

https://dspace.org/

Job Sustainability in the Expanded Public Works Programme for Gauteng Province

Zondi, Jabulile

2011-04-19
http://hdl.handle.net/10539/9569

Downloaded from a DSpace repository. https://dspace.org/

Job Sustainability in the Expanded Public Works Programme for Gauteng Province 2006 to 2009

By

Jabulile Zondi

A research report submitted to the School of Management, University of Witwatersrand, in partial fulfilment of the requirements for the Masters Degree of Public and Development Management

ABSTRACT

Determined to reduce unemployment and poverty, and to stimulate economic growth, workplace productivity and social development, the South African government introduced a wide range of socio-economic reforms after 1994. Of these reforms, training and skills development in particular took a centre stage in the government's national agenda, as both public and private organisations experienced a deepening skills crisis.

The skills crisis not only constrained South Africa's economic competitiveness, but also cost the country dearly with regard to job sustainability, reduced productivity and social development. In the public sector, in particular, government sought to accelerate job creation through the Expanded Public Works Programme (EPWP), with training as a key component. The purpose of this research, which relied on the case study method, was to explore the implementation of skills programmes in the Expanded Public Works Programme in the Gauteng province from 2006 to 2009 in order to determine the sustainability of the jobs created through these initiatives. The findings of the research revealed that the outcomes from these training initiatives were short-lived, fragmented and thus not sustainable. On the basis on these findings, it was then proposed that the current skills development framework in the EPWP be reviewed and realigned so that it focuses more on national human resource development; which is critical in ensuring job sustainability, workforce flexibility and economic productivity.

DECLARATION

I declare that this report is my own unaided work. The report is submitted in partial fulfilment of the requirements for the degree of Master of Management (in the field of Public and Development Management) in the University of Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other university or tertiary institution for a qualification or examination.

_____

JABULILE ZONDI
MARCH 2010

ACKNOWLEDGEMENTS

First and foremost, I would like to thank my supervisor, Dr Manamela Matshabaphala for his sound advice, assistance and guidance in the course of compiling this report. This work would not have been possible without his expert advice.

I would like to thank my family, especially my husband Bongani, for their support and understanding throughout the research progress.

I would also like to acknowledge my colleagues Mava Mini and Sibongile Kokoropo for encouraging and supporting me to complete the report.

I would like to extend my gratitude and appreciation to the officials in the Department of Roads and Transport for their assistance in data collection.

DEDICATION

I dedicate this work to my children – Zwelakhe, Nosipho, Nhlakanipho and Nhlonipho for allowing me to steal their quality time and concentrate on completing the report.

TABLE OF CONTENTS

ABSTRACT ..... **I**

DECLARATION ..... **II**

ACKNOWLEDGEMENTS ..... **III**

DEDICATION ..... **IV**

TABLE OF CONTENTS ..... **V**

CHAPTER ONE **1**

1.1 INTRODUCTION 1
1.2 BACKGROUND 2
1.3 POLICIES AND REGULATIONS 6
1.4 PROBLEM STATEMENT 14
1.5 PURPOSE OF THE RESEARCH 15
1.6 RESEARCH QUESTIONS 16
1.7 SIGNIFICANCE OF THE STUDY 16
1.8 CONCLUSION 18

CHAPTER TWO **19**

LITERATURE REVIEW **19**

2.1 INTRODUCTION 19
2.2 CONCEPTUAL FRAMEWORK 19
2.3 PURPOSES OF TRAINING AND DEVELOPMENT 20
2.4 HUMAN RESOURCE DEVELOPMENT NEEDS IDENTIFICATION (HRDNI) 21
2.5 KEY COMPONENTS OF HRD 23
2.6 DESIGN OF HRD PROGRAMMES 25
2.7 MOTIVATION OF PARTICIPANTS / TRAINEES 25
2.8 EVALUATION OF HRD INTERVENTIONS 26
2.9 IMPLICATIONS FOR JOB SUSTAINABILITY 26
2.10 CREATING A CULTURE OF LEARNING 27
2.11 STRATEGIES FOR HUMAN RESOURCE DEVELOPMENT 28
2.12 UNEMPLOYMENT AND LABOUR MARKET SITUATION IN SOUTH AFRICA 29
2.13 SLOW ABSORPTION OF UNSKILLED LABOUR 30
2.14 THE SKILLS BACKLOG 30
2.15 LACK OF INSTITUTIONAL CAPACITY 31
2.16 IMPACT OF EPWP PROJECTS ON BENEFICIARIES 31
2.17 DOES THE EPWP CREATE PUBLIC VALUE? 32
2.18 GOVERNMENT EMPLOYMENT STRATEGY 33
2.19 EPWP OUTPUTS 35
2.20 HUMAN RESOURCE DEVELOPMENT STRATEGY 44
2.21 CAREER DEVELOPMENT STRATEGY AND SUSTAINABLE EMPLOYMENT 45
2.21.1 HR Planning - Demand and suppl of labour 46
2.21.2 Career Development Perspective 47
2.21.3 Encourage Analysis of the Total Person 53
2.21.4 Analysis of Different Careers and Occupations 54
2.21.5 Enlarge the Concept of Organisational Development 54
2.21.6 Analysis and Understanding of Organisational "Climate" or "Culture" 56
2.21.7 Providing Perspective on Social Changes 56
2.22 GAUTENG HUMAN RESOURCE DEVELOPMENT STRATEGY 57
2.23 ANALYSIS AND DISCUSSION 58
2.24 CONCLUSION 60

CHAPTER THREE **62**

RESEARCH METHODOLOGY **62**

3.1 Introduction 62
3.2 Research design 62
3.3 Approach 63
3.4 Sampling 64
3.5 Triangulation 65
3.6 Case study 65
3.7 Research process 68
3.8 Data analysis strategy 69
3.9 Conclusion 69

CHAPTER FOUR **70**

RESEARCH FINDINGS **70**

4.1 Introduction 70
4.2 Case study overview 70
4.3 Data collection process 70
4.4 EPWP Revisited 72
4.4.1 Objectives of EPWP *72*
4.5 Other important EPWP considerations 72
4.6 Funding 72
4.7 Training environment 73
4.8 Enabling environment 73
4.9 Corruption risk 73
4.10 Key Programme Indicators 74
4.11 Demographic Characteristics of Workers 75
4.12 Main goals of the Gauteng EPWP 75
4.13 Steps followed to implement the EPWP in Gauteng 75
4.14 Stakeholder participation in the EPWP 76
4.15 The link between EPWP training and HRD policies / legislation 76
4.16 The extent of skills development in the EPWP 77
4.17 Financial management 78
4.18 Post-EWPW employment opportunities 78
4.19 Monitoring and evaluation systems 80
4.20 Successes and challenges in the EPWP 80
4.21 The EPWP and job creation goals 81
4.22 Recommended changes to the EPWP 85
4.23 Summary of findings 86
4.24 Conclusion 88

CHAPTER FIVE **89**

ANALYSIS OF RESEARCH FINDINGS **89**

5.1 Introduction 89
5.2 Expanded Public Works Programme revisited 89
5.3 Government's approach to unemployment revisited 91
5.4 EPWP goals 91
5.5 Stakeholder participation 100
5.6 Link with national HRD strategy/policies 100
5.7 Skills development in the EPWP 101
5.8 Employment creation 103
5.9 Monitoring and evaluation 104
5.10 Successes and challenges 106
5.11 The EPWP and job creation 109
5.12 The need for change in the EPWP 110
5.13 Conclusion 110

CHAPTER SIX **111**

CONCLUSIONS AND RECOMMENDATIONS 111

6.1 INTRODUCTION 111
6.2 CONCLUSIONS 111
6.3. RECOMMENDATIONS 114
6.3.1 Review EPWP training component 115
6.3.2 Align EPWP training activities with national HRD strategy 115
6.3.3 Provide organisation-wide coordination mechanisms 115
6.3.4 Prioritise implementation of EPWP goals 116
6.3.5 Strengthen capacity at service delivery level 116
6.3.6 Strengthen monitoring and evaluation activities 117
6.3.7 Clarify roles and responsibilities 117
6.4 FUTURE RESEARCH 118

REFERENCES 119

ANNEXURES 124

CHAPTER ONE

INTRODUCTION TO THE RESEARCH

1.1 Introduction

Research has shown that South Africa is faced with a persistent structural unemployment problem. The relatively high rate of unemployment, i.e. 26 per cent, has had a direct impact on the Gauteng Province, despite its good performance in economic growth. The Gauteng provincial government has worked hard to generate employment through different programmes, but these have not been able to effectively reduce unemployment in the province.

The Growth and Development Summit identified the construction industry as one of the sectors critical to infrastructure development and job creation. Government therefore increased the infrastructure budget in order to create greater numbers of jobs for the unemployed and poor sectors of the community. The Expanded Public Works Programme (EPWP) represented government's response to the challenges of unemployment and poverty in South Africa. The EPWP was designed to achieve three important objectives: job creation, training and skills development, and improvement of social services.

The aim of this chapter is to present the background and rationale for the study, as well as the key questions that the study sought to address. The significance and/or value of the research will be highlighted, and the structure of the report explained. Relying on the case study method, the research focused on road construction projects as implemented by the Department of Roads and Transport in Gauteng. Essentially, these projects are intended to create jobs and equip participants with skills so that they can either find employment opportunities in the formal economy or become self-employed.

1.2 Background

Development is a fundamental human imperative that promotes improvements in the lives of people and aims to address poverty, illiteracy and unemployment. Economic growth is the engine of development and without economic growth there can be no sustained increase in household or government consumption, or in private or public capital formations. Accelerating the rate of economic growth is a condition for expanding the resources base for economic, technological and social transformation. It is not sufficient, however, to pursue economic growth for its own sake. It is important that growth should promote full employment and poverty reduction and should seek improved patterns of income distribution through greater equality of opportunity.

The magnitude of South Africa's unemployment crisis is such that in September 2003 4.6 million people were unemployed in terms of the strict definition and 8.3 million in terms of the broad definition. High and growing rates of unemployment are a consequence of dynamics on both the demand and supply sides of the labour market. On the supply side, increasing rates of labour force participation have significantly expanded the number of job seekers. On the demand side, there has been some growth of employment between 1995 and 2002, but this has not been sufficient to absorb new labour market entrants or to provide jobs for those people who experienced job losses due to shrinking demand for labour. The unemployment rate has thus been growing by 1-2 per cent per annum, reaching 30.7 per cent by September 2002. To reach government's target of halving unemployment by 2014 (i.e. reducing the unemployment rate from 30 per cent to 15 per cent) 546 000 new jobs would have to be created each year (EPWP Overview, June 2004:13).

The reduction of poverty requires development in which access to the benefits of economic progress are evenly allocated and distributed as widely as possible and not concentrated excessively in certain localities, sectors or population groups. Improved education, health and shelter, together with an increase in meaningful employment opportunities, will contribute directly to reducing poverty and its consequences. Education, health and shelter are all essential to a productive workforce and hence economic growth.

For sustained growth to take place, two conditions are necessary, a supportive national environment and a favourable international climate. Without appropriate policies, no amount of bilateral or multilateral will lead to sustained growth.

Addressing global development challenges requires building a common awareness of the many dimensions of development and a greater appreciation of the importance of the various actors in development. Development occurs in an environmental space that includes natural capital, which is the spectrum of physical assets within the natural environment that delivers economic value through ecosystem services. Natural capital has the potential to reconcile economic and environmental interests by integrating the value of natural capital in decision-making. The natural environment is recognized as being essential to human beings as the basis for human activity and well-being.

Development requires capital to finance development programmes and projects towards the upliftment of poor communities. The developed countries; the United Nation agencies and World Bank are all committed to supporting developing countries, but there are conditions in place for such funding. Countries the like United Kingdom and the Organisation for Economic Co-operation and Development (OECD) have ensured that they

also fund for skills development and the empowerment of unemployed people in different countries.

Development and growth specialists highlight the importance of social cohesion for societies to prosper economically and for development to be sustainable; social capital thus underpins both poverty and prosperity.

The Millennium Development Goals (MDGs) state that by 2015 countries should have achieved full and productive employment and decent work for all, including women and young people. The MDGs are effectively challenges the global community has set for itself, including a challenge to poor countries regarding good governance and a commitment to poverty reduction. For the wealthy countries they are a challenge to make good on their promise to support economic and social development.

National development strategies must strive to ensure that development programmes and projects are consistent and coherent. In view of the large number of actors and agendas involved, within countries as well as internationally, fragmentation and inconsistency are frequent problems. Domestically, the challenge is to frame a coherent and comprehensive vision of development. Internationally, the challenge is to marshal efforts and resources most effectively in support of national development objectives

The co-ordination of activities and assistance is essential to achieve the maximum impact from development resources. This requires a clear allocation of responsibilities, an effective division of labour among the many actors involved in development, and a commitment by each of those actors to work towards common and compatible goals and objectives. Individual development actors must strive to make their efforts complementary and contributory, rather than isolated or competitive.

The agenda around which all national, regional and global participants must co-operate includes international peace and security, economic progress, the environment, social justice, democracy and good governance. All must be part of a single endeavour. In the past, the international community has achieved success through prioritizing its resources and co-ordinating its efforts in eradicating disease, in fighting famine, in working to protect the environment and in seeking to limit the proliferation of weapons of mass destruction.

The prioritisation of development efforts and the co-ordination of development actors are required at all levels of activity. Worldwide issues, such as the struggle against the human immunodeficiency virus (HIV) and acquired immunodeficiency syndrome (AIDS) require co-ordination among States, international and regional organisations, NGOs and agencies. In other cases, co-ordination must focus on a specific region or segment of society. Donors need to co-ordinate among themselves; recipients need to co-ordinate within their national systems.

The intricate nature of the present world crisis must be grasped in its entirety before effective action to resolve it will be possible. The concepts of collective security, fundamental human rights, international law and social progress for all are being corroded by ethnocentrism, isolationism, cultural animosity and economic and social debilitation. Even the concept of the State as the foundation stone of international co-operation is being damaged by those who define it in exclusionary terms or who question its contemporary relevance and efficacy.

National development strategies must strive to ensure that development programmes and projects are consistent and coherent. In view of the large number of actors and agendas involved, within countries as well as internationally, fragmentation and inconsistency are frequent problems. Domestically, the challenge is to frame a coherent and comprehensive

vision of development. Internationally, the challenge is to marshal efforts and resources most effectively in support of national development objectives.

The success of several countries in breaking out of a cycle of poverty in which they have been for some time shows that development is possible. It is clear that countries that pursue appropriate policies have a better chance of economic success than those that do not, and there is mounting evidence that economic assistance, when combined with good policies, promotes economic growth, especially among the poor.

The global economy is currently affected by a level of turbulence last witnessed during the Great Depression in the late 1920s and early 1930s. The financial market turmoil began as a crisis in the mortgage market in the United States and soon widespread, with the consequences being felt in the economies of many countries.

The International Monetary Fund (IMF) projects that world growth will decline to -1.3 per cent in 2009, a rate of economic contraction last witnessed during the Second World War. It is widely believed that the global downturn will only be reversed once the functionality of the global financial sector and credit markets are restored.

1.3 Policies and Regulations

Since 1994 government has presented a number of strategic policy reforms aimed at, among other things, ending discrimination and inequality, and promoting economic and social development in South Africa. This section discusses the policies and laws that have been introduced to address these challenges.

a) Constitution

The Constitution (1996) requires that the public administration should adhere to specific principles. These principles, which underpin service delivery in all public institutions in South Africa, are:

- That a high standard of professional ethics be promoted and maintained;
- Services should be provided impartially, fairly, equitably and without bias;
- Resources should be utilised efficiently, economically and effectively;
- Peoples' needs should be adequately addressed;
- The public should be encouraged to participate in policy-making; and
- The public service should be accountable, transparent and development-oriented.

These constitutional requirements have implications for service delivery in the EPWP system. In other words, in discharging training and job creation projects, EPWP staff, managers and stakeholders need to be guided by these constitutional principles. The need for encouraging public participation is one of the fundamental democratic principles of the South African constitution and flows directly to the Batho Pele principles, which will be discussed shortly.

b) White Paper on Human Resource Management in the Public Service

The White Paper, introduced in 1997, starts by recognising the fact that South Africa's first democratically elected government inherited a public service whose role in bringing about economic and social equity is pivotal, but whose capacity to do so is severely limited by outmoded and inappropriate human resource practices. Transforming the way human

resources are managed is therefore the catalyst for transformation of the public service itself. Human resource development is thus a critical aspect of the research.

c) The White Paper on Transformation of the Public Service: Batho Pele Principles

The purpose of this White Paper is to provide a policy framework and a practical implementation strategy for the transformation of public service delivery. It addresses the way in which public services are provided, and specifically improving the efficiency and effectiveness of the way in which services are delivered.

The White Paper further stipulates that improving the delivery of public services means redressing the imbalances of the past and, while maintaining continuity of service to all levels of society, focusing on meeting the needs of the majority of South Africans who are living below the poverty line and those, such as the disabled, and black women living in rural areas, who have previously been disadvantaged in terms of service delivery. Improving service delivery also calls for a shift away from inward-looking, bureaucratic systems, processes and attitudes, and a search for new ways of working which will put the needs of the public first, and will be better, faster and more responsive to citizens' needs. The objectives of service delivery therefore include welfare, equity and efficiency.

Kuye and Lle (2007: 88) state that the Batho Pele philosophy presents a service delivery opportunity that is significant, transformational and a major shift from the way public service has hitherto operated and delivered services. The value of the Batho Pele principles is that they place the customers (public) at the centre of all service delivery activities, and by so doing, give power to the public to demand adequate services. The Batho Pele principles are:

- Consultation with the users of services;
- Setting of service standards;
- Increasing access;
- Ensuring courtesy;
- Providing more and better information;
- Increasing openness and transparency;
- Remedying mistakes and failures; and
- Getting the best value for money.

d) Human Resource Development in South Africa

Faced with a crippling skills shortage in the economy, the South African government responded by introducing a wide range of policy instruments aimed at formalising training and encouraging organisations to invest in human resource development in order to enhance the country's economic competitiveness and productivity. This strategic imperative is to be achieved through the National Skills Development Strategy and supportive legislation. The legislative mechanisms designed to support human resource development are explained further below.

e) South African Qualifications Authority Act (SAQA)

According to Meyer and Kirsten (2005: 71), this Act provides for the development and implementation of the National Qualifications Framework (NQF). The NQF is a key strategy for human resource development, which facilitates access to quality learning and learning opportunities.

f) National Skills Development Strategy

According to Nel, Van Dyk, Haasbroek, Schultz, Sono and Werner (2004:413), the Skills Development Act seeks to develop the skills of the South African workforce and thereby increase the quality of working life for workers, improve the productivity of the workplace and promote self-employment and the delivery of services.

The above authors further argue that the Skills Development Act also seeks to encourage employers to use the workplace as an active learning environment and to provide opportunities for new entrants to the labour market to gain work experience. A special focus in the Act is to improve the employment prospects of previously disadvantaged persons through education and training. Alignment of the Skills Development Act and the South African Qualifications Authority Act (SAQA) is ensured so as to promote the quality of learning in and for the labour market. The Act also gives organised employers and workers greater responsibility for ensuring the relevance of training, which will enhance quality.

Meyer and Kirsten (2005:71) concur with the above statement, noting that the Skills Development Act forms an integral part of the government's commitment to overall human resource development in the workplace. Its objectives are to provide for a skills development strategy which is flexible, accessible, decentralised, demand-led and based on partnerships between the public and private sectors.

This national training framework enabled the implementation of the Expanded Public Works Programme. For example, during 2004, on request of the Department of Public Works (DPW), the Skills, Education and Training Authority for the construction industry (CETA) funded the development of unit standards for the design, supervision and management of labour-intensive construction at NQF levels 2, 4, 5 and 7 for small contractors, lower level supervisors, higher level supervisors, technicians and undergraduates. These unit standards were developed by a non-profit organisation called LITE, led by Professor Robert McCutcheon and James Croswell. The unit standards were subsequently accredited by the relevant accreditation body, and could be taken as credits towards a formal qualification in the field of civil engineering. Further, at the request of the DPW, CETA agreed to fund the training of trainers from the established civil engineering training industry. Systems were put in place

for training providers to apply to become accredited to deliver these unit standards (EPWP Five Year Report, 2004-2008:12-13).

g) Expanded Public Works Programme

The unemployment challenges and the lack of infrastructure have led to strategies to generate employment through infrastructure construction. This will need individuals with skills and institutional capacity.

