national office either proposing the adoption of the findings to enhance the implementation of the programme so that it can be utilized throughout the country or more research can be done if there is no impact from the findings.

3.2 METHODS OF RESEARCH

The methods of research stage included detailed explanations of the procedural steps that were taken to accomplish the objectives of the research. The explanations included the justification for the methods selected and demonstrated concerns with regard to relevant matching of objectives, methods and available resources

The research methods followed in this study were qualitative in nature. Qualitative methods permitted the evaluator to study selected issues, cases, or events in depth and detail. Data collection was not constrained by predetermined categories of analysis, allowing for a level of depth and detail that quantitative strategies cannot provide. This kind of method was selected because it provides flexibility, depth of understanding and views behavior in its natural setting. The respondents were not restricted on how they should respond.

Qualitative methods are particularly well-suited to exploration, discovery and inductive logic. It is inductive to the extent that the evaluator attempts to make sense of the situation without imposing pre-existing expectations on the setting. Inductive designs begin with specific observations and build toward general.

Patton (2002:4) outlines advantages of qualitative data analysis. He states that it:

i. brings greater awareness of the perspectives of program participants (or product users);
ii. capability for understanding dynamic developments in a program (process) as it evolves:
iii. awareness of time and history; sensitivity to the influence of context;
iv. ability to "enter the program scene" without contrived preconceptions; and
v. alertness to unanticipated and unplanned events.

What distinguishes the qualitative research is the following according to Fraenkel and Wallen cited by Patton (2002):

i. The natural setting is the direct source of data, and the researcher is the key instrument;
ii. Qualitative data are collected in the form of words or pictures rather than numbers;
iii. Qualitative researchers are concerned with process as well as product;
iv. Qualitative researchers tend to analyze their data inductively – constructing a picture that takes shape as they collect and examine the parts;
v. How people make sense of their lives is a major research concern.

3.2.1 Data Collection Techniques

The in-depth key informant interviews, minutes and quarterly reports were used as sources of data and techniques for data collection. The data gathered was organized into major themes and categories. The study encompassed a variety of sources of data, that is, interviews of people holding different views about the programme and positions, questionnaire, documents and minutes. What is called triangulation will be exercised. Patton (2002) identifies four kinds of triangulation amongst several:

i. Data triangulation – the use of a variety of data sources in a study, for example, interviewing people in different status positions or with different points of view;
ii. Investigator triangulation – the use of several different evaluators or social scientists;
iii. Theory triangulation – the use of multiple perspectives to interpret a single set of data;
iv. Methodological triangulation – the use of multiple methods to study a single problem or program (e.g., interviews, observations, questionnaires, documents).

3.2.2 In-depth Key Informant Interviews

A questionnaire, in the form of both closed and open-ended questions, was prepared to promote a focused discussion between the interviewer, the respondent and iterative. Each representative responsible for the EPWP in the Gauteng Provincial Departments; City of Johannesburg; City Parks and the National EPWP Programme Manager for the Gauteng Province will be interviewed. The City of Johannesburg and Tshwane metros were selected because they were not initially reporting on EPWP to Provincial Coordinator or National Public Works.

The above-mentioned stakeholders were chosen because they are the key people responsible for the coordination and administration of the programme in their respective areas, have first-hand experience and participate in the existing sector meetings. The researcher also used to participate in these sector meetings which served as an advantage because of the rapport with them and there was a high possibility that they would agree to be interviewed and be at ease.

The team selected covered all sectors (infrastructure, economic, environmental and cultural, and social) because each sector is unique, has its own challenges and it is important that all sectors are covered so that it is practical to generalize findings and comfortably put forward recommendations that would enhance the implementation of the programme in the province and assists the provincial coordinator, the Gauteng Provincial Department of Public Transport, Roads and Works to effectively coordinate the programme.

The first part of the questionnaire comprised of closed questions which entailed the issue of age, gender, race, rank and experience. The questionnaire will provide boxes that would be ticked off based on the respondents' responses during the interview process.

The second part of the questionnaire was open-ended questions so as to allow the respondents to give as long, detailed responses as they desired (Burt et al, 1997:67). The open-ended questions provided an opportunity to probe which assisted in getting and fully understanding the perceptions of the respondents. The questions prepared did not address other aspects that are crucial in achieving research objectives but giving the respondents a chance to voice their views assisted in that regard. According to Rossi and Freeman (1993)

several other authors have suggested that the highly structured interview format is best suited for more specific hypotheses testing and the rigorous quantification of results.

The pre-testing was done to ensure that there were no barrel questions, questions were simply understood, not too long, fitted within the allocated time which was an hour in the case of this study and the questions did not cause any anxiety (Feuerstein, 1986). Pre-testing also helped to determine the flow of questions. Once the testing was done, the appointments were then secured with the interviewees whereby an accompanying e-mail was written to indicate to them who the researcher was, what the questionnaire was all about, the time-frame set for interview, what was expected of the respondents, why the study was undertaken, what it sought to achieve and if they were comfortable with English as a medium of communication during the interviews. The interviews were all conducted in English and every interviewee responded indicated their willingness to participate.

The advantage that the researcher had is that she was well vested with the matter at hand since she was part of the Provincial Coordination team. It was easy to pick up any exaggeration or misrepresentation from the part of the respondents.

3.2.3 EPWP Sector Minutes

The minutes of the sector committees and the EPWP provincial steering committee were accessed to establish the issues discussed in the meetings and whether those issues had been addressed. The minutes were retrieved from the office of the Provincial Coordinator and there was no challenge in accessing them since the researcher works for the same office.

The challenge was that the minutes available were from the December 2006 meetings. There were no minutes for 2007 as there was change in leadership within the office of the Provincial Coordinator and no such meetings took place except for the Social and Environmental Sectors. The latter sectors were operating on their own as there was no support or involvement from the office of the Provincial Coordinator. The other respective

EPWP participants, especially infrastructure, were on-their-own and did not participate in any meetings. This was even evident in the National Coordinating Meetings. The participation of the Gauteng Province had slowed down drastically.

3.2.4 EPWP Quarterly Reports

These reports were accessed from the office of the Provincial Coordinator and also dated up to December 2006. The reports for 2007 were accessed from the National Programme Manager as the Gauteng Provincial Coordinator did not have quarterly reports that included all other role-players. The National Programme Coordinator had to liaise directly with each role-player to compile Gauteng reports.

The National Coordination minutes were also utilized to in order to determine if there are challenges identified in terms of poor coordination that was profuse in Gauteng during the year 2007.

3.2.5 Implementation

The interviews were carried out in the respondents' respective offices and ensured that the respondents were given enough time to prepare and reminders were sent every week until the interview took place. Each interview was allocated an hour and only three interviews went just above the allocated time.

