

The Implementation of the Expanded Public Works Programme (EPWP) in Gauteng

By

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ABSTRACT

The high rate of unemployment and poverty in South Africa remains a daunting challenge, which continues to impact on the lives of millions of people who have limited education and lack skills, particularly those in the marginalised and rural communities who have no access to income generation. Gauteng Province due to in-migration is no exception to these challenges.

In an effort to address these challenges the government has adopted the EPWP programme, which is a nationwide government-led initiative, with the aim of reducing unemployment by ensuring that the unskilled gain skills so that they are able to gain access to labour market and consequently earn an income (EPWP Five-year report, 2004/5-2008/9).

The five-year report states that the programme set the target of achieving approximately one (1) million temporary work opportunities, for people, of whom 40% will be women, 30% youth and 2% will constitute of people with disabilities. This programme hoped to mitigate some of the social exclusion that the society is faced with and contribute to poverty alleviation, through the creation of short-and medium-term jobs for the unskilled and unemployed. Phase 1 EPWP programme has not yielded the significant results it was intended to, particularly the reduction of unemployment, which has remained high. It should be noted that this programme created a great many expectations, in so far as it relates to maximising the spread and skilling of all intended beneficiaries, needed to gain access into the mainstream economy.

The five-year report (2004/5-2008/9) identifies four sectors which are critical or have potential for creating employment opportunities within the context of the EPWP. These are described as follows:

- The infrastructure sector, which focuses on increasing labour intensity for government-funded infrastructure projects;
- Environment, which relates to public environmental improvement programmes
- The social sector, which relates to public social programmes such as community-based care programmes; and
- The non-state sector, which provides and creates work opportunities through collaboration with non-state organisations, as well as strengthening community participation through small enterprise learnership and incubation programmes

DECLARATION

I declare that this report is my own unaided work except where authors have been acknowledged. It is submitted in partial fulfillment of the requirements for the degree of Master of Management in the field of Public Policy (MMPP) at the University of the Witwatersrand. It has not been submitted before for any degree or examination in any other university.

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LIST OF ACRONYMS

ANC	African National Congress
COGTA	Cooperative Governance and Traditional Affairs
CWP	Community Work Programme
EPWP	Expanded Public Works Programme
ERS	Electronic Reporting System
EXCO	Executive Council
FTE	Full-Time Equivalent
GDID	Gauteng Department of Infrastructure Development
GDP	Gross Domestic Product
GDS	Growth and Development Summit
GMs	General Managers
HOD	Head of Department
ICT	Information and Communication Infrastructure
IDP	Integrated Development Plan
IDT	Independent Development Trust
IEG	Independent Evaluation Group of the World Bank
M&E	Monitoring & Evaluation
MMM	Mangaung Metropolitan Municipality
NCC	National Co-ordinating Committee
NDPW	National Department of Public Works
NGO	Non-Governmental Organisation
NGP	New Growth Path
NPO	Non-Profit Organisation
NSC	National Sector Committee
PFMA	Provincial Finance Management Act
PIM	Participatory Impact Monitoring
PPP	Private Public Partnership
SAMEA	South African Monitoring and Evaluation Association
SETA	Sector Education Training Authority
UNICEF	United Nations Children's Fund
W/O	Work Opportunities

CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

The purpose of this chapter is to provide an overview of how EPWP has been best implemented globally, at the continent, and regional levels, as well as in South Africa; and subsequently how Gauteng Province, learning from this best practice, can best implement the EPWP programme. This chapter further outlines the background of the study, problem statement, purpose statement, research questions, research objectives, significance of the study, a report outline and summary.

1.2 BACKGROUND TO THE STUDY

The primary objective of the Expanded Public Works Programme (EPWP) is to mitigate poverty and provide income relief through provision of skills development and training, so that beneficiaries of the programme are able to access more sustainable labour market opportunities. In the process of implementing this programme, Gauteng is also focusing on the skills development from labour-intensive projects, which is primarily linked to large-scale community works programme, thereby providing poor household- with short term jobs for at least 100 days.

The escalating rate of unemployment and poverty in South Africa poses a serious threat and is cause for concern for the South African Government broadly and in particular Gauteng Province as the economic hub of the country. It should be also noted that Phase 2 has experienced some economic challenges which impacted on the implementation of EPWP programme in reducing high rate of unemployment. This is clearly shown from the statistical report which revealed that the current unemployment

rate is 25.6%, the expanded unemployment rate is 36.7% and among youth it is 48.2% (Statistics South Africa 2013). This is a very high level of unemployment and results in extreme poverty in the country. In addressing the problems of poverty, the South African government has adopted the Expanded Public Works Programme, (EPWP), as a strategic intervention towards alleviating poverty and creating short term employment. This is discussed within the context of the South African economy which has slowed considerably since 2011, with the Gross Domestic Product (GDP) at 1.6% in Quarter 2 of 2013. The South African government increased its focus on economic growth through various initiatives (www.info.gov.za). The South Africa Reserve Bank forecast economic growth at 2.4% for 2013 and 3.5% for 2014. This suggests that there is a great need for economic growth in order for South Africa to sustain straitened economic times similar to those being experienced internationally (www.bloomberg.com).

According to the South African Institute of Race Relations (2011), youth aged between 15 and 24 years have the highest unemployment rate of 51%, which is almost double the national average. They are also unemployed for a longer period, and there are high risks of their later becoming unemployable. This may pose a threat to economic growth in South Africa. The government has therefore increased its focus on youth by creating more jobs, empowering youth with skills, providing work experience and training as well as mainstreaming these young people into the economy.

In the State of the Nation address of 2009, President Zuma noted that government had initiated the Expanded Public Works Programme (EPWP) with the intention of funding employment creation through short term projects and creating one million work opportunities for the unemployed from 2004 to 2009. This plan was to include 40% women, 30% youth and 2% people living with disabilities.

The National Department of Public Works (NDPW) launched the EPWP in 2004 and began to implement the programme at national, provincial and municipal levels across the country. The implementation of the programme meant that some of the infrastructure projects drew on public private partnerships (PPP), Non-governmental organisations (NGOs) and non-profit organisations (NPOs). The Growth and Development Summit of 2003 identified the Expanded Public Works Programme as a critical initiative aimed at reducing poverty and societal vulnerability:

“Expanding the Public Works Programme can provide poverty and income relief through temporary work for the unemployed to carry out socially useful activities. EPWPs will be designed to equip participants with a modicum of training and work experience, which should enhance their ability to earn a living in future.”

The programme was then implemented in two phases: Phase 1 from 2004 to 2009 and Phase 2 from 2009 to 2014 (EPWP Review Report¹). The purpose of the EPWP was to create temporary work opportunities and income for unemployed people and to provide them with necessary skills, training, practical work exposure, and to ensure that when the trained beneficiaries exit the programme, they are able to sustain themselves and are able to find job opportunities or possibly start their own enterprise. This was a positive initiative to develop unemployed youth countrywide.

The EPWP was formulated as a government initiative programme and implemented through four different sectors: infrastructure, environment, non-state, and the social sector. The primary target was unemployed people who are willing to work, the unskilled, non-recipients of grants, women, youth and people with disabilities (EPWP Review Report 1).

The EPWP Phase 1 review report indicates that it achieved its target of providing one million work opportunities by the end of 2009 in various

sectors nationally. This translates into one million beneficiaries who have been equipped with the necessary skills, training and work experience to sustain them in the employment market.

The National Department of Public Works (NDPW) then implemented EPWP Phase 2 which was completed at the end of 2014 with a target of creating approximately 4.5 million work opportunities to mitigate poverty and contribute towards economic growth (www.dpw.gov.za).

The background to the research problem with regard to monitoring and evaluation is discussed below in detail.

1.2.1 Global best practice

In an effort to ensure that the public sector is stable and that accountability and transparency is enforced to ensure public confidence, governments in developed countries have considered the results-based approach. The World Bank introduced the concept of monitoring and evaluation which was intended to encourage accountability and transparency. Similarly, the United States has been able to introduce performance programmes on monitoring and evaluation, intended to create favourable conditions for public sector learning. This also includes countries such as New Zealand and the United Kingdom. Argentina and Romania are utilising performance-based budgeting, which is, in essence, linked to budget envelopes for the implementation of projects (Ray, 2008).

In the same context, the concept of monitoring and evaluation in Mexico has evolved over time, in that its purpose is to assess progress in meeting policy and programme objectives in order to inform performance-based budgeting decision-making. This has consequently strengthened accountability and transparency (Lopez-Acevedo, Krause and Mackay 2012).

The monitoring and evaluation system in Chile was introduced as a result of political transition to democracy. The government in Chile has considered using theory of change practices, such as programme evaluation and large impact evaluations, which is used to know how the implementation of public programmes are affecting its citizens and beneficiaries of the programmes. The implementation of its impact evaluation usually takes the form of both qualitative and quantitative data. According to Lopez-Acevedo, Krause and Mackay (2012), the establishment of monitoring and evaluation in Australia is not perfect as it experiences some several challenges, such as lack of available training, the evaluation techniques used as well as a shortage of trained evaluators. Instead of evaluation strategy the government of Australia then established an outcome and outputs framework which required all government departments to specify their outcomes and outputs specific for a particular target group.

1.2.2 Continental best practice

The Expanded Public Works Programme (EPWP) is a programme initiated to create short-term jobs and reduce high levels of inequality and poverty in various countries.

1.2.3 The case of India

India has successfully implemented an expanded public works programme to address poverty and promote employment creation. According to AISA (2013) the implementation of this programme in India has significantly reduced poverty and unemployment. India has been able to implement this programme as its public works programme across both middle and low income classes, and this has contributed in raising income levels of the poor and simultaneously created employment.

Internationally the project, programme implementers, stakeholders, and working officials have realised that advanced Information and Communication Technology (ICT), the infrastructure is essential for effective monitoring and evaluation (M&E) systems. IT resources are used for the collection of data and information, analysis, reporting and remote monitoring as well as tracking progress, and undertaking interventions whenever necessary (www.worldbank.org).

1.2.4 The region

There are very few organisations in Africa that exist to promote, straining and capacitate working officials on monitoring and evaluation. The African Evaluation Association is one which has actively engaged in M&E systems and also indicates that without an M&E framework, most projects, programmes, and policies are not achieving effective results. According to AEA, systematic M&E is vital, and is becoming an integral part of every programme as well as aid relief assistance projects. They also provide a platform for sharing and learning of M&E knowledge (www.afrea.org).

Thwala (2001) explains that the use of intensive labour construction methods in the Expanded Public Works Programme has been implemented in African countries such as Morocco, Tunisia and Algeria. This has resulted in a significant increase in employment opportunities. Henderson (2010) explains that the concept of the EPWP emerged from the Growth and Development Summit (GDS) in 2003 and its adopted theme was, *“More jobs, better jobs, and decent work for all”*. This suggests that poverty can be alleviated through the Expanded Public Works Programme, as this programme can create employment and income relief through temporary work for the unemployed.

1.2.5 Republic of South Africa

The notion of EPWP is an initiative of the current democratic government which seeks to address the triple challenges of poverty, inequality and a high rate of unemployment. This programme aims to ensure that the unskilled labour force and unemployment do enjoy the benefits of economic development. In the post-apartheid era, the South African government has put considerable effort into restructuring its economy, and integrating it within the global financial system. This means that the government has had to develop sound economic policies which will sustain the country's economic growth. The government has, however, realised that the triple challenges (poverty, inequality and unemployment) facing South Africa have some dire consequences and pose a potential threat to its sustainable economy and political stability. The mid-term review of the expanded public works programme Phase 2 for 2009-2012 stated that the EPWP in South Africa aims at confronting structural unemployment and poverty in the short- and medium-term; hence the programme puts special emphasis and significance of learning across all programmes within sectors.

The South African government have realised the importance of an effective M&E framework and also identified weak M&E systems as one reason for most of the failures of government programmes. In 2009 the Department of Performance Monitoring and Evaluation was established in the Presidency with a focus on developing strong M&E systems. This department also commenced monitoring and evaluation of all organs of state in relation to service delivery and reports to the Presidency regularly. The objective of the Department of Performance Monitoring & Evaluation is to collaborate with other government partners in obtaining the desired outcomes and thereby indirectly improving the performance of government entities (www.thepresidency-dpme.gov.za).

According to the South African Monitoring and Evaluation Association (SAMEA), in 2002 Professor Michael Quinn realised that there was a strong need for developing, providing training and capacitating working professionals in South Africa to indirectly contribute towards the development of the country. An effective M&E framework has become an essential part of any activity in the country to achieve intended results, whereas weak M&E systems have been the cause of failures of many projects and programmes in South Africa. SAMEA is striving towards the improvement of the M&E systems in the country, bringing M&E professionals together and providing knowledge and advocating with regard to strengthening of M&E frameworks (www.samea.org).

The South African economy is mostly stabilised, have survived a recession and remains steady while other economies are encountering economic uncertainties. Foreign investors have exhibited confidence and believe South Africa is a good investment destination, due to its reasonable and largely strong economic policies, solid fundamentals, and effective financial systems (SA Economy, global surveys). However, economic growth is imperative for the development of the country. The Gross Domestic Product (GDP) is the total value of goods and a service produced in a specific time period in a country, and is a good indicator of the country's economic growth. Gross Domestic Product was at 0.6 % in 1999, grew to 3% then declined to 1.9% in 2003, increasing to 5.1% in 2007. It then stabilised around 3.0% in 2012 (Indexmundi).

