

**IMPLEMENTING THE EXPANDED PUBLIC WORKS PROGRAMME IN  
THE MAKHUDUTHAMAGA LOCAL MUNICIPALITY - LIMPOPO  
PROVINCE**

**MASTERS DEGREE IN PUBLIC ADMINISTRATION**

**F.M MANKGE**

**2015**

**IMPLEMENTING THE EXPANDED PUBLIC WORKS PROGRAMME IN  
THE MAKHUDUTHAMAGA LOCAL MUNICIPALITY - LIMPOPO  
PROVINCE**

**SUBMITTED**

**BY**

**F.M MANKGE**

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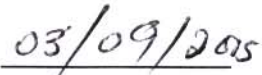


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## Declaration

I Frans Mathibe Mankge hereby declare that the dissertation is my own original work. All sources used have been accurately reported and acknowledged. This document has not been previously been submitted to any university in order to obtain academic qualification.

  
Mankge Frans Mathibe

  
Date

## ABSTRACT

The Extended Public Works Programme has been initiated to address the problem of poverty and unemployment in our communities. This study investigated the impact of the Expanded Public Works Programme on poverty alleviation and job creation in the Makhuduthamaga Local Municipality. Qualitative method of investigation was chosen to advance the objective of the study, in which managers of the programme, both at provincial and local level were purposefully sampled. The beneficiaries of the programme were also purposefully sampled, as the attempt to respond to poverty alleviation questions and the sustainability of the programme.

The results from the study indicated that the programme is only limited for a particular period (maximum) of twelve months, and therefore it is not sustainable, and does not lead to poverty alleviation. It further found that there is a lack of coordination between the province and municipalities on management of the implementation of the programme, and further that the skills development objective of the programme is non-existent.

The recommendation from the study is that planning in all spheres of government should be integrated. It is further recommendation that the employment duration be changed to a permanent status.

*Key words: Expanded Public Works Programme, Poverty Alleviation, Job Creation, Sustainability, Coordination, and Management.*

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## **1. Definitions of Key Concepts**

### **1.1 Code of Good Practice for Special Public Works Programme**

The Minister of Labour Gazetted a Code of Good Practice for Special Public Works Programme in 2002. This allows for special conditions to facilitate greater employment on Public Works Programme. The code guides the Expanded Public Works Programme and provides for a training entitlement of at least two days per month of service for workers in the programme (Phillips, 2004: 14).

### **1.2 Government Expenditure**

Money actually transferred to projects and supporting infrastructure but excluding government administration costs (International Labour Organisation, 2011:14)

### **1.3 Labour Intensive Projects**

An approach where labour is the dominant resource for carrying out works, and where the share of the total project cost spent on labour is high (Bentall, 1999:219)

### **1.4 Job Opportunity**

Payment received for work done (Department of Public Works definition) (Department of Public Works: 2005: 11).

### **1.5 Learnership**

A learnership combines work based experience with structured learning and result in qualification that is registered within the National Qualifications Framework by the South African Qualification Authority (National Qualification Framework Act, 2008:7).

### **1.6 Work Opportunity**

Paid work created for an individual on an Expanded Public Works Programme project for any period of time. The same individual can be employed on different projects and each period of employment will be counted as a work opportunity (Department of Public Works, 2005: 16).

### **1.7 Skills Programme**

Is occupationally based training that, when completed, constitutes credits towards a qualification registered in terms of National Qualification Framework Act (Skills Development Act, 1998: 6).

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## **2. Abbreviations.**

### **2.1 ANC**

African National Congress.

### **2.2 ASGISA**

Accelerated Shared Growth Initiative of South Africa.

### **2.3 COSATU**

Congress of South African Trade Unions.

### **2.4 DPW**

Department of Public Works.

### **2.5 EPWP**

Expanded Public Works Programme

### **2.6 GEAR**

Growth, Employment and Redistribution Strategy

### **2.7 ILO**

International Labour Organisation.

### **2.8 JIPSA**

Joint Initiative on Priority Skills Acquisition.

### **2.9 MIG**

Municipal Infrastructure Grant.

### **2.10 NCLIC**

National Committee Intensive for Labour Intensive Construction

### **2.11 NQF**

National Qualification Framework.

### **2.12 RDP**

Reconstruction and Development Programme.

### **2.13 SAQA**

South African Qualification Authority.

### **2.14 SETA**

Sector Education and Training authorities.

## CHAPTER 1

### Introduction and Background of the study

#### 1. Introduction

Since the 1970s, through to 1994, the South African economy was in crisis, mostly as a result of the apartheid system (McCord, 2004: 56). The apartheid government had programmes which were aimed at reducing unemployment and alleviating poverty. Those programmes created wasteful temporary employment and did not lead to the provision of quality services (Phillips, 2004: 1). Employment fell steadily so that by 1994, only two out of five adults had jobs, as compared to the international norm of three out of five (Progressive Business Forum, 2012: 2).

Economic growth was just over one percent a year, about half the average for other middle income economies, excluding China and India (Progressive Business Forum 2012: 4). Investment was below fifteen percent of the GDP, far below levels generally seen as sustained growth (Progressive Business Forum 2012: 4). Moreover, South Africa had the most unequal economies in the entire world during apartheid era, because the economic wealth was unequally distributed amongst black and whites, and 57 percent of the population lives in poverty (Statistic South Africa, 2012: 14).

Unemployment and poverty are two of the major challenges that are facing the global economy at present (EconomyWatch, 2010). Unemployment leads to financial strain and reduces the purchasing power of a country. This results in an increased reliance on debt and the occurrence of poverty (Economy Watch, 2010). Consequently, unemployment and poverty lead to slowing of economic growth due to a reduction in the output of goods and services, a reduction in tax revenue and a rise in government expenditure (Economy Watch, 2010).

In addition to the economic problems, the social consequences of poverty and lack of skills are social exclusion (Leibbrandt & Mlatsheni, 2011) and a lower socioeconomic status, and damages sense of self (Turner, 1995: 4). The results of these are increasing mortality, increased disease and malnutrition, child labour, displacement and forced migration,

increased crime and social breakdown as well as loss of material security (Slabberts & Ukpere, 2009: 11).

In order to alleviate the negative effects of global unemployment and poverty, the International Labour Organisation anticipates that the world will face the enormous challenge of creating 600 million jobs over the next decade to generate sustainable growth, while maintaining social cohesion (International Labour Organisation, 2012).

The South African Government tried to address the problem of the declining economy by setting itself a target of halving unemployment by 2014 (in line with the Millennium Development Goals). That is reducing unemployment rate from 30 percent to 15 percent (Phillips, 2003: 4). Over half of South Africa's 51 million people live in poverty, with 70 percent of these living in rural areas and 49.8 percent live below the poverty line (Statistics South Africa, 2011: 79). Even if this challenge is met, this would still leave 900 million workers and their families (Mostly in developing countries) below the US\$2 a day poverty line (Stats South Africa, 2011). It is thus clear that unemployment and poverty have an immense negative impact on the economic and social health in the world.

In 2000, the South African Government appointed a committee of inquiry chaired by Professor Vivienne Taylor from the Department of Social Development at the University of Cape Town, to recommend measures to streamline and rationalise the system of social assistance. The Taylor Commission (2000: 24) advocated for Basic Income Grant of R100 per month (Chagunda, 2003: 4). However, this was rejected by the ruling African National Congress (ANC) at its National Policy Conference in 2000.

The African National Congress instead showed preference to Public Works Programmes to facilitate pride and self-reliance of communities (ANC, 2000: 4). The issue of social grant was criticized by Turok, who as the African National Congress Member of Parliament stated that " Basic Income Grant recommended by Taylor contained risk of fostering a culture of dependency and entitlement which could bring major social strains if the funding should not be available in future years (ANC, 2004: 7)".

The former government spokesperson, Mr. Themba Maseko was quoted in the Sunday Times newspaper (2002) saying that the government approach had a different philosophical bent from the Taylor report. It is a kind of approach that motivates against the income grant.

We would rather create work opportunities, Job creation proposals to be considered including a massive expanded Public works programme, which would include partnership with private sector and only people who were disabled or ill should get handouts (Sunday Times 28 July 2002).

Job creation and skill development became some of the South African Government's top priorities. The Expanded Public Works Programme (EPWP) became one of the responses by government to address the unemployment challenges (Phillips. 2003: 7b). Expanded Public Works Programme is a national government initiative aimed at drawing a significant number of unemployed people into the productive workforce (Phillips. 2003: 9). The statistics indicate that a share of adults with employment climbed from 40 percent in 2000 to 45 percent in 2007, before falling back to 41 percent as a result of job losses, due to global economic crisis (Statistics South Africa 2007: 43). In 2007, the poverty rate had declined to 39 percent, mostly as a result of state intervention in the form of grants (Statistics South Africa, 2007), and has declined further to 24.5 percent (Statistics South Africa, 2012: 44).

As an attempt by the democratically elected government to reduce unemployment and poverty, engagements took place between governments, organized labour and the construction industry over the use of Labour Intensive Construction Methods (Phillips, 2004: 1). These engagements resulted in the signing of temporary Framework Agreement for labour intensive construction. The principles in this Framework Agreement were later written into a Code of Good Practice for Special Public Works Programmes, which was formally gazetted by the Department of Labour in 2002 after further discussion at NEDLAC (McCord 2003: 9). The Code of Good Practice sets targets for employment of youth, women and people with disabilities on Public Works Programmes. It requires that relevant community based organizations be consulted regarding the selection of workers employed by contractors on labour intensive projects, including the use of task based payment systems and the setting of payments of tasks based on consideration of the local going rate for unskilled labour. It limits the duration of employment under this special condition and provides Public Work Programme workers with an entitlement of training (McCord, 2003: 8). The Code of Good Practice therefore establishes a Public Works Programme employment framework based on the concept of Public Works Programme as a mechanism for providing the unemployed with a combination of work experience and training.

The high rate of poverty and the increase in job losses led to the former state President, Thabo Mbeki, announcing the expanded Public Works Programme in his State of the Nation Address in February 2003. He maintained that the task of his government was to reduce the number of people depended on social welfare, increasing the numbers that rely for their livelihood on normal participation in the economy (Mbeki, 2003: 19). The Expanded Public Works Programme was one of Government programmes that aimed at achieving that objective.

The conceptualisation of the Expanded Public Works Programme, gained recognition from various sectors like the labour movement and business, after the programme started on the 1<sup>st</sup> April 2004, following its approval by cabinet in November 2003. It is also accompanied within, by four sectors including environment, economic, infrastructural and social sectors (Mbeki, 2003: 23).

The Expanded Public Works Programme was officially launched by the former State President Honorable Thabo Mbeki in May 2004 during his visit to one of the innovative labour intensive project called Gundo Lashu in Limpopo Province (Department of Public Works EPWP Annual Report 2007/08: 1)

The National Government, further allocated 15 billion for Expanded Public Works Programme for a period of 3 years starting from 2004 to 2007 (McCord, 2004:69). There was hope that young work seekers will gain experience of formal employment, and those older skilled men and women will have employment recourse in an economy where unskilled jobs are dwindling.

In general, McCord (2004) further pointed out that an Expanded Public Works Programme cannot reduce the number of people living in poverty or ensures that workers will find alternative formal sector employment, but can reduce the depth of poverty. In the context of mass poverty and unemployment that characterised South Africa in 2004, Expanded Public Works Programmes are of limited impact, since the scale of programmes is modest in relation to the size of the problem (McCord, 2004: 71). This is due to the fact that the money they receive is not enough to reduce the effects of poverty.

In 2005, with the overall National Government policy and with due consideration of the socio-economic situations or realities in the Limpopo Province, the Limpopo Cabinet (2005)



outlined and approved the Provincial Expanded Public Works Programme strategy. The Limpopo cabinet also mandated the Limpopo Department of Public Works to coordinate the implementation of the programme in the Province (Limpopo Growth and Development Strategy, January 2005: 21).

## **2 Statement of the Problem**

Local and international researchers, Kingdom & Night (2000); Levinsohn, (2008), report that South Africa has one of the highest structural unemployment rates in the world. In 2012, South Africa's official unemployment rate was 25, 5 percent of the working age population. That is 18 years old and older. This means that almost four and half a million people are currently jobless in South Africa (Statistics South Africa, 2012).

Phillips (2004: 6) argue that the government strategy to reduce unemployment involves increasing economic growth so that the number of the net jobs being created starts to exceed the number of new entrance into the labour market and improving the skills of the work force so that it is able to take up the largely skilled work opportunities which economic growth is likely to generate.

The problems as explained above are not unique to the Makhuduthamaga Municipality. The unemployment rate in Makhuduthamaga Local Municipality is very high. Majority are depended on farming for survival. Unemployed men, women and youth are subjected to poverty. As a result of Expanded Public Works Programme implementation framework, the national government provided funds through its Municipal Infrastructure Grant (MIG) and other sectorial departments into the Makhuduthamaga Local Municipality. Despite the availability of these funds, there are many people in the Municipal District that are unemployed, low level of skills and not being able to enter the labour market as envisaged by the programme.

The study will pay particular attention to gathering data to determine the challenges of skills development and job creation by Expanded Public Works Programme.

### **3 Aim of the study**

This study aims at investigating how the Expanded Public Works Programme is implemented and its effects on poverty alleviation and job creation in the Makhuduthamaga Local Municipality, located in the Sekhukhune District Municipality of Limpopo Province.

### **4 Objectives**

The objectives of this study are:

- ✓ To explore whether Expanded Public Works Programme enhance poverty reduction.
- ✓ To determine whether Expanded Public Works Programme creates sustainable employment in the Makhuduthamaga Local Municipality.
- ✓ To investigate extent the Expanded Public Works Programme is being implemented in Makhuduthamaga Local Municipality.
- ✓ To identify implementation best practices from international case studies of Public Works Programmes (PWP).
- ✓ To recommend changes on the implementation elements to the Expanded Public Works Programme (EPWP).