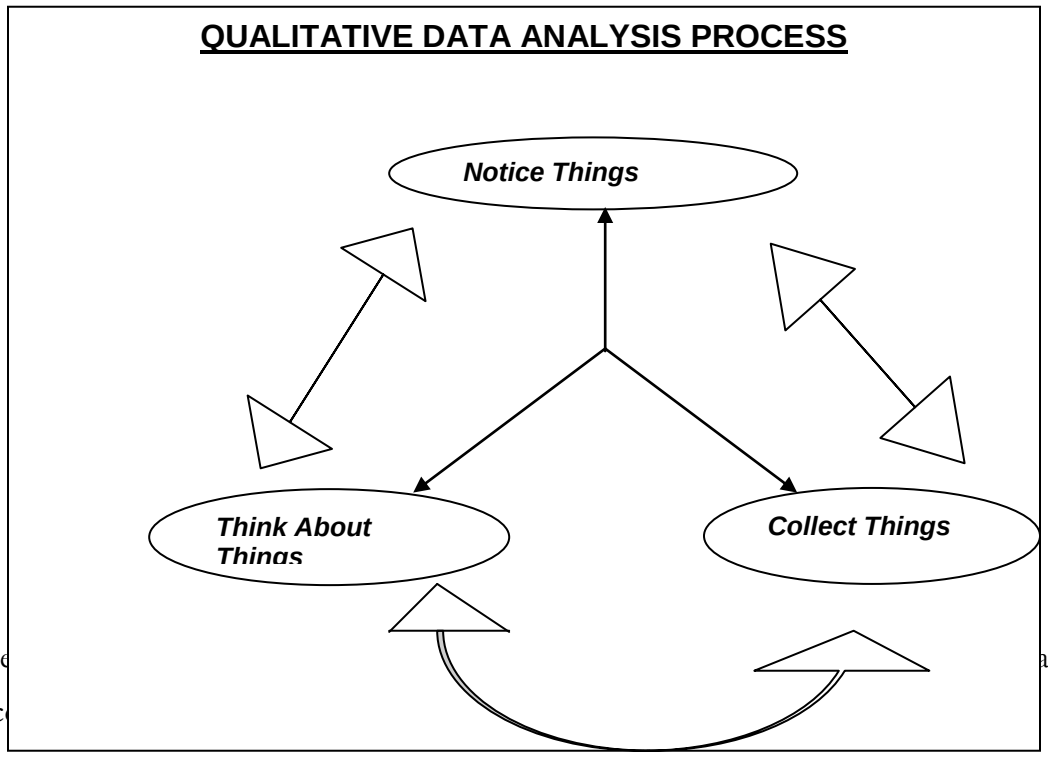
The respondents were very comfortable and only one out of the nine interviewed did not have her own office but she ensured that she was alone during the interview. I found the office not conducive for someone coordinating a programme of this magnitude. Most of the interviewed people were at the Middle Management level. Only two are at the Senior Management and one at junior level. The institutional arrangement suggested in the log-frame proposes people at the Senior Management to coordinate the programme as they have some form of authority. People at the junior level do not have any authority and pose as a

challenge to request report from people at higher level and hence there is little cooperation in this regard.

3.3 METHOD OF DATA ANALYSIS

The questionnaire interviews and documents (minutes of the EPWP Provincial Steering Committee, and National report) form the basis of data analysis in this study. Before undertaking the data analysis, I categorized information received to make analysis easy. In a more simplistic manner, Seidel (1998:1) defines qualitative data analysis as a 'process of noticing, collecting and thinking about interest things'. The figure below indicates that the qualitative data analysis is not a linear process but has the following characteristics:

i. It is a cycle that keeps repeating (***Iterative and Progressive***);
ii. It is ***recursive*** because one can keep going back to the previous part; and
iii. Each step in the process consists of the entire process (***Holographic***). While one is noticing something, one is already psychologically collecting and thinking about those things.



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i. general level whereby one notices by means of observations, interviews, tape recording, gathering documents, etc. What is actually happening here is that one is producing a record of things which one has noticed; and
ii. on the second level, one produces a record and pays attention to what one has recorded such as reading your record a number of times. As you notice things in the record, one starts to name or code them.

The same analogy that is used when one makes margin notes when one is reading the book can be utilized to define coding. Codes are tools to further explore and scrutinize data. In qualitative data analysis, code words may be heuristic or objectivist tools depending on the researcher's analytical style. The initial coding that one does assists in terms noticing new things in one's data. As one starts coding, one will notice new things to code. Codes serve:

> to summarize, synthesis and sort many observations made of data…coding becomes the fundamental means of developing the analysis… researchers use codes to pull together and categorize a series of otherwise discrete events, statements, and observations which they identify in the data (Charmaz, 1983:112)

The coding in this case involved converting what was gathered during the interviews, from EPWP sector minutes and EPWP quarterly reports into verbal description of respondents to qualitative material which will manifest respondents' opinions influenced by the questions that the researcher seeks to address. The data was then coded in terms of rank, experience, challenges that hinder the effective coordination, factors that are contributing towards poor coordination of the programme in the Gauteng Province and the lessons learned in coordinating programme of this magnitude.

Once the data was noticed and coded, the next step was to collect and sort it. The sorting made things easier even though it was sometimes difficult to categorize other information. Jorgensen 1989:107 defines qualitative data analysis as a process whereby the researcher:

> sorts and sifts them, searching for types, classes, sequences, processes, patterns or wholes. The aim of this process is to assemble or reconstruct the data in a meaningful of comprehensive fashion.

According to Agar (1991), data coding, dissembling, sorting and sifting is not the only strategy on way to analyze data.

The last stage involved assembling or reconstructing data in a meaningful fashion. During this stage the data was closely examined, compared to look for similarities and differences.

3.4 CONCLUSION

The limitation of using the qualitative research in this study is that the human element, both strengths and weakness, determines the objectivity/subjectivity or quality of the research. The strength refers to fully using human insight and experience, and weakness being so heavily dependent on the researcher's skill, training, intellect, discipline, and creativity. Therefore the qualities of the researcher are important (Patton: 2002).

CHAPTER FOUR

DATA PRESENTATION

This chapter focuses on the presentation of results based on the interviews held with the interviewees. The in-depth informant interviews were conducted with nine people: the EPWP coordinators within the respective departments including representatives from implementing Agent (City Parks), City of Johannesburg and Tshwane metros Provincial Coordinator and the Gauteng Programme Manager from the National Department of Public Works.