In the years between 2000 and 2004, there was little change in the unemployment rate, which in fact saw a moderate increase from 23.3 % in 2000 to 26.7% in 2004 amongst males, and from 20.4% in 2000 to 22.6% in 2004 amongst females. The unemployment rate increased from 26.5% in 2000 to 31.7% in 2004 (Statistics-South Africa). In the case of Gauteng Province, the survey revealed that the employment rate during Quarters 1 and 2 of 2013 declined only in Gauteng, whilst there were notable

employment increases in other provinces such as Mpumalanga, North West, Limpopo and KwaZulu-Natal (Quarterly Labour Force Survey, 2013).

Yu (2013) argues that youth unemployment has been of concern for some time and is considered by many to be the most challenging socio-economic problem in South Africa. The youth encounter problems such as lack of information, limited networks, few job opportunities and poor financial resources. The characteristics of unemployed youth include lack of education, many school drop-outs for various reasons, and lack of societal support. The effect is that youth are unable to cope with labour competition, since they are unskilled, inexperienced and do not have any formal training to grasp job opportunities.

Smith (2011) suggests that South Africa has a larger proportion of youth due to demographic dividend and it should be viewed as a benefit to the country. However, it will only contribute towards economic development if all the youth are actively working, otherwise it will have an adverse effect on the economic growth path. It is against this background that the possible solution to address inequalities and escalating poverty and unemployment is to equip the youth with the necessary resources such as skills, work training, and information to help them adapt to the labour market.

Rankin, Roberts, Schoer and Shepherd (2012) explain that young people are least attracted to and encounter rigid competition in the labour market, and as a result lack work experience or exposure. This contributes to the employers not being able to absorb them into the labour market without some kind of formal training, skills and experience. It is further suggested that, even if these young people do get jobs, they still need to be placed in temporary, short term jobs. The effect is that whenever the country experiences economic challenges, or even recession, young people with

limited work experience are the first to be dismissed or overlooked in the hiring process. These factors contribute negatively towards economic growth. Youth unemployment between the ages of 15 and 24 is around 50% among males and around 60% among females.

The uses of labour-intensive methods have always been considered as a better model in the implementation of infrastructure projects and public works in order to create jobs and provide income to address poverty and unemployment. From the theoretical perspective, the implementation of the Expanded Public Works Programme through the use of intensive labour, have been implemented in other countries as a method to alleviate poverty and reduce the challenges caused by high unemployment.

Doidge (2009) in the five-year review report of the EPWP Phase 1, noted that it has achieved its target of providing one million work opportunities for unemployed people, and that almost 40% of working age people were unemployed at the beginning of 2003.

Mangaung Municipality (2010) stated in their implementation plan that the EPWP have been implemented in collaboration with the New Growth Path (NGP), and subsequently outlined necessary job drives such as more labour-absorbing activities in the main economic sectors to create job opportunities in construction and maintenance. It has further stated that high youth unemployment means people are not obtaining the skills and experience which are vital for economic growth. The proposed job opportunities are linked to NGP job drives which ultimately provide Full-Time Equivalent (FTE) opportunities.

1.2.6 Gauteng Province

According to Gauteng's Medium Term Strategic Framework, 2009-2014 massive public investment will be made available in order to develop

social and economic infrastructure in urban and rural areas with the view to expanding public employment through the EPWP Phase 2 programme. The recipients of social grants would have to be linked to EPWP programmes. It would have to be ensured that skills development forms part of the programme in order to ensure entry into the existing commercial value chains and sustainable livelihoods. The Gauteng Department of Infrastructure Development (GDID) is a leading provincial department with overall control and responsibility for implementing and co-ordinating the EPWP in Gauteng Province. This responsibility includes co-ordination and providing assistance, guidance and support to all reporting bodies such as all Gauteng Government Departments and municipalities to implement the EPWP activities. Furthermore, the Department have the responsibility to lead the creation of labour-intensive work opportunities that may arise through the implementation of infrastructure projects in the Province. While unemployment and poverty remain the biggest challenge in the country, the EPWP is a key government initiative aimed at bridging the gap between the growing economy in Gauteng and the large number of unskilled and unemployed people who by implication have not yet enjoyed the benefits of economic development. This shows that the impact on Gauteng is much greater, given that it constitutes only 1.5% of the total land area of South Africa, and yet it supports 13,200,349 people (Statistics South Africa, 2015) and contributes nearly 34% to the total GDP of the country.

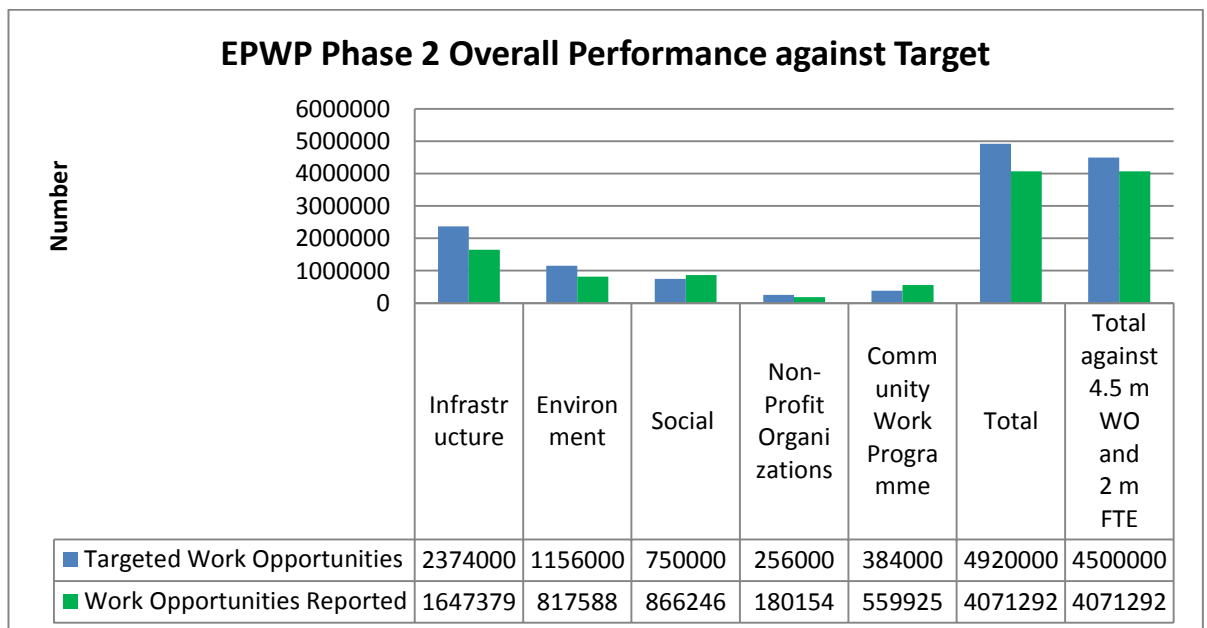
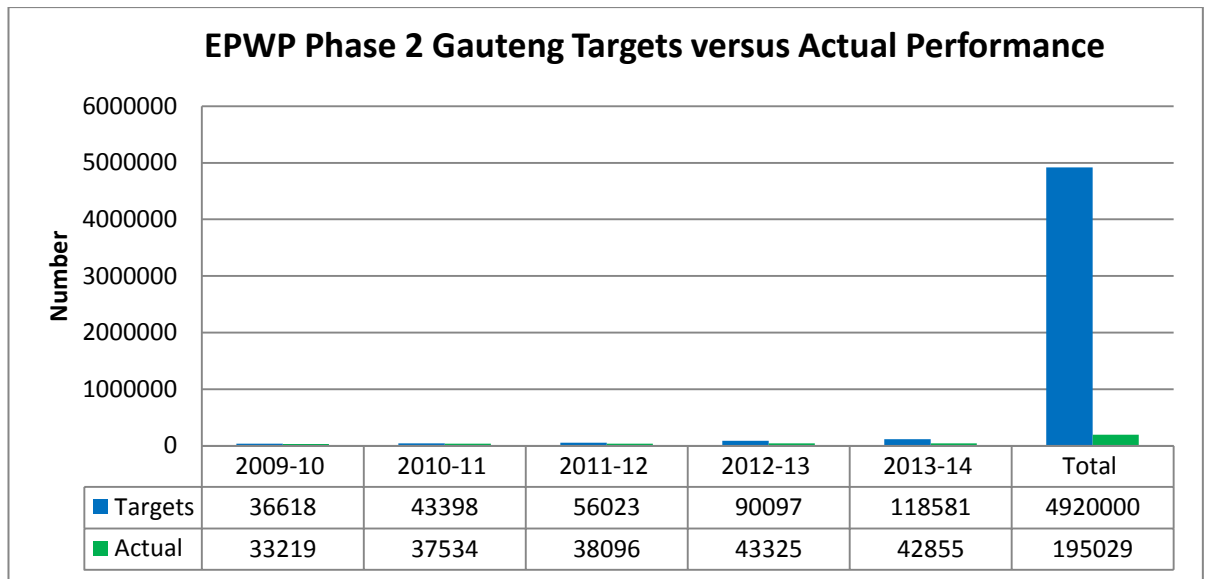
The Gauteng Department of Infrastructure Development (GDID) have implemented the Technical Apprenticeship Programme with the intention of recruiting and providing training to the beneficiaries of the programme in the fields of boiler-making, welding and electrical services. The training has further provided both theoretical and practical work exposure, and a number of people have completed the artisan programme as part of the Gauteng EPWP project during Phase 2. The training programme also involves work place exposure at various institutions within the public and

private sectors with the view to ensuring that beneficiaries gain access to on-the-job training so that they are employable when they exit the programme. The Department captures the number of jobs created by provincial departments and disaggregates it according to Gender, Youth and People With Disabilities on a monthly basis for the infrastructure sector. Municipalities submit their reports using a web-based system to the National Department of Public Works. This therefore denotes that Gauteng Municipalities are implementers and partners of all EPWP project implementation.

The Phase 2 EPWP programme had set an ambitious target of 4,5 million work opportunities, which started in the period 2009 -2014.

This is clearly illustrated in Diagram 1 below which shows the breakdown of EPWP performance for the financial years 2009 to 2014.

Diagram 1: Breakdown of EPWP performance 2009 to 2014



Source: GDID Performances reports

This period has done significantly well in meeting its planned targets but it also indicates that the government had to change the way the economy functions and move onto a new growth path, especially if government is to bridge the gap between the 'first' and 'second' economy.

The City of Johannesburg Parks Department have implemented the programme as part of the Gauteng EPWP implementation programme. It

has provided training and skills to unemployed people or beneficiaries during Phase 1 and 2 and it is currently providing the same under Phase 3. The City of Johannesburg have implemented the programme under the environment sector, creating nearly 8,500 job opportunities over the five-year period.

According to the Independent Evaluation Group of the World Bank (IEG), the increasing demand for evaluation of aid relief has contributed to increased pressure from government on implementing agencies and departments, to increase capacity and strengthening of current M&E resources. The traditional way of reporting after the end of the programme is no longer acceptable and every stakeholder is now required to achieve good outcomes early on in a process.

Davies (2001) indicates that for the past ten years, sharp growth have resulted from the provision of aid. Most of the aid is in the form of public funds and providing necessary commodities to needy people. This has alerted implementing agencies to develop and have in place systematic monitoring and evaluation systems where they can monitor and evaluate the continuous progress of assistance programmes. Through robust M&E systems worldwide many implementing agencies and departments have been achieving their intended outcomes better.

1.2.7 Infrastructure sector

The National Department of Public Works stated that the infrastructure sector is one of the critical EPWP sectors, and have advocated for the use of labour intensive methods in construction and maintenance projects of public works infrastructure. This has been implemented by all spheres of government and state-owned enterprises and aims to provide 2.3 million work opportunities during the EPWP Phase 2 implementation.

According to the Business Trust (2005), the EPWP have not provided enough jobs in relation to the high levels of youth unemployment, and the jobs that have been created are not visible enough. The report further indicates that the impact of the EPWP should be increased, and this will require additional funding to empower the youth with skills and training.

The ultimate aim of Phase 1 of the EPWP, which was implemented from 2004 to 2009, was to provide one million work opportunities for the unemployed youth, women and people with disabilities. The work opportunities covered four different sectors: infrastructure projects, environment, non-state, and social sectors. Phase 1 targeted the unemployed who are willing to work, the unskilled, those who do not receive social grants, and women (EPWP Five Year Report).

According to Heradien (2013), the EPWP is based on empowering unemployed youth with the resources to sustain them in the labour market; hence the emphasis was on different work projects. The systematic evaluation of the EPWP programme will enrich and add value to the redesigning of the programme. It is further argued that the implementation of the Expanded Public Works Programme requires more long term solutions in order to eradicate unemployment and poverty completely.

1.2.8 Social sector

The sector aims to drive a sphere of social policy dedicated to human development and improving quality of life in the areas on education, health and welfare. The beneficiaries of the EPWP Social sector are afforded opportunities to undergo training to enhance their abilities in rendering improved social services, while receiving options for career path or exit strategies into formal and self-employment. Training in this regard is accessed through skills programmes and learnerships.

1.2.9 Environmental sector

The sector aims to build South Africa's natural, social and cultural heritage, and in so doing dynamically uses this heritage to create both medium and long-term work and social benefits through sustainable land-based livelihoods, waste management, tourism and creative industries, parks and beautification, coastal management and sustainable energy.

1.2.10 Non-State sector

This sector aims to foster partnerships between non-profit organisations (NPOs), communities and government, to create opportunities through socially constructive activities for a large number of individuals within local communities. COGTA-funded sites created and reported work opportunities in Gauteng sites, the Independent Development Trust (IDT) and other appointed Non-Profit Organisations (NPOs).

