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Beneficiaries and officials' perceptions regarding the value of Community Work Programme as a viable employment, capacity building and anti-poverty strategy: the case of Ivory Park Community, Midrand

Kuta, Sibongile Faith

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Beneficiaries and officials' perceptions regarding the value of Community Work Programme as a viable employment, capacity building and anti-poverty strategy: The case of Ivory Park Community, Midrand

The Department of Social Work

School of Human and Community Development

Faculty of Humanities

University of the Witwatersrand

Submitted in Partial Fulfilment of the Requirements for the

Master of Arts in Social Development

By

Sibongile Faith Kuta

Supervisor: Dr. N. Dube

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DECLARATION STATEMENT

I declare that “Beneficiaries and officials’ perceptions regarding the value of Community Work Programme as a viable employment, capacity building and anti-poverty strategy: The case of Ivory Park Community, Midrand” is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.

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ABSTRACT

With the rise of global unemployment, most governments have sought ways to bridge public employment and social protection in a context where markets are unable to do so. In South Africa, the Community Work Programme (CPW) is an employment safety net aimed at unemployable people of working age. However, even though this programme has been running for several years in South Africa, its viability as an employment, capacity building and poverty reduction strategy has not received much research and scrutiny. This study examined interventions that can strengthen the CWP regarding its value as an anchor strategy of the Expanded Public Works Programme (EPWP) that aims to tackle the high rate of unemployment in marginalized communities.

The study was qualitative in nature, located within an exploratory in-depth paradigm. An instrumental case study design was applied in this study. The participants were selected using purposive sampling consisting of 8 participants two of whom were officials, three beneficiaries of employment and three beneficiaries of services. Data was collected through semi-structured interview schedules and analyzed using thematic analysis.

The findings of the study indicate that the Community Work Programme is contributing towards the social development and sustainable livelihoods of both the beneficiaries of the programme and the community of Ivory Park. The CWP has been identified to make an impact in environmental management and safety of the community and also strengthens the local initiatives that provide food security for vulnerable groups. In addition, the participants of the programme are equipped with relevant skills to develop their community. The study also discovered that CWP has created a platform for community participation and upliftment.

Furthermore, the findings reveal that the CWP ensures predictable income in the form of stipends. However, it has been discovered that the lack of resources is a challenge for effective work. It also emerged that participants of the programme are faced with negative psychological and emotional effects with cases of trauma, threats and undermining of roles being reported.

It has been established that regular and continuous employment creates security for those in the programme. In addition to accommodating the marginalized the CWP is found to improve the livelihoods of community members through employment creation. However, the implementation of the programme is subject to the

ineffective role of the CWP Implementing Agents; faced with political interference, unmet expectations and insufficient allocation of officials to occupy the roles relevant for effective implementation of the CWP.

In conclusion, the CWP can be strengthened by providing benefits of employment and increasing the working days. It is also suggested that the programme could improve by getting representation from the ground to represent the CWP at a national level. Although the training provided capacitates the participants of the programme to conduct their work; it is suggested that policies need to consider effective ways to ensure trainings that enable future employment prospects.

Key Words: Value of CWP, viable, Unemployment, Expanded Public Works programme, Public Works Programme, Ivory Park, Midrand - SA

TABLE OF CONTENTS

DECLARATION STATEMENT i

ACKNOWLEDGEMENTS ii

ABSTRACT iii

ABBREVIATIONS ix

CHAPTER 1: INTRODUCTION 1

1.1. Introduction 1

1.2. Statement of problem and rationale 2

1.3. Research Question…….....3

1.4. Primary and Secondary Objectives 4

1.4.1 Aim……...4

1.4.2 Secondary Objectives…….4

1.5. Definition of Key Concepts.....4

1.6. Brief Overview of the Research Methodology 4

1.7 Organisation of the Report……5

CHAPTER 2: LITERATURE REVIEW……..... 6

2.1. Introduction 6

2.2. Origins of Public works programme 6

2.3 Reflections of the South African Public Works Programme 8

2.3.1 Apartheid Legacy……...8

2.3.2 The Objectives of Public Works Programme in Post-Apartheid SA…….....9

2.4. Design of the Expended Public Works Programme….....9

2.4.1 Rationale for Targeted Inclusion……10

2.4.2 EPWP in the Context of National Goals……11

2.5 EPWP within the Context of Social Development Approach……..11

2.6 Emergence of the Community Work Programme……12

2.6.1 Background……...12

2.6.2 Features of the Community Work Programme ……13

2.6.3 Employment Creation……...13

2.6.4 Capacity Building……14

2.6.5 Community Participation and Development……14

2.7 Poverty, Unemployment and Inequality in South Africa……14

2.7.1 Definition of Poverty……14

2.7.2 Context of Inequality and Poverty……15

2.7.3 Poverty and Unemployment Trends……...15

2.8 Theoretical Framework……16

CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY 18

3.1. Introduction 18

3.2. Research Approach …….....18

3.3. Research Design……. 18

3.4. Population and sampling methods 19

3.5. Data collection…….....20

3.5.1 Research Instrments.....20

3.5.2 Pre-testing the Research Instruments.....20

3.5.3 Method of data Collection 20

3.6. Methods of Data Analysis.....21

3.7 Trustworthiness……..……...22

3.7.1 Credibility…….22

3.7.2 Dependability…….23

3.7.3 Confirmability…….…….23

3.7.4 Transferability……...23

3.8 Ethical considerations…….……...…….23

3.8.1 Voluntary Participation…….……..23

3.8.2 Informed Consent…….…….24

3.8.3 Confidentiality…….…….24

3.8.4 Anonymity…….…….24

3.8.5 Avoidance of harm …….…….24

3.8.6 Permission from Ethics Committee ……. 24

3.8.7 Feedback to the Research Committee and Interested Participants…… 25

3.9 Strengths and Limitations of Study……25

3.10 Conclusion…….…….26

CHAPTER 4: PRESENTATION AND DISCUSSION OF THE RESEARCH FINDINGS……. 27

4.1. Introduction 27

4.2. The Perceived Impact of the CWP on the Development of Ivory Park Community…… 28

4.2.1 Improved Environmental Management and Safety ……. 28

4.2.2 Resulted in Improved Food Security for Vulnerable Groups…….…..….29

4.2.3 Equipping Participants with Relevant Skills…….30

4.2.4 Effective Means of Community Participation and Upliftment…….31

4.3 Participants' perceptions of the CWP as a viable employment Programme…….32

4.3.1 Continuous Stipend Provides Predictable Income…… 32

4.3.2 Shortage of Resources as a Challenge…….32

4.3.3 Concerns about Safety of Participants……33

4.3.4 Psychological and Emotional Effects of Working in the Community…….…….34

4.4. Factors Contributing to the Success of the CWP..... 35

4.4.1 Programme Continuity……35

4.4.2 Employment Creation Improving the Livelihoods of Community Members…… 36

4.4.3 Reaching the Vulnerable Through the Home Based Care …….…….37

4.5 The Perceived Weaknesses of the CWP Programme…….…….38

4.5.1 Implementing Agents Undermining Policy …….…….37

4.5.2 Implementing Agents Changing Laws due to Political Interferences……38

4.5.3 Auditing does not meet the expectations of the officials……....39

4.5.4 Insufficient Allocation of Officials…….…...……..40

4.6 Views of the Officials and Beneficiaries on how the CWP can be strengthened as a viable Employment, Capacity Building and Anti-Poverty Strategy…….40

4.6.1 Employment Benefits……40

4.6.2 Increasing Salary and Working Days…….…….41

4.6.3 Representation from the Ground…….……41

4.6.4 Provision of Accredited Training…….…….……..….42

4.7 Conclusion ..…….……...…….....43

CHAPTER 5: MAIN FINDINGS, CONCLUSIONS AND RECOMMENDATIONS 44

5.1. Summary of the main findings 44

5.1.1 The Perceived Impact of the CWP on the Development of Ivory Park Community…….…… …..44

5.1.2 Participants' perceptions of the CWP as a viable employment Programme……..... 44

5.1.3 Factors Contributing to the Success of the CWP……...45

5.1.4 The Perceived Weaknesses of the CWP Programme…….45

5.1.5 Views of the Officials and Beneficiaries on how the CWP can be strengthened as a viable Employment, Capacity Building and Anti-Poverty Strategy……..…….45

5.2. Conclusions 46

5.3 Recommendations……..... 46

References 48

APPENDICES

APPENDIX A: Information Sheet…….…….…….....54

APPENDIX B: Consent Form…….....56

APPENDIX C: Interview Schedule for Officials…….....57

APPENDIX D: Interview Schedule for Beneficiaries of Employment…….…….58

APENDIC E: Interview Schedule for Beneficiaries of Service…….59

APPENDIX F: Clearance Certificate…….…….60

APPENDIX G Permission to Conduct interview……61

LIST OF ABBREVIATIONS ACRONYM	MEANING
COGTA	Department of Cooperative Governance & Traditional Affairs
EPWP	Extended Public Works Programme
PWP	Public Works Programme
CWP	Community Work Programme
Stats SA	Statistics South Africa
UNDP	United Nations Development Programme
IA	Implementing Agent

CHAPTER 1

INTRODUCTION OF THE STUDY

1.1 INTRODUCTION

The post-apartheid government is confronted with a huge backlog of unemployment and poverty in previously disadvantaged communities. The Community Work Programme (CWP), a fast-tracking complementary strategy of the Expanded Public Works Programme (EPWP) piloted in 2007, operates as an anchor strategy to poverty alleviation and employment creation, tailor-made for poor South African communities (Philip, 2009). Since the introduction of the CWP and its subsequent roll out in the Ivory Park Community in Midrand, there is limited research that explores the perceptions of participants within the programme.

Unemployment remains one of the most persisting problems facing the South African government since its transition into democracy (Adato & Haddad, 2010). The recent statistics indicates an unemployment rate of 34.5% in the first quarter of 2022 (Statistics South Africa, 2022). Ongoing research also shows that for the past three decades, the rising unemployment rate has become a norm. This implies that a vast majority of the poor remain unemployed and are thus excluded from the labor market (McCord, 2002). The market has failed to adequately provide jobs for the majority of the population within the employable age group. This poses negative implications on government; moreover, that those out of work for long periods may lose the skills of working; the ones who never worked may never learn those skills nor likely to succeed in self- employment (Philip, 2013).

With the escalating levels of inequality, unemployment and poverty in South Africa, the government is under pressure to confront these challenges. One of the major initiatives of government in this regard has been the adoption of the Public Works Programme as a key strategy in mitigating the effects of poverty and unemployment. According to McCord (2002) Public works programmes are thought to be one of the best ways to enable social development and promote the realization of economic objectives by creating employment activities, access and resources in decapitalized areas. Although the realization of these objectives would require time due to inherent structural factors; the need for practical solutions became more imminent. As a result, economic objectives shifted towards facilitation of economic participation using individual's capacity to change their material conditions through their own actions, to be productive members of their households, community and society (AsgiSA, April 2009).

McCord (2002) further notes that, public works are an ideal instrument for deploying in the context of the South Africa of the 21st century, and consequently they have enjoyed considerable policy prominence since 1994. Public works programmes have been described to have increasingly ambitious objectives in recent years, in terms of both scale and range of impacts in South Africa (McCord, 2002). In 2002, the government initiated a large-scale

expansion of the use of labor-intensive construction methods in order to reduce the unemployment rate in previously disadvantaged communities (Phillips, 2004).

The original conception of the South African National Public Works was as a deliverable tool for asset and employment creation; to endorse the community based public works program and also challenge all government departments to adopt an infrastructural mode of service delivery (McCord, 2003). Thus, the objectives of the National Public Works are clear in that they are aimed at employment creation, building capacity, providing education and skills, promoting economic activity, reducing poverty, and also creating sustainable livelihoods amongst poor communities. Similarly, Scholars such as von Braun, Teklu and Webb (1998) argue that such programmes are three dimensional in that they; provide food security, address growing unemployment and contribute to the upgrade of poor infrastructure.

South Africa rolled out its first Expanded Public Works Programme in 2004, with the focus on creating temporary work opportunities for the unemployed using public sector expenditure to build public infrastructure with a strong social development focus (Mubangizi & Mkhize, 2013). As a continuance of the EPWP, the Community Work Programme (CWP) was first implemented as an anchor strategy in November 2007 (Phillip, 2009). This strategy was responding to the poverty and unemployment crisis facing the nation today. The CWP initiative is relatively a new phenomenon of the EPWP. There has been little research on the employment effects of the CWP, even though the programme has been widely used to cushion the problem of unemployment and poverty in South Africa. It is in this context that this study seeks to explore beneficiaries and officials' perceptions of the value of the Community Work Program as a viable employment, capacity building and anti-poverty strategy focusing on a case study of the Ivory Park Community, in Midrand South Africa.

1.2 STATEMENT OF PROBLEM AND RATIONALE FOR THE STUDY

Economic analysis on the evaluation of the public works programmes has largely omitted the direct and indirect effects impacts of public works on the people's welfare (McCord, 2003). In addition, Hlatshwayo (2017) indicates that the EPWP in South Africa has mainly focused on quantitative measures in development and implementation of the programme and excluded the narrative experiences of those directly involved in its projects. As a result, there is limited research on the impact or viability of the programme on the beneficiaries, both economically and socially.