## **5 Research Questions**

In order for the researcher to achieve the above objectives, the following research questions will be asked:

- ✓ What is the impact of Expanded Public Works Programme on job creation on the community of Makhuduthamaga Local Municipality?
- ✓ To what extent does the Expanded Public Works Programme enhance poverty reduction in Makhuduthamaga Municipality?
- ✓ What are the challenges in the implementation of Expanded Public Works Programme in the Makhuduthamaga Local Municipality?
- ✓ What criteria have been used to employ workers?
- ✓ To what extent does the training offered during Expanded Public Works Programme enhance the chances of employment after the programme?
- ✓ What are the possible solutions to the challenges identified in the implementation of EPWP in the Makhuduthamaga Municipality?

## **6 Chapter Outline**

### **Chapter 1: Introduction and background of the study**

This is an introductory chapter which covers the background around the Expanded Public Works Programme. The aims and objective of the study, research questions and the significance of the study are also discussed.

### **Chapter 2: Literature Review**

This chapter discusses or examines the literature review relating to the subject matter. It covers what was researched about the Public Works Programme by different authors. Policies that were introduced to create employment and reduce poverty by post apartheid government are also discussed. It further discusses experiences of other countries in relation to the Expanded Public Works Programme.

### **Chapter 3: Research Methodology**

Chapter 3 will cover the research methods used in the study, which will describe the state of poverty, unemployment and skills level in Sekhukhune District Municipality, with more emphasis on Makhuduthamaga Local Municipality.

### **Chapter 4: Research Findings**

Chapter 4 will discuss the findings of the collected data and further be tested against the literature review in chapter two.

### **Chapter 5: Summary and Recommendations**

Chapter 5 will provide with outcomes of the study and possible solution towards better implementation of the project in order to realise of its intended objectives.

## **7 Conclusion**

This introductory chapter provided the context in which the study is being conducted. The background of the research was detailed and explained. The research design was described and concepts were explained. It provided the background of the Expanded Public Works Programme and the motivation why the study was undertaken.

## **CHAPTER 2**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

The previous chapter highlighted the research problem, aims and objectives of the study. This chapter will present a review of the literature on the Expanded Public Works Programme in relation to unemployment, poverty, and skills development. It will also look at policy interventions in response to high unemployment, poverty alleviation and job creation. Both the International and African best practices will be discussed.

#### **2.2 Definition of Unemployment**

The strict definition of unemployment is the status in which individuals are without jobs, but looking for one (Economy Watch, 2010: 12). The broad definition of unemployment is the status where people are without jobs, and are either looking for jobs or has lost motivation to look for one. South Africa's unemployment rate by strict definition is 25 percent (Statistics South Africa, 2012: 47), whilst the unemployment rate by the broad definition is between 30-40 percent (Statistics South Africa, 2012: 47).

South Africa's economy currently experiences mostly structural unemployment (McCord, 2003: 13). The implications of structural unemployment for the country are negative in that workers remain unemployed for long periods of time and thus become less attractive to employers due to their underdeveloped skills and experience (Hediyih, 2012: 7). This is a result of either declining human capital or because workers reduce the intensity of their job search, which put less downward pressure on wages and inflation (Guichard & Rusticelli, 2010: 17). Consequently, structural unemployment affects the supply of labour in a country and thus potential output and productivity (Guichard & Rusticelli, 2010: 17). As a result, the unemployment workers' standards of living deteriorate due to having no income in the face of rising prices, and this result in poverty.

#### **2.3 An Overview of Unemployment in South Africa**

South Africa's unemployment crisis was estimated at 4.6 million people (Statistics South Africa, 2003:8). Seventy percent of ages from 16 to 35 years of the unemployed have never

worked, while 59 percent of all unemployed people had never worked (McCord, 2002:14). Statistics South Africa (2003:8) reveals that Limpopo alone has narrow unemployment rate of 30 percent and a broad rate of 48.7 percent, the highest in the country. McCord (2002:14) further states that Africans experienced the highest rate of unemployment in all provinces, with an average of 49,9 percent compared to 30,3 percent of people of colour, 22.5 percent for Indians and Asians and 10.1 percent for whites (Kingdom and Knight, 2001: 13). Unemployment is high in all racial categories, but the level experienced by Africans is severe and has been described as catastrophic (Nights 2001: 13). The decomposition of racial unemployment by gender reveals that female unemployment is estimated at 47.2 percent which is higher than male unemployment across all racial categories.

## **2.4 Background of Expanded Public Works Programme policy**

Thwala (2011: 7) defines the Expanded Public Works Programme (EPWP) as a national programme that aims to draw a significant number of the unemployed into the productive work. The programme involves creating temporary work opportunities for the unemployed, while ensuring that workers gain skills and training on the job, and so increase their opportunities to become employable and to earn an income in the future. The magnitude of South Africa's structural unemployment crisis is such that in September 2003, 4,6 million people were unemployed in terms of the strict definition, and 8,3 million people in terms of broad definition (Phillips, 2004:1).

The Expanded Public Works Programme consists of work and training programmes for the unemployed with the aim of creating jobs and reducing poverty. The Expanded Public Works Programme, introduced in 2004, had an immediate target of reaching one million unemployed people in 2009 (Public Service Innovation, 2009: 40). The programme comprised of national and provincial projects, financed by the public sector, which provided for short term employment and training for people in desperate need of income and job which are mainly youth and women (Public Service Innovation, 2009: 43).

The conceptualisation of the EPWP was in line with the 51<sup>st</sup> National Conference of the African National Congress (ANC) held on 16-20 December 2002 at the University of

Stellenbosch, which noted that the ANC government seeks to confront the challenges of poverty and underdevelopment and improve the living conditions through comprehensive people centered, as well as people driven programme of social transformation (ANC, 2002: 21). Regarding infrastructural development, the conference resolved that the Expanded Public Works Programme (EPWP) must be a major priority and be designed to make a significant contribution to reducing unemployment and providing livelihoods for the poor, women, youth and people with disabilities (ANC, 2002: 14).

The Expanded Public Works Programme (EPWP) is being implemented by all spheres of government, including state owned enterprises. The EPWP's purpose is to draw significant numbers of unemployed people into productive work opportunities, accompanied by training, so that they increase their capacity to earn income (Phillips. 2004: 7).

Jobs will be created through government programmes that involve the Expanded Public Works Programme (EPWP), aiming at providing income relief to poor communities by granting short term jobs to the unemployed (Msomi and Munusammy, 2003: 104). The labour force survey published by Statistics South Africa in 2010 found that more than 35 percent of capable citizens were unemployed. At least 74 percent of these were young people, while 63, 5 percent of these job seekers have been without income for more than a year (Lekota, 2003).

It is, however, recognized by the government that the Expanded Public Works Programme (EPWP) will not solve the unemployment in the country, but should be viewed as one of array of short to medium-term interventions aimed at alleviating poverty and unemployment (Phillips, 2009: 62b). If it is fully implemented, the Expanded Public Works Programme (EPWP) would deliver 200,000 temporary employment opportunities each year, which may be estimated at between 2 percent and 4 percent of the unemployed workdays per annum (Phillips, 2009: 63b).

The Expanded Public Works Programmes (EPWP) is not offering significant response to the broader unemployment crisis currently being experienced in the state. It is underlined by the fact that in order to meet the Millennium Development Goal (MDG) objectives of halving unemployment in South Africa by 2014, approximately 3,6 to 7,7 million jobs will be required (Meth 2004b), compared to the total of 200,000 temporary jobs to be provided at any time under the Expanded Public Works Programme (EPWP) ( McCord, 2002: 241).

McCord, (2002: 251) presented a paper at the 12<sup>th</sup> regional Conference of the International Labour Organisation (ILO) in 2002 at Durban, where she argued that “labour intensive employment, like Expanded Public Works Programme, could only offer a temporary income boost, sustained poverty alleviation required by the creation of longer term employment opportunities.” The Expanded Public Works Programme Policy of 2003 provides the following objectives that create enabling environment to:

- ✓ Create employment opportunities for the unemployed within local communities through the implementation of EPWP implementation plan which collectively cuts across the different sectors.
- ✓ Develop skills within communities through EPWP training programmes, by accredited training providers aimed at developing sustainable skills and capacity within communities.
- ✓ Develop SMMEs to execute EPWP work by facilitating the transfer of technical managerial and financial skills through relevant SETA and Department of Labour courses, in a properly structured learnership programmes.
- ✓ Of the total annual budget spent, maximise the percentage retained with the local communities in the form of wages. Procurement of goods and services from local manufactures suppliers and service providers (DPW, 2005:17).

## **2.5 Coordination of the Expanded Public Works Programme**

Phillips (2004: 08) argues that strong institutions should be put in place to manage and coordinate the implementation of Public Works Programme. Howell (2001: 16) also suggests that an effective Public Works Programme requires a capable and accountable administrative system of considerable complexity.

In that regard the Expanded Public Works Programme is led by a sector coordinating department, for instance Environmental, Social and Infrastructure sectors which meet monthly (African Renaissance Development CC, 2004: 8) The Department of Labour funds the training programme to meet the training entitlement for workers employed on the Expanded Public Works Programme projects and coordinates the training committee with



representatives of all the sector coordinating departments. All the provinces have also set up provincial steering committees to coordinate the Expanded Public Works Programme.

The Department of Public Works is responsible for the overall monitoring and evaluation, progress reports to cabinet, promoting linkage between sectors, putting in place common support programmes and common monitoring, evaluation, exit strategy and training frameworks (Phillips, 2004: 10).

The National Department of Public Works produced Guidelines for the implementation of labour intensive infrastructure projects under the Expanded Public Works Programme. The guidelines provided direction on public bodies regarding the required changes to designs, tender and contract documentation to ensure that labour, rather than machines are used for certain construction under certain conditions. Secondly, the Department of Public Works collaborated with the National Treasury to introduce EPWP criteria into the conditions for the Municipal Infrastructure Grant (MIG), and the Provincial Infrastructure Grant (Department Public Works, 2005: 17).

**Table 2: Suggested EPWP National Government Cluster Intervention Areas**

<b>Infrastructure</b>	<b>Environment Tourism and Culture Cluster</b>	<b>Social Cluster</b>	<b>Economic Cluster</b>
<b>Low volume Roads</b>	Working for Water	Early childhood Development	Catering
<b>Sidewalks</b>	Working for Wetlands	Home community Based Care	Security
<b>Storm water Management</b>	Working for Coast	Food Security/ Nutrition	Uniform Manufacturing
<b>Trenching</b>	Domestic Waste Collection	Not applicable	Municipal Building Cleaning
<b>Material Supply</b>	Agribusiness	Not applicable	Municipal Building Refurbishment

1. Source: Edmonds & Howe (1980), 2005 (ILO), (McCord, 2002).

## **2.6 Funding of the Expanded Public Works Programme**

According to Cloete (1991: 62) no objective can be reached unless funds are budgeted for. Public institutions rely on tax payers' money to reach the set objectives; hence public interest in public expenditure is fairly high. It is in this regard the communities take more

interest on the EPWP, mainly because it is through the tax payers' money that the programme is budgeted for (Phillips, 2000: 63).

According to the African Renaissance Development CC (2004: 8), the provincial government facilitated access to finance from ABSA Bank for the trainee contractors. In 2004/4 the budget of the programme was R50 million which achieved 60 percent increase in employment creation compared to similar conventional machine-intensive road works (African Renaissance Development CC, 2008: 8). This implies that for each project the contractors employ between 60 and 100 local workers on a task based payment system.

The workers are paid R30 per task. On average 51 percent of workers are women, 58 percent youth and 15 percent disabled (International Labour Organisation 2004: 3). All workers were provided with both on the job training and formal training funded by the Department of Labour. The formal training covers topics ranging from life skills to basic agriculture. Due to the occasional nature of road upgrading projects, the duration of employment of the workers is approximately four months. A system of project steering committees and community liaison officers has been developed which plays a key role in community mobilization and monitoring of the projects,

## **2.7 Policies on Unemployment and Poverty Reduction in South Africa**

Borat (2000: 40) argues that each category of unemployment requires different policy responses, whilst Makweya (2004:115) suggests that the post apartheid government took over a national economy that had been stagnant for many years. Sparks (2003: 67), adds to what Makweya (2004: 114) has stated by indicating that unemployment has risen due to the historical events during the apartheid era.

The post-apartheid government then came up with a number of policy interventions, like the Reconstruction and Development Programme (RDP) and Growth Employment and Redistribution policies (GEAR), to deal with the challenges of poverty and unemployment. According to Keppe (2002:84), there were four broad policy frameworks that could be seen as constituting the government's attempt to outline development strategy to reduce poverty. These were the Reconstruction and Development Programme (RDP), the Growth and Redistribution (GEAR), Integrated Sustainable Rural Development Strategy (ISRDS) and recently the New Growth Path under President Jacob Zuma.

## **2.7.1 Reconstruction and Development Programme**

According to Night (2001:2), poverty and unemployment have been higher for South Africans of colour. The South African government's National Report on Social Development in 1995 to 2000 revealed that sixty one percent of blacks were classified as being poor compared to just one percent of whites.

The purpose of the RDP was to integrate growth, development and reconstruction in order to provide access to basic services to the poor (ANC 1994). The strategy spelt out how to transform South African society from the ravage of colonialism and apartheid, particularly that of inequality which favoured whites and left many blacks in destitute (Kobokana, 2007: 13). The RDP emphasised the importance of operating at the grassroots level and stressed the principle of community based development, specifically, it sets its sight on alleviating poverty and addressing the massive shortfall in social services across the country.

