

**AN EVALUATION OF THE EXPANDED
PUBLIC WORKS PROGRAMME IN
SEKHUKHUNE DISTRICT OF LIMPOPO
PROVINCE**

**BY
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Dedication

The study is dedicated to both my mother and my son for giving me courage throughout my studies. To my mother, you played a very important role in my life by teaching me good morals and values, and bringing me up the Christian way. I always succeeded in my studies because the God you taught me is always with me. To my son, you were always concerned about my progress and gave me support at all times, I always had it in mind that I owe it to you.

Declaration

I, Majwe Daniel Ramaepadi, declare that this work was done by me and was never submitted to any institution before.

Signature.....
Date.....07.08.2008

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ACRONYMS

ANC	African National Congress
BEE	Black Economic Empowerment
CCMA	Commission for Conciliation, Mediation and Arbitration
CETA	Construction Education and Training
CIDB	Constructors Industry Development Board
COSATU	Congress of South African Trade Unions
CSU	Central Support Unit
DEAT	Department of Environmental Affairs and Tourism
DL	Department of Labour
DPLG	Department of Provincial and Local Government
DPW	Department of Public Works
ECD	Early Childhood Development
EII	Employment Intensive Investment
EPWP	Expanded Public Works Programme
GDS	Growth and Development Summit
GEAR	Growth Employment and Redistribution
HCBC	Home Community Based Care
HWDETA	Health and Welfare Sector Education Authority
IDP	Integrated Development Plan
ILO	International Labour Organisation
LED	Local Economic Development
MIG	Municipality Infrastructure Grant
NEDLAC	National Economic Development and Labour Council
NEF	National Economic Forum
NMC	National Manpower Commission
PAP	Poverty Alleviation Programme
PMU	Programme Management Unit
PWP	Public Works Programme
RDP	Reconstruction and Development Programme
SMME	Small and Medium Enterprise

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CHAPTER 1

BACKGROUND OF THE STUDY

1.1. Introduction

The aim of the government, with regard to the labour intensive projects, is to address the problem of unemployment, increase economic growth, improve skills levels through education and training and improving the enabling environment for industry to flourish. The Expanded Public Works Programmes (EPWP) have been identified in the infrastructure, environmental and economic sectors. It is in the infrastructure sector where the labour intensive projects are practicable. The infrastructure sector creates additional work opportunities through the introduction of labour intensive construction methods.

The magnitude of South Africa's unemployment crisis is such that by September 2006, 4,6million people were unemployed. The Greater Sekhukhune District Municipality is one of the poorest districts in South Africa found in Limpopo Province. Limpopo is predominantly rural with a high rate of unemployment (Dept. of Public Works, 2006:1). There are few factories and companies in the Greater Sekhukhune District Municipality, as a result, many people are without jobs. The area is dominated by draught and thus commercial farming is almost impossible. In his public address speech in 2003, the President of South Africa declared the Sekhukhune District a nodal point of poverty, and the programmes were designed to address the problem in the Sekhukhune District.

manual

The government came up with the Expanded Public Works Programmes to address the unemployment problem in the Greater Sekhukhune District Municipality. The main aim of the EPWP in the infrastructure sector is labour intensive in which case the use of manual labour is preferred as opposed to the use of heavy machinery. The use of labour will give more people jobs and thus the level of unemployment will be reduced (Dept. of Public Works,2000: 5). South Africa has a population of 42 million living in

poverty (McCORD,2004: 3). With the introduction of Expanded Public Works Programmes, the government aims to provide between 100,000 and 200,000 short term jobs each year.

The labour intensive projects are projects the government has put in place for a short to medium term so as to alleviate and reduce unemployment. The government put the projects in place through the Expanded Public Works Programmes. The Expanded Public Works Programmes will achieve their aim through the provision of job opportunities coupled with training.

Labour intensive projects involve the use of an appropriate mixture of manual labour and machines, with a preference for labour, where it can be technically and economically feasible, without compromising the quality of the product. The Sekhukhune District is one of the under- developed districts in terms of infrastructure. In order to develop the district, a number of labour intensive projects need to be put in place. The level of unemployment is also very high in the Sekhukhune District. The needs for labour intensive projects is relevant in the district as it will give people work and, as a result, poverty will be reduced.

The infrastructure programme focuses on creating employment through civil works projects, employing labour intensive methods of construction. Approximately 37,000 km of roads, 31,000 km of pipelines, 15000 km of storm water drains and 150km of urban sidewalks will be constructed. This will result in 750,000 employment opportunities for the targeted unemployed people in the areas where the projects take place. The average duration of these projects is four months, and this translates into 250,000 person year of employment (Kirby,2006:1). All workers employed on these projects will receive training funded by the Department of Labour.

According to Kirby (2006:1), the economic sector learnership programme aims to include 3,000 unemployed people in entrepreneurship learnership over the next five years. It is estimated that each micro-enterprise established will employ an additional

three people. The learnership programme will help aspiring entrepreneurs to develop the skills and experience needed to set up micro business. In the environmental sector, approximately 201 703 jobs will be created through programmes such as Land Care Programme, the Coastal Care Programme, the Sustainable Land Based Livelihoods Projects, the Cleaning Up Programme, Growing a Tourism Economy Programme, Working For Water, the Wetlands Projects and the Fire Programme.

The programme will result in the clearing of alien vegetation from 200,000 hectares of land, rehabilitating of 40 wetlands, creating 20 fire protection associations, clean up to 700 kilometres of coast, rehabilitation of 10.000 hectares of land, creation of 32 waste management programmes and creation of 150 historical and community tourism projects. In social development programme, two programmes have been earmarked for the EPWP, namely, The Home Community Based Care (HCBC) and the Early Childhood Development (ECD) (Dept of Public Works;2006: 2).