It is vital that the CWP as an anchor strategy to the EPWP be explored from a more holistic view which includes the voices of people who directly benefit and are involved in the programme at implementation level. Given that previous research has been narrowly focused, the results of omitting such fundamental contributions of participant's voices can render the evaluation of CWP as lacking in content. McCord (2003) highlights that the statistical assessments of efficiency of transfers without the direct and indirect microeconomic impact of the programme on those involved, is a disjointed and vague evaluation process.

This current study aims to address this gap in literature by exploring the lived experiences of beneficiaries employed in the CWP, the community members who benefit from CWP initiatives and officials who are directly involved at implementation level. An exploration of participants perceptions becomes important in that it provides a wider and in-depth understanding of the phenomena under study; also, that the adequacy of the programme can be explored from the perspective of both the officials and beneficiaries at an implementation level. This study therefore explores the perceptions of the officials and beneficiaries on the value of the CWP as a viable employment, capacity building and anti-poverty strategy in the Ivory Park Community in Midrand.

It is anticipated that the findings will contribute to policy considerations. The findings of the study may also be valuable at a practical level as they may be useful in informing practice when future CWP initiatives are implemented. On the other hand, they will add to the body of knowledge on public works programme within the South African context.

1.3 RESEARCH QUESTION

What are the beneficiaries and officials' perceptions regarding the value of the Community Work Program as a viable employment, capacity building and anti-poverty strategy in the Ivory Park Community?

1.4 PRIMARY AIM AND SECONDARY OBJECTIVES

1.4.1 Aim

The aim of the study was to explore the beneficiaries and officials' perceptions regarding the value of the Community Work Program as a viable employment, capacity building and anti-poverty strategy in the Ivory Park Community, in Midrand.

1.4.2 Secondary Objectives

- To investigate the perceived impact of the CWP on the development of the Ivory Park Community.
- To elicit the participants perceptions of the CWP as a viable employment program.
- To identify factors which contribute to the success of the CWP program in the Ivory Park Midrand Community.
- To investigate the perceived weaknesses of the CWP programme.
- To elicit the views of the officials and beneficiaries on how the CWP can be strengthened as a viable employment, capacity building and anti-poverty strategy.

1.5 DEFINITION OF KEY CONCEPTS

Beneficiaries of employment: This term refers to unemployed and marginalized individuals that are targeted within the area of implementation of the programme (EPWP Draft Evaluation Report, 2012). These beneficiaries consist of people who are unemployable but willing to work, people with disabilities and the youth and are provided with useful work. According to Philip (2013), 'useful work' is defined as work that contributes to the public good and improves the quality of life in communities. In this respect, useful work must be identified and prioritized through participatory community processes. Thus, the beneficiaries of employment are subject to the wide scope for initiative and creativity at the local level resulting in a multi-sectoral spectrum of employment activities (Philip, 2013). Therefore, for the purposes of this study, the definition that will guide this study will be according to Philip (2013).

Beneficiaries of service: This refers to the individuals and organizations receiving direct benefits in the form of transfer benefits, but also indirect benefits in terms of the physical assets created or maintained through the Community Work Programme (Clay, 1986).

Perceptions: For this study, the word 'perceptions' implies the way in which people think in order to attain awareness or understanding about a phenomenon (Qiong, 2017). Perceptions are therefore subjective interpretations that different people assume. Cultural background and past experiences are critical in influencing how people interpret and evaluate the outside world (Samovar, Porter & Stefani, 2000).

Value: According to Perry (1914) the term "value" refers to the fulfillment of interest. In this regard, the CWP value is to the extent to which it fulfills or assumes interest to the research participants.

Viable: In this study, the term 'viable' has socio-economic connotations. According to The World Bank Group (2021), socio-economic viability means to assess whether a proposed project is a good use of public resources. A project is economically viable if the economic benefits of the project exceed its economic costs, when analyzed for society as a whole (The World Bank Group, 2021).

1.6 BRIEF OVERVIEW OF THE RESEARCH METHODOLOGY

A detailed description of the research methodology, including the research approach, type of research, research design, methodology, and the measures that were taken to ensure the trustworthiness of the data, as well as the ethical considerations of the study will be presented in Chapter 3. The following discussion is a brief overview of the research methodology utilised for the study.

The study adopted a qualitative approach. A qualitative approach is more concerned with the "what" questions, which was exactly what the study sought answers for (Fouché & De Vos, 2011, pg.95). A qualitative approach enabled the researcher to explore in detail the beneficiaries and officials' perceptions of the value of the Community Work Program as a viable employment, capacity building and anti-poverty strategy in the Ivory Park Community, Midrand (Fouché & De Vos, 2011).

Purposive sampling was used to select 8 participants who were part of the Community Work Programme in Ivory Park Midrand. The participants were each interviewed using semi-structured interview schedules to allow greater flexibility and produce rich data, also; to grant the participants the power and ability to narrate their own experiences (Smith, 1995). A single case study design was utilised in the study in order for the researcher to gain insight and understanding into the perceptions of officials and beneficiaries, moreover that a case study allows for a variety of lenses in order to reveal and understand the phenomenon (Baxter & Jack 2008). The researcher used thematic analysis to analyse the data.

1.7 ORGANISATION OF THE RESEARCH REPORT

The research report consists of five Chapters. Chapter one provided an introduction and general orientation of the study. Chapter two provides a review of international and local literature on the use of public works programmes, the Community Work Programme in particular, the context of poverty and unemployment in South Africa. In chapter three, the researcher outlines the research methodology used for the study. Chapter four presents and discusses the research findings, conclusions and recommendations. Chapter five is the final chapter of the report, and it outlines the conclusions and recommendations of the study.

CHAPTER 2

REVIEW OF THE LITERATURE AND THEORETICAL FRAMEWORK

2.1 INTRODUCTION

This chapter provides a review of literature that reflects on the origins of the Public Works Programme and their objectives. The South African Post-Apartheid Context of Public Works Programme is explored in terms of the design of the Expanded Public Works Programme and its priority areas. Furthermore, this chapter will outline the Community Work Programme as the anchor strategy of the Expanded Public Works Programme and further evaluate the general impact of the Programmes in South Africa. Finally, the contexts of poverty and unemployment trends are also discussed.

2.2 ORIGINS OF PUBLIC WORKS PROGRAMME

Early records of the term 'public works appear from the 18th Century in Europe to serve the expansion of industrialization; the field of public works later broadened in the 19th century to foster economic development through mass employment for the poor (Organisation for Economic Co-operation and Development 2001). Literature further indicates that public works programmes were also used during the depression in 1930's by several Western countries (Subbarao, 1997) and also during "milder recessions" (Subbarao, 2003, p.1). Public works programmes, refer to government funded programmes with the aim of employment creation and generation of public goods through labour-intensive means (Braun, Teklu and Patrick, 1992). The aim of public works programmes has been to mitigate the problem of unemployment by targeting vulnerable communities and promoting beneficial projects to the public (OECD, 2001).

Public Works Programs have been vital counter-cyclical interventions of governments (Subbarao, 2003) and popular policy instruments for alleviation of poverty in developing countries (Datt & Ravallion, 1994). Typically, public works programmes provide low wages and short-term employment to the unskilled and semi-skilled workers (Subbarao, 2003). These programmes are based "on the fundamental concept that the most abundant asset of the poor is their labour" (McCord, 2002, p.24), thus; unskilled manual labour is provided at relatively low wages (Datt & Ravallion, 1994). Thus, the rationale is to keep the wage for unskilled labour lower than that of the ruling market, so as to allow self-selection into the programme (Subbarao, 1997).

Clay (1986) highlights that labour-intensive public works programmes began to play a significant feature in Third World countries as potent tools for alleviation of poverty and creation of mass employment. South Asia records their first public works intervention during the 1950s and 1960's as strategies to use the workers labor to gain food, aided by Western countries during emergency situations (Subbarao, 2003). However, because these programmes were funded by external countries, their duration was limited. Similarly, Subbarao (1997) highlights that once the food-for-works programmes ended; countries like India began to fund their own programmes and had to create measures of sustaining their operations. Scholars such as Clay (1986) observe the evolution of public works programmes since the late 1960's and early 1970's showing a shift towards the sustainable creation of assets instead of short term, seasonal interventions.

Literature shows, although with disappointing results, that the conventional food-for-work programmes in developing countries gained prominence in utilizing domestic resources. However, inadequate institutional capacity can hinder the possibilities of such programmes from depending on their domestic resources, that is, most African countries. As a result, foreign assistance continues to play a significant role in aiding most African countries to implement their public works programmes (Datt and Ravallion, 1994).

Africa has also adopted public works programme as a significant policy instrument in poverty alleviation and employment creation since the late 1970's. In addition, Subbarao (1997) postulates that contrary to Asian countries, most public works programmes in African countries were funded by bilateral donors meaning that they were limited to the period of funding. However, because these programmes are meant to be short term government interventions during times of crisis, there is much variation in the scope of public works across countries. In some countries, these have been implemented on a national scale and in some as a component of other multi-sectoral interventions (Subbarao, 2003).

In Tanzania and Botswana, the public works programs were most prominent during seasonal periods such as droughts where the need for employment is the greatest (Subbarao, 1997). Similarly, Clay (1986) notes that, during the drought seasons of 1979/1980 in Kenya and Uganda the governments initiated immediate activities for the affected poor communities; this was done to discourage beneficiary dependency and promote food-for-work. The case of Lesotho indicates a shift from food for work, to a new model where the people worked for wages in order to combat poverty (Mosili, 2007). Similarly, the South African public works programme offers a response to the chronic situation of poverty and unemployment (McCord, 2002). Moreover, public works programmes are argued to play a very important role as a vital aspect of the social protection policy (McCord, 2003).

The United Nations (2006:6) provides the following as objectives of PWPs:

Primary Objective

- To generate gainful employment for unemployed men and women in rural and urban areas, to enable them to earn an income and escape the poverty trap.

Secondary Objective

- To create infrastructure that is expected to contribute to the welfare of the poor by generating jobs.

Tertiary Objectives

- To increase the empowerment of the poor by involving them in the process of designing and implementing PWPs

- To increase the emphasis on providing employment for women and other socially disadvantaged sectors.

- To slow down the urban rural migration by creating jobs where people live, so that there is no need to move to urban areas to access jobs.

2.3 REFLECTIONS OF THE SOUTH AFRICAN PUBLIC WORKS PROGRAMME

2.3.1 Apartheid Legacy

The conception of Apartheid in 1948 is an occurrence that has changed the entire history and future of South Africa. The Apartheid government segregated public access, education, health care, social security, employment during which the white population gained privileges over the Indians, coloureds and black majority (Patel, 2005). Patel (2005) states that, the rise of unemployment, poverty and inequality in South Africa has been a problem of numerous decades. Thus, the context of unemployment continues to characterize the effects of the racial divide even two decades post the ruling of the apartheid government.

Public works programmes were introduced during the 1990s in South Africa. Even so, the apartheid government is criticized for undermining the role of public work programmes as an instrument for development (Pillay, 1994). Leibbrandt, et al., (2010) argues that although PWP negotiations for labour-

intensive strategies began in the early 1990's between the apartheid government, organized labour and the construction industry; these programmes only gained prominence in the democratic government.

2.3.2 The Objectives of Public Works Programme in Post-Apartheid

According to McCord (2003) the intention of public works programme in post-Apartheid South Africa is to provide a response to the distorted labour market policies created during the racial regime. Given the poverty crisis in South Africa, the poorest households, and communities "are subject to ongoing market exclusion and economic marginalization over time" (McCord, 2003). Evidently, this situation creates a vast gap between the poor and the rich, created by persisting poverty and lack of employment opportunities. The original conception of the South African National Public Works in 1994 was as a deliverable tool for asset and employment creation; to endorse the community based public works program and also challenge all government departments to adopt an infrastructural mode of service delivery (McCord, 2003).

Therefore, the objectives of the National Public Works are clear in that they aimed at employment creation, capacity building, provide education and skills, promote economic activity, reduce poverty, and also create sustainable livelihoods amongst poor communities. The nature of these objectives allows a multiplicity of functions which simultaneously foster the development of the country (Adato and Haddad, 2002, in McCord, 2003). Similarly, Scholars such as von Braun, Teklu and Webb (2000) argue that such programmes are three dimensional in that they provide food insecurity, address growing unemployment and address poor infrastructure.

2.4 DESIGN OF THE EXPANDED PUBLIC WORKS PROGRAMME

As a response to the ongoing situation of poverty and unemployment; the government of South Africa launched an Expanded Public Works Programme in April 2004. This programme was introduced in order to promote economic growth and create sustainable development with the immediate goal of the EPWP Phase 1 to help alleviate unemployment by creating at least 1 million work opportunities, of which at least 40% of beneficiaries will be women, 30% youth and 2% people with disabilities (Department of Public works, 2013). Expanded Public Works Programme (EPWP) which made contributions towards overcoming underdevelopment and creating the nexus between the first and the second economies (Development Report, 2005). The next section of the presentation will provide a rationale for the inclusion of women, youth and people with disabilities in the programme.