As a growth through redistribution policy, the Reconstruction Development Programme envisioned as a priority, the beginning to meet the basic needs of people: jobs, land, housing, water, electricity and telecommunication, clean water, nutrition, health care and social welfare (Terreblanche, 2003: 89). During 1994 to 1996, the Reconstruction Development Programme became ostensibly the guiding document of government of national unity, located in the Reconstruction Development Programme office within President Mandela's office. This was under the immediate authority of Minister without Portfolio Jay Naidoo, ex General Secretary of Congress of South African Trade Union (Webster & Adler, 1998: 1-2). In this regard, the new government focused on meeting the basic needs and eradicating poverty. It also undertook a major review of the country's welfare system.

The following section will focus on the achievements of Reconstruction and Development Programme.

### **2.7.1.1 Achievements of Reconstruction and Development Programme**

In 1995, standpipes had been installed within 200 meters of dwellings of about 1.3 million rural people, and by August that year, Minister of Water Affairs Prof Kader Asmal, stated that since he had taken office more than 2.5 million people had been given access to fresh

safe water; a total of 236 projects had supplied clean piped water to nearly 4.9 million people, most of whom were inhabitants of the former homelands (Lodge, 2005: 5).

The South African government in 2001 reported progress on electrification, land reform, health care and notably community based Public Works Programme provided employment over five years to 240, 000 people on road building schemes and the installation of sewage, sanitation facilities and water pipes (Lodge, 2003: 5).

However, in March 1996 RDP soon ran into trouble after the white paper on reconstruction was published. The white paper departed significantly from the original RDP document. It introduced fiscal prudence not as a means of attaining RDP objectives, but as added goal (Terreblanche, 2003: 109). From the beginning, the government lacked the capacity to implement it. RDP staff lacked proper implementation skills because the African National Congress (ANC) government did not have training capacity at that time. Provincial maladministration in primary nutrition programmes took place, creation of jobs, provision of housing, electrification and water and sanitation since 1994, resulted in growing dissatisfaction with service delivery and employment creation as embedded in the RDP.

The RDP's failure to achieve its objectives fully, which amongst others includes meeting basic needs such as jobs, land redistribution, provision of housing, development of human resource through education and training and building the economy by addressing low levels of unemployment, had various causes, such as: funding problem, insufficient staffing and poor coordination between institutions (Hemson, 2004: 2).

The government soon established an extensive welfare system catering for the aged, disabled, children in need, foster parents and many others too poor to meet their basic social requirements (Hemson, 2004: 9). For instance, free health care programmes were implemented for pregnant women, small children and free meals were provided for children between the ages of 3 and 5, and to 5 million school children (Heymans, 1995: 57). The reconstruction and Development programme was later replaced by Growth, Employment and Redistribution programme. What GEAR stand for will be discussed in the following section.

## 2.7.2 Growth, Employment and Redistribution

The Growth, Employment and Redistribution (GEAR) strategy was a micro-economic framework that was introduced in 1996, two years after the implementation of the RDP (Kobokane, 2007: 9). According to Night (2004: 4) GEAR is a microeconomic policy adopted by South African government in order to change the prevailing pattern of low rates of economic growth, increasing unemployment, large scale and pervasive poverty and very high inequality. However, as GEAR was being introduced, the RDP, and many of its principles, such as a provision of housing and sanitation, employment creation, electrification of houses, was slowly being abandoned as it advocated private sector investment as key to economic growth (Kepe, 2002: 11).

Critics of GEAR, like Congress of South African Trade Unions (COSATU), South African Council of Churches and South African National NGOs Coalition, blamed it for abandoning the poor (Nights, 2001: 2). Ironically these are the people that the programme is intended for (Kobokane, 2007: 9). Adelzadeh (1996: 27) argues that GEAR is too concerned with boosting investor confidence than with embracing the main goals of the RDP, which included creation of jobs, provision of housing and sanitation, poverty reduction and more equitable distribution of wealth.

One of the GEAR's most notorious failed promises was that South Africa will rapidly achieve a growth rate of six percent per annum, which will solve the country's unemployment crisis (Mark, 2009: 251). In fact the growth rate never exceeded five percent and it was accompanied by increasing unemployment, well over thirty percent (Mark, 2009: 252). Since the RDP was substituted with GEAR, the ANC government has been lambasted severely by political economists like Asgha Adelzadeh, who is a research director of the National Institute of Economic Policy, and Bill Lacey, an economist of South African Chamber of Business.

Already in August 1996 the National Institute for Economic Policy (NIEP) raised questions as to whether GEAR would actually be able to realise its stated objectives. According to Adelzadeh (1996: 3-5) of NIEP, GEAR failed to present an analytically sound and empirically justified strategy. He predicted that GEAR's conservative macroeconomic framework would constrain growth, employment and redistribution, and that it would not

meet its objectives. GEAR provided very little fiscal stimulus to reach the required growth rate of 6 percent and success was almost dependent upon the response of the private sector (Adelzadeh, 1996: 22).

However, despite not achieving the expected growth rate of 6 percent, it can be argued that GEAR has contributed greatly to economic growth that has gone from 3 percent in 2003 to 4 percent and 5 percent in 2005 (Chagunda, 2006: 3). Despite the growth in the economy, it has thus failed to meet the needs of the poor and unemployed. The challenges of poverty and unemployment remain deeply rooted and largely unresolved in South Africa.

The failure of GEAR to address the socio-economic problems of the country led to the introduction of Accelerated Shared Growth Initiative of South Africa (ASGISA).

### **2.7.3 Accelerated Shared Growth Initiative of South Africa**

Five years later from the inception of GEAR, on the 6<sup>th</sup> February 2006, another programme was unveiled by the former Deputy President, Ms. Phumzile Mlambo Ngcuka, called the Accelerated Shared Growth Initiative of South Africa (ASGISA). This was after cabinet's approval of GEAR as an economic policy in July 2005. President Mbeki (2004) argued that the challenges facing government were not to change government policies, but to ensure that they were implemented (Uwizeyimana, 2011: 62). By policy implementation, we mean accomplishment of policy objectives through planning and programming of operations and projects, so that agreed outcomes and desired impacts are achieved (Mbeki, 2004: 3). ASGISA aimed at improving policy implementation and economic growth by dealing with the following challenges:

- ✓ Lack of skilled and committed staff in public service.
- ✓ Lack of human resource to implement policies.
- ✓ Inadequate financial resources.
- ✓ Corruption and mismanagement of funds.
- ✓ Lack of proper co-ordination between institutions.

ASGISA achieved the following: raising economic growth to over five percent and increasing the rate of investment to over 20 percent of the Gross Domestic Product from 15 percent. The government's rate of investment has increased to over 10 percent annually and volatility and the severity of interest rate cycle have been reduced and lastly getting universities to commit to rapidly increase their output of engineers and double the output of artisans ( The Presidency, 2005: 2).

#### **2.7.4 The Joint Initiative on Priority Skills Acquisition**

The growth envisaged through the Accelerated Shared Growth in South Africa (AsgiSA) as indicated above depends in the part on resolving the shortage of skilled labour. South Africa lacks sufficiently skilled professionals, managers and artisans. The acquisition of priority skills was identified as one of the most significant challenges facing growth, because skills development is a long term process (The Presidency, 2005: 3).

On the 27 March 2006, the Deputy President of South Africa Phumzile Mlambo-Ngcuka launched the Joint Initiative on Priority Skills Acquisition (JIPSA) to identify solutions to the major skills shortage. It was given amongst others the following mandates:

- ✓ Lead the implementation of joint initiative of government, business and organized labour to accelerate the provision of priority skills to meet AsgiSA objectives.
- ✓ Give momentum and support to the implementation of AsgiSA.
- ✓ Priorities key skills and develop appropriate human resources development strategies to address this in the short to medium term.
- ✓ Promote greater relevance and responsiveness in the education system and strengthen the employability of graduates.
- ✓ Identify blockages and obstacles within the system of education and training that stand in the way of JIPSA objectives.
- ✓ Report to the AsgiSA Task Team and Cabinet on progress made towards agreed objectives.

The Joint Initiative on Priority Skills Acquisition (JIPSA) is thus an initiative that sets skills priorities in support of AsgiSA's economic growth objectives. It advises on aligning

the training and skills development efforts of the public and private sectors with the objectives of AsgiSA. It identified engineers, artisans, town and regional planners and Information technology as high priority skills areas. In December 2006 the Deputy President Phumzile Mlambo-Ngcuka indicated that in the short period of AsgiSA's existence, we are within our range targeted GDP growth and the economy has produced no less than 500 000 jobs every year since 2005 (The Presidency, 2006: 4).

Mlambo-Ngcuka further argued that there is overwhelming evidence that addressing skills shortage is one of the most critical interventions that will make major difference in achieving the remaining AsgiSA objectives. Through improved skills, the economy can absorb more youth who could be rescued from both poverty and other social ills (Presidency, 2006: 6). As outlined above, AsgiSa had its own problems and then were replaced by The New Growth plan. The following section will focus on what The New Growth Plan entails.

#### **2.7.5 The New Growth Path**

In 2010, the administration under President Jacob Zuma introduced another policy called the New Growth Path (NGP), which signaled a new economic growth in a bid to reduce unemployment from 25 percent to 15 percent over the next 10 years. It is premised on the view that creating decent work, reducing inequality and defeating poverty can only happen through New Growth Path founded on the restructuring of the South African economy to improve its labour absorption as well as the composition and rate of economic growth (The Presidency, 2011: 2). The Growth Path also identifies six key sectors, which are: including infrastructure development, agriculture, mining, the green economy, manufacturing and tourism as having potential to create employment opportunities.

Instead of inspiring hope about the future of the country, its growth and employment prospects, the repetitive rhetoric about job creation seem to be continuing from one administration of government to the other. The question could be what is new that is being brought by the New Growth Path different from all other policies highlighted above.

In its criticism of the strategy the Congress of South African Trade Unions (COSATU) argue that the NGP uses the same tools as GEAR to achieve a stable and competitive currency



and is completely silent on heterodox tools such as foreign exchange controls and financial transactions taxes.

## **2.8 Research on the Expanded Public Works Programme**

The recent research mostly carried by Anna McCord, a research fellow in the social protection programme, an economist, at the University of Cape Town and their research unit Southern Labour and Development Unit (SALDRU). McCord argues that unemployment in South Africa is a structural type rather than transitional because of the sustained high unemployment rates that the country is facing (McCord 2004: 442). She views the programme as vehicle that increases the supply of semi-skilled labour, a non efficient tool in the ambition to reduce unemployment. According to McCord (2004: 442), focus should be on trying to create demand for labour instead of increasing its supply. She continues to argue that the Expanded Public Works Programme is of too small scale in order to give significant effect on unemployment. Whilst Thwala (2001: 13) argued that history has shown that labour intensive method of production have long being used in creating remarkable infrastructure projects and therefore investment in infrastructure has a huge potential to redress the high unemployment and poverty levels in South Africa and also to correct the skill deficit on disadvantaged communities. McCord & Borat (2003: 64) make assertion that compared to global unemployment levels; South Africa is facing an extreme situation with regard to unemployment, with levels significantly in excess of those found in developed and developing countries like Brazil, India and China. Lewis (2001: 39) agrees and further argues that South Africa's labour market situation has been characterized as one of high unemployment and negligible job creation.

Construction is one of the few industries that are of common important in all countries for example Morocco, Tunisia, Algeria including South Africa (Thwala, 2001: 46). It is therefore generally recognised that construction sector has a critical role to play in fostering economic growth and development in the informal and formal sectors of the South African economy (Thwala, 2001: 47).

McCord (2004: 241) argues that the type of labour demanded in South Africa is people with high education and not semi skilled labour, which there is already an abundance of.

Regarding the poverty alleviation aspect, McCord's (2004: 244) finding indicates that participating in Expanded Public Works Programme had a potential of being significantly advantageous concerning the non-income poverty for these household for example, when looking on the number of skipped meals among adults, school attendance by children in the household and opportunity to purchase better clothes" ( McCord, 2004: 246).

When it comes to poverty measured in income, (McCord 2004:248) claims that the employment period within the Expanded Public Works Programme is too short to make sustainable difference in the participating household are economy, and that the additional income was quickly consumed instead of being invested. McCord (2004: 243) is also critical of the way the Expanded Public Works Programme is being described in the popular discourse as the blessing comprehensive solution to South Africa's unemployment predicament. She argues that policy makers should concentrate on the core areas, like infrastructure development of the Expanded Public Works Programme that give results and leave other sectors like economic and social sector which can be run by other programmes.

## **2.9 Job Training through Labour Intensive Based Approach**

The current growth path and policy mix, even with six percent GDP growth for a decade, unemployment among the low and unskilled is likely to remain above thirty percent (Lewis 2001, Pollin, Epstein, Heintz & Ndikumana, 2006). Gordhan (2010: 9) also argues that labour market data confirm that employers are reluctant to hire inexperienced work seekers, while school leavers lack basic workplace competencies. Furthermore, South African bargaining arrangements push up entry level wages, pricing out inexperienced work seekers (Gordhan 2010: 9). It is in this context that initiatives are needed to help young people access jobs and training opportunities.

According to the Code of Good Practice for the Special Public Works Programme, as Gazetted by the Department of Labour, It is a requirement that Beneficiaries should receive at least 2 days of training out of every 22 days worked (Department of Labour, 2002: 7). Workers will also be paid a training allowance when they are required to attend approved training programmes. This is equivalent to 75% of the daily task rate or 75% of the daily rate for timed rated workers (Hediyih, 2012: 25). There will be no payment for training prior

to the engagement. However, all costs of training will be covered, for example, travel, trainers, and learning material.