The Home Community Based Care aims to create 122,240 work opportunities: 17,400 of which will be through the learnerships over five years, through a three-pronged programme in partnership with the Health and Welfare Sector Education Authority (HWDETA; 2005: 3). The Early Childhood Development Programme aims to develop skills amongst 19,800 childcare practitioners over a period of five years, thereby increasing their capacity to generate an income and at the same time improve the care and learning environment of our children.

Many countries in the Southern Africa are the developing countries of the world; widespread of poverty is linked to landlessness and unemployment. Two possible responses to such poverty are, namely, employment guarantee or public works programmes and cash transfers through a minimum income programme might perversely be more viable politically and effective more broadly in terms of poverty alleviation.

The need for development of technical manuals was identified by the International

labour Organisation (ILO) during the training of emerging contractors involved in the labour based upgrading of existing rural roads in Limpopo. Limpopo is dominantly rural, with most of the roads being gravel roads and most of the villages are not easily accessible. The implementation of the labour intensive projects will create more jobs to local people who will, at the same time, reduce poverty (Dept.of Labour; 2006:1).

According to the Dept of Public Works (2006: 2), the technical manuals prepared for the implementation of EPWP are intended to assist emerging contract construction processes of labour intensive projects and have not been designed to satisfy training requirement associated with the CETA accreditation process associated with the EPWP. The set manual is based on experience from the Gundo Lashu project implemented by the Road Agency Limpopo, technical assistance from the ILO, and the relevant Best Practice Guidelines of the Constructors Industry Development (CIDB), which serves as a guide on the labour based methods and technologies for employment for labour intensive works.

The Dept of Public Works(2006: 4) states that as the government's flagship job creation project, EPWP will see between R15 million and R 20 million pumped into South Africa's economy over the next five years after it has officially been launched. The EPWP programme launched at Sikhunyane Village in Limpopo by the President aims to employ a million people by 2010.

1.2. Statement of the problem

The problem with the labour oriented EPWP is that money earned by workers is not enough for the households to meet their basic needs. What the participants get is far below what they need to support their families. The Expanded Public Works Programme is not aimed at giving people permanent jobs, but it aims at giving some form of relief for some time, and during that period the participants should learn some skills to sell on the open market in future for survival. There is a management problem in the Department of Road and Transport, namely, training programmes are not properly administered, as result, workers mistakenly take the programme to be a full time job opportunity.

1.3. Motivation of the study

The present researcher was motivated by the fact that he is aware of the poverty prevalent in the Greater Sekhukhune District Municipality. Many households in this municipality live without monthly income. It is difficult for any a family to survive without income. A lot of money has been allocated for infrastructure projects annually, but very little has since been done. It has been realised that a lot of labour intensive projects are planned for, but many of them are never put in place. According to available statistics, Limpopo is one of the provinces in South Africa with a high rate of unemployment. Therefore the implementation of the labour intensive projects by the Expanded Public Works Programmes, the Greater Sekhukhune District Municipality is trying to reduce the high rate of unemployment.

1.4. Aim of the study

The main aim of the study was to evaluate the extent to which labour intensive projects put in place by the Department of Roads and Transport managed to reduce poverty within the Greater Sekhukhune District Municipality.

1.5. Objectives

1. To identify problems faced by workers in the labour intensive projects;
2. To establish problems faced by the management of labour intensive projects;
3. To establish if whether the material benefit received by workers does help in reducing poverty in the households; and
4. To recommend strategies on how to improve the performance of EPWP in the Sekhukhune District.

1.6. Research questions

- i. What are EPWP programmes?
- ii. Why were they introduced in the district?
- iii. How are they set up and managed?

iv. What is the involvement and participation of the community in the design, implementation, monitoring and evaluation of the programme?

v. How has the programme performed in terms of:

- Job creation;
- Generation of sustainable income/ livelihoods for the community;
- Skill development; and
- Alleviation of poverty?

vi. What challenges does the community face with regard to this programme?

vii. What strategies are necessary to enhance the performance of the programme and maximise benefit to the community?

1.7. Significance of study

Marshall & Rossman (1995:23) state that the significance of the study is about convincing the reader that the study is significant and should be conducted, entails building an argument that links the research to larger important theoretical problems, social policy issues or concert of practice.

The provincial government will use the results of this study when planning the Expanded Public Works Programmes so as to alleviate poverty in the province. With the help of the results of this study, the success and failure of the EPWP can be measured. The provincial government may use the results of this study to develop policies to implement the Expanded Public Works Programme. The results of this study may also be of help to the provincial government in budgeting and controlling finances to run the EPWP. The institutions of higher learning may also benefit from this study as students may refer to this study in future when doing research for further studies. The results of this study may benefit the Sekhukhune District in the management of the EPWP, in that with the results of this study the Code of Good Practice will be respected.

The country as a whole will benefit from the results of this study. The EPWP was launched by the president in February 2003 and it aimed at reducing unemployment rate in the country. The results of this study will help the management improve the skills

in the management of the programme, and more projects will be put in place and, as such, more work opportunities will be created and poverty will be reduced.

1.8. Definition of concepts

Dubin (1969: 27) introduces the word *concepts* by stating that this refers to those aspects of the world that constitute the subject matter of a given scientific discipline, terms must be available. These are terms designating the things about which a science tries to make sense are its concepts.

1.8.1. Basic needs

Basic needs include minimum nutritional requirements, clothing, shelter, health care, education, transport communication, employment opportunities, and participation in the decisions that are likely to affect their livelihoods (RSA: 2000, 208) *Basic needs*, in this study refers to what households need in order for them to survive it may refer to things like food, clothes, houses, clinics or hospitals roads and transport, access to information and opportunities to work.

1.8.2. Household

Mohr (1997: 47) describes *household* as all people who live together and who make joint economic decisions or who are subjected to others who make decisions for them. A household can consist of an individual, a family or any group of people who have a joint income and take decisions together.

A *household* is a social unit of closely connected members constituting a family. A *household* may hold and represent more than one family. A *household*, as concept, is therefore greater than a family. In this study a household used to mean a group of people living together in the same house sharing the same utilities.

