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EXPANDED PUBLIC WORKS PROGRAMMES: THE JOUBERT PARK AND EDITH CAVELL ROAD PROJECT IN JOHANNESBURG, SOUTH AFRICA

Sivan Reddy

A research report submitted to the Faculty of Commerce, Law and Management, University of Witwatersrand, in partial fulfilment of the requirements for the degree of Masters of Business Administration.

Johannesburg

November 2009

ABSTRACT

South Africa faces tremendous challenges with regards to unemployment and poverty on a daily basis. Unemployment is categorised as being structural, chronic and mass. This situation is due to the falling demand for unskilled labour in relation to the increasing supply of it. The number of South African labour market entrants far exceeds the number of available jobs. As a consequence of this, employment creation intervention is needed, to address this problem. One Government response to alleviate this crisis has been to launch the Expanded Public Works Programme (EPWP).

The purpose of this research was to examine two Johannesburg-based infrastructure projects under the Expanded Public Works Programme (EPWP) namely, the Joubert Park and Edith Cavell Road Projects that have reached completion. The research focussed on the quality of the programmes with regards to skills transfer, how the programme improved the quality of life of the participants, whether the skills transferred during training enabled the participants to obtain further employment, challenges in implementing the programme and recommendations for the next phase of EPWP.

The main findings of the research points to the fact that there are a number of significant gaps in the way EPWP is being implemented and delivered and that there is disjunction between the programme as perceived in popular discourse, and the reality on the ground. With regards to the Johannesburg case study, it was found that no sustainable employment was created; training received was too short in duration and inappropriate and did not empower beneficiaries sufficiently to find alternative employment after the project. With regards to skills transfer, few skills were transferred and hence individual skills were not improved. Post the project, there was a marked decline in beneficiaries' socio-economic standard of living. From interviews conducted with other stakeholders, other gaps indentified ranged from institutional constraints with regards to capacity and a lack of project management skills; a lack of monitoring and evaluation, and a lack of brand awareness and communication around EPWP projects.

The study concludes with recommendations for addressing the training and skills component of projects and programmes and managements role. It is stressed that training must be geared to meeting the needs of known demands and skills must be matched to the requirements of the economy. Institutionally, capacity has to be strengthened as well as project management expertise. Further, there has to be significant changes in planning, management and implementation systems at large. The study recommends that there be further deliberations on policy response to unemployment and poverty as ultimately, for South Africa to meet the Millennium Development Goal of halving unemployment by 2014, changes are urgently needed so that the EPWP can be more effective and beneficial to those people that it targets as beneficiaries.

DECLARATION

I, Sivan Reddy, declare that this research report is my own work except as indicated in the references and acknowledgements. It is submitted in partial fulfilment of the requirements for the degree of Masters of Business Administration at the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other University.

_____

Sivan Reddy

DEDICATION

This research report is dedicated to my wife, Vanessa and our two children, Vaishlan and Saranya Reddy. Despite my wife's traumatic experience in December 2007, and her relocation with the children to Brisbane, Australia, my family has given me the encouragement and unconditional support to continue with my studies in South Africa. I have greatly missed them over the past 12 months and hopefully we will be reunited soon.

ACKNOWLEDGEMENTS

I would like to take this opportunity to extend my sincere gratitude to the following people:

My supervisor, Professor Chris Rogerson, for his guidance and quick response throughout the research process.

Research lecturer, Professor Terri Carmichael, for her moral support and guidance in ensuring that I conform to the structure of research and the use of Endnote.

My colleagues at work, Ismail Seedat and Tebogo Mokgosi, who assisted in the interviews and language translation.

Lulama Ndlovu and her EPWP team for making all records available, sharing their valuable experiences across all Departments, Municipal Owned Entities and Regions and giving me the opportunity to participate in an EPWP workshop which was most beneficial and useful to this study.

Johannesburg Development Agency for giving me the platform to enter into this programme through the support of Paul Arnott-Job and the Project Manager, Jeff Pipe who made all minutes, records and project reports available as well as the willingness to be open, honest and share some of his concerns and the passion in making the two projects under this programme successful.

All the beneficiaries who made the time to participate in this study in providing the rich and useful information.

Shyma Pillay whom I continuously pestered to provide input into my research and who graciously assisted me with editing and formatting.

TABLE OF CONTENTS

CHAPTER ONE **1**

INTRODUCTION **1**

1.1. PURPOSE OF THE STUDY 1
1.2. CONTEXT OF THE PROBLEM 2
1.3. PROBLEM STATEMENT 3
1.4. RESEARCH QUESTIONS 3
1.5. SIGNIFICANCE OF THE RESEARCH 3
1.6. LIMITATIONS OF THE STUDY 4
1.7. DEFINITIONS OF TERMS 5
1.8. ASSUMPTIONS 6

CHAPTER TWO **7**

LITERATURE REVIEW **7**

2.1. INTRODUCTION 7
2.2. UNEMPLOYMENT IN SOUTH AFRICA 9
2.2.1. THE REALITY OF POVERTY AND UNEMPLOYMENT IN SOUTH AFRICA 9
2.2.2. THE NATURE AND CAUSES OF UNEMPLOYMENT IN SOUTH AFRICA 11
2.3. GOVERNMENT INTERVENTIONS 13
2.3.1. RECONSTRUCTION AND DEVELOPMENT PROGRAMME (RDP) 13
2.3.2. GROWTH, EMPLOYMENT AND REDISTRIBUTION (GEAR) STRATEGY 14
2.3.3. ACCELERATED SHARED GROWTH INITIATIVE (ASGISA) AND JOINT INITIATIVE ON PRIORITY SKILLS ACQUISITION (JIPSA) 15
2.3.4. PRO-POOR POLICIES 15
2.3.5. BASIC INCOME GRANT (BIG) 16
2.3.6. PUBLIC EDUCATION SPENDING 16
2.3.7. NATIONAL PUBLIC WORKS PROGRAMMES (NPWP) 16
2.4. EXPANDED PUBLIC WORKS PROGRAMME (EPWP) 17
2.4.1. BACKGROUND AND ORIGINS OF EPWP 18
2.4.2. THE OBJECTIVES OF THE EPWP 19
2.4.3. INSTITUTIONAL ARRANGEMENTS 20
2.4.4. BENEFITS TO BENEFICIARIES 21
2.4.5. THE BUDGET ALLOCATED TO THE EPWP 21
2.4.6. THE POLICY CONTEXT OF EPWP 22
2.4.7. CRITICISMS OF THE EPWP 25
2.5. INTERNATIONAL EXPERIENCES OF PUBLIC WORKS PROGRAMMES 28

2.5.1. International Case Studies 29
2.6. Conclusion 32

CHAPTER THREE 34

RESEARCH METHODOLOGY 34

3.1. Introduction 34
3.2. Research Methodology 34
3.3. Research Design 37
3.4. Population and Sample 39
3.4.1. Case Site 39
3.4.2. Sample and Sampling Method 40
3.5. Research Instrument 40
3.6. Procedure for Data Collection 40
3.6.1. Primary Data 41
3.6.2. Secondary Data 42
3.7. Data Analysis and Interpretation 42
3.8. Limitations of the Study 43
3.9. Validity and Reliability 44

CHAPTER FOUR 46

PRESENTATION OF RESULTS 46

4.1. Introduction 46
4.2. Themes Emerging from Beneficiaries and Implementing Agents, where applicable during the Interviews which focuses primarily on Beneficiaries 48
4.2.1. Demographics of Beneficiaries 48
4.2.2. Training of Beneficiaries 53
4.2.3. Skills acquisition and Utilisation by the Beneficiaries 57
4.2.4. Work Experience by the Beneficiaries 58
4.2.5. Utilisation of Monthly Income by the Beneficiaries 59
4.2.6. Assets Purchased by the Beneficiaries 60
4.2.7. Investments Undertaken by the Beneficiaries 61
4.2.8. Activities Beneficiaries Currently Involved In (After Being Employed in EPWP) and Other Sources of Income 62
4.2.9. Socio-Economic Standard of Life of Beneficiaries 63
4.3. Themes Emerging from EPWP Champions across the various MOE's, Departments, Regions and the EPWP Office, which focuses primarily on the Programme itself from both an Operational and Strategic Perspective 65
4.3.1. Brand Awareness 66
4.3.2. Institutional Arrangements 66
4.3.3. Job Opportunities 68

4.3.4. Monitoring and Evaluation 69
4.3.5. Issues of Communication 70
4.3.6. Funding Challenges 71
4.4. Conclusion 72

CHAPTER FIVE 74

DISCUSSION OF THE RESULTS 74

5.1. Introduction 74
5.2. To what extent did the Joubert Park and Edith Cavell Road Projects meet its goals of training beneficiaries and imparting skills and knowledge that would have an impact of the beneficiary's life? 74
5.2.1. Training 75
5.2.2. Skills Acquisition 78
5.3. What were the challenges experienced during the implementation of the above mentioned projects both from a contractor and beneficiary point of view? 79
5.3.1. Brand Awareness 79
5.3.2. Institutional Arrangements 81
5.3.3. Monitoring and evaluation 84
5.3.4. Issues of Communication 86
5.3.5. Funding 87
5.3.6. Job Opportunities 89
5.4. Did the project post completion make the beneficiaries more marketable in finding further employment opportunities? 91
5.5. How could the project have been implemented better? 93
5.5.1. Training and Skills Acquisition 93
5.5.2. Wages, Working Conditions and Employment of Beneficiaries 95
5.5.3. Monitoring and Evaluation 99
5.6. Conclusion 101

CHAPTER SIX 102

CONCLUSIONS AND RECOMMENDATIONS 102

6.1. Introduction 102
6.2. Key Findings 103
6.2.1. Training 103
6.2.2. Skills Acquisition 103
6.2.3. Institutional Constraints 104
6.2.4. Monitoring and Evaluation 105
6.3. Recommendations 105
6.3.1. Training 105
6.3.2. Skills 106

6.3.3. INSTITUTIONAL AND PROJECT CONSTRAINTS 106
6.3.4. OPENING UP POLICY DEBATE 107
6.4. SUGGESTIONS FOR FURTHER RESEARCH 108

REFERENCES 110

APPENDIX : QUESTIONNAIRES 118

LIST OF ACRONYMS

ANC	African National Congress
AsgiSA	Accelerated Shared Growth Initiative for South Africa
BBBEE	Broad Based Black Economic Empowerment
BIG	Basic Income Grant
BRT	Bus Rapid Transit
CETA	Construction Education and Training Authority
CBO	Community Based Organisation
CIDB	Construction Industry Development Board
CLO	Community Liaison Officer
COJ	City of Johannesburg
DBSA	Development Bank of Southern Africa
DED	Department of Economic Development
DPW	Department of Public Works
EMS	Emergency Management Services
EPWP	Expanded Public Works Programme
GDP	Gross Domestic Product
GDS	Growth and Development Summit
GEAR	Growth, Employment and Redistribution
ILO	International Labour Organisation
ISD	Infrastructure Services Department
JIPSA	Joint Initiative for Priority Skills Acquisition
JDA	Johannesburg Development Agency (Pty) Ltd
MOE	Municipal Owned Entity
MTEF	Medium Term Expenditure Framework
NALEDI	National Labour and Economic Development Institute
NDPW	National Department of Public Works
NGO	Non-Governmental Organisation
NPWP	National Public Works Programme
NSDA	National Skills Development Act
NSDS	National Skills Development Strategy
PWP	Public Works Programme

RDP	Reconstruction and Development Programme
SHARE	Society for Helping, Awakening Rural Poor through Education
SMME	Small, Medium and Micro Enterprises
Stats SA	Statistics South Africa

List of Figures

Figure 2.1: Schematic Overview – Literature Review 8
Figure 3.1: Research Methodology Process 35
Figure 3.2: Research Methodology Process Continued.....36
Figure 4.1: Age Profile of Beneficiaries.....48
Figure 4.2: Gender Profile of Beneficiaries.....49
Figure 4. 3: Education Profile of Beneficiaries 50
Figure 4. 4: Prior Work Experience of Beneficiaries 50
Figure 4. 5: Period of Beneficiary Employment in EPWP.....51
Figure 4. 6: Employment Profile of Beneficiaries.....51
Figure 4. 7: Monthly Income Profile of Beneficiaries.....52
Figure 4. 8: Current Monthly Income Post Project.....52

List of Tables

Table 4. 1: Training and Certification Received.....53
Table 4. 2: Utilization of Income Received.....59
Table 4. 3: Assets Purchased with Income 60
Table 4. 4: Activities Beneficiaries currently involved in and other sources of Income 62
Table 5. 1: Current Sources of Income of Beneficiaries.....92

CHAPTER ONE

INTRODUCTION

1.1. Purpose of the study

The purpose of this research is to examine in particular, two Johannesburg–based infrastructure projects under the Expanded Public Works Programme (EPWP) that have reached completion. The research focussed on the quality of the programmes with regards to skills transfer, how the programme improved the quality of life of the participants, whether the skills transferred during training enabled the participants to obtain further employment, challenges in implementing the programme and lastly recommendations for the next phase of EPWP. The case study project focuses on road infrastructure development.

The case study projects were the Joubert Park Busway Upgrade Project and the Edith Cavell Road Upgrade Project for The Rea Vaya, Bus Rapid Transit (BRT) within the City of Johannesburg (CoJ), Gauteng Province. The BRT system simply takes the idea of creating a rail-like system using road-based technologies that are affordable to most cities, hence making transport more efficient and affordable. This is a large-scale programme using labour-intensive methods to upgrade municipal roads to accommodate bus loading, paving, lighting, landscaping public spaces within road reserves, pipelines and storm-water drains.

Labour-intensive construction methods involve the use of an appropriate mix of labour and machines, with a preference for labour where technically and economically feasible, without compromising the quality of the product (DPW 2005). The project aims were relevant to the Millenium Development Goals as it targeted people in the nearest communities living in poverty and needing work. The Edith Cavell Road Upgrade Project commenced on the 14th October 2007 and was completed on 12th December 2008, whilst the Joubert Park Busway Upgrade Project commenced on 14th January

2008 and completed on 27th October 2008 with a total value of R40 million. Approximately 113 beneficiaries were employed over this period.

1.2. Context of the problem

Levels of poverty and unemployment in South Africa are critically high. According to the recent 2007/08 South African survey, of a total population of 48,7 million in South Africa, 20 million live below the poverty line (Blaser, Botsis, Dimant, Eddy, Lebone and Roodt 2008). The March 2007 labour force survey of Statistics South Africa (Stats SA) found that the rate of unemployment was 25.5% by the strict definition, and 38,3% by the expanded definition (Blaser et al. 2008).

The likelihood of being employed in South Africa is still heavily influenced by race, geographic location, sex and levels of skill. Responding to unemployment and poverty is a key policy challenge for South Africa. Solutions are needed to address the high levels of unemployment and poverty that are a daily reality for so many South Africans.

The dominant South African policy response to unemployment has been the promotion of economic growth but this does not address the massive structural deficit in the demand for unskilled labour. It is clear that direct policy interventions are urgently needed to address the joint challenges of poverty and unemployment, given the magnitude of the challenges. Government's recognition that the unemployment problem is chronic and structural, and not easily tractable through short-term interventions, is central to addressing the problem (McCord 2004b, 2006a).

Employment is integral not only to ensuring livelihoods but also to promoting social cohesion and stability. It is important that government acknowledges that job creation of the magnitude required for South Africa to meet the Millennium Development Goals and targets of halving the number of people living in poverty and unemployment by 2015, let alone lifting the majority of people out of poverty, will be a long term project. It is important to be realistic about what can and cannot be achieved (Frye 2006).

1.3. Problem statement

To date there has been a high degree of policy discourse around the EPWP with regard to it being a transient supply-side response to a chronic demand-side crisis. There seems to be considerable disjunction between the aspirations of the EPWP in popular discourse and the realities of the programme in relation to scale and impact. Over the 5 year period ending June 2009, EPWP phase one created 1,1 million work opportunities (Shisaka 2009), yet criticisms levelled at the programme include its extremely ambitious objectives, the fact that it offers only short term employment and training, the lack of access to micro-finance facilities, and its lack of integration with other development activities (McCord 2004a). These issues warrant further examination.

1.4. Research questions

The research will be guided by the following research questions:

1. To what extent did the project meet its goals of training beneficiaries and imparting skills and knowledge that would have an impact on the beneficiary's lives?
2. What were the challenges experienced during project implementation, both from a contractor and beneficiary point of view?
3. Did the project post-completion make the beneficiaries more marketable in finding further employment opportunities?
4. How could the project have been implemented better?

1.5. Significance of the research

Almost half way through South Africa's second decade of freedom and given the gains that have been made, persistent unemployment and poverty continues to be an enduring problem. South Africa continues to record one of the highest rates in the world in terms of inequality and unemployment. Government's response to this has been to launch the EPWP phase one which is expected to create 200 000 temporary jobs annually. The reality is, however that the generation of 200 000 temporary jobs a year is small in

proportion to the scale of the problem of unemployment in the country. In addition, the jobs created under this programme are 'short-term employment opportunities' rather than actual long-term jobs. The question of whether these interventions are making a significant difference to the quality of life of the unemployed masses by meeting their needs, is one that needs to be answered (McCord 2004b; Hirsch 2005).

Since the inception of the programme, approximately R4,26 billion has been spent on wage payouts across all sectors of EPWP. A total of R15 billion was allocated to be spent on labour-intensive projects to upgrade rural and municipal roads, municipal pipelines, storm-water drains and paving, as well as fencing of roads, community water supply and sanitation, maintenance of government buildings, housing, schools and clinics, rail and port infrastructure and electrification infrastructure (EPWP 2004c).

This study provides an in-depth analysis of two infrastructure related public works projects namely the Edith Cavell and the Joubert Park programmes. In particular, the study focussed on beneficiaries' experiences during and after the programmes. The research examines the quality of the lives of beneficiaries, post the project as well as the challenges experienced from the perspective of the implementing agents/champions across CoJ. It is hoped that the findings of this study will be considered in the implementation of the second phase of the programme and that the recommendations made, will assist in increasing the scale and impact of the future programmes and projects.

1.6. Limitations of the study

As stressed by Mustaffa (2008), the research is confined to a single case study and as such, one cannot use the findings to make generalizations across the other sectors of the EPWP. Nevertheless, the aim of the research is not to provide generalisations but, to provide an in-depth account of the critical success factors in the implementation of the Joubert Park and Edith Cavell Road Project as well as the potential of the project to improve the lives of the beneficiaries after participating in the programme. The focus on the economic, social and environmental dimensions of EPWP will be excluded as the

projects in the case study, are solely infrastructure related. Other government programmes seeking to reduce unemployment and poverty such as Broad-Based Black Economic Empowerment (BBBEE) and Small Micro and Medium Sized Enterprises (SMME's) are excluded as well, as this research focuses primarily on EPWP initiatives.

This research also excludes Vuk'uphile Contractor Learnership Programme which pertains to the training of individuals in labour-intensive methods of construction to become contractors at national qualification level (NQF) level 2 and supervisors at NQF level 4 (DPW 2009b). Unemployment statistics arising from the current economic crisis have been excluded, as it is not chronic but of a global phenomena amongst the more skilled and trained individuals.

1.7. Definitions of terms

The Expanded Public Works Programme is one of an array of government programmes aimed at providing poverty and income relief, through temporary work for the unemployed to carry out socially useful activities (DPW 2009d).
The official definition of unemployment is:

> "Persons aged 15-65 years who did not have a job or business in the seven days prior to the survey interview but had looked for work or taken steps to start a business in the four weeks prior to the interview and were able to take up work within two weeks of the interview" (StatsSA 2005:ii).

While definitions of poverty are debatable, there appears to be some agreement about the degrees of poverty. These are absolute (extreme) poverty; moderate poverty, and relative poverty. Absolute poverty implies that households are unable to meet the basic needs for survival. These are people who are chronically hungry, unable to access health care, lack the amenities of safe drinking water and sanitation, cannot afford education for some or all children, who perhaps lack rudimentary shelter and basic articles of clothing like shoes (Sachs 2005). Moderate poverty, refers to conditions of life in which basic needs are met, but just barely. Relative poverty is generally perceived to be a

household income level below a given proportion of average national income (Triegaardt 2007).

The two definitions of the labour market that are most frequently used in South Africa are strict and expanded. By the strict definition, a jobless person is unemployed if he/she wants a job and searched for it in the preceding week. By the expanded definition, a jobless person is unemployed if he/she wants a job even if he/she did not search for one in the preceding week (Kingdon and Knight 2001).

The instrument most commonly used to measure unemployment inequality is the Gini coefficient of inequality. The coefficient varies between 0, which reflects complete equality and 1, which indicates complete inequality (one person has all the income or consumption, all others have none) (Blaser et al. 2008).

1.8. Assumptions

The Johannesburg Development Agency (JDA) has been tasked with reporting the status of every EPWP infrastructure related project that it manages, to the EPWP Unit within the Department of Economic Development (DED). Most of the contractors, community liaison officers and beneficiaries who have participated in the Joubert Park and Edith Cavell Road projects, as well as the City of Joburg (CoJ) Departments and Municipal Owned Entities, have been participating in similar road infrastructure projects over the past 5 years. Due to the nature of these similar projects, it is assumed that the experiences over these past 5 years by the same participants are similar. As a result of this, it is assumed that the findings from this research will be similar, consistent and clear.

CHAPTER TWO

LITERATURE REVIEW

2.1. Introduction

The purpose of the literature review which informs this chapter is to present the context within which the research is located. Figure 2.1 provides a schematic overview of the literature review.

With regard to the literature review, the focal areas are: Unemployment in South Africa, Government Interventions, Expanded Public Works Programme, and International Case Studies.