In addition, in 1994, a National Qualification Framework (NQF) and a system of Sector Education and Training Authorities (SETA) were established. In 2004, upon request of National Department of Public Works, the Construction Education Training Authority (CETA) funded the development of unit standards for the design, supervision and management of labour intensive construction at NQF levels 2, 4, 5 and 7 for small contractors, supervisors, technicians and engineers (International Labour Organisation, 2012: 13). It was stipulated that in order to secure works using labour intensive work methods, provinces and municipalities should appoint contractors and consulting engineers who have trained in design, supervision and management of labour intensive works.

The Construction Education Training Authority (CETA) and the Department have developed a Labour Intensive Contractor Learnership Programme Called Vukuphile. This was modeled on another successful learnership programme, Gundo Lashu, in the Limpopo Province, which provided training by accredited local training providers (International Labour Organisation, 2012: 14).

A guiding framework for the implementation of labour intensive projects was issued by EPWP in 2004 and updated in 2005. This includes specific directions regarding contract clauses that promote the use of labour intensive method (International Labour Organisation, 2012: 14).

The guidelines for the implementation of Labour Intensive infrastructure projects also require that managers of the labour-intensive projects are trained in order to build capacity to manage Expanded Public Works Projects at the required scale (Department of Public Works EPWP Report, 2007: 10).

Training of 24 local contractors and 6 engineering consultants was conducted under Gundo Lashu Programme. Ten Road Agency Limpopo officials were trained on management of labour based road works and lastly 13000 of participants have also been offered labour based training on maintenance of road. That in turn ensured that 2400 who had no income are receiving income a month (International Labour Organisation 2007: 21).

## **2.10 Agreements of Expanded Public Works Programme Partners**

Howell (2001: 15) proposes that establishing partnerships amongst stakeholders of the Public Works Programme is necessary for the effective implementation and long term sustainability of a Public Works Programme. Partnerships between statutory institutions, the private sector, non government organizations should be formed, paying attention to regulation and facilitation in order to direct programme. According to the World Bank (1986: 106), early involvement of the local communities, to be served by the completed work is essential. Collaboration with local communities must be obtained for supply of labour and queries for material. This will enhance the use of labour intensive technique in construction in terms of efficiency and could also reduce the effective average price of labour.

On 22 June 1993, the Congress of South African Trade Union (COSATU) and the National Committee for Labour Intensive Construction (NCLIC) signed an important agreement concerning the implementation of large scale labour intensive programme (International Labour Organisation, 1994: 4). The National Committee for Labour Intensive Construction comprised of South African Institution of Civil Engineers, the Federation of Civil Engineering Contractors, the Institution of Municipal Engineers, the Association of Consulting Engineers and the Southern African Road Federation (International Labour Organisation, 1994: 5).

The agreement concerned contract documentation, task based payment and condition of employment and training. The objectives of the agreement included the maximisation of the use of labour intensive approach for public works, employment creation and the growth of the local construction industry. The works concerned were to be carried out with high degree of community participation in initiation, planning and implementation (Watermeyer, 1993:34).

Suitable specifications and conditions of contract were developed by the National Department of Labour so that the project conforms to labour legislations and further adapted to employment-intensive construction and maintenance methods (Framework Agreement, 1993: 45). It was also accepted by National Committee for Labour Intensive Construction (NCLIC) that productivity related remuneration and task based payment system was essential to the effectiveness of employment intensive construction. This is

because it makes easy for the contractor to measure progress on construction and able to monitor level of skills acquired by the participants during project implementation.

The agreement was reached by all the above partners to increase permanent employment in the construction industries and maximises the use of locally available community resources and skills to the extent that this was technically feasible and economically viable (Expanded Public Works Programme, 2005: 23). A concurrent training policy was developed and implemented to enhance both the industrial skills (Surveying, carpentry, masonry, pipe-laying, etc) and general skills (Leadership, supervision, numeracy adult education (Expanded Public Works Programme, 2005: 24).The development of Public Works Programmes will not be relevant to the international standards if is not considered by the South African government, so that the country is able to copy best practices from other countries of the world.

Comparatively, in the Maharashtra EGS programme, the implementation was a division of responsibilities between the state, junior engineers and the local elite of the local communities. Organising and managing the labourers, as well as distributing and supervising work was carried out by the local elite. The keeping of attendance registers of labourers, the measurement of work done; obtaining money from government and the distribution of money to labourers was done by the Junior Engineers. This integration and partnership provided increased capacity to successfully implement a large scale Public Works Programme (Pellissery, 2008: 12).

## **2.11 Implementation of Public Works Programme Internationally**

The Public Works Programme experience was vast and spread along all the continents of the world (World Bank, 1994: 139). Based on the experience from elsewhere in the world as indicated above, it is possible to identify mistakes to be avoided and best practices to be emulated in order for the South African Public Works Programme to be successfully implemented.

### **2.11.1 Public Works Programme in Asia and Latin America**

From a wide range of possible social protection options, public works are experiencing continued popularity and policy prominence, being widely implemented throughout Asia,

Latin America and Africa, often with funding from international donor agencies, including the World Bank, and the International Labour Organisation (ILO) (McCord, 2005: 46). The reason for this popularity is that they are perceived to be offering jobs and alleviating poverty.

According to McCord cited in (Phillips 2004: 4), there is a wide international experience in Public Works Programmes. International experience shows that large scale Public Works Programme can be successful in substantially reducing unemployment. This is evident in the examples of the Maharashtra Employment Scheme (EGS) in India and the New Deal Programme during the Great Depression in the USA, both of which absorbed up to thirty percent of the unemployed in their respective countries (McCord, 2003: 8).

The research on poverty impacts of the experience from the Maharashtra indicates that it has helped to provide income to the poorest during lean periods, and to reduce seasonal migration, while the others have benefited from the infrastructure created. It is further stated that the Maharashtra Scheme guarantees unlimited employment to all rural adults, provided there is a recognized need in the locality and people are willing to work regularly (The Hindu, 2005: 12).

The varying successes of Public Works Programmes around the world are attributed to variations in their design features and their implementation elements (Howell, 2001: 42). This is similar to McCord's assertion that achievements of the objectives of Public Works Programmes depend on the programme design, institutional capacity for implementation and the addition of social development consideration to Public Works Programme projects that are conceived and executed.

The African view towards this study is of critical importance as it addresses the problems of unemployment on a continental level. The following discussion will focus on this African view.

## **2.12 African Experience Overview**

Governments in Africa have been forced to act on conventional employment as a last resort in order to create jobs for the swelling numbers of the jobless (World Bank, 1994: 145). They have adopted Employment Intensive technique in various public works programmes at an expense of machine intensive approaches so as to create the needed jobs. The

approach is sustainable and generally preferred to, than government handouts and other social grants (Bentall, 1999: 57). The following are some of the programmes initiated in Africa in addressing the problem of unemployment.

### **2.12.1 Public Works Programme in North Africa**

The public works programme was, also in the late 1960s, implemented in three countries in North Africa; namely Morocco, Tunisia and Algeria. Although stated as an emergency relieve programme, especially in rural areas, the Moroccan experiment, known as National Promotion, was launched in June 1961 (Thwala, 2001: 3). This large scale programme aimed at enhancing opportunities for the rural unemployed in productive works, and slows down the rural exodus and associated problems with rural populations in the development process (Jara, 1971: 2).

The importance of the programme was confirmed by its mention in the Constitution of 7 December 1961, and subsequently by the creation, in 1975, of the high Council of National Promotion Plan (Jara, 1971: 3). According to one estimates, the programme provided employment for 85 000 workers per month during the peak season and increased GDP by 6.3 percent (Jara, 1971: 3).

The Tunisian works programme, known as Worksites to combat underdevelopment, was carried out with 80 per cent of the cost being born by the Tunisian government and the remaining 20 per cent in the form of food aid from the United States (Thwala, 2001: 6).

In Algeria, the publicly sponsored works programme, known as Worksites for full Employment, began operating in 1962 as a relief operation. It soon acquired a strong work development orientation to maximize employment in a project of economic interest, namely reforestation work to fight the sever erosion problem (Jara, 1971: 61). In 1965, the people Worksites Reforestation (Chantiers populaires de reboisement (CPR)) was created as a statutory body attached to the Forestry Division of the Ministry of Agriculture and Agrarian Reform.

In Algeria, youth unemployment fell significantly from 43 percent in 1965 to 24 percent in 1970, but the overall unemployment fell at a faster rate from the peal of 30 percent in 1981 to 11 percent in 2000 (Subrahmanyam, 2011: 12). However, despite their valuable

contribution to the employment creation, many of these employment intensive works in Africa suffered some shortcomings (McCutcheon, 2003:4). These includes amongst others, the ad hoc nature of the schemes, makeshift administrative arrangement and failure to inject sufficient managerial and engineering skills and technical skills into project selection and execution, as well as choice of technology. This resulted in poor project planning and personnel management (Thwala, 2001: 7).

### **2.12.2 Public Works Programme in West, East and Southern Africa**

A few more African countries have tried to create jobs through employment-intensive infrastructural works, relatively small functional economic areas, in an attempt to stem rural-urban migration and retain more people in the land. The example is the Djoliba pilot project in Mali, for converting swollen village into an agro-urban community, which call for several layers of investment in infrastructure. This project was to test the feasibility of establishing some 150 rural centres that would service Mali's more than 10 000 villages (Thwala, 2001: 34). The project did succeed to strengthen capacities of members of two women organisation in the village of Djolajorojie, 20 kilometers outside Bamoko city. It was able to train 120 women in leadership and literacy (Thwala 2001: 35). As part of the support for women income generating activities, the project provided financing to be distributed amongst the women.

The Volta River Settlement Programme of Ghana, involving the creation of network of rural towns and access roads, is another example of spatial planning. Three times as many workers were employed in these settlement preparations, than were involved in building the Volta Dam, showing the employment potential of employment-intensive infrastructure investment (McCutcheon, 1993: 41).

McCutcheon (1993: 23) further argue that in Kenya, over 12 000 kilometres of rural access roads have been constructed, and over 80 000 employment opportunities have been created. McCutcheon further argues that the methods have been considered so successful, that they have been introduced in the secondary roads network.

In Botswana, a national programme of labour intensive road construction units has been set up within the District Council, which is a semi-autonomous body under the overall responsibility of the ministry of Local Governments and Lands. This programme has



resulted in the creation of over 3 000 jobs (total employment within the public sector is only 20 000) and the construction of upgrading of nearly 2 000 kilometres of road (McCutcheon, 1995: 27).

### **2.13 South African Experience**

The Expanded Public Works Programme has been hailed as the biggest, most precise and most expensive pledge the democratic government has ever made since it came into power in 1994, namely a million job opportunities over five years at a cost of R20 billion”(Mail and Guardian, 14 November 2003). The question remains on what scale is it likely to offer for poverty eradication and economic development.

Many see self-employment as the driving force of economic growth in developing countries, as it has brought about significant growth in developed countries (Jennings, 1994:294).

#### **2.13.1 The National Public Works Programme**

A commitment to labour-intensive Public Works Programme is not a new feature of development policy in South Africa. In the run up to the first democratic election in 1994, a major pre-investment investigation into their feasibility was conducted by the South African government of National Unity, which included both the New National Party and African National Congress under the auspices of the National Economic Forum. Public works programme therefore featured as a critical part of government’s job creation efforts since the Reconstruction and Development Programme, and various programmes which have been put in since 1994 (Phillips, 2004:3-4).

#### **2.13.2 The Zibambele Programme in Kwazulu Natal (National Public Works Programme)**

Public Works Programme was also undertaken by the Kwazulu Natal Department of Transport, when it initiated the Zibambele Programme in 2000. The objectives of the project were to carry out routine maintenance on the province’s rural access road network and to provide poor rural household which had no other source with a regular income. In 2003/4 financial year there were approximately 10 000 Zibambele contractors carrying out routine maintenance on approximately one third of Kwazulu Natal access road network (Mlawu, 2001: 331). The Department planned to extend the number of contractors to 14000 by the

end of 2004/5 financial year and ultimately to a maximum of 40000 poor households. The budget for Zibambele in 2003/43 was R56 million (Taylor, McCord & van Seventeer, 2003: 8).

In return for eight days of work per month spent carrying out maintenance work to agreed standard on agreed length of road, household received a transfer of R334 per month. The part time nature of work, which may be carried out flexibly within a month, was designed to accommodate engagement in household tasks and other wage or subsistence opportunity should they arise (Mlawu, 2001: 331).

The work is allocated on a household basis, so that if the participating household member fall sick or dies, another household member may take up the activity and thus retain the monthly income (Mlawu, 2001: 332). Households are selected for participation at a district level by the representative of the local community for using criteria of poverty, unemployment and female headed households (McCord, 2002: 9). A recent study has concluded that the programme is cost effective in terms of transferring labour and creation of the day's work (McCord, 2005: 11).

Due to the nature of routine road maintenance work, it is possible to create longer term work opportunities in this type of infrastructure work. In Zibambele programme, each household is a contractor, and there is therefore no employer-employee relationship, and the Code for Good Practice for Special Public Works Programme does not apply because its purpose is to regulate the relationship between employer and employee (Taylor, McCord & van Seventeer, 2003 : 9).

## **2.14 Expanded Public Works Programme in Limpopo**

The Expanded Public Works Programme in Limpopo was the Gundu Lashu project. The following discussion will focus on this project as implemented in Limpopo Province.