1.8.3. Income

Income is the reward earned in the production process. Natural resources, labour,

capital and entrepreneurship are rewarded in the form of rent, wages and salaries, interest and profit (Mohr, 1997:356). The study refers to money earned by people working in the EPWP projects as *income*.

1.8.4. Performance

According to Hugo (1995:33), *performance* refers to the relative output of public entities not necessarily in monetary terms. The argument has prevailed that performance in the public sector cannot be measured as in the private sector, where profit margins serve as indicators of performance.

1.8.5. Evaluation

Suchman (1967: 7) *evaluation* means the general process of weighing or assessing the value of something. In this envisaged study, the term will be used to weigh the value of the labour intensive projects on the lives of people involved in them. At the same time, the term is used to assess the success of the labour intensive projects

1.8.6. Labour intensive

RSA (2000:1) holds that *Labour intensive* refers to methods of construction involving a mix of machines and labour, where labour utilising hand, tools, and light plant and equipment are preferred to the use of heavy machines, where technically and economically feasible, on the basis of the experience and context of high levels of unemployment.

1.8.7. Projects

Burke (1999: 1) views a *project* as any task consisting of a series of related activities that, when completed within a specific time scale, meets one or more predetermined objectives. A project has specific targets and objectives, it has a definite start and finish time, and has particular specifications.

1.8.8. Project management

According to Kruger (2001: 3) *project management* is the application of knowledge, skills, tools and techniques to project activities in order to meet stakeholders' needs and expectations. With the well-managed projects, many of the poor people in the Greater Sekhukhune District will receive jobs, coupled with training and, as a result, poverty will be reduced.

1.8.9. Project life cycles

Bischoff (2004: 15) says that *project life cycles* generally define when a project should start and end; how many phases a project should entail; what technical work should be done in each phase; who should be involved in each phase, how long each phase should last; what happens if the phase cannot be completed as planned; whether project phases can overlap; what outcomes, project deliveries or products are expected at the end of the project phase; and whether these phase outcomes are aimed at achieving project goals.

1.8.10. Tender procedure

Schwella (1996: 145) states that the aim of calling for tenders is to avoid irregularities by finding goods and services in an agreed upon manner or by concluding a formal contract for a specific period with a specific contractor or contractors for delivery over an agreed upon time.

1.8.12. Poverty reduction

Parnell(2005:61) defines *poverty reduction*, as programmes that are rolled out at a scale that will make a dent in poverty problem and that can be sustained through time.

1.8.13. Sustainable development

Fitzgerald; (1997: 3) says *sustainable development* means moving beyond a narrow, albeit important concern with economic growth per se, to considerations relating to the quality of that growth. That is ensuring that people's basic needs are being met; that the

resource base is conserved, that there is a sustainable population level; that environment and cross sectoral concerns are integrated into decision making processes; and that communities are empowered. Sustainable development is concerned with improving the overall quality of life as well as satisfying human needs.

1.9. Programme of the study

The study intended to find out whether the expanded public works projects that were implemented in the Greater Sekhukhune District of Limpopo managed to reduce poverty in the district. The project was implemented in Sekhukhune District as one of the ways of reducing poverty, because the district was declared one of the poorest districts in Limpopo Province.

Chapter 1 intended to give the background of the study; Chapter 2 intended to discuss the literature review; Chapter 3 discussed the Research Methodology; Chapter 4 discussed Data Analysis and Interpretation; and Chapter 5 discussed Summary of Findings, Recommendations and Conclusion.

Chapter 2

Literature review

2.1. Introduction

EPWP is one of the South African government's short to medium term programmes aimed at the provision of additional work opportunities coupled with training (Dept. Public Works, 2006:1). It is a national programme covering all spheres of government and state-owned enterprises. The South African President formally announced the programme in his State of the Nation Address in February 2003. The Expanded Public Works Programmes is one of the government strategies aimed at addressing unemployment.

The Dept. of Public Works (2000:2) explains that EPWP is a nation-wide programme covering all spheres of government and state-owned enterprises that aim to draw significant numbers of unemployed people into productive work, accompanied by training, so as to increase their capacity to earn an income.

The EPWP is an important means of providing exposure to the world of work in a context where a very high proportion of the unemployed has never worked. 16-34 years age groups constitute the youth category in terms of the Youth Commission's definition that reports that 70% of which never worked. However, EPWP will not solve the structural unemployment problem. But it is merely one element within a broader government strategy to reduce poverty through the alleviation and reduction of unemployment. EPWP focuses on four sectors, namely, infrastructure, economic, environmental and social development.

Expanded Public Works Programme is not only a South African strategy, many countries of the world in and outside Africa do implement EPWP. Some of the African countries implementing EPWP are, namely, Zambia, Kenya and Ethiopia. The development of most of the African states was delayed by the colonial occupation, as a result, most of them are still under-developed and EPWP aims at speeding up the

development process.

2.2. Origin of EPWP in South Africa

The African National Congress resolved that there should be a large-scale expansion of the use of labour-intensive construction methods so as to alleviate unemployment and to address the backlogs of infrastructure in the previously disadvantaged areas (Phillips,2004:1). In June 2003, the Growth and Development Summit (GDS) resulted in the agreement on a number of interventions that aimed at reducing household poverty and vulnerability, including public investment initiatives; sector partnerships and strategies; local procurement; small enterprise promotion; support for cooperatives; and Expanded Public Works Programmes. The GDS agreement states that EPWP can provide poverty and income relief through temporary works for the unemployed to carry out socially useful activities. The EPWP will be designed to equip participants with training and work experience, which should enhance their ability to earn a living in future.

The president of South Africa had a great contribution in the introduction of the EPWP in South Africa (Dept. public works,2006:1). In his State of National Speech in February 2003, the President stated that the EPWP should be launched. The programme will draw a significant number of the unemployed into productive work and the workers will gain skills that would enable them to get jobs in future. In February 2004, the President announced in his State of the Nation Address that the programme would create at least one million work opportunities in its first five years.