The recent national quarterly report was also sourced to determine how the Gauteng Province is performing taking into account that the supposed Provincial Coordinator is not consolidating the report as per the understanding by all role-players. The report reflects that the same provincial departments and metros are contributing to EPWP. Nothing has changed. There is no improvement four years down the line. The National Programme manager receives reports from the departments/implementers and consolidates them.

The EPWP Gauteng Provincial Steering Committee (EGPSC) has not convened since December 2006. The minutes of EGPSC were thus not utilized as they date back to December 2006.

In presenting the results, the categorization of data is shaped by the research questions besides the demographics of the respondents. The research questions are:

i. What factors are contributing towards poor coordination of the programme in the Gauteng Province?
ii. What are the lessons learned in coordinating a programme of this magnitude?

The following pseudonyms will be utilized to refer to the interviewees:

ED: referring to the EPWP departmental coordinator.

EM: referring to the EPWP metro coordinator

EI: referring to the EPWP Coordinator from the Implementing Agent

EN: referring the EPWP National Programme Manager for the Gauteng Province.

4.1 SAMPLE CHARACTERISTICS

The questionnaire used for interviews had two sections: Part One captured relevant demographics of the interviewees and Part Two comprised of open-ended questions to allow participants to give detailed response. Part One included age; gender; racial group; position held in an organization and years worked in the organization. The interviewees were the responsible persons for coordination and monitoring of implementation of EPWP in their respective areas of operation. Only nine of the 10 earmarked for the interviews were questioned and the reason being that one of the ED had just left the department and the new person who had came on board was not comfortable being interviewed.

The following tables indicate the distribution of a sample across the above-mentioned demographics:

4.2.1 Age

Table 1: Sample distribution by age and gender

Gender	**Age**					**Total**
	31 - 35	36 – 40	41 - 45	46 - 50	Above 50	
Female	1	3	0	2		**6**
Male	1	1	0		1	**3**
Total	**2**	**4**	**0**	**2**	**1**	**9**

Women comprised almost sixty seven percent of the sample interviewed and the majority came from the age group 36 – 40. Men participants made only thirty three percent. Looking at the age group presented in the table, the assumptions is that they are well conversant with the Millennium Goals, high rate of poverty and unemployment and lack of skills that is apparent in South Africa especially in artisanship. Recent marches by the youth were clear indicators of high percentages of graduates and matriculates that are unemployed. In 2007 the National Youth Service Programme was launched as a strategic means of giving youth work opportunities. What is also interesting is that the majority of participants were made up of women, one of the targeted groups within the EPWP.

In terms of the EPWP quarterly report, there is still a challenge in reaching the women target which is forty percent. A number of reasons have been cited including the fact that women want work in offices not in streets/roads. The 3rd Quarter EPWP Report for year 2007/08 reflects that only twenty nine percent of women were employed in Gauteng which is less than the required percentage, forty percent. In comparing with other provinces, Gauteng had the lowest percentage for women employed on the third quarter in the fourth year of EPWP implementation (DPW, 2008).

4.2.2 Race

Table 2: Sample distribution be race and gender

Race	**Gender**		**Total**
	Female	**Male**	
African	5	2	**7**
Coloured			
Indian	1		**1**
White		1	**1**
Total	**6**	**3**	**9**

The sample was predominantly African and women. The EPWP makes no mention of the race but the focus is on the previously disadvantage groups (women, youth and people with disability). What was interesting to note is that approximately ninety percent of participants are Africans. Is it the assumption that the groups that were most disadvantaged were from African communities? The history in South Africa is that the women whether white or black were not given preference even when they were employed; men at the same rank will be paid more. None of the participants made statement with racial connotation; the make-up of the drivers of EPWP in Gauteng was generally accepted.

In the discussion, the majority of participants cited the shortage of artisans which pose as a great challenge in South Africa. Participants clearly understood the urgent need to address the shortage of skills because most were putting emphasis on training. South Africa is faced with the shortage of artisans and the specialized fields are experiencing that gap. Most artisans have exited the working environment and there were years lost in training people to be artisans hence there is such a gap.

Secondly they expressed great empathy and concern with the progress of EPWP in Gauteng, not getting a momentum and coordinated in a manner that will ensure that the previously disadvantaged groups (women, youth and people living with disability) benefit. The report cited above in 4.1.1 clearly shows that Gauteng is still faced with a mammoth challenge of engaging women in such programmes. The question is how such challenges can be mastered if the group itself has no interest in being engaged, preferring to work in offices with no skills.

The data analysis will be categorized in terms of rank, experience, respondents that are supporting EPWP, respondents that are against EPWP, challenges that hinder the effective coordination and will quantify them, and the strategies proposed to address the problem which will also be quantified

4.2.3 Designation

Table 3: Sample distribution by gender and designation

Gender	Designation					Total
	Administrator	Junior Management	Middle Management	Senior Management	Top Management	
Female		2	2	2		**6**
Male			2	1		**3**
Total		**2**	**4**	**3**		**9**

The major percent of participants came from the middle management followed by the senior management. What is of concern is that in the Province, only two participants are at the senior level. This is a clear indication that the responsibility is delegated to a much lower rank (Middle and Junior Management). In the government institution the Middle and Junior Management have no authority to enforce any law/process/procedure. The responsibility has been delegated with no authority.

It was indicated that a number of meetings have been held with various role-players as a means to improve the coordination and progress but because there is no authority delegated with the responsibility, most department are still no participating. Even the drivers of EPWP within their respective areas could not do much since they could not compel any one to ensure that they budget and implement EPWP because of no authority.

The majority of the participants indicated that it would be best if the responsible person for EPWP in their areas of operation was at the Chief Director level. Respondent EN's view was "The EPWP should be coordinated by a person who is a Director upward." The reasons cited were that the person would be directly liaising with other senior officials and political heads from the public bodies and people tend to listen and respect a person at senior level. They would recognize the seriousness given to the programme.

4.2.4 Service Years

Table 4: Sample distribution by designation and years of service

Designation	Service Years				Total
	0 – 3 years	4 – 6 years	6 – 10 years	Above 10 years	
Junior Management	1	1			**2**
Middle Management	1	2		1	**4**
Senior Management		1	1	1	**3**
Total	**2**	**4**	**1**	**2**	**9**

The majority of the sample has been with the department between 4 – 6 years. Looking at the table, the majority were already employed by 2004 when the programme was launched. Even though some have been there for less than three years, the respondents had a background and experience in CBPWP. The CBPWP is the foundation of EPWP therefore anyone with knowledge of CBPWP would comfortable implements or coordinates EPWP.

4.3 THEMATIC CONTENT ANALYSIS OF TRANSCRIPTS

This section presents different categories of themes which aim to summarize, synthesis and sort data gathered and observations. The categories will serve as a basis of developing the analysis.