2.4.1 Rationale for Targeted Inclusion

(a) Women

Research conducted by the United Nations Development Programme (UNDP) and The World Bank among others, indicates that gender inequalities in developing societies inhibit economic growth and development (Cheston and Khun, 2002). Furthermore, a recent World Bank report confirms that societies that discriminate on gender pay the cost of greater poverty, slower economic growth, weaker governance and a lower living standard of their people. The UNDP found a strong correlation between its gender empowerment measure and gender related development indices and its Human Development index.

Research has also shown that women have a propensity to spend more of their incomes on their households. For this reason, Cheston and Khun (2002, pg.172) argue that "when women are helped to increase their incomes, the welfare of the whole family is improved." Therefore, there is abundant evidence that programmes that are specifically targeted at improving the livelihoods of women have a positive ripple and spin off effect on economic development.

(b) The Youth

The South African youth unemployment continues to be a burden and a disadvantage in the labour market as the youth unemployment rate is higher than the national average. According to the Quarterly Labour Force Survey (QLFS) for the first quarter of 2022, the unemployment rate was 63,9% for those aged 15-24 and 42,1% for those aged 25-34 years, while the current official national rate stands at 34,5% (Statistics SA, 2022). This statistic reveals a disproportionate representation of the youth in the unemployed contingent.

Therefore, it is only logical and prudent to embark on programmes that aim at including the youth and capacitating them to enable them to participate in economic development. In addition, various legislation and policies such as The Constitution of South Africa, The National Youth Commission, National Youth Policy, National Youth Development Policy and The Framework National Youth Enterprise Framework were put in place to empower the youth and increase their participation in the wider economy.

(c) People living with disabilities

People living with disabilities have been excluded from engaging in the wider economy. This situation relegated them to the status of patients who rely on charity and the mercy of the able bodied to meet their needs. This state of affairs has resulted in the systematic discrimination of people living with disabilities and has impoverished them in the process. However, the Department of Public Works states that 2% of those engaged in the expanded public works programme should be people living with disabilities as the Broad Based Black Economic Empowerment (BBBEE) Act aims to transfer ownership, management and

control of the country's financial and economic resources to previously disadvantaged people including disabled people (Gathiram, 2008).

2.4.2 EPWP in the Context of National Goals

Public works programmes are designed to meet specific national and regional goals; thus, the need therefore arises for the prioritization and clarification of such goals. Ramechela (2005, pg.9) makes reference to 4 goals of the EPWP which are: *Societal goal**;*** this goal is concerned with strengthening of social capital. *System reform goal:* this goal refers to the fostering of coherence, co-operation and coordination and integration within the social sector. *Delivery goal:* the intention is to accelerate and improve social service provision. *Developmental goal:* this goal focuses on enhancing livelihood capacities.

The outputs of the programme according to The Department of Public Works (2004, pg.17) are as follows;

*Participants will acquire work and income opportunities***.**

The overall goal of the EPWP is to generate work opportunities of a temporary nature to more than 1 million people. All people who participate in the EPWP will earn an income. In the social sector the estimated number of jobs is 150 000.

Participants will acquire training, skills and information linked to exit strategies.

For each sector of the EPWP, exit strategies will be identified. These will identify possible ways of exiting the programme, for example, long term employment, being self-employed, or further education and training. In the social sector, it is estimated that an average 30 days of training will be offered.

Profit companies and non-profit organisations will engage in labour intensive programmes

As part of the EPWP, private sector, emerging contractors, professionals, and management agencies will be trained in labour intensive contracting. This will add value to the sustainability of the programme. Because in the social sector, non-profit organisations do most of the training in the sector, they will be targeted to deliver the training.

2.5 EPWP WITHIN THE SOCIAL DEVELOPMENT APPROACH

Midgely (1995:25) defines social development as a "process of planned social change designed to promote the well-being of the population as a whole with in conjunction with a dynamic process of economic development." This definition provides a conceptual framework for the understanding the objectives of the EPWP and its intended outcomes. Billups (1999:25) concisely describes the process of social development

as "… a process through which people become increasingly able to interact competently and responsibly, that is with the recognition of other's needs, an increasing array of social contexts. The more often they engage in socially responsible interaction, the more likely they are to help generate or sustain a caring and sharing society".

The social development approach is imbedded in the design of the EPWP because its framework, "seeks to foster a new conception of redistribution, as social investments that generate positive rates of return and continuously feed into the economy" (Midgely 1996). The Human Sciences Research Council (2008) identified the following as the major objectives of the EPWP.

- To draw considerable numbers of the unemployed into productive work.
- To offer uneducated people education and skills
- To make certain that the beneficiaries of the EPWP are either enabled to set up their own business or to find employment once they live the service.
- To make use of government budgets to reduce and alleviate poverty.

Patel (2005) asserts that, the goal of social development is to create an empowered, humane and democratic society which focuses on changes for the poor. It is therefore evident that the Expanded Public Works Programme is within the social development framework as it, "mobilises human and social capital, facilitate self-employment and promote asset accumulation. These are key components to the developmental approach to social welfare" (Midgley, 2010, pg.14). Literature shows that conventional redistributive arguments based on conceptions of need, altruism and social rights have lost credibility but rather new ideas that offer a plausible alternative rationale for social welfare, enhancement of economic development and a wide electoral appeal are needed (Midgely, 1999).

2.6 EMERGENCE OF THE COMMUNITY WORK PROGRAMME

2.6.1 Background

The Community Work Programme (CWP), piloted in 2007 was introduced in order to fast track complementary strategies of the EPWP developed as an anchor strategy, tailor-made for poor South African communities (Philip, 2009). This programme is an intervention partly modelled from India's National Rural Employment Guarantee Scheme which assures employment to the low-skilled and poor

individuals while creating productive community services and assets (Stanwix & Van Der Westhuizen, 2012).

Although the CWP officially was a component of the EPWP from 2009, it later became a fully financed programme of the Department of Cooperative Governance and Traditional Affairs since the end of its pilot phase in 2010 (Stanwix &Van Der Westhuizen, 2012). The programme gained strong policy support from the Cabinet Legotla in July 2011, to which CWP was mandated to scale up to 1 million participants by 2014/2015).

2.6.2 Features of the Community Work Programme

The Community Work Programme is area based, offering regular part time work on an ongoing basis, i.e., 2 days per week= 100 days per year (Report on CWP Useful Works, 09 January 2014). The site management is handled by non-profit implementing agents who help identify 'useful work' through community participation; and each ward committee decide on the work prioritized in order to contribute towards public goods and services (Philip, 2009). Another feature of the program is that it has a start-up scale of 1000 participants per sitebut the number is expected to rise exponentially in order to reach the majority of the unemployed (Stanwix &Van Der Westhuizen, 2012).

2.6.3 Employment Creation

Employment is considered as one of the important transitions to adulthood and it is used by most societies as a means to provide for basic needs. The value attached to being employed is so significant such that those unemployed are recognised to suffer from lack of structure, isolation and loss of self-esteem (Philip, 2012). The CWP, mostly copied from the India's Employment Guarantee Programme is designed such that it is spread throughout the year, thus providing part-time employment for participants usually two days per week (Stanwix & Van Der Westhuizen, 2012). Therefore, the aim is to provide regular and predictable income. Philip (2012) claims that the focus on regular work is intended to provide social inclusion, a level of predictability and structure. Furthermore McCord (2003) argues that Community Based public works programme are a major employment creation instrument representing an estimated 1.5 million to 4.5 million workdays per annum.

The CWP is different from the conventional public works programmes as the focus is not on labour intensive methods. The employment creation under this programme is to produce 'useful work' taking place in the form of public employment programmes (International Labour Organization, 2011). Moreover, there is never a shortage of useful work at a local community level (Philip, 2012). According to Stanwix and Van Der Westhuizen (2012) the CWP's strongest focus is on creating public goods, food security and

social services characterised by community-based care, food gardening, teaching assistance in schools, creating health and environmental awareness; assist HIV/AIDS patients, provide auxiliary care to the orphaned, elderly and vulnerable. The indirect benefit of the programme in communities is its ability to tackle social challenges through work opportunities.

2.6.4 Capacity Building

The quality of training of the EPWP is argued not to provide the necessary skills for future employment (Perman, 2007). In some cases, the relevance and quality of the trainings have been questioned and a lack of competitiveness has been discovered in some EPWP initiates as compared to conventional methods (McCutcheon, 2001). In addition, the assumption that participation in the programme will provide experiential and formal training for future absorption into the labour market is less likely to impact on the labour market success (White Paper, 1997). This can be contributed by the fact that the labour market demands for skills is conditional and the trainings do not necessitate the 'sought-after' skills given the limited time that the participants work on the programme.

2.6.5 Community Participation and Development

The CWP has a range of non-monetary outcomes, included in these is community development. According to Philip (2009) the programme strengthens community participation in local development planning and community development. McCord (2003, p. 34) argues that when "public works programmes are integrated with local institutions there is the potential to improve the quality of the assets created and also to promote local democracy, accountability, and hence confidence in the democratic process".

Furthermore, the implementation of the community work programme by non-profit implementing agents is rooted at the local level and creates new forms of partnerships and capacities between government, civil society and communities. Community participation is very important in development as it strengthens communities and allows for the active participation in the planning, implementation, and long-term viability of community-based activities; and these are central to a democratic society (Mthembu, 2003).

2.7 POVERTY, INEQUALITY AND UNEMPLOYMENT IN SOUTH AFRICA

2.7.1 Definitions of Poverty

Poverty can be defined as the inability to attain minimal standards of living, measured in terms of basic consumption needs or the income required to satisfy the needs of the people (May 1998). Although poverty

is a complex and multidimensional concept, it has been traditionally divided into two sections: absolute and relative (Sen, 1985). The former refers to measurements of minimum income required for survival and the latter suggests individual perceptions of their wellbeing or poverty status in comparison to others (Jansen, Moses, Mujuta & Yu, 2015). However, in general, poverty is measured in both monetary and non-monetary terms.

2.7.2 Context of Inequality and Poverty

It is important to note that inequality is not only a contemporary phenomenon. The legacy of Apartheid played a significant contribution in perpetuating income poverty and inequality. According to Seekings (2007), income poverty co-existed with great affluence causing great inequality which correlated with race. However, the Gini coefficient of income shows a slight decrease in equality between 1993-2014, from 0.681 to 0.655, despite a temporary increase accompanying the global financial crisis, when inequality rose to 0.69 in 2008 (Hundenborn, Leibbrandt & Woolard, 2016). Furthermore, literature shows that Inequality in South Africa is maintained by various structural forces of economic and social power which were rooted under the apartheid regime many of which persist today (Francis & Webster, 2019).

According to the United Nations Development Programme (2010, pg.36) poverty is one of South Africa's main development challenges. Due to the pas discriminatory public policies favouring the white minority, the African people along with Indians and coloureds were displaced from their land, instead they were confined in impoverished areas of countryside; had limited employment opportunities; and had access to low quality, health, social and educational facilities (Seeking, 2007). Therefore, it is essential to consider the political aspect of poverty "because it relates to the allocation or distribution of resources and reflects the impact of past and present policy choices" (Meth 2006, in Studies of Poverty and Inequality Institute, 2007, pg. 5).

2.7.3 Poverty and Unemployment Trends

In most developing countries, poverty and unemployment go along together, and South Africa is no exception to this (Adato & Haddad, 2010). Studies have shown that poverty and unemployment are the two key economic challenges faced by contemporary South Africa. According to the National Planning Commissions Diagnostic Review report (NPC, 2011) describes the high rates of unemployment and underemployment as characterised by 'large proportion of out-of-school youth and adults that are not working. Therefore, the low-income earners would often be responsible for the support of many dependants, and this is a central contributor to widespread poverty especially as cost of living is too high. Thus, inactivity of broad sections of society reduces the potential for economic expansion (NPC, 2011).

According to English (2016) Poverty in South Africa has actually been on the decline since the mid the 2000s and over 2 million South Africans have climbed out of extreme poverty since 2006. Although findings from Statistics South Africa (2017) later indicate that poverty has been increasing since 2011, this is for the first time in post-apartheid South Africa. The studies show that more than half of South Africans were poor by 2015, with the poverty headcount increasing to 55,5% from a series low of 53,2% in 2011 (Statistics South Africa, 2017). Meanwhile, unemployment has also been on the rise; and this implies that a vast majority of the poor are unemployed and are thus excluded from the labour market (Statistics South Africa, 2017). According to Statistics SA (2022) the South Africa's unemployment rate has been on the incline in seven consecutive quarters until a record high of 35.3% in the first quarter of 2021. However, the recent findings in the first quarter of 2022 show an ease to 34.5%.

2.8 THEORETICAL FRAMEWORK

Theoretical integration is a very important aspect of research as it provides grounds to which the research exists. This study seeks to adopt a combination of the social development approach and the Sustainable Livelihoods Approach. Adopting both perspectives suggests that the study will take different variables into account and thus provide a broader framework of the context to which this study will be conducted.