Development delay due to the imbalances of the apartheid regime contributed to the introduction of the EPWP in South Africa. Knight (2003: 1) states that, since the early days of Colonial rule, poverty and unemployment have been much higher in South African black colour. According to the South African government's National Report on Social Development, 1995-2000, 61% of Africans are classified as poor, compared to just 1% of whites. The unemployment rate for Africans is 42, 5%, compared to 4.6% for whites. The Congress of South African Trade Unions (COSATU) noted that while

Africans make up 76% of the population, their share of income amounts to only 29% of the total whites, who make up less than 13 % of the population, take away 58.5% of total income.

In 1994, when the government of national unity, led by the African National Congress, took power, it inherited a country of gross inequalities with high unemployment. While significant progress has been made in education and health care, poverty continues to be widespread, income disparities remain, unemployment is still high and many people lack necessities. The basic macro-economic policy of South African government known as Growth Employment and Redistribution (GEAR) plan, and the basic social development policy, the Reconstruction and Development Programme (RDP), are meant to address such needs as housing, land, health and education services.

According to the Department of public works (2006:1), the minister of Public Work Stella Siggau, at the parliamentary Media briefing of 12 September 2003, stated the department is developing an empowerment credit system, which is strongly based on the BEE framework and the empowerment scorecard. The system will monitor actual performance of contractors and consultants on contracts. Credits will be given to contractors and consultants, based on actual performance rather than on the promises that were traditionally made when tendering. Contributions that will be recognised for purposes of this system will include BEE; empowerment of women; youth and disabled; community development; learnership; and bursaries.

The Integrated Sustainable Rural Development Strategy calls for the coordination and integration of programmes by various spheres of government and other stakeholders so as to maximise the development of rural communities. The core principles include the promotion of participatory development in an integrated manner by ensuring that decision making involves local communities and all three spheres of government. The values of the constitution and the principles of Batho-Pele, the integration of various governmental rural development initiatives develop the capacity of local government to help the rural poor, women, youth and the disabled.

The Department of Environmental Affairs and Tourism (2004:53) states that 63% funding was received from DEAT which significantly expanded the programme's reach into new catchments and rehabilitation sites. It also allowed the programme to increase the number of workers employed, thereby contributing further to the employment creation and skills development objectives of the EPWP. The programme's 43 rehabilitation projects aimed at improving the ecological functions of the target wetlands. The concept of offsite mitigation is new in South Africa, but has been applied for years in other countries as a tool to offset the loss of wetlands, working for wetlands implemented the projects in the same way as its projects, thereby generating additional job and training opportunities that were reported to the EPWP. The project is also being treated as a pilot for exploring the desirability and feasibility of adopting offsite mitigation as a more widespread policy option for reducing biodiversity and wetland loss in South Africa.

The programme launched in Limpopo modelled on the Zibambele Programme initiated by the Kwazulu Natal's Department of Transport in 2000. Zibambele maintains the province's rural road network, while providing poor rural households with a regular income. A household working on the Zibambele Programme received R 334 for eight days' work a month, to maintain a length of road to an agreed standard. In 2002/2003, there were approximately 10 000 Zibambele constructors maintaining approximately one third of Kwazulu-Natal's rural road network. The Limpopo government has named its own rural road rehabilitation project, a TshiVenda word "for our victory".

The Dept. of Public Works, (2006: 2) explains that Zibambele Road Maintenance Programme in Kwazulu Natal consists mainly of part-time contractual work, and the contracts are renewed annually. Given the need to keep the key performance indicators as simple as possible so as to ensure that data could be collected in a sustainable way, it is impossible to keep track of individuals obtaining job opportunities on the EPWP. The same person could thus be employed repeatedly. The project had at least created 89 480 gross work opportunities by the end of September 2005. The total wages paid

amounted to at least R 205m. The total number of network opportunities created during the first year of implementation of the EPWP amounted to at least 174 800.

The Expanded Public works Programme was also launched in the Free State Province. The launch rally had the slogan *Mmoho Re a aha*; meaning, together we build. The launch marked the official beginning of the EPWP implementation in the Free State Province. The EPWP is a Nation wide programme that aims at drawing significant numbers of the unemployed into productive work, so that they gain skills while they work and increase their capacity to earn an income. It is one government's programmes aimed at alleviating poverty and reducing unemployment. All government spheres, national, provincial and local and state-owned enterprises, play meaningful respective roles in the EPWP, in a coordinated manner.

The launch was honoured by the Public Works Minister by 29th September 2004. The launch rally was also part of the National Imbizo Focus week (September 24-30. 2004). The content of the year's Imbizo focus week was about government leaders, councillors, premier and MECs', members of parliament and cabinet ministers, interacting with the people about the government's mandate and the programme of action elaborated in the May 2004 State of the National Address. The main anchor projects for the launch were the following:

- Makwane Road: This is a two year project that runs through nine villages; 13 km long and will be constructed by using paving bricks;
- 1000 Rural Houses: Construction of low cost houses along the Makwane Road in Qwaqwa, more than 500 people will be employed during the construction phase. The total cost of the project will be R33 300 000;
- Hydrophobic project. It is about growing seeds up to the stage of transplanting them; and
- Tswaranang Waste Management. A cleaning project that involves removing waste from individual households and taken by Maluti A Phofung Municipality to the landfill site.

The government has together with other social players at the June 2003 Growth and Development Summit, set a national goal of halving poverty and unemployment by the year 2014. A People's Contract has been identified as a key motor force that must drive and inspire the process of achieving this important National Goal. The essence of the whole motion of a People's Contract is about ensuring that development is people driven and centred, both in terms of meeting their social needs and at the same time relying on their energies to drive it. This is what the liberation movement visualised in broad terms at Klipton in 1955 when the Freedom Charter was adopted and asserted that: The People Shall Govern, and it was later elaborated and concretised in the Reconstruction and Development Programme in 1994.