Community Work Programme is a government initiative which is designed to provide an employment safety net to eligible participants by offering them a minimum number of regular days of work each month. Participants work two days a week. The programme targets the unemployed and focuses on community needs. It has become instrumental in developing areas within communities by improving the quality of life in the poorest communities. The programme uses participation processes to inform and consult communities and local municipalities about the establishment of a site and to identify useful work and local priorities.

1.3 PROBLEM STATEMENT

The concept of the EPWP suggests that for all public bodies across the three tiers of government and the non-state sector, in order to optimise the creation of work opportunities for the unemployed and unskilled through

the delivery of public and community services, there has to be a robust implementation of the programme across all sectors. Phase 2 of the programme, which ended in 2014, had a projected target of providing almost 5 million work opportunities to the beneficiaries of the programme. However, the unemployment rate remained high, and is estimated to have increased from 23% to 25% from 2010 to 2013 (Statistics SA). This reveals that there was not much change after the EPWP was implemented, yet almost 3.5 million work opportunities were created using a substantial budget.

This suggests that there is a strong need for evaluation of the EPWP to assess whether the programme made any impact on beneficiaries, whether the programme provides quality programmes, and more so whether the programme is achieving its goal of alleviating poverty and unemployment in the country.

In Gauteng the Provincial Department of Infrastructure Development have implemented the EPWP in various sectors and provided work opportunities for unemployed youth contribute to the goal of reducing poverty and unemployment in the province. However, there is a strong need for impact evaluation under EPWP Phase 1 and Phase 2, to establish the difference, if any, it has made in the lives of the beneficiaries, and whether it has assisted them in gaining regular income. If not, the EPWP has to revisit its strategy and mode of delivery of programmes, to better assist in poverty alleviation.

The National Department of Public Works has introduced the EPWP third phase but has emphasised that there is a strong need for evaluating and investigating outcomes of the previous two phases, as this will contribute to improvements in the third phase (www.epwp.gov.za).

The EPWP is viewed as an excellent programme, but is not achieving the intended outcomes, although government has spent the allocated budget, of which a very small fraction goes to beneficiaries as a stipend. The majority of allocated budget goes to the operational costs of the programme. There is thus a need to review the programmes and establish strong monitoring and evaluation systems to reduce the operational costs (www.sacsis.org.za).

The lack of monitoring and evaluation resources such as personnel, systems, knowledge, co-operation from implementing bodies, reporting structures, and lack of follow-up on the beneficiaries once they have left the programmes, are factors contributing to the EPWP falling short of its goals. There is a strong need for training, developing and implementing a monitoring and evaluation framework for the EPWP programme in Gauteng Province. An efficient monitoring and evaluation system must play a vital role in achieving the goals of the EPWP programme, as this will inform management in respective organisations about progress on the implementation of EPWP programmes, and enable project managers to adequately respond to the challenges that may arise. Monitoring and evaluation is a critical tool that should be applied to every programme, project and training programme to enhance the quality and quantity of productivity.

A strong monitoring and evaluation system is an important tool for achieving the goals of any project, programme and training and promoting productivity. UNICEF is an international non-profit organisation that has developed and implemented M&E systems in their projects for some time and achieves positive results (UNICEF, 2003).

Monitoring and evaluation which is designed using systematic processes, will assist in accountable, improved projects, and programme efficiency as well as providing early warning with regard to challenges or lack of

delivery. The M&E system is a highly practical approach and contributes indirectly towards the development of the country (www.mdf.nl). M&E requires a customised framework and is different from project to project. In the absence of a robust M&E framework, many programmes throughout the world have not achieved their desired results and may also have experienced unintended consequences. The 10 generic steps in the monitoring and evaluation framework provide a strong basis for any programme or project (www.ipdet.org).

1.4 PURPOSE STATEMENT

The purpose of this research is to investigate factors that lead to poor monitoring and evaluation of the Expanded Public Works Programme and will also highlight some of the possible findings in relation to EPWP monitoring and evaluation. Drawing on the interpretation and analysis, the study will recommend possible strategies for the improved implementation of the programme.

This research study relates to the EPWP as specifically adopted to address government outcomes related to decent employment and inclusive economic growth. This programme is a priority programme arising from one of the key electoral mandates of the governing African National Congress party and was presented at Gauteng's 2009-2014 Medium-Term Strategic Framework. This programme is currently being implemented in all three spheres of government. There is some indication arising from performance monitoring reports and short-term planning, that the EPWP in Gauteng is not reaching its full potential. This research study has therefore been able to consider the theoretical study in order to use the interpretative social science theory approach for the implementation of the EPWP which is more reliant, and considers narrative rather than numbers or statistical data, as in the quantitative method of research.

1.5 RESEARCH QUESTIONS

The research questions are categorised into primary and secondary questions. The secondary questions will assist to further examine the questions emanating from the primary questions, which are as follows:

1.5.1 Primary questions

The primary questions that inform the research are the following:

- What are the key factors leading to the implementation of monitoring and evaluation of the EPWP in Gauteng Province?
- What are the monitoring and evaluation trends in the implementation of the EPWP in Gauteng Province?
- What are the monitoring and evaluation strategies for consideration in the implementation of EPWP in Gauteng Province?

1.5.2 Secondary question

The secondary question that informs the research is “What are the challenges encountered during implementation of the EPWP’s data co-ordination and reporting in Gauteng Province?”

1.5.3 Research objectives

The purpose of this research study is to achieve the following objectives:

- To explore the possible obstacles in implementing the EPWP programme in Gauteng Province;

- To determine and evaluate shortcomings of current M&E frameworks existing in the Gauteng Department of Infrastructure Development;
- To propose effective and efficient M&E resources and systems for improving implementation of the EPWP programme in Gauteng Province.

1.6 SIGNIFICANCE OF THE STUDY

The study will be undertaken to investigate the implementation of the EPWP with specific reference to monitoring and evaluation. The EPWP is a national government programme introduced with the aim of creating short-term work opportunities.

1.7 CONCLUSION

The chapter introduced the concept of monitoring and evaluation and provided examples of its use. The case study of India, for example, indicates that the Expanded Public Works Programme in that country was successfully able to address poverty and promote employment creation.

Within the African context, few organisations exist to promote and provide training on monitoring and evaluation for implementing EPWP. The African Evaluation Association is one of the African organisations which has actively engaged in M&E systems and also indicates that without an M&E framework most projects, programmes, and policies are not achieving effective results.

The South African government have realised that the triple challenges of poverty, inequality and unemployment have some dire consequences and pose a potential threat to the country's sustainable economy and political stability. Furthermore, government has realised the importance of an effective M&E framework and also identified weak M&E systems as one of

the reasons for most of the failures of government programmes. The South Africa government through the EPWP aimed at confronting structural unemployment and poverty in the short- and medium-term, which is why the programme puts special emphasis and significance on learning across all programmes within the sectors.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

This chapter examines three primary objectives which seek to understand the research problem with the view to interpreting the findings of this study. These broad objectives are: the theoretical framework, which will assist in making the determination and interpretation of the research findings; the conceptual framework which will help to identify and discuss some of the theory of change and programme theory in relation to monitoring and evaluation within the premise of the Expanded Public Works Programme, as well as providing the roadmap within which the EPWP is located and implemented in Gauteng, its milestones achievements and challenges during its implementation phase period.

The literature review is a critical analysis or systematic evaluation of a particular subject, issue, topic or theory, and analyses the body of existing scientific knowledge and provides holistic views (Writing Centre, Wisconsin). A literature review can be defined as a compilation and evaluation of an already existing body of knowledge on a particular research topic and provides information from different authors who have already produced such knowledge (Kennedy, 2007).

2.2 SIGNIFICANCE OF LITERATURE REVIEW IN RESEARCH

The literature review is important because it provides comprehensive information on a particular research topic and a platform for summary, classification, and comparison of previous research findings (Writing Centre, Wisconsin). It is a significant step in any research project because compiled research guides the researcher on what has been done in the

past and what results on specific findings were. It also provides direction for researchers the methods of research. It gives a comprehensive view of the boundaries of research, various theories used and findings from different authors (Kennedy, 2007). It plays a significant role in defining the current topic, objectives and research questions.

A literature review in research is significant because it guides the researcher on the studies that have been conducted in the past and what the results on specific findings were. It further assists in providing direction for researchers.

In this study, the systematic literature review was conducted after approval of the project, the collected literature information / data has been reviewed, necessary information has also been extracted and presented in this chapter.

The detailed information on EPWP sub-cluster programmes, characteristics and numbers of beneficiaries, and drop-outs from the programme were collected. The micro information on the EPWP will assist in providing deeper insight and identifying current problems in the programme.

The information from various sources, authors, and EPWP projects is presented in a logical manner and will serve to highlight the important outcomes of the various programmes.

2.2.1 Introduction of Gauteng Province Road Map

Gauteng, with a population of approximately 12 914 800 (Statistics South Africa, 2014), is the most densely populated of the nine provinces. Although it only takes up 1.46% of South Africa's total land area, it is a R1-trillion economy and contributes 36% to the country's GDP, 40% of total

industrial output, 60% of exports, and 11% of the continent's gross domestic product (GDP). This makes Gauteng the economic hub of the country, and gives it a key role in the economic future of South Africa. As the country's economic hub, it has grown faster than many other provinces, and continues to attract an influx of economic opportunity seekers.

In Gauteng, the Department of Infrastructure Development, as a leading co-ordinator of EPWP, has made a commitment to radical social transformation, as part of alleviating poverty and addressing the high rate of youth unemployment. It has done this by implementing and maintaining a comprehensive and integrated Expanded Public Works Programme (EPWP) and Community Work Programme (CWP) that operates jointly with local government, and other provincial departments. This objective will be linked to providing temporary relief for a longer duration by offering proper training to women, youth, people with disabilities and military veterans.

Figure 1 below provides a map of Gauteng Province. At the centre of the Province's social transformation process is the GDID's determination to address the triple challenges of poverty, unemployment and inequity, through implementing EPWP as a government programme.

Figure 1: Map of Gauteng Province



Source: www.places.co.za

Figure 1 above illustrates the geographical spread of towns in Gauteng and its location, and demonstrates that the province is the smallest in terms of land, but the most densely populated. The impact on Gauteng is much greater given that it constitutes only 1.5% of the total land area of South Africa, and yet it supports 13,200,349 people (Stats SA 2015) and contributes nearly 34% to the total GDP of the country. At the centre is the city of Johannesburg in which the co-ordination of EPWP is being implemented through various developmental corridors, such as the northern, southern, eastern, western and central regions.

2.3 THEORETICAL FRAMEWORK

The study will examine some of the theories in relation to M&E that are relevant to the implementation of the EPWP. The study will then map the flow chart, and make reference to gaps, with the view to identifying the data dimensions as explained by Gorgens and Kusek (2010).

Whilst the study appreciates that the notion of good governance requires better accountability, innovation and reform, the M&E system is a tool that promotes good governance to support the achievement of the goals of the programme through the production of reports that are credible, trustworthy, transparent and relevant. In terms of resource allocation, it will assist policy decision-makers to track and improve on the outcomes of expenditure and resource allocation, including the impact thereof. This study will make reference to programme theory and developmental evaluation using Rogers (2011).

It should be noted that the concept of evaluation generally is not necessarily concerned about what has transpired in a particular project, but how to make data available in order to improve the project within the allocated resources. In assessing how effective the implementation of the EPWP is in Gauteng, the study will use the readiness assessment. This is a diagnostic tool that can be used to determine a results-based M&E system. The potential pressures that encourage the demand for the M&E system are both internal and external. The internal demands largely arise from reforms in governance and stakeholders, including amongst others, multi-lateral organisations which then promote better accountability, openness and transparency (Kusek and Rist, 2004).

Although there are many theories in the literature, a customised M&E framework will assist in the implementation of projects to achieve intended outputs. The results of the research will be evaluated according to the theories of M&E, and the possibility of proposing modified suitable M&E theories and frameworks for the EPWP will be explored.

2.4 THEORIES ON LEADERSHIP AND GOVERNANCE

According to Graig (2005:132) leadership is defined as a social influence process in which the leader seeks the voluntary participation of

subordinates in an effort to reach organisational goals. Indeed, Rost (1991) found that there were 221 definitions of leadership published in books and articles between 1900 and 1990; a number that given the recent interest in leadership, has likely doubled since his view. It is in light of this that Ubegbe (1999:282) defines leadership as follows:

“Leadership is the process of creating the subordinates’ identification with the group’s mission and creating their desires to achieve the group’s goal.”

In the view of Sahni (2003:1-2) governance is seen as a set of values, policies and institutions through which the society manages economic, political as well as social processes at different levels, on the basis of interaction among the government, civil society and private sector. In essence, the concept of governance is not new and is probably as old as human civilisation. It broadly means the process of decision-making and the process by which decisions are implemented or not implemented. The concept of governance relates to the quality of relationship between the government and citizens whom it serves and protects.

Governance is defined as the capacity to establish and sustain workable relations between individual actors in order to promote collective goals (Chazan, 1992:122). It was further defined by Galadima (1998:117) as,

“a process of organizing and managing legitimate power structures, entrusted by the people, to provide law and order, protect fundamental human rights, ensure rule of law and due process of law, provide for the basic needs and welfare of the people and the pursuit of their happiness.”