Social development comprises of the words ‘social’ and ‘development’ and these need to be clearly defined. According to Midgley (2013), the term social refers to human interactions and the complexities that emerge from such interactions including families, communities, and societies. In addition, the word social also implies the welfare of people as their interactions are often linked to shared interests and values within a given context. The term development however is inclusive of various political, economic and cultural factors. This term was originally defined during early modernization by the developing countries after the World War II; however, it has now evolved and adopted a broader and more inclusive definition of a change process (Midgley 2013). Accordingly, Cowen and Shenton (1998) argue that there are two basic forms of development; *Immanent Development* which refers to existing changes that occur as part of advancements in human societies and *Intentional development* refers to planned interventions typically by governments which are bound by time and resources. Arguably, the collective term of Social Development is all encompassing of both immanent and intentional development as these occur parallel to each other.

However social development as a method of practice has not gone without criticism. Midgley (2013) argues that although Social Development assumes abstract goals, the proponents of this approach have demonstrated limited practical value and have failed to identify the projects and programmes that can achieve these goals. In her research study, Nahar (2014) explores the concept of social development and

that it has mainly prioritized the usual economic development, leaving behind the practical human value. Although the Human Development Index was introduced as a measurement to this effect, it was deemed not effective and was soon changed in 2010 to include the capability framework with a shifted attention from economic factors to human well-being such as health, education, and standards of living (Haq, 1995).

In addition, this study also integrates the Sustainable Livelihood Approach (SLA). Recently, the development of the Sustainable Livelihood Approach has been evolving and implies an improved understanding of the livelihoods of the poor. By 'poor' we refer to the individual's insufficiency in consumable resources to attain a minimum level of welfare (Rakodi & Lloys-Jones, 2002). According to Twigg (2001), although the SLA is a relatively new perspective; it has gained popularity in the Department for International Development (DFID) and the United Nations Development Programmes (UNDP). The term 'livelihood' simply refers to a means of making a living (Chambers & Conway, 1991). Thus, livelihoods encompass the assets, resources, and activities in ensuring livelihoods and how these factors can constrain or enhance the lives of the people. Sustainable implies the long-term enhancements of long-term resource productivity (Chambers & Conway, 1991). The sustainable livelihoods approach is thus based on the link between individuals, the assets, and resources to which their enabling environment provide.

A sustainable livelihood system is known to be a complex set of strategies. This system can only be promoted by applying an integrated approach in understanding the adaptability and coping abilities by which individuals make a living within their local context (Singh & Gilman, 1999). Therefore, the sustainable livelihood approach consists of the capacities to make choices, accessing of resources and opportunities in order to meet short and long-term goals. Contrary to traditional approaches to poverty eradication where approaches were implemented from a national level, proponents of the sustainable livelihood approach have identified the missing link, between macro and sectoral policies and their effects on a particular community or individual (Singh & Gilman, 1999). The integrated and inclusivity in this approach extends similarities to the principles of Appreciative enquiry which advocate for participatory development in communities.

It is in the above context that this study integrates the Social Development and Sustainable livelihood approaches. The above frameworks are applicable and relevant in responding to the problem statement identified in this research. These theoretical frameworks will provide a wider perspective in understanding the views of the officials and beneficiaries of the Community Work Programme in Ivory Park regarding the perceived viability of the CWP as an employment, anti-poverty and capacity building strategy.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

This chapter provides an explanation of the steps followed during the research process. Also, to present the research approach and design utilized in this study. Furthermore, the chapter describes the research approach and design utilized in the study. It also explores the population and sampling methods, data collection, method of data analysis, trustworthiness and limitations and delimitations of the study. Lastly, the ethical considerations used to guide this study are also discussed.

3.2 RESEARCH APPROACH

This study adopted a qualitative research approach. Qualitative research is an overarching term for research methodologies aiming to understand the social interaction from the perspective of insiders (Kumar, 2005). According to Gifford (1996), qualitative methods convey intensity and richness of detail, to which the area under study can be better understood holistically. Also, "qualitative research is an objective way to study the subjective human experience using non-statistical methods of analysis. Qualitative researchers may seek to examine individuals' lives and their stories and behaviour; organisations and their functioning; role relationships and intercommunications; or cultures and their conduct, interactions and social movement" (Langford, 2009, p.139).

Qualitative research approach was utilised in this study. Qualitative research is very beneficial in this context as it enabled deeper understanding of the everyday realities in a given social phenomenon and context (Cleland, 2017). In addition, applying the qualitative research approach has allowed answers to questions that could not be easily put into numbers in order to understand human experience. Therefore the approach was relevant in order to explore the perceptions of the officials and beneficiaries on the value of the Community Work Programme in terms of the value of the programme as a viable employment, capacity building and anti-poverty strategy in the Ivory Park Community, Midrand.

3.3 RESEARCH DESIGN

A case study research design was utilized to pursue this research. According to Creswell (2002) a case study is an in-depth process of exploration within a contained system of individuals, activities or events. Case studies can be explored through one or multiple cases within a bounded setting or context (Creswell, Hanson, Plano & Morales, 2007). A single case study was used in this context as one single group of CWP

was the focus of the study. There are three types of case studies: intrinsic, instrumental and collective (Stake, 2000). This study adopted an instrumental case study design. According to Creswell et. al (2007), an instrumental case study design is used when the researcher attempts to focus on an issue and then selects one bounded case to illustrate this issue.

This study has attempted to focus on the perceptions of the beneficiaries and officials of the Community Work Programme as an issue to explore. A case study enabled the researcher to gain insight and an understanding into the perceptions of the officials and beneficiaries regarding the Community Work Programme in the context of Ivory Park Community.

3.4 POPULATION AND SAMPLING METHODS

The targeted population was the officials and beneficiaries of the Community Work Programme in Ivory Park, Midrand. This target population was recruited through the site Manager after he granted permission for the interviews to be conducted at their Municipal offices and were believed to have adequate experience and knowledge on the perceptions of the CWP. Purposive sampling was used to select the sample of participants on all three groups being sampled. Purposeful sampling refers to the intentional selection of participants based on the experience in the problem being investigated (Creswell, 2006). In this way, sampling was done deliberately to select participants with the following selection criteria: to have been in the programme for a minimum of two years, be bonafide residents of the Ivory Park Community and be willing and available to participate in the study.

Although a total of 10 participants were intended, only 8 participants were available to take part in the study (refer to fieldwork experience). These comprised of three separate categories: two officials, three beneficiaries of employment and three beneficiaries of services. The sample was not considered to be common in such studies; moreover, Kelly (2006) suggests that a sample of about 10-20 is ideal for shorter interviews when conducting qualitative research. However, because qualitative research generally makes use of smaller samples the research was conducted with the available sample size.

According to Gifford (1996), qualitative studies have smaller sample sizes given that the aim is to acquire in-depth information required for qualitative interpretation. It is anticipated that the participants with the above criteria will have adequate knowledge to contribute to the objectives of the study.

3.5 DATA COLLECTION

3.5.1 Research Instruments

Research instruments are tools used by researchers to gather data (Kumar 2005). Semi-structured interviews were identified as suitable instruments to collect data for this study as they are the predominant mode of collecting information in qualitative studies (Neuman, 2000). The researcher made use of a semi-structured interview schedule comprising of broad and multiple open-ended questions to guide interviews during data collection. Open ended questions are also viewed as not based on already conceived answers, but well suited to exploratory studies, or on studies based on qualitative analysis of data (Bless and Higson-Smith, 2000).

The research made use of three different research interviews to obtain data. One was for the two officials, another for the four beneficiaries of employment and another for the four beneficiaries of service. Smith (1995) regards semi-structured interviews as the only way to allow for a greater flexibility and produce rich data, by allowing the interviewee to pursue areas of interest that arise throughout the interview. The process credits interviewees with the power and ability to narrate their own experiences; it encourages their agency, sense of personhood and ability to affect their own lives.

3.5.2 Pre-testing the Research Instrument

According to Turner (2010), pre-testing is the process that determines whether the interview schedule may have any limitations. Pretesting questions are conducted in order to reduce sampling errors and increase the response to questions and may be a valuable method to evaluate whether the instrument performs in the field as planned (Drennan, 2003). This process further assists the researcher to make necessary amendments prior to the actual interviewing of participants; as it assists the researcher to check the completeness and relevance of the research instrument (Cohen, Manion & Morrison, 2007).

The researcher undertook a pre-test by interviewing three participants: one official, one beneficiary of employment and one beneficiary of services. These participants did not form part of the main study but were interviewed to test the feasibility and practicality of the interviews. Through pre-testing, it was discovered that all information required to answer the research questions would be obtained, in addition, the questions were answered within the time limits estimated by the researcher. No amendments were made to the data collection instrument following the pre-test.

3.5.3 Method of Data Collection

Two face-to-face in-depth interviews guided by semi-structured interview schedules were used to collect data from the officials at the municipal offices in Ivory Park. The advantage to face-to-face interviews is that they allow for more detailed data to be collected (Galt, 2008). However due to the COVID-19 pandemic it was necessary that both the researcher and participant/s adhere to the regulations such as social distancing, wearing of safety masks and sanitizing. The remaining six interviews were however conducted

telephonically as the fieldwork experience was unfortunately not enabling to meet with the research participants face to face.

To extract in-depth information for the study, eight beneficiaries and officials were interviewed for approximately an hour each. Data collection took place after the potential participants have understood the participation information sheet and have signed the informed consent forms. The researcher also used tape recording to capture interviews. The use of tape-recordings is helpful in capturing accurate language used, detailed responses and verbatim recordings (McBurney, 2001). This process helps to avoid the loss of important data that can be missed when the researcher is taking field notes. In addition, it permits the researcher to focus on non-verbal behaviour such as facial expressions and body language (Greeff, 2011). It should also be noted that the researcher's interviewing skills are critical in data collection; these include observing non-verbal communication, probing, reflecting, summarising and active listening.

3.6 METHOD OF DATA ANALYSIS

Data analysis is the process of identifying, interpreting and reporting themes of data (Braun & Clark, 2006). Thus, there is a need to analyse collected data so as to convert it into meaningful information. The role of the supervisor was very helpful throughout this process and assisted the student to ensure credibility of the study. Thematic analysis was used to analyse the data collected. According to Braun and Clarke (2006) thematic analysis is a method used to identify, analyse and report occurring themes found within data collected.

This study engaged with relevant literature in order to analyse data. The researcher applied the following six phases to analyse data, according to Braun and Clarke (2006):

Phase 1: Familiarise yourself with data

The researcher was actively involved with the data, familiarised herself with the information obtained, reading repeatedly to find meanings and patterns. The researcher was also able to transcribe the spoken data into written data.

Phase 2: Generating initial codes

At this phase the researcher had developed an understanding of what was contained in the data and listed the interesting and basic codes from the raw data. These codes were used to create ideas of themes that emerged on the next phase.

Phase 3: Searching for themes

When searching for themes, the researcher had to organise the different codes into broader thematic groups. Analysis begins at this stage whereby different codes are grouped according to similar characteristics. At this point the researcher identified themes and sub-themes to organise the data.

Phase 4: Reviewing themes

The review of themes entailed the careful reading and assessment in order to refine and determine whether both the codes and themes form coherent patterns. The researcher had to review the themes on a broader level than phase 2. The validity on individual themes was assessed whether it captures the meaning of the whole data set.

Phase 5: Defining and naming the themes

At this stage the researcher was satisfied with the thematic map, clearly naming each theme accordingly. The themes should be able to capture different aspects of the data which is defined and refined.

Phase 6: Producing the report

The final analysis is based on the premise that the final product (report) has both the merits and validity of the data. The researcher was able to provide sufficient evidence to convince the reader about the argument in relation to the research questions.

3.7 TRUSTWORTHINESS

Trustworthiness is an important part of validation in qualitative research. The purpose of trustworthiness in a study is to convince the reader that the researcher took necessary steps to ensure that the findings are worth believing. According to Shenton (2004) there are four strategies to the validation of research, namely: credibility, dependability, confirmability and transferability. In the next paragraphs, the researcher will assess the utilization of these strategies and their relevance to this study:

3.7.1 Credibility

Credibility refers to the accuracy with which the researcher interprets the data provided by participants and further contributes to the integrity of the research (Du Plooy-Celliers, 2014). To increase credibility, the researcher attempted to provide all possible truths on the data collected by ensuring prolonged engagements and observations with the research participants. This data was recorded for accuracy to ensure that data analysis is not based upon the researcher's own imagined views and to ensure that information is not subjectively interpreted (Rubin & Babbie, 2011).This entailed interpreting the information and then

checking with the participants if the interpretation and thematic analysis was consistent, correct, and congruent with their experiences, as suggested by Creswell (2009).

3.7.2 Dependability

According to Shenton (2004) dependability is an evaluation of the quality of the integrated process of data collection, data analysis and theory generation. Therefore, in order to address dependability more directly, "the process within the study should be reported in detail, thereby enabling a future researcher to repeat the same work, if not necessarily to gain the same results" (Trochim, 2006, pg.71). To achieve dependability, the researcher ensured that the interviews were in-depth and thorough, using the methodology and design stated above. Although direct quotes of participants were used in the form of verbatim, one cannot always guarantee that participants will be honest in their feedback or would merely be portraying a particular image.