### **2.14.1 The Gundu Lashu Programme in Limpopo**

Few of the local Public Works Programmes involving the substitution of labour for machines have had an emphasis of developing the management and supervision capacity that is required in order for highly labour intensive methods to be cost effective and to result in

good quality products. A notable exception has been the Gundo Lashu Programme which was initiated by the Limpopo Provincial Government in 2004. Under the Gundo Lashu Programme, 24 aspirant small contractors (of whom 13 are women), each with two higher level supervisors were selected through a competitive process to go into a three year fulltime training programme in labour intensive construction (Limpopo EPWP Report, 2005: 14). The contractors and their supervisors were sent to the Ministry of Works Labour Construction Unit training in Lesotho, and were then provided with a series of practical training projects, involving upgrading of roads. The provincial government facilitated access to finance from ABSA Bank for the trainee contractors. These contractors completed their training and are now competing on the open market for tenders specifying the use of labour intensive construction methods, which were issued by the Limpopo Provincial Government and Municipalities in the Province (Limpopo EPWP Report, 2005: 14).

The 2003/4 budget for the programme was R50 million. It achieved 600 percent increase in employment creation compared to similar conventional machine intensive road works, without increasing the overall cost per kilometre of road upgraded (Limpopo EPWP Report, 2005: 15). The contractors move from project to project with their supervisory staff. Each project, employed between 60 and 100 local workers on a task based payment system. The contractors are contractually obligated to employ workers in terms of Code for Good Practice for the special public works programmes described above. The workers were paid R30 per task (Limpopo EPWP Report, 2005: 15).

On average, 51 percent of workers were women, 58 percent youth and 1 percent disabled. All the workers were provided with both on the job training and formal training funded by the department of labour. The formal training covers topics ranging from life skills to basic agriculture. Due to the occasional nature of road upgrading projects, the duration of employment of workers is approximately four months. A system of project steering committees and community liaison officers has developed, which plays a key role in community mobilisation and monitoring of the projects (DPW implementation Guidelines, 2005: 7).

Consistent with the above, in her budget speech (2011/2012), the MEC for Roads and Transport in Limpopo, Ms Pinkie Kekana, stated that the Expanded Public Works Programme is being transformed to exceed the target set for 7558 jobs. The department

now claims an achievement of an additional 7442 jobs, bringing the total number of jobs to 15 000.

This was made possible by the implementation of the household project relating to grass cutting, cleaning of drainage structures and fixing fences (Limpopo Department of Roads and Transport Budget Allocation Speech, 2010: 12). In 2010 the provincial Department of Roads and Transport has allocated R249 million to sustain the programme and will introduce further innovative ways of insuring that we bring more labour absorbing technique into this programme and leverage incentive grants to performing provinces and projects (Limpopo Department of Roads and Transport Budget Allocation Speech, 2010: 16).

The National Vukuphile Programme by the National Department of Public Works and Limpopo Gundo Lashu programmes, in which contractors are contractually required to use labour rather than machines were technically and economically feasible, and in which there is a high level of contractor supervisor training for labour intensive construction, had an average labour of 14% in 2006/07 and 12% in 2007/08 (Business Trust 2008: 9).

#### **2.14.2 Skills development overview**

Cloete (1997: 164) argues that multiple skills are required if people are to be entrepreneurs, education programmes that teach skills that enhance international competitiveness are needed to build more capable entrepreneurial sector that can compete more effectively in the international market.

Accordingly, a framework to build capacity for more labour based programmes to compliment already ongoing skills development efforts like the “The Masakhane Contractor development” in Limpopo should be put in place, as part of the overall enabling environment. Capacity building could include amongst others, training of supervisors and foreman in public works departments and practical training of local contractors by engaging them in actual assignments with specialised supervisors.

In order to ensure cost effective and harmonised learnership programme, the Limpopo Department of Public Works established a Training Centre at the College of Education in Giyani. The Giyani Training Centre was established with the aim of providing labour

intensive construction capacity building for the implementation of Expanded Public Works Programme.

The training centre catered for the training of learner contractors, established contractors, consultants and client staff of the departments, including municipalities in the Province (Guideline for implementation of Labour Intensive Construction, 2005: 9). The International Labour Organisation (ILO) assisted in the management of the training centre as well as delivery of the training. The training facility was also capable of providing services to other EPWP implementing agencies including neighbouring provinces of Mpumalanga and North-West (EPWP Annual report 2007: 8).

### **2.14.3 Skills Development through Public Works Programme**

Public Works Programme tent to make use of labour intensive methods to create employment. Labour intensive is used to describe an operation where a proportionately more labour is used than the other factors of production like machines (McCutcheon & Parkins, 2003: 32).

According to the World Bank (1986: 221), it was found that for countries with no traditional experience with labour intensive technologies, a minimum of three years preparation is required for mobilization, staff training and the introduction of specialized institutional arrangements, before large scale use of unskilled labour can start. A pilot phase is also necessary, during which considerable technical assistance inputs are required.

Labour intensive works are also management intensive, and need attention in this respect, especially where labour relations are not well developed (World Bank, 1986: 65). This implies that the importance of certain cadres of personnel such as, foremen and gangers, and also the need for para-professional to cater for the specialized professionals and mid level management requirements of labour intensive work. Thus, the training of supervisory and other staff and office personnel are also important at the start of the Public Works Programme Project (Hediyih, 2012:16).

Labour intensity is measured in terms of the share of Public Works Programme expenditure that is spent on wages. The greater the share of Public works programme expenditure on wages, the more effective will the intervention policy at reducing at reducing poverty for the participants in the short term. However, there may be trade-off between higher labour

intensity and the ability of the Public Works Programme to generate indirect or medium term benefits from the assets that are created (Quene, 2006: 76). This is evident in the Maharashtra programme where EGS projects were selected on the basis of intensity of the use of unskilled labour. When the EGS started, it was required to have 90 percent of the wages spent on wages for unskilled labour and 10 percent on skilled labour and material. However, in later years this ratio was found difficult to maintain, so it was adjusted to the ratio of 60:40 unskilled to skilled labour (Pellissery, 2008: 18).

According to McCutcheon & Parkins (2003: 121), some of the key principles of successful labour intensive approaches are that the project must be treated as a professional engineering project while giving serious consideration to carefully selected socioeconomic objectives besides the assert itself, with particular emphasis on employment generation.

However, other authors suggest that an excessive focus on labour intensity may undermine the ability of Public Works Programme to build capacity of a participating worker. This is because the skills development of unemployed workers requires training costs and other forms of additional non wages expenditure. Failure to purchase technical inputs and materials could render the assets that are created of little value to the communities. While greater investment into these non labour inputs will shift resources away from wages, in the longer term, Public Works Programme may generate greater socio economic benefits for the vulnerable groups, their communities and their nation as a whole (Quene, 2006: 79).

However, the assumption that participation in Public Works Programme will offer experiential and formal training and absorb future participation into the labour market, does not take into account the limited demand for labour in the context of current employment levels (McCord & Borat, 2003:43). McCord & Borat (2003: 44) further argue that training under a short duration of work is unlikely to impact on future labour market success, as some of projects last as little as three months and developing marketable skills takes longer than this (Adato, 1999: McCord & Borat, 2003: 45). Thus under short term employment duration, the quality of training received is often not adequate and not a sufficient to guarantee of the future employability of participants in Public Works Programme (McCord & Borat, 2003: 47).

Unemployment affects young people the most, 40 percent of the unemployed are new entrance to the labour market, which are most likely to be young people and 72 percent of the unemployed are young people (Progressive Business Forum, 2012: 2).

Based on the Code of Good Practice for Special Works Programme, this kind of timeframe entitles workers of eight to twelve days of paid training. However the training period allocated was deemed to be very short by government. The Department of Labour and EPWP have agreed to create a generic 10 to 14 day training course, which will consist of accredited unit standards (Limpopo EPWP, 5 Year Business Plan-May 2007).

All the workers employed by the Limpopo government on its infrastructure works as indicated above will undergo training on the basis of 2 training every month worked. Estimated cost of this training is given in a table below.

The table depicts budget for a period of five years of all identified provincial infrastructure projects with potential to create employment.

Table 2.2: Estimated Training Budget in South Africa

<b>Types of projects (Infrastructure)</b>	<b>2006/07</b>	<b>2007/08</b>	<b>2008/09</b>	<b>2009/10</b>	<b>2010/11</b>	<b>TOTAL</b>
<b>Provincial Roads works</b>	320.6	375.2	439.6	555.8	624.4	2,315.60
<b>Municipal Roads</b>	11,204.20	13,430.20	16,674.00	20,671.00	25,606.80	87,588.20
<b>Pedestrian Walkways</b>	56	63	70	77	84	350.00
<b>Internship</b>	16,080.00	16,080.00	16,080.00	16,080.00	080.00	80,400.00
<b>Water Reticulation</b>	6,207.60	7,435.40	8,366.40	9,388.40	10,549.00	41,946.80

<b>works</b>						
<b>Total</b>	<b>33,868.40</b>	<b>37,383.80</b>	<b>41,630.00</b>	<b>46,772.20</b>	<b>52,946.20</b>	<b>212,600.60</b>

Source: Edmonds & Howe (1980), 2005 (ILO)

However, the skill requirement appears to vary at different level of management in an organisation. More technical skills are required at the low levels, with human relations skills becoming more important in middle management, and conceptual skills most critical in top management (Hunsicker, 1978: 618-620).

Contrary to the context of the EPWP training, the Makhuduthamaga Local Municipality could not produce any verification report for their trainings. The only information available was the training of first aid officer prior to the commencement of the all municipal projects. It could therefore be concluded that the Makhuduthamaga Local Municipality did not prioritise job training when implementing EPWP projects.

Various innovative measures for enhancing the skills base in South Africa have been introduced since 1994. At the heart of these measures is the National Qualification Framework (NQF) which integrates education and training into one system, facilitates movement between different types of educational institutions and allows for a life long learning (South Africa 1995).

The concept of lifelong learning for all and a commitment to investment in the employability of present and the future workers is inevitable in the South African economy. This corroborates the World Bank's (1999: 5) designation of the accumulation of human capital as one of the most powerful engines of development. The implementation of the multi year plan for the Adult Basic Education and Training (ABET) is aimed at reducing illiteracy among adults in (South Africa). This will be like the programme launched in Singapore government, ABET will provide a progression route for adults to continue their education to secondary school level and finish a basis for the enhancement of their work based skills.

#### **2.14.4 Lessons to be drawn from different experiences**

The Public Works Programme in South Africa should change as the policy environment changes, from relief and emergency to a long term structured employment generation



programme. The public works programme must aim to ensure that infrastructure is planned around the local needs. The programme will be a total failure, if it is only seen as a developmental initiative, without taking into account the needs of the local people.

Based on the international and local experiences, the problems of public works development projects can be attributed to the following factors, which must be avoided in order for a large scale projects to be successful in South Africa. There has been a lack of clear objectives linking the short and long term vision of the programme for example, immediate poverty relief and emergency short term employment through to life long sustainability of the programme.

## **2.15 Challenges of the Expanded Public Works Programme**

In Malawi, it costs \$13.9 to transfer \$1 to the poorest through public works, compared to \$1.73 through cash transfer (Smith 2001: 39). This has also been acknowledged by the World Bank report, which argue that “Workfare programmes are not necessarily an inexpensive way of delivering benefits to poor people (World Bank 2001:155).

Subbarao and Smith (2003: 4) at the World Bank summarises how Public Works Programme in other countries have affected poverty and social welfare of the populace and as well as how they succeeded in targeting the poorest of the poor. He argues that there are few important features in Public Works Programme that must be carefully designed in order to maximise benefits to the poor. In this regard the wage rate between programmes used in different countries varies in relation to the minimum wage and the market wage (Subbarao, 2003: 4). For example, in Kenya cash for work programme 1992-1993, the wage rate was set similar to the minimum wage, which was higher than the market wage. He therefore concluded that this become non-efficient in targeting the poorest, because it may attract low-paid employed who might compromise the objective group (Subbarao & Smith, 2003: 5).

Subbarao and Smith (2003: 6) claim that in order to attract the poorest, the wage rate should be set below the market wage. Another important issue is to what extent the project is labour intensive. The labour intensity is measured by wage costs in relation to the total cost of the programme and is often referred to as the cost effectiveness of the programme.

The objective to achieve as high labour intensity as possible is, according to Subbarao and Smith (2003: 7), of vital importance, because it maximise the gains to the participants, which are mainly poor people. And also the degree of labour intensity differs from each country to the other. In his study conducted in Argentina and Philippines shows that in the examined programmes, labour cost in relation to total cost was lower in road construction projects (around 40-50 percent) than in other projects like forestation projects where the relation was around 70-80 percent (Subbarao & Smith, 2003: 13).

McCord (2004: 211) in her assessment of the programme concluded that the programme was unlikely to have significant impact in terms of reducing the numbers of the people living in poverty within participating households, but can temporarily reduce the severity of poverty experienced.

The programme may impact positively on human and social capital, if appropriately targeted. The impact on unemployment either in the aggregate, through the number of short term job created, or in terms of the future employment performance of participants is negligible. In terms of growth, the shift in factor intensity of the expenditure is of too limited scale to make a significant impact on GDP growth (McCord, 2004: 213).

Phillips (2004: 54), Chief Government EPWP official, argued that Public Works Programme will not solve unemployment in South Africa. His argument is that the EPWP should be seen as one of the array of short to medium term government interventions aimed at alleviating the poverty associated with unemployment. He concluded by saying that the main challenge facing the programme at present is to mobilise all relevant national, provincial and local government bodies to implement the programme (Phillips, 2004:67).

The major challenge relating to training is the inability of the Department of Labour to improve the National Skills Fund Disbursement Information System to ensure that the Expanded Public Works Programme projects can be identified in order to improve the data on the number of people trained in technical and life skills (International Labour Organisation progress report, 2007: 14).

### **2.15.1 Poor coordination of the programmes**

Although the Expanded Public Works Programme is a national programme, it is implemented by the provinces and municipalities. This means that the programme is depended on the capacity of local government institutions to manage and implement works and their support of the use of labour intensive works technology in their respective programmes (International Labour Organisation, 2012: 24).