The implementation of the EPWP in Gauteng Province is largely rooted in the current political leadership and governance. Governance is essential

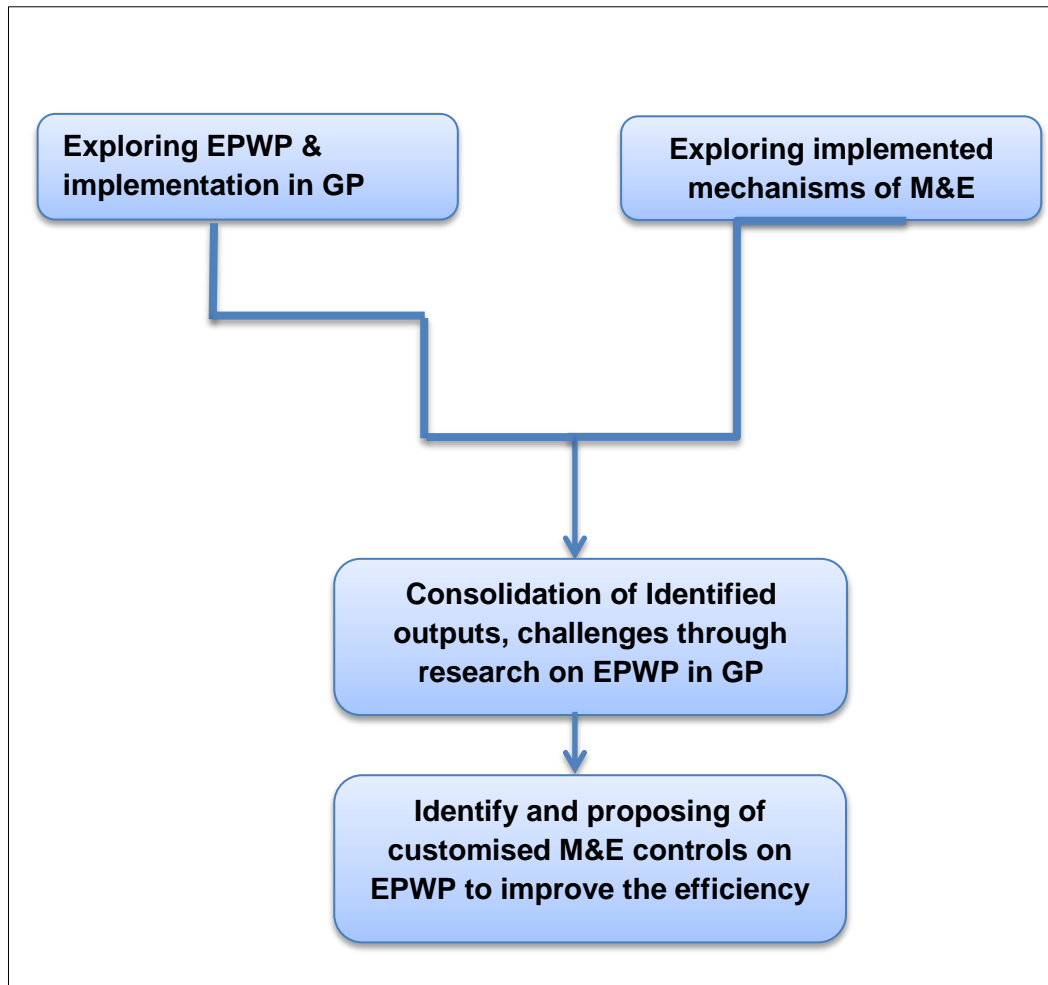
to link the civil society and government and also provide clear direction in decision-making that serves the public interest. Some literatures describe leadership in terms of personality and physical traits, while others scholars believe leadership is represented by a set of prescribed behaviours.

2.5 CONCEPTUAL FRAMEWORK

In discussing this theory, it should be noted that there is no single method that best describes what monitoring and evaluation theories encompass. Many literature reviews and case studies demonstrate efforts to make a contribution towards the body of knowledge and practice of monitoring and evaluation theories. The results-based approach allows for greater creativity and learning. The ten steps in this results-based monitoring and evaluation theory as presented above mean that the completion of each step generates intended results and provides some evidence for moving to the next step (Rist, 2008). The research study has primarily focus on programme theory and linked to that is the results based readiness assessment as illustrated in Diagram 2 below.

This research will explore the implementation of the EPWP, and the outputs and successes of the programme in Gauteng Province across four sub-sectors of the EPWP. Furthermore, it will use an M&E framework to evaluate the extent to which it has contributed towards the implementation of the EPWP's goals.

Diagram 2: Results Based Readiness Assessment



The content analysis will reveal the results of interviews with selected sample group respondents. The results will be consolidated, and the challenges encountered during the implementation of M&E controls in the EPWP project will be identified. Based on the outcomes of the research, the appropriately customised M&E controls and strategies will be proposed to improve the efficiency and impact of the EPWP in South Africa.

2.5.1 Theory of change: Monitoring & Evaluation

The development of the monitoring and evaluation policy framework has considered the importance that in order for the government to effectively respond to the challenges of service delivery, there has to be systems and

policy framework in place to account for public resource allocation, including the process that needs to be followed in order to unblock and address service delivery challenges. Monitoring is a process of collating, reporting and analysing data on inputs, activities, outputs and outcomes, as well as impact (Government Wide M&E system, 2007). Further, monitoring is considered to be a routine process that provides data to explain changes at the outcome and impact levels, including the provision of real data that can be used for day-to-day monitoring and programme planning (Gorgens and Kusek, 2010).

Evaluation is defined as a time-bound and periodic exercise that seeks to provide credible and useful data in order to answer specific questions, and logically, evaluation is appropriate to assess the relevance, efficiency, effects, impact and sustainability. (Government Wide M&E System, 2007).

The theories of monitoring and evaluation should be clearly understood within the context of the literature review, which shares experiences in participatory monitoring and evaluation (PM&E) around the world. This study will make reference to a range of theories, and select one, which will be used as the conceptual framework of the study. These theories are briefly explained below.

The available related information on monitoring and evaluation projects in South Africa will be collected because generally monitoring and evaluation is very broad, and most of the M&E frameworks are customised according to the needs of each project or organisation. The literature on M&E frameworks of implemented projects will provide information on the nature and intensity of M&E, the results, and whether the M&E controls assisted in achieving the intended outputs of the project. This information will provide practical insights into projects which can be useful in terms of the EPWP. It should be noted that the concept of evaluation generally is not necessarily concerned about what has transpired in a particular project,

but it is primarily concerned with how to make available data in order to make the project better within the allocated resources. Hence the readiness assessment becomes a diagnostic tool that can be used to determine the results based on an M&E system. The notion of good governance requires better accountability, innovations and reforms. The M&E system as a tool that promotes good governance will support the achievement of a goal programme through production of reports that are credible, trustworthy, transparent and relevant.

2.5.2 Participatory M&E for impact assessment

Participatory monitoring and evaluation mainly focuses on project evaluation, and assesses whether there is any impact within a programme and the changes that occurred as a result of the programme initiatives. This also assesses whether or not there is any impact on a project over time and the best strategies that need to be followed. CONCERN (1996) refers to this approach as participatory impact monitoring (PIM) which involves different stakeholders and various levels such as NGOs and donor funding agencies.

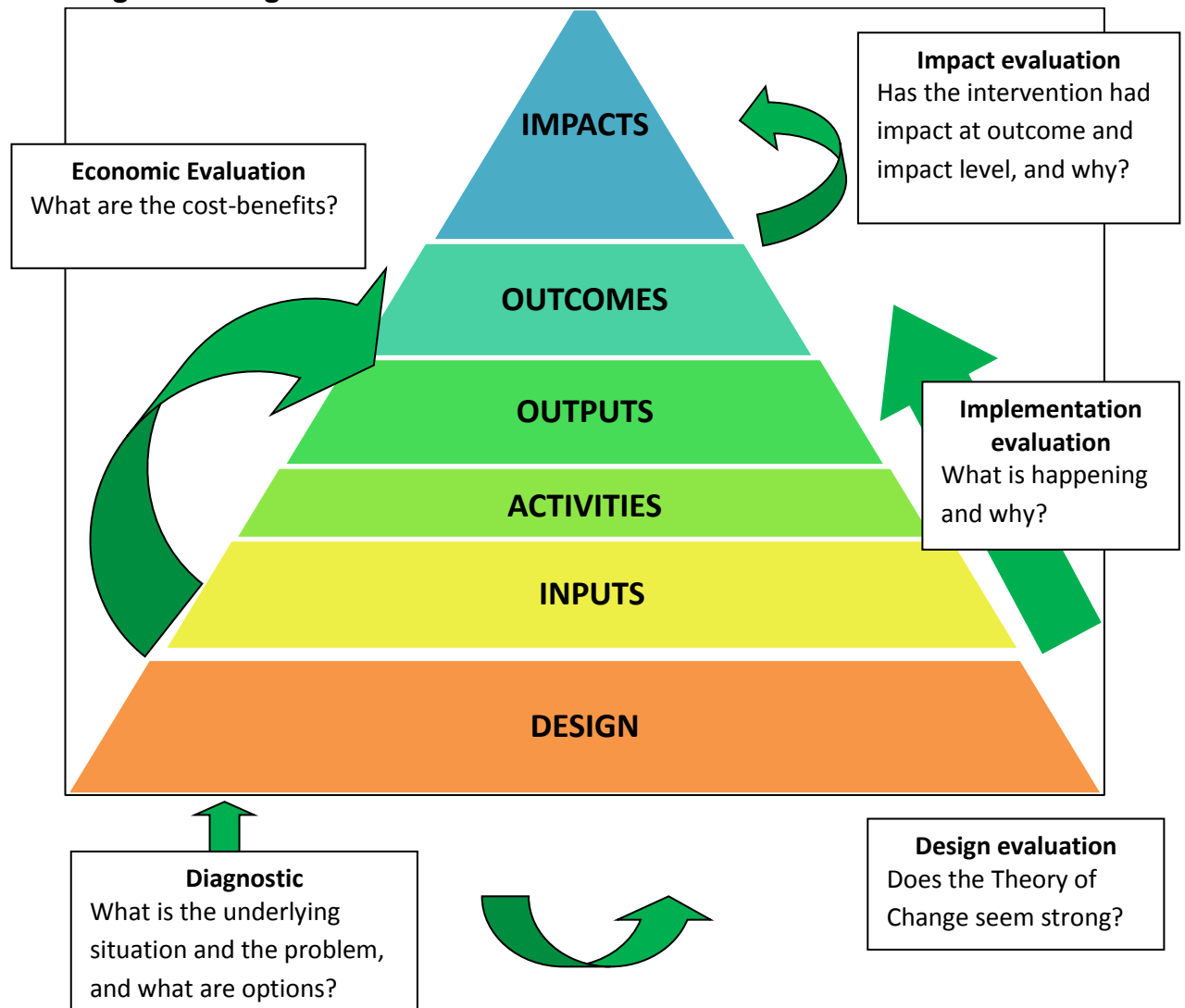
2.5.3 Programme theory

A programme theory explains how the intervention of a project, programme, policy, or a strategy contributes to a results chain that produces the intended or actual impacts. Programme theory can include positive impacts, which are beneficial, and negative impacts, which are detrimental. It also highlights the other factors which contribute to producing the desired impacts, such as the context and other related projects and programmes. Programme theory is used to provide a conceptual framework for monitoring and evaluation. A programme theory is very useful to bring together existing evidence about a programme. A theory can be used for a single evaluation, for planning cluster evaluations of different projects funded under a single programme, or to bring together

evidence from multiple evaluations and research. Subsequently, it provides clarification where there are areas of agreement and disagreement about the programme, and where there are gaps in the evidence.

Researchers have used different types of diagrams and models to represent a programme theory. This research study has been able to use a diagram that is related to the logic model. A logic model shows the overall logic of how the intervention is understood and how it works. Diagram 3 below illustrates the logic model using programme theory.

Diagram 3: Logic Model



Source: National Evaluation Policy Framework, 2011

The above pyramid depicts the uses of evaluation, and asks questions around the rationale of doing things, whether rightly or wrongly, and if the project is effective in achieving the expected or desired outcomes that will ensure stakeholder satisfaction. Most importantly, it also seeks to show if there are lessons that can be learnt from the findings of the evaluation, and what are the possible recommendations or alternatives.

Patton (2003) suggests that one particular strength of evaluation is the recognition that the evaluation in itself is the intervention in the organisation. Patton refers to the notion of appreciative inquiry, which largely addresses issues and problems, which may exist.

2.5.4 Results-based Monitoring & Evaluation

Results based monitoring and evaluation is the most practical and produces the intended outcome. This is, however, built on 10 steps which can be customised according to the particular project (Rist, 2008). Each step has certain deliverables and therefore produces a platform to monitor and evaluate project performance. Each step is designed to deliver results and provides signals or early warnings for project management, and is presented in Table 2 below.

Table 2: Results-based M&E

STEPS	DESCRIPTION OF M&E STEP
Step1	Conducting a “readiness assessment”
Step2	Agreeing on outcomes to monitor and evaluate
Step3	Selecting key indicators to monitor outcomes
Step4	Baseline data on indicators— where are we today?
Step5	Planning for Improvement— setting results targets
Step6	Monitoring for Results

Step7	The role of evaluations
Step8	Reporting your findings
Step9	Using your findings
Step10	Sustaining the monitoring and evaluation system within Your Organisation

Source: Rist, 2008

In this regard, results-based monitoring becomes critical to ensure that the organisation's services contribute to the achievement of a clearly defined outcome. Thus the results-based approach provides a coherent approach to, and gives effect to, the strategic planning with a view to improving accountability. It can however, be attributed to management strategy in which a particular sector or government department ensures that its services contribute to the achievements of its results. This provides a coherent framework for an organisation's strategic planning and accountability.