3.7.3 Confirmability

This refers to the degree of neutrality in the research findings and depends on how well the data collected supports the findings and interpretation of the researcher (Shenton, 2004). To avoid bias, the researcher attempted to be as objective as possible in order to ensure confirmability. In addition, the participants provided their own narrative without the interference of the researcher.

3.7.4 Transferability

According to Shenton (2004) transferability refers to the level at which the findings of a particular study can be practical to another. However, qualitative research can be difficult to generalize to broader population because of the size of the sample (Du Plooy-Celliers, 2014). In this study, the researcher thrived to provide rich and thorough information regarding the description of the research setting, observed transaction and processes, in-depth discussion of findings and themes as a mechanism of ensuring rigor and possible transferability of data to other settings, as suggested by Rubin and Babbie (2011).

3.8 ETHICAL CONSIDERATIONS

3.8.1 Voluntary Participation

Participation in any study should always be voluntary and potential participants should not be coerced to participate (Rubin & Babbie, 2005). The participants were informed that participation is voluntary, and they may withdraw from the study at any stage with no negative consequences should they no longer feel interested to participate.

3.8.2 Informed Consent

According to (de Vos, Strydom, Fouche & Delport, 2011), all potential participants are to be given complete and accurate information in which their consent to participation will be based upon full comprehension of the study. The researcher did ensure that potential participants were well informed about the study through the participation information sheet (Appendix A). Also, the informed consent forms were signed to by the participants before the actual study could take place.

3.8.3 Confidentiality

Babbie (2001) indicates that confidentiality is about avoiding the disclosure of the identity of the participants. In this research, confidentiality was considered by conducting the first two research interviews in the municipal offices that ensured the privacy and comfort of research participants. In addition, the six telephonic interviews were conducted in the privacy and preference of the participants, also the researcher ensured that the participants were comfortable. To further ensure confidentiality, the raw data was secured in a password locked computer.

3.8.4 Anonymity

According to Payne & Payne (2004), both confidentiality and anonymity are crucial aspects to consider in research as they ensure protection and respect towards the participants‟ information. In this study, anonymity was maintained through the use of pseudo names. This was applied when presenting the findings, the direct quotations from the participants are presented in the following pseudo-names:

BOS: Beneficiary of Services

BOE: Beneficiary of Employment

Official: A designated official of the CWP

3.8.5 Avoidance of Harm

It is the responsibility of the researcher that no emotional and physical harm is caused during the cause of data collection. The researcher ensured that the participants were secure and protected from any harm in that regard. The respondents were assured through signed indemnity that they would be free from any physical and emotional harm in accordance with Payne & Payne (2004).

3.8.6 Permission from Ethics Committee

Permission to pursue this study was granted by the University's Human Research Ethics Committee (non-medical). Accordingly, de Vos et, al (2011, p.127) it is important for researchers to submit documented ethical implications to the university's ethics committee as these "play an important role in protecting the

public and human subjects from researchers who undertake unethical projects that do not serve the purpose of science."

3.8.7 Feedback to the Research Committee and Interested Participants

According to Strydom (1994), the findings of any study should be introduced to the reading public in order for the research to have a meaningful purpose. The participants were also informed that the researcher will compile a research report to be submitted to the University of Witwatersrand for academic purposes and that a possible publication of a scientific article on the topic might follow. The participants were further advised that a final report copy will be made available to them on request, as Babbie and Mouton (2004) suggest.

3.9 STRENGTHS AND LIMITATIONS OF THE STUDY

This study has several strong points and limitations in regards to its applicability. Firstly, the strengths of the study will be discussed and this would be followed by the limitations encountered while attempting this research.

The strength of the study is that it provided a reflection of both theory and practice regarding the Community Work Programme. The use of open-ended questions allowed the participants to express themselves openly on their perceptions regarding the programme without limitations. The responses were simplified enough to understand the context in which the participants narrated their experiences.

The limitations of the study are based on the context that the research interviews were conducted during a volatile situation in the programme. The officials and CWP participants were on strike and the participants were not working for over five months. The reason for the strike was non-payment of the officials for over that period.

Apparently, the officials receive their stipend from the Implementing Agents while participants are paid directly by COGTA. However, if the Implementing Agents face challenges and the officials are not paid, they unfortunately cannot do the administrative work required by the participants, hence both the officials and participants were on strike. One of the officials clarified this in the below context:

"We are not permanent it's a government project which gave a tender to an NPO, they give them 3 years and after 3 years another NPO gets appointed by COGTA. We call these NPOs the Implementing Agents or IAs… then my contract goes with the one that COGTA issues to the IAs, so if its 3 years, they give me 3 years. If its 12 months, they give me 12months. So that is how I work, I am not permanent myself. As an office I differ from the participants, my salary comes from the Implementing Agent which gets a tender from COGTA. Then a participant gets her salary direct from COGTA… so yes…" (Official 01).

Therefore, as a result of the strike, it was difficult to get research participants to be part of the study. The contact person advised the researcher to rather wait until the situation has calmed down. This waiting period delayed the data collection process even though the interviews were eventually conducted after many requests and compensation. Due to the scarcity of CWP participants and officials during strike, the interviews were now eight instead of ten as initially proposed. Most of these interviews were conducted telephonically as convenient to the research participants. As a result of this limitation, the research data has been minimised.

3.10 CONCLUSION

The chapter has demonstrated the in-depth process of exploration rooted within a qualitative paradigm. The use of semi-structured interview schedules was utilised in the research to elicit the perceptions of the research participants on the topic. Thematic analysis involving a method of identification, analysis and reporting of occurring themes was used to analyse the data. Trustworthiness and the limitations of the study were also explored. Ethical considerations which were applicable to this research are also explained. Finally, the strengths and limitations were discussed in order to provide a context of the applicability of this study. It is against this backdrop that the findings are presented and discussed in the following chapter.

CHAPTER FOUR

PRESENTATION AND DISCUSSION OF THE RESEARCH FINDINGS

4.1 INTRODUCTION

This chapter presents the findings of the study. Descriptive statistics were used to analyse the demographic information of the participants, while the qualitative data were analysed using thematic analysis in order to analyse and record the themes relevant to the study. Themes are illustrated with direct quotations of verbal responses from participants.

Demographic Profile of Respondents

Variable	**Category**	**Representation in the study**	**Percentage**
Gender	Man	1	12.5%
	Women	7	87.5%
Age	18-35	4	50%
	36-60	4	50%
	60+	0	0%
Race	African	8	100%
	Coloured	0	0%
	Indian	0	0%
	White	0	0%
Educational Level	High School	6	75%
	Higher Education	1	12.5%
	University Degree	1	12.5%

Table 1.1 Demographic Profile of respondents

The above table illustrates that of the total respondents, over two-thirds of this sample are female (87.5%) while a fraction are males (12.5%). The gender gap can be alluded to the aim of the CWP programme to target and empower women in order to reduce high levels of poverty and unemployment in this category.

Trade and Industrial Policy Strategies (TIPS 2014) further claims that women face disproportionally high levels of unemployment.

Furthermore, the age differences illustrate equal representation of young and people of working age with 50% each. It must however be highlighted that the high levels of youth representation correspond with the aim of the government to prioritise youth employment. Furthermore, of those who are in the middle age category (36-60), about 25% were young people when they initially joined the programme.

Race representation demonstrates that 100% of the research respondents are Africans with no representation from other racial groups. This is confirmed by McCord (2003) who states that the intention of public works programme in post-Apartheid South Africa is to provide a response to the distorted labour market policies created during the racial regime.

With regards to educational level, it has been noted that a significant three thirds (75%) of the respondents have only been exposed up to high schooling. This indicates that most of the respondents have low levels of education and are the targets of the CWP due to the objectives of the programme.

4.2. THE PERCEIVED IMPACT OF THE CWP ON THE DEVELOPMENT OF IVORY PARK COMMUNITY

4.2.1 Improved Environmental Management and Safety

The findings revealed that effective environmental management and safety was one of the most visible impacts of the CWP in the Ivory Park Community. Moreso because this is one sector most visible in the community and to which a majority of community members benefit from.

To elaborate on this theme, one participant said:

"I benefitted a lot as a school, for me it was more environmental … even when I was driving out of Ivory park, err my school was next to the taxi rank, I would also see them with the orange overalls in the taxi rank, with black labels and some caps. I would also see them in the community playgrounds; I would see them in the community halls… I would always see them there showing that either they are here to work; they have worked or would be part of the programme; so their visibility in Ivory Park was very clear. That's why I know that I would see them mostly environmentally in the roads, in the parks with the plastic bags… so whoever was running the programme did a great job in Ivory Park" (BOS2).

In addition, one of the beneficiaries of services indicated:

"Oh, you see here in Ivory Park, we have a lot of informal settlements, so there is a lot of littering in the corners and everywhere they can throw things around anywhere. So the participants would keep the

environment clean, because most of the litter would be pushed by the wind but they would continue to clean to ensure environmental cleanliness. Even though the community would still continue with littering, the participants still kept the community clean" (BOS1).

Furthermore, one other participant added the following:

*"it helps too much in dumping areas, especially in the bushes. When we have cleaned the bushes, the community members feel safer because crime gets reduced" (BOE*1).

And,

"…Also in the open spaces once we have done the grass cutting it reduces crime. Criminals hide themselves in the bushes but once CWP arrives and cuts the grass, the environment becomes clear for everybody" (BOE2).

The above direct quotations from the participants are an attestation that CWP has indeed brought about change in the environmental issues within the Ivory Park area. The views demonstrate the importance of community cleanliness, safety and environment. In support of this, the Department of Cooperative governance (2011) acknowledges the importance of local initiatives that are supported by anchor strategies such as urban renewal activities which focus on tree planting, establishment of infrastructure for food gardens/allotments, landscaping of public spaces, clearing and cleaning amongst others.

Furthermore; environmental programmes are known to strengthen the CWP through initiatives such as co-operations with other agencies to assist "…with 'greening' initiatives, afforestation, erosion control and other environmental services" (Department of Cooperative Governance, 2011, pg. 20). This concurs with literature in that one of the features of the CWP is that site management, handled by non-profit implementing agents, is responsible to identify 'useful work' through community participation; and each ward committee decide on the work prioritized in order to contribute towards public good and services (Philip, 2009).

4.2.2 Resulted in Improved Food Security for Vulnerable Groups

The findings revealed that CWP resulted in improved food security for the vulnerable groups in the Ivory Park community. It was shown that participants were able to reach the most vulnerable members of the community by providing vegetables from the produce in the Agricultural sector to those most in need. This assertion brought back dignity to the poorest in the community.

This theme was starkly captured when the participants said the following:

"They help people from disadvantaged families… the programme made a lot of changes in the community, they supply the Creches with produces from the gardens. The participants plant spinaches in the gardens and they give the ECD institutions and the orphans and vulnerable children in the communities…" (BOS3).

To substantiate this, one of the Officials also mentioned:

"Agriculture is one of our major projects… which is done by the participants working 8 days a month… they work with social development in terms of seedlings and trainings. Veli brought the Department of Social Development to bring farming. When the food produce is ready we shared with Home based care beneficiaries, crèches and families that are vulnerable" (Official 1).

The above responses show that the CWP was able to improve food security issues of the vulnerable groups in the Ivory Park community. These findings concur with literature, especially the study that was conducted by van der Merwe and Langa (2019), where it was discovered that in some settings, it was common to find the CWP addressing the basic survival needs of community members through the establishment of projects such as food gardens. This finding is also in line with the basic premises of the Sustainable Livelihood Approach which advocates for the enhancements of long-term resource productivity through the assets, resources, and activities that ensure livelihoods (Chambers & Conway, 1991). This is seen in these food gardening projects and activities that are initiated by the CWP, which in turn have shown an improvement in food security issues for the vulnerable in the community.

4.2.3 Equipping Participants with Relevant Skills

The findings suggest that participants are equipped with some skills within programme. On the other hand, some participants have found relevance in the skills acquired from the trainings. To attest to this, one beneficiary commented on her experience in this regard:

"It has helped me by getting learnerships, we would get the learnerships from the programme for any course that can lead you somewhere in future. I personally have plumbing and plant production qualifications within the programme" (BOE3).

And;

"Err, I benefitted a lot, a lot man, firstly, I get too much involved with the community and I gained a lot of experience and now I know how to make my own garden, I was not aware of that before… I have done trainings whereby I got a lot of knowledge like I did a course on Career guidance. Now I can help a lot of children if they are matriculants who do not know what they want to do the following year. Now I can tell them what to consider because of the experience I gained from CWP" (BOE2).

According to the Department of Cooperative Governance (2011), the programme is expected to provide workers with skills required to complete their work or tasks. Furthermore, the CWP provides opportunities for the participants to gain valuable skills, such as agricultural skills and work exposure (Andersson & Alexander 2016). In addition, the administrators are to develop links with training institutions and opportunities that will enable workers to access to further training with a preference to SETA accredited

training and lastly to identify possible career paths for participants leaving the programme (Department of Cooperative Governance, 2011).