Business Africa (2007:1) argues that R 700m (about \$ 98m) of the total budget has been allocated for the financial year, while R241m (about \$ 33m) has been allocated to the 2010 World Cup hosting municipalities. A total of R 5, 2 bn (about 733m) has been allocated to upgrade the infrastructure of airports. The major challenges are to respond to the achievement of the Accelerated and Shared Growth Initiative for South Africa (i.e. ASGISA), the encouragement of sustainable transport, and the promotion of the Expanded Public Works Programme.

A joint operation between three Free State provincial government departments was launched. The event was the official opening and the hand over of three service delivery projects that fall under the Expanded Public Works Programme (EPWP). The event was held in Smithfield where the three projects are situated. The projects are, namely, the George Lefu Kantee Community Hall, the Mafulatshepe Community Sports Grounds and an access bridge that connects the local township to the Smithfield Town (RSA, 2006: 1). The total expenditure for the access bridge was R 1.2 million, while R 780.000 was spent on the community hall, and R 1.1 million was spent on the sports ground. According to the Project Assessment Report, over 100 labour intensive temporary jobs have been created during the projects construction period. An EPWP project report steered by the Department of Public Works and the Department of Roads and Transport reveals that both men and women of the area partook in the initiative thus gaining skills

and training as the programme was rolled out. The project managed to qualify Small, Medium and Micro Enterprises (SMME) under the framework of the National Qualification Framework.

The Department of Public Works (2006: 2) argues that in November 2006 the president officially opened the community infrastructure projects built to improve the quality of life of the people of the area. It includes an investment of R 7.6 million in the creation of 17 infrastructure projects at Monontsa, Mangaung and Thaba Bosiu. The EPWP is not the only way to achieve government objectives of reducing poverty but it is one of many efforts of reaching its goals. Expanded Public Works Programme emphasises the use of government funds available in the fulfilment of essential services and including infrastructure development, using labour intensive methods, to create as many job opportunities as possible.

The Department of Public Works (2006: 2) argues that some government institutions are beginning to identify opportunities to expand the scope and impact of their existing programmes in line with expectations of the EPWP. The Department of Housing as well as the Department of Minerals and Energy have committed to contributing to the EPWP through construction of civil infrastructure on housing programmes and electrification activities, respectively. The Department of Public Works has taken an example from Gauteng's Zivuseni and Western Cape Saamstaam Programmes to put in place plans to utilise own building maintenance budgets labour-intensively to create more job opportunities.

The government is very wary not to create a welfare society characterised by dependency and limited productivity. The president has repeatedly mentioned that the dignity of any person can only be fully restored by actively engaging them in their own development and progress. People who would actively assist the government as productive partners in nation building, economic transformation and social revitalisation, are important in so far as they place communities in the centre of their own development. Concepts such Vukuzenzele, Vulazakhe, Ilima- Letšema, Masakhane,

Zimbabwe, and others, denote active participation by one and all in the common good of all.

The EPWP projects in the Southern Africa are in line with the aims of the EPWP projects put in place in Limpopo Province and in the Greater Sekhukhune District. They are also in line with the aims of this study. The aim of the study was to see whether or not the implementation of the EPWP reduces unemployment in the Sekhukhune District and whether the reduction of unemployment by EPWP in Greater Sekhukhune does really reduce poverty or it is just a temporary solution to the poverty problem in the Greater Sekhukhune District.

2.3. EPWP in Development

Parnell (2005:53) states that Local Economic Development, public works and poverty relief have been major issues on the urban policy agenda. Internationally, the focus on Local Economic Development (LED) was on stimulating the formal sector and on the growth potential of SMMEs. In South Africa, there was growing attention on the issue of what constitutes pro-poor LED beyond SMMEs. Local Economic Development and Public Works are among the suite of initiatives designed to address the rising levels of urban poverty in the post-apartheid South Africa.

The massive problem of unemployment and jobless growth in South Africa has placed what is known as “second economy” into sharper focus. One of the government’s major initiatives to bridge the jobs gap has been to emphasise the opportunities for public works, not just as low skilled temporary job creation with a focus on infrastructure. The wider interpretation of what is now formally referred to as Extended Public Works Programme (EPWP) draws from, and gives practical meaning to the integrated development literature’s focus on the multiple means and experiences of poverty.

Cape Town city made a commitment to poverty reduction and economic growth as two sides of the coin, in clear contrast to the then GEAR policy of national government that implied growth followed by redistribution. The Economic Development Framework

understands poverty as a multi-dimensional experience and noted the lack of jobs, services and environmental degradation as key aspects of poverty that could be addressed by a developmental state at the city scale.

The Department of Labour; (2006: 1) states that the Construction Industry Development Board has developed best practice to promote national, social and economic objectives, including labour absorption, in the construction industry. The Green Paper on Public Sector Procurement Reform in South Africa (1997) proposed that procurement should facilitate the generation of jobs in South Africa by:

- Ensuring that the foreign content in contracts involving goods, services and work should be minimised;
- Encourage the substitution of labour capital;
- Supporting the use of labour friendly technologies which utilise a higher degree of input than is the case for conventional technologies, or are well suited to implement small scale enterprises; and
- Encourage and develop small scale enterprises to implement employment in practice and labour friendly technologies.

The need for development of technical manuals was identified by the International Labour Organisation (ILO) during the training of emerging contractors involved in the Labour based upgrading of existing rural roads in Limpopo. The technical manuals are intended to assist emerging contractors in construction processes of labour based projects and have not been designed to satisfy the training requirements associated with the CETA accreditation process associated with the EPWP.