At an international level, labour-intensive construction has been undertaken since the Great Depression of 1933 on a large scale as well as long term national programmes by different countries to create employment and construct rural roads. For example, Levine (2010:5) notes that in the United States of America Works Projects Administration (WPA) employment ranged from fewer than 1.0 million persons as it started up in 1935, and as it wound down in 1942-1943, to a high of more than 3.3 million persons in November 1938. Individual and institutional capacity building has been integral to, and a result of, the programmes. The human resources necessary to run such programmes have been produced through linked training.

Since 1994 several similar programmes have been developed. For example, in 2003, the Growth and Development Summit (GDS) resulted in agreement on a number of interventions aimed at reducing household poverty and vulnerability including public investment initiatives, sector partnerships and strategies, local procurement, small enterprise promotion support for co-operatives and Expanded Public Works Programmes (EPWP).The GDS agreement stated that EPWP can provide poverty and income relief through temporary work for the unemployed to carry out socially useful activities . It was designed to equip participants with training and work experience which could enhance their ability to earn a living in the future, and contribute to job sustainability.

The EPWP is a cross-cutting programme to be implemented by all spheres of government and state-owned enterprises. It is defined as a nation-wide programme which will draw significant numbers of the unemployed into productive work, so that workers gain skills while they work, and increase their capacity to generate an income. The objective of the EPWP is to utilize public budgets to alleviate unemployment by creating temporary productive employment opportunities and training.

Four sectors were identified as having the potential for creating EPWP employment opportunities, namely:

- Infrastructure (increasing the labour intensity of government-funded infrastructure projects);
- Environment (creating work opportunities in public environmental improvement programmes;
- Social (creating work opportunities in public social programmes);
- Economic (income generating projects and programmes to utilize government expenditure on goods and services to provide work experience component of small enterprise learnership or incubation programme).

In the EPWP projects, workers are employed on a temporary basis (by government, by contractors or by other non-governmental organisations) under employment conditions governed by the Code of Good Practice for the Special Public Works Programme, or by the Learnership Determination for Unemployed Learners. Workers are provided with a combination of work experience and training. There is a conscious attempt by the public sector body to use its expenditure on goods and services to create additional work opportunities for unemployed (and usually unskilled) persons. The public body also attempts to identify and develop exit strategies for workers when they leave the programme.

McCord (2004) sheds light on the limitations of the EPWP and its impact on the labour market outcomes and poverty reduction among programme participants in South Africa. This is based on a survey of about 700 households that contain current and recent participants in two different Public Works Programmes in Limpopo and KwaZulu-Natal. McCord's conclusions flow both from the evidence gathered in the survey as well as from insights in the existing literature, and show that the design of current PWPs provides only limited potential to address unemployment and poverty in South Africa. The study chose two PWPs that were differently conceptualized, with different targeting and rationing mechanisms and different institutional implementation modalities. In both groups, 25% of PWP workers gave up work (mainly informal, survivalist) in order to participate in the programmes.

Security of employment was perceived as the core benefit of participation in the PWP where employment was permanent. However, the impact of the PWPs was limited because, firstly, one of the programmes was not well targeted towards high unemployment groups and secondly, participation in either of the two programmes did not raise the majority of households above the poverty line. Even with PWP income, 99% of the households in one PWP and 87% in the other still fell below the poverty line by a significant margin, though participation had obviously reduced the depth of poverty.

The study highlights the impermanence of the poverty-reduction benefits in the PWPs which did not provide permanent employment, and only one-third of the former programme participants believed that employment in the PWP would have sustained anti-poverty benefits. The PWP programmes are supposed to ensure that participants in the programme obtain exposure to the working environment and gain experience and skills that will enable them to access the formal labour market. However, it

is evident from McCord's survey that workers tend to return to their unemployed situation.

The study argues that if the objective of the intervention is to promote subsequent market performance, then unemployed youth should be targeted. If poverty alleviation or social protection are the objectives then the older women or female-headed households in remote areas may be an appropriate target. McCord's study concludes that employment opportunities in PWPs are grossly insufficient given mass unemployment in South Africa.

1.4 Problem statement

One of government's overarching goals has been to eradicate unemployment and poverty through rapid skills development in the national economy. Skills development is seen as both an effective empowerment tool and a vehicle for creating sustainable jobs and boosting productivity, labour mobility and ending the persistent skills crisis in South Africa. According to Nel, Van Dyk, Haasbroek, Schultz, Sono and Werner (2004:399), South Africa's economy has gone through a stage of structural transformation that has seen a shift from activities based in the primary sectors of agriculture and mining towards more secondary and tertiary activities. This has far-reaching implications for employment patterns and the skills that the economy demands. This structural change in the economy, together with the low level of educational attainment among the economically active population, places constraints on economic development.

In the public service, the Expanded Public Works Programme, which included training and skills development as one of its major pillars, was seen as an effective instrument for promoting job creation. From the beginning, it was stressed that the skills development component of the

EPWP would enable the government to not only halve unemployment by 2014, but also to create sustainable jobs in the national economy. These initiatives were also consistent with the principles of the Reconstruction and Development Programme (RDP); the Growth, Employment and Redistribution (GEAR) programme; and the Accelerated and Shared Growth Initiative for South Africa (ASGISA).

Over the last ten years, however, there has been a growing concern over the inability of the EPWP to create lasting employment opportunities in the economy. What this means is that the EPWP does not guarantee employment sustainability. Many workers return to the unemployment labour pool after completing work in short-term EPWP projects, rather than being absorbed into the broader labour market. South Africa's official jobless rate increased to 24.5 per cent of the labour force in the third quarter of 2009, from 23.6 per cent in the second quarter, while the labour force fell sharply (Mail & Guardian Online, October 2009). Statistics South Africa (Statistics South Africa) in its latest quarterly Labour Force Survey said the number of unemployed people stood at 4.19 million in the three months to September. The rise in unemployment was exacerbated by fall in employment, with 510 000 people either giving up looking for work or taking themselves out of the labour force completely some opting to further their studies. Based on the foregoing, it is crucial to find out why the training and skills development interventions adopted in the EPWP have not produced sustainable employment; which is critical in improving the lives of the majority of South Africans trapped in the informal economy.

1.5 Purpose of the research

The purpose of the research was to explore the training and skills development project in the Gauteng Expanded Public Works Programme in order to determine the sustainability of the jobs created through this initiative. Present the findings on the current status; and roll out of the

EPWP in Gauteng; and make recommendations on appropriate remedial steps. The study focused mainly on the Department of Transport and Roads and targeted the infrastructure directorate.

1.6 Research questions

The following questions inform the research:

- To what extent does the Expanded Public Works Programme contribute to employment creation and sustainability in the Gauteng province?
- Is the skills development component of the EPWP working?
- What are the opportunities with regard to the promotion of skills development in the Expanded Public Works Programme?

1.7 Significance of the study

Social research is conducted to produce outcomes that help solve real-life problems. Guided by this principle, the research was aimed at producing information that could aid policy practice in the case study organisation. The study also aimed to provide simple and practical guidelines that could be used to strengthen monitoring and evaluation of skills programmes in the Gauteng Expanded Public Works Programme.

It was also hoped that the results of the study would contribute to knowledge creation, particularly in the area of national human resource development. Unemployment has risen in Gauteng Province, and a number of intervention strategies have been developed to assist in alleviating unemployment, but these have not been particularly successful. The findings of this study will help the Department and the Gauteng Province to review the skills development and employment creation capabilities of the EPWP.

The research is divided into the following chapters:

Chapter 1 - Introduction to the research

The context, purpose and problem area of the research are defined, followed by the description of the chosen case study, research objectives and significance of the study.

Chapter 2 - Literature review

Various literature sources on human resource development (HRD) are identified and reviewed to contextualise the study and to highlight relevant concepts and themes, with an emphasis on the South African situation.

Chapter 3 - Research methodology

The approach guiding the study and the selected data gathering strategies and sampling procedures are explained; including the techniques utilised to analyse and interpret the data collected from the case study.

Chapter 4 - Presentation of research findings

The data collected from the case study is presented logically in line with the research questions; and the main findings of the study are subsequently highlighted as required.

Chapter 5 - Analysis and interpretation of research findings

The main findings of the study as articulated in chapter 4 are broken down into sub-headings and analysed in depth to address the research problem. This goal is achieved through the use of qualitative data analysis.

Chapter 6 – Conclusions and recommendations

Inferences are made about the overall results of the study and important issues deserving urgent attention are highlighted in the process. The remainder of this chapter proposes specific solutions to the research problem.

1.8 Conclusion

The aim of Chapter One was to contextualise the study by, firstly giving an account of the circumstances necessitating the research, and secondly, detailing the research objectives and importance of the study. The literature review follows in the next chapter.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter provides a review of local and international literature on public works programmes, unemployment in South Africa and Gauteng in particular, job creation and job sustainability, and the understanding of mechanisms to intervene in ensuring sustainable employment. The principles that are extracted from the body of literature provide for the establishment of a theoretical framework to analyse the case study in Chapter Four.

According to Bless and Higson-Smith (1995:23), theory serves as an orientation for gathering facts since it specifies the types of facts to be systematically observed.

2.2 Conceptual framework

According to Armstrong (2006:531), “human resource development (HRD) is concerned with the provision of learning, development and training opportunities in order to improve individual, team and organisational performance. HRD is essentially a business-led approach to developing people within a strategic framework”.

Walton (in Armstrong 2006:534) states that “strategic human resource development involves introducing, eliminating, modifying, directing and guiding processes in such a way that all individuals and teams are equipped with the skills, knowledge and competencies they require to undertake current and future tasks required by the organisation”.

Harrison (in Armstrong 2006:*ibid*) provides a much broader perspective on the concept of human resource development by stating that strategic HRD is “development that arises from a clear vision about people’s abilities and potential and operates within the overall strategic framework of the business”. Strategic HRD, the author adds, takes a broad and long-term view about how HRD policies and practices can support the achievement of business strategies. It is business-led and learning and development strategies that are established as part of the overall strategic HRD approach flow from business strategies and have a positive role in helping to ensure that the business attains its goals.

According to Casio (1986:224), training consists of planned programmes undertaken to improve employee knowledge, skills, attitudes, and social behaviour so that the performance of the organisation improves considerably. Unfortunately, as Casio further argues, too much emphasis is often placed on the techniques and methods of training to be used and not enough on first defining what the employee should learn in relation to desired job behaviours.

Gellerman (1976:101) defines development as “learning that takes place independently of instruction – what one learns from doing, from observing, and from thinking about one’s experiences. Development accounts for the lion’s share of adult learning because adults have fewer classroom opportunities and more developmental opportunities than children”.

2.3 Purposes of training and development

According to Ivancevich and Glueck (1983:299), purposes of training and development include the following:

- To improve the quantify of output;
- To improve the quality of output;
- To lower the cost of waste and equipment maintenance;

- To lower the number and costs of accidents;
- To lower turnover and absenteeism and increase employees' job satisfaction; and
- To prevent employee obsolescence.

The objectives of training and development as outlined above are narrow in scope when compared to what HRD seeks to achieve in an organisation. In short, HRD is more concerned with meeting the strategic goals of the organisation through building and retaining a highly competent workforce over time. HRD has a strong focus on the future human resource needs of the organisation. Biddle and Evenden (1989:51) support this statement when they argue that "people are the most important resource and investment in them will produce great benefit. This involves investing money and time in staff development not just as an organisational system run by a personnel or training department, but more importantly as a central part of every manager's job".

According to the CIPD (2001), the organisational process of developing people involves the integration of learning and development processes, operations and relationships. Its most powerful outcomes for the business relate to enhanced organisational effectiveness and sustainability. For the individual, they relate to enhanced personal competence, adaptability and employability. It is therefore a critical business process for both profit and non-profit organisations.

2.4 Human resource development needs identification (HRDNI)

According to Delahaye (2000:113), human resource development needs identification (HRDNI) is a process that identifies the gap between what is currently happening and what should be occurring. Therefore, a developmental need exists in an organisation when there is a gap between present skills and knowledge of its employees and the skills and

knowledge they require or will require for effective performance. Other terms used to describe this process are HRD needs analysis or HRD needs assessment. According to Milkovich and Glueck (1985:331), assessing needs is important because other decisions hinge on it. The content of the programme, the techniques used, and even the trainees chosen depend on the objectives of the training programme.

Carrell, Frank, Kuzmits and Elbert (1992:300) argue that training is important in the achievement of organisational objectives. Through training, employees gain skills, abilities, knowledge and attitudes that help them perform more effectively in present and future jobs. Training may thus be considered an investment in human resources that will provide many important benefits and returns for the organisation.

As part of HRD, training has a strategic role to play in organisations. This view is supported by Mabey and Salaman (1995:143) who argue that

> many organisations have got to the point of recognising that training and development is a strategic priority rather than a tactical or knee-jerk response, but choices still remain as to direct investment and to what end. A common conception of strategic training and development is to see it as a means to assess and address skills deficiencies in the organisation. At shop floor level recent experience shows that this has frequently meant multi-skilling for craft workers and equipping production operatives with the knowledge and skills necessary to undertake routine maintenance. Another important strategic purpose of training and development is an attempt to give the organisation competitive edge, both through the content of such activities and the way in which they are delivered.

Salaman (1992:321) takes this further and argues that training and development activities have implications for attempts to motivate and

involve the workforce. One of the primary objectives of HRM is the creation of conditions whereby the latent potential of employees will be realised and their commitment to the success of the organisation secured. This latent potential is taken to include not merely the capacity to acquire and utilise new skills and knowledge, but also a hitherto untapped wealth of ideas about how the organisation's operations might be better ordered. These motivational aspects of HRM are bound up with investment in training and development insofar as such investment is a powerful signalling device, which enables employers to confirm to their employees that they are being regarded as important to the company's future success.

Therefore, it is imperative that training needs be identified properly in order to ensure the success of human resource development, particularly in the EPWP environment, where diverse groups of people are recruited and trained. According to Leatherman (1990:3) "a training needs assessment identifies specific problems within an organisation by using appropriate methods of gathering information, such as surveys, interviews, and observations; determines which of the problems requires a training solution, and then uses the information to design training interventions that solve the original problem".

2.5 Key components of HRD

Human resource development encompasses four essential components, namely learning, education, development and training. All these elements are relevant to the study which, as indicated in chapter one, looks at the skills development component of the EPWP in relation to job sustainability. Further discussion on these four components follows below.

Learning

This refers to the permanent change in behaviour that occurs as a result of practice or experience. Thus, when people are employed in the EPWP, they are supposed to get training which in turn will help them change their behaviour, by acquiring new skills and knowledge and then applying these correctly to their respective jobs.

Education

This refers to the development of the knowledge, values and understanding required in all aspects of life rather than the knowledge and skills relating to particular areas of activity. In the EPWP, for example, people are taught about basic life skills such as HIV awareness, self-employment or entrepreneurship.

Development

This means the growth or realisation of a person's ability and potential though the provision of learning and educational experiences. One of the key goals of the EPWP is to help poor people realise their career goals by providing them with learning opportunities that increase their potential to find quality jobs in the mainstream economy.

Training

This means the planned and systematic modification of behaviour through learning events, programmes and instruction, which enable individuals to achieve the levels of knowledge, skill and competence needed to carry out their work effectively. The EPWP is expected to provide high quality training that equips beneficiaries with relevant skills so that they can be employed in the formal economy. As will be seen in chapter five, this has been one of the major challenges in the implementation of EPWP projects. The question still remains as to whether the type of training provided through the EPWP really prepares people for entry into the formal economy.

2.6 Design of HRD programmes

According to Cushway (1994:103), it is very important to take account of the types of job and the kinds of people who are to be trained. This will determine the level at which the training should be pitched and the way in which the training programme is constructed. If the training is for blue-collar employees who are used to carrying out practical tasks and are not accustomed to sitting in lecture rooms, the programme will need to have a high practical content with a minimum of 'chalk and talk'. The ages, knowledge and experience of the trainees are also of crucial importance. It is very difficult to run an effective training programme where the trainees all have different levels of understanding. This is where training records, careful selection of trainees and clear descriptions of objectives and content are important.

The view expressed by Cushway (1994) about the critical issues involved in training design has direct implications for planning and execution of skills programmes in the EPWP environment. People who are brought to the EPWP have diverse learning and development needs, which range from complete illiteracy to basic education, for example, standard five or standard ten. These needs have to be taken into consideration when training materials are developed.

2.7 Motivation of participants / trainees

The poor performance of skills programmes in the Gauteng EPWP system can be attributed in part to the lack of motivation of the participants. Since most participants are involved in intensive manual labour, at the end of the work day most of them want to go home to rest rather than attend training classes. This situation undermines effective training and development. Byrt (1971:69) defines motivation as "something which impels one to

action of a particular type; thus we have a person who is motivated to take a particular action. His activity is mobilised to certain ends, to perform particular work, to co-operate with certain people, to act in a particular manner". According to Byrt, the subject of motivation is one which concerns, or should concern, all managers in an organisation.

Casio (1986:230) states that the most effective way to raise a trainee's motivation is by setting goals. Goal setting has a proven track record of success in improving employee performance in a variety of settings. Training goals should be stated clearly at the beginning of the programme. Secondly, goals should be challenging and difficult enough so that trainees can derive personal satisfaction from achieving them but not so difficult that they are perceived as impossible.

2.8 Evaluation of HRD interventions

According to Delahaye (2000:342), evaluation in the context of HRD is designed to fulfil four important functions:

- to measure what change has occurred;
- to improve the other three stages of the HRD system, namely investigation, design, and implementation;
- to see if the change is attributable to the learning episode; and
- to assess whether the degree of change is worthwile.

There are four tools that can be used to assess the effectiveness of HRD interventions: skills tests, performance tests, learning diaries and portfolio assessment.

2.9 Implications for job sustainability

Following from the issues discussed above, it is clear that human resource development has a direct influence on job sustainability in that it places

high emphasis on the following important issues: lifelong learning; multi-skilling of the workforce; linkage between human capital management and business strategy; and coaching and mentoring.

2.10 Creating a culture of learning

Achieving HRD objectives through the EPWP in South Africa will require that certain preconditions be met first. One such condition is the creation of a culture of learning in the EPWP organisational system.

Armstrong (2006) states that to create a learning culture, it is necessary to develop organisational practices that raise commitment amongst employees and give employees a sense of purpose in the workplace, grant employees opportunities to act upon their commitment, and offer practical support to learning. The author suggests several ways that can be followed to develop a learning culture in organisations, as listed below:

- Develop and share the vision – belief in a desired and emerging future;
- Empower employees – provide 'supported autonomy'; freedom for employees to manage their work within certain boundaries (policies and expected behaviours) but with support available as required;
- Adopt a facilitative style of management in which responsibility for decision-making is ceded as far as possible to employees;
- Provide employees with a supportive learning environment where learning capabilities can be discovered and applied, e.g. peer networks, supportive policies and systems and protected time for learning;
- Use coaching techniques to draw out the talents of others by encouraging employees to identify options and seek their own solutions to problems;
- Guide employees through their work challenges and provide them with time, resources and feedback;

- Recognise the importance of managers acting as role models. The way of thinking and behaving may be so different that employees must be able to see and feel it before they can imagine themselves doing it. The new behaviour and attitudes must be seen in others with whom employees can identify;
- Encourage networks – communities of good practice;
- Align systems to the vision – get rid of bureaucratic systems that produce problems rather than facilitate work.

2.11 Strategies for human resource development

Harrison (in Armstrong, 2006:536) identifies five strategic priorities for HRD:

- Raise awareness of the need for a learning culture that leads to continuous improvement;
- Develop the competence of managers to become actively involved in learning that leads to knowledge creation;
- Expand learning capacity throughout the organisation;
- Focus on all the organisation's knowledge workers, not just the key personnel;
- Harness e-learning to knowledge sharing and knowledge creation.

In addition to the above, the steps required to develop a learning and development strategy include agreeing on the strategy-making team, clarifying organisational mission, exploring core values, identifying the strategic issues facing the organisation, and agreeing on strategy and strategic plan. Considered from a public management point of view, these suggestions are relevant to the needs of the EPWP, since government departments are supposed to lead the implementation of EPWP projects. For this reason, they need to know how to develop and integrate HRD plans with skills development and job creation projects on the EPWP.