4.2.4 Effective means of Community Participation and Upliftment

Findings from the study showed that the CWP was viewed as an effective means of community participation and upliftment. The CWP participants were able to reach out to various institutions such as early childhood and development centres, clinics, schools, homes and libraries within the community, thereby enhancing community participation within Ivory Park. To support this theme, participants said the following:

"I learnt a lot… the CWP would teach the youth in my centre on health, things like HIV/Aids you see, yes, they did awareness campaigns sometimes on TB sometimes they would come up with programmes such as counselling from the group of Home Based Care. The CWP would target my group of teenagers especially grade 8 to grade 12" (BOS3).

In addition, another participant who held a strategic position in the community mentioned the following:

"I think for me a success is to make them realise that as a society they are part of. They need to contribute not through money but understand that for the community to be what it is they must make everything a societal problem and address it. Because by volunteering they are coming to address the challenges that the community is facing. Like cleaning the park they are addressing pollution. Cleaning the classes they are addressing the problem of cleanliness, health and creating a conducive environment. For me a success is for the community realising that they are being recognised as part of us, if you call them as a school it means that you are recognising that they are part of the school community. Because they felt they are part of the school, even when they say the school is performing the CWP can say we were there and were cleaning, we know the principal. Because there are those that I wrote some, some… what do you call this, when they are looking for a job? Recommendation letters! I would write and put a school stamp that they volunteered (BOS2).

The above responses show that CWP resulted in effective community participation and upliftment in Ivory Park. This finding concurs with literature, as literature has demonstrated that community participation plays a significant role in community development through diverse activities that are in demand. To support this finding, the Department of Cooperative Governance, (2011, p. 59) states that "when it comes to measuring the medium-and long-term impacts of the CWP, the employment created by the programme, the incomes transferred and the community assets developed and services delivered are bound to have huge social and economic impacts at local level."

4.3 PARTICIPANTS' PERCEPTIONS OF THE CWP AS A VIABLE EMPLOYMENT PROGRAMME

4.3.1 Continuous Stipend provides predictable income

The information obtained from the study suggest that the programme has improved income at a household level, alleviated poverty and benefitted the family members of those involved in the programme. To most participants, the regular paid work ensures that the basic needs of the household are taken care of. This is noted by participants in this regard:

"…The only thing that I think is still continuing is the issue of the stipend. The stipend has played a huge role to many families within the programme. The aim is that there must be no household without food, that R700 we get it as it was promised" (Official 1).

In addition:

"…Since it has arrived, people are getting that stipend that can help them to do something better in the house. If u can imagine in the house if you are seven but at least if one person is bringing that stipend it makes a change in the house… that's how it helps in Ivory Park" (BOE2, 29 April 2022).

And;

"Ok, er financially I have managed to achieve a lot of things, because its a little money the stipend, they call it stipend. But after I have received it… I have benefitted a lot from this stipend" (BOE1).

Literature argues that the programme "provides a baseline in terms of income security and economic access and participation" (Department of Cooperative Governance, 2011, pg. 9). The main purpose of the CWP is to provide a safety net to unemployed people by ensuring they have access to regular paid work (van der Merwe & Langa, 2019). For most, the stability of regular and predictable income strengthens the CWP as a viable employment creation.

4.3.2 Shortage of Resources

This study has found that shortage of resources affect the ability of CWP participants to effectively execute their work. For most officials this has been a very frustrating part of the programme as an employment strategy. As a result, the participants are left to be resourceful in their pursuit to get work done. In her frustration, one of the key participants was quoted below in this regard:

"Currently the participants have a collection of funds to ensure that they have papers to get attendance registers, toner cartridge for printer, data to capture their days online. With my own salary I cannot do it, and then that's when they do a collection of R20s and R30s so that we can have those funds, so we are running the programme on our own funds, whereas there is a budget! Even me as an administrator I am not

getting the resources to run the programme hence I end up saying those participants must contribute from their stipends in order for us to process their paperwork so that they get their stipend month end… when we go to COGTA and strike they don't come back and change those things" (Official01).

Another interviewees were also quoted:

"There is shortage of equipment and it affects our productivity" (BOE3, 29 April 2022).

Also;

"As a store keeper there are tools that we use to clean up the streets, then each and every ward is given a certain number of tools, so most of the wards do not have store rooms. The storerooms that they were using are the rooms that are in their homes and are not getting paid for that. We only have two main containers. If each ward can have their storeroom as a container per ward, whereby you would take your PPE and know that each ward has its own storeroom and the same container can also be used as an office" (Official2)

During the scaling up of the CWP, a study conducted by Andersson and Alexander (2016) showed that there are high costs involved in buying of tools, getting secure storage space and getting safety gear for participants. According to the CWP Implementation Policy (2021) only 25% of the CWP budget funds all other site costs, which will primarily consist of protective work gear; tools, equipment and consumables; training and capacity building at community level and the management fee of the Implementing Agent. In some instances, literature reports of budgetary constraints in the running of the programme. Furthermore, studies by Andersson and Alexander (2016) suggest that the success of the CWP does not only depend on the appointment of NPOs as implementers but also community initiative needs to complement the programme by budgets for tools, training and materials.

4.3.3 Concerns about the Safety of Participants

The findings demonstrated that the CWP depends on other stakeholders in the community to ensure its implementation. However, this does not go without challenges. There have been concerns about the safety of the participants in undertaking some of the work they do. To elaborate on this, the following quote was captured:

"What can I say…there are a lot of people you know the way I see it. I get concerned when I see them using one car. You find that they are going somewhere and they are using one car and are overloaded. I don't think it's a right thing. Their transport is not impressive, even you if you see them you would be scared, you see, that they are not safe. They should try to provide them with more transport you see; they must not be too many in one transport. You know if an accident was to happen in that situation it would be bad"(BOS1).

Literature may have scarcely looked into the safety concerns of CWP participants. Nonetheless according to the health and safety principles of CWP implementation, the Implementing Agents are required to ensure the health and safety of persons working on a CWP site and it is also required that the participants perform their

duties in a manner that does not endanger their health or safety, or that of other persons (CWP Implementation Policy 2021).

4.3.4 Psychological and Emotional Effects of working in the community

Perhaps one of the most unexpected findings during the interviews was the psychological and emotional effects of being part of the programme. The perceptions of the CWP participants provided a wider scope of how they are perceived and the effect that those perceptions have on them as they live and work in the same community. These various perceptions were captured in this regard:

"We work in spaces such as storm waters; people dump even children, you know, when you work with something like that you end up being traumatised. You don't even eat property when you see them. We come across a lot of things, you know in the storm waters people put different things. Sometimes you find that when we clean on the streets, other people do not recognise us as proper employees. They think we are playing. You find that we are cleaning up the streets, they don't care if you are working when they want to pass they would just pass in your working area" (BOE 01).

And,

"The community does not see us as useful, cos even though we clean the area, people still continue to make the place dirty… hm they do not respect us…" (BOE3).

It was evident from the officials that their frustrations towards the programme were genuine. According to one of them, the reasons for the strike were based on lack of consideration towards developing the community but instead it was a power struggle at a leadership level. In her highly emotional state, the following response was captured:

"So we feel that we are being used, people are making money out of our poverty! There is somebody that is making millions with that and when we march and go toi toi there are cases being opened, we are being threatened, people are losing work, haaa! (Sigh of frustration) …it's very depressing especially as you are coming now during strike" (Official 01).

Literature does not look much into the emotional and psychological effects of being part of the CWP specifically nor the effects of doing some of the work in general. In contract there is more literature placed on the value of being employed given high levels of unemployment. To support this, Philip (2012) suggests that employment arguably restores the structure, isolation and self-esteem in people. This is in contrast with the findings above.

4.4 FACTORS CONTRIBUTING TO THE SUCCESS OF THE CWP

4.4.1 Programme Continuity

The discoveries in this study suggest that the participants perceive their long duration of work as equivalent to experience gained. It is hoped that participants will make a transition to better opportunities as they arise over their period of employment. However, until such opportunities arise, participants have continued in the programme for as long as they needed and for as long as the programme continues to run in the community. To support this, the below assertions were made:

"Yes, although I am not part of it but I see it as a success because we see the programme being continuous. We see the participants of the programme still being part of it, when we see them renewing their contracts every 6 months it means it is still successful."

Also;

"Aaah, since I started 2013, yaah, but the programme started in 2010 but I got involved in 2013 and I am still continuing" (BOE2).

And,

"Aah since I started from 2010, yes until now… when the programme started in the side of Ivory Park I was one of the people appointed as a Supervisor. It has been long!" (Official 2).

In addition:

"For me it's been 12 years since 2010… Inside the programme I have gained a lot of experience according to how to deal with different people. I learn a lot of things, how to run the community, how many Wards are in Ivory Park, I learn a lot about things to do with the community; to do a lot of things around the community" (BOE1)

The above findings contribute a major part of the research and are consistent with literature. Although the CWP was linked to the EPWP and accepted the conditions of employment it was also different in key aspects, including the possibility of ongoing access to work (Andersson & Alexander, 2016). According to Shumba (2017), the CWP is distinct in that it provides innovative solutions for unemployment and permanency. Furthermore, Philip (2012) claims that the aim of the CWP is to provide regular and predictable income through regular work intended to provide social inclusion, a level of predictability and structure. On the other hand, the CWP provides one of the solutions of long-term, part time and continuous employment for as long as the programme continues in their community which implies that the CWP participants would not exit into poverty (Shumba, 2017).

4.4.2 Employment Creation improving the livelihoods of community members

The findings revealed that the CWP has changed the status of the community by providing employment to its members. The programme has been able to reach most of the people in the community who would otherwise struggle to get employment in the labour market. Most of the participants in the programme have limited skills and are aware of the challenges in securing employment. Therefore, the CWP's target inclusion provided a non-discriminatory platform for the community. In support of this, the following was quoted:

"It was a success because it accommodated everybody. It never chose whether you were coming from prison or you were sick or an elder but it's only if you are needy you see, yaa, you were accommodated (Official 02).

This observation was further captured by one of the community members as follows:

"It has helped them because they can help their families, yes, with the little they get instead of being around the township, at least, you see, it's something to wake up in the morning go work and come back after working, at the end of the month they get something. Also they can get a bit of soap (referring to groceries); yes I see it as a right thing. I see the CWP as having helped the people. Because most of the people here were not working especially most of the youth but since CWP came they are busy as part of the programme and they are able to be helped. Even those smoking drugs, the programme has assisted them instead of drinking and being on the streets you see… things like that. Especially the youth, although also middle aged people are also there because we are not the same financially but I have noticed it the most with the youth" (BOS1, 13 June 2022).

In addition, one of the beneficiaries of employment mentioned:

"Firstly, I was unemployed, looking for work. Then I came across the labour desk in my Ward where we can apply for work and we were informed that there is this programme called the CWP and I was asked if I would be happy to join the CWP then I said yes. That is why I like to work with the community. I didn't know that we would get paid; I thought it was a volunteering job. I didn't think we would get stipends because I love working with the community. That is how I got involved with CWP, yes" (BOE2, 29 April 2022).

These findings are very important for literature consideration. According to The Cabinet's Strategic Framework for 2009, the CWP demonstrates the concept of minimum employment guarantee that targets the most marginalized to ensure that those least able to find other forms of employment have access to a minimum level of regular work (Andersson and Alexander, 2016). In addition, the findings concur with the theoretical framework on Sustainable Livelihood Approach. According to Singh & Gilman (1999) the sustainable livelihood system is a complex set of strategies promoted by applying an integrated approach in understanding the adaptability and coping abilities by which individuals make a living within their local

context. Contrary to traditional approaches to poverty eradication, the sustainable livelihood approach has identified the missing link between macro and sectoral policies and their effects on a particular community or individual (Singh & Gilman, 1999).

4.4.3 Reaching the Vulnerable through The Home Based Care

The study revealed that the Home-Based Care (HBC) is ranked amongst the most beneficial activities to the community. Services offered by the participants in this regard are not common in the community and often they reach to vulnerable households. To support this, the following quotes were captured:

"With the Social Sector we work with the disabled and the elderly people. Our participants do door-to-door visits; they wash the sick and help them with their laundry. They also help the sick and elderly people and ensure that they get their medical treatments" (BOE02,).

Also,

"The main success of our programme is having participants on the HBC programme, even though we do not have the relevant tools of trade but we can push… some of us when we started the programme… we had no idea of how to do things but now we feel that we can do a lot of things so that is a success as we can share skills" (Official 02, March 2022).

Literature shows that the home based care has been made a priority are of the social sector for EPWP in general. According to the Department of Social Development (2008) the prevalence of HIV and AIDS in the country has led to the promotion of home based care as part of the services offered as cheaper alternative to hospital care. The above findings also concur with literature as home-based care services also include cooking and cleaning for vulnerable families; provide care programmes for orphans, child-headed households and also offer after-school programmes (Department of Cooperative Governance, 2011).