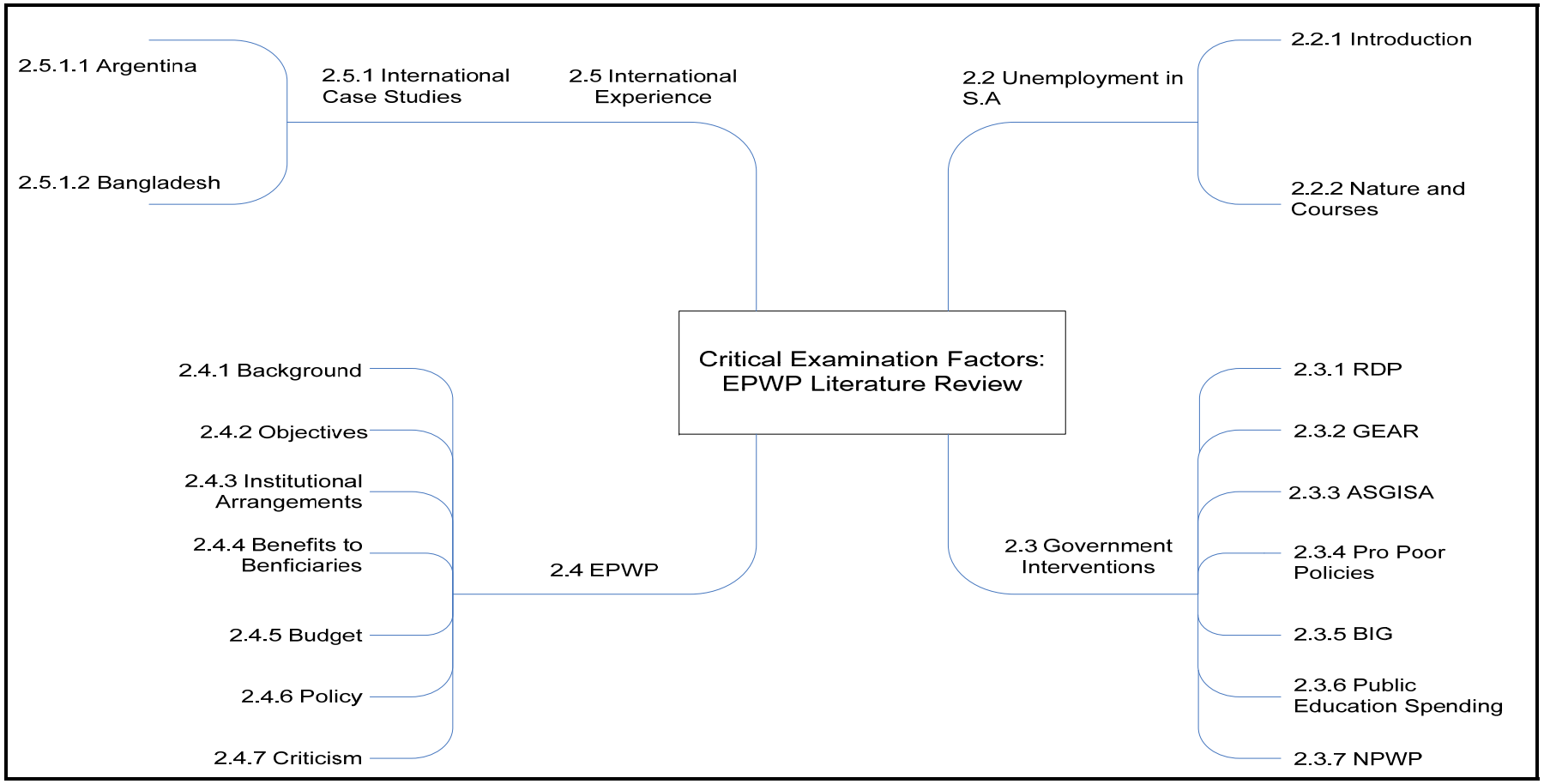

Figure 2.1: Schematic Overview – Literature Review

Source: Own

2.2. Unemployment in South Africa

2.2.1. The Reality of Poverty and Unemployment in South Africa

South Africans believe, and rightly so, that the biggest economic problem facing South Africa is 'unemployment' (Hirsch 2005). It is now widely accepted that the majority of South Africans, especially those in rural areas, experience some degree of poverty and/or unemployment. The structural economic and labour market problems which characterize the South African economy are chronic, rather than transitional problems. Failure to recognize this, situation led to the adoption of a policy response appropriate for transient rather than chronic unemployment in the belief that, there would be a significant increase in employment in the wake of economic growth. Nevertheless, economic growth has been on average 3% per annum since 1994, this does not seem to have been accompanied by a concomitant increase in employment. According to Hirsch (2005) unemployment is still South Africa's number one key challenge despite, the existence of other serious challenges such as poverty, low wages, housing and inequality.

In 2002, Government made the following statement regarding unemployment:

> "It is clear that the fight against unemployment is our central challenge. The need for sustainable jobs is glaring, but we should have no illusions. There are no magic solutions or quick fixes. Unemployment in South Africa is a deep, structural problem, reflecting the large inequalities we inherited in ownership and skills. New jobs will not be generated overnight, at least not in the numbers we need. Fighting unemployment is going to be a long haul" (ANC 2002:section 125).

The pace of labour force growth in South Africa, offers an important and stark contrast as the economy absorbs only 20 to 30 percent of the 500 000 to 600 000 people added to the labour force each year. The Quarterly Labour Force Survey for the last quarter of 2008 notes that approximately 5,8 million people described as 'not economically active'

and an increase of 152 000 persons to this group in a three month period. It further notes an employment / population ratio of 37,7 percent for the last quarter of 2008. This is the absorption rate of those wanting to work, and effectively implies that more than 60 percent of people wanting work, in fact remain unemployed (StatsSA 2008).

Unemployment is synonymous to poverty (Hirsch 2005). Poverty surveys in South Africa have shown that the poorer a person is, the more likely he/she will be unemployed, and that poorer households have a higher percentage of members who are unemployed (May 1998). According to Hirsch (2005), one cannot readily distinguish between unemployment and poverty as they are directly related to each other and influence each other as well.

While many positive developments have taken place in post-apartheid South Africa, unemployment and poverty remain serious and chronic challenges. The poverty rate is calculated as between 40 and 50 percent depending on the poverty line used (McCord 2004b). According to Adelzadeh (2006) almost half the population continues to live below the poverty datum line. The Development Bank of Southern Africa (DBSA) (2005) estimates that just over 22 million people in South Africa live in poverty. According to Perman (2006) more than one third of the population survives on less than two dollars a day. Both poverty and inequality in South Africa have racial, gender, spatial and age dimensions which results in a concentration of poverty around Africans, women, rural areas and black youth.

South Africa's statistics reflect the country's apartheid legacy and as such the most disadvantaged racial group being the African population, has the smallest percentage of people employed in the formal sector and the highest percentage of people employed in the informal sector. Of the jobless total, 59 percent have never worked; among jobless people between the ages of 15 and 30, about 75 percent have never worked; and of the jobless total, about 26 per cent have been job-hunting for one to three years and 41 percent for more than three years (NALEDI 2004a).

According to NALEDI (2004a), it is unfortunate and a paradox that, despite the ANC government having succeeded in bringing stability and competitiveness to the macro-economy, this has resulted in even lower levels of employment. Hence, the benefits of

liberalization and stability fell into the hands of a small number of South Africans of diverse backgrounds, while the majority of South Africans remain unemployed and poor.

The magnitude and proportion of South Africa's structural unemployment crisis is such that 26.7 percent or approximately four and a half million people are unemployed (Blaser et al. 2008). Critics of the strict definition would suggest that the unemployment rate is more likely to be over 42.5% with about 8 million people (Triegaardt 2007). In this context, the working age poor and unemployed have no access to any social safety net support and as a result form a vulnerable group of mega proportions. According to Meth (2004), it has been estimated that 3.9 million people may be living in households, with no employed workers and living on incomes of less than R400 a month (McCord 2004b)

According to McCord (2004b), unemployment and poverty in South Africa are closely linked to access of wage income being a key determinant of poverty; high reliance on remittances; low levels of subsistence activity and a small informal sector. McCord (2004b) sees this as being problematic as this growing unskilled unemployment is further contributing to increasingly high levels of poverty amongst the poor.

Unemployment has both economic and social repercussions. Economically, unemployment lowers output countrywide and erodes human capital. Socially, it leads to social exclusion and marginalisation of the unemployed masses and, results in the deterioration of family life due to a sense of helplessness and hopelessness which can contribute to an increase in social problems.

2.2.2. The Nature and Causes of Unemployment in South Africa

McCord (2004b) is of the opinion that since the 1970s unemployment in the South African context is structural, chronic and mass, with a falling formal sector demand for unskilled labour in relation to supply. McCord (2004b) further states that the number of labour market entrants far exceeds the number of new jobs, resulting in a rapid rise in

unskilled unemployment and a situation whereby the South African labour market is not able to deliver employment for 30 per cent of the labour force. This means that the rate of job creation is simply insufficient in the context of the scale of the South African labour force and cannot absorb the millions that are unskilled and unemployed. The problem is further exacerbated by the influx of migrants from neighbouring countries.

South Africa has an enormous supply of unskilled labour while the job market requires skilled labour. This lack of skilled labour is a result of the structure of South Africa's economy changing more quickly than the institutions that impart education, knowledge and skills. This anomaly can be traced back to South Africa's situation with regards to primary and secondary education and the fact that the number of graduates is not graduating as fast as they should to reduce the unemployment level through bridging the skills gap (Griesel and Parker 2009).

Another more specific reason for the unemployment crisis is South Africa's historical past and the negative impact it had on the education system of the country generally. The job colour bar meant that there was little point in training Africans as artisans and professionals, hence they were not trained in these positions. According to Kraak (2004), the education system was fragmented, and the training system was decentralized and fragmented as well. The result was that, the number of people trained in enterprise training programmes, fell dramatically by more than 75 percent. During 1986, 736 581 people were exposed to industrial training, of whom 29 826 were apprentices in training. By 1998 the total number of industrial trainees had fallen to 152 870, of whom only 16 577 were trainee apprentices. According to Kraak and Perold (2003) the system of industrial training was disintegrating and has not been replaced by a more modern and non-racial system. The result of this situation is a mismatch between the supply of unskilled labour and the demand for skilled labour (Hirsch 2005).

Skilled labour was and is still a serious threat to South Africa's economy. In 2004, Abedian (2004) estimated that 300 000 vacancies remain unfilled in South Africa because of the shortage of suitably skilled labour. In addition, a lot of skilled labour has left the country to 'greener pastures' elsewhere, which compounds the skills shortage problem.

2.3. Government Interventions

Post-1994, the South African government's fiscal policies have been intended to improve the lives of the poor. Policies were implemented with the aim of strengthening the economy, boosting investor confidence and redressing past injustices. These policies included, *inter alia*, the Reconstruction and Development Programme (RDP), Growth, Employment and Redistribution (GEAR) Strategy, Accelerated Shared Growth Initiative (ASGISA), Joint Initiative on Priority Skills Acquisition (JIPSA), Pro-Poor Policies, Basic Income Grant (BIG), Public Education Spending, National Public Works Programme (NPWP) and, most recently, the Expanded Public Works Programme (EPWP).

2.3.1. Reconstruction and Development Programme (RDP)

The Reconstruction and Development Programme (RDP) was the major policy initiative of the Government of National Unity (GNU) in 1994. The RDP was an integrated, coherent socio-economic framework which attempted to integrate development, reconstruction, redistribution and reconciliation into a unified programme (Cameron 1996). However, due to slower growth in exports and investments, its impact was less than intended. In addition to this, the ability of the country to implement the RDP was limited as the state apparatus was weak and was not strengthened in the short term by intensive transformation. According to Hirsch (2005), both the state and the public enterprises (with the exception of Eskom) had lost their ability to scale up infrastructure investments. Thus, while the rollout of housing and related infrastructure for the poor was fairly successful during this period, the scale of public sector investment remained relatively low. Ultimately the RDP was unable to curtail the rising rate of unemployment in South Africa thus, serving to entrench the inequalities prevalent in the South African society.

2.3.2. Growth, Employment and Redistribution (GEAR) Strategy

During the period 1996 to 2000, GEAR was implemented as a restrictive fiscal policy with a commitment to free market principles through deregulation and privatization, and a focus on improving the 'global competitiveness' of South African corporations. This policy was expected to produce growth and economic expansion adequate to addressing South Africa's socio-economic backlogs and absorbing unemployment, including new entrants to the labour market. However, the development goals around employment and poverty relief have not been realized.

GEAR aimed for a fiscal deficit of not more than 3% of GDP, government consumption at 18.1 % of GDP, and inflation (CPI) of 6 % per annum. All of these targets were exceeded with figures of 2.2%, 18% and 5.4% respectively. Nevertheless, two significant disappointments were in job growth and investment. Although the target for job growth was 2.9% growth in formal non-agricultural employment per year, jobs grew at about 2.5% per year in the period 1995 to 2003. Investment performance was even more disappointing, especially in the later GEAR period. In 1999 and 2000, investment by private, parastatal and public sectors all shrank instead of growing at around 10% per annum (Hirsch 2005). Growth was also disappointing, averaging 2.6% over the GEAR period, instead of the projected 4.2%.

The reality from 1996 to 2003 has been that while certain of GEAR's technocratic targets were met and a measure of economic stabilization was achieved, the end result remained stubbornly sluggish growth and marginal impact in terms of poverty reduction (NALEDI 2004b). The stabilization and restructuring of the economy have come at a high price as regards job losses as more than 400 000 formal sector jobs were lost between 1996 and 1999.

2.3.3. Accelerated Shared Growth Initiative (AsgiSA) and Joint Initiative on Priority Skills Acquisition (JIPSA)

During February 2006, the Accelerated and Shared Growth Initiative of South Africa (AsgiSA) was launched to address the skills shortage. The Joint Initiative on Priority Skills Acquisition (JIPSA) was also launched in an effort to stimulate economic growth and identify solutions for skill shortages in critical areas. AsgiSA promised to create more jobs and halve poverty by 2014. The majority of union leaders hailed this initiative with the National Union of Metal Workers of South Africa calling it a major breakthrough that would create more jobs. The South African Communist Party welcomed the broad strategic perspectives outlined in AsgiSA. However, the South African Municipal Workers Union referred to AsgiSA as a repetition of the GEAR policies of ten years previously, which promoted growth before redistribution.

2.3.4. Pro-Poor Policies

Pro-poor policies have been introduced in housing, health care, social security and education. There has been an unprecedented expansion of grants provision, with an increase in real terms of 70 percent or R22 billion (Van der Berg, Burger, Louw and Yu 2005). Just under 12 million South Africans were receiving social grants in 2007, the majority of whom are children receiving the Child Support Grant (CSG) (Manuel 2007). The government deracialised and restructured social security by introducing the Child Support Grant (CSG), extending it in 2003 to include children up to the age of 14 years. Research has demonstrated that the CSG has made a significant difference to poverty-stricken households (Kola, Braehmer, Kanyane, Morake and Kimmie 1999). The grant was mainly used for food, clothes and education. Research has also confirmed that social pensions provide considerable poverty relief to extended households, particularly in the rural areas (Ardington and Lund 1995).

The former Minister of Finance, Trevor Manuel, proposed that a basic social and savings protection scheme be instituted to meet the needs of low income employees (Manuel 2007).

2.3.5. Basic Income Grant (BIG)

The Basic Income Grant (BIG) was proposed by the Committee for Comprehensive Social Security (Taylor 2002) but this was not taken up by government ostensibly because it would create dependency and become unsustainable as a universal grant. COSATU, faith-based organisations and the NGO sector, have continued to support the introduction of BIG on the basis that it would lift over 6 million people out of poverty, and it would certainly tide people over during periods of unemployment (Taylor 2002). The estimated cost to implement a "BIG is R15 billion a year" (Seekings and Nattrass 2005:35).

2.3.6. Public Education Spending

In the 1990s, the government spent a considerable amount on public education and continues to do so. In 1996-1997, all teachers were moved onto a single consolidated scale, based on the scale of the former white education departments. Approximately 40 per cent of teachers were moved into higher salary brackets, and average salaries rose by between 12 and 15 percent (Seekings and Nattrass 2005), cited by (Triegaardt and Patel 2005). According to Bloch (2006), despite these interventions, education is still failing to make the grade in poor, rural and township schools.

2.3.7. National Public Works Programmes (NPWP)

The International Labour Organisation (ILO) established the World Employment Programme in 1969 to find ways of creating employment opportunities in the absence of economic growth. It concluded that the possibility of the efficient substitution of people for machines was more likely in "product-centred" industries (McCutcheon 1995:336). The World Employment Programme further noted that about 70 percent of public works in developing countries are civil works projects; and, 50 to 60 percent of most countries' capital formation is in construction of houses, hospitals, schools, power stations, roads, railways, dams and ports. Although the extent of labour used on

construction sites is usually greater per unit of investment, the actual level of employment, as a proportion of population, rises as one moves from the poorest to the richest countries (McCutcheon 1990).

During the 1990s, organized labour, the construction industry and government, examined the use of labour-intensive construction methods and signed a temporary framework agreement for labour-intensive construction. The principles in this framework agreement were later written into a Code of Good Practice for Special Public Works Programmes which was formally gazetted by the Department of Labour in 2002, after further discussions at NEDLAC. The Code of Good Practice sets targets for the employment of youth, women and people living with disabilities on a Public Works Programme (PWP) (EPWP 2002). PWPs were included in the Reconstruction and Development programme under the name "National Public Works Programme' (NPWP), as a critical element of job creation efforts.

2.4. Expanded Public Works Programme (EPWP)

The Expanded Public Works Programme (EPWP) was introduced in 2004 as a national priority public works programme, with the purpose of creating jobs for the unemployed and utilizing labour-intensive methods, rather than capital-based technologies. The immediate goal of the EPWP Phase 1 was to help alleviate unemployment by creating at least 1 million work opportunities of which, at least 40% of beneficiaries would be women, 30% youth and 2% people with disabilities (DPW 2009d).

The aim of the programme is to create opportunities for the unemployed to engage in productive work and obtain skills, which would be sustainable. It therefore includes the objectives of job creation, infrastructure development and service delivery and, training and skills development. Most of the jobs that have been created, are located in construction (Triegaardt and Patel 2005).

As cited by Williamson (2004:1), the Mail and Guardian (2003b) reported that "the biggest, most precise and most expensive pledge the government has ever made since it

came into power in 1994, namely a million job opportunities over five years at a cost of R20 billion". Another article in This Day (2003a), reported that 'Mbeki promises a million new jobs':

> "A million unemployed people will get jobs over the next five years because of a dramatically expanded government public works programme". The former President Thabo Mbeki said, "The EPWP is a nation-wide programme that will draw significant numbers of the unemployed into productive employment, so that workers gain skills while they are gainfully employed, and increase their capacity to earn an income once they leave the programme".

2.4.1. Background and Origins of EPWP

Former President Mbeki (2003b), in his State of the Nations Address of February 2003, made the first reference to EPWP. He indicated that Government saw EPWP as a key strategy initiative to address the chronic scourge of poverty and unemployment facing South Africa. These similar sentiments were also conveyed to the public at the Growth and Development Summit (June 2003) and the mid-year Cabinet Lekgotla (July 2003) (Williamson 2004).

At his address to the National Council of Provinces, the former President Mbeki (2003a) further elaborated on the programme by focussing on how it would be implemented and provided concrete details. To further ingrain the seriousness of this programme, the former Minister of Finance, Trevor Manuel, announced his commitment of funds to it in his Medium Term Budget Policy Statement (12 Nov 2003). Williamson (2004) from her observations, insinuated that the increasing attention given to the EPWP's imminent implementation, in the run-up to the 2004 elections, could be merely an election ploy by the ruling party to secure votes, as it featured prominently in speeches by former President Mbeki and various other cabinet ministers.

As argued by Williamson (2004:1), during late 2002, the Centre for Development and Enterprise prepared recommendations for the implementation of a large scale labour-

intensive public works strategy as a significant contribution to reducing unemployment (2002). In a Sowetan article, Bernstein and Dagut (2003) argued that "properly designed labour-intensive public works…[can] do what no other unemployment or poverty relief system can: they create and maintain socially useful and economically vital infrastructure - roads, schools, facilities in informal settlements and rural areas, waste collection, street cleaning, storm-water drains and the infrastructure for small-scale farming". These recommendations influenced the conceptualisation of the EPWP.

2.4.2. The objectives of the EPWP

The EPWP, when launched in 2004, was intended to address poverty and unemployment over the next decade. More specifically it aimed to involve one million unemployed people in the first five years of implementation.

According to the former Minister of Finance, Trevor Manuel, the EPWP was expected to contribute to the following: job creation, reinforcement of infrastructure investment and maintenance, provision for higher education transformation and skills development and further investment in municipal infrastructure and services (Manuel 2003). The intended target market was the large number of unemployed people. It was envisaged that these unemployed masses would work on short-term labour-intensive programmes which would capacitate them with skills that they would acquire during their period of temporary employment. The aim of acquiring these skills was to afford the employees the opportunity of making them more marketable in future jobs to earn themselves a decent living standard (Williamson 2004).

The following four sectors were identified as having potential of creating EPWP employment opportunities (Phillips 2004:7):

- "Infrastructure - increasing the labour intensity of government-funded infrastructure projects";
- "Environment - creating work opportunities in public environmental programmes";
- "Social - creating work opportunities in public social programmes" and

- "Economic - utilising general government expenditure on goods and services to provide the work experience component of small enterprise learnership / incubation programmes".

Former President Mbeki, in his State of the Nation Address, stated that " EPWP would ensure that the economically marginalized in both urban and rural areas, will be empowered to join the economic mainstream over time" (Mbeki 2003b).

2.4.3. Institutional Arrangements

The National Department of Public Works (DPW) is responsible for the overall co-ordination of the programme. The DPW, also formulates and co-ordinates EPWP programmes in the infrastructure sector, building on existing initiatives in various provinces (EPWP 2004c).

The Department of Environmental Affairs and Tourism is responsible for co-ordinating implementation of the EPWP in the environment sector through its programmes such as "Working for Water"(EPWP 2004b).

The Department of Trade and Industry is responsible for co-ordinating EPWP in the economic sector, including initiatives such as 'incubator' programmes for small businesses, which obtain work from government and, community-based income-generating projects (EPWP 2004a).

The Department of Social Development, is responsible for formulating and co-ordinating EPWP programmes in the areas of food and nutrition, social and personal services (such as home-based care for people living with HIV/AIDS, and early childhood development) (EPWP 2004d).

The national sector co-ordinating departments are required to provide regular reports to Cabinet, regarding progress on the implementation of EPWP in each sector. Although the EPWP is driven from the national government level, provinces and municipalities

are the primary project-implementing bodies for the EPWP, supported by the national government departments responsible for co-ordination of each sector (Devereux and Solomon 2006).

2.4.4. Benefits to beneficiaries

Based on the nature of the labour intensive construction industry where jobs last approximately between 4 to 6 months, the Code of Good practice for Special Works Programmes stipulates that labourers are entitled to only 8 to 12 days of paid training. As it was realised that this was insufficient to train unskilled labourers to become artisans, the Department of Labour proposed a generic 10 to 14 day training course that would consist of general life skills, awareness of HIV/AIDS and labour markets and world of work (EPWP 2002, 2004c).

According to the EPWP guidelines, because EPWP cuts across sectors and departments, there is no standard EPWP wage rate. Municipalities and provinces must be guided by the prevailing minimum wage in their area and by ongoing poverty relief projects. Legal provision is made for EPWP projects to pay below the minimum wage (DPW 2005).

The beneficiaries should be unemployed individuals from the vulnerable sectors of disadvantaged communities, who do not receive any social security pension income. There are specific participation targets, for single and female-headed households, women, youth, people with disabilities, households coping with HIV/AIDS, people who have never worked and, those experiencing long-term unemployment. Proposed targets are 60% women, 20% youth (18-25 yrs of age) and 2% disabled (DPW 2005).