2.12 Unemployment and labour market situation in South Africa

A wide range of literature suggests that South Africa has a structural unemployment crisis, where the numbers of unemployed were as high as 4,6 million in 2003 in terms of strict definition and 8.3 million in the broad definition. Unemployment increases each year with a strong racial bias towards African workers. The number of labour market entrants far exceeds the number of new jobs, resulting in a rapid rise in unskilled unemployment. The South African labour market is unable to deliver employment opportunities for 30% of the labour force, and the nature of South Africa's growth path is such that continued elevated levels of unemployment among the unskilled are likely to increase. This requires longer term employment creation interventions.

McCord (2005:1) concurs with the above view by stating that poverty and unemployment are the two key economic challenges in contemporary South Africa. Unemployment has been rising for 30 years, reaching a plateau in 2004 at extremely high levels, standing at 28 per cent in March 2004 by the narrow definition, and 41 per cent by the broad definition. McCord further points out that structural changes arising from shifts in labour intensity and declining primary sector activity have a significant impact on both total employment levels and the composition of labour demand.

Kingdon and Knight stress that developments in the labour market hold the key to South African prosperity since this is where threats to social and political instability from growing unemployment and underemployment, could emerge. The government's response, the authors further point out, should be to keep this issue at the forefront and to pursue whatever policies will improve labour market outcomes. The high emphasis on rapid skills development, therefore, is a step in the right direction, as it will

increase people's chances of getting sustainable jobs in the country's mainstream economy.

2.13 Slow absorption of unskilled labour

According to McCord (2004) economic growth is insufficient to absorb the growing pool of unemployed labour, and given the current South Africa growth trajectory, it has been estimated that unemployment will remain over 30 per cent after a decade and even with positive growth projections, broad unemployment among the semi-skilled and unskilled is unlikely to fall significantly below 30 per cent in the medium term. Unemployment is structural and will not be significantly reduced in the coming decades without major state intervention.

2.14 The skills backlog

The South African labour market has long been criticised for its inability to provide the type of skills required to support both economic growth and social development. Research shows that there is a mismatch between skills supply and what organisations need in the mainstream economy. For example, currently South Africa is running short of project management skills, science and engineering skills and quantity surveying skills. Coupled with this is the urgent need to reduce illiteracy in the country, more especially in rural areas where the majority of the poor still live.

McCord (2004:2) argues that labour market policy is focused on the promotion of GDP growth as the primary instrument to promote employment, in the context of a high skills growth strategy. In addition, there are a small numbers of skills training interventions, together with an emphasis on the development of SMMEs and the promotion of Black Economic Empowerment, in order to redress the economic and labour

market segmentation arising from over a century of racialised economic and labour market policies.

2.15 Lack of institutional capacity

In part, the slow pace of delivery of EPWP training and job creation projects is due to the lack of adequate institutional capacity. Key institutional capacity constraints in the public sector and within communities include a lack of project management expertise; lack of norms for process or procedures; inconsistencies between projects (wages, terms of employment); duplication of efforts by different line ministries; lack of efficiencies of scale; lack of social development expertise; limited community participation; and the lack of credible integrated development plans (IDPs) to guide strategic asset selection and promotion of departmental co-ordination (McCord, 2003:21).

The lack of institutional capacity, therefore, severely limits the ability of EPWP projects to provide high quality training and job opportunities to beneficiaries. The lack of a strategic approach to planning and delivering EPWP projects tends to hamper the maximisation of EPWP goals and results in more inefficiencies as scarce resources are poorly allocated in some projects.

2.16 Impact of EPWP projects on beneficiaries

In considering the economy-wide impacts of labour-intensive infrastructure expenditure in South Africa, McCord and Seventer (2004:1) point out that, while participation in a public works programme may contribute to a reduction in the depth of poverty, with improvements in participation in education and nutrition, and have positive psychosocial benefits, the impact of a short-term programme may not be significant in terms of a reduction in headcount poverty or improvements in asset ownership

(material or financial). In this case, the EPWP income may function essentially as a temporary wage shock, since the insurance function of the transfer is limited by the short-term duration of the employment period. Based on this, the authors then conclude that, from both a macro and microeconomic perspective, there is reason to be cautious about the potential of a national public works programme based on shifting the labour intensity of infrastructure provision, and offering short-term employment opportunities, to have a significant impact on poverty, employment or growth.

2.17 Does the EPWP create public value?

Following from the above debate, the next question that needs to be asked is whether the EPWP creates public value. The concept of public value is used by Kelly and Muers (Managing Service Delivery, 2006:4) to describe the value created by government through services, laws, regulations and other actions. In a democracy, this value is ultimately defined by the public themselves. Value is determined by citizens' preferences, expressed through a variety of means and refracted through the decisions of elected politicians. The value added by government is the difference between these benefits and the resources and powers which citizens decide to give to their government. An implicit and sometimes explicit contract underlines public value. The legitimacy of government as a whole generally depends on how well it creates value.

The concept of value has direct implications for the EPWP as it reminds government about the need to consistently provide high quality services for citizens. However, the literature is clear that more work still needs to be done to improve the performance of the EPWP so that it can create lasting value for the poor. This value needs to be realised in areas like job sustainability and high quality training outcomes. As stated in chapter one,

this study sought to determine the sustainability of the jobs created by the EPWP through skills development.

2.18 Government employment strategy

According to Phillips (2004:2), the government's strategy to reduce unemployment involves increasing economic growth so that the number of net new jobs being created starts to exceed the number of new entrants into the labour market, and improving the qualifications and skills of the workforce so that it is able to take up largely skilled work opportunities which economic growth is likely to generate. The component of the Expanded Public Works Programme (EPWP) added to provide short term employment, depending on the realization of increased employment arising from growth and improved labour supply. Mayer and Altman (2005:33) argue that the imperative in government strategy is to simultaneously provide avenues for the absorption of low this is not clear skilled labour and more forcefully enhance the skills base of the labour force. The success of the latter approach to fostering labour absorption rests on aligning the skills formation strategy with the demand for labour arising from policy interventions aimed at stimulating the expansion of specific sectors and industries.

The introduction of the Expanded Public Works Programme has been exciting and has created a set of assumptions and expectations of the implementation that were very high. As indicated in chapter one, the programme was developed as one of the solutions to South Africa's structural and chronic unemployment and skills shortage. The government employment strategy is based on two assumptions: first, that economic growth will lead to increased employment; and second, that improved education will enable workers to take up unskilled employment opportunities which will arise as a result of economic growth (McCord,

2004). The question is whether the programme design and the outcome match the expectations created by this programme.

The EPWP adopted the labour-intensive approach which maximizes the use of labour without compromising time, cost and quality (McCutcheon, 2006). Labour-intensive construction may be defined as the economically efficient employment of as great a proportion of labour as is technically feasible, ideally throughout the construction process. As a short term policy instrument, the EPWP is not an appropriate response to the chronic labour market crisis. Public works programmes are used to address unemployment internationally but the design of the programme is dependent on whether it is intended to be a response to unemployment as a transient labour market problem, or more rarely unemployment as a chronic problem.

In the context of a structural employment crisis, the policy instrument would be oriented to the creation of demand through the implementation of large-scale public sector employment programmes, offering employment guarantees and sustained employment. The EPWP does not offer a significant response to the broader unemployment currently being experienced by this country. This point is underlined by the fact that in order to meet the Millennium Development Goals target of halving unemployment in South Africa by 2014, government needs to create a substantial number of additional sustainable jobs, and it is important to note that EPWP jobs are temporary, the EPWP is limited in scale, and too short in duration to have a significant impact on unemployment.

The above view regarding the limitations of the EPWP is supported by Phillips (2004:2), who points out that public works programmes are often criticised for being ‘make-work’ programmes, involving fruitless activities such as digging holes and filling them again. In this regard, Phillips further argues, it is important to distinguish between economically efficient and

inefficient PWPs. In the apartheid years, South Africa witnessed a number of programmes of the latter type which, although they provided some temporary employment, were wasteful and did not lead to the provision of quality services. In contrast, in an economically efficient PWP, the objective of providing good quality needed services in a cost-effective manner must be as important as the social objectives of programmes. PWPs can only be sustainable in a resource-constrained environment if they are economically efficient. If PWPs do not result in the cost-effective delivery of quality public services, then the pressures on the fiscus are likely to eventually result in PWPs being abandoned in favour of other more efficient means of delivering services.

All the views expressed in the foregoing have direct implications for the implementation of the EPWP in South Africa. The point emphasised here is that unless they are implemented properly and cost-effectively, EPWP projects may turn out to be a complete waste of scarce public resources. As indicated in the problem statement in chapter one, the implementation of the skills development component of the EPWP has come under heavy scrutiny following its failure to produce high quality skills that can help the poor to find sustainable jobs in the mainstream economy.

2.19 EPWP outputs

2.19.1 Output 1: Participants acquire work and income opportunities

Temporary work opportunities will be created for over 1 million people, each yielding an income to the participant. The table below summarises the planned job creation through the EPWP over the first five years of the programme.

Table 1: Planned job creation

Sector	Work opportunities	Person-years of work
Infrastructure	750 000 (4-month average duration)	250 000
Environmental	200 000 (1-year average duration)	200 000
Social	150 000 (12-18 month average duration)	200 000+
Economic	12 000 (18-month average duration)	18 000
TOTAL	1 million plus	650 000 plus

Source: EPWP Overview, (2004:17-18)

2.19.2 Output 2: Participants acquire training, skills and information linked to exit strategies

Exit strategies will be developed for each sector and will identify possible exit routes for workers once they leave the EPWP programmes. Opportunities include possible longer-term employment, self-employment, or further education or training. These exit strategies will inform the training provided to beneficiaries under the programme. In some cases, consideration of exit strategies may result in workers being offered training which is not related to the work being carried out under the EPWP programme. For example, youth employed as manual labourers on a labour-intensive roads project may be offered training in unrelated building skills such as bricklaying, if there is demand for such skills in the labour market.

As far as possible, all training must result in NQF-accredited certification. The table below summarises the training days planned for EPWP workers

Table 2: Learnership training programme

Sector	Training days	Learnerships/ Skills programmes
Infrastructure	9 million days (average of 12 days per participant)	0
Environmental	2 million days (average of 10 days per participant)	5 000
Social	4.5 million days (average of 30 days per participant)	35 000
Economic	36 000 (average of 12 days per participant)	3 000
TOTAL	15.5 million plus	43 000

Source: EPWP Overview, (2004:17-18)

2.19.3 Output 3: Profit companies and not-for-profit organisations engage in labour-intensive programmes

A key focus area of the programme will be to train a number of private sector emerging contractors, professionals and management agencies in labour-intensive contracting, thereby enhancing both their ability to play a meaningful role in the programme and the sustainability of labour-intensive approaches to service delivery in South Africa. In the social sector, non-profit organisations will be targeted for training as the bulk of the delivery is undertaken by this sector. The table below depicts the targeted sectors for EPWP projects.

Table 3: Target sectors

Sector	Emerging contractors	Private sector professionals and contractors	Agencies
Infrastructure	250	15 000	0
Environmental	400	0	150
Social	0	0	90
Economic	3 000	0	0
TOTAL	3 650	15 000	240

Source: EPWP Overview, (2004:17-18)

In addition to the direct training of the private and non-profit sectors, the programme hopes to raise awareness of the benefits of labour-intensive approaches and, through this, to stimulate interest in, and use of, the approach in programmes outside of those funded by the public sector.

2.19.4 Output 4: Public sector capacity to implement labour-intensive service delivery programmes to standard

The success of the EPWP relies on the capacity of the public sector to implement labour-intensive service delivery programmes. As with the private sector, the public sector needs to be trained to perform its role in the programme to the required standard. Services delivered below standard both undermine the sustainability of the approach and programme, and demand additional investments to rectify the problems. Clear outputs have therefore been defined for each sector to provide the framework for standard-setting. The following table illustrates this.

Table 4: Training output per sector

Sector	Officials trained
Infrastructure	1 000
Environmental	200
Social	100
Economic	50
TOTAL	1 350

Source: EPWP Overview, (2004:17-18)

2.19.5 Output 5: Local communities acquire needed goods and services to standard

Delivering quality services to standard is critical to the long-term success and sustainability of the programme. Norms and standards will be developed for each sector and delivery output targets have been set.

Table 5: Norms and standards

Sector	Service outputs
Infrastructure	37 km of roads, 31 000 km of pipelines, 1 500 km of storm water drains and 150 km of sidewalks constructed
Environmental	720 000 ha of aliens treated, 40 wetlands rehabilitated, 20 fire protection associations supported, 700 km of coast cleaned and facilities upgraded, 10 000 ha of land rehabilitated, 32 waste management programmes established and 150 historical and community tourism projects established
Social	2.9 million people able to access HCBC services and 400 000 children serviced by registered ECD sites and trained practitioners
Economic	3 600 SMMEs established

Source: EPWP Overview, (2004:17-18)

2.19.6 Output 6: New opportunities and ideas for labour-intensive delivery engaged

The plan outlined in this document is seen as the first step in rolling out labour-intensive delivery. Various government departments plan to identify further opportunities within their existing programmes and to design additional programmes under the EPWP banner.

The EPWP has also forged a partnership with the Business Trust to facilitate new ideas and opportunities to expand labour-intensive opportunities. Through this partnership, new ideas and opportunities will be captured and engaged. This will be supported by changes to public sector tendering processes to encourage labour-intensive delivery (EPWP Overview, 2004:17-18).

Looking at the six EPWP outputs mentioned above, it is clear that the need for creating labour-intensive projects was critical to the success of the EPWP. The literature suggests that as a method of reducing structural unemployment, direct job creation must be evaluated in terms of how accurately it provides employment to those individuals or industries suffering from structural problems, and how these selected groups fare after they leave the programme. In its structural role, job creation also has completion outputs such as training, mobility programmes, work experience, counselling, and intensive placement procedures.

From a structural standpoint, the speed of phasing in and out is not as crucial. In fact, to phase in a series of projects designed to give maximum adjustment assistance to groups with structural problems takes time, and the phasing out of successful projects may not even be desirable. There is also no reason why structural programmes should be restricted to non-profit or self-sustaining activities. Accepting this, it would be questionable

to want to phase out profitable or self-sustaining projects that are providing permanent employment to disadvantaged groups, or in depressed areas. The Canadian LEAP programme, which only has structural aims, has a long planning phase per project and projects last at least three years regardless of the aggregate level of unemployment, and the need to become self-sustaining. It is also not necessarily desirable to make structural projects labour-intensive as they might be in a counter-cyclical programme. For purposes of establishing self-sustaining enterprises, and for training-on-the-job, it may be necessary to consider significant capital purchases. Moreover, the value of output produced should not be made the highest priority: this should go rather to the fact that participants are acquiring skills and the jobs are providing human capital as an output. Output per man/hour should therefore not be a main criterion for judging these projects as it might be if they were being employed for counter-cyclical purposes.

If the world economy has shifted to a position of continuing high unemployment, and if countries choose the employment versus the income maintenance route for providing adequate levels of income support, then a case can be made for permanent job creation programmes. The objective then will not be to provide only training and work experience, or temporary employment, but to develop new forms of permanent job creation. The question of providing community services on a decentralized project basis permanently will have to be considered, as will the funding of local co-operatives and small labour-intensive business enterprises. The alternative, the development of a hybrid or third sector, has already been discussed in the Medium Term publication referred to above. In the United States, the supported work programme for individuals with very severe employment problems represents an interesting experiment.

For programmes that purport to facilitate the transition of workers into the labour force, very little formal training is included in the programmes. This is perhaps an even greater shortcoming when the programmes are targeted at those who are difficult to employ. As programmes strive to focus more on the hard-to-employ, more emphasis will have to be given to remedial education and basic training. To fulfil this goal, it may be necessary to relax the stringent wage restrictions and allow higher wages to be paid to skilled supervisory help (although, for example, in the United States programmes permanent staff of the prime sponsors may also provide supervisory help).

It may also be necessary to allow more funds for purposes of overhead and equipment costs in cases where training is taking place. These changes are consistent with the opening suggestion that at least some part of a job creation programme becomes permanent, and some programmes have recently been modified along these lines. What is needed is a greater variety of projects, or job opportunities that can better match up workers' already acquired skills, plus their needs, with corresponding job opportunities (Job Creation in the Public Sector-study on Canada Longitudinal Employment Analysis Program (LEAP)-http:www.stacan.gc.ca-accessed on 24th December 2009).

Direct job creation scores high on accurate targeting. The evidence suggests that the jobs do in fact go to those groups designated by the programmes, and jobs are created in depressed urban centres and in rural areas where regular labour market opportunities are either chronically scarce or in a state of decline. It has been suggested that targeting the structurally unemployed could likely be improved by employing more non-profit organisations in the programmes. This would result because non-profit organisations often are 'self-help' groups that consist of the former or present hard-to-employ, and through their more active and sympathetic 'outreach' facilities they both employ more of the designated target groups

and often provide services that will improve employment chances in regular employment.

Furthermore, increased training opportunities, on-the-job counselling, better placement procedures and matching of skills, needs and job slots, and constant contact with job placement facilities would improve post-programme employment chances. Relaxation of wage and equipment cost restraints could also lead to the hiring of better supervisory personnel and training facilities. The length of projects, and the duration of individual participation within them should be variable to allow for more extended experience for the hard-to-employ. Finally, the efficacy of a counter-cyclical programme still depends on a steady supply of regular market opportunities. In the present context, this assumption could be questioned and consequently the whole basis of transitional and counter-cyclical programmes should be re-evaluated.

While in only a few instances data was available on the value of output, there was little indication from the responses of ‘leaf-raking’ projects being undertaken. Nonetheless, there were complaints that where a rapid employment build-up had a high priority, the ability to plan and assess the nature and value of worked performed was difficult. Consequently, it has been suggested that greater forward planning would increase the value of output as well as the performance of programmes in general, even though this might result in increased displacement (Direct Job Creation in the Public Sector – study on the Canada LEAP programme).

Dependency of communities on services provided by projects, for a fixed duration, or on a start-stop basis is a recognized problem, especially in isolated rural areas. The dependency problem can often be reduced through a variety of means. On application of funding, authorities can insist that groups only undertake projects that will create no significant dependency, such as construction and environmental improvement

projects, although even these types of projects will likely require regular maintenance and hence continuing employment. They may also request assurances from project sponsors that any services created will be continued after the project terminates on the basis of alternative funding sources. This is one reason why established organisations have been given preference rather than newly formed groups. Finally, the dependency problem could be greatly reduced if, as suggested above, a portion of job creation programmes was placed on a permanent basis. The provision of needed ongoing services could then be assigned to the permanent projects, and construction and environmental projects assigned to temporary projects. Increasing sustainable employment in South Africa will also address to some extent the alarming increase in grants provision.

2.20 Human Resource Development Strategy

Human resource development is implemented to support government goals to reduce poverty and unemployment, to promote justice and social cohesion and to improve national economic growth and development, and therefore it is of paramount importance for programmes that are initiated to address unemployment in the country should be designed to link up with the overall country strategy to develop human resources. The strategy aims to improve the Human Development Index and the country ranking, and also assist in improving the measure and ranking of economic competitiveness and improvement in social cohesion.

The HRDS–SA strategic priority four suggests that all new entrants into the labour market must have access to employment-focused education and training opportunities, while strategic priority nine ensures that all adults in the labour market (unemployed and employed) have access to education and training opportunities that will enable them to acquire a minimum qualification at NQF level 4. This means that programmes should

ensure that the training given to people will provide them with needed skills and ensure they are employable.

The Medium Term Strategic Framework has committed South Africa in the next five years to urgently overcome the shortage of priority skills needed to achieve accelerated and shared economic growth, particularly in the priority areas that are critical to the manufacturing, construction and cultural industries. The South African government has committed itself to urgently implement skills development programmes that are purposefully aimed at overcoming poverty and unemployment through ensuring that unemployed adults, especially women, youth and people with disabilities have access to skills development programmes explicitly designed to promote employment and income-generating outcomes and to ensure that all unemployed adults have access to basic training opportunities. It is necessary therefore for government to establish effective and efficient planning capabilities in the relevant departments and entities for the successful implementation of Human Resource Development. The implementation of EPWP requires that all departments should have a Human Resource Development strategy in place.