Phillips (2004: 16) further argues that the biggest challenge facing the Expanded Public Works Programme at present is how to mobilise all the relevant national, provincial and local departments to implement the programme, and that there are a number of implementation challenges which everyone will have to overcome (Phillips, 2004: 16). Despite the call by both national and provincial governments for up-scaling of EPWP activities, the programme as widely adopted, its implementation remains at the smaller project level. Lack of technical and managerial capabilities in a rural municipality like the Makhuduthamaga Local Municipality is more acute.

There is more reluctance on the site of established contractors to adopt the EPWP, as they perceive it to be slower and thus less profitable, and the lack of buy-in and commitment on the part of some programme managers and administrators, and acute shortage of capacity in the Makhuduthamaga Local Municipality which need focused approach and action on the part of the council and all stakeholders involved in the process. The Provincial Department of Public Works should address the issue in order to ensure the sustainability of social benefits and economic growth.

There is a clear lack of coordination between the Makhuduthamaga Local Municipality and the provincial EPWP role players, this sometimes lead to unnecessary competition and interference. This is more visible on projects that are being rolled out by the provincial departments. In most instances the municipal official will be uninformed of such projects and as a result it brings more confusion and improper reporting on statistics on job opportunities created.

The municipality experiences lack of coordination with training institutions like Sector Education and Training Authorities (SETA) and it therefore shows that the programme is not regarded as a priority for the Makhuduthamaga Local Municipality.

### **2.15.2 Wage payment arrangements**

Quene (2006: 68) argue that payments must be regular, and must be based on transparent processes clearly communicated to workers. Fragmented payment arrangements, which often results in poor administration or funding constraints, can dramatically erode the benefits of Public works Programme. This evident in the Maharashtra EGS programme where lapses in payment resulted in certain irregularities and work delays (Pellissery, 2008: 46). Delays and widely varying payments arrangements create confusion, resentment and social tension among workforce (Quene, 2006: 71).

In addition, linking work performance to payment is inappropriate in Public Works Programme as this may compromise the regularity of payments. It is recommended that performance issues be addressed through management intervention rather than compensation penalties since these can lead to payment delays and found to be almost always counter productive (Quene, 2006:71).

### **2.15.3 Duration of employment**

Quene (2006: 43) argue that another essential design feature of EPWP is the duration of employment offered. EPWPs should respond to the duration, frequency and intensity of the risk that vulnerable groups face. While each transfer programme is a long term in nature, most cash transfer programmes are long term in nature, most EPWP offer only temporary employment (Quene, 2006: 45). McCord (2003) also argues that the length of employment offered is critical in terms of the ability of participation in a programme to have a sustained impact on poverty. Quene (2006: 51) further argue that Public Works programme such as Maharashtra EGS programme and Ethiopia's Productive' Safety Net Programme have effectively in addressed chronic poverty, These offered longer term jobs.

McCord (2003: 83) continue to agree that stabilization enables consumption smoothing and reduced vulnerability to shocks, and stabilization effect, rather than the immediate transfer of cash, has most significant impact on poverty reduction, where reduced fluctuations in income can prevent acute redress to the poor. Thus the existence of any form of continuous income for the poor is very important for poverty reduction.

The Korean practice of Public Works Program provides a good example appropriate duration of employment. Preceding the economic boom of the late 1970s the Korean

government offered temporary employment at an unskilled- labour wage by implementing infrastructure projects such as roads. As the boom continued into 1980s and the market costs soared, the more productive workers found higher paying jobs. Consequently unemployment fell which led the government to replace the PWP with a cash transfer programme that provided social protection more effectively to people who are unable supply labour to the market. The programme lasted for as long as the unemployment of productive workers was a chronic problem (Quene, 2003: 61).

#### **2.15.4 No exit strategy**

The major challenge of EPWP is lack of effective exit strategy for participants; most participants will sink back into poverty once the programme comes to an end. One of the objectives of the training that the beneficiaries are earmarked to receive is to help identify possible career paths available to workers who exit the Public Work Project (Department of Labour, 2002). Quene (2006) argue that Policy makers often assume that participation in Public Works Programme will enable a participant to rise out of poverty. However the reality is that in the absence of an effective exit strategy there will be no sustainable benefit to participants.

A major exit strategy is skills development which enables workers to move into employment and aims to provide a ladder up from the low wages of Public Works Programmes. However the South Africa's Expanded Public Works Programme provides only basic skills necessary to carry out the specific duties of the job and these skills rarely have significant value in the local market place for work. Thus, the value of training will depend on its quality and its relevance to labour market (Quene, 2006).

#### **2.16 Conclusion**

This chapter presented a review of the Expanded Public Works Programme as one of the several government initiatives to eradicate poverty, create employment and enhance skills development. The literature revealed that Public Work Programme can be appropriate tool for addressing the high unemployment, skills development and poverty rates in a country.

It looked briefly at policies that will enhance poverty reduction e.g. RDP, GEAR, ASGISA, JIPSA and NGP. The chapter also looked at successful EPWP project in the Limpopo

province and other provinces for example The Gundu Lashu in Limpopo and the Zibambele project Kwazulu Natal. It further made a comparison of the South African situation on Public Works programme with those of other international countries more especially in Africa and Asia.

What has become clear is that the employment intensive public works programmes are not new in Africa. In the 1960s three countries in North Africa (Morocco, Tunisia and Algeria) experimented such programmes, while industrialised countries like India and USA had long history as an economic policy tool both as a fiscal measure to expand public spending as well as a short term measure to alleviate poverty.

Chapter 3 deals with the research methodology.

## **CHAPTER 3**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

The aim of this chapter is to describe the research method within which the empirical investigation to evaluate the efficacy of the Expanded Public Works Programme to alleviate poverty and impart skills in the Makhuduthamaga Local Municipality is underpinned. It will serve as a means to report the procedure followed to collect and interpret data. In this chapter the researcher present a detailed research methodology and design. This will include data collection and analysis procedures, the study area, population, sampling and selection methods, data analysis methods and conclusion.

#### **3.2 Research Design**

Research design is defined as a plan of intend to conduct the research (Mouton, 2001, 55, Barbie & Mouton: 74). Research design focuses on the end product; formulate a research problem and focuses on the logic of the research. De Vos, (2002: 142) maintain that survey designs are often of a more quantitative nature, requiring questionnaires as a data collection method.

The researcher chose focus group interviews to collect data from EPWP workers, Department of Public and Makhuduthamaga Local Municipality officials and two Non Governmental Organisations. Focus group interviews gain detailed understanding of the situation and meaning involved in the case.

Neef (1999: 18) further argue that the use of focus group methodology lies in the process rather than outcome, in context rather than specific variables, in discovery rather than confirmation. This implies that case study designs allows for an exploration through description of how, where, when and why things happen. This extends the value of the case studies beyond the boundedness of the unit of analysis.

### **3.3 Quantitative**

The study followed quantitative approach as compared to the qualitative approach. It is a form of conclusive research involving large representative sample as a form of collection procedures. Quantitative research is a formal, objective, systematic process to obtain information and describe variables and their relationships (Buns and Grove, 1993:26). In this study it is important therefore to establish why the EPWP as government programme is unable to alleviate poverty and impart skills to the communities of Makhuduthamaga Local Municipality.

### **3.4 Survey**

Polit & Hunger (1991: 189) define survey as designing any research activity in which data is obtained from a specific population for the purpose of examining characteristics, opinions and intentions of the population. The advantages of using the survey method is that it is flexible, useful for the discovery of the new insights as well as pointing out typical responses, can be applied to many people and provides data about the present and what people are thinking (Polit & Hunger, 1991: 193). The views and opinions and responses obtained from participants or respondents in the study are generalised with the intention of determining the impact of EPWP towards poverty alleviation and skills development in the Makhuduthamaga Local Municipality.

### **3.5 Choice and Rationale**

The economy of Limpopo Province is characterised by extreme levels of uneven development. This is evident in the poverty stricken and underdeveloped Sekhukhune District Municipality, in particular the Makhuduthamaga Local Municipality.

Makhuduthamaga Local Municipality has been selected as the case study area because; firstly there are EPWP activities which are taking place. Secondly, as an employee of the Provincial Department of Public Works, the researcher has a regular access to EPWP implementation reports and lastly Makhuduthamaga Local Municipality has been chosen,



because of the fewer studies been conducted in this area. It is hoped the study will contribute to existing knowledge and the level of EPWP's contribution towards poverty alleviation and skills development, and further how best it can be improved to meet set objectives.

### **3.6 Study area**

The study was conducted in the Sekhukhune District Municipality, focusing on Makhuduthamaga Local Municipality, which is found in the Limpopo Province of the Republic of South Africa. Makhuduthamaga Local municipality was established in 2000 as a result of the amalgamation of the three former transitional local councils of Nebo North Transitional Local Council (TLC), Ngwaritsi Transitional Local Council and Makhuduthamaga Transitional Local Council. Jane Furse, the headquarters of Makhuduthamaga Local Municipality, is located 347km North East of Johannesburg, 247km North East of Pretoria, 189km South East of Polokwane and 70km South West of Burgersfort. The municipality shares boundaries with Fetakgomo, Greater Tubatse (Burgersfort), Greater Marble Hall and Elias Motswaledi (Groblersdal) Local Municipalities of Sekhukhune District.

It is a category B municipality, as determined in terms of the Municipal Structures Act of 1998. It is a municipality with a collective executive system. The Makhuduthamaga Local Municipality is predominantly rural in nature with high unemployment rate and resulting in high poverty levels. The municipality is linked with many other places through shared environmental, social and economic systems and structures. The most apparent of these links are with neighbouring and nearby municipalities across the Sekhukhune District Municipality. The municipality is also integral to the Provinces of Limpopo and Mpumalanga. It has significant development potential in sectors such as agriculture, tourism and mining.

In general, Makhuduthamaga Local Municipality comprises mainly of settlements mostly rural in character, shopping complexes, small scale mining areas, tourism areas and agricultural activities. It also comprises of widely dispersed settlements characterised by poor accessibility, low density and huge distances between settlements. There are about

146 settlements and 26 traditional authorities. The spatial development Framework classifies some settlements from high order to low order in terms of density.

The total population of Makhuduthamaga Local Municipality was 262 885 in 2000. It remained much of the same way in 2007 where the community survey stood at 262 885. Of the total population, 99.9 percent are Africans. This shows that the municipality has a total base which is keeping with the legacy of the past. One of the characteristics of a municipality like Makhuduthamaga would be poverty and deprivation. Its main consideration will be to fight poverty and deprivation with every means at their disposal.

The population of the municipality is mainly black with insignificant number of whites, Indians and coloureds. The distributions confirms the settlement order created by the then Group Areas Act of the past. There are higher proportions of females (56.6 percent) as compared to (43.3 percent) of males in terms of gender break down of the total population. The main reason for this trend could be labour migration to economic centres such as metropolitan areas of Gauteng Province (Statistics SA, 2003).

The following table shows the working age population in Makhuduthamaga Local Municipality.

Table 3.1 Working age population in Makhuduthamaga Local Municipality

<b>Age</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>
<b>20 – 24</b>	8748	12272	21020
<b>25 – 29</b>	6207	7028	13235
<b>30 – 34</b>	5722	8611	14332
<b>35 – 39</b>	4393	8032	12425
<b>40 – 44</b>	2513	6355	8868
<b>Total</b>	<b>27583</b>	<b>42298</b>	<b>69880</b>

Source: Statistics South Africa Web page: [www.statssa.gov.za](http://www.statssa.gov.za)

### **3.7 Population**

Population comprised of the Senior Management of the Limpopo Provincial Department of Public Works, Officials from the Makhuduthamaga Local Municipality, and participants in the EPWP projects (Both in Social and Infrastructure sector) and engineers responsible for designs of projects in the Municipality. White (2004:49) still argues that the population is the possible elements that can be included in the research or a set of elements that the researcher focuses upon and for which the results obtained can be generalised.

Polit (1991: 645) defines sample as a subgroup of the total population, specifically those individuals chosen from the population that will be involved in an experiment or are to be respondents in a survey. The department of Public works in Limpopo has more than 3000 employees, while the Makhuduthamaga Local Municipality has more than 100 employees. Above all, the EPWP projects are undertaken in all wards of the municipality, a result data was only obtained from the planned sampling. Obtaining information from a sample is often more practical and accurate than obtaining same information from an entire universe of population (Struwing & Stead, 2003: 109).

The elements in these proposals refer to an estimated number of 196 participants, the number includes the local ward councillors, officials directly responsible for coordinating activities of the Expanded Public Works Projects in the Provincial Departments of Public Works, officials in the Makhuduthamaga Local Municipality and local communities which are affected by the implementation of the EPWP projects and such communities are categorised in terms of youth, middle age and adulthood and participants in the infrastructure and social sector of the Expanded Public Works Programme.

### **3.8 Sample size and selection methods**

Sampling is a process of selecting a portion of the population to represent the entire population (Polit & Hunger 1991:654). It is a subset of measurement drawn from a population in which a researcher is interested. The sample used in this study includes employees occupying a position of two out of five General Managers, five out of fifteen Senior Managers at the Department of Public Works, three technical advisors from International Labour Organisation (ILO) deployed at the Department of Public Works in Limpopo, nine officials from the Makhuduthamaga Local Municipality and 150 participants drawn from various projects in the Makhuduthamaga Local Municipality. It will include 90

participants from infrastructure and 86 participants from social sector, and therefore the whole sample ended up being 196. Different categories of persons were sampled in terms of age, Gender and occupation.