4.3.1 Themes related to the factors influencing the coordination of the programme

There are a number of thematic clusters identified under this section

4.3.1.1 Perceptions about the EPWP

The understanding and how the programme had been viewed impact on the coordination of the programme. Generally, participants felt that EPWP is a good programme with good intentions. The challenge is that there were misunderstandings displayed by the role-players that had made them not to prioritize EPWP in their budget. Not having dedicated budgets and expecting the departments to reorient their funds was cited as a major problem which made the departments not to implement EPWP because they did not set aside funds and have greatly impacted on the coordination of the programme.

Some respondents indicated that EPWP was viewed as unsustainable hence no implementation and nothing to coordinate.

4.3.1.2 Range of skills and experience

The majority of respondents indicated that for the programme to be effectively coordinated, it required a person / persons with the following skills:

i. Communication;
ii. Presentation ;
iii. Project and Programme Management;
iv. Report writing ;
v. Computer;
vi. Negotiation and fact;
vii. Experience in community development; and
viii. Monitoring and evaluation background

"EPWP coordinator might have the necessary skills but without support from the top management and political heads, those skills prove to be ineffective."

(EM -1, Metro Coordinator)

"Lack of participation from other sections in the department results from the fact that the top management and political head have not prioritized the programme."
(ED - 4, Departmental Coordinator).

"Identifying a junior to coordinate the programme proved to be a huge challenge as in most cases; the juniors might not have the necessary skills to market and convince people to buy in."

(EN-1, National Coordinator)

Some respondents indicated that when they were appointed it was for a totally different task and due to pressure to been seen doing something on EPWP, a responsibility of coordinating EPWP was added. They further mentioned that they did not have the necessary skills and knowledge to coordinate such a programme hence there is still no convincing coordination from the province.

"How then can one effectively coordinate the programme when he / she still need intense training?"

(ED – 5, Departmental Coordinator)

4.3.2 Themes related to best Practice

4.3.2.1 Views on best practices for coordination

There was unanimous and undoubted feeling from respondents that the programme is not effectively coordinated. They believed that units assigned to drive EPWP had other responsibilities which made it difficult to solely focus and ensure effective coordination of the programme.

The majority reiterated that the coordination of the programme within their respective areas was not structured and there was not clear report format.

"Some municipalities are not aware of EPWP reporting template and others who know about it can't complete it correctly."
(ED – 3, Departmental Coordinator).

Respondents felt that senior management and implementers are not attending the same EPPW workshops and meetings. This resulted in both being at the different levels of understanding the programme and then failure to support their coordinators.

Respondents indicated that the most important way such a programme is coordinated is buying and ownership of the political leadership, i.e. Premiers, MEC's and HoD: the political leadership must take keen interest in ensuring that the EPWP meet its objectives of eradicating employment, poverty and shortage of skills.

Most felt that the EPWP is not prioritized.

"EPWP must form part of the Key Responsibility Areas of the Senior and Top Management so that it can be recognized and discussed in their Strategic Planning Sessions"

(ED- 2, Departmental Coordinator)

Another emphasis came from the lack of EPWP provincial policy/guidelines/strategic document that provides direction to the implementation and coordination of the programme and penalties. The participants expressed the view that there is lack of understanding of the programme in the province despite the fact that there are National Guidelines. The National Guidelines to respondents were more infrastructure oriented whilst the programme is multi-sectoral.

"Provincial Treasury must stipulate when approving budget how much must be allocated for the implementation of EPWP and indicate penalties for any deviation or non-adherence to the conditions of approved budget."

(ED- 1, Departmental Coordinator)

The interviewees indicated that the EPWP Units within their respective areas are not fully capacitated. They were instances where coordination of the programme was added as an additional task and in other cases; the units are there but stretched and end up yielding no result.

"How is it possible that a unit that has only one individual be able to coordinate effectively?"

(ED-5, Departmental Coordinator)

EN- 1 indicated that when EPWP was identified, a fully fledged and capacitated unit was established and the appointed individuals possessed relevant skills, expertise and knowledge to ensure that the EPWP carry the mandate to its success. The Gauteng Provincial Coordinator is not fully capacitated and that also contribute to the poor coordination that is apparent in the province. The respondent further indicated that Gauteng was one of the provinces that is lagging behind and has produced poor performance and coordination regarding EPWP.

The respondents strongly condemn the act of rotating the coordinators. The Provincial Coordinating Department had been characterized by such act and had resulted in poor coordination and failure to provide guidance and support to sister departments and local authorities.

"Lack of consistence on who coordinate EPWP has never brought any good and positive results."

(EM-2, Metro Coordinator)

The participants viewed lack of authority to coordinate as a major challenge. The coordinators are required to deliver yet they have no mandate to force sections within their respective areas of operation to implement EPWP.

"The units do as they wish; they are no taken to ask and as coordinators there is nothing we can do accept waiting for their participation when they feel like."

(EI - 1, Implementing Agent)

For the programme of this magnitude to succeed, the respondents felt that it must be coordinated by someone at a Director level or upwards and be supported by people at middle management who have the necessary skills and could perform when required.

4.3.2.2 Lessons learned during the coordination of the programme

Respondents believed that without political leadership (Premier, MEC; HoD and Chief Director); a programme of this magnitude is doomed. The coordination of EPWP in the Gauteng Province has not yielded any desirable results because of the no support, involvement and ownership from the political leadership.

"If the HoD advocates EPWP, it becomes less of strain for the coordinator to convince others to follow"

(EN – National Coordinator)

Most of the respondents further indicated that the visible poor coordination in the province resulted from the fact the EPWP unit were under-staffed and stretched to their limit.

They viewed appointment of junior and middle management as coordinators unacceptable because in the government institution respect only comes because of the level one occupies. The former were not listened to and others interpreted it as not taking the programme seriously and why would they then.

Almost all respondents felt that without clear EPW Provincial Coordination and Implementation Strategy; the objectives of the programme not just in the country but in Africa as a whole would not be met. The high unemployment rate, poverty and short of skills would persist. The planning and commitment are a pre-requisite to ensure the programme succeed. The strategy must have clear steps on how to go about identifying EPWP projects and implementing them. They strongly condemn the act of not clearly defining steps per sector to be followed in the identification and implementation of the EPWP projects.

Operating in silos has killed the programme. Integrated approach is key and above all the right attitude. Respondents mentioned that when there is no passion about the programme from the coordinators and people of top, failure will be the theme of the day.

"Approach can be integrated but with no passion, it is the waste of time."