2.21 Career development strategy and sustainable employment

Government is faced with the problem of improving its Human Development Index rating and ensuring wider sustainable employment. This can be done by ensuring that participants in the EPWP programme are given skills linked to permanent employment and which will assist in shaping their careers. In the 1950s and 1960s manpower planning was utilized because unemployment was low, economic growth appeared to be continuous, and there was a considerable increase in public spending, notably on the expansion of higher and further education in keeping with a growing working population.

In the 1980s unemployment grew in line with a substantial skills shortage. This required organisations to engage manpower planning and career planning especially for large groups of employees.

Based on these probabilities, the possible distribution of the number of staff in each status or category (thus status profile of the organisation) at future dates can be inferred from the status profile at one particular time, thus institutions pass through staffing cycles. This process involves the expansion and contraction of organisations and considers the effect this has on promotion and wastage, and the subsequent behavioural effects of such changes.

2.21.1 HR Planning - Demand and supply of labour

This is considered the most difficult stage in human resource management. Most of the approaches deal with lists of factors emanating from the business plans and assume a direct link with manpower requirements via operating plans which contain budgets for those plans. The expectation is that manpower and broad skill requirements should be able to draw conclusions about the following:

- Changes in requirements of management, geographically or in new business areas
- New subsets of the organisation that may be required as the plan progresses, as well as those that will no longer be required.
- Changes in the number of jobs of a particular type
- The knowledge, skills, attitude and experience that will be required for a particular type of job
- Requirements for joint venture and collaborative management
- Changes needed in career structure.

This stage is largely a reactive process. Very rarely is it recognized that the process might be developed in reverse, namely that the existing skills

might influence strategic plans or even that it might be sensible to integrate manpower with strategic decision-making process so that it is not simply a question of responding in a short-term manner.

Reconciling the supply and demand forecast involves developments which will help the organisation to fill the gaps. Key areas that have been selected include recruitment, training, career planning, payment system and redeployment, and this is not an easy administrative process. Increasingly rapid changes in the needs of business create the necessity for equally rapid changes in the manpower system, therefore any plans developed in the key manpower areas need to be broadened in principle and be flexible in execution.

2.21.2 Career development perspective

As indicated above, the South African government has to increase its HDI and ensure that people have sustainable employment in order to meet the Millennium Development Goals of halving unemployment by 2014. If the Public Works programmes are to be used constructively in situations of chronic poverty, it is necessary to address the limitations of design especially in the skills developed and the linkages to career development. The literature on career development indicates that career development strategies are used to address the challenge of improving human resource planning and development, but also to resolve the problem of sustainable employment.

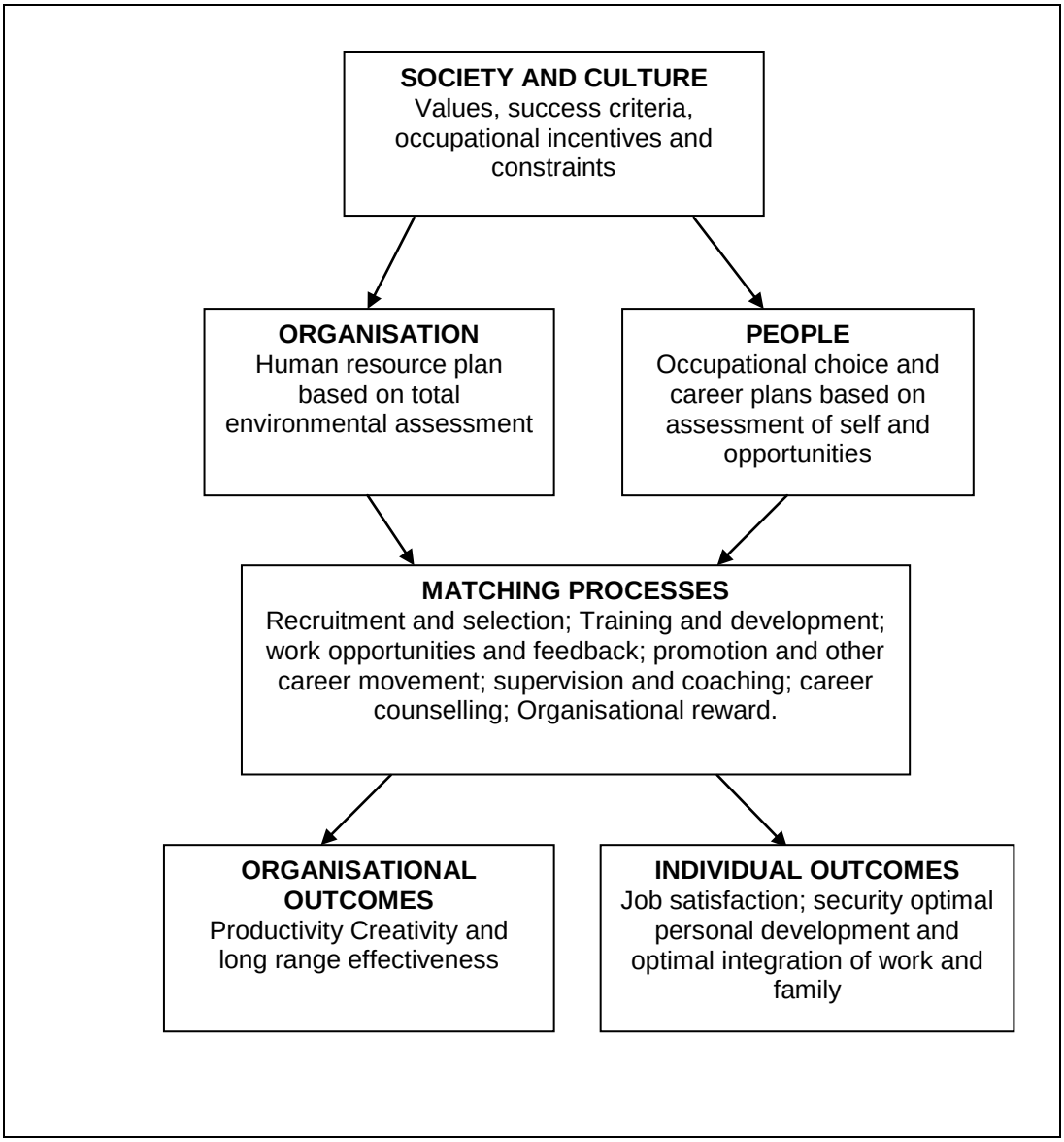
Career guidance policies and services are designed to assist individuals at any point in their lives to manage their careers, including making informed occupational, educational and training choices. Career guidance services support economic efficiency by making the labour market operate more effectively. They can help to ensure that individuals' decisions are based on self-assessments and labour market information, thus reducing market

failures. For developing and transition economies, most of which have limited resources, career guidance services can increase the efficient use of scarce education and training resources. The services also promote social equity and inclusion by helping to ensure equal access to information on labour market and education opportunities.

According to Schein (1978), organisations are dependant on the performance of their people, and people are dependant on organisations to provide jobs and careers opportunities. The concept of career makes it possible to explore how this matching takes place over time. He further gives reasons for why a career development perspective should be because it helps to illuminate several kinds of problems which are of particular significance today:

- The problem of improving human resource planning and development activities in organizations
- The problem of improving individual career planning and helping people who are caught in difficult work situations to cope more effectively with those situations
- The problem of improving the matching processes at stages of career so that early, mid-, and late career crisis can be dealt with more effectively by both the organisation and the individuals caught in these situations
- The problem of obsolescence, demotivation, and levelling off which occurs in mid- and late career
- The problem of balancing family and work concerns at different life stages
- The problem of maintaining the productivity and motivation of all those employees who are individual contributors and/or who are motivated to climb the organisational ladder.

Figure 1: Human resource planning and development basic model



Source: Schein (1978)

Figure 1 shows various elements which must be considered in analyzing fully the interaction of individuals and organisations. The individual and the organisation exist within a society, a social structure, a culture, a value system which defines occupations, criteria for success, and the expected paths through life. The culture, through its value system, influences both the organisation and the individual with regard to what is considered to be a good career, appropriate work, a good place of work, an appropriate level of ambition, and definition of success (Schein, 1978).

Schein (1978) observes that society influences both organisations and individuals directly through government legislation, incentives; tax programmes, the educational system, and other social institutions. Both the organisation and the individual have to cope within that holistic environment. For the organisation, this means attention to labour market characteristics, economic conditions, laws governing equal employment opportunities, occupational safety and health, retirement policies and age discrimination, technological forces, and market characteristics which specify ultimately what kinds of skills will be needed in the employee pool. For the individual, this means attention to occupational and educational opportunities, and a balancing of career concerns with concerns of the family, and self-development.

In light of the foregoing, it is clear that development plays an important role in helping organisations and employees achieve their goals. According to Erasmus, Loedolff, Mda and Nel (2006:3), development refers generally to the development of employees as a group within an enterprise rather than that of the individual. This development takes place within the context of specific objectives or outcomes. In the context of the EPWP, this would mean developing clear career paths and plans for trainees and support staff within the parameters of EPWP strategy.

Central to the issue of employee development is the involvement of the employee himself in the process. Beatty and Schneider (1981:311) concur with this view when they argue that the individual must take initiative in planning his or her own career. A realistic self-analysis to uncover one's strengths, weaknesses, and career interests and objectives is a good first step. However, the success of career planning and staff development depends on the existence of a culture of participation. Flippo and Munsinger (1975:357) point out that, "If employees are stimulated to participate in decisions affecting their work, they will often respond with

increased effort in the execution of the organisation's tasks. They have an added sense of responsibility resulting from the gratification of their need to be more independent. At best, a well-nurtured culture of participation could make employees feel loved and cared for. If this happens, they may be willing to talk freely and enthusiastically about their career needs and aspirations.

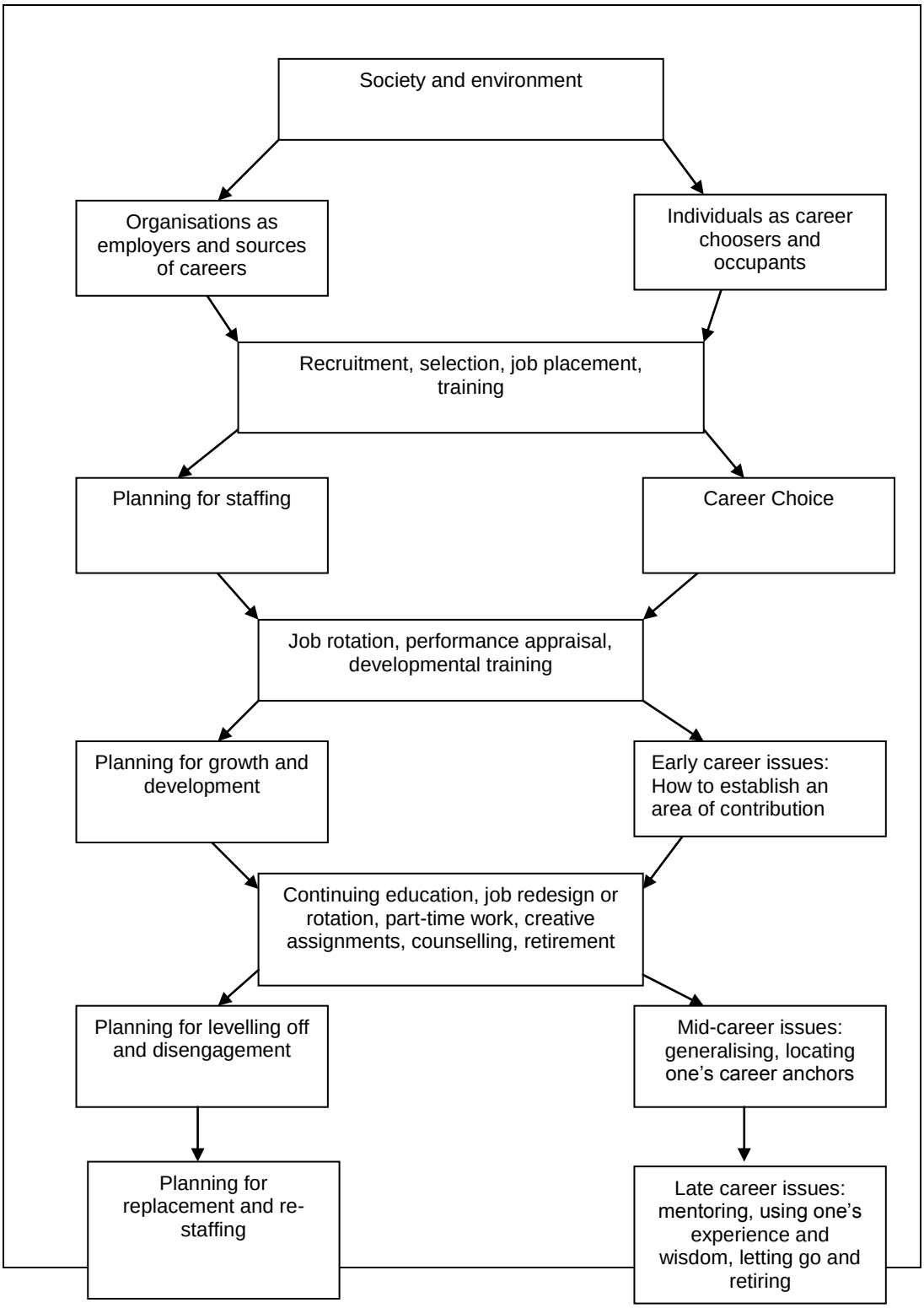
Following from the above observation, there are two crucial points that can be made in respect of skills development in the EPWP. The first point is that a culture of people development needs to be developed within the EPWP environment; so that managers and support staff can understand the value of training and development not only in their own lives but also for the target groups that the EPWP programme is meant to empower. There is a need to see development as a life time investment in people. Such thinking could have positive spin-offs for service delivery in the public service in the long run.

The second point is that target groups (EPWP beneficiaries) need to be encouraged and motivated to discuss their career goals with trainers prior to the commencement of the skills training workshops. This needs to happen during the skills needs assessment phase. According to Carrell, Elbert, Hatfield, Grobler, Marx and van der Schyf (1996:107), positive reinforcement is central to most motivation techniques. People taking part in EPWP programmes need to feel that they are part of the process and that their efforts are fairly rewarded. Rewards include both certificates validating learning and competencies and financial incentives for their meaningful contribution to the achievement of EPWP objectives.

Furthermore, in order for training and development to produce the desired results, it must be aligned with other HR activities. The importance of the matching process is that it brings employees and the organisation together into ideally a mutual profitable relationship Schein (1978). Examples of HR

activities that need to be aligned with training and development plans are recruitment, selection, training, job assignment, performance appraisals, and promotions. The following diagram shows how this integration can be achieved in real situations.

Figure 2: Recruitment and career planning





Source: Schein (1978)

According to Schein (1978), Figure 2 expands the concept of the basic model into a temporal, developmental perspective. The society and the culture, through their laws, policies, social institutions and programmes create the incentives and constraints which make up the occupational structure, or the labour market. Organisational recruitment and personnel development policies will ultimately reflect the environmental conditions which prevail. Schein (1978) states that these conditions are a major activity on the part of the organisation in terms of its planning function because they identify needs for human resources for both the short and long term.

This model, according to Schein (1978), shows that these planning activities must take into account the career development cycle, focusing not only on initial recruitment, but also on the growth and development of human resources, levelling off and disengaging as people's needs change or as the nature of the work changes, and retirement and replacement. It is also important to emphasize from the outset that such organisational planning must take place for the sake of organisational effectiveness, whether or not any individual career planning takes place.

Schein (1978) mentions five reasons for adopting a career development perspective in organisations. These are discussed briefly below.

2.21.3 Encourage analysis of the total person

The career development perspective encourages one to consider the total person who comes to work. This means that it must consider how activities related to self-development, career development, and family development

interact throughout the entire life span of that person. This has become especially important in recent years because of societal value changes about the meaning and importance of work, and how work and family concerns should interact.

2.21.4 Analysis of different careers and occupations

This perspective reminds us that individuals enter organisations through many kinds of occupations, for example engineering, sales, finance, accounting, production work, clerical, and office work. Some of these occupations become specialized and lead to staff or individuals' contributor careers. It is important to understand not only the paths and sequences of each of these occupations within the organisation, but also their interaction, as the success of the organisation becomes more dependant on such interactions.

For most large organisations today, both technology underlying what they produce and the market place within which they deliver or sell their product or service have become more complex, and success is becoming increasingly dependant on effective interaction among people. This can be understood from the career perspective, which reminds us that each of these people will have developed a cognitive style, a set of values and attitudes, and a set of skills which reflect their particular occupation and career history. The success of the organisation will depend on their ability to attract good people in all areas, create viable career paths, and manage them in a way that will integrate their efforts.

2.21.5 Enlarge the concept of organisational development

The career development perspective makes it possible to take a more realistic view of how organisational development and long-range organisational health can be related to each other. According to Schein (1978), most writers on organisational development emphasize the

importance of creating “readiness for change” or the need for a “critical mass” before change will be sustained, or a need to “unfreeze” the system before a new innovation can be considered and implemented, but they have not explained how such readiness can be achieved or how critical masses of committed employees or managers can be identified.

Schein further observes that massive training interventions, such as putting everyone through a common training programme, is one method of addressing readiness, but a preferable solution is to expose a broad range of employees and young managers to relevant developmental experiences early in their careers, with the explicit expectation that such experiences may not pay off for five, ten or fifteen years until those same people have reached senior positions.

A career development perspective forces one to look at organisational and individual effectiveness over a longer period of time – several decades – and to recognize that long-range changes will be embodied in the skills, values, and attitudes of the individual managers and employees who make up the key elements of the organisation over a particular period of time.

Schein (1978) adds that many organisational development efforts are geared to fixing immediate problems with existing people; no provision is made for a change of people. For example, to redesign the work system of a factory without creating a career development system which will ensure that future plant managers will feel comfortable with the new work system is to invite failure in the long run.

2.21.6 Analysis and understanding of organisational “climate” or “culture”

The career development perspective permits and encourages one to analyze organisational climate or culture. The organisations differ in culture, the kinds of goals they have, the values which underlie employee relations and manager/subordinate interactions, and their stances toward the community (Schein, 1978). According to Schein (1978) the career development perspective leads us to work on two hypotheses about cultural differences among organisations:

Firstly, differences may be based on the personality and career history of the founders and key members of the organisation. The values and attitudes of founders and early key members often become the source of later company policies, and one can understand those policies only by analyzing the key people. In pursuing such an analysis of key people, it becomes important not only to consider their personalities, but also their occupational backgrounds and actual career development.

Secondly, differences may be based on the cognitive, attitudinal, and value differences of the actual occupations which dominate that organisation. Such differences, if and when they are found, are usually the key to managerial style and assumptions operating in an organisation. If they are not understood, it is not possible to assess the kind of organisational development programme that will work or what kind of person is more or less likely to succeed in the organisation.

2.21.7 Providing perspective on social changes

According to Schein (1978), the career development perspective focuses on some of the most important changes which are occurring in the society and in the world. These changes have taken place in a climate of

economic growth and affluence which has created for many a much wider range of career options, including the option to not pursue a traditional career.

2.22 Gauteng Human Resource Development Strategy

The Gauteng Human Resource Development Strategy (2006:12) describes the role of human resource development as follows:

- Enabling faster economic growth and job creation
- Fighting poverty and building safe, secure and sustainable communities
- Developing healthy, skilled and productive people
- Deepening democracy and nation-building and realising the constitutional rights of people
- Building an effective and caring nation.

The Strategy further states that HRD has a critical role to play in realising these socioeconomic objectives, particularly relating to:

- Providing a quality pipeline of skills for key economic and social sectors
- Promoting shared growth through building social capital and expanding the opportunities available to the poor
- Moving the economy up the productive value chain through expanding national and regional systems of innovation
- Improving the efficacy of public services and governance
- Leveraging human capital as a source of competitive advantage.

Furthermore, the Gauteng HRD Strategy (2006:5) proposes three High-Impact Step Change Solutions and five Systemic Breakthroughs that are needed to address the skills backlog facing the province, as listed below:

i) Maximising the Triple Helix: 3 High-Impact Step Change Solutions:

- Managing the talent pipeline
- Leveraging the entrepreneurial value chain
- Harnessing priority skills for a service revolution

ii) Unlocking Structural Barriers: 5 Systemic Breakthroughs:

- Accelerating improvements in the education foundations
- Creating a skilled, adaptable and employable workforce
- Supporting the eradication of poverty and unemployment
- Expanding the national system of innovation within the province
- Developing Gauteng's capacity to drive HRD and skills development.