2.4.5. The Budget allocated to the EPWP

Although the former Minister of Finance, Trevor Manuel in his MTBPS of 2004 – 2005 committed an increasing proportion of current infrastructure allocation to the EPWP, the responsibility of allocating and using this budget for EPWP programmes and

projects, rested solely with individual departments. Each department, in their planning processes, needed to identify those initiatives that were conducive to the implementation of EPWP. In this way, projects would be funded through the normal budgeting processes of each department. Hence, funds would be managed by various provinces and municipalities and dispersed accordingly.

It was envisaged that EPWP would create government-funded employment opportunities in the following four sectors, infrastructure, environment and culture, community development, and enterprise development. Approximately R20 billion was made available, at the inception of the programme for the implementation of EPWP for a five year period. The budget breakdown for the period 2004/5-2008/9 was as follows:

- Infrastructure programmes: R15 billion
- Environmental and culture programmes: R4 billion
- Social programmes: R600 million
- Economic programmes: Unknown.

In November 2003, the former President Mbeki, announced that the centrepiece of the programme was the massive infrastructure delivery programme. A total of R15 billion was allocated to be spent on labour-intensive projects, to upgrade rural and municipal roads, municipal pipelines, storm-water drains and paving, as well as fencing of roads, community water supply and sanitation, maintenance of government buildings, housing, schools and clinics, rail and port infrastructure, electrification infrastructure, and so on. The programme would entail the expansion of existing infrastructure programmes from April 2004. Targets included, the building of 37 000 km of roads, 31 000 km of pipelines, 1 500 km of storm-water drains and 150 km of urban sidewalks (EPWP 2004c; Williamson 2004).

2.4.6. The Policy Context of EPWP

As cited by Williamson (2004), government's pre-eminent programme to eradicate poverty and underdevelopment, the EPWP heralded a shift in government policy away

from the neo-liberal fiscal stringency of GEAR, back to the redistributive social justice focus of the Reconstruction and Development Programme (RSA 2003b).

As stressed by Williamson (2004:5), the former government's key spokesperson, Joel Netshitzende, stated that the country was entering a post-GEAR period. Mbeki's 2003 State of the Nation Address, however, dismissed suggestions that there had been any change, or any need for further change, stating that "there is no need for new policy initiatives. Policies and programmes are already firmly in place". However, as the post-apartheid government moves into its second decade, discussions in, Towards a Ten Year Review (RSA 2003b), of possible futures (2014 Scenarios) and the findings emerged from them – as well as the advent of the general election, prompted renewed consideration about the government's role in bringing about an improved quality of life for all South Africans

The 2014 Scenarios prepared by the Presidency, outlined four possible futures to guide government priorities and programmes. Towards Ten Years of Freedom, the favoured scenario 'Shosholoza', envisages that by 2014, South Africa has developed "as a diverse and tolerant society whose local economy is surging ahead. High economic growth has brought millions of jobs and much greater participation in the robust economy" (RSA 2003a:2). It predicts that poverty will be reduced by half by 2014, in line with the United Nation's Millennium Development Goals. Working towards the achievement of this scenario, in the Ten Year Review, will entail, defining a shared destiny as a basis for social partnership; addressing unemployment, poverty and crime; improving the performance of the government; encouraging democracy and stimulating high levels of economic growth and development (RSA 2003b).

The introduction of the EPWP by Government, is an indication that it is very much aware of how critical it is to address the chronic issues such as poverty, unemployment and social inclusion. According to Idasa (2003:2) "there is a recognition that South Africa cannot rely on uncertain private investment and growth to address the poverty crisis, even if the role of markets is critical to any long-run solution". In response, the government has followed an expansionary thrust in pro-poor spending, and continued to prioritise allocations that impact upon the poor, including investment in infrastructure, HIV/AIDS programmes and, in particular, the anti-retroviral programme, basic services,

the expanded public works programme and social assistance programmes, particularly the Child Support Grant programme (CSG) (Williamson 2004).

Importantly, the government does not intend to address poverty through the extension of a universal basic income grant. Instead of encouraging people to depend on welfare, the government sought to reduce the numbers of those dependant on social grants, by assisting them to pull themselves out of poverty, through engagement in gainful economic activity and exercising their right to human dignity (Mbeki 2003b). By providing employment opportunities and skills transfer to a million people, the EPWP represents the most important mechanism to address the high levels of unemployment in South Africa (Williamson 2004).

Trade & Industrial Policy Strategies (TIPS) (2009) indicated that "South Africa has a highly unequal economy in which, people with access to wealth, experience South Africa as a developed modern economy while, the poorest still struggle to access even the most basic services". According to TIPS (2009), the differences in conditions between the two are so stark that they appear to be worlds apart, thus giving the notion, of a 'two economies resonance'. The First Economy is defined as being rich, advanced, skilled, integrated into the global economy, and produces the bulk of South Africa's wealth. According to Mbeki (2003b) "the Second Economy is defined as being poor, mainly informal, unskilled, structurally disconnected from both the First and the global economy, and, is incapable of self-generated growth and development". Mbeki further indicated that unemployment, poverty and social disintegration, characterises the Second Economy, and he felt that if it was left unchecked, it would destroy all advances made by the First Economy.

Fortunately, government has recognised this and has embarked on, decisive intervention to ensure that gains, from the First Economy, will be translated into benefits for Second Economy (RSA 2003b). According to TIPS (2009:1), "the strategy for the second economy is intended to contribute to employment creation for addressing poverty, inequality and economic marginalisation; ensuring basic needs are accessible and affordable; improving the distribution of returns from economic activity more equitable across the society; increasing poor people's ability to gain and secure assets and improving the terms on which people participate in the economy".

EPWP conditions have been placed on the Provincial Infrastructure Grant (PIG) and the Municipal Infrastructure Grant (MIG) via the 2004 Division of Revenue Act (DORA). The DORA requires provinces and municipalities to execute all low-volume roads, storm-water drains, and trenching work (funded through PIG and MIG) in a labour-intensive way, in accordance with guidelines produced by DPW, and approved by SALGA and National Treasury. The guidelines provide implementing bodies with the contractual tools that they need to ensure that contractors carry out certain work activities manually, and to ensure that the minimum requirements for employment conditions in the Code of Good Practice for Special Public Works Programmes are adhered to (DPW 2005).

The guidelines also stipulate that, for these projects to be carried out labour-intensively, provinces and municipalities may only appoint contractors and consulting engineers who undergo training in the design, supervision and management of labour-intensive works. The intention is for these special conditions to create an impetus for this training which, in turn, would stimulate the training providers to train their trainers to become accredited, in order to provide the training. The Construction Education and Training Authority (CETA) have put in place the required NQF unit standards and skills programmes, and have trained providers to enable them to meet this demand (DPW 2005).

2.4.7. Criticisms of the EPWP

Despite government's laudable intentions for introducing the EPWP, McCord (2004b) states that there is a major disjuncture between the programme as perceived in the popular discourse and its reality. In particular, there seems to be a large gap between policy expectation, (both in political and popular discourse) and the programme outcomes. There have been several criticisms levelled against the implementation of the programme by various individuals. McCord (2003, 2004b), states the following;

- "EPWP is both too limited in scale and too short in duration to have a significant impact on unemployment, hence it does not offer a significant response to the

broader unemployment crisis currently being experienced by the state. Many workers return to the unemployed labour pool after completing work in short-term public works projects, rather than being absorbed into the labour market "(McCord 2004b:10)

- "The implementation of multiple short-term projects removes people only temporarily from the pool of unemployed labour, rather than addressing either the underlying problem of unemployment, or having a significant or sustained impact on livelihoods" (McCord 2003:28).
- "Secondary benefits in terms of local development or micro-enterprise occurring as a result of the transfer, are also limited, primarily due to the short duration of the employment transfer, lack of access to micro-finance facilities, and the limited nature of the local market, a situation which is exacerbated by lack of integration with other development initiatives" (McCord 2004b:10).
- "The programme only has a limited short-term impact on poverty and unemployment" (McCord 2004b:10).
- "There is little evidence to confirm the assumed nexus between the poor and the public works programmes. There is frequently an assumption that if wages are correctly set, the transfer will reach the poor, despite the fact that there is little analysis exploring targeting efficiency in terms of whether programme participants are the poorest, or even the poor" (McCord 2003:4).
- "Equally, the non-wage benefits accruing to the poor as a result of the assets created under the programme, and improved labour market access as a result of experience and training received in public works programmes, are often assumed, rather than empirically attested" (McCord 2003:4).
- "It offers only an acute response to a chronic problem" (McCord 2004b:9).

According to an analysis prepared for the Presidency's Fifteen-Year Review, Philips and Hassen (2008), offer a further set of criticisms around underfunding, prioritisation and appetite for risk, co-ordination, lack of voice and advocacy, interface with markets and project-level focus;

- "The target of one million work opportunities by 2010 merely represent 'work opportunities' rather than the equivalent of full time jobs, so the 316,814 work opportunities delivered by March 2007 translates into approximately 70 000 full time equivalents"(Philip and Hassen 2008:9).

- "A number of second economy programmes are unfunded, indirectly funded or partly funded mandates that rely on change in the way things are done within government and/or partners to achieve their impacts"(Philip and Hassen 2008:21).
- Poor integration of these programmes into line functions and their respective budgets results in a lack of clarity over where authority and accountability lies (Philip and Hassen 2008).
- "Scaling up impacts would be much assisted by stronger civil society organisations being able to lobby and advocate on their own behalf"(Philip and Hassen 2008:23).
- There is a lack of strategic interface with markets that may directly influence outcomes (Philip and Hassen 2008).
- "Many second economy programmes remain focused at a project level, and while this may be of vital benefit to direct participants, such approaches leave wider structural blockages and market failures unchanged, and unless they are used to draw lessons and inform wider design processes, tend to reach very limited number of people" (Philip and Hassen 2008:24).

According to Perman (2007:4-6), Godfrey and Theron's further critiques of EPWP relate to employment creation, workers rights, equality between men and women, social protection and social dialogue and are as follows;

- "Workers are employed for a maximum of two years but most jobs are considerably shorter and are not full time".
- "The training component is not of sufficient quality, duration and breadth to enable people to develop the levels of skills necessary for future work or self-employment. Some projects provide training of less than the 2 days minimum for every 22 days worked as specified in the EPWP's Code of Good Practice".
- "EPWP workers do not receive annual leave or annual leave pay and they are not entitled to notice pay on termination".
- "EPWP workers do not qualify for unemployment insurance benefits once their contracts come to an end".
- "Although EPWP was launched with the endorsement of the trade unions at a National Summit in 2003, there has been little involvement by trade unions since

then. Trade unions are not involved in setting wages and conditions of employment for the projects".

Various other sources state similar criticisms; namely

- The supply of unemployed low and unskilled workers exceeds the demand for work. The EPWP will not provide sustainable long-term employment and is thus not a credible response to the unemployment crisis.
- Funds allocated to EPWP have not been filtering through to projects and large amounts of money have been mismanaged.
- "EPWP does not prioritise women or rural areas" (Williamson 2004:4).
- It is not an appropriate response to the chronic labour market problem(McCord 2004b).
- "In spite of the gains that have been made with respect to gender equality, critics have expressed concerns that the redistribution of resources and power has not shifted the structural forces with respect to the oppression of women" (Triegaardt 2007:11).
- The wage bill has also declined relative to the number of opportunities provided so impacts on poverty are not rising (Altman 2007).

2.5. International Experiences of Public Works Programmes

There is extensive international experience of PWPs ranging from small programmes to large-scale initiatives such as the Maharashtra Employment Guarantee Scheme in India and the New Deal programme during the Great Depression in the United States, both of which absorbed up to 30 percent of the unemployed (McCord 2003).

According to Philips (2004:6), one of the lessons from international experience is that the impact of a PWP on unemployment levels depends on the scale of the PWP, and that the following mistakes should be avoided:

- "Attempting to achieve too much too quickly (this usually leads to sacrificing at least one of the goals of the PWP, such as providing quality services, or using labour-intensive methods)";
- "Not allowing time to plan properly and to build the required institutional and management capacity for effective and efficient implementation";
- "Many small projects without a common programme, resulting in loss of economies of scale, duplication of learning and training costs, and inconsistencies in performance";
- "Overloading the programme with too many objectives, with the result that the programme fails to achieve any of them"; and
- "Lack of consistent political support".

According to Philips (2004:6), best practice to be emulated would involve:

- "Consistent political support and multi-year budgeting for the programme";
- "Resources and time allocated to planning the programme and to developing the capacity to implement it";
- "Planning of programmes to ensure that the pace of implementation is linked to the pace of development of the required implementation capacity";
- "Strong institutions put in place to manage or co-ordinate the implementation of the programme"; and
- "High priority given to effective systems of monitoring and evaluation".

2.5.1. International Case Studies

This sub section provides comparative international experiences on select public works programme in two developing work context namely Argentina and Bangladesh.

2.5.1.1. Argentina: The Jefes Programme

Argentina is a country with the most varied set of employment generation programmes, comprising a combination of public works and subsidies to private employment. Since

the 1990s, the Government of Argentina has implemented a series of employment programmes as social safety net interventions in the labour market.

The "*Plan Jefes y de Hogar Desocupados"* translated as "Programme for Unemployed Household Heads", is an employment generation programme implemented in Argentina. In this programme, participants were required to do 20 hours of basic community work, training activities, school attendance or employment in a private company with a wage subsidy for six months. The programme was funded by national government and run by the Ministry of Labour (Devereux and Solomon 2006).

The objective of the programme, according to Devereaux and Solomon (2006:51), was to provide financial assistance to household heads with children in order to guarantee the Family Right of Social Inclusion ensuring the following:

- "The school attendance and health of children";
- "Access of beneficiaries to formal job training and education";
- "Their participation in productive projects or community services".
- "The implementation of the programme was decentralized through municipalities and communes in collaboration with the corresponding municipal or communal council. The municipalities assign the activities to be undertaken by programme beneficiaries in return for the financial assistance they receive".

The findings of this programme revealed that while this programme absorbed 2 million unemployed people by mid-2003, it only reduced unemployment by a maximum of 4 percent (World Bank 2003). In addition to this, while 80 percent of participants reported working the required number of hours, post the programme, very few used the education and training received during the programme or ventured out further to look at private sector employment options. One positive aspect to the programme however, was that four months after implementation, indigency rates among participating households had fallen by nearly 25 percent and amongst individuals by over 18 percent. On the whole, some good has come out of the Jefes programme as it does appear to have contributed to social protection during crisis periods (Devereux and Solomon 2006).

2.5.1.2. Bangladesh - Food for Works Programme (FFW) and Rural Maintenance Programme (RMP)

A major employment programme in Bangladesh is the Food for Works Programme (FFW) which consists of a variety of sub programmes and projects that develop and maintain rural infrastructure while providing employment to the rural poor. It is implemented by several ministries with donor assistance. Beneficiaries are selected specifically according to a self-targeting mechanism. The conditions of work surrounding this programme ensure that only the intended target groups are selected. The relatively low wages and heavy physical labour requirements discourage the non-poor from enrolling. In addition, there is a Project Implementation Committee (PIC) comprising 7 to 9 community members selected from community elites. The PIC assesses each project's priority value, feasibility and likely benefits. Workers are paid around 5-6 kgs of wheat per day of work (Devereux and Solomon 2006).

The Rural Maintenance Programme (RMP) is similar to the FFW project and is implemented by the Union Parishads and LGED with assistance from CARE-Bangladesh. This programme has a dual objective. It maintains rural earthen roads and provides employment with cash wage and training to destitute women. This is where the programme differs from Food for Works programme. It is calculated that an average of 60 000 destitute women per year have been supported by this programme (Devereux and Solomon 2006).

To join this programme, one has to be divorced, separated, or otherwise destitute; be between 18-35 years of age and be fit enough to do the required physical work. Those women chosen to participate in this programme are enrolled in a four-year programme of RMP work and training during which they are paid Tk. 43 per day as wages (a quarter of one per cent is retained as compulsory savings on their behalf). This amount is equivalent to less than 1 UD dollar a day. During the last year of the project cycle, the women are given more intensive training in basic business management. The objective of this is to help them self-support and to seek income generating activities after graduation from the project (Devereux and Solomon 2006).

The positive spin-offs from these programmes are that, it contributes to mitigating the seasonal food insecurity and unemployment problems of the hard-core poor in Bangladesh, especially during the second acute lean season when they are most vulnerable. The programme also creates certain welfare facilities for the rural poor, in addition to rural expansion and marketing through small infrastructure construction. What this particular programme demonstrates to us is that, public works programmes of this nature, that are duly targeted to specific regions, in particular months, and towards particular vulnerable groups, can contribute greatly towards helping the poor in gaining better access to food and income (Devereux and Solomon 2006).

Some limitations encountered in these types of programmes are that, employment opportunities are 'too' short term, the programmes are poorly designed and have badly maintained infrastructure which tends to provide more benefits to the relatively rich while the poor has no access to long-term income. In addition to this, the scale of the programme, both in terms of resource allocation and coverage of the target population, is rather minute compared to the vast extent of the problem that exists in rural Bangladesh (Devereux and Solomon 2006).

2.6. Conclusion

The literature review contained in this chapter, attempted to set the context in which this study is located. The literature review paints a stark and vivid picture of the reality of unemployment and poverty, together with the structural economic and labour market problems, that are unique and endemic to South Africa alone. It is evident that unemployment remains South Africa's key challenge and, when coupled with poverty, and a growing workforce of unskilled labour, the magnitude of the problem becomes overwhelming and demands to be addressed.

The literature review then analysed the nature and causes of unemployment specifically, looking at the rapid rise in unskilled unemployment; the rate of job creation; the lack of skilled labour and South Africa's historical past and the ravages it still wreaks 15 years into democracy. In addition, government's responses to the problem outlined and

interventions in trying to mitigate these problems were traced. Specific focus was upon the policy arena developments with regards to the Reconstruction and Development Programme; GEAR; AsgiSA; JIPSA as well as Pro-Poor policies, the Basic Income Grant; National Public Works Programmes and the Expanded Public Works Programme. Finally, the review looked at criticisms levelled against the EPWP, as well as some international experiences with regards to Public Work Programmes.

As a whole, the aim of this chapter was to set the context in which the study is located and it is envisaged that, the literature review will also assist in addressing the research questions posed in Chapter 1 of this study namely;

- To what extent did the project meet its goals of training beneficiaries and imparting skills and knowledge that would have an impact on the beneficiary's lives?
- What were the challenges experienced during post implementation, both from a contractor and beneficiary point of view?
- Did the project post-completion make the beneficiaries more marketable in finding further employment opportunities?
- How could the project be implemented better?

The next chapter, Chapter Three outlines the research methodology for this study.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1. Introduction

This chapter seeks to outline the use of appropriate methodology accompanied by the relevant tools and techniques in conducting research.

3.2. Research Methodology

As the approach adopted in this study is both descriptive and exploratory it is categorised as a qualitative study. Further it is exploratory because it seeks information and knowledge that is not readily available. It also has descriptive features, as it describes processes leading to challenges experienced, in the implementation of expanded public works programmes and concerns raised by the beneficiaries and other role-players. The view that reality is constructed by individuals interacting with their social worlds has influenced the researcher's choice of a qualitative research methodology (Merriam 2002).

According to Matveev (2002:2), the strengths of a qualitative method are :

- "Obtaining a more realistic feel of the world that cannot be experienced in the numerical data and statistical analysis used in quantitative research";
- "Flexible ways to perform data collection, subsequent analysis and interpretation of collected information";
- "Providing a holistic view of the phenomena under investigation" (Bogdan and Taylor 1975; Patton 1980);
- "Ability to interact with the research subjects in their own language and on their own terms (Kirk and Miller 1986)"; and
- "Descriptive capability based on primary and unstructured data"**.**

The weaknesses of the qualitative method (as cited by Matveev (2002:2)), include:

- "Arriving at different conclusions based on the same information depending on the personal characteristics of the researcher";
- "Inability to investigate causality between different research phenomena";
- "Difficulty in explaining the difference in the quality and quantity of information obtained from the different respondents and arriving at different, non-consistent conclusions";
- "Requiring a high level of experience from the researcher to obtain the targeted information from the beneficiary";
- "Lacking consistency and reliability because the researcher can employ different probing techniques and the respondent can choose to tell some particular stories and ignore others"; and
- "Departing from the original objectives of the research in response to changing nature of the context (Cassel and Symon 1994).

To overcome some of the weaknesses raised above, the researcher adopted the following approach adapted from Cresswell et.al (2003).

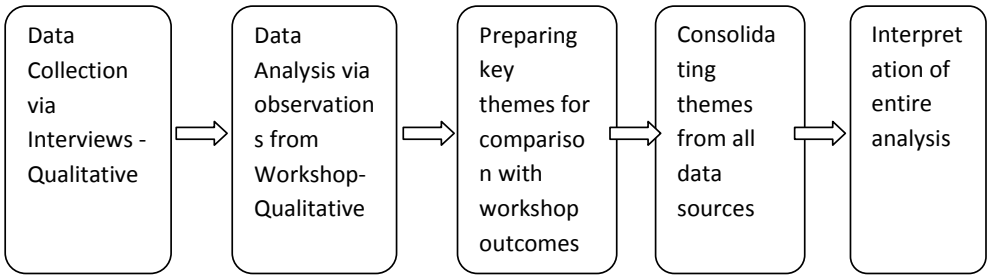

Figure 3.1: Research Methodology Process

Source: Adapted from Cresswell et al. (2003)

Fig 3.1 depicts the actual process followed by the researcher from data collection to analysis

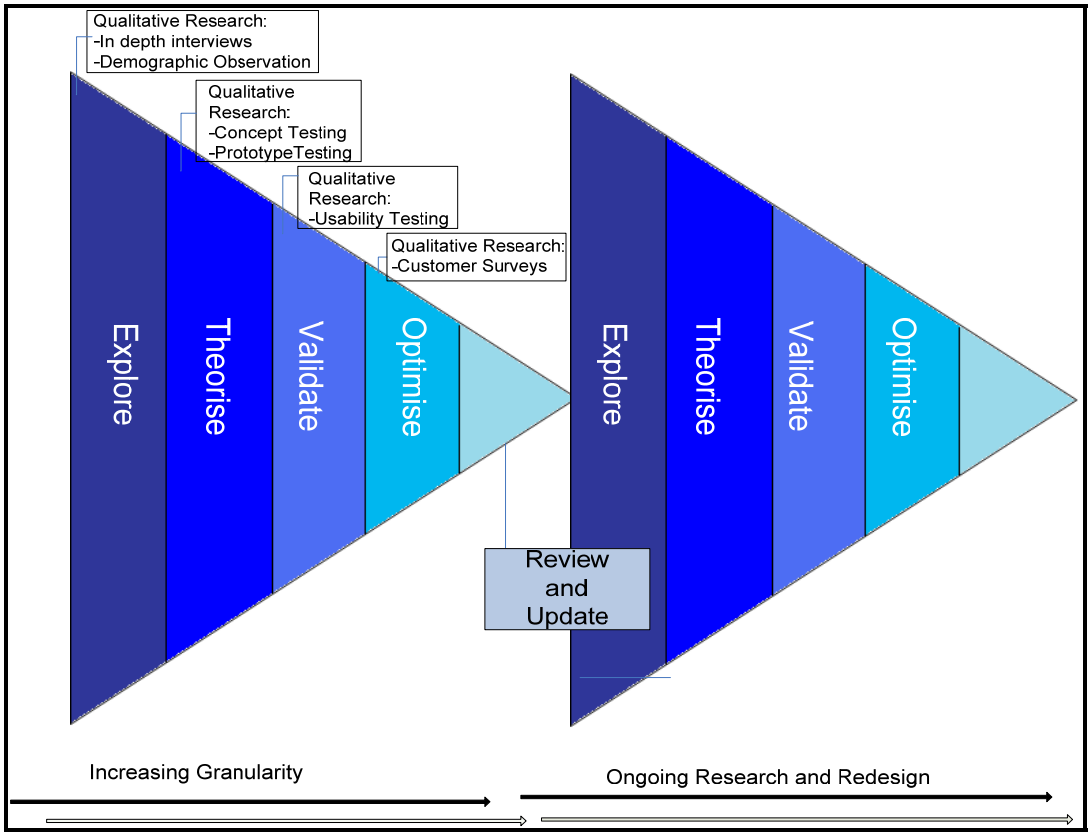

Figure 3.2: Research Methodology Process Continued

Source: http://designresearch.files.wordpress.com

Fig 3.2 represents the overlap between the primary data and the secondary data for validation and ensuring reliability.