4.5 THE PERCEIVED WEAKNESSES OF THE CWP PROGRAMME

4.5.1 Implementing Agents undermining Policy

According to the findings the participants argue that the Implementing Agents in Ivory Park CWP undermine the policy in which they were mandated to implement. To support this assertion, some perceptions were quoted below:

"The agents are the weakness of the programme. The Agents are not treating us well. If we didn't have the Agents, I think maybe the programme would have been better. But then we still need the agents in our programme so that we can run CWP but they don't treat us well. They don't give themselves time to be with us as participants, they don't give themselves time to be on the ground. If they gave themselves time to be

with us on the ground, I think things were going to run smoothly. There are no interactions with the Agents, because you cannot work for the whole year and you haven't met your agent, you only know the name but you don't know them. If they came to the ground and spoke with us, I think it was gonna be better (BOE2, 29 April 2022).

In addition, one of the officials mentioned:

"They undermine the policy and you can't tell them anything… they have no interest in developing you but only in saving money for their pockets…eish, it's very disappointing how the project is turning up. Cos now it is no longer serving the proposed aim of coming to develop the community… this project was meant such that everyone here should be getting skills so that once there is any project or employment opportunity around the community, they come and recruit here… but it doesn't happen like that. (Official01).

Furthermore, another beneficiary stated:

"…And also proper equipment, if they order what we order and deliver what we ordered it would be good. Cos we do order our equipment but they do not deliver them"(BOE1).

In contrast to the above findings, literature asserts that it is the responsibility of the Implementing Agents to ensure effective implementation of the programme. According to Philip (2012) a key feature of the CWP is that its site management is handled by non-profit implementing agents who help identify 'useful work' through community participation, to build partnerships with local governments and to set up multi-stakeholders with reference groups. In addition, some of the implementation functions of the implementing agents are to maintain accurate and complete work registers; pay wages, follow up on queries and complaints that arise in this regard; to provide appropriate training particularly to coordinators and local management structures and also to build local management capacity in order to handle daily site management (Department of Cooperative Governance, 2011).

4.5.2 Implementing Agents Changing Laws due to Political Interference

The findings suggest a strong correlation between changes in political parties and the implementation of the CWP. Since the CWP is a government entity, it has been prone to political interference. Moreover, participants expressed that the Implementing Agents are politically allocated depending on which political party governs a particular Ward after each election. This implies that change in political leadership takes place often and has a negative effect on the programme. The changes have been observed to affect the implementation of the programme as stated below:

"Currently participants are given a contract that requires them to have a grade 10. That they must sweep the streets with a qualification? If you do not have a grade10 you would not be fit to do the work. Whereas within the supervisors it was said that they take anyone and the programme must improve and develop these people but the programme does not do that anymore and now what they do they want to take those people

out. So now they want them to have grade 12s whereas what they said they would assist them which they do not do. They want them to have computer literacy and you cannot go and do computer literacy with R700… what is the programme doing? I am just… We are not happy at all… we end up fighting amongst ourselves. The CWP participants feel they are being sabotaged by this office that is not submitting their complaints because their lives are not changing. It's more of government has forgotten there is CWP on the ground" (Official01).

To add to this another official is quoted saying:

"Our Implementing Agents come with their laws and would tell you that they will not do as we were doing before, so those are the facts that every Implementing Agent brings their own rules. And then you are no longer supposed to do one, two, three, you see; you are supposed to work up to a certain point. So politically we are also affected due to political interference because if you will be working they will tell you this project came with this kind of political party and now we are from a different political party and we are not going to allow that (Official 02).).

Not much has been researched on the effects of changing politics on the Implementing Agents. However, in a study conducted on developing economies, it is argued that public programmes and projects are indispensable in national development and that failed programme implementation can be assigned to programmes failing to achieve their original objectives or changes in political culture (Akwei, Damoah & Amankwah-Amoah, 2020). More literature is required to obtain the role of political culture in this regard.

4.5.3 Auditing does not meet the expectations of the officials

The study found that the CWP in Ivory Park is not audited as per the expectations of the officials. This is a key finding regarding the monitoring and reporting framework of the programme. To capture this, one of the officials was quoted as below:

"How audit is done, we would tell them these are the challenges, here we are stuck, they don't come back to fix what they audited, they come bring something that we didn't request. They only come here to submit paperwork" (Official 01).

The CWP Implementation Policy (2021) the current focus of reporting in the Community Work Programme is on the programme's primary objective and the outcomes most directly associated with employment creation. Although complemented by narrative reports that describe more qualitative development outcomes, CWP reports have been designed primarily to enable the evaluation of quantitative and qualitative performance management outcomes. Due to the focus on primary objectives, literature emphasises that, "…Implementing Agents must ensure that documents are always readily available for regular audits of documentation and unannounced site visits conducted to check on programme implementation. The

inspection of the procurement process and assets must be conducted regularly" (CWP Implementation Policy, 2021, Pg.39).

4.5.4 Insufficient allocation of Officials

The findings reveal that the allocation of officials in made by the Implementation Agents however the participants are appointed by COGTA. For the most part, the officials argue that the allocation of officials is not done as per the manual of the CWP.

"The things happening currently are that we are sitting in a situation whereby the office must have 3 officials; which is the manager, the administrator and a safety officer. But the Implementing Agent only took in an administrator only and that administrator must do the roles of all these 3 people whereas government has issued money that there must be 3 officials even the manual of CWP states that it cannot be a site without these people in the office…" (Official 01).

According to the recently developed CWP Implementation Policy (2021, pg.16) "implementing agents must appoint suitably qualified site staff to support the implementation of the CWP at site level. Contrary to the findings above, this new policy is said to replace all previous policies, manuals and directives related to the design and implementation of the CWP; in addition the Department of Cooperative Governance (the Department), Implementing Agents (IAs) and all other role players in the implementation of the CWP must comply with this policy and all procedures and guidelines issued in terms of this policy (CWP Implementation Policy, 2021).

4.6 VIEWS OF THE OFFICIALS AND BENEFICIARIES ON HOW THE CWP CAN BE STRENGTHENED AS A VIABLE EMPLOYMENT, CAPACITY BUILDING AND ANTI-POVERTY STRATEGY

4.6.1 Employment Benefits

A dominant response to employment viability was the issue of employment benefits. Although some participants understand the design of the programme, they generally felt that they should be entitled to labour benefits such as payslips, medical aid, funeral covers amongst others. According to the findings, getting these benefits would further strengthen the programme going forth.

In support of this, the following perception was recorded:

"They must include the benefits. You see when you are injured, CWP must pay for you like injury on duty. When you are deceased they must pay for that. It must no longer be a safety net but must be a full time employment due to the long period we have already served in the programme" (Official 02).

The CWP is not a formal employment and most benefits defined by labour law do not apply (Department of Cooperative Governance, 2011). However contrary, the CWP policy acknowledges the benefits for occupational injuries. According to the CWP Implementation Policy (2021, Pg.28) "It is the responsibility of the IAs to arrange for all participants to be covered in terms of the Compensation for Occupational Injuries and Diseases Act, 130 of 1993. The IA must annually obtain an assessment from the Compensation Commission. DCOG will advance funds to the IA to pay the assessed amount and will clear the advance once proof of payment to the Compensation Commission has been received from the IA. The IA must report all incidents and accident within 7 days, and disease within 14 days, to the Compensation Commissioner."

4.6.2 Increasing Salary and Working Days

The findings reveal that the programme can be improved by providing permanent daily jobs whereby the participants can be given the opportunity to work for more days. It is perceived that the results would be an increase in the stipend.

Perceptions to suggest this are quoted below:

*"Also to make them permanent overtime you know, these people of God can't be just working as temporal you know, they have been long in the programme. Let them be permanent employees as well you know, yes. Let the CWP be like a normal job. Because to show that it's confusing sometimes you would find that they left in the morning around 8am and then you see them back around 12pm, you know such things make it look like it's not a serious employment. Although we do see that it is serious because these people do a big job"(*BOS1).

In addition:

"They can improve by increasing the salary and also adding more days. If as a participant we can work 5 days a week it would be good to us. In turn if they would increase the salary it would be good…" (BOE01, 29 April 2022).

Although there seems to be a general misunderstanding of the design of the programme; literature states that the CWP offers regular part time work on an ongoing basis; i.e. 2 days per week= 100 days per year (Report on CWP Useful Works, 09 January 2014).According to the Department of Cooperative Governance (2011) the CWP is not meant to be a full time or a displacement of current employment but rather be used to complement current livelihood strategies.

4.6.3 Representation from the Ground

The findings revealed that the participants and the officials were on strike for several months due to what is regarded as lack of representation. The main reported challenges were issues with leadership, lack of

communication and advocacy in terms of the needs of the participants; hence the findings below suggest possible changes in this regard:

"…Let's amend the policies of the CWP. Whoever that sits in Parliament and talks on behalf of us must be somebody within the programme. Because we feel that we are the ones that understand the challenges because we go through them every day! So we need a representative from the ground that is going to represent us in CWP nationally because this is a national programme it is not just here" (Official 01).

Contrary to the above findings, literature suggests that there are various stakeholders representing the CWP from the ground upwards. According to CWP Implementation Policy (2021), Local Reference Committees (LRC) are a crucial structure of the CWP and are generally assigned through the Municipal Council Resolution to represent and the support the CWP implementation at a local level. In addition, The Implementing Agents are responsible for specified aspects of the implementation of the CWP at a site level including site consultation. Other stakeholders include the Implementing partners who support the programme on a non-profit basis; local government who are the municipalities that initiate the Local Reference Committees (LRC); Provincial administrators that ensure the provincial support function and finally the CWP Branch which is responsible for the overall management of the CWP at a national and provincial level (Implementation Policy, 2021).

4.6.4 Provision of Accredited Training

In addition to the training the participants have received thus far, participants also highlighted the need for transfer of existing knowledge to new participants in order to sustain the programme. Also participants need trainings that provide credible certification that will enable them to increase their chances of entering the labour market. One of the current beneficiaries of employment had this to say in this regard:

"There is a lot inside the programme but the channels to expand are not there… there are no proper channels. I am talking about if we want to forget about cleaning and deal with other things like sewing, plumbing, maybe arts and culture like yaaa training. We need the company that will train us and end up getting us to be employed in that company. Cos the training that they give for example on HIV/AIDS I cannot even go and market a job with it. But if they can give us a company like let's say Coca Cola company those that are big companies that we know that after training we benefit. They will say that if we take 10 people and work in Coca Cola Company it would be something good. We have done a lot of training but nothing good comes out of those trainings, all they do is give you food to eat" (BOE01).

Another beneficiary of employment was quoted as below:

"If we can get trainings that are accredited, that is the main thing. If we can get accredited trainings then we can be able to have exit structures. Because even though we could talk and say we want money and other benefits but we all know that CWP is a programme, in CWP we get a stipend it is not a pay, it is not a salary

but a stipend. But we can get accredited trainings then CWP will improve, hmm. Yes, if we get trainings and they must be accredited so that we could go look for employment, and not with certificates of attendance. Most people in the programme have Matric and computer literacy but now at least may they please give us accredited training so that we can have that exit structure" (BOE2).

Literature is also in support of these findings. According to Perman (2007), the quality of training within programme needs to provide the necessary skills for future employment. In addition, the CWP Implementation Policy (2021) states that the Implementing Agents are responsible to assess the training needs and provide the necessary training to enable and empower participants; strive to establish links with training institutions and opportunities to enable participants to access further training, and to assist participants in identifying possible career paths available to them beyond the CWP. "Given the nature and ambit of CWP training there is no requirement that training courses must be SAQA accredited" (CWP Implementation Policy, 2021. Pg.19).

4.7 CONCLUSION

This chapter presented and discussed the research findings and interpretation with reference to the literature review. The aim of this study was to explore the beneficiaries and officials' perceptions regarding the value of the Community Work Program as a viable employment, capacity building and anti-poverty strategy in the Ivory Park Community, in Midrand. The main findings of the investigation were analyses in each theme

Chapter 5 summarises the study, discusses the conclusions, and makes recommendations for practice and further research.

CHAPTER FIVE

MAIN FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

5.1 SUMMARY OF THE MAIN FINDINGS

The focus of the study was to explore the beneficiaries and officials' perceptions regarding the value of the Community Work Program as a viable employment, capacity building and anti-poverty strategy in the Ivory Park Community, in Midrand. The main findings are summarized below.

5.1.1 The perceived impact of the CWP on the development of the Ivory Park Community

This objective looked into four themes that suggest that the implementation of the CWP in Ivory Park has contributed to community development. The study revealed that impact of the CWP in environmental management and safety has been recognized to strengthen the local initiatives looking at the environmental sector. Furthermore, the role of the programme has resulted in improved food security for vulnerable groups and reaching to those in need.

The research participants indicated that the CWP provides opportunities that equip the participants with relevant skills in order to develop the community in which they reside in. it has also been revealed that the CWP has created a platform for community participation and upliftment.

5.1.2 The Participants Perceptions of the CWP as a Viable Employment Program

This study has found that there are financial benefits in working for the CWP. The continuous stipend provides predictable income to the participants. This has been found to be viable for the employment aspect of the programme. Although minimal, the participants of have revealed that there are personal and household benefits from earning the stipend on a regular basis.

Furthermore, the participants and officials has revealed the shortage of resources as a challenge in effectively executing the work. In addition, the study revealed that participants face safety concerns in their pursuit to do work. These findings are rather unfortunate as they limit the participants from exploring the viability of the work programme.