What is evident from these proposals is that training is a central aspect of alleviating unemployment and poverty, the central aims of the EPWP. Another important issue is the determination to create an adaptable and employable workforce in the Gauteng Province. The EPWP aims to achieve this goal by extending training opportunities to the poor and vulnerable, such as women, youth and people living with disabilities.

2.23 Analysis and discussion

Unemployment in South Africa is structural and increases every year. The labour market has not being able to deliver employment, and South Africa's growth path is such that continued elevated levels of unemployment among the unskilled are likely to increase.

Government employment strategy should take into consideration the structural employment nature of the crisis and develop policy instruments oriented to the creation of demand through implementation of large-scale public sector employment programmes, offering guarantees and sustained employment.

The South African Human Resource Strategy advocates for focused education and training opportunities that will equip people with needed skills and make them more employable. The government has committed itself to urgently implement skills development programmes aimed at overcoming poverty and unemployment, and the unemployed should have access to skills development programmes that are explicitly designed to promote employment and income. Furthermore, career development strategies are used to improve human resources planning and development, and also to address the problem of sustainable employment.

The HRD is a challenging but critically important process in organisations today, as the demand for high quality products and services has increased significantly in both public and corporate sector organisations. The most important contribution of HRD in organisations, it was pointed out, is the potential to create quality jobs that are sustainable; which is what developing countries like South Africa need.

As globalisation tightens its grip on national markets, more and more organisations around the world are beginning to realise the importance and value of investing in human resource development. Since 1994, a strong orientation towards HRD has emerged in South Africa, with both public and private sector organisations showing great interest. With its long-term emphasis, human resource development, if planned and executed properly, may yield greater benefits for organisations and the country at large, as it lays a solid foundation for a skills development culture and a climate that supports life-long learning.

The HRD has a strong focus on long-term learning and provides organisations with an ideal opportunity to create multi-skilled and flexible work forces that they can reward and retain for future use. In this way, HRD contributes directly to job growth and sustainability. In fact, a well co-

ordinated HRD strategy spanning all sectors of the economy may lead to the creation of high quality jobs that can make a difference to the lives of many people who have long been outside the mainstream economy.

Perhaps the most valuable aspect of strategic HRD is that it strikes a balance between organisational goals and the career aspirations of employees. It achieves this by continuously integrating HR plans with the strategic goals of the organisation. For example, effective training (as one component of HRD) may lead to improved staff performance, which in turn could result in improved organisational efficiency and effectiveness. Better employee performance may be a sign of high staff morale and increased job satisfaction. This example illustrates the mutual benefits of HRD for organisations and their workforces.

The success of HRD implementation depends on a number of factors and these are, among others, viewing or treating HRD as a national priority; close collaboration between government and the private sector (public-private sector partnerships); visible and meaningful top management commitment and support at the organisational level.

Challenges include achieving job sustainability in the face of increased casualisation of the work force and labour-broking activities. In South Africa, the casualisation of labour has been met with strong opposition from labour unions and human rights organisations on the basis that this approach not only puts people out of jobs, but also creates a high level of uncertainty and instability in the country's labour market as it fuels job-hopping and retrenchments.

2.24 Conclusion

This chapter has identified and analysed the literature of relevant local and international authors, which has added value in developing a sound

theoretical framework for employment sustainability as provided by government programmes.

CHAPTER THREE
RESEARCH METHODOLOGY

3.1 Introduction

A catalyst in the successful implementation of any investigation is the research methodology. The main objective of this chapter, therefore, is to outline the methodology used in addressing the research question on job sustainability in the Expanded Public Works Programme.

3.2 Research design

According to Leedy and Ormrod (2001:91), research design is the complete strategy of attack on the central research problem. It provides the overall structure for the procedures that the researcher follows, the data the researcher collects, and the data analysis the researcher conducts. Simply put, research design is planning. The research design is a plan for the study, providing the overall framework for collecting the data detailed steps in the study and guidelines for systematic data gathering.

Strause and Corbin (1990:17) define research design as the consideration and creation of means of obtaining reliable, objective, and valid data. These writers further indicate that the research design is a plan that will be applied during the investigation in order to answer the research questions, and aims to ensure that answers to questions are accurate. In this study, the research plan was based on a case study, namely Gauteng Department of Transport.

3.3 Approach

Given its exploratory nature, the study sought to discover whether or not EPWP training programmes had resulted in the creation of sustainable jobs in the Gauteng Province. This necessitated the adoption of qualitative research principles. Qualitative research refers to inductive, holistic, systemic, subjective and process-oriented methods used to understand, interpret, describe and develop a theory on a phenomenon or setting. It is a systematic, subjective approach used to describe life experiences and give them meaning (Burns and Grove, 2003:356; Morse and Field, 1996:199).

Holloway (2005:4) argues that qualitative research is mostly associated with words, language and experiences rather than measurements, statistics and numerical information. Researchers who use qualitative research adapt a person-centred and holistic perspective to understand the human experience, without focusing on specific concepts. The original context of the experience is unique, and rich knowledge and insight can be generated in-depth to present a lively picture of the participants' reality and social context. These events and circumstances are important to the researcher. Regarding the generation of knowledge, Holloway (2005:7-51) further points out that qualitative research is characterised as developmental and dynamic, and does not use formal structured instruments. It involves the systematic collection and analysis of subjective narrative data in an organised and intuitive fashion to identify the characteristics and the significance of human experience.

A Van der Wal (1999:55) point out that qualitative research adopts a person-centred and holistic perspective. It develops an understanding of people's opinions about their lives and the lives of others. In qualitative research, the researcher is required to be a good listener, non-judgmental,

friendly, honest and flexible. Qualitative research is a form of content analysis covering a spectrum of approaches that range from empirical phenomenological psychology to hermeneutical-phenomenological psychology, depending on the data source.

3.4 Sampling

According to Unrau, Krysik and Grenell (1997:251), the population is the "entire set or universe, of people, objects or events of concern to a research study, from which a sample is drawn. As shown in Table 6 below, the sample for this study comprised senior managers, middle managers, project managers, consultants, contractors, project staff and unemployed graduates from the EPWP project. Table 6 provides a break-down of the research sample.

Table 6: Research sample

Respondent categories	**Total**
Senior management	1
Middle management	1
Project managers	2
Consultants	2
Contractors	2
Unemployed people	2
Project staff	2
TOTAL	12

Source: Own compilation, 2009

The respondents were drawn from various levels of the EPWP project system; including unemployed individuals from the labour market. In total, 12 people participated in the study. The people interviewed outside the department were the consultants; contractors and unemployed people

from the community who participated in the programme. All the questions were asked in the same manner and order and manually recorded.

3.5 Triangulation

Neuman (1997:151-152), De Vos (2002:3410) and Leedy (1997:169) discuss triangulation as a method of acquiring validity in a qualitative study. These authors explain that triangulation is a method of validation using various data sources, collection methods and analysis to examine the same variable. This ensures repeating patterns and themes are identified and recorded. Neuman (1997:151) explains that triangulation enables the researcher to view the object of study from different viewpoints. De Vos (202:341) argues that by using triangulation as a validation method, it enables the researcher to observe all aspects of the research topic.

Similarly, Erlandson in De Vos, Strydom, Fouche and Delport (2002:341) argues that the researcher seeks out several different types of sources that can provide insights about the same events or relationships. Newman (2000:124-125) provides further clarity on the meaning of triangulation by stating that surveyors and sailors measure distances between objects by making observations from multiple angles. By observing something from different angles or viewpoints, they get a fix on its true location. In this research, triangulation was used to collect data from the various categories of respondents listed in Table 1 above. One major advantage of triangulating data sources is that it enables the researcher to minimise bias when examining research results.

3.6 Case study

As previously indicated, the purpose of this study was to explore the implementation of EPWP skills programmes in order to determine the

sustainability of jobs resulting from the programme, as implemented in the Gauteng Province. The purpose of the study was achieved through the use of the case study method. A case study can be defined as an extensive examination of a single phenomenon of interest, an example of phenomenology methodology. It is an account of problem situations and events in a real or imagined organisation. A case study approach implies a single unit of analysis such as a company or a group of employees, an event, a process or even an individual. It involves gathering detailed information about the unit of analysis, often over a long period, with a view to obtaining in-depth knowledge (May 1984:3; Easton 1992:1; Hussy and Hussey, 1997:65).

The case study method used in this research is mainly based on the work of Yin (2003). Yin highlights four key stages that need to be followed in the development of case studies: designing the case study; conducting the case study; analysing the case study evidence; and developing conclusions and recommendations. Furthermore, Yin (2003) states that case studies can be utilised for four applications: to explain complex causal links to real-life interventions; to describe the real-life context in which intervention has occurred; to describe the intervention; and to explore the situation in which the intervention being evaluated has no clear set of outcomes; The purpose of this research report is therefore based on Yin's four reasons for developing case studies, to:

- Explain the role of the Department of Roads and Transport in implementing and effectively achieving the EPWP objectives;
- Describe the process followed in empowering participants in the programme;
- Describe the EPWP as an intervention in curbing unemployment;
- Explore whether EPWP is effectively achieving its intended objectives.

A single case study methodology was followed and a case study on the Department of Roads and Transport will be developed, in order to ensure that an in-depth focused study is undertaken. According to Stake (1995) case studies are ideal to undertake in-depth investigation. As a valid research tool, a case study methodology is known as a triangulated strategy. Triangulation could occur with data, investigation, theories and even methodologies. According to Yin (2003) validity in case studies is achieved through the use of multiple sources of data. Yin further identifies six sources of evidence for data collection in case studies, namely documentation, archival records, interviews, direct observation, participants' observation, and physical artefacts. This report uses multiple sources of evidence, namely interviews and documents. The data collected and analyzed will be used to test the theoretical framework developed in chapter two.

Three roads projects were identified as a case study; the participants in the research are people who have participated in the projects as beneficiaries. The programme aimed to improve their lives by providing work opportunities, experience and an income and also skills to enable them to enter the formal labour market. Respondents included the contractors hired to construct roads and use the beneficiaries in their projects; the consultants who were to ensure that the beneficiaries are given job opportunities and monitor their training; the officials who are custodians of the programme and are able to measure whether the programme is meeting its intended objectives in line with the EPWP documents; and officials who were further categorized as Senior Managers and Project Managers.

The qualitative dimension and using interviews with open-ended questions as the purpose was to get in-depth responses about the research problem. As indicated above, there was the use of documents like guidelines on how the programme should be implemented. The research questions were

categorised to three different sets in order to target the three key role-players involved in the implementation of the EPWP programme, namely the officials, the consultants and contractors, and the participants; to obtain the understanding of the purpose of the implementation of EPWP in the province; to examine the processes followed in implementing the programme; and to analyse the output or results of implementing the programme.

The study was confined to the Gauteng Department of Roads and Transport; therefore the research findings were also limited in that they could not be generalized or projected onto other government departments or the public sector in general. Essentially, the key weakness of the case study, especially a single case study, has been that the results of a case study cannot be generalised and made applicable to the wider society. However, a case study is a very useful tool to provide an in-depth description of implementation of a project. The research for the case study on the roads project, as implemented by the Department of Roads and Transport in the Gauteng Province, was gathered over a period of three months. The interviews were conducted over a period of two weeks.

3.7 Research process

In-depth interviews were conducted with people working for the Gauteng Department of Roads and Transport, as well as consultants, contractors and participants in the EPWP. The process involved the design of questionnaire; the selection of participants within the Department; the identification of consultants and contractors who participated in the programme; and lastly beneficiaries. Public officials were interviewed in their respective offices, while beneficiaries and service providers were interviewed at various construction sites in and around Johannesburg.

The research questions were designed in such a way that they ensure maximum information is collected with regard to implementation and understanding of the EPWP within the Department of Roads and Transport. The questions were designed to ensure that external participants are able to give as much information as they can regarding their participation in the programme. The questionnaire had seven questions and one hour allocated for each interview.

3.8 Data analysis strategy

According to Neuman (1997:426), data analysis is a search for patterns in data, also recurring behaviour, objects, and thought patterns, and that data analysis involves ‘examination, sorting, categorising, evaluating, comparing, synthesising and contemplating coded data as well as reviewing the raw and recoded data. This approach was used to analyse data on the case study.

3.9 Conclusion

In this chapter, the research methodology was explained by focusing on the approach, research design, sampling technique, data gathering methods and data analysis strategies.

CHAPTER FOUR
RESEARCH FINDINGS

4.1 Introduction

This chapter presents the case study on the implementation of the EPWP by the Department of Roads and Transport in the Gauteng Province. The purpose of this study was to examine the effectiveness of the EPWP in assisting unemployed people with employment opportunities, training and skills development. The objectives of the EPWP are to enable people to gain experience, earn an income and become employable after the completion of the project.

4.2 Case study overview

This study looks at institutional issues relating to project design and implementation, as well as other dimensions that relate to human resource development and career development with regard to the theoretical framework discussed in chapter 5, and in relation to input provided by interviews both within and outside the department.

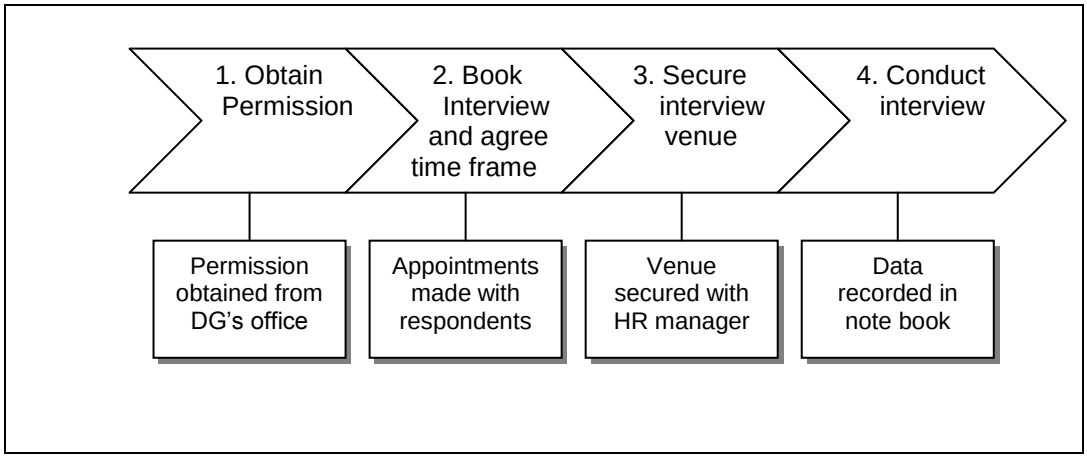
The Department of Roads and Transport is responsible for the construction and maintenance of roads in the Gauteng Province. The Expanded Public Works Programme is a national programme intended to alleviate poverty and unemployment, in which infrastructure development was identified as one of the sectors to be implemented using EPWP principles.

4.3 Data collection process

Having explained the contextual issues surrounding the case study, it is now appropriate to look into the process followed to collect data from the

case study organisation or environment. The following diagram provides insight into the data collection process:

Figure 3: Data collection process



Source: Own compilation, 2009

As shown in Figure 3, the data collection process in the case study consisted of four major steps and these involved obtaining permission or consent, making interview bookings with respondents, finalising a suitable venue for the interviews, and conducting the interviews.

As illustrated in the diagram above, each of these steps was accompanied by specific action tasks. For example, in order to get permission, the researcher approached the director-general's office, while booking entailed contacting respondents and to finalise interview appointments.

Data was collected from the case study using unstructured interview questions. The interviews were conducted in a board room which had been provided by the human resources manager on request. Prior to the interview, respondents were advised about their rights and assured that these would not be violated during the interview, and that privacy and confidentiality would be maintained.

4.4 EPWP Revisited

Once again it is important to bring the case study into perspective in order to prepare for the presentation of research results as well as the subsequent analysis in chapter five of this research report.

4.4.1 Objectives of EPWP

Before presenting the results, it is important to revisit the objectives of the EPWP, as they provide the yardstick against which the findings of the study on job sustainability can be measured. From the interviews held with the officials within the department on their understanding of what they hoped to achieve by using the EPWP, it was evident that there was an understanding of the objectives:

- Job creation and skills development
- Alleviating poverty, equipping people with skills
- Maximizing intake of labour in projects
- Labour-based construction.

4.5 Other important EPWP considerations

Apart from the objectives stated above, there were certain activities that may also help shed considerable light regarding the findings of the study on the implementation of the skills and job creation initiatives in the EPWP. All three items discussed hereunder have been adapted from the EPWP Overview Report (2004:19). These items reflect the government's position regarding implementation resources for the EPWP.

4.6 Funding

The EPWP is predicated on a multi-year budgeting system that ensures a steady flow of government investment in the identified service areas. It is

also based on the assumption that additional funding is secured in the next Medium Term Expenditure Framework (MTEF) cycle for the expansion of the programme, and that additional funding was secured from 2005 for the planned expansion of the programme. As stated above, it is assumed that funding exists to create the additional long-term posts required to sustain the service delivery.

4.7 Training environment

The training environment is crucial to the deliverables of the EPWP. It is assumed that the Department of Labour will be a key partner; that the relevant SETAs have the capacity and competence to deliver; and that adequate capacity exists in NQF-accredited service providers. Centralised capacity to evaluate the relevance of training in terms of exit opportunities also needs to be in place.

4.8 Enabling environment

The take-up of labour-intensive approaches depends in part on the existence of a raised awareness of the benefits of labour-intensive approaches and an enabling environment for the adoption of such approaches. This requires both changes to tendering and other procedures, and mechanisms to identify and capture new ideas and opportunities for mainstreaming labour-intensive approaches.

4.9 Corruption risk

A significant risk in the EPWP is the potential for corruption within the system. Mitigating this risk involves strong management, good systems and auditing capacity within each of the project management units.

4.10 Key Programme Indicators

Programme indicators were defined as follows by the Guidelines document:

Person-days of Employment Created

The number of people who worked on a project **x** the number of days each person worked.

Job Opportunities

1 job opportunity = paid work created for an individual on an EPWP project for any period of time. In the case of Social Sector projects, learnerships also constitute job opportunities. Moreover, the same individual can be employed on different projects and each period of employment will be recorded as a job opportunity.

Project Wage

The minimum daily wage rate = the daily wage (whether task-rated or time-rated) per individual project. This wage rate must be included in the project tender document at all times, as per the EPWP Guidelines.

Training Person-Days

The DoL agreed to offer an EPWP Life Skills Course. In line with this agreement, the number of training person days achieved by attending this course (or modules of this course) needs to be captured on an ongoing basis. This also applies to any other courses provided. The number of training person-days is calculated as follows: the number of people who attended training **x** the number of days of training. For any other training, one training day equates to at least seven hours of formal training. It is, however, important to draw a distinction between accredited and non-accredited training person-days.

Project Budget

The project budget = the price tendered by the contractor plus the professional fees for the professional service provider appointed to design and supervise the project. The project budget excludes government management and administration costs.

Actual Expenditure

Actual expenditure relates to the expenditure on the project by the contractor plus the expenditure by the professional service provider appointed to design and supervise the project. The actual expenditure excludes expenditure on government management and administration.

4.11 Demographic characteristics of workers

The number of workers that fall within the following categories must be recorded: youth (i.e. 18–35 years of age); women; and people with disabilities. To date, the definitions provided in the original Preferential Procurement Regulations of 2001 (for these categories of beneficiaries) have been fully utilised (EPWP Five Year Report, 2004 – 2008: 19-21).

4.12 Main goals of the Gauteng EPWP

No consistent and clear-cut answers were provided to this question. It was only project staff and consultants that seemed to have a clear picture about the goals of the EPWP.

4.13 Steps followed to implement the EPWP in Gauteng

The officials interviewed in the Department were of the opinion that EPWP is not given as much attention as it deserves because, according to one official, the programme is co-ordinated in another unit; this unit does not do much in ensuring the officials in the Department understand the role of

the EPWP. Where officials are clear on the objectives, this would mean that the consultants and contractors would be properly briefed on what they want to achieve.

When asked about the brief given to consultants and contractors on the process of implementing the programme, it was evident that the implementation processes in the Department are disjointed in that the service providers were briefed by other consultants. This gave consultants excessive latitude to implement the programme they way they saw it rather than as the Department intended it.