(ED -2, Departmental Coordinator)

Some respondents indicated that there must be targets assigned to each department/municipality for a specific period when implement such a programme. Targets have been ignored provincially. National Department of Public Works set their own targets but the respondents felt they cannot be related to the Province per say. The provincial departments and municipalities are implementing EPWP without any set targets. The coordinators are operating in the dark. It would be easy to assess the performance and penalize if there were agreed targets which could be outlined in the proposed EPWP Provincial Strategic Document.

The respondents felt that they might be progress and improvement in the participation of the programme if a budget was allocated for implementation of EPWP and did not expect the reorientation of funding by the departments.

4.3.3 Themes related to policy

4.3.3.1 Institutional arrangements

Some respondents were not aware of the proposed institutional arrangements for provinces in the EPWP log-frame. Those that were aware felt that the institutional arrangements as outlined in the log-frame could not apply to provinces. They cited the challenge with local authorities. There had been a challenge in ensuring that the metros, district and local municipalities are fully represented on the sector meetings and receive proper support and guidance.

"The proposed institutional arrangements are not suitable for the Province hence the Cultural and Environment Sector has gone ahead and established its own steering Committee whereby all local authorities would be represented."

(ED – 3, Departmental Coordinator)

Different opinions transpired on the matter. In their responses, most respondents were looking at their area of operation.

"Each local authority must have its own sector representative who will partake in municipal sector steering committee meetings and then the same person represents the municipality at provincial sector meetings."

(EM – 2, Metro Coordinator)

"Gauteng has appointed the Department of Health as coordinator for Social Sector which is different from the National proposal and other provinces and it is working fine because of the support from HoD."

(ED – 4, Departmental Coordinator)

4.4 THE INTERVIEW PROCESS

During the interviews with the respondents, non-textual data was gathered through observation and recorded. Almost all respondents except one had their own offices and space made them calm and relaxed throughout the interview process. No anxieties and urges were displayed by the interviewees. Only one respondent shared an office with colleagues but had made necessary arrangements to ensure that there was no disturbance during the interview process. The latter had no space; she shared a small office with two other colleagues.

There was no sign of unwillingness and hiding of information based on fear and uncertainty regarding who would read their comments. They all spoke with passion and it was easy to pick up that they were all doing what they liked.

4.5 CONCLUSION

The majority of respondents were doubtful whether the Gauteng Province would reach a better level in coordinating EPWP due to lack of political leadership. It was clear from the respondents that coordinators must be assigned authority to have some power and ensure adherence by all role-players fully capacitated EPWP Unit with individuals with necessary skills would somehow guarantee effective coordination in the province and might start seeing the results.

Almost eighty percent of the respondents could not speak outside their areas of operation which clearly indicated they all work in silos and may be attributed to the inexistence of the EPWP Provincial Steering Committee.

CHAPTER FIVE

INTERPRETATION OF FINDINGS

This chapter will present an analysis of what transpired from the interviews in a summary format and also elaborating by drawing upon ideas as presented in the literature review. The ideas will be linked to the current findings and thereafter used to present new ideas as they emerge. The interviews were conducted with departmental and local authority officials, implementing agent representative and national programme manager. The selected interviewees were all directly coordinating EPWP in their areas of operation. The group was mostly at middle management level, few at junior and senior management levels. None of the interviewees was at top management level. Their ages ranged between 31 and 55. Ninety nine percent were black and mainly women.

Gunn (1984) argues that there are number of factors which contribute to the challenge of implementing a policy: external factors; unavailability of resources; unavailability of needed combination of resources; poor understanding or disagreements on the programme; dependency relationships which are multiple and incomplete communication and coordination. These findings are amongst the factors confirmed by the respondents for their response. The following will attest to some of the findings presented by Gunn (1984) and as presented in chapter four.

The corpus of discourses in chapter four reveals that the respondents viewed the programme as having good intentions but the challenge was "how" it has been viewed by all parties. The "how" is assumed to have hindered the effective coordination in the Gauteng Province. The role-players are said to view EPWP as unsustainable project that delays implementation and requires a dedicated budget. Their perceptions are confirmed by McCord (2004) who argues that the impact of EPWP is compromised by its short duration for each worker and limited scale of employment offered under EPWP. The researcher shares the same view as McCord (2004) to a certain extent. The programme has been introduced as a short-term intervention strategy. The challenge lies on how the policy-makers structured it. The programme can

create sustainable work opportunities if there is integrated approach to the implementation of the programme. The researcher strongly believes that if the stakeholders were planning projects together, there'll be sustainability. In addition, partnership with private sectors such as SASOL is crucial in ensuring sustainability. The EPWP workers could be absorbed to formal sector if there was in existence a program or system that keeps the database of people trained and worked under EPWP. A memorandum of agreement would have to be signed and the formal sector would seek expertise from the database created for EPWP workers from a designated individuals. Signing of memorandum will enforce commitment.

There is a constant appeal by the participants that there must be more workshops done, even road-shows. This is in line with the findings of Lippitt & Van Til as quoted by De Beer and Swanepoel (1998) who argue that it is crucial to ensure that parties involved in the implementation of the programme have a common understanding of goals and objectives of the programme. It is clear from the interviews with the respondents that there was a strong feeling that there was lack of common understanding of what the programme wanted to yield. This comes as no surprise given the fact that the coordination of the programme has not reached its full implementation and can be described as non-existent. The glitches in the coordination are shown by the poor performance of the province. The performance of the province is far behind and there are few role-players contributing towards EPWP (NDPW, 2008). In addition to the emphasis of workshops in order to have a common understanding, the researcher believes that a number of workshops without commitment, respect and ownership of the programme, are fruitless. Desired results could be achieved through workshops if there is buy-in and ownership.

Overall, the respondents viewed skills and experience as mandatory in ensuring that the coordination is effective. They were openly dissatisfied with the manner in which EPWP has been treated. They strongly felt that it was not prioritized; it was just another "thing". The lack of resources, not ensuring that the people with necessary skills drive the programme; one person especially without the necessary skills to coordinate the programme in his/her of operation and that not receiving proper support from top was to the respondents a clear indication of not taking the programme seriously, especially at the Top management level. Strikingly, almost none of the EPWP Coordinator Units could confidently say they were

fully capacitated with sufficient resources (human; infrastructure and capital) resources especially personnel with necessary skills and knowledge of EPWP/CBPWP/community development. They felt undermined by their counterparts. The former confirms the discovery of Cairncross and Puri (1979) who maintain that the unit responsible for coordination must be endowed with modest resources to smooth the way leading to external cooperation. The lack of support received for their areas of operation result from lack of resources the coordination units have. The same sentiment is shared by Jugessur (1994) who argues that the success of the policy implementation depends on the capacity building, which means building human, institutional, infrastructure and financial capacities. The researcher is in agreement with the views shared by respondents and Jugessur (1994). For any project to prosper, resources are mandatory hence there is planning (pre-planning and detailed planning) phases in any project before execution to ensure that all necessary resources are identified and catered for. The scenario presented by the respondents clearly manifests lack of planning when EPWP directorates are established.