2.4. Policy and legislative framework

Like any sphere of operation in life, EPWP also has the policies and legislative framework to operate within. Fitzgerald (1997: 44) states South African's labour relations environment has entered a phase of significant restructuring. However, the pace of change may be less dramatic than many labour relations advocates and practitioners had hoped. By 1995, the Labour Relations Bill had not been enacted,

while the key statutory and governmental institutions engaged in labour market policy formulation and administration, the Department of Labour, the National Economic Development and Labour Council (NEDLAC) and the Commission for Conciliation, Mediation and Arbitration (CCMA) are still in the early stages of institutional formation.

Swanepoel (2002: 114) states that the Reconstruction and Development Programme (RDP) formed the core of the government's development programme. It remains an integrated, coherent socio-economic policy framework that seeks to mobilise the country's people and resources towards the final eradication of apartheid and the building of a democratic, non-racial and non-sexist future. Many proposed strategies and policy programmes are contained in the RDP. They are classified in five categories:

- Meeting basic needs;
- developing the country's human resources;
- Building the economy;
- Democratising the state and society; and
- Implementing the RDP.

Swanepoel (2002: 114) states that in June 1996 the government announced a macro-economic strategy that incorporated its priorities for economic growth, employment and redistribution of income. The long-term vision of GEAR states as follows:

- A competitive fast growing economy that creates sufficient jobs for all work seekers;
- a redistribution of income and opportunities in favour of the poor;
- A society in which sound healthy education and other services are available to all ; and
- An environment in which homes are secure and places of work are productive.

The National Economic Development and Labour Council (NEDLAC) was formed early in 1995 to facilitate cooperation and seek consensus between organised labour, the development constituency and government on economic policy issues

(Barker;1995:188). This statutory body incorporates the National Manpower Commission (NMC) and the National Economic Forum (NEF). It, therefore, took over all the functions of the two bodies and is also the constitutional successor to the NMC. The Minister of Labour is the link between government and the council. The functions of NEDLAC are to reach consensus and make agreements on matters pertaining to social and economic policy, which includes macro-economic policy, labour policy and developmental issues. It will also consider proposed labour legislation as well as significant legislation affecting economic and development policy prior to it being introduced into parliament. It is a statutory body, and the body as well as the secretariat is financed by government.

Barker (1995: 196) states that the International Labour organisation (ILO) has a significant role in the labour issues. The ILO is a tripartite body and its purpose is to promote social justice in the context of the world of work. The ILO adopts conventions and recommendations, which set international standards on labour matters. One of the obligations of members is to submit all conventions that have been adopted by the ILO to an appropriate legislative authority (parliament) within a specific period of time. It is in this sense that the ILO affects the South African labour market. The EPWP implementation was adopted in the South African parliament and, as a result, complies with the stipulations of ILO.

The South African constitution states the right of every person to fair labour practice. On drafting the guidelines for the EPWP, the constitution was consulted so that the people's rights to fair labour practice are not violated (Dept. of Public Works,1996: 10).

The Department of Public Works (2004 6) argues that the guidelines for the Implementation of Labour-Intensive Infrastructure Projects under the Expanded Public Works Programme determine that the Ministerial Determination, Special Public Works Programmes, issued in terms of the Basic Conditions of Employment Act No R63 of 25 January 2002, shall apply to works described in the scope of work as being labour intensive and which are undertaken by unskilled or semi-skilled workers.

Most of the EPWP funding available to municipality projects is not new money, the Municipality Infrastructure Grant (MIG) will supply nearly all the funds for infrastructure. A municipality must use the Integrated Development Plan (IDP) to prioritise projects for EPWP (Kirby, 2006: 2) However they should not reprioritise existing IDP projects. Municipalities must register suitable projects in the MIG system with the MIG Unit of the Department of Provincial and Local Government (DPLG). If approved, the municipality can begin with the project that will be managed by consultants and contractors certified in labour intensive construction by CETA.

2.5. Overview of experiences from other countries

International Labour Organisation, ILO (2006:1) states that Kenya Roads Board presented a proposal on creating awareness amongst Kenyan parliamentarians and other senior decision makers on the socio-economic benefit of using Employment Intensives Investment (EII) approaches in the maintenance and improvement of infrastructure works. The proposal also includes the role and contribution of EII in delivering national development plan and poverty reduction strategies through the creation of decent employment.

In Sudan, labour based projects were started in the North West Sudanese state of North Darfur, under the ILO/UNDP Special Public Works Programme (ILO, 2006:1). SPWP is a multi-sectoral programme covering roads, land development, irrigation, forestry, water and market places. These have continued despite logistic difficulties arising from the project location, recurrent insecurity and insufficient technical resources. The projects are technically supported by the Central Support Unit (CSU) of the Minister of Labour, Public service and Administrative Reform in Khatoum, and managed by a project management unit in El Fasher.

According to McDiarmid (2005:16), poverty constitutes Malawi's primary concern. The government of Malawi (GOM) initiated the Poverty Alleviation Programme (PAP) in 1998, with a view to empowering its population through a direct focus on public works. The project took place following a study issued in 1998, which identified accessibility

and the management of natural resources as key to developing the future of those living in the rural areas. A Programme Management Unit (PMN) was established to implement and manage the PWP. The PMN is responsible for the management, administration and financial control of the project, and supplies all the resources from personnel to capital equipment. One of the key success factors comprises the introduction of clubs in all components. These clubs operate within the components in the following ways: Roads components, forestry components and irrigation components.

The EPWP is the most commonly used programme in many of the African countries. Africa is one of the most underdeveloped continents of the world and the leaders of most of the countries found the EPWP to be the programme that can speed up development in the African countries. Development in Africa was delayed by civil wars that caused destruction to the economy of many of the African countries. Many countries in Africa are implementing EPWP under different names, however, what is common with them is that they are government initiatives created to reduce poverty by creating jobs that are labour intensive so that as many people as possible can get the jobs.

McDiarmid (2005:16) states that poverty constitutes Malawi's primary concern. The government of Malawi, therefore, initiated the Poverty Alleviation Programme in 1998, with a view of empowering its population through a direct focus on public works. In partnership with the European Union, a Public Works Programme (PWP) was formed with the implementation date of April 2001 and later extended to April 2005. The PWP hopes to ameliorate the current economic and socio-economic conditions, as the country holds a per capita gross domestic product of \$US 205 (about R1 200), with 80% of the population living in rural areas, realistically earning less than \$US 100 (about R580) per annum.