4.14 Stakeholder participation in the EPWP

With regard to this question, it was indicated that the departments involved in the implementation process, together with the consultants, were the active participants in the implementation of the EPWP. Consultants were the most dominant stakeholders in the implementation process. No mention was made of the role that beneficiaries could play in the EPWP project. The recruitment of trainees was done by “councillors and community liaison officers”.

4.15 The link between EPWP training and HRD policies / legislation

Buckley and Caple (1995:13) define training as a planned and systematic effort to modify or develop knowledge, skills and attitudes through learning experience, to achieve effective performance in a range of activities. Its purpose, in the work situation, is to enable an individual to acquire abilities in order that he or she can perform adequately a given task or job.

None of the officials interviewed understood the need to have the EPWP linked to the national HRD policies. Emphasis was placed on the pressing need to use EPWP as a job creation vehicle. There was a strong pre-

occupation with employment creation, rather than human resource development which, as indicated in chapter two, focuses on long-term investment in human capital development and retention strategies.

According to Buckley and Caple (1995:13), training has always played an important and integral part in furthering many kinds of human development. However, the fact that training can make an important, if not crucial, contribution to organisational effectiveness is only now being recognised fully. Companies, organisations and governments are beginning to appreciate the value of adequate, consistent and long-term investment in this function.

Therefore, the gap between EPWP training initiatives and national HRD policies, as revealed by the findings of the study, may be an indication that training is not yet seen as a long-term investment in the case study organisation.

4.16 The extent of skills development in the EPWP

While half of the officials interviewed were impressed with the short-term gains made through the EPWP projects in job creation, the other half of respondents seemed uncertain on whether training was effective or ineffective in the EPWP. One official blamed this uncertainty on the lack of communication between consultants and the implementing units. The official pointed out that “the mistake has been to allow consultants to lead the process without proper guidelines as to how this can be achieved with maximum involvement and consultation of the other key role-players in the implementation of EPWP projects”. There was no agreement as to whether training was producing the desired results in the Gauteng EPWP project.

All the officials interviewed gave different types of training which indicated that there was not much understanding of type of training and how long it takes to train people before they participate in the project. Some of the responses provided were:

- “Safety training”
- “Issues of tender”
- “Training specific to projects like culverts”
- “Training takes 2 to 5 days”
- “On-the-job training’
- “No training before the start of the project”
- “Life skills”
- “Concrete basic”
- “HIV/Aids”.

4.17 Financial management

The interviews with officials also revealed that there were no clear standards on the payment of stipends during training which, according to officials, varied from R50 to R80 per day, and the duration of employment differed depending on the type of project. The officials indicated that the project may take 3 to 6 months but the workers may be engaged in a project less than those months; because they are engaged per task, and duration of those tasks varied greatly. It was strongly felt that this short-term approach to job creation could not successfully begin to address poverty eradication.

4.18 Post-EWPW employment opportunities

This question elicited negative responses from most participants, who felt that the EPWP was like a “temporary employment” service. People were employed for less than 5 months and had their contracts terminated

thereafter, thereby forcing them to join the high number of people already unemployed in the Gauteng province.

These results negate the government's approach to job creation as stipulated in its policy guidelines. The Expanded Public Works Programme Five-Year Report 2004/05–2008/09 provides clarity on how the government wanted the EPWP to be implemented in order to drive employment creation:

A guiding framework for the implementation of labour-intensive projects was issued by the EPWP in 2004 and updated in 2005. The document provided the means by which labour-intensive works could be implemented under the most commonly encountered delivery model, namely "design by the employer" (i.e. the model by which the contractor undertakes construction on the basis of full designs issued by the employer). It also assumed that the public body would appoint a consultant to design the works and to administer the contract. In addition, the document provided guidance in respect of:

- Identification of suitable projects;
- Appropriate design for labour-intensive construction;
- The specification of labour-intensive works; and
- The compilation of contract documentation for labour-intensive projects.

The guidelines stipulated that the employment of locally employed temporary workers on all EPWP labour-intensive infrastructure projects had to be in line with the Code of Good Practice for Employment and Conditions of Work for Special Public Works Programmes issued in terms of the Basic Conditions of Employment Act, 1997 (Act No. 75 of 1997) and promulgated in the Government Gazette, Notice No. P64 of 25 January 2002.

Furthermore, specific direction was provided regarding contract clauses to be included in order to amend or augment standard documentation regarding the implementation of labour-intensive projects. The document specified that all guidelines should be applied to all relevant projects for which the design process commenced after the beginning of the 2004/05 financial year (Expanded Public Works Programme Five-Year Report 2004/05-2008/09).

4.19 Monitoring and evaluation systems

It was widely accepted that EPWP projects were being monitored in the various implementing units but none of the officials interviewed gave a clear answer as to how the monitoring and evaluation processes were conducted. The only concern raised was that, in cases where EPWP monitoring and evaluation was poor or weak, “corrupt elements took advantage of the situation and used the opportunity to squander scarce public resources in order to enrich themselves.” There was a deep concern that the lack of effective monitoring systems in some EPWP projects was the major cause of corruption; which manifested itself in the tender process.

4.20 Successes and challenges in the EPWP

As a short to medium term government strategy for job creation, the EPWP was seen as a great hope for the poor in that it provided basic skills that could enable people to find work and make a living in the Gauteng province. However, it was noted with some concern that government had to make a more concerted effort to expand the EPWP projects so that employment opportunities can be spread to other sectors of the economy.

4.21 The EPWP and job creation goals

Most of the officials interviewed felt that unless people themselves, and not consultants, took full ownership of their own development, EPWP projects would become “a fruitless expenditure” in the Gauteng province. The overall feeling among officials was that the lack of clearly stated targets which are communicated to, and shared with, all stakeholders in the EPWP system was one of the major factors that undermined the performance of EPWP projects.

The training component is crucial in the implementation of EPWP. The participants in the programme have to be trained before they are employed in any project. The training has to be linked to the specific project that has to be implemented. One respondent highlighted the dilemma in EPWP training, explaining that “The project takes 18 months, first 6 months no intake of labour, so in the 12 months they are employed for 4 months”.

The units responsible for implementing EPWP are expected to develop exit strategies for participants when completing the project to guarantee employment sustainability. It was evident from the responses that there was no exit strategy developed by the Department. The remuneration of the participants was done either fortnightly or on a monthly basis, at R800 and R1 600 respectively.

The interviews with the consultants and the contractors revealed that they are more informed than the officials on the issues of implementing EPWP. Their responses, although diverse, indicated an understanding of why EPWP is implemented. Some of the responses provided were:

- “Creation of jobs, the demand for construction has gone up and there is a need for transfer of skills to local labour and high

technical design software in use. “Contractor development” contradicts the objective of job creation in that less labour is utilized.

- Designing of roads should ensure that it maximizes the labour content that is targeted. It should also ensure the development of SMMEs so that they become effective business entities in the industry.

On the brief of what they were supposed to do in implementing EPWP, the consultants and contractors understood the outcome of the project more than the outcome of the programme; this is indicated by their responses:

- Maximize labour intake and use of local labour, especially women, youth and disabled;
- Alleviate backlog, construct roads using the local labour;
- Eradicate gravel roads and put in storm water drainage;
- Create employment and skill unemployed SMEs, youth and women.

Training is the cornerstone of development, and of the EPWP. The type of training given to participants is crucial in that it enables them to develop marketable skills, and become more employable. However, the interviews with consultants and contractors revealed that not much training is done for the participants. Furthermore, there is no training that takes place before the implementation of the project as a requirement of the EPWP. The type of training given to participants has no impact in terms of changing their lives.

On-the-job training does not guarantee a participant’s knowledge on the aspect of work that he/she has been performing in the projects. This is an important factor in the participants in the EPWP reverting to unemployment. The responses from the interview also showed that the consultant and contractors do different things in the projects they manage

and construct. These are the types of training as indicated by consultants and contractors:

- Site induction and on-the-job transfer of skills- worker gets to know the job by supervision
- Learner contractor 2 years NQF Level 2 where people are given basic theory and practice for the period of two years, Supervisors NQF Level 4 and supervisors are provided supervisory skill in construction.
- 2 Weeks cement and concrete training, technical training dependant on circumstances- an actual training on performing a particular type of project, e.g. sidewalks
- On-site training, first aid and HIV and Aids – This entails life skills transfer to project participants
- Capital – plants, equipments maintenance; finance management; project management and administration- These soft skills such as business management skills.
- 6 day training for Community Liaison Officer This training deals with community participation in the project. Normally, a community member is trained on community liaison skills so that a proper relationship between contractors and workers exists.

The consultants had the same response as the official as regards the stipend paid to participants when doing training. The employment of the participants is based on the type of project, and they are employed per task. This is indicated by some of the responses from the interviews with consultants and contractors:

- They are employed per task to do things like excavation, put storm water pipes; backfilling and laying of sidewalks; tape seal and curbing;
- Employed per task, they are used before the road surfacing and marking the road when it is complete;
- Programmable works – road rehabilitation; routine maintenance.

Some consultants indicated that there was no exit strategy developed for participants in the programme, although only three consultants responded positively on it. The following are reflections of respondents on the exit strategy:

- The exit strategy has been crafted for learner contractors. This was done through ring-fencing of projects that were earmarked for learner contracts.
- The challenge is non-availability of exit strategy for local labour;
- The exit strategy for supervisors is done through employing them in projects that are owned by learner contractor;
- Those who participate are taken through phases in the projects and when it finishes they are then recommended to other companies who need the same skills they have been provided by the learner contractor;
- They market themselves to companies who are paying higher rates than EPWP. In these companies, participants are given the opportunity to grow by starting at low levels and gradually moving to higher levels. r

For the study, roads and construction projects were selected.

Table 6: Employment creation by EPWP

Year	Total number of jobs created	Total number of sustainable jobs	Total number of workdays
2006/2007	468	n/a	n/a
2007/2008	117	n/a	28116
2008/2009	151	n/a	19726

Source: EPWP Review Report 2004

The response from the participants in the projects revealed that they were not given any training before the start of the project; they were only

afforded on-the-job training. Opportunities for employment were guided by the task that a person is given after the completion of the task; chances of being offered another task were very limited, and as such the intake of labour was high in some instances because of the rotation basis.

The participants interviewed indicated that since the completion of the projects, they have not been able to get employment and were back in the cycle of unemployment. Gauteng Province has seen an increase in unemployment from 21 per cent to 23 per cent in the second quarter of 2009, and this implies that many people participating in EPWP projects will be included in these figures.

4.22 Recommended changes to the EPWP

The majority of participants who participated in the study were of the view that certain changes were needed to help improve service delivery in the EPWP. Some of the wide-ranging inputs given by respondents in this regard were as follows:

- “Given a Bill of Quantities that stipulates the targets and number of people to be employed”
- “Employment of people”
- “Involve people”
- “Let the right people handle recruitment”
- “Discourage the use of consultants”
- “Transfer skills to local workers”.

The strong negative feelings about consultants became a recurring theme throughout the research process. The government projects are implemented by consultants and contractors, and the brief and instructions on how the projects will be implemented and what must be achieved should be clear from the beginning. This will help to eliminate mostly fruitless expenditure, and confirm the EPWP as a focused programme

which has specific objectives. The failure to communicate this early in the process mitigates against the achievement of the objectives.

4.23 Summary of findings

4.23.1 The study has revealed that the implementation of EPWP by the Department of Roads and Transport is not yielding the intended results, namely, to ensure that the participants obtain experience, an income that will help to alleviate situations of poverty, and the skills that will enable them to find alternative employment opportunities in the broader labour market.

4.23.2 Current training initiatives lack depth and tend to focus mostly on generic skills that are not in high demand in the job market. Consequently the people who graduate from the skills programmes become redundant in the job market, as they cannot compete with university graduates. This situation was exacerbated by the fact that the training offered did not provide portable credits that trainees could later use to gain a full qualification; as required by the National Qualifications Framework.

4.23.3 The findings showed that many workers return to the unemployment labour pool after completing work in the short term EPWP projects and there is no job sustainability guaranteed by the Department of Roads and Transport for people who participate in this programme. The lack of job security in the EPWP system has demotivated many potential participants as the number of former trainees who remain unemployed increases.

4.23.4 The strong emphasis on short-term benefits highlighted the lack of congruence between the EPWP activities and the national human resource development strategy, which created tensions between national policy priorities and provincial goals.

4.23.5 It is also important to note that the Department is an implementing public body. That some of the officials were not informed of the actual implementation processes and guidelines showed a lack of required institutional capacity to manage the programme effectively and efficiently. This also illustrates the lack of a culture of accountability in the case study.

4.23.6 It was further established that stakeholder participation was not treated as a priority in the planning and implementation of EPWP skills development and job creation activities. The marginalisation of stakeholders may dent the credibility of the EPWP in the eyes of clients and increase uncertainty about its intentions and benefits. In addition, the lack of consultation may also discourage potential beneficiaries from participating in the EPWP programme.

4.23.7 The implementation of training programmes was hampered by the lack of co-ordination and co-operation between the various key role-players in the public sector who are supposed to work together in advancing the goals of the EPWP initiative. This was illustrated by the confusion among the officials concerning the procedures and guidelines followed to drive the implementation of the EPWP. In part, this problem was caused by the fact that the EPWP was managed by another unit, which did not share information on implementation procedures with the other units tasked with implementing EPWP projects on the ground. Given this, the chances of success were slim, as implementing units followed fragmented approaches.

4.23.8 The implementation of the EPWP suffers from the lack of a systematic and unified approach that takes into account the unique needs of participants with regard to training and employment opportunities. The inability of implementers to include career planning in the EPWP

significantly reduces the longevity and/or sustainability of EPWP training initiatives and jobs.

4.23.9 A state of confusion prevails between the role-players in the EPWP projects. Evidence suggests that “consultants and contractors understood the outcome of the project more than the outcome of the programme”. This discrepancy could be a manifestation of a bigger problem, and that is, weak communication processes in the EPWP project and withholding of information by certain individuals. At worse, this may cause tensions between the various stakeholders and thus derail training and job creation in the EPWP. Communication is the key to the success and sustainability of any project-based intervention.

4.23.10 An important consideration highlighted by the research results was that the terms of references governing the allocation of resources and execution of project activities appeared to have been sidelined or overlooked in the EPWP system. This is evidenced by the high level of discomfort expressed by the officials who participated in the research concerning the heavy reliance of the EPWP on consultants to implement its programmes.

4.24 Conclusion

The results of the study of the implementation of the EPWP have been presented and summarised, and the next chapter provides a detailed analysis and interpretation of these research findings.

CHAPTER FIVE
ANALYSIS OF RESEARCH FINDINGS

5.1 Introduction

In this section, the data gathered from the case study is organised and analysed in depth. The intention is to demonstrate how this information relates to and addresses the research questions mentioned in chapter one. To recap, the fundamental objective of this research was to use a case study method in order to explore the implementation of the EPWP training and job creation components with a view to determine if these activities had resulted in the creation of sustainable employment opportunities in the Gauteng Province.

5.2 Expanded Public Works Programme revisited

Before analysing the results of the study, it may be useful to revisit the case study in order to set the scene for the analysis process. This brief discussion is based on the EPWP Overview (2004:15). In terms of this document, employment under the EPWP is governed by the Learnership Determination for unemployed learners and the Code of Good Practice for Special Public Works Programmes for all other participants. The Code was gazetted by the Minister of Labour after discussions at National Economic, Development Labour Council (NEDLAC). It allows for special conditions of employment to facilitate greater employment on Public Works Programmes, namely:

- Employers may set rates of pay locally at self-targeting rates to avoid attracting workers away from more permanent employment
- Reduced obligations for employers, e.g. no Unemployment Insurance Fund (UIF) insurance payments
- Task-based payment for labour-intensive works.

This code and the accompanying Ministerial Determination are available on the EPWP website.

These special conditions of employment apply on condition that workers on EPWPs have an entitlement to training and that workers are employed under these special conditions of employment for a limited duration of time (a maximum of 24 months' employment within a five year cycle). All work opportunities are therefore combined with skills training or education that aims to increase the ability of participants to earn an income once they exit the programme. The Department of Labour (DOL), together with the Sector Education and Training Authorities (SETAs), will co-ordinate the training and skills development aspects of the programme.

The Code of Good Practice therefore ring-fences employment conditions on EPWP projects from established industries. This is in order to prevent EPWPs being a vehicle for deregulation of the labour market or for promoting casualisation in the labour market.

The Code of Good Practice also sets affirmative action targets for the employment of youth, women and people living with disabilities on EPWP projects. It also requires that relevant community-based organisations (CBOs) be consulted regarding the selection of workers to be employed on projects.

In addition to working with unemployed participants in the programme, the EPWP will also focus on training public sector officials, private sector practitioners and other interested parties in labour-intensive approaches to the delivery of goods and services. This combined with the work undertaken by the Business Trust to support innovation and create a groundswell of support for the adoption of labour-based approaches, aims to create an enabling environment for alleviating unemployment.

5.3 Government's approach to unemployment revisited

In the EPWP Overview (2004:13) it is stated that two fundamental long-term strategies underpin the government's approach to reducing unemployment. These are firstly, to increase economic growth so that the number of net new jobs being created starts to exceed the number of new entrants into the labour market, and secondly to improve the education system such that the workforce is able to take up the largely skilled work opportunities which economic growth will generate. Short to medium-term strategies have been put in place to contribute towards these long-term strategies. The EPWP forms one of government's short to medium-term strategies.

The case study was analysed based on ten thematic issues that had been addressed during the research interviews with respondents. In other words, these topics flow directly from the research questions and the associated answers presented in chapter four. In the analysis, much emphasis was placed on EPWP training initiatives and job sustainability.

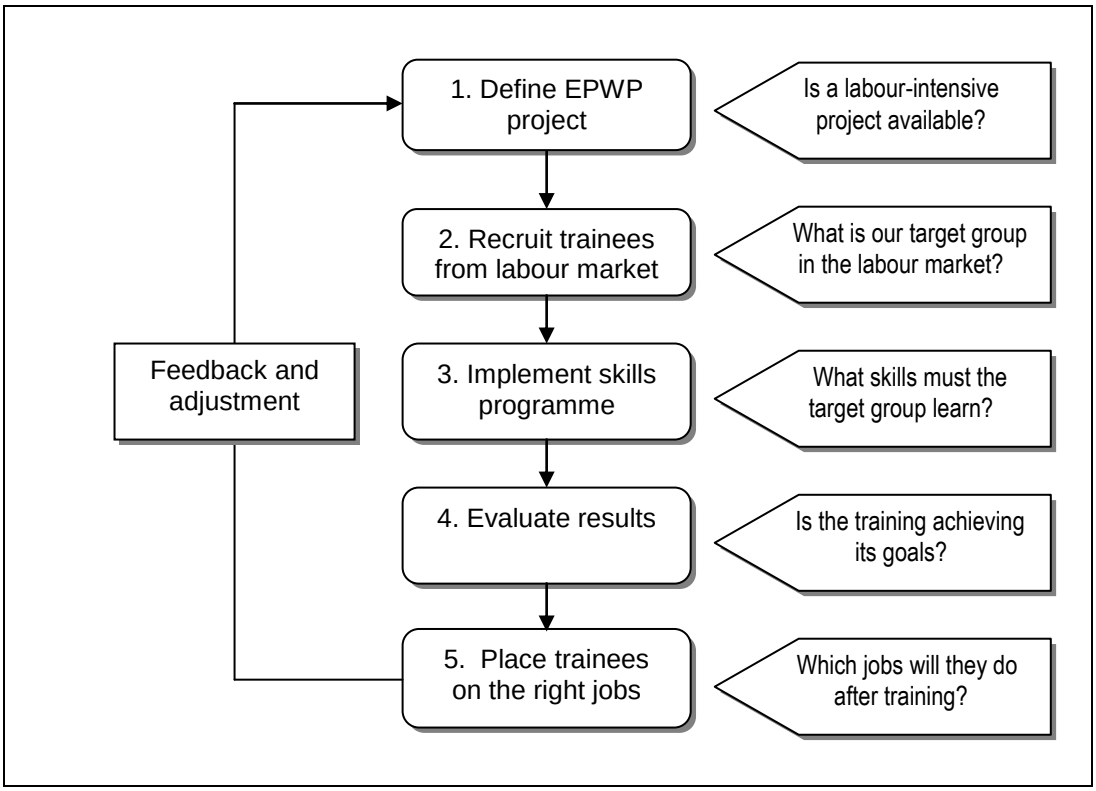
5.4 EPWP goals

The confusion around EPWP goals and targets went a long way in revealing the problems underlying the implementation of EPWP projects. A logical conclusion in this particular case could be that if goals are not understood, then the problem may be that planning is either weak or inadequate in the EPWP project environment; or that EPWP goals are not properly communicated to all the stakeholders.