2.6 RATIONALE FOR THE THEORY

The rationale for the theory is a framework for understanding and often formally modelling social and economic behaviour. The basic premise of rational theory is that aggregate social behaviour results from the behaviour of individual actors. The theory therefore focuses on the determinants of the individual decisions. Furthermore, the concept of rationality is mostly used in rational theory and is different from the colloquial. Colloquial is a philosophical term which means rational, predictable or sensible behaviour. Rational theory uses a narrower definition of rationality. At the basic level, behaviour is rational if it is goal-oriented.

The rationale of the theory is to bring together different views on programme theory and theory of change in relation to the implementation of the Expanded Public Works Programme (EPWP) in Gauteng. A programme theory explains how the intervention of a project, a programme, policy, or strategy contributes to a results chain that produces the intended impacts. The programme theory includes positive impacts, which are beneficial, and negative impacts, which are detrimental. The programme theory is used to provide a conceptual framework for monitoring and evaluation. A theory of change is used for a single evaluation, for planning cluster evaluations of different projects funded under a single program, or to bring together evidence from multiple evaluations and research. Subsequently, it provides clarification where there are areas of agreement and disagreement about the programme, and where there are gaps in the evidence.

2.7 CONCLUSION

This chapter focuses on theoretical framework, conceptual framework, as well as programme theory. A programme theory explains in depth how the intervention of a project, programme and policy contributes to a results chain that produces the intended outcomes and impacts. It has been noted that programme theory can have positive impacts or negative impacts. Another area of focus to produce the practical intended outcome is results-based monitoring and evaluation. The researcher, after reviewing other literature, is of the opinion that no single method best describes what monitoring and evaluation encompass. A number of studies in the literature demonstrate efforts to contribute to the body of knowledge and practice of monitoring and evaluation theories.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter provides a brief discussion and outlines the approach and methodology that was followed during the execution of this research study. This study adopted qualitative research methodology, by means of development questionnaires, and not face-to-face interviews. According to Wilson (2010:6), research methodology is defined as the process of enquiring, investigating, collecting, recording, analysing and interpreting information, whilst Maree (2012:299), defines research design as the plan of how to proceed in determining the nature of the relationship between variables. The research process is the scheme of scientific activities in which social scientists engage. These activities are assumed to enhance the goals of science. Scientists are problem-solvers. The scientific approach relies on observations and on the methods employed to generate observations.

The measurement process is an integral part of social research. Measurement generally entails the assignment of numbers to concepts or variables. Measurement is not confined to numerical or quantitative specification but can be qualitative as well. Qualitative attitudes have labels or names rather than numbers assigned to their respective categories. Quantitative variables can be labelled with numbers rather than names. The questionnaire designed for this study consisted of 27 open-ended questions. The questionnaires were delivered and administered directly to the respondents and all respondents remain anonymous.

3.2 APPROACHES TO THE RESEARCH

The researcher used a questionnaire as an instrument for data collection, since it is less expensive and more convenient for the respondents. The purpose of the questionnaire was to collect information from the participants on the implementation of the Expanded Public Works Programme (EPWP) in Gauteng.

According to Selltiz, et al (1976), the method to obtain data using questionnaire is a less expensive procedure than an interview and requires less skill to administer. It should however be noted that in this study, the researcher used the semi-structured questionnaire as an instrument of data collection.

The impersonal nature of a questionnaire is personified in its standardised wording, order of questions, and instructions for recording responses. This leads to the conclusion that it offers some uniformity from one measurement situation to another. This uniformity may be more apparent and real; questions with standard wording may have diverse meanings for different people, so it needs work to create meaningful uniformity of questions by careful pre-testing to ensure that every respondent interprets a question in similar way.

A research instrument refers to the planning and structuring of the investigation so as to obtain answers to research questions. This kind of approach depends heavily on the reliability and the validity of the research instrument. A research problem can arise from a concrete problem. The sources of a research problem are to be found in a combination of direct observations and experiences, theory and previous investigations.

This chapter provides information about the steps in the research study and as such, the proposed study requires qualitative data in order to fulfil

the study objective. The qualitative methodology approach was used in this research study and the semi-structured questionnaire created for collecting the information. The qualitative study has further assisted in developing a deeper understanding of the nature, absorption and risks, as well as challenges encountered by the beneficiaries during the programme and after they exit the programmes (Sale, Lohfeld & Brazil, 2002).

A desk-top review have been conducted to provide data that informs the assessment of the programme in meeting its intended objectives. The documentation includes, amongst others, EPWP performance monitoring reports as well as Gauteng Provincial EPWP plans and other related reports. Whilst noting that the Gauteng Department of Infrastructure Development have implemented the EPWP Phase 2 2009-2014, the officials in various directorates in the department will be tracked and used as the population for this study.

The qualitative approach stresses the use of methods such as in-depth interviews and focus groups which are especially suited to obtain more detailed, sensitive and socially dynamic information on issues such as policies, attitudes and perceptions. The presence of emotions like fear or hostility can be also detected. Qualitative methods are therefore essential to this study because of the existence of different interests and perceptions encountered. This approach has provided the researcher with a sense of the research context and the underlying issues that enable the researcher to engage in cognitive mapping.

3.2.1 Research instrument: Qualitative survey

Semi-structured open-ended questionnaires were designed based on research objectives and scope. The questionnaire has been used during field work to obtain qualitative research information. To that effect, a pilot study was conducted on the questionnaires to ensure that the developed

research instruments were usable and if there were any problematic questions, or statements to be rectified. The instrument further assisted to engage risk assessment challenges that arise during the study (Sale, Lohfeld & Brazil, 2002).

3.3 RESEARCH DESIGN

According to McKendrick (1990:256), the research design is an overall plan or strategy by which questions are answered or hypotheses tested. In this study, the researcher used the semi-structured questionnaire to obtain relevant data through the distribution of questionnaires by means of e-mails and face-to-face interviews.

The sample design followed in this study is non-probability purposive sampling. The researcher have purposefully chosen respondents who are within Expanded Public Works Programme in Gauteng. The sample size of the respondents was thirteen (13) and as such the researcher was satisfied with the mixture of respondents ranging from age, gender, race, qualifications, management levels and length of service in government who constituted the sample.

3.4 DATA COLLECTION

The data collected for the study were coded, cleaned and validated against completeness of the questionnaires and verified responses with statements to ensure quality measures are in place and to avoid data problems during analysis (Retzer, 2003).

3.5 DATA PRESENTATION

The results obtained from the content analysis were presented in a systematic format. The identified themes have been discussed with deeper insights made and the essential contents summarised. The results were presented as global, african regional and South African findings.

3.6 DATA ANALYSIS

The content analysis was conducted for the collected questionnaires. The questionnaire and interview schedule in particular were used to assist the researcher to gain insight into the experiences of respondents in relation to EPWP implementation within the province. Similar themes and views were accumulated to determine the intensity of contents and interpret the findings accordingly. Each table and statement in the study were also followed by an interpretation.

3.7 RELIABILITY AND VALIDITY

The reliability and validity are two factors which any qualitative researcher should be concerned about while designing a study, analysing results and judging the quality of the study. The terms reliability and validity are critical principles for quality in quantitative and qualitative paradigms. Furthermore, critical terms for quality are conformability, credibility, consistency, neutrality, dependability and applicability as well as transferability.

- Reliability refers to the extent to which results are consistent over time and an accurate representation of the total population under study and whether the results of a study can be reproduced under a similar methodology. Therefore, the research instrument is considered to be reliable.

- Validity determines whether the research in fact measures that which it was intended to measure or how truthful the research results are. In other words, does the research instrument allow you to get the intended results of your research object? In general, researchers determine validity by asking a series of questions, and will often look for the answers in the research of others.

3.8 LIMITATIONS OF THE STUDY

It is noted that in this research study, not all respondents were able to provide answers or responses to all questions in the questionnaire. Some respondents gave more than one reason or answer to an open-ended question and consequently both responses were recorded. The researcher decided to limit the research to central Johannesburg in Gauteng, because of financial and time constraints.

3.9 ETHICAL CONSIDERATIONS

The researcher has taken into account ethical considerations in that the participation of respondents in the study was voluntary. All data collected from the respondents was coded in order to protect each participant's identity. The respondents were given the assurance that their responses would remain anonymous and that the information they provided would be treated as confidential at all times. Following the study there will be no way of connecting the names of respondents with the data presented.

3.10 CONCLUSION

This chapter concludes by providing information about the steps in the research study and the observation that the proposed study requires qualitative data in order to fulfil the study objective. The qualitative methodology approach have been used in this research study and a semi-structured questionnaire will be used for collecting the information. The

chapter further highlighted the type of methodology which has been followed, including the instruments used for data collection, data capturing and editing, as well as shortcomings and errors.

CHAPTER FOUR

PRESENTATION OF THE FINDINGS

4.1 INTRODUCTION

In this chapter, the main focus is on the implementation of the Expanded Public Works Programme (EPWP) in Gauteng. Data analysis has been conducted within Gauteng provincial departments. A number of frequency tables have been constructed in order to facilitate the interpretation of data. Each table will contain data followed by the interpretation.

Descriptive statistics: This is a way of organising the set of data so that its main characteristic is immediately apparent. The descriptive statistics provide a concise summary of data. The data presented in the study have been summarised numerically and graphically. In other words, the emphasis in the study was on data presentation and analysis. In many instances, one may find the research that applies probability sampling methods in conjunction with in-depth interviewing or basic descriptive statistics in analysing qualitative data. Many researchers would argue that the use of multiple methods and techniques is actually one of the best ways to improve the quality of research.

The aim of description statistics is to present the multiplicity of the collected data in a coherent, functional way. The responses of the respondents are expressed in the following frequency tables. The biographical data of respondents incorporates variables such as age, gender, ethnic group, qualifications, managerial levels and length of service in government. The study will attempt to respond to the research questions as categorised into two parts, primary and secondary questions. The secondary question further examines the questions emanating from the primary questions.

Tables were used for the purpose of presenting research findings. Percentages were used for further interpretation with the aid of the following statistical formula:

N / Total x %

The total number of the respondents (samples) was 13; therefore the “N” value is 100. The characteristics of the respondents interviewed in this research were discussed in the following terms.

4.2 PROFILE OF THE RESPONDENTS

4.2.1 Distribution of respondents according to gender

Table 4.2.1: Gender distribution of the respondents and if they think budget allocated for rollout of the EPWP is value for money

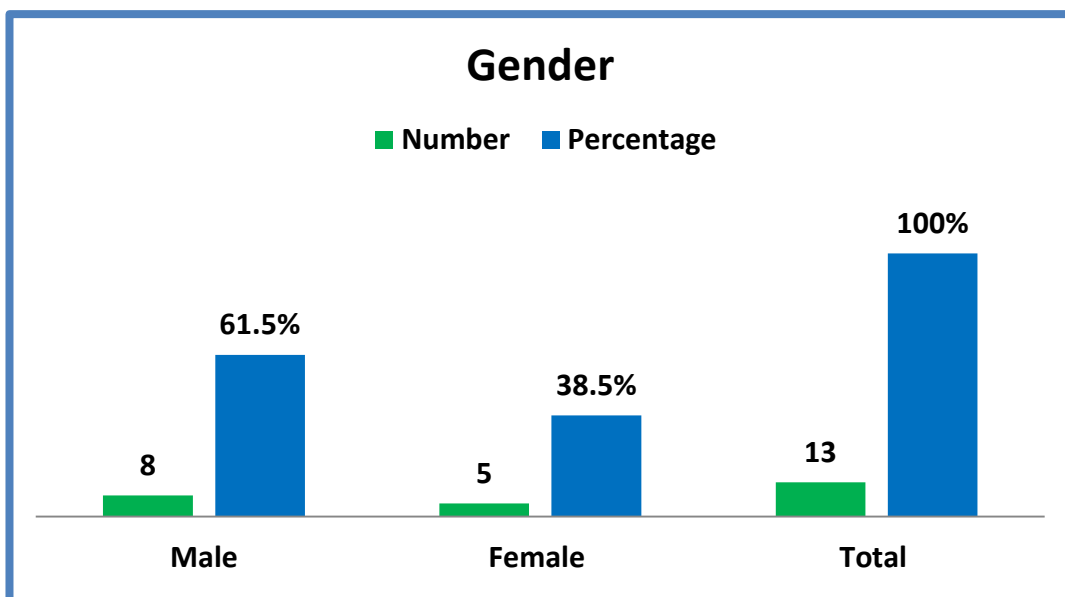


Table 4.2.1 above shows that 8 (61.5%) of the respondents were males, while 5 (38.5%) were females. Both males and females were represented in the study although males were in the majority. The results indicate that nine (69.2%) out of 13 respondents strongly believe that the budget allocated to the rollout of EPWP is value for money because it enhances the livelihoods and social economic development of communities. The budget is catering for the youth who make up the majority of people living in the country. The budget also prioritises previously disadvantaged individuals such as women and children. According to the respondents the programme plays a vital role in nurturing the talent of young people to prepare them for the work place, while giving them a stipend to cater for their basic needs.

Two out of the 13 respondents (15.4%) indicated that they were not sure whether the budget allocated to the programmes provided value for money. This is because they had no access to the relevant figures and statistics and therefore could not say. Another 15.4% of the respondents indicated that they did not think that the budget allocated to the EPWP is value for money. One male participant between the ages of 46-55 years, who strongly believes that programme is not value for money, stated that the monthly stipend is not really addressing the daily needs of beneficiaries because they are often without work and have no income per household individually. The participant further believed that the stipend should be at least R3500 per month, in terms of minimum wage regulations of R78,10 as at November 2015. However, it should be considered that increasing the stipend to R 3500 has numerous knock-on effects and can be justified in the following context.