Sampling refers to a selection from the population in order to identify the elements or people to be included in the research (White, 2004:51). Sample is individually selected from a large group of persons called population (Macmillan & Schumacher, 1993 54). The researcher chose Makhuduthamaga Local Municipality as a case study because it represents some of the rural areas in Limpopo Province, South Africa. The main sample consisted of hundred and eighty Expanded Public Works Programme (EPWP) workers, ninety seven from social sector (Home Based Carers) and eighty three from infrastructure sector (Municipal and Departmental projects) and Limpopo Provincial Department of Public Works officials responsible for implementation of Expanded Public Works Programme (EPWP). The sample population can be described as women and men between ages of twenty five and fifty years.

The sample population was stratified into two distinct groups, one group that was linked to social sector EPWP projects (Home Based Carers) and the other was linked to infrastructure sector (Municipal and Departmental projects).

### **3.9 Data Collection methods**

For the purpose of this study, a questionnaire was used to collect data. According to Polit and Hunger (1991: 193), a questionnaire is a tool of gathering self report information from the respondents about the attitudes, knowledge, beliefs and feelings. The required data was collected through the use of 196 questionnaires. They were important in collecting information about the subject matter, as original information was obtained from the officials of the Department of Public Works, Makhuduthamaga Local Municipality and affected participants in the identified EPWP projects.

Open ended questionnaires were distributed to the 9 municipal officials, 7 Department of Public Works senior officials, and 180 EPWP participants .A period of a month was allocated to respondents to have completed the questionnaire. The researcher administered the questionnaires himself.

The questionnaires were designed to incorporate aspects of the literature reviewed. As a result, the aspects included in Section A were mainly based on the Expanded Public Works Programme. Section A, B and C had unstructured questions while, Section D had structured questions.

### **3.10 Administration of questionnaires**

The researcher identified two EPWP projects in the Makhuduthamaga Local Municipality, two technical advisors from International Labour Organisation (ILO), nine officials in both the municipality and seven the Provincial Department of Public Works and subsequently distributed questionnaires to them. The researcher administered questionnaires from Public Works regional office in Lebowakgomo.

### **3.11 Data Analysis**

The study aimed to highlight the voice and the experience of EPWP workers and officials in implementing the EPWP programme. The collection process aimed at collecting data to understand how EPWP programme addressed poverty alleviation and skills development.

The researcher began the analysis of Makhuduthamaga Local Municipality EPWP programme's poverty alleviation, job creation and skills development programme by presenting data gathered through questionnaires and focus group interviews. Responses from participants were compared in terms of similarities and differences were presented as themes. Themes across all sections were compared and grouped in terms of similarities and differences to reflect categories of themes. The relationships between categories of themes were allowed for identification of concepts. The analysis of the study was constructed through describing relationship between concepts that emerged. The conclusion produced an explanation of implementation of EPWP's poverty alleviation, job creation and skills development programme.

### **3.12 Conclusion**

In this chapter the researcher presented the methodology for the study, in which it involved the use of qualitative methods such as semi structured focus group interviews and

individual interviews. The researcher administered five focus group interviews with the top management of the Limpopo Provincial Department of Public Works, Makhuduthamaga Local Municipality, and workers at Expanded Public Works projects, supervisors and three International Labour Organisation officials based at the Limpopo Provincial Department of Public Works. The participants of this study were purposively selected to draw in the information for the study.

Chapter 4 deals with the research findings.

## CHAPTER 4

### RESEARCH FINDINGS

#### 4.1 Introduction

The aim of the study was to determine the implementation of the Expanded Public Works Programme in the Makhuduthamaga Local Municipality. Its main objectives were to assess its impact on reducing poverty, creating employment, imparting of skills on participants, the criteria used to employ workers on Makhuduthamaga Expanded Public Works Programme and to find out on the challenges in the implementation of the Expanded Public Works Programme in the Makhuduthamaga Local Municipality. The purpose of this chapter is to present the empirical data obtained from individual interviews and focus group interviews.

The researcher conducted interviews with:

- ✓ Five senior management of the Limpopo Department of Public Works.
- ✓ Seven officials of the Makhuduthamaga Local Municipality.
- ✓ Sixty seven members of Mohlarekoma Home Based Care
- ✓ Fifty eight members of Maserumule Park Home Based Care
- ✓ Fifty nine members of Infrastructure Project at Molebeledi implemented by the Makhuduthamaga Local Municipality.

The researcher was interested in knowing their views on the impact Expanded Public Works Programme on creation of employment, imparting of skills and reducing of poverty in the Makhuduthamaga Local Municipality.

#### 4.2 Presentation of findings

The findings of this study were presented and organized under the following heading:

- ✓ Profile of participants
- ✓ Training of participants

- ✓ Building of partnerships
- ✓ General understanding of EPWP
- ✓ Poverty alleviation and job creation
- ✓ Criteria used to employ labour
- ✓ Duration of the project
- ✓ Contribution of EPWP on skills development
- ✓ Challenges experienced in the implementation of EPWP at Makhuduthamaga Local Municipality.

#### 4.2.1 Demographic Profile of Participants

The demographic profile reflects the personal information of participants. It was further noted in the study that information was obtained from participants who are employees of the Provincial Department of Public Works, officials from the municipality, and those that are participating in the Expanded Public Works Programme projects around the Makhuduthamaga Local Municipality, together with the external technical advisors from the International Labour Organisation (ILO). The demographic profile in the study considered gender, age, qualification, experience, training and occupation.

*Table 4.1: Gender of participants interviewed*

<b>Female</b>	<b>164</b>
<b>Male</b>	<b>32</b>

During data collection, 196 questionnaires were completed and returned. Representation of gender was also taken into account. Participation of the respondents in the study was assessed in terms of gender (Table 1). It is recorded in the above figure that 96 percent of female participants responded, compared to 16 percent of males. It is important to note that the majority of people who got attracted to participate in Expanded Public Works Programme projects are females, mainly because many families in Makhuduthamaga Local Municipality are female headed. It is also important to note that the effect of migrant labour,



whereby males migrate to urban areas to look for employment, as a result females will automatically benefit in numbers on local projects like EPWP.

*Table 4.2: Age distribution of participants*

<b>Age range</b>	<b>Number</b>
21 – 35	104
36 – 45	79
46 – 55	11
56 – 65	0

As the study is investigating the efficacy of Expanded Public Works Programme to alleviate poverty through job creation and skills development, age plays an important role, as all respondents must be of working age. This is because of the South African Labour Law which views child labour as an offence. Therefore it is important to investigate the age of participants in order to determine maturity and experience. Table 5.2 represents the age levels of respondents who participated in the study. It is evident that 196 represented quite a heterogeneous large number of participants derived from age category of 21-35.

The above table represents a Matrix of age; gender of the officials of the Makhuduthamaga Local Municipality, officials of the Provincial Department of Public Works and those who are employed in the Expanded Public Works Programme projects.

Of the 32 males, 16 percent of those who responded to the questionnaires is derived from the age bracket of 21-35, and 40 percent is derived from the age bracket of 35-45, whilst 16 percent is from the age bracket of 46-55.

With regard to female respondents, table 5.1 shows that 164 of the 196 respondents, represent 84 per cent of females who responded to the questionnaire. These females ranged from the age bracket of 21-35, whilst 40 percent of female participants were from the age bracket of 35-45, and 5 percent were from the age bracket of 46-55.

*Table 4.3: Marital status of participants*

<b>Married</b>	79
<b>Single</b>	115
<b>Divorced</b>	0

The study revealed that 115 of the people interviewed were single parents, which represents 59 per cent. 41 percent of the respondents were married. 39 of the respondents represented 20 percent of whose partners are unemployed.

*Table 4.4: Qualification of participants*

<b>Matric</b>	35
<b>Diploma/Degree</b>	21
<b>Honours/B Tec</b>	0
<b>Masters</b>	03
<b>PHD</b>	0
<b>Non Matric</b>	135

Table 5.4 above shows the education levels or qualifications of participants. Respondents were grouped in accordance with different qualifications they possess. This is done to determine which is the highest and the lowest level of qualification amongst the respondents. The table shows that participants with non-matric qualification top the list, which makes up to 69 per cent, while those with degree or diploma make up the 11 per cent. The 2 per cent goes to those with masters' qualifications. This indicates that the study was undertaken in an area where there is a high level of illiteracy, with only 17 percent having a matric qualification.

### **4.3 Training**

The participants were asked if they received training during the implementation of EPWP projects. They were asked to indicate by means of Yes or No.

*Table 4.5: Training during the implementation of EPWP projects*

164	No
8	Yes
10	Not sure
12	Quite

It is important to note that labour intensity is the best way to create employment opportunities for a large number of people. It is thus recommended that skills training should be invested on each of the beneficiaries of the programme.

The study revealed that only 15.7 percent of participants received training during the programme, whilst 83 per cent of participants' contracts expired without receiving the necessary training has been completed. As a result they remain unemployable after the Expanded Public Works Programme.

#### 4.4 Duration of the employment

<b>Sector</b>	<b>4 Months</b>	<b>6 Months</b>	<b>8 Months</b>	<b>12 Months and More</b>
Infrastructure	49	3	7	Non
Social	Non	8	19	98

Interviews with participants of the Makhuduthamaga Local Municipality EPWP revealed that participants worked for different periods. It was 98 participants from the social sector who indicated that they worked for a full three years, while those in the infrastructure sector indicated that they worked for a period less than eight months, as the duration depends on the completion of the project.

In light of the findings, the duration of the infrastructure projects of the Expanded Public Works Programme, should be longer than three months. This is because according to international best practice as explored in chapter 2, the length of employment offered is critical in enabling the unemployed to be employable. Given South Africa's structural unemployment and poverty, the duration of employment should at least be 18 months to give participants time to develop skills.

#### 4.5 Employment after exiting the programme

Sector	YES	NO
Infrastructure	0	59
Social	27	97

The research revealed that there were no benefits to those who participated on the programme, particularly those under the infrastructure sector, as they were not employable due to lack of skill.

#### 4.6 Involvement in the Expanded Public Works Programme

The research revealed that ward councilors and their committees are involved in the projects. They are involved in assisting during the selection of employees to the programme, this is mainly in the infrastructure projects. This implies that the ward councilor is involved in developing strategies of employing people.

The researcher was also interested in finding out whether people who were not employed in the projects were involved in any way or the other. The results revealed that they were not involved in the project.

#### 4.7 Criteria used to employ people in the EPWP projects.

The other aim of the study was to find out on the criteria used to employ people in the EPWP. The following discussion will focus on these criteria.

##### ***a. Unemployment***

The results revealed that the employment of people was based on giving preference to the unemployed people. This was supported by a comment from a local ward councilor: Unemployed people were targeted first for employment in the programme. This was also supported by other members of the community. Based on the findings of the study, the researcher can argue that people with no source of income were considered for first employment in the Makhuduthamaga Local Municipality EPWP.

### ***b. Local community***

The research revealed that participants were employed on the basis of being a resident of the affected community. The ward councilor indicated that first preferences are given to those who are residents in the community where the project is taking place. This means employment on EPWP projects is not open to all residents of the Makhuduthamaga Local Municipality.

#### **4.8 Satisfied with the Selection of Participants to EPWP projects**

<b>Sector</b>	<b>Yes</b>	<b>No</b>
<b>Infrastructure</b>	<b>59</b>	<b>0</b>
<b>Social</b>	<b>125</b>	<b>0</b>

The study revealed that the selection of participants was not free and open to all residents of Makhuduthamaga Local Municipality, but only limited to villages where project are taking place. It was revealed that the selection was based on pieces of papers written yes or no. This means that if you picked yes, you are employed .But if you picked no, you are not employed.

The comment from the local ward councilor, one member of the ward committee and those who were not employed indicated that they shared a similar understanding with regard to the method of employing people. The study revealed that people were satisfied with the method of selecting employees in the Makhuduthamaga Local Municipality EPWP projects. This reveals that the process of selection was fair and open. One indicated that '*I was not employed because I was not lucky*'.

#### **4.9 What are the challenges of the Expanded Public Works Programme?**

The aim of the question was to ascertain whether there are some factors impeding the success of the programme. The question revealed numerous challenges with the implementation of Expanded Public Works Programme.

	<b>Poor</b>	<b>Good</b>	<b>Excellent</b>
Coordination	11	1	0
Technical Skills	12	0	0
Training	8	4	0

The interviews with both the Department of Public Works and Makhuduthamaga Local Municipality officials revealed that the main challenges of the infrastructure sector of the EPWP include coordination across the spheres of government, low technical skills at local government level, lack of funding for training and high staff turnover at Makhuduthamaga Local Municipality.

#### **4.10 Are the unemployed becoming more employable?**

The aim of the question was to make an assessment on the perceptions on the appropriateness of the implementation of Expanded Public Works Programme for making unemployed more employable.

	<b>Yes</b>	<b>No</b>
<b>Infrastructure Sector</b>	0	12
<b>Social Sector</b>	11	4

The interview revealed that implementation aspects of the Infrastructure sector of the EPWP are not appropriate for making unemployed people more employable. However those in the social sector revealed that the implementation aspects of the social sector are making unemployed people more employable. One respondent from Maserumule Park Home based Care indicated that five people from their group have been absorbed as auxiliary nurses at different clinics in the area, whilst seven people were absorbed from Mohlarekoma Home Based Care as auxiliary nurses at St Rita's Hospital.

#### **4.11 Are there partnerships with other organizations?**

The aim of the question is to ascertain whether the Limpopo Department of Public Works has partnered with some organizations with the aim of strengthening the implementation of the programme.

The interviews with the senior officials from the Limpopo Department Public Works revealed that do exist with Non Governmental Organizations (NGOs), Community-based organization, International Labour Organization and other state entities. Acting General Manager in Limpopo Department of Public Works indicated that EPWP has partnered with the International Labour Organization (ILO). There are partnerships with NGOs in the non state sectors, community based organizations and state owned enterprises, such as Road Agency Limpopo (RAL).