The researcher used the semi-structured interview method in which interviewees had the opportunity to express themselves freely. With language being a barrier, it gave the researcher the flexibility to rephrase questions that could be easily understood by the interviewees. In addition, the interviewees were encouraged to talk about other issues pertaining to their socio-economic behaviour and possible solutions to mitigate their current challenges or concerns. Due to language barriers amongst the thirteen (13) beneficiaries, the researcher made use of two colleagues who used tape recorders to ensure that all the information was later correctly and captured and interpreted.

Due to the availability and accessibility of thirteen (13) beneficiaries through the respective community liaison officers, two (2) senior managers at the Joubert Park and

Edith Cavell Road project as well as two (2) managers who plays an oversight role on all EPWP projects across City of Joburg, the researcher also incorporated the inputs from an EPWP workshop comprising of ten (10) core departments and ten (10) Municipal Owned Entities (MOE's) and four (4) Regions. One of the underlying reasons for this approach is that, the observations may be limited because of the small convenience sample size of seventeen (17) active participants on the two selected projects. The other reason is that, it covered multi dimensional perspectives from the beneficiaries who participated in the project, perspectives from the oversight managers and perspectives from EPWP champions across other similar projects in the City. The participants interviewed were Community Liaison Officers, a Contractor, a Project Manager, Oversight Managers and Beneficiaries of the programme. Participants at the workshop were EPWP Champions from the various MOE's and core departments and regions of the City of Johannesburg. The only concern with the latter workshop process is that, case studies cannot be generalised, and participants from other projects, may skew the findings/observations. The researcher obtained more exploratory input for further validation but remained cautious when undertaking this process.

3.3. Research Design

To answer the questions raised in Chapter One, a case study design has been chosen. Case study is an ideal methodology when a holistic, in-depth investigation is needed (Feagin, Orum and Sjoberg 1991).

Yin (1984), defines the case study research method as an empirical inquiry that investigates a contemporary phenomenon within its real life context, when the boundaries between phenomena are clearly evident, and in which multiple sources of evidence are used.

Yin (1993), Stake (1995), and others who have had wide experience in this methodology have developed robust procedures. According to them, when these procedures are followed, the researcher will be following methods as well-developed and tested as any in the scientific field. Yin (1993) has identified some specific types of

case studies: Exploratory, Explanatory, and Descriptive. Major researchers including Yin, Stake, Feagin and others have also asserted that case study research is not sampling research (Tellis 1997).

A case study is also known as a triangulated research strategy. Snow and Anderson cited in Faegin, Orum and Sjoberg 1991 asserted that triangulation can occur with data, investigators, theories, and even methodologies. Denzin (1984) identified four types of triangulation: *Data source triangulation*, when the researcher looks for data to remain the same in different contexts; *Investigator triangulation*, when several investigators examine the same phenomenon; *Theory triangulation*, when investigators with different viewpoints interpret the same results; and *Methodological triangulation*, when one approach is followed by another to increase confidence in the interpretation (Denzin 1984).

According to Tellis (1997), some advantages in using the case study method are as follows:

- Good source of ideas about behaviour (multi-perspective analysis);
- Good opportunity for innovation;
- Good method to study rare phenomena;
- Good method to challenge theoretical assumptions; and
- Good alternative or compliment to the group focuses of psychology.

Nevertheless critics of the case study method believe that the study of small number of cases, offer no grounds for establishing reliability or generality of findings. Others feel that the intense exposure to study of the cases makes the findings subject to bias. Some dismiss case study research as useful only as an exploratory tool and as such, it is hard to draw definite cause-effect conclusions (Soy 1997).

As cited by Mustaffa (2008), generalizability is not normally an issue for the researcher who is directly involved in the study but it is the reader who must decide whether or not the case being described is sufficiently representative of their own experiences (Hancock 1998).

3.4. Population and Sample

3.4.1. Case Site

The projects chosen for the case study were the Joubert Park Busway Upgrade Project and Edith Cavell Road Upgrade Project for The Rea Vaya, Bus Rapid Transit (BRT) within the City of Johannesburg (CoJ), Gauteng Province. The BRT system simply takes the idea of creating a rail-like system using road-based technologies that are affordable to most cities, hence making transport more efficient and affordable. This is a large-scale programme using labour-intensive methods, to upgrade municipal roads to accommodate bus loading, paving, lighting landscaping public spaces within road reserves, pipelines and storm-water drains. Labour-intensive construction methods involve the use of an appropriate mix of labour and machines, with a preference for labour where technically and economically feasible, without compromising the quality of the product (DPW 2005). The project aims were relevant to the Millennium Development Goals as it targeted people in the nearest communities living in poverty and needing work. The Edith Cavell Road Upgrade Project commenced on the 14th October 2007 and was completed on 12th December 2008, whilst the Joubert Park Busway Upgrade Project commenced on 14th January 2008 and completed on 27th October 2008 with a total value of R40 million. Approximately 113 beneficiaries were employed over this period

In accordance with the view of Rowley (2002), that the unit of analysis is the basis of the case study hence, only those key players in each site will be involved in the case study. This includes contractor, oversight unit and beneficiaries. However, information presented at the EPWP workshop, participated by ten (10) MOE's, ten (10) core departments and four (4) regions were collated for validation and triangulation purposes.

3.4.2. Sample and Sampling Method

Of a population of 113 beneficiaries employed at the two chosen sites, a sample of thirteen (13) beneficiaries was chosen on a convenience basis. During the setting up of the case study site, interviews were also held with two (2) officials from the Johannesburg Development Agency (JDA) who plays an oversight role on the site chosen and two (2) EPWP managers who are employed by CoJ and plays a co-ordination role between the various EPWP projects managed across CoJ.

Due to the convenience and availability of beneficiaries during working hours, semi-structured interviews were conducted with seventeen (17) participants employed in the Joubert Park and Edith Cavell Road project. Arrangements were made with the CLO's to ensure that all beneficiaries are informed a day before the interview. The proposed breakdown was as follows;

- Thirteen (13) Beneficiaries, including two Community Liaison Officers
- One (1) Implementing Agent
- One (1) Project Manager on behalf of the Contractor
- Two (2) EPWP Project Managers

3.5. Research Instrument

Interviews were conducted, guided by a semi-structured questionnaire that was adapted from a similar research, conducted in 2008 by Mustaffa (2008).

3.6. Procedure for Data Collection

Semi-structured interviews with open-ended questions were conducted at the various sites with the beneficiaries, implementing agent, community liaison officers and project managers. The questionnaire instrument for the seventeen (17) participants was adapted from a similar research by Mustaffa (2008). After the completion of these interviews,

the researcher attended a 2 day workshop between the EPWP office and the various EPWP champions, representing the core departments and MOE's. The presentations made at the workshop focussed *inter alia*, on achievements to date, the key challenges currently experienced in rolling out EPWP as well as, some recommendations. The emphasis was on a joint exploratory and in-depth understanding of all concerns and challenges regarding their projects. Due to language barriers, the Community Liaison Officer facilitated as an interpreter and voice for the beneficiaries.

The JDA Project Management Office availed the following to the researcher: minutes, training schedules, lists of beneficiaries, records of payroll at the selected site and all close-out reports pertaining to the two projects.

3.6.1. Primary Data

Employing the qualitative method allowed the researcher to collect the primary data in a flexible, unstructured way that allowed for the emergence of new information. This allowed for interaction with the research subjects in their own language and near their own work place. The researcher was also able to obtain a more realistic feel of the world, that cannot be experienced in the numerical data and statistical analysis used in quantitative research.

In order for the researcher to engage in active listening and to show the participants that close attention is being paid to what they say, a tape recorder was used. From previous studies, it was found that up to 75% of the total material in an interview, is lost by a person who does not possess shorthand or some form of speedwriting skills (Bucher, Fritz and Quarantelli 1956)**.** The use of tape recorders also contributes to refining the analysis of the interviews (Bevis 1950)**.**

3.6.2. Secondary Data

The secondary data in the form of minutes taken for each project meeting over the duration of the project and the records of time sheets and wages earned for each beneficiary employed were used to enhance and validate the findings obtained through in-depth interviews. Other secondary data sources included, minutes from the regular EPWP steering committees hosted by the CoJ EPWP unit, project close-out reports and, memoranda relevant to the projects from JDA and the contractors. Presentations made by the 10 MOE's, 10 Departments and 4 Regions at the EPWP workshop assisted in data validation from other role players in similar projects within City of Joburg.

As cited by Mustaffa (2008), the strength of documents as a data source, lies in the fact that they already exist in the situation hence they do not intrude upon or alter the setting in ways that the presence of the investigator might. Nor are they dependent upon the whims of human beings whose co-operation is essential for collecting data through interviews (Merriam 2002)**.** Other sources of data included newspaper articles, web-pages on EPWP, journals and research from the library and internet.

3.7. Data Analysis and Interpretation

The analysis of the data formed a core aspect of the research. According to Leedy and Ormond 2005, the spiral approach to analyse the data will entail the following:

- Data filing, capturing and organising using MS Access which is similar to SPSS;
- Carefully examining the data on a number of occasions to get an overall sense of it;
- Identifying themes and categories and grouping the data under each of these accordingly; and
- Summation and analysis of data so that it made sense, as well as drawing overall recommendations/conclusions.

Quantitative data such as demographics, wages earned and period of employment were obtained from both the beneficiaries as well as from the contractor's records. This

approach supported concurrent triangulation. In a concurrent triangulation approach, the researcher collects both qualitative and quantitative data concurrently and then compares the two databases to determine if there is a convergence (Creswell 2008). Steckler et al. (1992), refer to this comparison as confirmation, disconfirmation, cross-validation or corroboration.

3.8. Limitations of the Study

The most important limitation of qualitative research is that the findings cannot be directly generalized to the larger population being studied.

According to Meriam (1988), one of the challenges in adopting the case study approach is the personal biases of the researcher. At the time of the study, the researcher was employed as a consultant to the City of Johannesburg and had a relationship with the Johannesburg Development Agency that is currently participating in the construction of the Bus Rapid Transit (BRT) project in Johannesburg, in partnership with the Department of Public Transport, Roads and Works, which is the lead provincial Department for the implementation of the infrastructure sector of the EPWP. The researcher also had been involved in the monitoring of EPWP programmes amongst the various municipally owned entities of the City of Johannesburg, namely Johannesburg Water (Pty) Limited and Johannesburg Roads Agency (Pty) Limited.

As such, the involvement of the researcher in previous EPWP projects could lead to potential bias. In order to mitigate this possibility, the researcher utilized the similar interventions that were used by Mustaffa (2008), in order to limit subjectivity:

- In conducting interviews, the role of the interviewer was limited to that of a patient and careful listener.
- With permission from the interviewees, a tape recorder was utilized for the interview process. This allowed the researcher to look at the information holistically, as it could be replayed, and this helped to reduce the bias of the interviewer in jotting down notes that made immediate sense or were perceived as being directly relevant or particularly interesting.

- The researcher also engaged the assistance of two colleagues who have not been involved in the project, to facilitate the interview process with some beneficiaries. This allowed for critical reflection after each interview. The colleagues noted pertinent issues and helped strengthen the balance of the interview process, by avoiding specific pitfalls.

3.9. Validity and Reliability

In qualitative research, the key criteria for collecting quality performance data are reliability and validity. To the extent that any one of these criteria is absent, the credibility of the data will diminish.

In the broadest sense, reliability and validity address issues about the quality of the data and the appropriateness of the methods used in carrying out research. According to Cano (2006), the quality of the data and the appropriateness of the methods employed are particularly important in the social sciences because of the different philosophical and methodological approaches to the study of human activity. Cano (2006) further notes that research is not an entirely precise science when one studies human interactions. The challenge for researchers, according to Cano (2006), is to be able to evaluate the veracity of results and the soundness of the research conclusions based on the appropriateness of the methodology and the quality of the data upon which the conclusions are based.

Reliability is the extent to which the data collection system is stable and consistent across time and space. In other words, measurement of the indicators is conducted in the same way every time (Kusak and Rist 2004). Validity is equally important as indicators should measure, as directly and succinctly as possible, the actual and intended performance levels (Kusak and Rist 2004).

In this study, the researcher analysed the collected data through critical analysis of texts and discourse analysis from a constructionist perspective. A constructionist approach aims to “show how versions of the social world are produced in discourse” (Blanche

and Durrheim 1999:7). Furthermore, discourse analysis, according to Blanche and Durrheim (1999: 328), can be defined as "the act of showing how certain discourses represent 'broad patterns of talk". During the interviews, the researcher was mindful of the fact that such settings are arenas within which particular linguistic patterns can come to the fore and therefore listened and noted attentively.

CHAPTER FOUR

PRESENTATION OF RESULTS

4.1. Introduction

This chapter presents the raw data from the following three sets of research sources. The data sources are namely:

1. The 13 beneficiaries who participated in the programme;
2. Two (2) focus interviewees from the EPWP oversight department from the City of Joburg (CoJ) who are responsible for the monitoring and evaluation of all EPWP projects across CoJ and the two (2) focus interviewees from the implementing Agency, JDA responsible for the Joubert Park and Edith Cavell Road upgrades and,
3. The twenty four (24) EPWP champions from the various regions; MOE's and departments which are responsible for the implementation of various EPWP projects across CoJ.

The full list of the twenty four (24) representatives from the third source who participated in a 2 day workshop sharing their experiences to date on similar EPWP projects is as follows:

The Departments included Community Development; Transportation; Facilities Management; Environment; Johannesburg Metro Police (JMPD); Emergency Management Services (EMS); Health; Housing; Infrastructure and Services (ISD) and Economic Development (DED).

Municipal Owned Entities involved in the implementation of EPWP projects and programmes included Pikitup (Pty) Ltd; City Power (Pty) Ltd, the Johannesburg Fresh Produce Market (Pty) Ltd; Johannesburg Roads Agency (Pty) Ltd; Metro Trading Company (Pty) Ltd; Metrobus (Pty) Ltd; City Parks (Pty) Ltd; Johannesburg Tourism Company (Pty) Ltd; Johannesburg Zoo (Pty) Ltd and Johannesburg Water (Pty) Ltd.

The following regions participated in the workshop: Regions A; E; F and G**.** Other stakeholders included the EPWP Office and the National Department of Public Works (NDPW).

The first set of data was gathered from the interviews conducted with thirteen (13) beneficiaries who worked on both The Edith Cavell and Joubert Park Projects on 24th August 2009 at the Joubert Park Community Hall. The interviews were conducted on site by the researcher with the assistance of two colleagues.

The second set of data was gathered from focus interviews with the implementing agent, JDA (2 interviewees) and the EPWP Office (2 interviewees) on 11th September 2009.

The third set of data was gathered from an EPWP workshop conducted on the 31st August 2009 to 1st September 2009 at the Kliprivier Recreation Centre in Kibler Park. The stakeholders invited included ten (10) Departments, ten (10) Municipal Owned Entities (MOE's) and four (4) Regions of the City of Joburg (CoJ).

Data was gathered in a logical manner using a semi-structured research questionnaire for all interviewees except for the workshop participants. Due to the fact that data was being gathered from multiple sources, it was difficult to illicit the findings in the order of the research questions posed in chapter one. Hence a thematic approach was used where themes merged across the various questions. Data in this chapter was then presented into the following two sub sections:

1. Themes emerging from beneficiaries and implementing agents, where applicable which focuses primarily on the beneficiaries.
2. Themes emerging from EPWP champions from the various MOE's, departments, regions and the EPWP Office which focuses primarily on the programme itself from both an operational and strategic perspective.

4.2. Themes Emerging from Beneficiaries and Implementing Agents, where applicable during the Interviews which focuses primarily on Beneficiaries

This sub section presents the findings from interviews held with beneficiaries as well as from the implementing agents who were directly responsible for the employment of these beneficiaries. The key themes under consideration in this section focuses primarily on the beneficiaries, which includes the demographics of beneficiaries (age, gender, education levels, prior work experience, period of employment, job descriptions and monthly income); training; skills acquisition; work experience; utilization of income; assets purchased; investments undertaken; other sources of income and the socio-economic standard of living of beneficiaries during and post the project.

4.2.1. Demographics of Beneficiaries

4.2.1.1. Age of beneficiaries

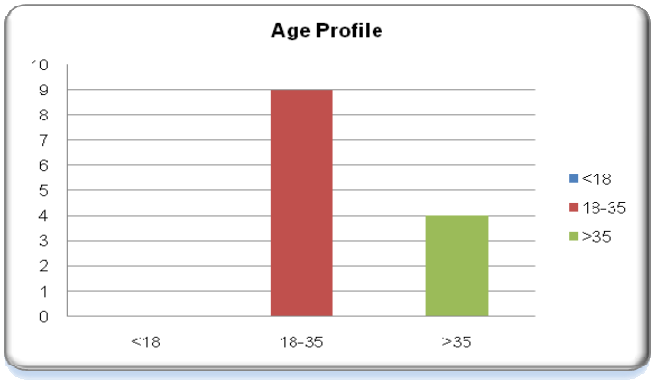

Figure 4.1: Age Profile of Beneficiaries

From Figure 4.1 above, nine out of the thirteen beneficiaries interviewed (69%), were between the 18-35 age categories. Only four beneficiaries (31%) were over 35 years old.

4.2.1.2. Gender of beneficiaries

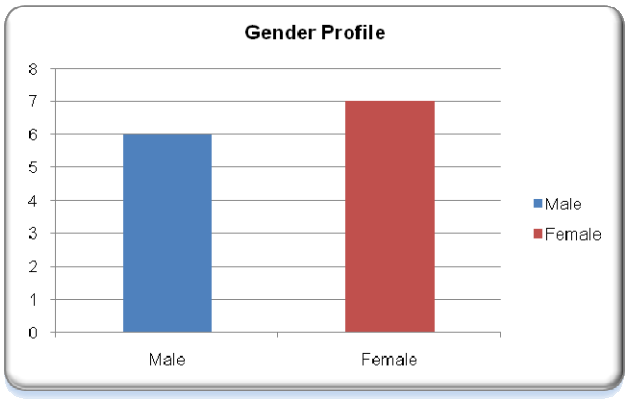

Figure 4.2: Gender Profile of Beneficiaries

Figure 4.2 shows that there were more females interviewed than males. Females made up 54% of the sample while males made up 46% of the sample. Since beneficiaries were chosen by their availability and by the Customer Liaison Officer (CLO), it was not possible to get a sample of males and females in proportion to the population. The population had 30% females and 70% male.

The EPWP Office informed that gender splits is guided by policy and stated in guidelines. According to EPWP guidelines, women must make up 60% of the workers, youth must make up 20% and the disabled must make up 2% of all EPWP workers. However, the required gender splits are not represented on the ground because infrastructure-related jobs are considered as "Hard Labour" and, too physical for women and youth. Overall the social sector of EPWP caters mainly for women.

4.2.1.3. Education Levels of Beneficiaries

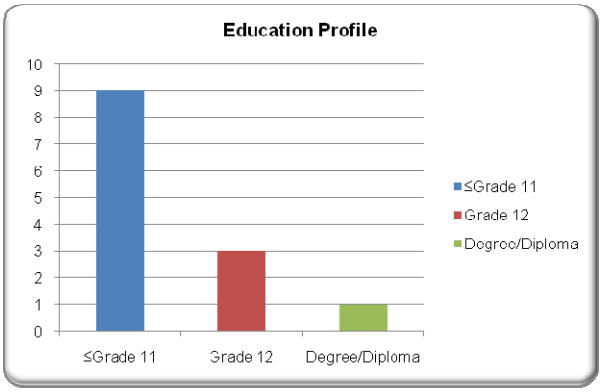

Figure 4.3: Education Profile of Beneficiaries

From Figure 4.3 above, nine out of thirteen beneficiaries (69% of the sample), had education levels of Grade 11 and below. Three beneficiaries were educated up to Grade 12 (23%), while one beneficiary, Beneficiary 2 of the sample, had obtained tertiary education and had a Diploma in Marketing and Research (8%). Beneficiary 2 is one of the two CLO's that was interviewed.

4.2.1.4. Prior work experience of Beneficiaries



Figure 4.4: Prior Work Experience of Beneficiaries

From Figure 4.4 above, the majority of the beneficiaries interviewed had gained prior work experience. Seven out of the thirteen beneficiaries interviewed (54% of sample), had more than three years work experience. Experience was gained, in receptionist duties, clerical work, marketing, brick work and plastering, plumbing, first aid and fire

attendance, housekeeping and dispensary duties. Two beneficiaries (15%) had between 1 -2 years of experience in general labour while four beneficiaries (31%) had one to less than one year of experience in waitressing; petrol attendance, installation of storm water and kerbs.

4.2.1.5. Period of Beneficiary employment in EPWP

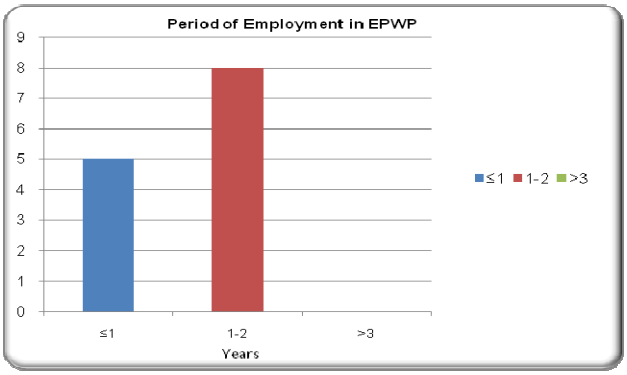

Figure 4.5: Period of Beneficiary Employment in EPWP

Figure 4.5 shows that eight out of thirteen beneficiaries (62%) had between 1-2 years of experience in EPWP while five out of the thirteen beneficiaries (38%) had less than 1 year experience in EPWP.