The increases in stipend payments to learners will result in fewer learners being recruited into the programme due to limited budgets being made available for this purpose. This will lead to fewer learners being provided with workplace exposure and skills development.

4.2.2 Distribution of respondents according to age category

Table 4.2.2: Age distribution of the respondents and their opinion about the lack of effective and efficient M&E in Gauteng

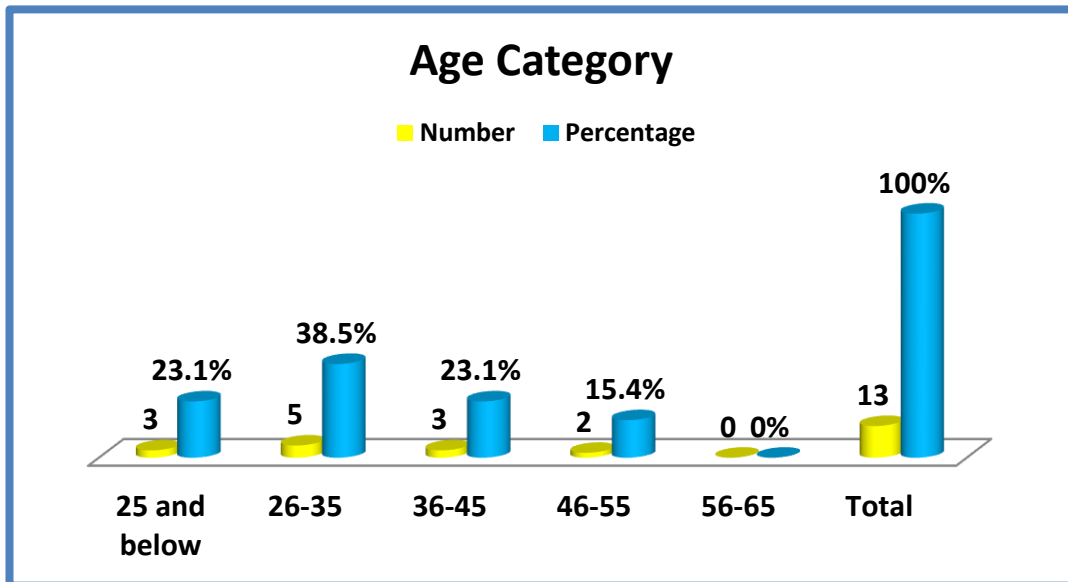


Table 4.2.2 above shows that three (23.1%) out of 13 respondents were in age category of 25 and below; five (38.5%) were between the ages of 26-35; three (23.1%) were between 36-45; two (15.4%) were between the ages of 46-55, while no participants were in the age category of 56-65. The inference drawn was that the majority of participants in the study were in the 26-35 age bracket. Males in the age category 36-45 gave detailed responses as compared to the other age groups. Based on the responses on the questionnaires, the detailed responses came from respondents who had been serving in government for a longer period. Respondents who have been serving in government for less than a year were able to relate to most of the issues about lack of efficiency and effectiveness in the M&E framework in the Gauteng Provincial Government.

4.2.3 Distribution of respondents according to race group

Table 4.2.3: Race group of the respondents and their opinion on whether the EPWP has a good exit strategy for beneficiaries to compete in the labour market

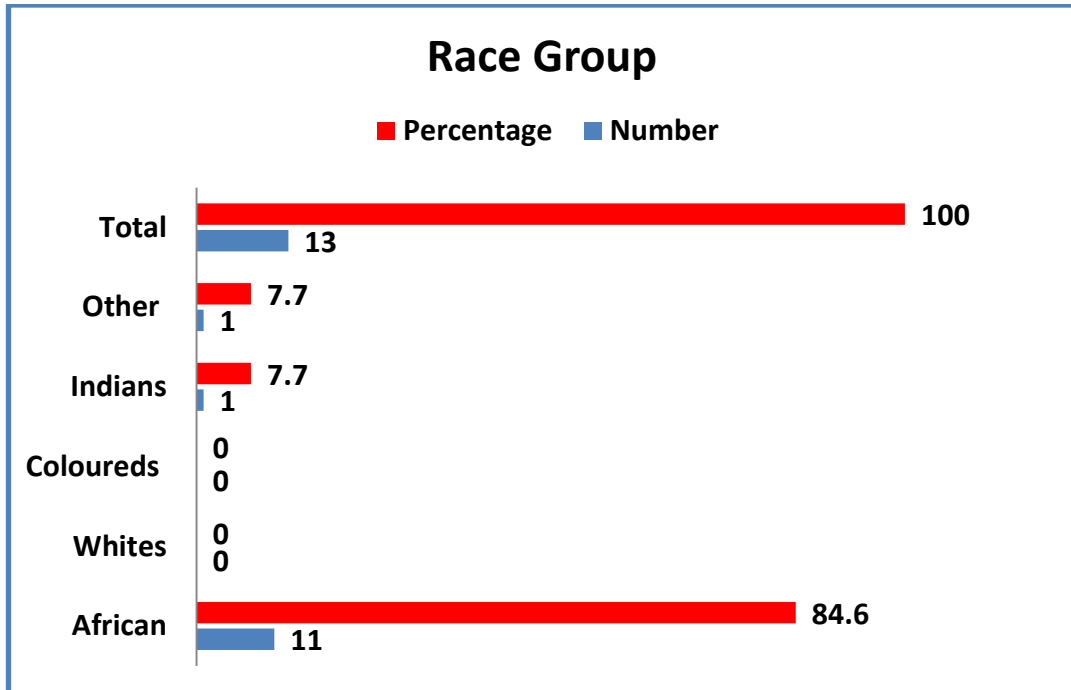


Table 4.2.3 above shows that 11 respondents out of 13 (84.6%) were African. There were no white and coloured individuals who participated in the study, while Indians and other race groups were represented by one (7.7%) respondent each.

It should be noted in reference to Table 4.2.1 that five (38.5%) out of 13 respondents do not agree and believe that the EPWP does not have a good exit strategy. A male respondent in the 26-35 age category who has been serving the public service for between 6-10 years, believes that the EPWP does not have a good exit strategy. He supported his argument by stating that “after the short-term employment, beneficiaries still struggle to find permanent jobs”.

The participant also believes that in most cases the nature of the skills the participants acquires are in the “hard labour sector” and not office-related skills. This means that those people either need to wait for other similar projects in their areas or opt to open their own construction companies. It is not easy to open your own company if one does not have the necessary capital. On the other hand, 8 respondents (61.5%) believe that the EPWP has a good exit strategy. Although most of these respondents stated that the EPWP has a good exit strategy they only made reference to participants being employed in organisations in which they did their in-service with. The participants who believed that the EPWP has a good exit strategy could not give detailed responses in comparison to the 38.5% which believed that it did not.

4.2.4 Distribution of respondents according to education level

Table 4.2.4: Educational level distribution of the respondents and whether they think EPWP is empowering the beneficiaries through providing skills, training and creation of short-term employment

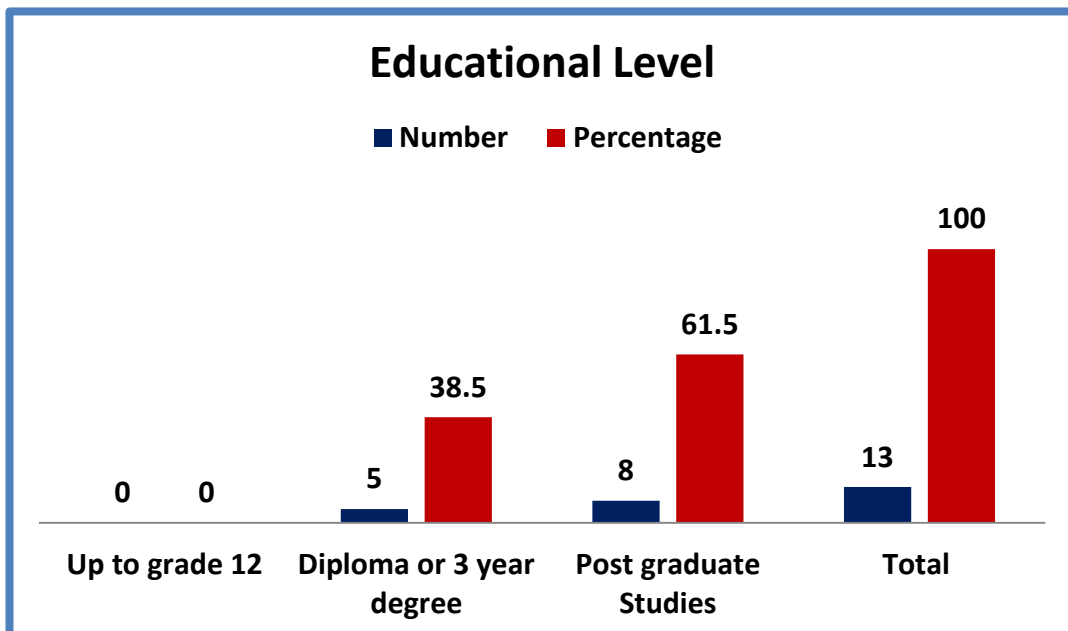


Table 4.2.4 above shows that none of the respondents had a qualification lower than a diploma or 3-year degree. Five (38.5%) out of 13 had a diploma or 3-year degree while eight (61.5%) have a post-graduate qualification.

While the majority of the respondents agreed that the EPWP is empowering beneficiaries, the remaining participants could not agree. One thing that emerged from three participants was that they were not sure if it was or was not empowering participants. Furthermore, one male respondent in the 26-35-year age group stated that he could not answer whether or not the EPWP is empowering the beneficiaries because there is not much data or evidence to prove that.

The literature acknowledges that the issue of training and skills development has its own pitfalls. One notable pitfall is that many EPWP projects by their very nature are short-term and or too small to enable effective integration of training and work for all beneficiaries. However, training of beneficiaries should take place as it is intended to equip workers so that they exit from the EPWP work opportunity with skills which assist them to be more employable in the labour market. The significance of training and skills development on EPWP projects is an essential component which forms part of the country's broader skills development strategy.

4.2.5 Distribution of respondents according to management positions

Table 4.2.5 Management position distribution of the respondents and whether they think the EPWP is succeeding in achieving its objectives

Management position	Number	Percentage
Top management (Salary level 15-16)	0	0
Senior management (Salary level 13-14)	3	23.1
Middle management (Salary Level 11-12)	6	46.1
Assistant director, technical, administrative, other jobs (salary level 5-10)	4	30.8
Total	13	100%

Table 4.2.5 above shows that five (46.1%) out of 13 respondents were in middle management (salary level 11-12). Four (30.8%) respondents were at the level of assistant director, technical administrative, other jobs (salary level 5-10); three (23.1%) respondents were senior management (salary level 13-14) while no participants were in the top management (salary level 15-16).

The majority of the respondents agreed that to a certain extent the EPWP is achieving its objective. One Indian male respondent, who has been serving in government for between 6 and 10 years, further stated that although the EPWP brought about much needed relief, it took slightly longer to observe the results in comparison to other countries who are currently implementing the programme.

Another participant in the 36-45 age category supported the statement that the EPWP achieving its objective by providing statistics. The statistics presented by the respondent, who has been serving in government for 11-19 years, indicate that, in the first five years of the EPWP (between 2004 and 2009), a target of 1 million work opportunities were targeted in the four focus areas of the EPWP. That target was exceeded, with a total of 1.6 million opportunities being created.

One male participant in the age category 26-35, who has been serving in government for between 6 to 10 years strenuously disagrees with the notion that the EPWP is meeting its objectives, and gives the following reasons: unemployment in the community is still high, and the officials responsible do not hire the required number of unemployed people. This participant further stated that the EPWP does not pay participants adequate remuneration, and in that way the EPWP does not contribute to poverty alleviation.

Males who have been serving in government for 5 years and more gave detailed responses to this question as compared to females who have been serving in government for a shorter period of time.

4.3 PRIMARY AND SECONDARY RESEARCH QUESTIONS

4.3.1 What are the key factors leading to the implementation of monitoring and evaluation of the EPWP in Gauteng province?

The data gathered from the questionnaires indicate that the majority of male respondents between 36-45 years offered detailed responses as compared to those in the other age groups. Respondents who have been serving in government for a less than a year were unable to relate most of the issues concerning lack of efficiency and effectiveness in the M&E framework in the Gauteng Provincial Government.

4.3.2 What are the monitoring and evaluation tool trends in the implementation of the EPWP in Gauteng province?

The results collected through the questionnaire shows that one male respondent the age category of 36-45 years made reference to the fact that the EPWP is co-ordinated nationally and provinces are responsible for the implementation of the projects. Particularly in Gauteng, the Department of Infrastructure Development serves to co-ordinate data across other departments and municipalities. The key purpose is to provide temporary work opportunities for millions of South Africans to enable them to gain meaningful work experience while battling poverty. One male African participant in the 26-35 age bracket indicated that as part of the supply chain management policy, 25% of all big projects of the EPWP should be sub-contracted through SMME as part of the EPWP.

4.3.3 What are the monitoring and evaluation strategies for consideration in the implementation of EPWP in Gauteng Province?

One African female participant in the age category of 26-35 years believes that the beneficiaries of the EPWP should be absorbed into some of the projects by the government after exiting the programme because there is no guarantee that all beneficiaries will find permanent employment. More money could be injected into the programme to extend the lifespan of the programme. In addition, all applications must be scanned and stored in order to make the auditing process run smoothly. Greater support is needed from the private sector to ensure that the beneficiaries are not left unemployed when they have completed their skills training.