Chapter four presented the factors that would assure best practices from the lessons learned in coordinating EPWP**;** if the following were considered. The respondents emphasized that the EPWP unit must establish solely to coordinate EPWP and not to be tasked with other task that do not relate to EPWP. This statement is in line with the views of Reich (2000) who argues that the coordination requires institutional arrangement and each institution is suited for a particular circumstances or policy domain. Working Together (2002) shares the same opinion that coordination demands some organizational change, meaningful training and commitment towards the achievement of the objectives of the stakeholders. It is a fact that some of EPWP Coordinator Units are just one man's show and others work within the environment that is not conducive for coordinating a programme of this nature as the coordinator shares an office with other colleagues. The coordinators expressed that the teams that have to ensure that EPWP is coordinated effectively are just tasked with the responsibility without any training. DFID (2005) argues that without organizations and institutions, development and cooperation is a huge tall. The poor coordination resulting from EPWP Coordinators who are not capacitated with staff in their areas of operation, affirms the former findings. The researcher fully supports the views that a programme of this nature requires dedicated team who will possess the required skills, knowledge and

expertise. I a case where it is difficult to attract personnel with relevant expertise, proper training must be arranged. It is clear that no such thing has been done and it is for the same reason there is no effectiveness of the programme. It is highly impossible that the programme will still be ineffective after four years of implementation if the personnel that coordinate the programme were properly trained.

The majority of participants expressed the lack of continuity that is prevalent in EPWP. The EPWP Coordinators have held a number of EPWP workshops and different people attend them and this has resulted in poor coordination. This view is also echoed by DFID (2005) where it is argued that the greatest challenge is that there are many different actors with different interests and interactions who change over time within the organization. In such instances, cooperation and continuity will pose a challenge. In some cases; it would be managers who attend the workshops/meetings who are viewed as not disseminating information to the implementers. In most cases what is implanted in terms of EPWP is not as per discussion in the EPWP workshops and meetings. High staff turn-over is a challenge. The continuous investment to different people has never yielded any results. The researcher strongly agrees that the personnel must not be changed if the Gauteng wants to see results. Can it happen that this might be a major underlying cause for poor coordination in Gauteng?

Chapter four revealed how strongly the participants viewed the lack of support from the political sector as a sign of not seeing the importance of EPWP. The lack of political leadership was presented as grossly affecting the effectiveness of coordination in the Province. In addition, the senior and top management were viewed as not in support of the programme. The respondents indicated that the EPWP must be one of the Key Performance Areas of the senior management so that it could be discussed in their strategic sessions. This supports the findings of GDRC (2006) which revealed that the institutional development relies on the support and participation from those at a political level and also key actors and stakeholders. It is true that the level of interest; power; influence and motivation differ from one institution but whatever it maybe define the outcome (DFID, 2005). This has been witnessed by how the coordination has been in Gauteng; poor and sometimes categorized as non-existing. The researcher is in agreement with a view that lack of support from the top management equals to no positive results. In this case what is

puzzling is that the EPWP is political intervention and it is assumed that the top management will easily ensure effectiveness of the programme because the majority of people who occupy senior position are political appointees. This translates to the fact that it is not usually the norm that the top management will drive the political agendas even if they are political appointees and affiliate with the same organization. The researcher is of the opinion that personalities and perspectives of the senior management indirectly impact on how they view the programme.

Hunter (2002) argues that the political approach is key to the success of the implementation of the policy. He is supported by Pfeiffer (1994) who maintains that the challenges in implementing a policy come from the inability to develop political will and expertise The respondents understand the importance of political leadership but the political leadership is seen to have distanced itself from the coordination and implementation of the programme. This is manifested in the fact that the task to coordinate EPWP has been assigned to personnel at the different levels within the same province hence there is effective coordination.

The coordinators are not at the same levels which mean their authority is not the same which pose as a challenge if this team has to effectively work together. They all voiced that no authority is given to them in addition to the fact that they are at different levels. This confirms the findings of Ovretveit (1993) who argues that effective coordination happens when each bureaucracy has managers at similar levels, with similar responsibilities and authority. Most coordinators are at the middle management and are not recognized and taken serious in the government because they occupy lower position. The interviewees strongly echoed that the programme must be coordinated by at least senior or top management in order to be taken seriously in government.

The researcher partially agrees with the above-voiced views. The researcher is of the opinion that personnel can be at a low level, it all depends on the political leadership and full understanding of political will and expertise of the coordinator. Being in the same level does not mean that you all have the same understanding, exposure and knowledge. The reality is that the person at the senior may be less informative than a person at the lower level. In

summary, levels alone are not an answer but experience, exposure, knowledge and understanding are important factors to success.

All participants felt that the lack of EPWP Provincial Strategic Document or EPWP Provincial Guidelines contribute to the lack of understanding of the programme and poor coordination. The existing national EPWP guidelines only speak of infrastructure, mainly civil. Nothing is said about building which creates different interpretation on coordination and implementation. The same goes to other sectors; social, environment and economic. Only business plans are available while the "how" is lacking.

The interviewees perceived that both National Guidelines and Log frame did not understand the uniqueness of the three tiers of government hence a constant challenge of ensuring that the economic sector moves and smooth working relationship with municipalities in coordinating EPWP still prevails. This supports the findings of the 1997 White Paper which maintains that for the PWP to succeed, establishing legislative framework which will facilitate PWPs at all three spheres of government (National, Provincial and Local). There are no clear roles or functions of each member within a sector/team. This would be keeping with the views of Lippitt & Van Til as quoted by De Beer and Swanepoel (1998) in their argument that there must be clear definitions of a member and team roles developed. Clear definition of roles is important to the eyes of the researcher to avoid ambiguity, misunderstanding and unnecessary fights over power.

The respondents expressed the urgent need to ensure that the EPWP coordinators were assigned certain authority that would create an environment to act if there was no adherence. There was acknowledgement from the participants that there are no penalties instituted to those who are not contributing to EPWP as EPWP Coordinators; they are powerless. This is in line with the findings of Ovreitveit (1993) who argues that authority is amongst factors that makes coordination happen. It is clear that this aspect has been overlooked not only provincially but even the National Log-frame makes no mention of authority. It has left most of the tasks in the hands of the Province without any mandatory element in it. The researcher also shares that same view that without authority it is just waste of time. It is highly impossible that the stakeholders can take the programme serious when there is no

penalty in place. There must be clear penalties in place for the people who don't adhere to the President's announcement. It was crucial that when the NDPW develops guidelines and log-frame, they clearly spell out penalties and avoid the usage of "may' and putting all responsibilities to the provinces.