#### **4.5 Conclusion**

Based on the results of the study, it is evident that the Expanded Public Works Programme had little impact on poverty alleviation and employment creation at the Makhuduthamaga Local Municipality. The general impression from the interviews is that the implementation of the Expanded Public Works Programme is not carried out in accordance with the international best practices as highlighted by the literature review. These results showed poor coordination of the programme, lack of technical expertise at municipal level, lack of training in the infrastructure sector and lack of clear exit strategy. However the results revealed further improvements on the social sector at the Makhuduthamaga Local Municipality.

Chapter 5 deals with the summary and recommendations.

## **CHAPTER 5**

### **Summary and Recommendations**

#### **5.1 Introduction**

The purpose of the chapter is to present the summary and the implications of the study, which one of the purposes was to investigate the implementation of the Expanded Public Works Programme in the Makhuduthamaga Local Municipality.

#### **5.2 Research Findings summary**

This study identified a number of objectives, and the first objective was to explore whether the Expanded Public Works Programme enhance poverty reduction and create employment. The general impression from the interviews was that the maximum period of employment by the programme is between four and six months. As a result its objective of reducing poverty could not be realized due to limited period of employment.

The Expanded Public Works Programme and Codes of Good Practice provides that beneficiaries should receive at least 2 days of training out of 22 days worked. However, in practice it was discovered that the skills provisioning of the programme is not planned in such a way that it will promote employment for participants, as training is mainly focused on safety aspect of the project. It was also discovered that some of employees' contracts expire before they could get the necessary training. The level of skills and labour intensity of construction in the Makhuduthamaga Local Municipality are viewed as a huge challenge that has impeded the success of the infrastructure sector of EPWP in making the unemployed more employable.

The second objective was to identify, design and implementation of best practices from the international case studies of the Public Works Programme. The general impression created was that the EPWP Guidelines and Codes of Practice adhere to the international best practices of design and implementation aspects of PWP. However, in practice most of the international best practices are not carried through in implementation of projects, for example, timing and duration of employment, skills and labour intensity, and exit strategies are not being taken into consideration by the Makhuduthamaga Local Municipality.



The researcher has presented the literature review in Chapter two, which provided a better understanding of literature regarding the design and implementation of EPWP as a response to high unemployment and poverty reduction. This chapter also provided the international best practices on the implementation of the programme.

Chapter three contained the research design of the study, which was conducted by means of qualitative data method and approach. The chapter also identified methods of data collection, as in focus group interviews and in depth individual interviews with local ward councilors and ward committees.

Chapter four presented data analysis. The following categories were identified: profile of participants, training of participants, partnerships with other organizations, general understanding of Expanded Public Works Programme (EPWP), selection criteria used to employ labour, contribution of Expanded Public Works towards skills development and challenges experienced in the implementation of the Expanded Public Works Programme.

### **5.3 Recommendations**

Based on the literature reviewed, there is evidence from the international case studies that Public Works Programme can create employment and reduce the levels of poverty in the country. The following will present recommendations on how to improve the implementation of the Expanded Public Works Programme in the Makhuduthamaga Local Municipality informed by the findings of the study.

#### **5.3.1 Duration of employment**

The study revealed that the duration of projects are not long enough to create lasting impact on the unemployed population. Due to South Africa's structural unemployment challenge, the duration of employment should no longer be dependent on the duration of the project. The duration of employment should be long enough to ensure that beneficiaries acquire adequate training and be accorded an opportunity to practice their skills before exiting the programme. The literature in chapter two showed that the Public Works Programme in India's Maharashtra EGS effectively addressed chronic poverty and provided employment opportunities on an ongoing basis. According to the World Bank (1986), the

recommended duration of employment should be at least 18 months to give participants time to develop skills.

### **5.3.2 Skills development**

The study revealed that 83 percent of participants' contracts expired without receiving the necessary training. It is recommended that the skills training should be invested in and at least for a period of 18 months as recommended by the World Bank in 1986. Without training and skills development, the purpose of the Expanded Public Works Programme cannot be achieved and the challenge of structural unemployment and chronic poverty will remain.

### **5.3.3 Exit strategy**

The study revealed that there is no formalized exit strategy available to participants of the infrastructure sector. The literature shows that without proper exit strategy, the participants will sink back into poverty. It is therefore necessary to emphasise the need for an effective exit strategy that should be incorporated into the programme. For an example if a road is built labour intensively, an opportunity for an exit strategy could be for participants to maintain the road on an on going basis. The strategy could be for the participants to undergo a certain level of training that they can use elsewhere.

### **5.3.4 Integration of plans**

The infrastructure sector of the Expanded Public Works Programmes needs to be more integrated across the national, provincial and local level spheres of government. The study revealed that very little planning takes place among these spheres of government. This is evident as the financial year of national departments is not in line with financial year of local municipalities. It is therefore important to align goals and timelines across the various spheres of government and incorporating proper planning of Expanded Public Works Programme (EPWP) projects will ensure greater success.

### **5.3.5 Building of partnerships**

The study revealed that a lot of ordinary people, even municipal officials, still do not know about the Expanded Public Works Programme. Therefore, partnering with community structures, private sector (such as consulting firms, contractors) will be necessary to build

capacity at the municipal level when implementing projects related to the Expanded Public Works Programme.

### **5.3.6 Political support**

The study revealed that there was a lack of political support of the programme at Makhuduthamaga Local Municipality. It is therefore recommended that political will and leadership at the high level of management is very necessary. The available resources must be directed in a proper manner that will ensure long term benefits to the participants.

### **5.3.7 Establishment of EPWP unit**

While various structures are in place for the management, administration and coordination of other municipal programmes, the study revealed a lack of dedicated section to deal with the Expanded Public Works Programme in Makhuduthamaga Municipality, which impacts on the successful implementation of the programme. It is recommendable that in line with the National Government Institutional Arrangement, the EPWP unit be established in the municipality and be headed by a director.

### **5.3.8 Formation of steering committee (task group)**

A task group consisting of a section 57 employee (Directors) in this case a technical director as the leader, representative from the finance section, Supply Chain Management and a nominated councillor to provide political support to the programme. The responsibilities of the task group will include amongst others the following:

- ✓ Facilitating implementation plans and revising them annually.
- ✓ Set targets for every municipality by the provincial Department of Public works.
- ✓ Include targets in performance contracts of key officials ie Mayors, Municipal Managers, Director of finance and Director of technical.
- ✓ Enforce accountability through performance contracts.
- ✓ Ensure the ongoing achievement of the EPWP objectives across all programmes of the municipality.
- ✓ Facilitate integration of all new EPWP initiatives.

- ✓ Liaise with external stakeholders, including National and Provincial EPWP lead departments.
- ✓ Ensure that information on the extent and impact of the EPWP is communicated to all stakeholders including the ward councillors.
- ✓ Submit progress evaluation reports to EPWP unit of the DPW and LGCG.
- ✓ Identify EPWP projects, set targets and performance standards.
- ✓ Plan sector training and capacity building, which includes identification of training needs and linking training to projects.
- ✓ Identify exit strategies.
- ✓ Establish an effective monitoring and evaluation system for the programme and submit regular reports to the provincial EPWP unit.
- ✓ Determine new initiatives and areas of improvement.

### **5.3.9 Streamlining of procurement and payment procedures**

The municipality should streamline their procurement and payment procedures in order to avoid unnecessary delays in settlement of claims to ensure payments for workers, and success in the execution of the projects in the programme.

### **5.3.10 Mentorship**

The research has noted that there is a lack of mentorship to learners who exit the programme. It is therefore necessary to have mentors who possess sufficient qualifications and proven hands on experience in their trade, in order to further the development of learners after exiting the programme. They should be required to clearly state their staff components to be involved in the actual mentoring and supervision of works, as well as the qualifications and experience of these staff members. In addition the mentors must be familiar or conversant with the overall developmental objectives of the Expanded Public Works Programme. They must strictly perform a supportive role, and their support should be on a declining scale, with inputs diminishing over a period of time.

### **5.3.11 Monitoring and evaluation**

The study revealed that monitoring and evaluation are the responsibilities of the Provincial Department of Public Works, as the overall coordinator of the programme. The department should focus on monitoring and evaluation at the grass roots level. This is to ensure that objectives are met and that the unemployed benefit from the programme.

## **5.5 Conclusion**

Based on the literature and the research undertaken, the researcher concludes that the Public Works Programmes can play a significant role in the alleviation of poverty and create employment in Makhuduthamaga Local Municipality, more importantly because that's where unemployment and chronic poverty are prevalent. However, the Expanded Public Works Programme can be more successful if the implementation aspects are more appropriate and responsive to unemployment and poverty in a more large scale.

The research has made recommendations on how the implementation aspect can be improved. These recommendations are based on international best practices as outlined in the literature review. They have been made so that the Expanded Public Works Programme can effectively contribute towards curbing unemployment and poverty in the Makhuduthamaga Local Municipality by making the unemployed more employable.

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**APPENDIX A**

**INFORMED CONCERNED LETTER**

This survey will be used to full fill the requirement of Masters of Public Administration (MPA) at the University of Limpopo, Turfloop Graduate School of Leadership, Edupark.

The research aims to collect data on the development of skills and job creation by the Expanded Public Works Programme in Makhuduthamaga Municipality. There is no right or wrong answer and there is no direct benefit to your participation but you may discover something about the way in which you make decisions on the implementation of the programme.

The information obtained through this interview will be used solely for this research study and therefore confidentiality in guaranteed. Your name will not appear in any of the data forms used to collect information.

Your participation is therefore voluntary, your are free to withdraw your consent and to discontinue your participation at any time.

**INTERVIEW QUESTIONS**

1. What is EPWP?

Response.....  
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What are the objectives of the EPWP?

Response.....  
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2. Who are supposed to benefit from EPWP?

Response.....  
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3. How are beneficiaries identified?

Response.....  
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4. Who coordinates the programme in the municipality?

Response.....  
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5. Are you aware of EPWP incentive grants, and how is being accessed?

Response.....  
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6. Do you have an implementation plan of the programme?

Response.....  
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7. If yes, who participates in drawing the plan?

Response.....  
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8. Is the programme on council or management agenda? And how often?

Response-----  
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9. Is the programme being budgeted for and how?

Response-----  
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10. According to you, what is the significance of the programme?

Response-----  
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11. How do you report to the Provincial Department of Public Works about the programme?

Response\_\_\_\_\_  
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12. How many people are employed in the programme so far?

Response-----  
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13. How many people received training so far?

Response-----  
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14. How many certificates have been issued?

Response-----  
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15. Does the municipality have exit strategy for those who exit the programme?

Response-----  
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16. In your opinion is the programme having an impact on sustainable job creation and skills development in the Municipality? If not what can be done?

Response-----  
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## APPENDIX B

1. What is EPWP?

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2. What are the objectives of EPWP?

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3. Are you aware of the benefits of EPWP? If yes, list.

Response

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4. How were you employed?

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5. How long were you employed on EPWP project?

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6. Did / are you receiving any training?

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7. How important is EPWP on your conditions of living?

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8. Did/Do you have accounts? List

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9. Did you receive any certificate after the programme?

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10. Are you employed after the programme?

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11. Did you gain any experience during the project?

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12. In your opinion, do you feel employable with the work experience earned during the EPWP?

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## APPENDIX C

1. What is your view on the implementation of EPWP by municipalities in the province?

Response-----  
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2. What are challenges identified on the implementation by Municipalities?

Response\_\_\_\_\_  
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3. In you view are Municipalities in the province doing well on provision of training and job creation?

Response\_\_\_\_\_  
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4. Is monitoring and evaluation done on implementation by municipalities?

Response\_\_\_\_\_  
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5. When last was a comprehensive analysis done performance of municipalities on the implementation of the programme? Please provide brief outcomes/revelations of the analysis

Response \_\_\_\_\_  
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6. How can those challenges be resolved?

Response \_\_\_\_\_  
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7. Is there any working relationship between dept of public works and Department of local government and housing in relation to the programme (EPWP)?

Response \_\_\_\_\_  
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8. What could be the role of Department of local government on the implementation of EPWP at municipal level?

Response \_\_\_\_\_  
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9. Is the department having a working relationship with the construction Education and Training Authority (CETA) on construction capacity development?

Response \_\_\_\_\_  
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## APPENDIX D

### DOCUMENTS

The following documents shall be requested from the Makhuduthamaga Local Municipality to determine their availability and be examined as they are critical to the success of the programme.

	<b>DOCUMENT</b>	<b>Yes</b>	<b>No</b>	<b>Comment</b>
1.	Code of Good Practice and Condition of Work for Special Public Works Programme			
2	Ministerial Determination, Special Public Works Programme, Issued in terms of the Basic Condition of Employments Act of 1997			
3	Government Gazette (Dora 2004 with MIG conditions)			
4	Documents relating to the Labour Intensive Contractor Learnership programme			
5	Guidelines for the implementation of Labour Intensive Infrastructure Projects under the Expanded Public Works programme			
6	Integrated Development Plan of the Municipality			
7	Compiled bid document			
8	Council Minutes and resolutions and agenda			
9	Management resolutions and Agenda			
10	Executive Committee resolutions and Agenda			
11	EPWP performance reports			

12	National skills development strategy			
13	Proof that contractors employed had a supervisor that completed NQF 2 for application of LIC systems and techniques to work activities, Supervisor NQF 4 for implementation of LIC construction systems and techniques and site manager who completed NQF 5 on managing LIC processes			
14	Proof that consultant used have personnel that completed NQF 7 and 5 on managing labour intensive programme and development of labour intensive projects			
15	Proof of municipal staff having completed NQF level 7 and 5 that deals with development and promotion of labour intensive strategies and Management of labour intensive construction programme			