The data also shows that four respondents, (3 African males and 1 African female) all agreed that the best way to improve the implementation of the programme is to reconsider the exit strategy. Many of the beneficiaries are

left destitute and unemployed when their contracts are terminated upon exiting the programme.

4.3.4 What are the challenges encountered during the implementation of the EPWP'S data co-ordination and reporting in Gauteng Province?

One female respondent in the 26-35 age category has been serving in the public sector for less than a year. She made the observation that project managers always run around and appear to be transparent about the information needed. Project managers also delay in providing outputs, which has a major effect on the timeframe of the project and the quarterly reports. Interpreting data is always a challenge and requires the highest expertise and capacity which is limited in-house causing delays in reporting.

This result is significant. Another female respondent in the 26-35 age category who has been serving in the public sector for between 1 and 5 years, believes that municipalities and departments cannot provide evidence for the number of work opportunities created. Not being able to provide evidence for work that has been done is a very serious shortcoming and undermines the ratings of the programme.

The data drawn from the questionnaires indicates that one African male respondent in the age category of 36-45 years has been serving in the public sector for between 11-19 years. The respondent emphasised that before the electronic reporting system (ERS) was upgraded, there used to be poor understanding, a lack of data capturing capacity, incomplete and inaccurate data as well as the failure to meet deadlines by the implementing bodies.

An African male respondent between 46 and 55 years, who has been serving in government for between 6 and 10 years, asserts that projects being implemented in remote areas without relevant facilities present a challenge to obtaining the portfolio of evidence in time. Some projects are being implemented without being registered in the database and that also results in under-reporting.

4.4 CONCLUSION

In this chapter, information was presented based on findings from the research done on the implementation of the EPWP within Gauteng Province. The research data was collected mainly using questionnaires, and not face-to-face interviews. Each questionnaire is divided into five sections. Section A focuses on biographical data, section B on the respondent's understanding and perception of monitoring and evaluation, section C on understanding and perception of the Expanded Public Works Programme, and section D on the current situation of monitoring and evaluation tools, framework and system within the EPWP.

Lastly, section E elicits data on the improvement and strengthening of M&E in the implementation of the EPWP. All of these sections highlight important data which will assist in recommending an effective implementation of the EPWP within Gauteng Province.

CHAPTER FIVE

INTERPRETATION AND ANALYSIS OF THE FINDINGS

5.1 INTRODUCTION

The research interpretation and analysis based on the findings highlight the patterns, risks and challenges in the implementation and success of the EPWP in achieving the intended outcomes. The increasing rate of unemployment in South Africa, impacts on Gauteng in particular, due to it being the economic hub of the country, and consequently experiencing this escalating rate of unemployment because of in-migration. It can, however, be noted that the intervention of government through the EPWP programme, is providing temporary jobs to help reduce unemployment. It should be noted that these considerations are aligned with the approaches that have been adopted by other developed and developing countries. These countries, as cited in this research study, have also selected this programme to alleviate poverty.

The literature suggests that certain considerations need to be taken into account in the conceptual design of the programme in order to address structural unemployment and poverty. For these reasons expanded public works programmes are applied in other countries as a means to address poverty by increasing the number of participants in the programme with the view to helping them earn an income and gain access to the labour market as soon as they exit the programme.

Based on the research study, it seems that the EPWP adds value to the creation of employment and poverty alleviation through labour-intensive initiatives during the implementation of infrastructure projects. This research study began by drawing some international lessons and benchmarks on the implementation of the expanded public works

programmes, and so notes some common findings which are broadly applicable. These findings looked at the poverty alleviation mechanism by the provision of short-term jobs, which ultimately leads to income relief. This implies that the aggregate demand for labour intensification methods will lead to an increase in government expenditure. The key findings of the research study relate to the monitoring and evaluation of the programme, which assesses effectiveness during the implementation of the programme. On this matter a number of respondents expressed concerns about inadequate monitoring and evaluation strategies and tools to measure efficiency, relevance and results of the programme. At the conclusion of the study recommendations will be made to improve strategies to further enhance the monitoring and evaluation framework and thereby contribute indirectly towards alleviating poverty and unemployment and to supporting the national development project.

5.2 PROBLEM AND CONCEPTUAL FRAMEWORK

In this section the study describes the problems to be solved and the context within which the expanded public works programme seeks to impact on the quality life of the people involved, by addressing the high of unemployment, poverty and the lack of training and skills development, amongst others. This study reveals that monitoring and evaluation remains a challenge in the implementation of the programme, in that the assessment of the efficiency of the programme is seen to be challenging. The budget allocated for the programme and the expenditure within the programme do not seem to correlate and appear to be inadequately monitored. There are no efficient tools, strategies and systems to monitor data collection and reporting. The lack of monitoring and evaluation is identified as one of the main findings of this study.

The challenges of escalating poverty and unemployment continue to be of central importance in South Africa's political economy. It is, however,

understood that the escalating rate of unemployment and crime are the dire effect of the low level of skills, and the low educational level existing in South Africa in the present climate. To this effect the South African government has committed to the reduction of these social ills through the expanded public works programme. This programme was initiated by government in the period 2004/2005.

The significance of this programme is that it primarily focuses on the promotion of community development and mobilising community participation in projects initiated for communities, and related to infrastructure, the environment within which they live and their culture, as well as the development of skills and training to booster confidence and experience in participants, in order to gain entry to the labour market. In this context, the EPWP plays an important role in alleviating unemployment in the post-apartheid era

This programme is to be implemented in phases. Phase 1 would have been the creation of one million work opportunities for unskilled people and resulted in labour intensity in government infrastructure projects.

The second phase of the EPWP ended in 2014, with a projected target of providing almost 5 million work opportunities to beneficiaries of the programme. However, the unemployment rate remains high. It is estimated to have increased from 23% to 25% from 2010 to 2013 (Statistics SA). This indicates that there was not much change after the EPWP was implemented, yet almost 3.5 million work opportunities were created through a substantial budget allocation.

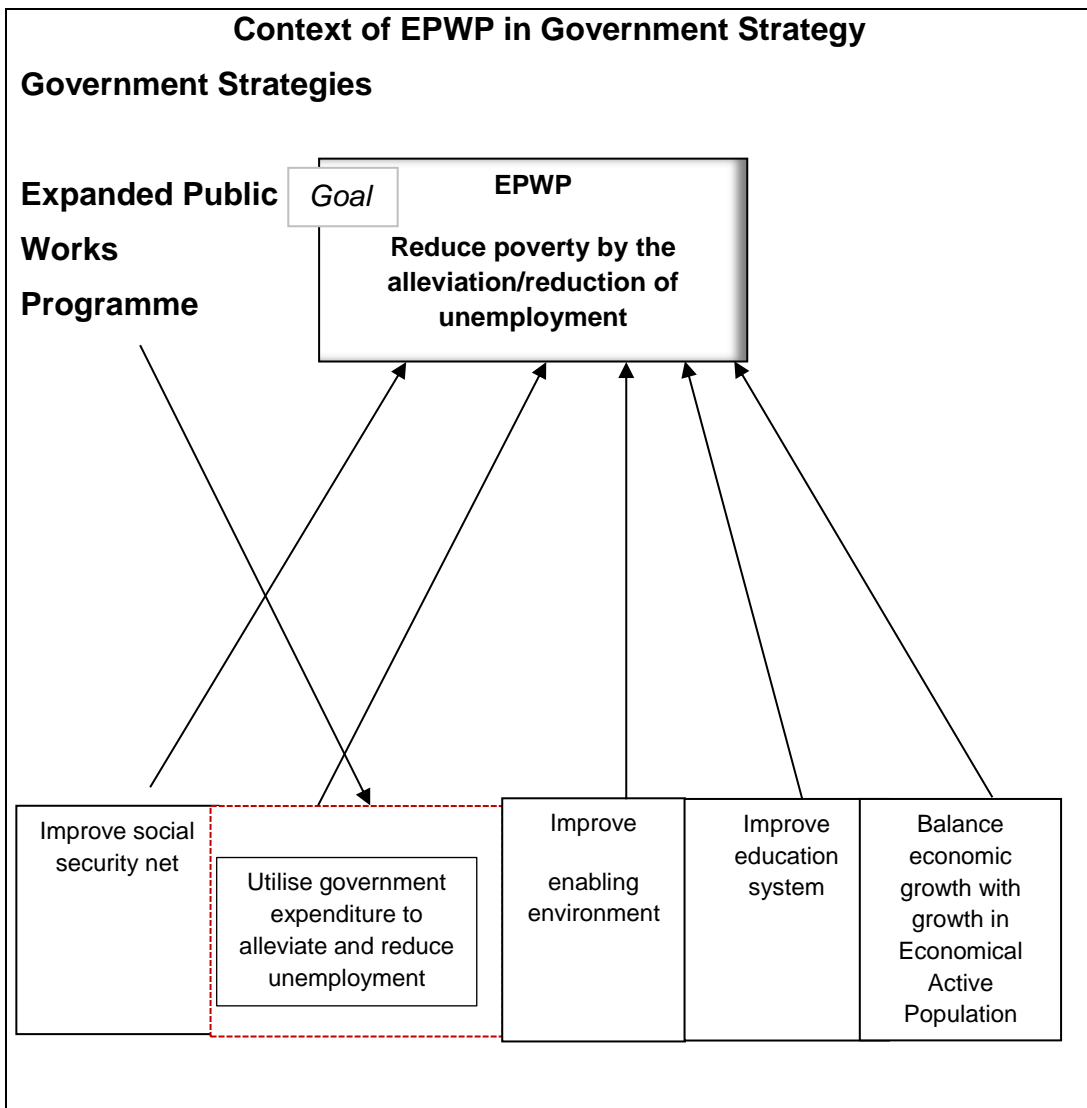
The majority of research studies place the problem statement within the context of conceptual framework. This framework contributes to the research study in two ways. It identifies research variables and clarifies relationships among the variables. The link between the problem

statement and the conceptual framework is important. Clear presentation of the research question is akin to “setting the stage”; it drives the entire research process. Even if the framework is not properly articulated, a conceptual or theoretical framework always underlies a research study.

This suggests that there is a strong need for evaluation of the EPWP to assess whether it has had any impact on the beneficiaries, whether it provides quality programmes, and more so whether the programme is achieving its final outcome of alleviating poverty and unemployment in the country.

The importance of this programme can be best understood within the context of Diagram 3 below. The diagram demonstrates the strategy needed to reduce the high rate of unemployment through public sector infrastructure projects and budgeting.

Diagram 3: Mid-term review of the Expanded Public Works Programme 2008



5.3 COMMUNITIES

In view of the fact that the EPWP programme has a direct effect on the communities on the ground, it is necessary to solicit the perceptions of the community with regard to the impact of the programme. To accomplish this, some community representatives were asked to give their views about the programme by way of questionnaires. These perceptions were analysed and reported in chapter four. It should be noted that all spheres of government have been tasked to implement the EPWP across four

defined sectors, namely infrastructure, social, non-state and environment sectors. The programme is co-ordinated by the National Department of Public Works (NDPW). It is also noted that at a provincial level, the mandate of the Department of Infrastructure Development is to facilitate the implementation of the EPWP programme throughout departments and municipalities.

One interpretation of the research findings is that the programme has had some positive impact at community level, in that the communities are benefiting from projects implemented at grass roots level. By participating in the programme, community members and their families receive monies for their short-term employment. This plays an important role in improving their lives.

The expanded public works programme is one of the short-term initiatives of the government aimed at creating work opportunities for marginalised groups such as women, youth and people with disabilities. The study suggests that there is general public disillusionment about the high levels of poverty and unemployment. The study therefore takes into consideration that employment creation has been identified by government as a vital mechanism for addressing the triple challenges of poverty, unemployment and inequity.

On this basis, the literature suggests that EPWP employment is founded on three pillars that influence the performance of workers in the labour market. These are work experience, on-the-job training and formal training. McCord (2005) pointed out that labour market experience should be rooted in the EPWP design, given the high levels of youth unemployment in South Africa.

The interpretation and analysis in this study have identified milestones in gauging the attitudes and perceptions of communities with regard to the

expanded public works programme. The questionnaires have solicited feedback, and to a certain extent the progress, of the implementation of the programme, as well as soliciting ideas on how to improve on performance and implementation of the programmes in line with its set objectives, goals and targets. Given the time limitation that ruled out face-to-face interviews, the questions asked have succeeded in drawing some considerable responses from the community on how to enhance the programme. In these instances, the understanding relates to the implementation of the programme, the compliance criteria as well as monitoring and evaluation of the programme.

In interpreting the findings of this research study, it is evident that the majority of respondents had some challenges in distinguishing between the questions relating to how EPWP is implemented in Gauteng and have articulated the main objectives of EPWP as well as how the programme will contribute towards poverty alleviation and the reduction of unemployment. However, one male participant who has been serving in government for 6-10 years made reference to the need to strengthen capacity or policy reform which will adequately guides the EPWP and its implementation.

In the same context the study revealed that six (46.1%) out of 13 respondents at middle management level viewed that there is a need to forge partnership with private sector to ensure more resources are allocated to the programme. Further to that, management have to develop an exit strategy that is aligned to private sector to ensure that beneficiaries access labour market immediately after the lapse of term. The EPWP programme need to be reviewed and ensure that there is consistent engagement with external stakeholders and such stakeholders should have an understanding of the importance of reporting. Furthermore, there should be a well-defined training programme that will serve to capacitate participants.

There should be a consistent training of public bodies with regard to implementation of the Expanded Public Works Programme (EPWP) in Gauteng. Senior Managers performance agreements should incorporate the key performance areas as well as increasing capacity for proper implementation. The EPWP can be improved by ensuring that at the end of the projects, the government department that was responsible for a particular project create permanent job opportunities for beneficiaries so that they continue and use their experience from the project in the department.