4.2.1.6. Job Descriptions of Beneficiaries

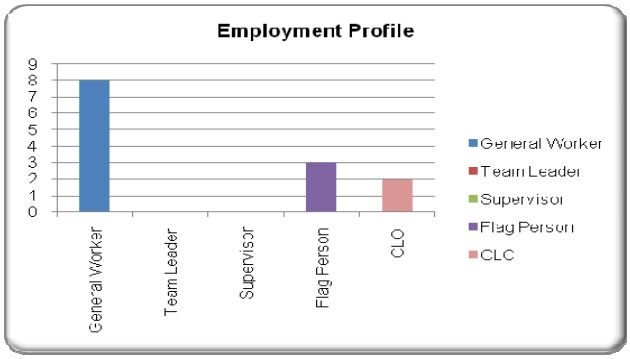

Figure 4.6: Employment Profile of Beneficiaries

Figure 4.6 shows that from the majority of beneficiaries interviewed, only eight out thirteen (62% of the sample), had general work experience. Three beneficiaries (23%) had experience as flag holders while the remaining two beneficiaries (15%) were CLOs.

4.2.1.7. Monthly incomes of the Beneficiaries during the project

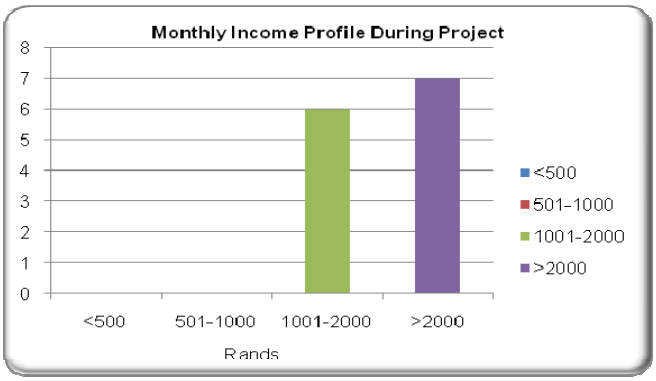

Figure 4.7: Monthly Income Profile of Beneficiaries

From Figure 4.7 above, only six out of the thirteen beneficiaries (46%) earned a monthly income between R1000-R2000 per month during the project while the remaining seven beneficiaries (54%) earned salaries greater than R2000 per month.

4.2.1.8. Current monthly income of Beneficiaries

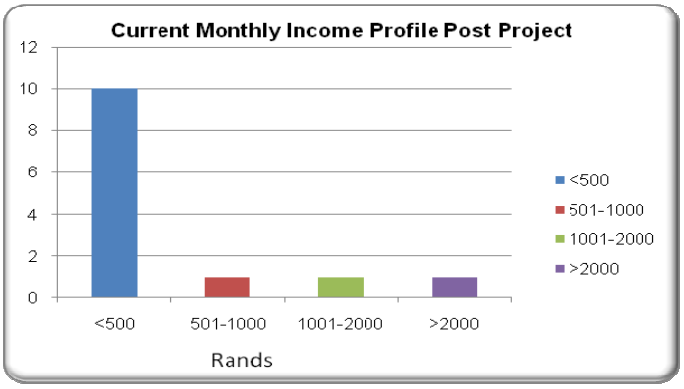

Figure 4.8: Current Monthly Income Post Project

Figure 4.8, shows a dramatic decrease in the beneficiaries earning power post the project. Ten out of 13 beneficiaries (77%), now earn less than R500 per month. Of the

remaining three beneficiaries (23%), one earns between R500-R1000 per month while the other earns between R1001 to R2000. Only one beneficiary earns over R2000 per month. This finding is in keeping with the fact that eleven out of the thirteen beneficiaries are not engaged in formal activities and are actually unemployed.

4.2.2. Training of Beneficiaries

When beneficiaries were questioned on whether they received training and certificates during their duration of employment, the following responses were noted:

Table 4.1: Training and Certification Received

TRAINING RECEIVED	CERTIFICATES YES/NO	NUMBER OF RECIPIENTS
Safety in the workplace	Yes	4
Safety in the workplace	No	4
Plant safety	No	1
Only induction	No	1
Operating machine	Yes	1
Excel for OHASA and induction	No	1
No training at all	N/A	1

From Table 4.1, it is evident that not all beneficiaries received training and those that did receive training were trained over a period of two days only. Indeed, there was no consistency in the handing out of certificates as some were awarded certificates while others were not. The one beneficiary that received no training at all was despondent and said “I don’t think I benefited in any way and I feel used”.

The EPWP Office indicated that, according to EPWP guidelines, training is compulsory, however courses may vary. Accredited technical skills are much longer whilst non-accredited life skills vary between 2 - 5 days. HIV/Aids training is over 1

day, First Aid is over 2 days and Health and Safety is also over 2 days. Construction Industry Development Board (CIDB) clearly states that training must happen. Training must be given at the start and during the project. All departments and MOE's must ask for training upfront, so that applications can be made to the Department of Labour in time for project roll-out. If the training allocation is insufficient, appropriate training is not given by the contractors.

In the interview, the representative from JDA stated that initially a training budget was not provided for in this project, but increased when the contract was extended, so decisions were up to the contractor to allocate funds from the total contract price to training. The process to access funds from Construction Education and Training Authority (CETA) was also problematic. Training funds were provided to cater for toolbox talks in the morning, safety on the job training and laying of bricks. Some training was day-to-day whilst some individuals were put through specific training. The project manager was responsible to ensure training was done during the project, but subject to approval from JDA, which sometimes took too long.

The EPWP office outlined some of the challenges surrounding training. They stated that when tender documents are submitted, training is not specified in some tenders hence, the EPWP requirements are not spelt out as contractors do not budget accordingly for the necessary training. As a result of this, the EPWP office has to apply for training budgets from the Department of Labour, which takes "too long". When funding eventually arrives, often the project is over as the Department of Labour's processes for training reimbursements, are not aligned to project timelines. The EPWP Office complained that the CoJ implementing agents do not inform their contractors of training requirements per EPWP guidelines and hence, contractors do not budget accordingly.

The representative of JDA commented that most projects are for urban upgrade developments, which has little training opportunities as they do not cater for labour-intensive methods. For example, in projects, the pouring of tar is done by machines. JDA's Project Manager (PM) commented that, not all beneficiaries got certificates and that only those that undergone training, were given certificates except for Health and Safety and First Aid. No letters of references were given to any of the beneficiaries upon exit. The PM also complained that no guidelines on training were given to the

contractors on EPWP. Contractors had no control on training costs allocations. It was claimed that training on The Edith Cavell and Joubert Park Project's was very limited as, most of the beneficiaries were not employed to do tasks such as tiling or paving and only basic training was given on Health and Safety and on basic construction work i.e., setting up scaffolding and how to use certain equipment. Only approximately 20% of the beneficiaries ended up using the skills that they were trained on. The PM further stated that, none of the contractor's staff had undergone NQF training in labour-intensive construction. They had only looked at videos but had not gone through the formal training. Despite the lack of formal training, the PM felt that, they are still capable of supervising the local people in labour intensive construction.

Challenges that Emergency Management Services faced with regards to training were that, training was limited due to a lack of funding and that workers had great expectations as far as funding went and, wanted NQF training which was not practical as NQF courses exceeded the duration of the projects. The EPWP office said that they have insufficient training budgets.

The Department of Health was of the opinion that training must be co-ordinated and recommended that, departments should purchase equipment to be used by labourers. Finally, the EPWP Office informed the workshop that all entities and departments must look to the Department of Labour, SETAs, Donors and, their own funding, to supplement their training budget shortfalls.

The EPWP Office informed that in the EPWP phase one, training was compulsory. Targets were set by the municipalities and no incentives were available. In EPWP phase 2, training is not compulsory but a necessity. Workers are expected to work for at least 230 days which is referred to as a full time equivalent. The 230 days calculation is used to qualify for incentives through the Municipal Infrastructure Grant (MIG), which is in line with Division of Revenue Act (DORA). Targets are being set by the National Department of Public Works. Incentives are given back in the following year to the municipalities as wages.

Some of the recommendations for training offered by JDA's PM are as follows:

- Beneficiaries must be trained to do more than just dig trenches;

- They must be up-skilled to procure big jobs so that they could up-skill themselves;
- Projects such as landscaping will offer better skill development on paving and landscaping;
- That every project be broken up into key activities for which training must be decided upfront and enforced into future tenders, contracts t the beginning of the contracts;
- There should be criteria for training.

It was stated by JDA's PM that he "would have loved to have the opportunity to develop a training programme" and all Project Manager's and Contractors need to undergo NQF training.

The general consensus amongst all beneficiaries was that, the training received was inadequate and too short in duration to empower beneficiaries to seek further jobs when the project ended hence, very little skills transfer took place. The following comments were made by beneficiaries:

Beneficiary 1, "There must be more training during projects with the necessary experience";

Beneficiary 2, "Appropriate training must be given to CLOs";

Beneficiary 3, "There must be a transfer of skills and certification for training as well as recommendations for future jobs";

Beneficiary 6, "Training must be provided to make it easier to find another job";

Beneficiary 9, "Training should be done in such a way that people move up the ladder and get better jobs and salaries" ;

Beneficiary 12, **"**Provide more training and experience to use small plants and give us certificates after training so that we can use the same certificate to get more experience at other projects";

Beneficiary 13, "We need more training and to acquire more skills".

4.2.3. Skills acquisition and Utilisation by the Beneficiaries

Beneficiaries were questioned on the kind of skills that they had acquired during the project. Beneficiary 1, of the two CLO's interviewed indicated that she had learnt through experience to write reports, take minutes and manage personnel effectively. Seven out of the 13 beneficiaries (Beneficiary's 2; 3; 6; 8; 10; 11; 13) interviewed (54%), indicated that they had acquired zero skills. Beneficiary's 4 and 12 acquired skills on safety in the workplace while Beneficiary's 5 and 7 acquired on-the-job training for operating the stumping machine. Beneficiary 13, who was tasked with being a traffic controller, indicated that he learnt no skills at all.

Twelve out of the 13 beneficiaries interviewed (92%), when questioned on whether they utilized the skills that were acquired in the project, said "no". Beneficiary 9 indicated that the skill he acquired in operating the stumping machine was utilized on site only. This situation certainly is not in keeping with the intended outcomes of the EPWP which was to involve large numbers of unemployed people in short term labour-intensive programmes with the intentions to increase their capacity sufficiently to enable them to find alternate employment after their contracts had come to an end. Overall, beneficiary 11 recommended, "Give us skills which will allow skills sharing to newer people" and Beneficiary 5, recommended that "there is a need for leadership skills amongst supervisors and foreman's".

4.2.4. Work Experience by the Beneficiaries

There were mixed feelings from most beneficiaries with regards to their work experiences. Only 2 beneficiaries made positive statements. Beneficiary 1 said “I was happy to be on the programme but, no training was provided on people management which is required by a CLO”. Beneficiary 1 also complained about making telephone calls and said “The contractor was not aware that CLOs are entitled to additional airtime so I had to use my own money to make work-related calls which is not acceptable”. Beneficiary 12 said “I was happy that I was working at this project since it was my first experience. I enjoyed it very much”.

By contrast, several negative statements were made. Beneficiary 5 said “I had lots of admin work, I had to identify workers in the community, do admin reports for contractors, ward councillors as well as for JDA therefore I needed more training and access to a computer to prepare my reports which I didn’t have”. Beneficiary 6‘s response was “I was not happy with the project because too little time was spent on the project”. Beneficiary 7 said “I did not enjoy the project because it was not a full time job it’s an on and off job where you stay at home for some period of time then return to work.” Beneficiary 11 voiced his frustration and said “My experience and knowledge of first aid was not used as people that got injured during work were not helped”. Beneficiary 13’s comment was “I only did the job for money, I gained no experience. My experience was bad. I expected more technical experience and more work after my two years at BRT. I wanted to drive the concrete mixer and small plant machinery but I didn’t get the opportunity to. The money was too little, there was no sick leave, if you did not work you were not paid and no proper skills were taught”.

4.2.5. Utilisation of Monthly Income by the Beneficiaries

Table 4.2: Utilization of Income Received

BENEFICIARY	RENT	FOOD	CLOTHING	SCHOOL FEES	OTHER
1	R750	R2000			
2	R1600	R500	R1000		Cell R500, 3 grandchildren
3	R600	R350			School fees for 1 child and clothing
4	R1200	R300			Supporting younger brother and sister
5	R500	R800	R900		
6	R800	R600			Balance sent to parents in KZN-3 children with parents
7	R250	R600	R700		1 Child
8	R900	R300		R600	R200 -2 children
9	Not answered sufficiently	Not answered sufficiently	Not answered sufficiently	Not answered sufficiently	
10	R500	R500	R300		Send R800

BENEFICIARY	RENT	FOOD	CLOTHING	SCHOOL FEES	OTHER
					home to KZN
11	R1000	R700	R800		Two children
12	R900	R1200	Cannot afford		Support sister and aunt who are unemployed
13	R400	R700	R300		

It is evident from Table 4.2 that, the income received by beneficiaries, was utilized to meet their basic needs such as food, shelter and clothing. A substantial amount of income went to rent and food as indicated in Table 4.2. Those that have children had the additional expense of school fees while some had to support siblings and family. Two beneficiaries (6 and 10) send money to family living in Kwa-Zulu Natal. Beneficiaries 10 and 12 indicated that they are sharing accommodation with four other people so that their portion of the rent was cheaper, while beneficiary 13 shares accommodation with one other person.

4.2.6. Assets Purchased by the Beneficiaries

Table 4.3: Assets Purchased with Income

NUMBER OF BENEFICIARIES	ASSETS PURCHASED
7	None
4	Household appliances
1	Invested in a start up business
2	Did not answer appropriately

Seven of the 13 beneficiaries (54% of the sample), purchased no assets as the money earned was too little and was used up by meeting their families basic needs. Four indicated that they had purchased household appliances as specified in Table 4.3. One beneficiary invested R4000 in starting up a beadwork business and employed 8 women to make jewellery as well as arts and crafts to be sold at the Market Theatre. Two beneficiaries did not answer the question appropriately.

4.2.7. Investments Undertaken by the Beneficiaries

Since the EPWP is aimed at providing poverty and income relief to millions of people living in abject poverty, it is understandable that in a programme of this nature, income earned will meet first and foremost, beneficiaries basic needs for survival and not necessarily , be used for investments. So it is understandable that eight of the thirteen beneficiaries (62%) did not have any investments as their incomes were insufficient to invest and because of the short duration of the employment contract. Four of the beneficiaries made the following investments:

- Invested R220p/m in a burial society
- Bought MTN shares for R1000 and sold it for R1250
- Took a funeral plan with FNB for R89p/m and
- Took a policy with Metropolitan Life for R130p/m.

The individual that took the Metropolitan Life policy indicated that the policy started in May 2008 until October 2008 as he could not afford the payments thereafter. One beneficiary said that he saved the balance of his wages that was left after his bills were paid.

4.2.8. Activities Beneficiaries Currently Involved In (After Being Employed in EPWP) and Other Sources of Income

Table 4.4: Activities Beneficiaries currently involved in and other sources of Income

BENEFICIARY NUMBER	CURRENTLY EMPLOYED	OTHER ACTIVITIES	OTHER SOURCES OF INCOME
1	No	Assisting sister in informal trading as a cook. Attempting to open a catering company and looking for opportunities in bio-diesel	Receiving grant for 3 children. Boyfriend provides R600 per month
2	Yes		None
3	No	None	Selling products informally
4	No	None	None, supported by mother
5	No	Studying JSE course	None
6	No	Doing some informal trading, selling sweets	None
7	No	None	Getting handouts from family and friends
8	No	Just patrolling the streets on a voluntary basis	None
9	No	Casual jobs	Receive child grants and some financial assistance from my mother and doing casual jobs
10	No	Doing the odd cleaning job at a flat on standby	Getting a maintenance/child grant of R240p/m
11	Yes	None	None
12	No	None	Aunt is working to pay for food and rent
13	No	None	Struggling to pay rent, no money

Table 4.4 shows a bleak picture of where the beneficiaries are at present. Eleven out of the 13 beneficiaries interviewed are currently unemployed, (85 % of the sample). Only two beneficiaries (2 and 11) are employed currently. In addition to being employed, beneficiary 1 is receiving maintenance support of R600 p/m from her estranged husband. Beneficiary 2 is working on a community development project and beneficiary 11 is working at the Bryanston Old Age Home for fourteen days in a month and commenced work in April 2009. Beneficiary 11 indicated that her job at the old age home is not permanent and that her employer can terminate her at any time.

The beneficiaries that were unemployed indicated that it was difficult to find other employment. Beneficiary 9's response was "the training received was too limiting and even with my certificate I could not secure a job". Beneficiary 12 indicated that he went to two other construction sites and was told that he did not have enough experience on the small plant grinder. Beneficiary 6 said that he did not attempt to look for other employment as he was promised a job by a contractor but it had still not materialised. Beneficiary 1 also did not look for other employment as she is trying to open a new business in catering and bio-diesel. Beneficiary 13 said "I could not find a job after the project ended as I had no references or skills certificates and all other contractors wanted skills and experience".

When questioned on what other sources of incomes beneficiaries are using to supplement their current earnings, both beneficiaries, 1 and 10, indicated that they are dependent on the grants that they receive for their children. Beneficiary's 2, 4, 5, 6, 12 and 13 indicated that they do not have any other source of income. Beneficiary 3 is selling products informally while Beneficiary 7 said that he is getting handouts from friends and family. Beneficiary 8 is dependent on his wife's income and said that it is extremely difficult to make ends meet on one salary.

4.2.9. Socio-Economic Standard of Life of Beneficiaries

An analysis of the comments received under this section reiterates the difficult times that all the beneficiaries are experiencing. These are the different responses received verbatim:

Beneficiary 1, “During the project my lifestyle improved however, after the project, my standard of living dropped again”;

Beneficiary 2, “I needed additional money to start my business and to move from the flat to a rented house”;

Beneficiary 3, “I am now selling informally to survive”;

Beneficiary 4, “I find it very difficult to adapt”;

Beneficiary 5, “With no financial income, it is very difficult to survive”;

Beneficiary 6, “Life is difficult as there are no improvements”;

Beneficiary 7, “Life is difficult, I cannot afford to look after my child and mother. Our standard of living has gone down. My father helps me to pay for accommodation”;

Beneficiary 8, “I am struggling to make ends meet and children’s school fees are a challenge. We are in arrears with school fees. We cannot afford all things as my wife is now the breadwinner”;

Beneficiary 9, “Trained people must be employed and referred to other similar projects. Salaries must improve so that we can earn a better standard of living”;

Beneficiary 10, “If we had additional money I would not have to share accommodation and live in a room with 4 other people as there is no privacy. I would also be able to bring the children from KZN”;

Beneficiary 11, “If I had additional money, I would open a business to help others that are unemployed in the community and find a place to help orphan kids”;

Beneficiary 12, “If I had more money, I would find a stable place to live because we are being abused by our landlord. There is overcrowding and we are also limited with visitors and can be told to leave at any time” and

Beneficiary 13, “I have lots of difficulties. I need to find my own place to live in, improve my life and go to school for catering and decoration. I will take insurance policies and look after my family. I have 4 brothers and 2 sisters and only 1 brother and 1 sister are working in the family”.

Responding to socio-economic needs, beneficiaries (1-13) asked for additional training, certificates and referral/ recommendations to other companies. Beneficiary 9 was quite vociferous on the issue of referrals and said, ”Contractors must refer us to similar projects as certificates are not sufficient if we are not referred and ongoing training is useless, as it does not help us sitting at home because, we will forget due to long periods of unemployment”. In addition to this beneficiary 3 suggested that internships with construction companies would assist greatly. Beneficiary 4 felt that education should be provided to those who are not educated. The issue of incentives was raised by beneficiary 6 who felt that employees would be much more productive if they were working towards an incentive or reward.

4.3. Themes Emerging from EPWP Champions across the various MOE’s, Departments, Regions and the EPWP Office, which focuses primarily on the Programme itself from both an Operational and Strategic Perspective.

This last sub section presents the joint findings from participants of the workshop who are the EPWP champions of regions, MOE’s and departments of all EPWP projects across CoJ as well as from the 4 interviewees representing the implementing agent and the EPWP unit within CoJ. The themes discussed below are from the champion’s perspective that plays an oversight role in ensuring that contractors comply with the principles of EPWP as well as from the implementing agent and project manager who were responsible for the two projects, discussed in this study. These themes are more operational and strategic in nature. The key themes under consideration are brand awareness, institutional arrangements, job opportunities, monitoring and evaluation, issues of communication and funding challenges.

4.3.1. Brand Awareness

Branding of EPWP projects was a topic of contention. The EPWP Office admitted that projects are not properly branded. Region E's champions response was that the branding of projects are problematic as most of the jobs given, last for a period of 1-5 days only. City Power, Johannesburg Zoo; Health and JRA champion's were all of the same opinion that there is a need for branding and that it should be an ongoing process accompanied by education and awareness. EMS champion indicated that the challenge for them was that projects are largely unfunded.

The EPWP Office felt that there must be a set uniform for EPWP workers and that T-shirts, overalls and bibs must be given to all so that workers can be easily identified. In addition, CoJ must provide more pamphlets, brochures and notice boards on EPWP and all Departments and MOE's must elect a champion to coordinate EPWP projects. EPWP Office also felt that greater emphasis must be placed on EPWP at municipality level and an EPWP website must be set up to create brand awareness.

4.3.2. Institutional Arrangements

According to the EPWP Office, Province and Municipalities must avoid working in 'silos'. The challenge is that EPWP champions within departments and MOE's work in silos from the rest of the project teams who work on other projects hence they are not supported by top management. It was also felt that MOE's and Departments must follow protocol and avoid going directly to Province/National to resolve problems. Central co-ordination needs to be resolved. Government must assign a political champion supported by councillors to EPWP at National, Provincial and local levels.

The EPWP Office admitted that there is uncertainty as to what the role of regions are, namely as oversight or implementers, as regions do not get a budget for EPWP. Another challenge noted by the Office is that, whilst steering committee meetings were being held on a weekly basis by MOE's and departments, time slots to EPWP projects are not sufficiently allocated. It was felt that programme selection across all 4 sectors, should be done at municipal level and not by the National Department of Public Works and that

Province must provide support to EPWP at municipal level. In addition, it was indicated a need to "get councillors under one roof" so that they all understand EPWP as well as, their commitment to the programme. This has been re-iterated by Philips (2004), who has claimed that there has been significant lack of consistent political support. It was observed that "there is a need to conduct continuous training sessions with MOE's and departments" and, in addition to this, they felt that political champions must support EPWP departments and have the mandate to discuss issues at Mayoral Committees. Lastly, there must be exit strategies to each project.