2.6. Conclusion

South Africa is one of the developing countries in the Southern Africa, and because of the backlog created by the disparities of the apartheid regime, the country has to double

up the speed in addressing the problem of poverty in the country. To address the problem, the government came up with the EPWP. Phillips (2004: 7) states that the EPWP is a cross-cutting programme to be implemented by all spheres of government and state-owned enterprises. It is defined as a nation-wide programme that will draw a significant number of the unemployed into productive work, so that workers gain skills while they work and thus increase their capacity to earn an income. The objective of the EPWP is to utilise public sector budgets to alleviate unemployment by creating temporary productive employment opportunities coupled with training

Chapter 3

Research Methodology

The purpose of this research method is to provide specific and detailed plans as to how the specific inquiry into the research problem was conducted.

3.1. Research design

The purpose of the study was to conduct an evaluation research through the quantitative design based on fieldwork supplemented with secondary information. According to Babbie (2001:333), evaluation research can, in its simplest sense, be regarded as the process of determining whether or not a social intervention has produced the intended results. The study in this case aimed to see as to whether or not the implementation of the labour intensive projects in the Sekhukhune District managed to reduce unemployment given that the labour intensive projects implies that more human labour will be used as opposed to the use of machines.

Suchman (1967: 7) explains evaluation research as a process of weighing or assessing the value of something. The labour intensive project is something new, it is, therefore, put to a test to see if it is achieving its intended goal of reducing poverty in the Sekhukhune District. Rossi (1987: 8) explains the evaluation research as systematic application of social research procedures for assessing the conceptualisation, design, implementation and utility of social intervention programmes, He further states that evaluators use social research methodologies to judge and improve the ways in which human service policies and programmes are conducted. This study looks into the success or failure of the labour intensive projects, that is, whether their implementation can reduce unemployment, and for how long can they keep people in jobs.

The study was conducted through a summative evaluation. The summative evaluation was conducted to determine whether the programme should be continued or be discontinued. This kind of study is the opposite of formative evaluation, which aims at making the necessary improvements where problems are found.

3.2. Area of study

The study is conducted in the Greater Sekhukhune District. According to RSA (2006:1) the Greater Sekhukhune District Municipality is a cross-border district municipality that occupies the Northern part of Mpumalanga Province and the mid Southern part of Limpopo Province. It consists of 5 local Municipalities, namely: Fetakgomo Local Municipality, Greater Groblersdal Municipality, Greater Marble Hall Municipality, Greater Tubatse Municipality and Makhuduthamaga Local Municipality. The district is geographically situated at 24 31 S 30 19 E.

3.3. Population

Arka (1983: 27) explain *population* as boundaries on the study units. It refers to individuals in the study units. It refers to individuals in the universe who possess specific characteristics. Power (1985: 235) defines *population* as a set of entities in which all the measurements of interest to the practitioner or researcher are represented. There are two fencing projects under the Department of Roads and Transport. The projects are running from Moroke to Burgersfort on R37, which is a distance of 50km, and from Apel Cross to Groblersdal on road D4520, a distance of 120km. There are about 100 people working in both projects.

3.4. Sampling method

The present researcher used the target sampling method, as the random sampling method was impossible for this study. There are two EPWP projects taking place in the Sekhukhune District; the study is conducted on the available projects. Watters (1989: 420) defines *target sample* as a purposeful systematic method by which controlled lists of specified populations within geographical districts are developed and detailed plans are designed to recruit adequate numbers of cases within each of the targets.

A list of names of the respondents was drawn by carefully questioning the community; thirty respondents are used in the investigation, four are from the management; twenty two are from the general labourers; and four from the concerned groups in the communities. Great effort was put into involving the required number, which would be

thirty respondents in this study; the purpose and value of the study were explained to them. In target sampling, the emphasis is on the evaluation of the impact of EPWP. With this method, the results of the research were found.

3.5.1. Sources of data

Data will be collected from both secondary and primary sources. Secondary sources shall include the following:

- Statistics South Africa- Labour Force Surveys;
- Reports published by Department of Public works in South Africa;
- Reports published by Sekhukhune district, eg; Annual report and IDP reports;
- Policy and legislative documents on EPWPs;
- Speeches by key figures in South Africa;
- Journal articles on labour issues;
- Banks and other relevant publications; and
- Publications from international organisations such as ILO and UNDP.

Primary data have been collected through field research where the researcher planned to conduct interviews of beneficiaries of the EPWPs as well as managers of the programme.

3.5.2. Data collection methods

The questionnaires, coupled with interviews, were used to collect data. The present researcher obtained data from the two EPWP projects available in the Greater Sekhukhune District Municipality. Hand-delivered questionnaires were given to respondents. The present researcher agreed with the respondents on the time to collect the questionnaires given to them to respond. Hand-delivered questionnaires minimized the risk of many questionnaires being lost somewhere between the present researcher and the respondent.

Questionnaires were used to collect data from the management as they are educated,

but to general labourers interviews were conducted as most of the general labourers are not educated and cannot read and write. The present researcher concentrated on the Greater Sekhukhune District Municipality. The area was manageable for the fieldworker to visit the target population for the delivery and collection of questionnaires. The size of the area allowed the fieldworker to give any respondent who lost the questionnaire the second chance by giving him/her the second questionnaire to respond.

3.6. Pilot Survey

A pilot survey was conducted on three people, one of them being from the management and two from the general labourers. It was found that all questions from both questionnaires were simple and straight forward. The respondents did not have any difficulty in responding to them.

What could have been a problem was that many of the general labourers did not understand English because many of them never went to school. This problem was easily avoided by use of interviews to the general labourers whereby the researcher talked to them in Sepedi, which is their home language.