This study has also discovered that some participants of the research have faced negative psychological and emotional effects in their work in CWP. There have been reported cases of trauma due to exposure in certain workspaces. The findings have also revealed that some participants and officials are faced with threats when vocalizing concerns. It has also been found that some behaviors from community members seem to undermine the role of officials in the community.

5.1.3 Factors Contributing to the Success of the CWP

The study has found that there are various factors contributing to the success of the CWP. It has been established that regular and continuous employment creates financial and material security for the participants and officials of the programme. Another successful factor is that the CWP accommodates the marginalized who otherwise are excluded from the labour market and are at a greater risk of poverty. It has also been established that the CWP is improving the livelihoods of community members through employment creation. The study has also established that the CWP participants are reaching the vulnerable households through the home-Based Care

5.1.4 The Perceived Weaknesses of the CWP Programme

The findings indicate that there are several factors contributing to the weaknesses of the programme. The Implementing Agents are found to be undermining the policy intended to ensure the effective implementation of the programme. In addition, it was also discovered that the Implementing Agents are subject to political interference causing changing laws subject to political party requirements.

Furthermore, the findings suggest that auditing does not meet the expectations of the officials. The information obtained from officials during audit does not translate into the expected outcome nor is feedback provided on the challenges presented. It has also been established that officials consider themselves understaffed due to insufficient allocation of officials to occupy the roles relevant for effective implementation of the programme.

5.1.5 Views of the Officials and Beneficiaries on how the CWP can be Strengthened as a viable Employment, Capacity Building and Anti-poverty Strategy

This study revealed that the effectiveness of the CWP can be strengthened in a number of ways. Ensuring that there are employment benefits could minimise spending on medical and death contributions from the participants who are already depending on minimum income. The study also established that increasing salary and working days could significantly improve the programme this suggest that the design of the programme be amended to allow more access to work.

It emerged that participants and officials feel the need for representation from the ground. It is perceived that such representation would be able to address the challenges faced on the ground and further represent the programme at a national level.

The general perception is that the training provided is helpful do enable the participants to do their work although not capacitating enough to ensure formal employment prospects. Therefore, accredited trainings are perceived as opportunities to ensure exit strategy and strengthen the programme.

5.2 CONCLUSIONS

Based on the above findings, it is evident that the CWP contributes to social development and provides sustainable livelihoods practices for both beneficiaries of the programme and the Ivory Park Community.

This study managed to explore the perceived impact of the CWP on the development of the Ivory Park Community. In addition, the participants' perceptions of the CWP as a viable employment Program were explored. The research was also able to explore the factors contributing to the success of the CWP and also the perceived weaknesses of the programme. Lastly, the views of the officials and beneficiaries on how the CWP can be Strengthened as a viable employment, capacity building and anti-poverty strategy in Ivory Park community were captured.

The researcher believes that the aim and purpose of the study was achieved within the proposed context. Therefore, the perceptions of beneficiaries and officials of the value of the Community Work Program as a viable employment, capacity building and anti-poverty strategy in the Ivory Park Community in Midrand, were explored.

5.3. RECOMMENDATIONS

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

Recommendation 1: CWP Stakeholders to familiarise and apply the implementation guidelines of the recent CWP Implementation Policy.

The Director General of the Department of Cooperative Governance has recently approved the CWP Implementation Policy (2021) that replaces all previous policies, manuals and directives related to the design and implementation of the CWP. The CWP Implementation policy is meant to guide all stakeholders involved in the value chain in implementing the programme. It is recommended that all relevant stakeholders such as the, the local reference committees, implementing agents, implementing partners, municipalities, provincial administrators and CWP national branch to familiarise themselves with the policy document.

Recommendation 2: The Implementing agents to provide training to participants and officials on the recent CWP Implementation Policy

This research has revealed that a significant number of the perceptions shared by the research participants were based on limited information on the design of the CWP programme. It is therefore recommended that the Implementation Agents provide training to the officials and participants of the CWP on the recent policy document.

Recommendation 3: The Implementing Agents to improve on working relationship with the participants and officials' communication, monitoring and visibility on the ground

It has been noted from the study that the participants of research perceive poor communication, limited monitoring and visibility of the Implementing Agents on the ground. Therefore, it is recommended that the Implementing Agents make efforts to improve on their working relationship with the participants and officials of the programme.

Recommendations 4: CWP Future Improvements

The CWP has made substantial improvements in the lives of the majority of those who are excluded from the labour market. It is therefore recommended that future considerations for the improvement of the programme be made as follows: in Ivory Park Midrand. Although these findings cannot be generalised:

- Given the increase in unemployment levels, the CWP needs to consider regular employment to a wider population group in order to address the persisting poverty and unemployment in the country.
- Given the precarious work conditions faced by the participants, the government needs to consider the formalisation of the CWP to curb unemployment (e.g. permanent employment contracts).
- Although by design the CWP is a safety net with few working days; future policies should emphasize on effective capacity building and skills initiatives that promote exit opportunities for participants who exit the programme.

Recommendation 5: Further Research Considerations

There is a need for further research to cover a wider area of population in this field. CWP has made significant contributions in the field of public works in South Africa, therefore future research should consider recent studies and sources. It has been further noted that being part of the CWP has psychological and emotional effects; it is recommended that future research looks into this aspect of the programme. Also, to provide quantifiable findings that can supplement current evidence and directly influence the design of the CWP as an anchor strategy of the Expanded of Public Works Programme.

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APPENDIX A: Information Sheet

PARTICIPANT INFORMATION SHEET

Title of Study: Beneficiaries and officials' perceptions regarding the value of the Community Work Programme as a viable employment, capacity building and anti-poverty strategy: The case of Ivory Park Community, Midrand.

Good day,

I am Sibongile Faith Kuta (Mnyameni) a Masters Student in Social Development of Social at the University of the Witwatersrand. As part of the requirements for the degree, I am conducting a study on the Community Work Programme.

I therefore wish to invite you to participate in my study. Your participation is entirely voluntary and refusal to take part will not be held against you in any way. Involvement in this study requires your participation in an interview for approximately 1 hour which will be scheduled at a place convenient for you. You will not be obliged to answer any questions with which you are uncomfortable with.

With your permission, tape-recording will be used to capture data discussed during the interview. The tapes will be kept for two years following any publications or for 6 years if no publications emanate from the study. Please be aware that confidentiality will be ensured and that to my understanding, the study does not pose any risk or harm to the participants.

Your participation will assist in enhancing the knowledge already available in the field of public work programmes. It is also anticipated that the findings will contribute to policy considerations. Should you wish to see the results of the study; an electronic copy will be made available to you on request.

Should you have concerns regarding the study or if you require any additional information, please contact me at faith@faithkuta.co.za or my supervisor, Nkosiyazi Dube at Nkosiyazi.Dube@wits.ac.za

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

Yours Sincerely

Sibongile Faith Kuta

M.A Student

(Cell: 0736173975)

APPENDIX B: Consent Form

CONSENT FORM FOR OARTICIPATING IN THE STUDY

Title of Study: Beneficiaries and officials' perceptions regarding the value of the Community Work Programme as a viable employment, capacity building and anti-poverty strategy: The case of Ivory Park Community, Midrand.

Name of Researcher: Sibongile Faith Kuta (Mnyameni)

I ……. agree to participate in this research project. The research has been explained to me and I do understand what my participation will involve. Therefore, I agree to the Following**:**

(Please circle the relevant options below)

- I understand that my participation is voluntary **YES NO**
- I agree to the use of a pseudo (false) name for my participation **YES NO**
- I consent to the use of anonymous quotes **YES NO**
- I consent to audio recording **YES NO**

Participant Signature.……. …… Date:……

Researcher's Signature:…….. Date:……..

APPENDIX C: Interview Schedule for Officials

INTERVIEW SCHEDULE

(OFFICIALS)

Title of Study: Beneficiaries and officials' perceptions regarding the value of the Community Work Programme as a viable employment, capacity building and anti-poverty strategy: The case of Ivory Park Community, Midrand.

1. Can you please tell me how long have you been involved in the Community Work Programme?
2. Please briefly explain on the background of the Community Work Programme in the Ivory Park Midrand Community.
3. Please explain the major projects within the programme.
4. What do you think has been the main benefit of the Community Work Programme to the community?
5. How viable is the programme as an employment, capacity building and anti-poverty strategy?
6. Would you say the Community Work Programme has been a success?
7. If yes, what would you say are the factors that contribute to the success of the programme?
8. In your view, what would the main success be?
9. What would you say are the weaknesses of the programme as an anti-poverty strategy?
10. What would be done to improve this programme?
11. What would you say are the strength and weaknesses of the programme as an employment?
12. Is there any other information that you would like to share about the Community Work Programme?

APPENDIX D: Interview Schedule for Beneficiaries of Employment

INTERVIEW SCHEDULE

(BENEFICIARIES OF EMPLOYMENT)

Title of Study: Beneficiaries and officials' perceptions regarding the value of the Community Work Programme as a viable employment, capacity building and anti-poverty strategy: The case of Ivory Park Community, Midrand.

1. Can you please explain to me on what kind of project are you involved in within the Community Work Project?
2. How did you get involved with the Community Work Programme?
3. For how long have you been working in this programme?
4. How beneficial is it to be involved in the Community Work Programme?
5. In your view, how do you think the programme is helping in the development of the Ivory Park Community?
6. What are some of the challenges that you encounter as you work within the programme?
7. What in your view are the weaknesses in the programme?
8. In your view, how can the Community Work Programme be improved?
9. Is there any other information that you would like to share with me about the Community Work Programme?

APPENDIX E: Interview Schedule for Beneficiaries of Services

INTERVIEW SCHEDULE

(BENEFICIARIES OF SERVICES)

Title of Study: Beneficiaries and officials' perceptions regarding the value of the Community Work Programme as a viable employment, capacity building and anti-poverty strategy: The case of Ivory Park Community, Midrand.

1. Please briefly explain how you have benefitted from the Community Work Programme.
2. In your view, please explain on the effectiveness of the programme in the Ivory Park Community.
3. How viable is the programme as a capacity building strategy?
4. Would you say the Community Work Programme has been a success?
5. If yes, what would you say are the factors that contribute to the success of the programme?
6. In your view, what would you say has been the successes of the CWP?
7. In your experience, what would you say are the weaknesses of the programme?
8. What suggestions can you make in order to improve this programme?
9. Is there any other information that you would like to share about the Community Work Programme?

APPENDIX F

UNIVERSITY OF THE WITWATERSRAND JOHANNESBURG

Research Office

HUMAN RESEARCH ETHICS COMMITTEE (NON-MEDICAL)
R14/49 Mnyameni

CLEARANCE CERTIFICATE	**PROTOCOL NUMBER: H21/08/20**
PROJECT TITLE	Beneficiaries and officials' perceptions regarding the value of Community Work Programme as a viable employment, capacity building and anti-poverty strategy: The case of Ivory Park Community, Midrand
INVESTIGATOR(S)	Ms S Mnyameni
SCHOOL/DEPARTMENT	School of Human and Community Development/
DATE CONSIDERED	20 August 2021
DECISION OF THE COMMITTEE	Approved Risk Level: Low
EXPIRY DATE	22 March 2025
DATE 23 March 2022	**CHAIRPERSON** _____ (Professor J Watermeyer)

cc: Supervisor : Dr N Dube

DECLARATION OF INVESTIGATOR(S)

To be completed in duplicate and **ONE COPY** returned to the Secretary at Room 10004, 10th Floor, Senate House, University. Unreported changes to the application may invalidate the clearance given by the HREC (Non-Medical)

I/We fully understand the conditions under which I am/we are authorized to carry out the abovementioned research and I/we guarantee to ensure compliance with these conditions. Should any departure to be contemplated from the research procedure as approved I/we undertake to submit an amendment of the protocol to the Committee. **I agree to completion of a regular progress report. For Minimal and Low studies, this is due annually on 31 December. For Medium and High Risk studies, this is due twice annually on 30 June and 31 December.**

_____ _____/_____/_____
Signature **Date**

PLEASE QUOTE THE PROTOCOL NUMBER ON ALL ENQUIRIES

APPENDIX G

cwp community work programme
cooperative governance
Department: Cooperative Governance
REPUBLIC OF SOUTH AFRICA

Community Work Programme
Restore dignity through work opportunities

Region A Ivory Park
4326 Lord Khanyile Precinct Center
C/o Freedom Drive & Oslzweni Street
Home Affairs Building
MIDRAND
1685

Tel +27(0) 64 841 9147
Cell+27(0) 61 423 5573
Fax +27(0) 86 265 6360
Email: zondo.albert@gmail.com

09 March 2022

Dear Mr A.T Zondo

Re: Permission to conduct interview in Region A CWP Ivory Park

I , in my capacity as the CWP Site manager in Ivory Park grant permission to Sibongile Faith Mnyameni to conduct her research interview in our premises. I have read and understood her request letter in this regard.

Yours sincerely,
Albert Zondo (Mr)
Region A – Ivory Park
Site Manager
Email: zondo.albert@gmail.com
064 841 9147