In terms of the themes related to policy that was presented in Chapter four, the participants felt that what is outlined in the National Log-frame with regard to institutional arrangements does not apply to the Gauteng Province. The Gauteng has been faced with a mammoth task in ensuring that there is representation of all role-players in the sector coordination meetings. A number of suggestions were voiced out but what came out clearly from their proposals was that each was looking at their interest. None of the participants was able to look at the integrated approach without promoting their interest. Secondly there was acknowledgement from the respondents that EPWP is multi-sectoral and cut across boundaries hence there is promotion of integrated governance.

The practice of the coordinators is opposite of what is presented by Working Together (2005) where it is argued that integrated governance appreciates mutuality and movement away from silo mentality. This is the fact in Gauteng and has hindered joint efforts for service delivery and effective coordination. The researcher is in agreement with Working Together (2005) which emphasis integrated approach. The National guidelines can serve as a guide but the Gauteng will have to come together and agree on what institutional arrangement will work best in the province. The current situation is that the Provincial Coordinator has imposed institutional arrangements as proposed in the guidelines without engaging all role-players. The struggle of power that exists especially between municipalities, metros and state departments may be resulting from the fact that there was no consultation regarding institutional arrangements.

The respondents unanimously agreed that targets must be set for each role-player so that they can be measured against them. It is a fact that there is no gazetted targets set for each stakeholder hence it is a challenge to punish non-performers. This is in agreement with De Beer and Swanepoel (1998) who argue that communication is one of the factors that determines the success or failure of coordination. Indeed it is a challenge to coordinate when

there is nothing communicated in writing on "how". The researcher fully agrees that it is important to have a target where you are working on. It puts things in perspective and it becomes easy to measure performance.

The majority cited that EPWP is multi-sectoral in nature and cut across boundaries (provincial; local; state-owned companies and private). For this reason, it has been a challenge to make it work and ensure that all role-players are represented without anyone feeling undermined. They also expressed that SA does not have many of such programme and that take it as a learning curve. Even though it is true that such a programme is fairly new in the country, it is within its four year of coordination and implementation and yet Gauteng has still not gone far in terms of coordination. The findings by De Beer & Swanepoel (1998) reveal that more attention has been given to the coordination of projects development and scant attention to inter-agency coordination. The situation of the Gauteng Province might be justified but when you compare it to other provinces, then that justification ceases. It is clear that there is not enough information to guide in coordinating such programme but it is also a fact that there are number of factors that contribute to the success of coordination.

In concluding, the aforementioned discussion has provided an analysis of best practices in implementing a programme of this magnitude. and the lessons learned by the respondents in the process of coordination. Strikingly, almost all respondents shared the same views on what was hindering the effective coordination in the Province but because they were powerless, they have been unable to make any impact. It is true that alone they could not drive coordination to success but all parties must be committed. Ownership has been lacking in Gauteng based on the interviews held.

The analysis also indicates that little research has been done on the coordination of inter-agencies but it is crucial that the Gauteng Province evaluates the processes of coordinating and implementing EPWP. This will have to cascade to the national level because the DPW (2008) reveals that there are also provinces that have not done well in coordinating EPWP.

CHAPTER SIX: CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

This chapter will draw up conclusion from what transpired in Chapters 4 and 5. Thereafter recommendations will be presented which are proposals in addressing the challenges faced by the Gauteng Provincial Coordinator in effectively coordinating the implementation of EPWP in the Gauteng Province.

This research came about because of small numbers that were recorded in terms job opportunities created through EPWP. The marches were still witnessed whereby youth complaint of not getting any work or experience. SA Statics (2005) further continued to show no noticeable decline in poverty and unemployment. In determining what might be the cause, the researcher focused on how the programme is coordinated in the Gauteng Province and made hypothesis that poor coordination results in minimal recording and participation from stakeholders. This problem has been consistent since the programme was launched in Gauteng four years back. The recent report published by NDPW still reflects the same people reporting (DPW, 2008). This problem was also linked to the fact that the metro are reporting directly to NDPW, and that there is no coordinated report coming from the Provincial Coordinator.

The research was summed up to explore at what might be bringing about poor coordination in the province. Hence the research questions were designed to address: the factors that were contributing towards poor coordination; and lessons learned in coordinating a programme of this magnitude. What was presented in chapters four and five address the research questions and problem that brought about this project.

The respondents were able to openly share their experiences; lessons learned and what could be best practiced in coordinating a programme of this magnitude. The participants cited the issue of political leadership; authority, sufficient resources; common understanding of the programme; ensuring that the coordinators are at the same level and at least at the senior position; EPWP provincial policy/strategic document; continuity and proper institutional arrangements applicable to Gauteng as factors that influence

coordination. The former factors have been ignored and the province implemented what the national had proposed without analyzing if there are applicable to the province.

This project has been able to show what has been the cause of poor coordination in Gauteng and what it can do to improve the situation. What was expressed by the participants and shared lessons can be documented and recommended for future implementation of the any programme of this magnitude. What came out explicitly is that the above-mentioned factors may be known but undermined which is a great problem. This project sends a warning sign that such factors must not be ignored. What transpired from the interviews, presented and analyzed in chapters four and five respectively has successfully addressed the research objectives.

The following paragraphs outline the conclusion and recommendations from this project.

6.2 CONCLUSIONS

High unemployment and poverty rates are not decreasing substantially in South Africa. The decrease is like a tip of the iceberg. There is a high rise in the informal sector and the formal sector is growing thinner and tall. The year 2014 is just around the corner. What transpired from the interviews was of serious concern that the EPWP is not prioritized and taken seriously in The Gauteng Province that is viewed to be the best in terms of resources and economy in South Africa. A recent report reflects that people are flocking to Gauteng hoping to get employed. The 2008 DPW report depicts that only four stakeholders are still contributing and reporting about work opportunities created through EPWP. The National Coordinator indicated during the interviews that she has to go directly to the municipalities to get report on work opportunities created because there was nothing coming from the Provincial Coordinator. This statement confirms the hypothesis that there is poor coordination in the province and minimal recording is available to indicate if the province is making any impact towards depleting unemployment and poverty. The poor coordination that exists hinders any impact that can be achieved through integrated and coordinated efforts from all the stakeholders. For an example, if there was an effective coordination of the implementation of the programme in the province, the stakeholders can resolve to concentrate on one area, provide work opportunities to the same people to make noticeable

impact which might make a dent to high levels of employment that exists in the Gauteng Province.