JDA's PM stated that "we were delusional and frustrated when other City role players were slow to come to the party". City Power used to outsource their work and no one ever did quality assurance on the work completed. In addition, there occurred "very poor co-ordination, especially when we finished with a particular section of the road and City Power comes along and digs up the sidewalks without restoring them without restoring them back to their original condition".

The Department of Health's champion stated that EPWP is "very time consuming" and that project champions from the various organizations should be appointed and dedicated solely to EPWP. Emergency Management Services' (EMS) champion said that there is no clear project plan as the emphasis of reporting was based on the number of job opportunities achieved. Further, EMS's champion admitted that due to poor education at levels and a lack of past experience, the selection process and criteria was a challenge for them. The Department of Housing's champion indicated that housing projects were not designed to support EPWP. The Department of Public Works representative said that another challenge is the serious gap between SMME development and BBBEE as spheres of government are autonomous, which "requires us all to lobby". Region E's champion had a problem with councillors and said that councillors influenced their worker selection process "many times" and also caused "lots of embarrassment in the past". They also said that the type of work that is given out by their department is physical, which hampers getting the correct breakdown in terms of gender and disability.

The EPWP office raised challenges, ranging from all projects not being registered with the EPWP office to, directorates within departments and entities working in silos and a

lack of representation of EPWP coordinators and champions at EPWP steering committee meetings. They felt that by employing disabled people, especially in jobs that are physical in nature, the City is at risk. The National Department of Public Works (NDPW) representative indicated that they have appointed the following:

- Independent Development Trust as intermediaries to provide additional capacity to roll out programmes in provinces,
- Technical support teams who will continue to assist municipalities to align their projects in accordance with EPWP guidelines and
- Data capturers to assist public bodies to report EPWP jobs created.

In addition to this, incentives have been introduced in EPWP phase II as a motivation for public bodies to report jobs created through EPWP. The NDPW will endeavour to assist public bodies by offering ongoing training and support on the reporting system if the need arises.

4.3.3. Job Opportunities

The JDA's representative was of the opinion that ward appointment of labourers are restrictive, resulting in friction and a territorial mindset. It was felt that, if one focuses on smaller projects, training can be more specialized. They advocated that CoJ give up fiscal funding and focus on project funding, which would cater for longer project duration, thus employing people over longer periods. Further, it was argued that CoJ must fundamentally change its approach in choosing projects that are labour-intensive and of 3 years in duration. JDA's representative felt that they must have their own selection criteria process for employing and training, as opposed to adhering to EPWP guidelines which are prescriptive and restrictive. They also felt that there must be a database that records all labourers and tracks their progress from basic level to achieving skills as well as duration of employment at specific projects and, in addition to this, incentives must be given to contractors for re-employment. Further, it was stated that the EPWP office should consolidate the database across all projects in CoJ and, allow for employment to go beyond ward boundaries. They indicated that from 2007, a "warm body" is considered a job opportunity regardless of the days worked, however a

person cannot work for more than 24 months on an EPWP contract. They felt that by linking the database to the Construction Industry Development Board (CIDP), it would give the beneficiaries a better opportunity for re-employment.

JDA's PM stated that disabled people were never employed because we "never knew that this was a requirement" and that they also "never saw the EPWP guidelines". JDA's PM also commented under the instruction of the contractor "locals were put into positions that would not affect quality and progress" as they spoke more than worked. JDA's PM was told to employ SA citizens from a specific community and that the local people had to demonstrate that they were living in a particular area.

Some of the challenges experienced by Region E with respect to job opportunities are that contractors are not keen to take in unemployed people especially in instances where they have a trained workforce in hand and Region F's champion had experiences where workers participating, resigned before the contract ended.

4.3.4. Monitoring and Evaluation

According to the EPWP Office, no M&E systems were in place between 2006 –2007. The focus was on reporting to National whilst not having systems in-house. In addition, there was a lot of silo reporting during this time. Overall, it was stated that only those projects that met EPWP requirements were monitored. Reports to Council were not the same as that of the National reporting formats. No feedback on performance was given back to departments and MOE's. As a whole, regions do not know where they feature because MOE's were implementing projects.

Pikitup's champion indicated that they lack monitoring and evaluation of their programmes due to a lack of staff to play this oversight role. Region E's champion complained about a lack of prompt reporting on work opportunities created and a duplication of reporting with implementing agents such as JRA and JW. In addition, the Department of Housing's champion raised the issue of a lack of prompt reporting while Region A likewise, raised the issue of duplication in reporting with implementing

agents. Region G's champion complained of a shortage of staff to oversee M&E. Region A's champion said that they have a problem with access to information on monitoring and evaluating key EPWP programmes, as JDA is the key implementing agent for the Department of Urban Planning and Management , hence Region A cannot report on JDA implemented projects in their region. Johannesburg Water's champion indicated that there is a need for better reporting standards, while, the Department of Health's champion said that there must be regular reporting and monitoring and evaluation.

From 2007, the EPWP office met with MOE's and departments on a quarterly basis to report, give support and provided templates that were used by National and provided the necessary training. Guidelines and policy documents were given to all departments/ MOE's. In addition, NQF 5/7 training is given to all departments and MOE's from the EPWP office. Further, there is training provided on how to input data on spreadsheets and templates and, on populating beneficiary templates on a monthly and quarterly basis which is given to National. Narrative reports go to the City Manager on a quarterly basis with more details and, the EPWP office physically visits 10-15 projects per month. However, there is a need to develop reporting internally for CoJ and to develop a database on a region and ward basis.

JDA's PM recommended that there should be lots of visible monitoring and evaluation throughout the project to ensure accountability and that programme requirements must be communicated to all PM's and contractors at the outset. There should also be regular workshops to communicate EPWP guidelines.

4.3.5. Issues of Communication

According to the EPWP Office, EPWP processes in place are not being followed by contractors as contractors are employing people outside that community. Communication is slow and projects are not communicated to communities. From the inception of EPWP it was said that, no facilitation was done to explain the basics to ward councillors and "the reality is that some CLOs are working against the community

for their own benefit". Furthermore, it was observed that "wages, when to work and where to work is always an issue". The EPWP office indicated that they are only engaged when problems arise. For example, they are called in when labourer's strike on wages.

JDA's PM indicated that this particular contract went out twice because of scope creep, arising from gas-lines and pipes that needed to be re-aligned and that CoJ did not provide the full budget for the scope creep. JDA said this project "was a difficult one" because, "the goal posts kept on moving and what compounds the problem is that every project does not have a project steering committee". The contractor, however, completed all the tasks despite huge scope creep and the quality of project was good. The BRT project was the pilot project for EPWP.

JDA's PM recommended that during quieter periods, further workshops with implementing agents should be held. It was stated "get people into steering committees to discuss their success stories would lead towards enhancing this programme". Further, it was argued that "when an infrastructure project is completed, some of the beneficiaries should be employed to take ownership in managing that area, such as, working with other City departments to protect their assets, especially in stopping man-hole covers being stolen and stopping Pikitup's officials from sweeping dirt into storm water drains".

4.3.6. Funding Challenges

The Facilities Management Unit's (FMU) champion said that the salary budget for their core department is used to fund EPWP wages. Region G's champion indicated that regions had no budget for implementing EPWP projects and programmes and were thus dependent on municipalities for support. They had to reduce their capital expenditure and operational budgets to fulfil their EPWP mandate. Pikitup had the same problem of a lack of budget. Johannesburg Zoo's champion said that if they reduce their capital expenditure, it will ultimately affect the number of people to be absorbed in employment. Region G's champion indicated that funding is a huge problem for the

regions as the City has already implemented budget cuts and that projects are not funded by regions.

4.4. Conclusion

The aim of this chapter was to present the three sets of 'raw data' that was collected in this research. The first set of data was gathered from the interviews conducted with thirteen (13) beneficiaries who worked on both the Edith Cavell and Joubert Park Projects on 24th August 2009 at the Joubert Park Community Hall. The second set of data was gathered from focus interviews conducted with the implementing agent which is JDA (2 interviewees) and the EPWP Office (2 interviewees) on 11th September 2009. The third set of data was gathered from an EPWP workshop conducted on the 31st August 2009 to 1st September 2009 at the Kliprivier Recreation Centre in Kibler Park. The workshop participants included stakeholders from ten (10) Departments, ten (10) Municipal Owned Entities (MOE's) and four (4) Regions of the City of Joburg (CoJ).

Data was gathered in a logical manner using a semi-structured research questionnaire for all interviewees except for the workshop participants. Due to the fact that data was being gathered from multiple sources, it was difficult to illicit the findings in the order of the research questions posed in chapter one. Hence a thematic approach was used where themes merged across the various questions. Data in this chapter was then presented into the following two sub sections:

1. Themes emerging from beneficiaries and implementing agents, where applicable which focuses primarily on the 'beneficiaries'.
2. Themes emerging from EPWP champions from the various MOE's; Regions and the EPWP Office which primarily focuses on the 'programme itself' from an 'operational and strategic perspective'.

Under the first sub section, key themes under consideration, focussed primarily on the beneficiaries, which included the demographics of beneficiaries (age, gender, education levels, prior work experience, period of employment, job descriptions and monthly income); training; skills acquisition; work experience; utilization of income; assets

purchased; investments undertaken; other sources of income and the socio-economic standard of living of beneficiaries during and post the project.

The last sub section presented the joint findings from participants of the workshop who are the EPWP champions of regions, MOE's and departments of all EPWP projects across CoJ as well as from the 4 interviewees representing the implementing agent, project manager and the EPWP unit within CoJ. The themes that were discussed are from the champion's perspective that plays an oversight role in ensuring that contractor's comply with the principles of EPWP as well as from the implementing agent and project manager's perspective that were responsible for the two projects chosen in this study. These themes were more operational in nature and focussed on areas such as brand awareness, institutional arrangements, job opportunities, monitoring and evaluation, issues of communication and funding challenges.

This raw data will be refined and further analysed in the subsequent chapter, Chapter Five.

CHAPTER FIVE

DISCUSSION OF THE RESULTS

5.1. Introduction

This chapter seeks to refine and synthesise the data that was presented in Chapter Four. Specifically, the analysis will address the research questions posed in Chapter One and will be discussed under the four research questions posed in terms of broader sub themes.

- To what extent did the Joubert Park and Edith Cavell Road Projects meet its goals of training beneficiaries and imparting skills and knowledge that would have an impact on the beneficiary's lives?
- What were the challenges experienced during the implementation of the above mentioned projects both from a contractor and beneficiary point of view?
- Did the project post completion make the beneficiaries more marketable in finding further employment opportunities?
- How could the project have been implemented better?

5.2. To what extent did the Joubert Park and Edith Cavell Road Projects meet its goals of training beneficiaries and imparting skills and knowledge that would have an impact of the beneficiary's life?

With regards to this question, the findings of the research are synthesized and will be discussed under the broad themes of training and skills acquisition in an attempt to determine whether the goals of training beneficiaries and imparting skills and knowledge was achieved in the Joubert Park and Edith Cavell Road Projects as, it was intended to impact positively on the lives of all beneficiaries post the project.

5.2.1. Training

As argued in Chapter Two, training is regarded as a critical component of the EPWP and is synonymous with acquiring skills. Training is the only component of the EPWP package which offers potentially sustainable benefits, since it offers an opportunity to provide skills development for participants and hence the potential to enhance their future employability (McCord 2006a). The provision of training under the EPWP guidelines was one of the conditions negotiated under NEDLAC in return for union acceptance of the payment of an EPWP wage, below the statutory minimum, on the assumption that the EPWP would offer "significant non-wage benefits" in the form of training (EPWP 2002).

The impact of training is contingent on the demand for skills in the job market and also on the ability of beneficiaries to fund job search as well as their mobility and access to capital. Training must also be designed in line with the different segments of the unemployed labour force. For example, the training of youth should be different to the training of rural female household heads. In the case of the EPWP, the quality and appropriateness of the training offered has and continues to be questioned extensively by both participants and stakeholders.

In relation to training, there are 2 types of training. First, there is training that has to be provided to all beneficiaries of EPWP projects. Responsibility for this form of training lies with the Department of Labour as specified in the 2002 Amendments to the Basic Conditions of Employment Act for Special Public Works Programmes. The second type of training is required at all other levels, namely site supervisors, managers, contractors, consultants and clients (EPWP 2002).

The rationale behind the training aspect of the EPWP was that on-the-job training would be of benefit to all participants in the various projects. Based on the nature of the labour-intensive constructive industry as indicated in Chapter Two, the Code of Good Practice for Special Works Programmes initially stipulated that labourers are entitled to

only 8-12 days of paid training. The Department of Labour realized that this was insufficient to train unskilled labourers to become artisans. Accordingly, a generic 10 to 14 day training course was proposed that consists of general life skills; awareness of HIV and Aids; labour markets, and the world of work (EPWP 2002, 2004c). The purpose of this training was to enable beneficiaries to work on site in a safe and controlled manner, seeing that it is a requirement under the Occupational Health and Safety Act (1993).

According to the Code of Good Practice for employment and conditions of work for SPWP's, every SPWP must have a clear training programme in place that strives to

- "Ensure program managers are aware of their training responsibilities";
- "Ensure a minimum of 2 days training for every 22 days worked";
- "Ensure a minimum of the equivalent of 2% of the project budget is allocated to funding training programmes"; and,
- "Ensure sustainable training through certification. It is proposed that a minimum of 30% of the training provided should be accredited". (EPWP 2002:5).

From the interviews conducted, it was noted that "Training" was an area of contention. As shown in Chapter Four (Table 4.1) not all beneficiaries received training and those that did, were trained over only a period of 2 days. In addition, only 8 out of the 13 beneficiaries (62%) received training in "safety in the workplace". According to the Code of Conduct for employment and conditions of work for Special Public Works Programmes, every worker has the right to work in a working environment that is safe and without risk to his or her health. Managers of projects are supposed to inform and train workers about the precautions and safety measures in place in order to avoid and minimise risks and dangers to them or others. It is evident that training with respect to safety was adequately provided with the emphasis on daily toolbox talks in the mornings, in the Edith Cavell and Joubert Park Projects.

Nonetheless, other problems encountered ranged from only 5 out of the 13 beneficiaries (38%) receiving certificates as depicted in Table 4.1, while 7 out of 13 (54%) beneficiaries indicated that they had acquired zero skills. Emanating from the workshop held between the MOE's, the departments and the various regions, training was seen as

a huge challenge because of a lack of funding. Due to the insufficient budgets, training was limited and kept to a minimum while workers had great expectations and wanted NQF training which, in most cases, exceeded the duration of the projects. The EPWP Office's response to this limitation was that all entities and departments must engage with the Department of Labour, SETA's as well as look at donor funding to supplement their training budget shortfalls. The EPWP Office stated that departments and MOE's must make provision for training upfront, so that timeous applications can be made to the Department of Labour for the roll-out of the training.

According to the EPWP Office, the crux of the problem is that tenders are being submitted without any training specifications, hence contractors are not budgeting for the necessary training. As a result of this omission, the EPWP Office has to apply for training budgets from the Department of Labour, which is a long and tedious process. Moreover, by the time the funding eventually arrives from the Department of Labour, the project often is completed.

With regards to the Edith Cavell and Joubert Park Projects, although the Project Manager was responsible to ensure that the necessary training took place, no initial training budget was provided for these projects. Attempts to get funds from the CETA proved to be problematic. When the contract was extended, it was the contractor's decision to allocate funds from the total contract price to training. Training funds were provided to cater for toolbox talks in the morning, safety on- the-job training and brick laying, while only some individuals received specific training.

From the research conducted on these two projects in CoJ, it is clearly evident that training did not materialise according to the requirements of various codes of conduct guidelines for EPWP to the beneficiaries. The key reason for this was that at the time, when these projects went out to tender, the implementing agents who prepared these tender documents were unaware of the codes of good practice for employment and conditions of work that stipulated the number of days, duration and types of training which were required for beneficiaries participating in EPWP projects. Hence, training was not stipulated in the tender documents. Training was further limited due to the fact that the duration and nature of the projects could not accommodate vast types of training that would have made the beneficiaries more experienced and marketable.

5.2.2. Skills Acquisition

The EPWP is seen as a short-to medium-term initiative designed to bring more people into the economy by giving them opportunities or skills, to effectively participate and earn a living. In his State of the Nation address of February 2003, former President Thabo Mbeki stated that: "the government has decided... to launch an expanded public works programme. This will ensure that we draw significant numbers of the unemployed into productive work, and that these 'workers gain skills whilst they work' and thus take an important step to 'get out of the pool' of those who are marginalised." Implicit in the above statements is a fundamental distinction between EPWP as a poverty relief or social protection measure, and EPWP as a vehicle to deal with the changing needs of labour markets, which is necessitated by structural changes in the economy (ANC 2009).

In the recent Expanded Public Works Programme Five-Year Report 2004/05- 2008/09, the Deputy Minister of Public Works, Ms Hendrietta Bogopane-Zulu stated that beneficiaries will be empowered to improve their long-term capacity to earn a living and be productive members of society through skills transfer and creating work opportunities for unemployed people (DPW 2009c). Simply put, the above refers to skills acquisition and experience to facilitate entry into the formal world of work.

In the case of the Edith Cavell and Joubert Park projects, very little skills were acquired during the duration of the projects. Seven out of the 13 beneficiaries (54%) interviewed said that they had acquired zero skills. Two beneficiaries (15%) acquired skills on safety in the workplace and two others (15%) acquired on-the-job training in operating the stumping machine. The beneficiary that was a traffic controller said that he had acquired no skills at all. Only one beneficiary indicated that she had learnt to write reports, take minutes and manage personnel effectively. Overall, it is clear that the skills transfer that was intended to increase the workers capacity sufficiently to enable them to find alternative employment post the Edith Cavell and Joubert Park Projects, did not occur. As depicted in Table 4.4 of Chapter Four, this is also evident from the fact that 11 out of the 13 beneficiaries (85%) interviewed, are currently unemployed.

In conclusion to the first research question, from the evidence gathered, it can be argued that both the Edith Cavell and Joubert Park Projects did not meet their intended goals of training beneficiaries and imparting skills and knowledge as stipulated in the various Acts and guidelines. This confirms the results of similar studies, where Perman (2007:4-6) stated that the EPWP training component is not of sufficient quality, duration and breadth to enable people to develop the levels of skills necessary for future work or self employment. As a result, most of the beneficiaries, post the above-mentioned projects, are currently not in formal employment.

5.3. What were the challenges experienced during the implementation of the above mentioned projects both from a contractor and beneficiary point of view?

In response to the second research question, the raw data that emerged from the two projects undertaken by JDA in Chapter Four, will be discussed in conjunction with the challenges experienced by MOE's, regions and departments across CoJ, under the following broad themes *inter alia*, Brand Awareness; Institutional Arrangements; Monitoring and Evaluation; Issues of Communication; Funding and Job Opportunities.

5.3.1. Brand Awareness

The importance of branding is that branding automatically creates a symbolic construct within people's minds of the information and expectations of a particular product or service. A brand is therefore the most valuable element in selling a concept and getting buy-in from stakeholders and the public. With regards to the EPWP, national government had to brand and market the programme extensively to get buy-in. In addition, the public had to be educated on what EPWP is all about – who, where, what, how and when.

EPWP's communication strategy adopted a holistic solution to raise its profile. It comprised of public relations and education, advocacy, outreach and advertising, using

both conventional and unconventional means to reach key target groups. The strategy was two-phased: phase one focused on education and information gathering as well as securing commitment from key stakeholders and generating interest from the media, while phase two was one of mass focus and implementation. Key components included pro-active public relations, issue management, media relations, briefings and road shows, lobbying and networking, internal communications, and building a bank of relevant useful information. The communications strategy and activities played an important role in identifying perception problems facing the EPWP and in devising strategies to counteract these (Kagiso 2007).

With regards to this study, brand awareness in CoJ was seen as one of the challenges affecting project implementation. The EPWP Office felt that much more could be done to create awareness around what EPWP is all about in the form of notice boards, pamphlets, a website and brochures. The EPWP Office advocated a set uniform for all EPWP workers across all projects (T-shirts, overalls and bibs for all) so that workers could be easily identified. This view was supported by the MOE's who felt that branding must be an ongoing process and should be accompanied by education and awareness campaigns.

Beneficiary 13 indicated that she was not happy about being given safety boots and bibs and nothing else and, indicated that the safety boots and bibs had to be returned when the project was over. If in the event beneficiaries misplaced the boots and bibs, these had to be replaced at their own cost which Beneficiary 13 felt was unacceptable.

Once again, it is quite evident that not much was done on branding from both the implementing agents, MOE's, regions and departments of CoJ and the EPWP Office. The underlying reasons for this situation once again, is the lack of appropriate policies to ensure consistent marketing of EPWP from National levels and most of all, the lack of appropriate budget to enforce aggressive branding at the time of projects being awarded.

5.3.2. Institutional Arrangements

The second challenge hindering project performance that came to the fore during interviews was that of institutional arrangements. The Department of Public Works (DPW) is the national lead department for the EPWP. The DPW's approach is to be proactive and to create a supportive and enabling framework and environment for the programme to be successfully implemented by government bodies across the four sectors of the EPWP.

A National EPWP Co-ordinating Committee has been established. At the National level, all lead sector departments, as well as National Treasury, The Presidency, the National Department of Labour, Department of Provincial and Local Government, SALGA, the DBSA and the Independent Development Trust are represented in this forum. National Sector Co-ordinating Committees track progress, discuss common challenges and ensure that there is a common approach to training and exit strategies across the sectors. The Department of Labour funds the training programmes to meet the training entitlement for workers employed on EPWP projects and oversees the EPWP Training Committee with representatives of all the sector co-ordinating departments.

As the general co-ordinating department, the DPW is responsible for overall monitoring and evaluation, preparation of progress reports to Cabinet, promoting linkages between sectors, establishing common support programmes, developing common monitoring & evaluation as well as exit strategies and training frameworks. A special EPWP Unit was created within the DPW to manage these responsibilities and to co-ordinate activities within the Infrastructure Sector. Each of the other sector co-ordinating departments are required to champion the EPWP in their sector, produce a sectoral plan identifying potential areas of expansion, set targets, facilitate training and qualifications framework, monitor implementation against the sectoral plan and produce sectoral progress reports to the DPW (DPW 2009c).

With regards to institutional arrangement at municipal level, and challenges emerging from this study, the CoJ's EPWP Office was of the opinion that province and municipalities work in 'silos' from project teams. The EPWP Office felt that Government should assign political champions to EPWP at national, provincial and

local levels and, that central co-ordination must be resolved and that all projects must be registered with the EPWP Office.