The Monitoring and Evaluation Tool for EPWP can be strengthened by establishing an M&E dedicated team per project to ensure that monitoring and evaluation does take place and it is not just box ticking exercise. The dedicated team will then focus on that specific project and give constant feedback to the relevant stakeholders. This will ensure that there is value for money at the end of each and every project. Constant monitoring and evaluation workshops can also assist the officials so that they kept abreast of new development in this field.

In the view of the researcher, the Department as the overall co-ordinator of EPWP programme in Gauteng should be allocated funds to assist those struggling municipalities and possible departments. This will assist a great deal in making sure that there is direct ownership of work opportunities created or implementation of the programme. In this way GDID, as the co-ordinator has a better span of control of EPWP data at both local and provincial level and can be held accountable on the implementation of the programme. Furthermore, the EPWP should establish an Alumni unit that is dedicated to driving the exit strategy as well as track beneficiaries. It would be the day-to-day task of the alumni to acquire and maintain relationships with other public institutions, private sector and other stakeholders that can provide on the job training to beneficiaries. It would also need to develop and maintain a portal (database) which serves as a

match maker for the province work opportunities to beneficiaries and vice versa and systematically maintaining accurate records.

5.4 GOVERNMENT OFFICIALS

The interview questionnaires were largely distributed to senior and middle management in the public sector who are directly and indirectly involved in the implementation of the programme. This was to gauge their perceptions of the programme, attempt to identify the challenges and strategies with the view to providing recommendations for improvement.

The primary objective of EPWP monitoring and evaluation is to give accurate extensive feedback as implementation of the programme continues and thereby assess the programme's ability to meet its objectives. The responses on the questionnaires clearly suggest that the respondents placed particular attention and focus on monitoring and evaluation within the context of expanded public works programme. It can be concluded from the interpretation and analysis of the research findings that most respondents in public service have understood, the importance of monitoring and evaluation, and therefore believed that the utilisation of monitoring is very important to ensure that resources are used efficiently and effectively.

These respondents from the sample revealed that through monitoring of all capital works projects, the managers and government officials who are responsible for implementation of the expanded public works programme, can be held accountable. These respondents further acknowledged that the evaluation tool should complement the monitoring tool. Similarly, this study notes that the use of monitoring and evaluation concepts are critical and assist in answering questions regarding the impact, outcome, output and analysis of a particular project or programme. The study revealed that some of the respondents have used the same concepts interchangeably to

explain their understanding of the concepts, although most of the responses were not detailed in this regard.

With regard to more general recommendations, one respondent who has served in government for 11-19 years felt that there is a need for political administrative support. Furthermore, that EPWP targets need to be incorporated in all senior managers. performance scorecard in departments and municipalities. They felt that the EPWP should be a standing item in all executive management meetings to address the problem of under-reporting. Further, respondents felt that the implementing bodies needs to appoint champions for the programme. In addition, all projects during the planning and design phase should include EPWP labour-intensive requirements. The study revealed that all practitioners within supply chain management should be provided with intensive training related to EPWP requirements, to ensure that there is a dedicated unit that will deal with data uploading. All implementing bodies are trained on electronic reporting systems (ERS)to ensure that they are familiar with the supporting tools for reporting.

Another respondent who has served in government for 6-10 years also confirms that there is a need to use technology to obtain timely, reliable data directly from beneficiaries on a daily basis. A one-stop shop, is needed, where the poorest can walk in, meet an EPWP practitioner and have the details of the projects available explained to them.

The study has made some observations through data collected, which revealed that four (30.7%) Africans have reviewed the findings of the many evaluations undertaken and applied to the programme, including adjusting for provincial specifics. An evaluation plan should be in place so as to check the impact made by the programme in Gauteng. The beneficiaries of the EPWP should be absorbed into some other projects after their

EPWP stint, because these people often remain without work after exiting the programme.

The research study further suggests that the government should allocate more resources to keep the programme running, as it helps nurture the future. Moreover, the period of employment should be extended to at least two years since two years' experience appears to be the minimum requirement once they reach the labour market. Hard work, dedication, accountability, and enthusiasm can be used to strengthen the M&E tool for the EPWP in Gauteng. There is, however, a need to adjust roles and responsibilities, as well as improve the dissemination of information as the EPWP from Phase 1 to Phase 3.

5.5 CONCLUSION

It is important that recommendations from this study be carried out as soon as possible, in order to improve the submission of evidence. Once contract agreements with beneficiaries are signed, all documents should be scanned and uploaded onto the system to allow for a smooth audit. The opportunity to interact directly with beneficiaries need not only depend on the information supplied by the project managers. A participative approach to M&E can be used to understand the impact the EPWP has on the lives of the beneficiaries. The study also recommends monitoring and evaluation strategies are put in place in order to ensure the most effective implementation of the EPWP in Gauteng Province.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

This chapter draws conclusions based on the research findings of the study as well as from the theoretical framework. The recommendations were formulated based on conclusions of the study, but most importantly, based on the interpretations and findings derived during the investigation. This chapter makes recommendations on the effective implementation of the EPWP within the Gauteng Province. It can be concluded that the implementation of expanded public works is a government key strategic intervention programme that seeks to address poverty and unemployment, throughout the country and in particular Gauteng Province. The importance of the programme is evident because it is designed to protect communities against the plight of poverty and unemployment, through the creation of short-term employment, which ultimately provides income relief.

6.2 CONCLUSIONS

This chapter therefore presents an overview of these findings, and gives conclusions and recommendations on the implementation of the Expanded Public Works Programme in Gauteng. The conclusion provides a summary of the purpose statement, literature review, methodology and findings, as well as interpretation and analysis. The recommendations provide a problem statement and analysis as well as areas that need attention for future implementation of these programmes.

The conclusions of this chapter provide links to, amongst others, the purpose statement of this research, which had as its objectives to investigate factors that lead to poor monitoring and evaluation of the

Expanded Public Works Programme; and highlight some of the findings, conclusions and recommendations in relation to EPWP monitoring and evaluation. The study noted that this programme is currently being implemented at national, provincial and local government level. It was also noted that this programme has drawn some attention for best practice and reached benchmarks internationally.

A review of literature was conducted. This provided comprehensive information in relation to the research study and a platform for summary, classification, and comparison of previous research findings. The review gives a comprehensive view of the boundaries of research, various theories used, and findings from different authors taking into account the current researching topic, objectives and research questions.

The literature search was conducted on EPWP programmes. The data collected and presented in this study, established a baseline against which data can be measured. Related information, such as the success of other EPWP programmes and to what extent they have assisted in enhancing the skills of beneficiaries, as well as any obstacles encountered, was collected from various sources. This information revealed the extent of EPWP programme successes and also identifies some central challenges in the EPWP programme.

The finding of this study indicated that EPWP has implemented its programmes or projects in the, of infrastructure, environment, culture and social sectors. This study concludes that the infrastructure sector is important given the bulk infrastructure projects that need to be implemented by government which has managed to implement most of the planned projects through Gauteng provincial government departments and its municipalities. The conclusion drawn is that most Gauteng government departments and municipalities have increased their contribution to the number of temporary work opportunities to be created for the period of

implementation. Continued growth of the sector depends to some extent on how underperforming departments and municipalities can increase their performance in seeking to establish labour-intensive maintenance programmes which have the potential to provide regular employment to a large number of people, especially in the rural areas of Gauteng Province.

The social sector is co-ordinated through the Department of Social Development assisted by the Department of Basic Education and the Department of Health. In the social sector, the EPWP provides work opportunities or temporary work to unemployed and unskilled people through the delivery of social development and community protection services such as early childhood development, home-based community care, school nutrition programmes, community crime prevention and school mass participation.

In the sectors of environment and culture, the EPWP contributes by employing people to work on projects to improve their local environment. This sector builds South Africa's natural and cultural heritage, and in doing so dynamically uses this heritage to create both medium and long-term work and social benefits.

The programmes in the non-state sector (NSS) use wage subsidies to support non-profit organisations (NPOs) in their community development initiatives. The NSS comprises two programmes, namely the Community Works Programme (CWP) and non-profit organisations. The Community Works Programme is area-based and is managed by the Department of Cooperative Governance, whilst the NPO programmes are institutionally based and managed by the Department of Public Works. The NDPW as the custodian of the programme at national level offers an administration fee and a subsidy for the wages of the people employed in the NPO

programmes. The wage subsidy is designed to provide additional funds to different types of programmes that create employment.

This study concludes that, once all projects across all sectors within EPWP programme can be successfully implemented, and that there is sufficient and convincing demonstration of asset-creation leading to more infrastructure projects that are properly managed and well-co-ordinated, more people can be employed. The programme will then have achieved its intended objectives of reducing unemployment, poverty and inequality.

Given the critical nature of the EPWP as a government strategic initiative, it is necessary to have political commitment and enforcement in those sectors that are still under-performing insofar as the creations of temporary jobs are concerned. The executive management leadership and ownership of the programme during implementation across all sectors and all spheres of government is equally critical to the effectiveness of the programme. The monitoring and evaluation framework results in EPWP data integrity being put at risk due to unstructured data co-ordination and collation at both Gauteng departments and municipalities. This often leads to adverse findings by the Auditor-General in assessing the reliability and validity of reported data against its objectives and targets for the period.

Based on the conclusions and interpretative analysis of the findings there can, however, be no doubt that the implementation of the expanded public works programmes in the country and in particular Gauteng remain relevant and appropriate for the intended purpose in dealing with socio-economic challenges. The findings revealed some weaknesses in the programme, such as the inability of many beneficiaries who exit the programme to find long-term employment in the formal economy. Monitoring and evaluation systems and tools were also found to be ineffective and inefficient. On the basis of such findings, this study arrives at certain recommendations.

This chapter further provides information about the steps in the research study and the qualitative data required in order to fulfil the study objective. Qualitative methodology approach was employed and a semi-structured questionnaire was used for collecting the information. The qualitative study assists in developing a deeper understanding of the nature, absorption and risks, as well as challenges that have been encountered during and after the beneficiaries exit the programmes.

6.3 RECOMMENDATIONS

There are many studies in expanded public works literature which confirm that the EPWP as a programme has demonstrated some benefits for those who were engaged in the implementation of its projects. In that regard, it should be emphasised that this research study has drawn its recommendations based on the research findings.

The findings of this study, amongst others, clearly indicate that the respondents at middle management level, but not at senior management level, implement an efficient and sustainable exit strategy, and as such the following recommendations are made:

- Public-private partnerships must be improved in order to increase EPWP funding with the view to ensuring that projects are implemented across all sectors and in all spheres. This will assist in increasing the number of short-term jobs that can be created. This will further strengthen partnerships with civil society and important private sector members.
- It should be noted that efforts have been made to improve the relationship between the co-ordinating department (in the case of Gauteng, the Department of Infrastructure Development) and the other departments and municipalities implementing the programme. There is, however, a need for strong involvement of local

municipalities in terms of the Integrated Development Plan (IDP) to avoid duplication of projects and duplication of work opportunities created. This effort will strengthen the sustainability of the programme and ensure that improved inter-governmental relations can maximise decisions on funds allocated for the implementation of EPWP infrastructure projects.

- It is common cause that training and capacity building of managers who are responsible for implementing the programme is critical to ensuring the success of the programme. As such there should be serious and rigorous consideration given to the issue of the training of EPWP project managers, including training on monitoring and evaluation processes and the results-based approach. This should not be generic training but should draw on partnerships forged with the Sector Education and Training Authorities (SETAs) to provide accredited training programmes.
- In an effort to ensure that the principles of good governance such as accountability and communication of evaluated results are enforced, there should be continuous monitoring and evaluation of all infrastructure projects implemented under the EPWP. This is in view of the fact that these projects contribute significantly to socio-economic challenges and therefore yield direct results on employability of unemployed people and the reduction of poverty. Enforcement of monitoring and evaluation would improve service delivery

These broad recommendations are followed by some specific recommendations, based on the findings of this research. They are briefly described below.

The Gauteng Department of Infrastructure Development which has been entrusted with the responsibility of co-ordinating EPWP programmes in Gauteng should create a central database in the Province. This means

there will be one central body of knowledge that will consolidate all information which can then be submitted to the National Department of Public Works through a web-based system. This will ensure that reporting bodies, namely the departments and municipalities, do not submit their EPWP data directly to the national body without it being verified and evidence established as to whether work opportunities have indeed been created, and supported with proof to that effect.

Consideration should also be given to the fact that the EPWP success is directly related to income relief through the provision of short-term employment, a factor which restores some hope and a sense of pride in beneficiaries that they will be able to gain access to the permanent labour force. It is therefore recommended that the development of an exit strategy be prioritised and strengthened. This will assist in guiding beneficiaries whenever they exit the programme. A formal exit interview is recommended. Furthermore, this exit strategy and/or career path, inasmuch as it relates to the EPWP, should be linked to the broader objectives of South Africa's EPWP, whose primary purpose is to alleviate poverty, unemployment and inequity.

The Gauteng Department of Infrastructure Development (GDID) should further review its current system of data collection and reporting mechanisms with a view to creating a direct link between data reported by departments and municipalities and that of the national DPW. Notwithstanding the fact that there is a serious shortfall of proper EPWP monitoring and evaluation, there is a need to strengthen the capacity to co-ordinate and drive the programme at one central repository which will analyse and verify all data submitted to National Department of Public Works as a consolidated EPWP Gauteng report. This implementation strategy will assist in improving reporting and ultimately increase the achievement of set targets at the end of the period.

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