To the researcher's view, the introduction of EPWP was supposed to be accepted with easy since it was not a totally new concept. The EPWP is an enhancement of the PWP which was there by 1994 yet there are still evident challenges in successfully implementing the EPWP. The question is whether the Gauteng government has sincere interest in addressing the perpetuating poverty and shortage of skills. The informal sector is day by day increasing. According to the researcher, the closing of the gap between the first and second economies appears to be a mountain to climb unless another approach and direction is taken to ensure that the programme gets the seriousness it deserves. The interviewees confidently articulated the factors that contribute towards poor coordination of the programmme in the Gauteng Province which the researcher is entirely in agreement with. The previous chapters clearly outlined those factors as well as the lessons learned in the process. The researcher believes that the research questions were answered intensively but concludes that an intense research is still required on the matter.

In Chapter 2, the researcher acknowledged that the literature was not exhausted but the presented literature review did not cover extensively on coordination of such programme. The available literature was more on work opportunities vs impact on the livelihoods of EPWP participants. The topic at hand was more on establish why there is minimal recording ,in uncoordinated manner, of work opportunities created under EPWP.

The researcher's view is that poor coordination results in poor performance which indirectly impacts on the high level of unemployment and poverty. Indeed it cannot be concluded that poor coordination is interrelated to poverty and unemployment but lack of coordination is not making any vigorous impact on poverty and unemployment. If such a programme is not coordinated, there is disjuncture that is visible on people who are employed under the programme. Different identification is recorded in terms of employment which means short-lived economic relieve that is not sustainable hence no visible impact on poverty and unemployment. The researcher concludes that without coordinated implementation of the programme, there is slim chance of depleting poverty and unemployment or viability of the programme.

The nature of the programme demands involvement and ownership from the political leadership to the implementers. Any breakdown in between results in disaster. The interdependence of the programme requires full ownership from all the stakeholders. From the presentation done in chapters four and five, it is apparent that there is a gap between the conceptualization and implementation of the programme which is manifested in the power struggle that exists within the spheres of government. No clear reporting framework, business plan and implementation plan in the Gauteng Province has brought about uncoordinated work which should be minimize in all cost for the programme of this magnitude. There is a need for integrated governance and ensuring the development of EPWP units within respective provincial departments and municipalities taking into consideration the context and dynamics.

The responses that came from the candidates maybe biased because they are all coming from the same position. It is thus difficult to confidently conclude that the factors that prohibit effective coordination are the only ones indicated by the respondents. This area still requires further research which will provide guidance in the implementation of such programme. Poor coordination is just a drop off to the failure of the programme, there is much that need to be researched to improve implementation of such programmes. The next paragraph is the proposal of what might enhance the coordination of the programme in the province.

6.2 RECOMMENDATIONS

The following are the recommendations resulting from the study:

i. The EPWP unit of the Provincial Coordinator be reviewed and ensure that the people appointed have the necessary skills, experience and knowledge. This unit will then assist the sister departments and local authorities in developing EPWP unit that will be fully fledged and deliver.

ii. The appointed coordinators must be at a director or up-wards level position and only be supported by middle management.

iii. The function of coordination must be clearly differentiated from the implementation responsibilities.

iv. The HoDs and Mayors to make it mandatory for each section in their offices to budget about fifteen percent of their budget for the implementation of EPWP projects. Each division must provide targets against which they will be measured. They must enforce monthly report on EPWP and any failure to result in cutting their budget.

v. The penalties to be instituted for non-compliance must be clearly spelled out and adopted by the Provincial Cabinet

vi. The provincial Treasury to put monitoring mechanisms in place to ensure that funds allocated for EPWP are spent accordingly and institute penalties where they are due. The EPWP funds not to be used for any other reason except EPWP.

vii. EPWP Provincial Strategic document to be developed by the Provincial Coordinator with the assistance of sister departments and local authority as a matter of urgency.

viii. The HoDs and Mayors must request the minutes of the sector committee meetings quarterly.

ix. The HoDs and Mayors/MECs must be hands on until the programme gains momentum.

x. The National Department of Public Works to review the existing processes and then develop a policy and engage the services of the Province.

xi. The National Department of Public Works to invest and research more on other sectors as it has been the case with the infrastructure sector.

xii. A further research is required on the good ways of coordinating a programme that is multi-sectoral and cut across boundaries.

6.3 IMPLICATIONS OF THE PRESENT STUDY

The present study found out that further research is required to verify that the proposals that came from the respondents are ideal for effective coordination of a programme of this magnitude. Cognizance must be given to the fact that the EPWP is still new and it is only its fourth year of implementation in South Africa. This is not negating the fact that other countries have implemented EPWP before but it should be noted that it was infrastructure linked than cutting across all sectors. The literature that is available is more infrastructure-oriented.

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ANNEXURE A

QUESTIONNAIRE

1. FIRST PART

Kindly indicate what applies to you by ticking the appropriate box.

1.1 Are you responsible for the EPWP in your organization?

YES	
NO	

1.2 What is your age group?

20 – 25 years	
26 – 30 years	
31 – 35 years	
36 - 40 years	
41- 45 years	
46 – 50 years	
Above 50 years	

1.3 Please indicate your gender.

Female	
Male	

1.4 To which racial group do you belong to?

African	
Coloured	
Indian	
White	

1.5 What position do you hold in your organization?

Administrator	
Professional	
Junior Management	
Middle Management	
Senior Management	
Top Management	

1.6 For how long have you worked in this Department?

0 – 3 years experience	
4 – 6 years experience	
6 – 10 years experience	
Above 10 years experience	

2. PART TWO: OPEN-ENDED QUESTIONS

2.1 Give brief description of what you think about EPWP?

2.2 Is EPWP implemented in the best way that will guarantee effectiveness of the Programme? Elaborate your answer

2.3 How is the coordination of the programme achieved in order to ensure that the objectives of the programme are met?

2.4 In your view, what level has implementation of EPWP in the Gauteng Province reached? Elaborate your answer.

2.5 What skills are required to ensure the effectiveness of coordination of EPWP?

2.6 What should be the appropriate level of the person who coordinates EPWP in the province?

2.7 Are the proposed institutional arrangements in the EPWP Log-frame applicable to the Gauteng Province?

2.8 What can be done to improve coordination of EPWP in the province?

2.9 What lessons can be learned from how the programme has been coordinated thus far?

2.10 In your view, what is the appropriate approach in coordinating the programme of this magnitude in the country?