According to Phillips (2004), the biggest challenge facing EPWP presently is mobilising all the relevant bodies such as national, provincial and local government to overcome the notion that EPWP is a DPW programme and not a programme of government. Phillips (2004) said that mobilisation is also required to overcome the tendency for people to view the problem of unemployment as a responsibility of somebody else. In addition, Philip and Hassen (2008) commented on the responsibility aspect and was of the opinion that "poor integration of EPWP projects and programmes into line functions and their respective budgets, results in a lack of clarity over where authority and accountability lies".

The EPWP Office raised issues regarding protocol. The EPWP Office felt that levels of protocol must be followed at all times and that MOE's and departments must abide by protocol and avoid taking problems directly to Provincial and National Departments. The role of the regions of CoJ must be clarified as there is uncertainty as to whether regions are there to play an oversight or implementer role as regions were not privy to a budget for EPWP.

The EPWP Office felt that steering committee meetings held by MOE's, and departments , which are currently being held weekly, must address EPWP issues and that it must be an ongoing agenda item as well as, that the meeting must be attended by all EPWP co-ordinators and champions. In addition, it was stated that, programme selection must be done by municipalities and not by the Department of Public Works and that the appropriate role of Province, must be a supportive role to municipalities.

Training, other than for beneficiaries, was also flagged as an area of grave importance. There is a critical need for training of ward councillors, all MOE's, departments and political champions who must be mandated as well to address contentious issues at Mayoral Committee Meetings. The EPWP Office stated that every project should have exit strategies in place. Finally, the EPWP Office raised the issue of liability to the City with regards to employing disabled people, especially in jobs that are physical in nature, as the City could be putting itself at risk.

Some challenges that the CoJ departments experienced were that EPWP is time consuming and that they had to select project champions to be solely dedicated to EPWP. Departments also admitted to a lack of knowledge and past experience in EPWP which hampers their selection processes. The Department of Housing was faced with a unique problem, with their projects not being designed to support the EPWP. Councillors were also cited as a problem as some councillors influence the worker selection processes. This problem was raised by Region E. In addition to this, Region E raised the fact that, work that is given out by their department is generally physical work and thus hampers them from meeting their breakdown targets in terms of gender and disability.

Co-ordination amongst the various MOE's on tight deadlines is another serious issue. JDA's PM stated that "we were delusional and frustrated when other City role players were slow to come to the party. City Power used to outsource their work and no one ever did quality assurance on the work completed". Furthermore, it was added that "There was very poor co-ordination especially when we finished with a particular section of the road and City Power comes along and dig up the sidewalks without restoring them back to their original condition".

According to Philips (2004), there are several key lessons to be learned from international experience of public works programme. Philips advocates that for efficient and effective implementation of any public works programme, the required institutional and management capacity must be in place firstly and that trying to achieve 'too' much too quickly, can compromise the quality of a programme or project. Philips (2004), further stressed the importance of appropriate planning of programmes to ensure that that the pace of implementation is linked to the pace of development of the required implementation capacity. Philips (2004) also indicated that co-ordination is vital for effective implementation of any programme.

Overall, this Johannesburg study highlights further the possible gaps in the current institutional arrangements between National, Province and Local levels of government which is complicated by the lack of co-ordination, poor integration, lack of appropriate resources and accountability at grass roots level.

5.3.3. Monitoring and evaluation

Monitoring and evaluation was cited in the EPWP Five Year Report 2004/05 – 2008/09 as an important component of EPWP projects and the lack of monitoring and evaluation was viewed as a challenge by both contractors and beneficiaries. Monitoring and evaluation is a critical element of the EPWP and the National EPWP Unit holds the overall responsibility of this function.

An EPWP M&E Framework was first compiled in 2004 with the assistance of the Human Sciences Research Council (HSRC) and was revised in 2005. It was informed by international experience and the policy objectives that EPWP set for itself in terms of its specific programmes. Ultimately the identification of the EPWP outcomes and impacts which required evaluation was guided by the central objective of addressing unemployment and poverty (DPW 2009c). The following are some of these outcomes identified amongst others:

- Over the first five years to create temporary work opportunities and income for at least one million unemployed South Africans;
- Total number of job opportunities created for women, youth and the disabled;
- Person days of work created;
- Average income of EPWP participants per sector; and,
- Cost of each job created.

According to the Expanded Public Works Five-Year Report 2004/05 – 2008/09 (DPW 2009c), Monitoring and evaluation is seen as imperative to mitigate the adverse social, economic, and political consequences of the high and growing levels of unemployment. Hence, it is essential that EPWP be evaluated against this backdrop.

In accordance with the M&E Framework, evaluation techniques included the following:

- Surveys of contractors/implementing agents, beneficiaries, communities and government departments;
- Profiles of beneficiaries and their households;
- Impact of income transfers;

- Impact of assets created;
- Relevance and quality of training, role of contractor (targeting and training);
- Community perceptions on behalf of the project and;
- Efficacy of design and implementation.

(Expanded Public Works programme Five- Year Report 2004/05 – 2008/09) (DPW 2009c).

The EPWP Office's response with regard to M&E was that M&E systems were in place during 2006-2007 and the focus was on reporting to National Government. As there were no systems for M&E in place in-house, there was a lot of silo reporting. Reports were being sent to Council but not, in the same reporting format as National Reports. Moreover, after submission of these reports, no feedback was given to departments and MOE's. From 2007, the EPWP Office indicated that they had become more proactive and started to meet with MOE's and departments on a quarterly basis in order to provide support and guidance on reporting and training. Guidelines and policy documents were given to all departments and MOE's. Reports are sent to the City Manager on a quarterly basis and the EPWP Office visits 10-15 projects per month. The EPWP Office did indicate that there is a need to develop internal reporting and that a database by regions and wards would go a long way in assisting with the 'quality and data integrity of reports' produced. A common challenge raised by the departments, MOE's and the regions with regards to M&E was that their programmes lacked M&E due to a lack of staff to play this critical oversight role.

During the interviews conducted with beneficiaries, many raised the issue of M&E and felt that government must be more 'hands on' in monitoring projects on the ground in terms of ensuring the following: *inter alia*, that training takes place; that the EPWP policy is being adhered to and implemented; that skills are passed on; that references and recommendation/referral letters be given to all and, that contractors do not employ foreigners and people of particular race groups. Beneficiaries felt that government is not aware of the actual work being done or whether the gazetted wage rate is being adhered to across all projects and programmes.

JDA's Project Manager recommended that there should be 'visible' monitoring and evaluation throughout the project to ensure accountability and, that programme requirements must be communicated to all project managers and contractors. JDA's Project Manager also stated that having regular workshops to communicate EPWP guidelines to stakeholders would assist as well.

Beneficiaries are claiming that their employment, in accordance to EPWP guidelines is not being monitored on a regular basis, which leaves a big gap on whether the contractors are conforming to EPWP and whether it is too late to take remedial action against the defaulters.

In summary, M&E is happening on the ground but not to the extent of best practice. It seems that the current emphasis of M&E is on reporting 'numbers' and visiting project sites on a quarterly basis as opposed to ensuring that all aspects of EPWP are being adhered to through proper M&E structures and systems. This problem is exacerbated by the weaknesses in the institutional arrangements arising from a lack of appropriate skills and resources, as highlighted under previous challenges. The regulatory and enforcement aspect of non-compliance seemed to have been silent from the discussions amongst the various stakeholders.

5.3.4. Issues of Communication

Communication was seen as another challenge to both contractors and beneficiaries**.** Communication plays an important role in determining the success of any project or programme. Good communication along with strong organisational leadership and competence as well as clear objectives, are critical success ingredients. There must be a clear communications strategy with focused communication skills.

Since EPWP incorporated all three spheres of government with the National Department of Public Works spearheading overall co-ordination of the programme, there was a need to raise the profile of EPWP amongst all stakeholders and diverse target audiences. It demanded a communications strategy that reinforced core messages

that would increase the momentum of government's EPWP. In previous studies, McCord (2006a) argued that there is a need to promote a shared understanding of EPWP objectives, expectations and desired outcomes both horizontally (across branches) and vertically within the Department of Transport and Public Works, in order for it to be effective.

With regards to this study in CoJ, process issues raised by the EPWP Office ranged from, contractors not adhering to policy and employing people from outside the community in which work is being done, to communication being a very slow and frustrating process. Projects are not being communicated timeously to the communities. In addition, ward Councillors are not being briefed adequately while some CLO's are working against the community for their own personal gains. The EPWP Office indicated that they are only engaged when problems arise.

JDA's PM explained why processes around The Edith Cavell and Joubert Park Projects became problematic. The PM stated that the time line on the project got extended as well as the project value as a result of new requirements being introduced by the BRT 'steering committee' which resulted in them having to secure more funding from CoJ. This was further compounded by the fact that the 'goal posts' for these projects kept moving. However, despite these difficulties, the contractor completed the projects and notwithstanding the scope creep, the quality of the projects was good.

In conclusion to this sub section, communication seems to be another serious challenge arising from a lack of clear channels of communication between the various stakeholders within CoJ, thus, resulting in poor co-ordination and non adherence to policies.

5.3.5. Funding

Funding is a challenge that all EPWP champions and implementing agents are faced with from time–to-time. A lack of funding inhibits project quality and performance. EPWP projects are funded through the normal budgeting process rather than through a

separate special fund with its own budgeting process. Government departments are expected to implement EPWP projects and programmes in their core functional areas. Hence, with regards to funding, most EPWP projects and programmes are either "unfunded, indirectly funded or partly funded mandates" that rely on the way government and its associated departments, arrange projects and programmes to achieve their EPWP targets (TIPS 2009).

From TIPS (2009) perspective, most departments and entities have relied to a greater or lesser extent on gearing and leveraging their existing budgets or having to make special applications through the Provincial and Municipal Infrastructure Grants. This approach assumes that departments and entities can implement EPWP projects and programmes without significant additional costs. None-the-less, as a result of this assumption, departments and MOE's will keep such programmes small, rather than risk overspending (TIPS 2009).

Legislation has been put in place to ensure that the expenditures with regards to EPWP projects and programmes follow proper procedures. Despite 'conditionalities' having been set up by National Treasury, to ensure that labour-intensive methods are used for EPWP projects, this process needs the proper and right scale of resources and mechanisms in order to be successful. Furthermore there is a need for reviewing and refining the fiscal allocation of funds to EPWP projects in order to avoid trade-offs and compromising the selection processes of projects (McCutcheon, Crosswell, Taylor-Parkins and Fitchett 2007).

At the 2009 EPWP workshop, the Facilities Management Unit (FMU) of CoJ stated that the salary budget for their core department is used to fund EPWP wages. Region G's champion indicated that regions had no budget for implementing EPWP projects and programmes and were thus dependent on municipalities for support. Further, the region G had to reduce their capital expenditure and operational budget to fulfil their EPWP mandate. Pikitup had the same problem of a lack of budget. The Johannesburg Zoo's champion said that if they reduced their capital expenditure any further, it would ultimately affect the number of people to be absorbed in employment. Region G's champion indicated that funding is a huge problem for the regions as the City has already implemented budget cuts and that projects are not funded by regions.

In previous studies, Philip and Hassen (2008), proposed that scaling-up impacts would be much assisted by stronger civil society organisations being able to lobby and advocate on their own behalf. Philips (2004) recommended that consistent political support and multi-year budgeting for the programme was critical for successful implementation of the programme.

In summary, it is evident that the funding of wages for EPWP beneficiaries seems to be uncertain from a municipal point of view, thus resulting in uncertainty in the roll-out of EPWP to the magnitude needed to halve unemployment by 2014. As alluded in this research question, under the previous challenges of brand awareness and institutional arrangements, the issue of funding, once again was the main problem in ensuring the sustainability of the programme to achieve set targets.

5.3.6. Job Opportunities

Since the overarching goal for implementing the EPWP is job creation, it is important that we measure the number of job opportunities added through the EPWP in order to assess the success of the programme and, the value add. This task is difficult as the employment created through the use of employment-intensive methods in the infrastructure sector varies, depending on the degree of labour intensity of a particular project and the production method that is used. According to the EPWP Second Quarter Report April 2006 – 30 September 2006 (EPWP 2006), the average increase in employment creation through the use of labour-intensive methods in Gauteng's programme is 10%, whereas, the average increase in employment creation on the Gundo Lashu roads programme in Limpopo, is 600%. The Infrastructure Sector, however, does create the most employment opportunities.

McCord's (2003) view on job opportunities is that since EPWP is the implementation of short-term projects and as a result creates only short-term job opportunities, it removes people only temporarily from the pool of unemployed labour. In this study, with regards to job opportunities for beneficiaries, JDA interviewees were of the opinion that ward

appointment of labourers is restrictive, resulting in friction and a territorial mindset. The interviewees felt that, if one focuses on smaller projects, training could be more specialized. The interviewees advocated that CoJ give up fiscal funding and instead focus on project funding, which would cater for longer project duration, thus employing people over longer periods. This situation would require that CoJ fundamentally change its approach in choosing projects that are labour intensive and of 3 years in duration.

In addition, JDA felt that they must have their own selection criteria process for employing and training, as opposed to adhering to EPWP guidelines which are prescriptive and restrictive. JDA also felt that there must be a database that records all labourers and tracks their progress from basic level to achieving skills as well as, duration of employment at specific projects. In addition to this, incentives must be given to contractors for re-employment. The EPWP office should consolidate the database across all projects in CoJ and allow for employment to go beyond ward boundaries. The EPWP Office indicated that from 2007, a "warm body" is considered a job opportunity regardless of the days worked, however a person cannot work for more than 24 months on an EPWP contract. They felt that by linking the database to Construction Industry Development Board (CIDB), it might give the beneficiaries a better opportunity for re-employment.

JDA's PM stated that disabled people were 'never employed' because 'we never knew that this was a requirement and never saw the EPWP guidelines'. JDA's PM also stated that locals were put into positions that would not affect the quality and progress of a project or programme. The PM indicated that "workers talked more that they worked". As the PM was told to employ South African citizens from a specific community, locals had to demonstrate that they were living in a particular area.

EMS, Regions E and F's champions raised the following challenges with regards to job opportunities. EMS felt that by creating temporary job opportunities by way of the EPWP, great expectations are raised for full time employment when the contract ended. Region E's champion said that contractors are not keen to take in unemployed people, more especially in instances where they have a trained workforce already in hand. Workers have their own expectations and expect to get more work after they have

worked on a particular project. Region F's champion said they had experiences where workers participants resigned before the end of the contract.

In conclusion to the second research question, the Johannesburg research findings highlight multiple challenges namely, brand awareness, institutional arrangements, issues of communication, monitoring and evaluation, funding and job opportunities experienced by MOE's, departments, regions, implementing agents and beneficiaries in implementing the Edith Cavell and Joubert Park projects. Further the research findings document some potential solutions to the challenges experienced. The findings to this question affirms that while most officials, beneficiaries and contractors understand and support the EPWP, there are still challenges being faced in implementation and that while some problems are unique to a particular project, the magnitude of these challenges vary and as such generalisations cannot be made across all projects within CoJ.

5.4. Did the project post completion make the beneficiaries more marketable in finding further employment opportunities?

This question looked at the experience of beneficiaries after the project. In particular, it focused on whether the beneficiaries were able to find further employment, their ability to earn an income and their current socio-economic standard of living upon exiting the project. As depicted in Chapter Four (Table 4.4), it was ascertained that post the project, 11 out of the 13 beneficiaries interviewed, are currently unemployed. This is equivalent to 85% of the interview sample. Only 2 beneficiaries (15%) are employed formally. This is a depressing finding. The number of temporary work opportunities created under the EPWP, 200,000 temporary opportunities per annum is inadequate as compared to the scale of unemployment estimated to be between 4 to 6 million. In addition, the short-term, non-permanent nature of EPWP and the fact that many programmes only offer employment for between one to four months, as it is legislatively controlled that no person can be employed for more than 24 months within a 5 year cycle, makes it difficult to have a sustained impact on poverty. The reality is that as seen in the Edith Cavell and Joubert Park projects many workers return to the unemployed labour pool

after completing a short term public works programme rather, than being absorbed into the formal labour market.

Table 5.1 is adapted from material in Chapter Four and gives an indication of how beneficiaries are currently surviving.

Table 5.1: Current Sources of Income of Beneficiaries

	CURRENT SOURCES OF INCOME
BENEFICIARIES	Assisting sister in informal trading
	Selling products informally
	Supported by family and friends
	Getting handouts
	Receiving child grants and maintenance
	Aunt is working to pay for food and rent
	Struggling to pay rent, no money
	No income at all

Source: survey

The beneficiaries that are unemployed indicated that it is extremely difficult for them to find other employment. Some of their stated responses were as follows: “The training I received was too limiting and even with my certificate I could not secure a job”; “I did not have enough experience”; “I had no references and skills certificate and all other contractors wanted skills and experience”. In addition to this, beneficiaries indicated that they were not utilising any skills from their previous jobs as they had not acquired any relevant skills and thus were unable to secure further employment. All beneficiaries experienced a dramatic decline in their standard of living post the project. Typical comments received from beneficiaries were that “with no income, it is difficult to survive”; “life is difficult there are no improvements”; “I am struggling to make ends meet”; “I live with 4 other people, there is no privacy”; “We are in arrears with school fees” and “I cannot afford to look after my children and mother”. Taken together, these statements support the fact that the socio-economic status of beneficiaries post the

project, declined to such an extent that, they find themselves caught up again in this vicious cycle of poverty that comes with unemployment.

In conclusion to the third research question, it is evident that beneficiaries post the projects, were not in a better position. In fact most beneficiaries remained unemployed and their standards of living dropped considerably. Hence, it can be argued that the Edith Cavell and Joubert Park projects did not in actual fact make beneficiaries marketable in terms of future prospects. The fundamental reasons for beneficiaries not being in a better position, are lack of appropriate funding for training, lack of appropriate systems to ensure proper M&E, and non adherence to EPWP code of conduct guidelines and most important of all 'policy discourse' (McCord 2006b).

5.5. How could the project have been implemented better?

The final section of the questionnaire looked at responses to improving the programme from the view of beneficiaries, implementing agents, and the project managers of the two projects as well as, the EPWP Office and champions from the respective MOE's, departments and regions,. In addition, this section also looks at the various recommendations to government in addressing some of the challenges that were experienced in the Edith Cavell and Joubert Park Projects. The different responses have been clustered into three sub themes for easy reference: (1) Training and Skills Acquisition, (2) Wages, Work Conditions and Employment and, (3) Monitoring and Evaluation.

5.5.1. Training and Skills Acquisition

Throughout the interviews conducted, training and skills acquisition were areas of great contention. All beneficiaries felt that the training they received was inadequate and too short in duration to empower them sufficiently, to find other employment after the conclusion of the Edith Cavell and Joubert Park Projects. Beneficiaries felt that training should be appropriate and longer in duration, and should be accompanied by relevant

certification as well as referral/recommendations for future employment. Some beneficiaries suggested that there is a need for supervisors and foremen to be adequately trained as well so that the relevant and necessary skills can be passed onto the workers. Beneficiary 6 suggested that contractors should refer workers to similar projects upon completion of a particular project as certificates were insufficient without a referral. In addition, beneficiary 6 went on to say that training itself becomes "useless if one is sitting at home and cannot find a job" as one will forget the training, due to long periods of unemployment. Another beneficiary felt that internships with construction companies would assist greatly in skills acquisition and training.

In keeping with the above findings are the results of a Longitudinal Study commissioned by the NDPW in 2005 (DPW 2009c). The NDPW commissioned a service provider to undertake a one-year cross-sectional survey, to be followed by a longitudinal study in order to evaluate the impact of the EPWP. The longitudinal study aimed at accessing data regarding the employment prospects of beneficiaries once they exited the EPWP. The research concluded that while EPWP projects were successful in addressing the objectives of the EPWP in the short term, that not all beneficiaries received training, and that on-the-job training was insufficient. The study suggested that an intensive orientation programme for all beneficiaries be undertaken regarding the background and objectives of the EPWP as not all beneficiaries were aware of the primary objectives of the programme. The study further recommended that some of the training modules or programmes be made compulsory, in order to improve the skills of beneficiaries so that they could become more employable and better positioned to start their own businesses. The study went further to say that it became clear during the survey that delays in training significantly impacted on expectations of many beneficiaries, and on the smooth running of projects. The study recommended that the reasons for these delays be analysed and prioritised (McCutcheon et al. 2007). A related comment published in The Business Report (December 2007) was that while government's EPWP has made inroads in stimulating some poorer regions, it tends to create short-term employment only. The report went on to say that what is needed now, are projects that have a longer lasting impact on society, like permanent jobs or entrepreneurial opportunities (Anon 2007).

In McCord's (2006a) research in the Western Cape , several critical comments were offered on EPWP and skills development. It was argued that "EPWP training with its focus on job specific skills is not of significant value in labour markets as, there is no demand for the limited skills transferred through EPWP training; that EPWP does not offer 'life-skills' to assist in finding work as anticipated under the national EPWP strategy and, that it is necessary, to the EPWP training component" (McCord 2006a: 25). McCord (2006a) advocates that EPWP should be linked to both a provincial skills development strategy and to an unskilled labour employment strategy. McCord (2006a),was further of the opinion that EPWP training should be reflecting the demands that exist in the labour market, and as such, the content and duration of training as well as the nature and duration of training opportunities promoted through EPWP must change fundamentally.

According to Perman (2007), the training component of EPWP is of insufficient quality, length and breadth and as such, it does not allow for people to develop the critical and necessary skills needed to secure future employment. In response to the many criticisms levelled against the training component of EPWP with regards to implementing agents, the EPWP Unit has commenced the development of a course for officials across government in order to improve the overall performance and quality of EPWP projects and programmes.

5.5.2. Wages, Working Conditions and Employment of Beneficiaries

The level of wages together with the length of employment in EPWP's, are critical determinants of how the money is utilised and, its impact on beneficiaries' livelihoods. Devereux (2006) argues that the poor use the income to satisfy basic consumption needs first, then invest in human capital (education and health) and social capital, and only then invest in income generating activities. In light of this, the EPWP wages only impacts on consumption needs if it is large enough to first cover productive investment needs (McCord 2003).

From previous studies, McCord (2003), was of the opinion that the non-wage benefits assumed to be accruing to the poor as a result of the assets created under the programme such as, improved labour market access (because of experience and training received in public works programmes) is often assumed rather than empirically tested. McCord (2003) further argued that there is little evidence to confirm the assumed nexus between the poor and the public works programmes. "There is frequently an assumption that if wages are correctly set, the transfer will reach the poor, despite the fact that there is little analysis exploring targeting efficiency in terms of whether programme participants are the poorest, or even the poor" (McCord 2003:4). In addition, Perman (2007) stated that EPWP workers do not receive annual leave or annual leave pay and are not entitled to notice pay on termination as well as no unemployment insurance benefits, once their contracts come to an end.