Leatherman (1999) emphasises the importance of setting clear training objectives; and defines a training objective as simply a statement of what the participants should be able to do after they have finished the training programme. To ensure success, training objectives must be based on the

principle of “SMART”. What this means is that training objectives must be short, measurable, achievable, realistic and time-bound.

Figure 4: Process followed to implement the skills component of the EPWP



Source: Own compilation, 2009

Figure 4 above is based on the inputs provided by respondents in respect of the general activities involved in executing the EPWP project. As can be seen from the diagram, the implementation process covers 5 steps and these are: definition of EPWP project; recruitment of trainees; implementation of skills programme, evaluation of training results; and placing trainees in available positions. Each of these steps is accompanied by a question that guides planners during the needs assessment phase.

The results of the study, however, demonstrated that the implementation of training and job creation in the EPWP system is not without problems.

Specifically, implementation problems facing the EPWP in the Gauteng province revolves around two issues, training and recruitment. These are summarised in tables 5.2 and 5.3 below:

Table 7: Training Problems

Type of problem	Consequences
1) Training targets not specified	Poor training outcomes
2) Improper scheduling of training	Very few people get trained
3) Lack of co-ordination	Widespread discrepancies in training
4) Non-involvement of stakeholders / clients	Dissatisfaction/ low morale among trainees
5) Training not linked to recruitment	Mismatch between goals may lead to conflict
6) Training not aligned to HRD policies	Training fails to achieve national HRD goals

Source: Own compilation, 2009

As outlined in Table 7, there are six training problems in the EPWP. The first problem is that training targets are not specified from the outset. This makes measurement of results very difficult and also leads to the compromise of two fundamental principles, namely accountability and transparency, which are two of the Batho Pele principles underpinning service delivery in public sector organisations in South Africa

The second problem is that training is not scheduled until the beginning of the project. For example, the EPWP project is scheduled for 18 months and a period of 12 months has to lapse before labour intake can be actualised. In addition, recruits are required to work up to 4 months only. Clearly, this compromises the sustainability of these jobs and forces trainees back into the stream of people who are unemployed in the job market.

The third problem is that there is no co-ordination of decision-making between consultants and officials. Evidence shows that there are pronounced differences between the information held by officials and consultants concerning the procedures and processes followed to implement the training component of the EPWP.

The fourth challenge relates to the period of the time for scheduling or implementing the training. Evidence showed that a typical skills programme in the EPWP system runs from two to five days only. Apart from preventing participants from acquiring more knowledge and skills, this also denies them the opportunity to effectively test their skills in the project environment.

The fifth problem concerns the inability of project managers to encourage stakeholder participation. By stakeholders is meant the supposed beneficiaries, for example, job seekers and other interest groups, such as the Department of Labour. This conflicts with the Batho Pele principle of consultation, which requires departments to elicit the views and needs of customers (“citizens”) during the service delivery process

The sixth problem concerns the disconnectedness or incompatibility between EPWP training programmes with national human resource strategy. Nel, Van Dyk, Haasbroek, Schultz, Sono and Werner (2004:412) caution that the training environment should not be viewed in isolation but against the background of current economic, technological, social, and political factors that are in the process of transforming the working world. The authors further argue that the training system in South Africa is being severely criticised for its perceived lack of relevance to market demands.

Meyer and Kirsten (2005:81) speak about the need to improve training outcomes by creating a learning culture in organisations. The authors

argue that while training and development processes constitute a scientific approach to training, the reality is that there is often a gap between what goes on in the classroom and the real world of work. For example, a learner goes on a training programme and returns to work motivated to apply the new knowledge and skills – only to be told by the supervisor to forget about all that theory and that the supervisor's way of doing things will take precedence. The authors conclude by saying that, it is therefore crucial to promote a learning culture in an organisation so that all role-players – managers, unions, learners and trainers, can all support the learning process.

Armstrong (2006:534) concurs with the above viewpoint by stating that the specific objectives of strategic human resource development are to develop intellectual capital and promote organisational, team and individual learning by creating a learning culture – an environment in which employees are encouraged to learn and develop and in which knowledge is managed systematically. The author further points out that, although strategic HRD is business-led, its policies have to take into account individual aspirations and needs. The importance of increasing employability outside as well as within the organisation is an important HRD policy consideration.

The above statement has direct implications for training in the EPWP system, in that it highlights the need for creating a positive organisational climate that encourages people to take full responsibility for their learning and development in the workplace. The findings of the study have shown that a learning culture is lacking in the EPWP training environment, as evidenced by the discrepancies and inconsistencies with regard to the implementation of the skills programme, which is mainly dominated by consultants and not learners who, in terms of the National Qualifications Framework, are supposed to play a central role in the learning process.

Table 8: Recruitment Problems

Type of problem	Consequences
1) No link between training and recruitment	Recruitment plans are likely to miss the target because they are based on inaccurate or insufficient information
2) Inappropriate recruitment method	The fact that HR specialists are not used to plan and effect recruitment may compromise the quality of recruitment outcomes
3) Inattention to labour supply and demand	The lack of specific targets on how many people should be recruited and trained may result in low intake numbers

Source: Own compilation, 2009

As Table 8 shows, the main problem is that there is no visible link between recruitment and training, which is done haphazardly and not delegated to suitably qualified human resource officers. Instead it is done by "councillors and community liaison officers". This may have far-reaching implications for compliance with applicable HRD policies and legislation in South Africa; which include, among others, the Labour Relations Act, Basic Conditions of Employment Act, Employment Equity Act and the Skills Development Act.

Table 9: Measuring EPWP goals against the Findings of the study

EPWP goals	What the research findings say
Job creation and skills development	Only 301 284 jobs have been created through the EPWP so far in the Gauteng province and most of these jobs are not permanent
Alleviate poverty, equip people with skills	Jobs and skills programmes are of a short-term nature and therefore not sustainable in the long-term. This exacerbates unemployment
Maximise intake	Recruitment only takes place after 12 months of project commencement and only a small number of people can be recruited
Labour-based construction	Too much focus on one field e.g. construction severely limits participants' ability to acquire new knowledge and skills in other areas

Source: Own compilation, 2009

What is clear from Table 9 is that, to a large extent, the goals of the EPWP project have not been sufficiently addressed by the training and job creation projects to date. For example, objective one has been diluted by the fact that, although some jobs have been created over the last decade, these have been temporary in nature. As indicated previously, the high emphasis short-term employment is detrimental to job security and longevity.

The EPWP Overview Report (2004) states that the EPWP is based on the assumption that the public and private sector stakeholders have the management, technical and financial capacity to implement the

programme in a reasonably short period of time. This includes national, provincial and local EPWP management capacity available to implement the programme, including personnel, systems, budget provision, the delivery of goods and services tied to the EPWP, and/or the ability to develop the necessary plans to put required capacity in place.

It is also necessary for the monitoring and evaluation systems developed to be implemented by all departments to enable troubleshooting and improvements. All plans developed need to interface and co-ordinate with South African Management Development Institute (SAMDI) programmes and plans. With regard to key partners, capacity is also required in the skills development arena, especially in the relevant SETAs.

The problem here is that the implementation of the EPWP is based on the assumption that "the human resources and management systems are in place to manage service delivery and/or that plans to build the required capacity will be developed and implemented by the government agencies. It is also assumed that the relevant non-governmental organisations (NGOs) and CBOs have the ability to scale up existing programmes to absorb the additional work, and that labour-intensive delivery will be adopted at scale by the private sector and local authorities to enable the roll-out.

Looking at the above statement, the risk here is that these assumptions were not made based on a comprehensive feasibility study to determine who would be involved in the implementation process. Partly, this explains why the execution of the training and job creation components of the EPWP has produced mixed results; as evidenced by Table 9 above.

Table 10: Measuring EPWP training and job creation initiatives against the Batho Pele Principles

Batho Pele Principles	Research findings
Consultation of users of services	Beneficiaries / trainees not involved
Setting of service standards	Training targets /performance indicators missing
Increasing access	Scope of EPWP training limited
Ensuring courtesy	Treatment of clients / trainees unsatisfactory
Providing more and better information	Communication processes unsatisfactory
Increasing openness and transparency	Most EPWP projects directed by consultants
Remedying mistakes and failures	Mistakes not easy to identify due to weak M&E
Getting the best value for money	Corruption may lead to wastage of resources

Source: Own compilation, 2009

Table 10 depicts eight Batho Pele principles. As stated in chapter two, these principles provide the yardstick against which the performance of state departments can be measured in South Africa. They have been considered in this section because the findings of the study have shown that, to some extent, some of these principles have not been observed and/or used in the course of implementing the two EPWP components that make up the case study in this research.

The findings of the study regarding the inability of EPWP training projects to produce the desired results are corroborated by Nel et al., (2004:413) who argue that South Africa has a poor skills profile as a result of the poor

quality of general education for the majority of South Africans, the low relevance of much publicly funded training and the low level of investment by companies in training. This poor skills profile inhibits productivity growth in organisations, new investment prospects and employability of the young and unemployed.

5.5 Stakeholder participation

As shown in chapter one, the Constitution of South Africa places much emphasis on people participation. This principle filters down from the first to the second and third levels of government. Through the Labour Relations Act (1995), the government has also been able to encourage participation even in the workplace. Therefore, the lack of stakeholder participation in EPWP projects, particularly in the Gauteng Province, goes against the spirit of the constitution and equally breaches applicable labour law. The findings of the study revealed that beneficiaries (recruits) are not factored into the planning process and that the whole implementation process is led by external stakeholders.

5.6 Link with national HRD strategy/policies

When asked whether the EPWP skills programmes had been aligned with the national human resource development policy framework, most of the officials who took part in this study indicated that they were not aware of any links between EPWP training initiatives and the HRD goals at national level. The observation by one of the interviewees that the execution of training in the EPWP project was being hampered by the fragmented approaches followed by the various implementing units in the department of transport is a clear indication that gaps exist between national and provincial policy goals.

The finding of the study regarding the lack of alignment between EPWP training strategy and national HRD strategy is also confirmed by the Human Resource Development Review Report (2006:5), which notes that:

> On the whole, the policy framework for HRD in the public service is well advanced. There is guidance on the general operational issues which affect performance. However, gaps still exist at a more practical and institutional level. There is a lack of uniformity in strategies and plans, training expenditures are not properly monitored, and there is little follow through to link training and performance, for instance. Further policy refinement is needed at the level of institutions. But even more critical in this context is the general feeling that policies and strategies are well prepared but rarely implemented.

5.7 Skills development in the EPWP

The findings of the study showed that skills programmes in the EPWP suffer from a short-term orientation and that most of these interventions were confined mainly to construction. As indicated earlier on in this discussion, the short-term nature of the training and job creation strategies is not contributing to job sustainability, which is one of the most strategic priorities advanced by policy makers at the national level in South Africa. Overall, it can be argued that service delivery has not been satisfactory in these two components of the EPWP (i.e. training and job creation).

In light of the above, Mafunisa (Journal of Public Administration, 2000:247) states that a positive work ethic or culture is needed in South Africa to improve service delivery. According to this author, a positive work ethic refers to an acceptable work culture developed by the public official in a specific work environment. It refers to having a dependable attendance record, with low absenteeism and tardiness; being highly productive and producing a large quantity of qualitative goods and services; taking pride

in one's work and doing one's work well; having a feeling of commitment and loyalty to one's occupation or profession; and being effective, efficient, economical and diligent in one's work.

The findings of the study regarding the poor implementation of skills development programmes are corroborated by the Gauteng HRD Strategy (2006:47), which provides as follows:

- Most EPWP projects are of very short duration (about three months) and therefore do not allow sufficient time for training;
- Presently all projects are required to allow for a minimum of two days per month for training; this is below the optimal time required for ABET training;
- Most participants find it difficult to attend classes in the evening and often find it hard to be motivated given the transient nature of their employment;
- The people employed within specific projects have varying training needs. This raises significant logistical challenges, revolving mainly around the lack of economies of scale.

Furthermore, the findings on the role of training in job creation is corroborated by the Gauteng HRD Strategy (2006:13), which states that increasing employability requires improvements in the skills formation process – theoretical and practical/workplace education, training and development. The document further states that problems with the skills formation are evidenced by the high levels of graduate unemployment coinciding with skill shortages.

With regard to the quality of training offered through the EPWP, the HRD Review Report (2006) found that although the quality of training had improved overall, standards varied. There are still issues of the workplace relevance of training content and the unavailability of a diverse base of qualified trainers. In addition, though competency frameworks are used for

planning training and as a source of input for assessing the competencies of employees, these competency frameworks are not yet articulated into clear performance standards, requirements ad contracts.

5.8 Employment creation

This question was asked in order to determine the quality of the jobs created through the EPWP project. Respondents offered honest and frank answers to this question, saying that the jobs they had accessed from the EPWP did not help them to cope with poverty. The overall feeling was that short-term and long-term job creation strategies had to be pursued simultaneously; as they were both critical in the fight against poverty and unemployment.

Kingdon and Knight (2001:14) argue that unemployed workers in South Africa face a high probability of remaining unemployed, whatever their search activity. A graphic example is provided by the 39 000 applications for 35 permanent jobs as gardeners and cleaners which were advertised by the University of Cape Town. The authors further argue that the need for policies that would reduce unemployment in South Africa is compelling. So also is the need for research that would compare South Africa with similar developing countries which have avoided high unemployment.

Interestingly, McCord (2004:12) provides a fresh perspective on the overall impact of the EPWP, more especially with regard to the alleviation of poverty and unemployment. The author points out that, despite the continued high levels of income poverty, with the majority of EPWP participants remaining below the poverty line regardless of their participation in the programme, in all cases positive impacts on various dimensions of poverty were noted as a consequence of participation in the programme. However, as the author further points out, these benefits were marginal for most households, and the survey indicated that benefits

accrued under the programme may not be sustained beyond the end of the employment period.

The above view is supported by McCutcheon, Croswell and Fitchet (2006:2) who argue that since 1994, the South African government has endeavoured to generate employment and skills through labour-intensive construction of public infrastructure. On a small scale some projects have generated a significant increase in employment per unit of expenditure by comparison with conventional capital-intensive methods.

Deducing from the last two arguments cited above, it is clear that the implementation of the EPWP has produced mixed results. For this reason, it may not be proper to simply conclude that the EPWP has completely failed in all its projects. Some pockets of success have been registered in some areas. Equally, the findings of the study have demonstrated that in some cases, the EPWP has been able to provide basic skills to a large number of unskilled people, particularly in the Gauteng Province.

5.9 Monitoring and evaluation

Kuye and Lle (Journal of Public Administration, 2007:90) state that it is necessary to create or strengthen monitoring and evaluation structures to act as a watch-dog, assist dissatisfied clients and also make recommendations to the departmental heads on how to reinvent, energise and transform their processes and activities to deliver quality services.

The findings of the study revealed that monitoring and evaluation of EPWP projects, more especially with regard to training and job creation, were not satisfactory, as illustrated by the confusion that existed between officials and consultants on their roles and responsibilities, as well as the poor outcomes of the training process, i.e. unsustainable jobs.

According to the Organisation for Economic Co-operation and Development (1980:35), as a method of reducing structural unemployment direct job creation must be evaluated in terms of how accurately it provides employment to those individuals, industries and regions suffering from structural problems, and how these selected groups fare after they leave the programme.

McCutcheon, Croswell and Hattingh (2006:4), who investigated the labour-intensive component of the EPWP in South Africa, concur with the above view by stating that a major problem with labour-intensive contracting is that no one in the professional delivery chain knows how to estimate the quantity and thus the cost of labour. The extent of this lack of knowledge is disturbing. Estimates of labour requirements were found lacking and thus inaccurate.

Furthermore, a study by McCord (2003:2), which examined the performance and potential of public works programmes in South Africa, concludes that “many workers return to the unemployment labour pool after completing work in short term public works projects, rather than being absorbed into the labour market. The implementation of multiple short term projects may therefore serve only to churn the unemployed, replacing one cohort of the unemployed with another in short term employment projects, and removing them 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.

On the basis of this information, McCord (2003) then concludes that, while public works programmes are a valid component of a social protection policy, an expanded public works programme *sui generis* is unlikely to have a significant impact on the problems of poverty and labour market access, or their associate, growth, unless the proportion of government

expenditure allocated to the programme is substantially increased, and the associated institutional constraints are addressed.

The above view corroborates the findings of the study, which demonstrated that monitoring of EPWP programmes remains fragmented and unsatisfactory. This deficiency makes it difficult for researchers to determine the real value of the training interventions associated with EPWP interventions. Consequently, the ability of these programmes to address employment creation and job sustainability remains unclear.

5.10 Successes and challenges

From the findings of the study, it became clear that the EPWP has gone through a lot of challenges and that some achievements have been made in some areas, for example, the creation of about 1 million jobs between 2004 and 2008. The findings of the study in this regard are corroborated by the Expanded Public Works Programme Five-Year Report (2004/05 – 2008/09), which states that the first phase of the EPWP was one of a number of government strategies and programmes aimed at addressing unemployment and poverty. The programme was launched on 1 April 2004 with the goal of creating one million work opportunities over five years. While this goal was reached one year ahead of time, the five-year review of the programme did indicate some areas of concern, and made recommendations for increasing both the scale and the impact of the programme in the future.

The first phase of the EPWP was based on the GDS Agreement of 2003. Its objectives were fairly modest, despite the high levels of unemployment in South Africa at the time. Subsequent criticism has related mainly to these limited objectives, and the limited impact the programme has therefore had on decreasing unemployment and alleviating poverty.

The Expanded Public Works Programme Five-Year Report (2004/05 – 2008/09) further notes that, while the EPWP reached its goal of creating one million work opportunities, this effort only reached 11 per cent of unemployed people in the 2007/08 financial year. While there has been a general decline in the rate of unemployment during the first years of the EPWP's existence, the scale of the programme needs to be expanded significantly in order for it to make its contribution to the government goal of halving unemployment by 2014. Another concern which emerged from the review was that the duration of the work opportunities created was shorter than anticipated, limiting the income transfer to each beneficiary. 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. This suggested that work opportunities were being shared within the community, resulting in the shorter duration periods.

The widely varying performance of public bodies was a further concern, with some performing very well and others very poorly. For the programme to be scaled up, all public bodies will have to perform at a specified minimum level.

Wage rates also came under the spotlight, varying widely from sector to sector. In some areas, wages even remained stagnant, and did not increase to keep up with inflation and the rising cost of living, while in some cases wages were so low that they were not contributing in any meaningful way to poverty reduction amongst participants. A clearly defined minimum wage level for all participants in the programme, which is adjusted annually, would assist in resolving these issues.

Coupled with the above-mentioned challenges was the concern about the misallocation of training resources. The finding regarding improper allocation and use of training resources is confirmed by the HRD Review

Report (2006:5) which found that although the Skills Development Act has made provision for training funds generally, full allocation of funds is sometimes not used because of procurement hurdles, among other challenges. In some jurisdictions, the need for training is so great that funding is still not sufficient, even with the significant increases in the level of funding. In other entities, there are complaints that skills development funds are sometimes utilised for use in non-training activities.

Following from the above statement, it is clear that the implementation of EPWP, generally, has produced mixed results. The socio-economic impact of the programme remains limited. Social impact can be defined as a significant improvement or deterioration in people's well-being or a significant change in any aspect of community concern. Dietz (1987:56), and Cloete and Wissink (2000:224) identified five variables or indicators that can be used to determine the effects or impacts of public policy on the intended stakeholders and their environment: demographic impact, geographic and environmental impact, social impact, organisational impact, and financial impact ax explained below.

Demographic impact is subjectively perceived or objective changes in population: size (bigger or smaller by a certain percentage), distribution (by regions, metropolitan, urban, rural), composition (age, race, culture, language, profession). These demographics are analysed by means of estimates, polls, census data and projections.

Geographic impact is subjectively perceived or subjective changes in nature, climate and the quality of the natural and the living environment, including air, soil, noise, water, sea and topography.

Social impact is also subjectively perceived or subjective changes in individuals and community profiles, status, values, institutions and behaviour patterns, including personal development levels, conflict

cohesion, networks, mobilisation, participation mobility stability, and family life.