During the interviews, issues of dissatisfaction raised around wages, concerned the fact that, the wage rate was too low and that current rate of wages was so little that it barely covered basic costs. Suggestions were put forward as to what the wage rate should be. One beneficiary felt that R12.40 p/h should change to R18p/h. Another beneficiary felt that it should increase to R18p/h and that workers must be given a double pay for working on public holidays as well as be remunerated at a higher level for working on weekends.

In accordance with the Code of Good Practice for Employment and Conditions of Work for SPWPs (2002), the public body must set a rate of pay (task-rate) for workers to be employed on the labour-intensive projects. The following factors should be considered when setting rates of pay for workers:

- The rate should take into account wages paid for comparable unskilled work in the local area per sector, if necessary;
- The rate should be an appropriate wage to offer an incentive for work, to reward effort provided and to ensure a reasonable quality of work. It should not be more than the average local rate to ensure people are not recruited away from other employment and jobs with longer-term prospects; and
- Men, women, disabled persons and the aged must receive the same pay for work of equal value.

With regards to special pay rates for weekends and public holidays, the Guidelines for the Implementation of Labour- Intensive Infrastructure Projects under the Expanded Public Works Programme, are quite explicit. The guideline states that a worker may only work on a Sunday or public holiday to perform emergency or security work and that work on Sundays is paid at the ordinary rate of pay. The guideline further differentiates between a "task related worker, who works on a public holiday" and "a time-related worker who works on a public holiday". A task-related worker must be paid the workers' daily rate if the worker works for less than 4 hours and, double the worker's daily task rate, if the worker works for more than 4 hours. A time-related worker who works on a public holiday must be paid the workers daily rate of pay, if the worker works for less than 4 hours on a public holiday and double the worker's daily rate of pay, if the worker works for more than 4 hours on a public holiday.

During the interviews, issues raised around working conditions were that, the lunch and tea breaks were too short and should be reviewed. One beneficiary proposed one hour for lunchtime and two tea breaks instead of one. According to the Guidelines for the Implementation of Labour-Intensive Infrastructure Projects under the Expanded Public Works Programme the issue of "Meal Breaks" is spelt out as follows:

- A worker may not work for more than 5 hours without taking a meal break of at least thirty minutes duration;
- An employer and worker may agree on longer meal breaks;
- A worker may not work during a meal break. However, an employer may require a worker to perform duties during a meal break if those duties cannot be left unattended and cannot be performed by another worker. An employer must take reasonable steps to ensure that a worker is relieved of his/her duties during the meal break
- A worker is not entitled for payment for the period of a meal break. However, a worker who is paid on the basis of time worked, must be paid if the worker is required to work or be available for work during the meal break. (DPW 2005:7)

One of the CLO's interviewed raised the fact that CLO's salaries were not the same across all EPWP projects. She said some CLO's are receiving a salary of R7000 while

her salary was R4200. This inequality is in keeping with the findings of the five- year review contained in the Expanded Public Works Programme Five-Year Report 2004/05 – 2008/09's, which indicated significant variances in the wages paid on EPWP projects across all sectors and spheres of government. The final report advocated an improved framework in respect of the minimum wage rate to be paid for all EPWP projects (DPW 2009c).

Most of the beneficiaries interviewed complained about EPWP jobs being of a temporary nature. They advocated permanent jobs as this would give them a sense of comfort so that they could budget accordingly and engage in other investments. This particular concern also emerged from the five year review undertaken (DPW 2009c). The review indicated that the duration of the work opportunities created was shorter than anticipated, which limited the income transfer of each beneficiary and, also limited the impact on poverty reduction. The finding of the survey read "There was considerable variation in the average duration of work projects between sectors, provinces and municipalities, with generally shorter periods reported in areas with higher rates of unemployment"(DPW 2009c:137). The Expanded Public Works programme Five- Year Report 2004/05 – 2008/09, recommended that measures and targets for increasing the average duration of each working opportunity would have to be included in the second phase for the programme (DPW 2009c).

Another relevant study was conducted for the UNDP, HSRC and DBSA concerning public works and overcoming underdevelopment in South Africa (McCord 2004b). The study was basically a critical review of the potential contribution of the EPWP to overcoming under-development and linking the second and first economies. The study examined the impact of EPWP participation on income and other dimensions of poverty. The study demonstrates that with a wage set at either the minimum wage for the construction industry, or marginally below, 90% of households with an EPWP worker, still fell under the poverty line. The income coming into the household was primarily consumed, rather than invested, particularly when the duration of employment was short, and the potential to accumulate funds was limited. Overall, the study concluded that the short duration of the employment period for each worker make it unlikely that the EPWP would have a significant impact on unemployment and poverty at either household or national levels (McCord 2004b).

Another issue raised by beneficiaries during the survey was the issue of uniforms. Beneficiaries felt that they should be given uniforms while on the job. They complained about being given only safety boots and bibs during the project and the fact that they had to return them when the project was completed.

The issue of 'foreigners' benefitting from these projects was raised by a few beneficiaries who were far from happy about that situation. They indicated that foreigners were being given preference by contractors and were exploited by them. They felt that foreigners should not be employed as cheap labour as this directly affected their own opportunity of gaining employment.

In summary, it can be deduced that whilst wages and safety are in keeping with the policy stipulations, the duration of employment to ensure proper and structured imparting of skills needs to be prioritised and escalated so that poverty can be addressed.

5.5.3. Monitoring and Evaluation

All surveyed beneficiaries felt that government should be more 'hands-on' and that projects should be monitored on the ground. In addition, it was stressed that there must be shareholder engagements between the government, community and local labour. One beneficiary's comment with regards to monitoring and evaluation was "there must be greater monitoring of projects on the part of government as government is not aware of the actual work being done". Another beneficiary commented that "government must assist in ensuring that skills are passed on to local labourers and their performance must be monitored as well".

The lack of M&E systems leads to a serious absence of accountability and transparency and undermines the possibility of constructive engagement with key stakeholders as noted by Osborne and Gaebler (1993), in 'The Power of Measuring Results'

The Power of Measuring Results

- *If one does not measure results, then one cannot tell success from failure.*
- *If one cannot see success, then one cannot reward it.*
- *If one cannot reward success, then one is probably rewarding failure.*
- *If one cannot see success, then one cannot learn from it.*
- *If one cannot recognize failure, then one cannot correct it.*
- *If one can demonstrate results, then one can win public support.*

(Adapted from Osborne and Gaebler 1993).

In a recent study conducted in the Western Cape, McCord (McCord 2006a:26), recommended that there is a need to introduce monitoring and evaluation systems which enable the review of current programme performance and set criteria for continuation and/or expansion. McCord (2006a) further stated that the management information systems must be credible, accurate and transparent. Likewise, Philips (2004) recommended that high priority needs to be given to the development of effective monitoring and evaluation systems.

Emerging from the EPWP Five–Year Review Report (2009c), monitoring and evaluation of EPWP continues as a very important element of the EPWP. Key areas of improvement and amendments which emerged from the 5 yr review include: implementing a central web-based monitoring system to allow for more accurate and rapid reporting; establishing a central database to allow for better data analysis, and an improvement of the existing evaluation studies in order to obtain qualitative feedback on the impact of the programme on the lives of individual participants. The development of a database was also a recommendation raised by the EPWP Office. The EPWP Office felt that developing a database per region and ward would greatly assist in their reporting processes.

In conclusion to the last research question of how the programme could have been implemented differently, many valuable suggestions were made by both the beneficiaries, champions across respective MOE's, departments and regions of CoJ as well the implementing agents and the project manager of Edith Cavell and Joubert Park projects. Ultimately, the success to any future programme or project is learning from past mistakes and not repeating them. Hence, the suggestions made above, are critical to

the success of EPWP Phase Two and should be taken into account in going forward. It must be noted that this study is a case study and as such, the findings from the chosen two projects, cannot be generalised as this may not necessarily be the case in other projects. Once again as cited by Mustaffa (2008), generalizability is not normally an issue for the researcher who is directly involved in the study but it is the reader who must decide whether or not the case being described is sufficiently representative of their own experiences (Hancock 1998).

5.6. Conclusion

The overall objective of this chapter was to analyse in detail the findings of the raw data that was outlined in Chapter Four of the report. Specifically this chapter answered the key research questions outlined in Chapter One of the report. In doing so, this chapter combined responses from beneficiaries, implementing agents, project managers, the EPWP office, MOE's, regions and departments... The key focal areas that emerged as challenges were training; skills acquisition; brand awareness; institutional arrangement; monitoring and evaluation; communication; funding and job opportunities. The key recommendations presented concerned training and skills acquisition, wages and working conditions, and monitoring and evaluation.

The concluding chapter of the study, Chapter Six, will seek to provide recommendations to address some of the challenges raised under the specific questions to addressing the significance of this research towards reducing poverty and unemployment by 2014. Overall Chapter Six builds upon Chapter Five and provides a high level synopsis of the key issues that hamper the roll out of the Expanded Public Works Programmes and provides strategic recommendations that need to be considered by the relevant implementers of EPWP, before rolling out the second phase of the EPWP.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

6.1. Introduction

This aim of this chapter is to reiterate the purpose of this research in light of the problem statement and the research questions posed in Chapter One as well as the literature review in Chapter Two of the report. The purpose of this research was to examine in particular, two Johannesburg-based infrastructure projects under the Expanded Public Works Programme (EPWP) namely the Edith Cavell and Joubert Park Projects that had reached completion. The research focussed on the quality of the programmes with regards to skills transfer, how the programme improved the quality of life of the participants, whether the skills transferred during training enabled the participants to obtain further employment, challenges in implementing the programme, and lastly recommendations for the next phase of EPWP. The following research questions guided this study:

- Did the Edith Cavell and Joubert Park Projects meet its goals of training beneficiaries and imparting skills and knowledge that would have an impact on the beneficiary's lives?
- What were the challenges experienced during the implementation of the above mentioned projects both from a contractor and beneficiary point of view?
- Did the project post completion make the beneficiaries more marketable in finding further employment opportunities?
- How could the project have been implemented better?

Data was gathered from the following three sources: a set of interviews conducted with beneficiaries post the projects; interviews conducted with two focus groups, and information gathered from an EPWP workshop. Data was clustered under emerging themes and analysed accordingly.

6.2. Key Findings

In South Africa, people's livelihoods and survival are dependent upon being employed in decent jobs that can sustain them. Employment plays a fundamental role in this relationship. It is important to understand that the EPWPs, if appropriately designed, co-ordinated and implemented, can offer a significant response to unemployment. In order for South Africa to achieve its social obligation to halve unemployment by 2014, the GDP growth rate needed is 5% per annum. Currently, the economy is under performing and far from this target. It is hoped that the findings of this research will contribute, even if in only a small way, to refining Phase Two of the EPWP so that ultimately, the programme can be more effective and beneficial to the millions of South Africans that are living in despair and hopelessness on a daily basis.

The key findings of this study focus on Training, Skills Acquisition, Institutional Constraints and Monitoring and Evaluation.

6.2.1. Training

From the research conducted, it is evident that the training offered under the EPWP in this particular case study was inadequate in terms of improving employability of beneficiaries in the long term. Accordingly, most of the beneficiaries remain unemployed post the projects. In addition, given the relatively short duration of many of the projects, not much time was available for meaningful training to strengthen the ability of beneficiaries to access future job opportunities. Lastly, training was further limited due to insufficient budgets.

6.2.2. Skills Acquisition

With regards to the Edith Cavell and Joubert Park Projects, few skills were transferred. Most of the beneficiaries indicated that they had acquired zero skills and as such, it was extremely difficult for them to find alternative employment. Hence, these projects did

not meet the intended goals of training beneficiaries and imparting them with adequate skills and knowledge to enable them to find alternative employment.

The training offered under the EPWP however, with its focus on job-specific skills is not of significant value in the labour market as there is no demand for the limited skills transferred through the EPWP training. Moreover, EPWP does not offer "life-skills" which would be beneficial to those employed under EPWP, to secure additional work elsewhere (Kingdon and Knight 2007).

6.2.3. Institutional Constraints

The findings from this study ranged from working in a silo mentality, poor integration of EPWP projects and programmes into line functions of departments and their respective budgets, a lack of funding, lack of clear channels of communication between stakeholders as well as protocol issues to a lack of clarity over where authority and accountability lies.

Key institutional constraints experienced in implementing EPWP projects to date include, capacity constraints in the public sector; lack of project management expertise; a lack of norms, standards and procedures; inconsistencies between projects with regards to wage and terms of employment; limited community participation and the inability of municipalities to spend funds allocated to them due to their inability to identify and implement appropriate projects.

According to Philip and Hassen (2008), co-ordination and implementation problems are linked to the fact that a number of strategic programmes straddle various departments. This poses a significant co-ordination challenge, with a lack of clarity over where authority and accountability lies and where budgets are undefined also. It is also further complicated when several different spheres of government are involved.

6.2.4. Monitoring and Evaluation

Within the context of the Edith Cavell and Joubert Park Projects, beneficiaries felt that projects were not adequately monitored and evaluated and that government is not 'hands on', with regards to work done on the ground. Hence, contractors who are not conforming to guidelines and policy are not brought to book. Monitoring and Evaluation was further raised as a concern by the EPWP Office, project managers and EPWP champions across MOE's, regions and departments of CoJ.

6.3. Recommendations

The recommendations offered below, seek to address the key emerging themes. Some recommendations are specific to the case study embarked on, while others are more general recommendations that can be applied to EPWP on the whole.

6.3.1. Training

In addressing EPWP training, there must be a rethink on the training component to impact positively on the lives of all beneficiaries. Training must be linked to both the provincial skills development programme and formal labour employment strategy. Further, training must be geared towards meeting the needs of known demands. In the case of the construction sector, the demand for handymen, artisans and supervisors must be reflected in the training provided by EPWP (McCord 2006a).

According to McCutcheon, et al (2007), it is imperative that the EPWP Training and Skills Development Strategy be informed by the provincial strategy, for addressing low and unskilled employment and skills development. In addition, there must be changes to the content and duration of the training offered and also the nature and duration of employment opportunities promoted through EPWP. For this to occur a thorough revision of EPWP implementation modalities will be necessary (McCutcheon et al. 2007). The potential for more single unit training needs to be given more attention. This

would strengthen the objective of the programme and the beneficiary's ability to access future job opportunities (McCutcheon et al. 2007).

With regards to management's role in training and imparting skills to beneficiaries, there is a need for the following:

- Managers must be trained on the objectives, expectations and desired outcomes of the EPWP;
- There must be culture of accountability amongst managers with clear roles and responsibilities for EPWP implementation;
- EPWP performance must be linked to performance management evaluation to provide implementation incentives; and,
- Introduce M&E, which will evaluate the level, relevance and scope of training and performance of various projects.

(McCord 2006a)

6.3.2. Skills

Toward the ten year review, national government made the following recommendation with regards to skills (RSA 2003b), It was advocated that skills must be matched to the requirements of the economy; restructuring higher education and improving the uptake and graduation from ABET programmes as well as reducing the disparities in access to education by the poor. McCord (2006a), indicated that EPWP must offer "life-skills" to assist in finding work as anticipated under the national EPWP strategy, and prioritise those skills that are urgently required by the economy.

6.3.3. Institutional and project constraints

Ultimately the success of any public works programme is conditional on institutional capacity and project management skills at government and community levels; incentives to use labour-intensive techniques and methods as well as, skills specific to the construction industry in labour intensive construction (McCutcheon et al. 2007).

According to McCord (cited by Philips 2004) there is wide international experience of Public Works Programmes and it is possible to identify mistakes to be avoided and best practice to be emulated. According to Philips (2004) best practices to be adopted should include:

- Consistent political support and multi-year budgeting;
- Resources and time allocated to plan and develop capacity for implementation;
- Planning of programmes to ensure that the implementation pace is linked to the pace of development;
- Strong institutions to manage and co-ordinate the implementation of programmes; and,
- Having effective systems for M&E.

Other recommendations with regards to institutional and project constraints include that there must be significant changes in the planning, management and implementation of systems and procedures for public sectors where labour intensive projects and programmes are to be rolled out. Furthermore there must be a strategic approach to public works programmes and that project management expertise is built up within communities. In addition, there has to be a mobilisation of all relevant national, provincial and local government bodies to implement projects and programmes with regards to strengthening existing institutional capacity, training staff, ensuring technological sustainability, creating new technical and managerial capacities. Overall, positive policy and legislative environment must be created and maintained and effective co-ordination take place between central, regional and local levels of government (Devereux and Solomon 2006).

6.3.4. Opening up Policy Debate

Due to the situation that there are specific structural economic and labour market problems that characterise the South African economy, and that the unemployment problem is chronic and structural, and that short-term interventions like the EPWP will not fix the unemployment problem, there must be further deliberations on the nature of

policy response to the joint challenges of unemployment and poverty. The fundamental question to ask is whether public works programmes are an appropriate instrument to address unemployment and poverty.

Recommendations here include the opening up of policy space to address the gap between policy expectations and programme reality. Over the years, various policies have been adopted by government to eradicate unemployment and poverty which is clearly depicted in Chapter Two. It is argued that there must be acknowledgement that EPWP's, if appropriately designed, can offer only a 'partial response' to South Africa's unemployment and poverty problems and that the issues around poverty eradication and the creation of sustainable jobs must be separated. Overall, there must be agreement that sustained employment growth is needed for any significant anti-poverty benefits to accrue. Programme objectives (social protection and employment) should inform programme design (DPW 2009a). There is a dire need to explicitly target and ration access to EPWP employment, as self-targeting through the principle of 'less eligibility' via restricted wages is not adequate in the context of mass unemployment (DPW 2009a). In addition, targeting criteria for beneficiary selection (youth, rural, female and household heads) should be developed in line with the intended programme objectives (DPW 2009a). The rationing process should be linked to the selection criteria rather than first-come-first served or lottery-based processes (DPW 2009a).

6.4. Suggestions for further research

Possible topics for future research on public works programmes are as follows:

- The adoption of appropriate policies to mitigate the current chronic unemployment and poverty in South Africa.
- Pilot studies of international models to reduce unemployment and poverty within the context of South Africa.
- What should the job creation for permanent jobs per annum be to halve unemployment in South Africa, by 2014?
- Critical skills and training to bridge the unemployment gap amongst the unskilled and less educated people, and

- Incentivised models to encourage contractors to retain employment of EPWP participants.

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APPENDIX: QUESTIONNAIRES

Sample of a semi-structured interview

EDITH CAVELL AND JOUBERT PARK PROJECT
PERSONAL INTERVIEWS – BENEFICIARIES

Good day. I am Sivan Reddy from CoJ. I am currently undertaking research at the Wits Business School. Part of my work entails conducting interviews with individuals who have exited the Joubert Park and Edith Cavell Road project, to determine the critical success factors of the EPWP. Could I please ask you a few questions about yourself, your family and your work? The interview will last for approximately 30 minutes. Please be assured that the information you provide will be treated as confidential.

Part A (Please place a cross in the appropriate box)

Respondent Number:						
Name and Surname:						
Age Category	≤ 17		18-35		>35	
Gender:	M		F			
Highest Education Level	≤Grade 11		Grade 12		Diploma/Degree	
Prior work experience:	≤1 year		2 years		>3 years	
(Specify kind of job)						
Period of employment in EPWP:	≤6 months		1 – 2 years		3 years	

Job description:	General Worker		Team leader		Supervisor		Other	
(Specify other)								
Monthly Income during Project	≤ R500		R501-R1000		R1001-R2000		> R2000	
Current Monthly Income	≤ R500		R501-R1000		R1001-R2000		> R2000	

Part B

- Has the EPWP benefited you in any way?
  - ♦ Did you receive training during your employment on EPWP? If yes, what Certificates did you receive?
  - ♦ What skills did you acquire during the project?
  - ♦ How have you utilized these skills?
  - ♦ How did you feel about your work experience?

- How was the monthly income utilized?
  - ♦ How did the people in the household benefit? Give breakdown, i.e. Food, rent, transport, clothing, etc by %, if possible
  - ♦ What assets were purchased and how were they utilized? i.e. Tools of trade
  - ♦ What kinds of investments were undertaken? (If any) i.e. insurance policy for death, etc

- How do you currently support yourself?
  - ♦ What kind of activities are you currently involved in, generating an income?
  - ♦ What other sources of income, are used to supplement your current earnings?

- What difficulties have you experienced upon exit of the programme?
  - ♦ How will you describe your experience upon exit of the programme in terms of:

- Obtaining other employment? Have you found a job after this project ended? *If yes, give details on what type of job you are currently in and how different is it from the last one?*
- Ability to earn an income? Was it easy/difficult, Why?
- Improvements/Difficulties experienced in your socio-economic standard of life? *Relates to cost of living, transport, accommodation, etc*

- How can the programme be improved in the future?
  - What do you feel needs to be done to improve the current programme?
  - What additional support is required after one leaves the programme? i.e. on-going training, certificate, referrals, etc
  - If you have to provide recommendations to government to address some of the challenges, you mentioned earlier (refer to above question), how will you advise government?

NB: Since this portion of the semi-structured interview is open-ended, the researcher will highlight the main topics to be investigated. Further probing and follow up questions will be formulated, depending on the response received by participants.

EDITH CAVELL AND JOUBERT PARK PROJECT

PERSONAL INTERVIEWS – CONTRACTORS

Good day. I am Sivan Reddy from CoJ . I am currently undertaking research at the Wits Business School. Part of my work entails conducting interviews with individuals who have exited the Joubert Park and Edith Cavell project, to determine the critical success factors of the EPWP. Could I please ask you a few questions about yourself, your family and your work? The interview will last for approximately 30 minutes. Please be assured that the information you provide will be treated as confidential.

Part A (Please place a cross in the appropriate box)

Respondent Number:				
Name and Surname:				
Name of Project				
Gender:	M	F		
How many employees have contracted				
Prior work experience:	≤1 year	2 years	>3 years	
(Specify kind of job)				
Period of employment in EPWP:	≤6 months	1 – 2 years	3 years	
Job description:	Lead Contractor	Team leader	Supervisor	Other
(Specify other)				

Part B

- What difficulties have you experienced upon exit of the programme?
    - ♦ How will you describe your experience upon exit of the programme in terms of:

        - What were the challenges experienced in employing these beneficiaries?
        - What were the challenges associated with labour intensive projects that are dependent on other role players to implement?
        - Did the training help and was the quality of output better?
        - Did the training out of site affect the timelines of the project?
        - Was there any benefit using Community Liaison Officers?
        - Was there any expectation after the exit from the beneficiaries? If yes, what was it?

- How can the programme be improved in the future?
    - ♦ What do you feel needs to be done to improve the current programme?
    - ♦ What additional support is required after one leaves the programme?
    - ♦ If you have to provide recommendations to government to address some of the challenges, you mentioned earlier (refer to above question), how will you advise government?

NB: Since this portion of the semi-structured interview is open-ended, the researcher will highlight the main topics to be investigated. Further probing and follow up questions will be formulated, depending on the response received by participants.