Organisational and technological impact is subjectively perceived or objective changes in administrative agency size, budget, composition, scope of function, service and facilities, distribution, accessibility, quality, effectiveness, efficiency, technology.

Financial and economic impact are subjectively perceived or objective changes in income and expenditure patterns, taxation, economic growth and decline inflation, exchange rates, type of economic activity and inactivity, employment, production and consumption patterns, living cost.

Following from the five variables cited above, it may be argued that public policy decisions affect almost all spheres of life. For this reason, the impact of public policies needs to be continuously evaluated to determine their intended and unintended consequences on both society and the natural environment. The results of the study have demonstrated that, firstly, the jobs created through the EPWP have a short life span. Secondly, the programme is still limited in scope and the training component is not producing the type of skills capable of making a significant improvement in people's lives, more especially the poor who are still trapped in the informal economy.

5.11 The EPWP and job creation

It was widely accepted that the EPWP has to some extent succeeded in creating short-term relief jobs for many people who have been without jobs in the country generally, and the Gauteng Province in particular. Evidence from literature also corroborates the findings of the study in this regard. For example, the EPWP five-year review report confirms that over 1 million jobs have been created in the EPWP ahead of schedule.

5.12 The need for change in the EPWP

The findings of the study demonstrated that role-players and beneficiaries would like to see greater improvement in both the process and procedures followed to implement EPWP programmes in the Gauteng Province, especially with regard to training and job creation. The overall view was that EPWP training initiatives must create high quality jobs that are sustainable in the long run. Of the major changes suggested, people participation, co-ordination, communication and consultation came out strongly. Another important issue that came out strongly was that stakeholder management was needed to ensure that EPWP skills programmes are not dominated by external parties, e.g. consultants.

The findings of the study regarding the strong power of consultants in the EPWP skills programmes confirmed the point raised by Delahaye (2000:269) that key stakeholders can make or break a learning experience. For example, a key stakeholder may decide that a particular issue will or will not proceed or that a particular programme will not be discussed in a learning programme. Thus, the HRD programme designer needs to be aware of the requirements or preferences of the various key stakeholders.

5.13 Conclusion

The analysis of the research findings indicated that the EPWP is struggling to create sustainable jobs, as many role-players remain uncertain about process issues, e.g. roles and responsibilities, as well as oversight mechanisms. The lack of a co-ordinated approach, in particular, undermines the implementation of EPWP projects. Consequently, the outcomes from the EPWP system are unsatisfactory. The next chapter offers conclusions and recommendations.

CHAPTER SIX
CONCLUSIONS AND RECOMMENDATIONS

6.1 Introduction

This chapter attempts to provide a fair judgment of the research results as discussed in the previous chapter on how skills programmes are implemented in the case study organisation. From this exercise it should be clear as to whether skills development in the Expanded Public Works Programme is sustainable or not. This will be followed by a discussion of future research needs and the proposed remedial steps and concluding remarks.

6.2 Conclusions

As stated previously, the research was primarily aimed at assessing the extent to which skills development programmes were implemented in the Expanded Public Works Programme in order to support job sustainability. Having analysed the findings of the study in more detail, the researcher arrived at the following conclusions.

6.2.1 The Expanded Public Works Programme has been in progress since the inception of the project in 2006; however the performance of these skills programmes has largely been stagnant and somewhat less effective, as evidenced by the low number of beneficiaries to date. In addition, there is little evidence to prove that once they have completed the required training, participants are able to find sustainable employment opportunities in the formal economy.

6.2.2 The dominant role of consultants in the implementation of EPWP projects particularly in the Gauteng Province has raised concerns about the effectiveness of project protocols. From the results, it seems that

beneficiaries are not afforded the opportunity to participate meaningfully in planning and implementation of EPWP projects. As stipulated in the Batho Pele principles, customers come first. In this case, customers are the citizens who are looking for training and job opportunities; including other support organisations that are needed to ensure the success of EPWP projects in the Gauteng province.

6.2.3 There has been significant tension between the approaches used to promote the skills programmes and the national policy on human resource development. As illustrated by the findings of the research, this tension arises out of the non-alignment of the skills programmes with the objectives of the National Human Resource Development Strategy and the National Skills Development Strategy; all of which put much emphasis on the long-term goals of training in South Africa. Based on the results of the research, it was evident that the incompatibility between the skills programme and the relevant policy framework compromised human resource development in the country.

6.2.4 During the data analysis process, it was discovered that the case study organisation and its stakeholders benefit very little from the skills programme. In part, this is due to the fact that these programmes are focused on short-term gains and as such are not helping to support the organisation's strategic goals. Former and current participants cited various reasons that contribute to this problem. It was indicated that there were no plans in place to support acquired learning. In other words, people were subjected to training and thereafter not assisted to find jobs in the market. The lack of a backup system severely handicapped skills development initiatives within the EPWP system.

6.2.5 Significant implementation problems emerged from the Expanded Public Works Programme in respect of skills development and job creation. One such problem was the fact that, despite its clearly stated

objectives and outcomes, the programme suffered from the lack of a change management plan, which would have been used to not only raise awareness about the existence and potential benefits of the skills programmes but also to provide timely advice and counselling on, for example, what steps participants could take to identify job opportunities once they had finished training in the EPWP system. The second problem concerns the lack of accountability in reporting. To some extent, the reporting system falls short of providing accurate and timely information on the overall performance of the skills programme. This delayed corrective action caused backlogs in the training system.

6.2.6 From a strategic human resource management perspective, training and skills development cannot be isolated from the other strategic activities of the organisation; such as rewards, employee wellness and performance management. As stated in chapter two, strategic human resource management emphasises the alignment and integration of HR activities with the long-term goals of the organisation. Therefore, by seeing skills development merely as a job creation tool, the case study organisation has missed the opportunity associated with an integrated approach to training, which places a major emphasis on development and retention of talented employees. It is widely accepted that the 'war for talent' in the job market will not end soon. For this reason, training needs to be aligned with financial and non-financial incentives so that employees can see the real value of attending skills programmes.

6.2.7 It was further established that job analysis processes and results are not often used to support training decisions. This disjuncture between skills development and job analysis robed the organisation of the opportunity to effectively utilise the information from the job analysis process in order to make informed decisions when conducting a training needs analysis; which is critical in ensuring the success and sustainability of skills programmes and the jobs created through the EPWP projects.

6.2.8 Following from the results of the research, a concern was also raised about the quality of the skills programmes themselves. A significant number of participants felt that these programmes were not strong enough to equip them with the knowledge and skills which they needed to be able to compete meaningfully in the job market. This concern reflects the lack of strong monitoring and evaluation mechanisms in the EPWP service delivery environment.

6.2.9 The misunderstanding between consultants and officials regarding programme outcomes in the EPWP system could mean that the organisation's communication strategy is not achieving the desired results; particularly at the service delivery level – where a lot of interaction has to take place between the various key role players, and where resource allocation and distribution also takes place. Awareness about project goals, targets and milestones is achieved at this level. However, as the findings of the study have shown, this goal can be frustrated if communication systems are weak or ineffective in the project environment.

6.3. Recommendations

The value of any research project lies in its ability to provide workable solutions to the problems revealed by the findings. Some of the major challenges revealed by the findings of the study included poor implementation, lack of co-ordination, capacity constraints, lack of proper communication structures and confusion resulting from a lack of clearly defined roles and responsibilities. Together, these challenges have impacted negatively on the performance of the skills programme in the EPWP and as a result, very few people who participated in such programmes have acquired high quality skills that will enable them to enter the formal economy. The following measures are therefore recommended to address these challenges.

6.3.1 Review EPWP training component

The inconsistencies arising from the implementation of training in the EPWP calls for an urgent overhaul of the skills programme. Some of these shortcomings include the fact that the training has a very short duration and allow for a minimum of two days per month for training. This is below the optimal time required for ABET training. Given this, it may be necessary to realign the curriculum so that it reflects national interests in terms of human resource development. The outcome of this review should be a broad learning programme with a built-in clause that guarantees continuity and transferability of credits to other learning fields. To minimise risk, SAQA/NQF guidelines on how to align skills programmes should be consulted.

6.3.2 Align EPWP training activities with national HRD strategy

One of the critical issues highlighted by the findings of the study was that EPWP skills programmes are disconnected and/or fragmented. What this means is that there is no strategic connection between what the HRD is trying to achieve at national level and what is happening in the EPWP system. To succeed, the alignment process should be based on proper policy analysis. This is a high level task that requires the use of professional services and extensive consultation between the various role-players.

6.3.3 Provide organisation-wide co-ordination mechanisms

It has been repeatedly shown that the implementation of EPWP projects is to some extent undermined by the lack of co-ordination; which in turn leads to fragmentation and duplication of project tasks and activities. A major disadvantage of a fragmented approach to project implementation is

that it results in the wastage of scarce public funds and often results in diverse policy outcomes. For the EPWP, this implies that, if each implementing unit follows its own training and job creation strategy, then the EPWP may end up with a multiple project implementation strategy that will be not only costly but also ineffective. Co-ordination can be enhanced by increasing inter-departmental communications and encouraging face-to-face problem-solving sessions between implementing units.

6.3.4 Prioritise implementation of EPWP goals

Clearly, the scope of the EPWP is both wide and demanding, not just in the Gauteng Province, but in all the other provinces. It is therefore imperative that during the planning process, project managers classify and rank EPWP goals according to the following criteria: urgency, cost, feasibility, and the quality assurance guidelines set out in relevant national policies and legislation. The latter is very critical in the case of training – which is regulated through SAQA, NQF, Skills Development Act, and the National Skills Development Strategy, among others. These should be consulted before prioritising EPWP training goals to ensure that compliance needs are met.

6.3.5 Improve capacity at service delivery level

From the findings of the study, it became clear that the resources and infrastructure needed to execute training in the EPWP system are inadequate. The lack of capacity is a big challenge in many public institutions in South Africa. In view of this, it is proposed that additional resources be allocated to help boost the implementation process. This goal can be achieved by encouraging private-public strategic partnerships. Resource sharing is important to reduce capacity backlogs in the service delivery system.

6.3.6 Strengthen monitoring and evaluation activities

Participants pointed out that even though certain measures had been put in place to ensure transparency and accountability at the service delivery point in the EPWP system, these were not strong enough, as illustrated by the growing risk of theft and corruption in the value chain. This highlights the need for proper monitoring and evaluation systems on the ground. These need to be communicated to all key stakeholders, including beneficiaries.

Furthermore, monitoring and evaluation should be an inclusive process; and data collection tools need to be varied in order to ensure that sufficient evidence is gathered on the performance of EPWP projects. This can be achieved by using both formative and summative evaluation tools. While formative evaluation may provide an indication as to whether EPWP programmes are making progress or not, summative evaluation may help indicate whether planned goals have been achieved at the end of each EPWP project.

6.3.7 Clarify roles and responsibilities

Evidence from the findings of the study indicated that consultants have assumed a dominant position in the EPWP system. One of the key requirements of the EPWP is that beneficiaries should be at the centre of EPWP activities. Many stakeholders who participated in the research raised concerns about the marginalisation of beneficiaries, particularly during the roll out of EPWP projects. Consequently, beneficiaries are not able to take ownership of such projects. This problem can be mitigated through proper definition and allocation of roles to service providers. Preferably, this should happen prior to the implementation of EPWP projects. Project managers and co-ordinators should encourage service providers to abide by the agreed terms of reference and protocol. Regular

feedback meetings should be held to determine if all service providers adhere to their roles and responsibilities. Done well, this may help minimise confusion and conflict in the EPWP system.

6.4 Future research

The Expanded Public Works Programme is extensive and spans the whole country. The research looked at job sustainability as one of the key objectives of the EPWP, which is to be achieved through skills development. The research therefore sought to determine if the training offered resulted in high quality jobs that would improve people lives in the long term. Further research may be undertaken to explore alternative implementation and monitoring strategies in the EPWP system.

To conclude, the results of the study have shown that the EPWP has not been able to produce sustainable jobs. In part, this is due to the fact that the skills component of the EPWP still suffers from numerous problems, such as non-alignment with national HRD policies and weak implementation and monitoring strategies.

REFERENCES

Armstrong, M. (2006) A Handbook of Human Resource Management Practice. Kogan Page: London.

Biddle, D. and Evenden, R. (1990) Human aspects of management (2nd

Beatty, R.W. and Schneider, C. E (1981) Personnel Administration: An Experiential/Skills Building Approach, United States of America: Addison-Wesley Publishing Company

Ed.). London: Institute of Personnel Management.

Bless C. and Higson-Smith, C. (1995) Fundamentals of Social Research Methods: An African Perspective. Juta and Co.: Cape Town, South Africa.

Buckley, R. and Caple, J. (1995) the Theory and Practice of Training. London: Kogan Page.

Byrt, W.J. (1971) People and Organisations. New Zealand: McGraw-Hill Book Company.

Carrell, M.R., Kuzmits, F.E. and Elbert, N.F. (1992) Personnel/Human Resource Management. United States of America: Macmillan Publishing Company.

Carrell, Elbert, Hatfield, Grobler, Marx and van der Schyf (1996) Human Resource Management in South Africa, Upper Saddle River, New Jersey: Pearson Education South Africa

Cascio, W.F. (1986) Managing Human Resources: Productivity, Quality of Work life, Profits. New York: McGraw-Hill Book Company.

Cloete, F. and Wissink, H. (2000) Improving Public Policy. Van Schaik: Pretoria.

Creswell, J.W. (2003) Research Design: Qualitative, Quantitative and Mixed Method Approaches. California: Sage Publications, Inc.

Cushway, B. (1994) Human Resource Management. London: Kogan Page Limited.

Delahaye, B.L. (2000) Human Resource Development: Principles and Practice. Milton: Australia. John Wiley & Sons Australia, Ltd.

Department of Public Transport, Roads and Works (2004) Expanded Public Works Programme: Overview Report. Pretoria: Government Printers.

Department of Public Service and Administration - Maximising Human Capital for Shared Growth: A Human Resource Development Strategy for Gauteng, 31 October 2006, Johannesburg.

Erasmus, Loedolff, Mda and Nel (2006) Managing Training and Development in South Africa, Cape Town: Oxford University Press

Fisher, C.D., Schoenfeldt, L.F. and Shaw, J.B. (1993) Human Resource Management. USA: Houghton-Mifflin Publishing Co.

Flippo, E.B. and Munsinger, G.M. (1975) Management, United States of America: Allyn and Bacon, Inc.

Gellerman, S.W. (1976) The management of Human Resources. Hinsdale, Illinois: The Dryden Press.

Goldstein, I.L. and Ford, J.K. (2002) Training in organisations. USA: Wadsworth-Thomson Learning.

Human Resource Development Strategy for the Public Service: Stakeholder Review Report (2006), Department of Public Service and Administration, Republic of South Africa.

Holley, W.H., Jennings, K.M and Williamson, S.A. (1987) Personnel/ Human Resource Management: Contributions and activities (2nd Edition). New York: The Dryden Press.

Ivancevich, J.M. and Glueck, W.F. (1983) Foundations of Personnel/Human Resources Management (Revised Ed.). Texas: Business Publications, Inc.

Levine, L. (2010) Job Creation Programs of the Great Depression: the WPA and the CCC. Congressional Research Service. Retrieved from http://digitalcommons.ilr.cornell.edu on 30th November 2009.

Leatherman, D. (1999) The Training Trilogy: Conducting Needs Assessments, Designing Programmes, Training Skills. International Training Consultants, Virginia, USA.

Legge, K. (2005) Management, Work and Organisations: Human Resource Management rhetoric and realities (Anniversary Edition). Hampshire, England: Palgrave Macmillan.

Longitudinal Employment Analysis Program (LEAP)- http:www.stacan.gc.ca.

Mabey, C. and Salaman, G. (1995) Strategic Human Resources Management: USA, Oxford and Cambridge: Mass.

McCord, A. and Van Seventer, D.E. (2004) The Economy-wide Impacts of the Labour Intensification of Infrastructure Expenditure in South Africa. Centre for Social Science Research, Cape Town: University of Cape Town.

McCutcheon, R.T., Croswell, J.A. and Fitchet, A. (2006) The Provincial and Municipal Infrastructure Grants, Contract Documentation, Training and the Expanded Public Works Programme: Practical limitations which need to be addressed for success, IMESA Conference, Soweto Campus, University of Johannesburg.

McCord, A (2003) An Overview of the Performance and Potential of Public Works Programmes in South Africa. Centre for Social Science Research, Cape Town: University of Cape Town.

Megginson, L.C. (1981) Personnel Management: A Human Resources Approach (4th Edition). Homewood, Illinois: Richard D. Irwin, Inc.

Merriam, S.B. (2001) Research and Case Study Applications in Education: Revised and Expanded from Case Study Research in Education. San Francisco: Jossey-Bass Publishers, USA.

Merriam, S.B. (2002) Qualitative Research in Practice: Examples for discussion and analysis. New York: Jossey-Bass Publishers, USA.

Meyer, M. and Kirsten, M. (2005) Introduction to Human Resource Management. Claremont, South Africa: New Africa Books (Pty) Ltd.

Milkovich, G.T. and Boudreau, J.W. (1994) Human Resource Management (7th Ed.). Burr Ridge, Illinois: Richard D. Irwin, Inc.

Milkovich, G.T. and Glueck, W.F. (1985) Personnel/ Human Resource Management: A Diagnostic Approach (4th Ed.). Plano, Texas: Business Publications, Inc.

Mouton, J. (2001) The Practice of Social Research, Southern Africa. Cape Town: Oxford University Press.

Mutahamba, G. Baguma, R. and Halfani, M. (1993) Vitalising African Public Administration for Recovery and Development. United Nations, USA: Kumarian Press.

Nadler, L. and Nadler, Z. (Eds.) (1984) Strategic Management of Human Resources. London: Jossey-Bass Publishers.

Nel, P.S., Van Dyk, P.S., Haasbroek, D.G., Schultz, H.B., Sono, T. and Werner, A (2004) Human Resource Management. South Africa: Oxford University Press.

Organisation for Economic Cooperation and Development (1980).

Phillips, S. (2004) Overcoming Underdevelopment in South Africa's Second Economy. UNDP, HSRC and DBSA.

Salaman, G., Cameron, S., Hamblin, H., Iles, P., Mabey, C. and Thompson, K. (Eds.) (1992) Human Resource Strategies. London: Sage Publications.

Terre Blanche, M. and Durrheim, K. (1999) Research in practice: Applied methods for the social sciences. Cape Town: UCT Press, South Africa.

Umar, K. and Kuye, J.O. (2006) *Rationalism and problematique in Policy Making and Analysis: The case of Public Policy targeting in Africa.* In Journal of Public Administration, Vol. 41, No.4.1, December 2006, pp.807-82.

Wenzel, P. (2006) P&DM Course Pack: Managing Service Delivery. Johannesburg: Wits School of Public and Development Management.

White Paper on Human Resource Management, Department of Public Service and Administration, December 1995.

ANNEXURES

Annexure A: Research questions

1) What are the main goals of the Gauteng EPWP?

_____

_____

2) What steps are followed to implement the EPWP in Gauteng?

_____

_____

3) Do stakeholders participate in EPWP activities? Please explain.

_____

_____

4) To what extent is the EPWP linked to HRD policies and legislation?

_____

_____

5) Is skills development happening in the EPWP? Please explain.

_____

_____

6) Do people find quality jobs after receiving training from the EPWP?

_____

_____

7) Are monitoring and evaluation systems in place? Please explain.

_____

_____

(8) Are there any successes or challenges in the EPWP? Please explain

_____

_____

9) Do you think the EPWP is meeting the goal of job creation in Gauteng?

_____

_____

10) What positive changes, if any, would you like to see in the EPWP?

_____

_____

Annexure B: Letter of consent

Dear Participant

I am currently doing a Masters Programme at Wits School of Public and Development Management. As part of the learning programme, I am required to conduct research in the field of public management.

You are kindly requested to assist with the required information. The research I am doing relates to the implementation of skills development in the Expanded Public Works Programme in the Gauteng Province.

The importance of this research is that it will provide information that will enable us to improve the implementation of EPWP projects and thus create more jobs for the people of Gauteng. Your participation in this exercise is voluntary and all the information you provide will be treated as confidential.

Your cooperation is highly appreciated

Yours faithfully
Mrs J. Zondi

_____