3.7. Data collection procedures

Questionnaires were used as a method of collecting data from the respondents. The main aim of the questionnaire is to collect facts and opinions about a phenomenon from people who are informed on a particular issue. Bless (1995: 107) defines a questionnaire as a set of questions with fixed wording and sequence of presentation as well as more or less precise indications of how to answer each question.

A fieldworker distributed the questionnaires to the four selected project managers and for twenty-two of the general labourer individuals, interviews were conducted. The researcher also interviewed four people from the concerned groups in the communities. A maximum of thirty people from the project responded to the questionnaires. The labourers and concerned groups were interviewed on the spot, but for managers and officials, the fieldworker left the questionnaires for them to respond and only collected

them later.

On the one hand, questions on a questionnaire can be open or closed with the option respond either yes or no. On the other hand, a questionnaire contains statements on which the respondents are requested to react. For the thirty people interviewed, the present researcher made appointment through their managers and met them during their lunch times.

3.8. CONCLUSION

The methods used in this chapter helped the researcher to find out whether the EPWP projects implemented in Sekhukhune District managed in reducing poverty or not. It was through the use of these methods that the researcher found the impact made by the project on the lives of participants in the project.

CHAPTER 4

INTERPRETATION OF DATA

4.1. INTRODUCTION

This chapter presents the results obtained through questionnaires that were completed by employees in the Expanded Public Works Programme project in the Department of Roads and Transport in the Greater Sekhukhune District. Two different questionnaires were used, one questionnaire had questions to be answered by employees and the other questionnaire had question that need to be answered by managers and officials. The two types of respondents were implementing the programme at different levels and it was not possible to have one question for both the employees and the managers and officials.

The researcher wanted to find out whether the EPWP managed to reduce poverty in the Greater Sekhukhune District, given the fact that the programme aimed to reduce poverty by hiring many people in the labour intensive projects. As such hands were expected to be used as opposed to the use of machinery so that more people will be hired and during that time people should gain market related skills. With the salaries people earned in the projects their livelihoods should be improved.

4.2. FINDINGS

4.2.1. Profile of respondents

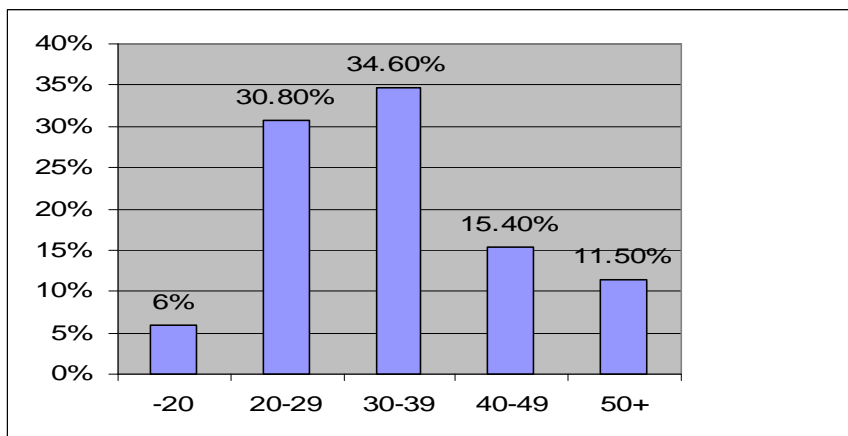
4.2.1.1. Ages of respondents

The ages of respondents were as follows: out of 26 employees; 2 (7.7%) of the respondents were below 20 years of age; 8 (30.8%) were between 20 and 29 years; 9 (34.7%) of the respondents were between 30 and 39; 4 (15.4%) were between 40 and 49; and 3 (11.5%) were above 50 years. According to the study 21 (80.7%) of the employees were of ages between 20 and 49 years old, the figures indicated that many people who were supposed to be in works were without work before the intervention of the EPWPs in the Greater Sekhukhune District.

Table: 1.1. Ages of respondents

Valid	Frequency	Percentage	Valid percent	Cumulate value
-20 years	2	7.7	7.7	7.7
20-29 years	8	30.7	30.7	38.4
30-39 years	9	34.7	34.7	73.1
40-49 years	4	15.4	15.4	88.5
Above 50 years	3	11.5	11.5	100

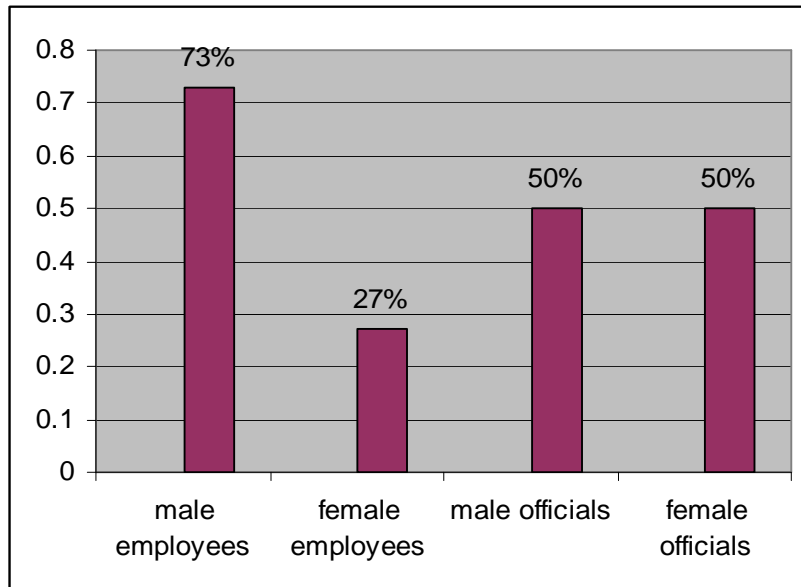
Fig.1.1. Ages of respondents



4.2.1.2. Gender

Of the 26 respondents of employees, 19 (73%) were male and only 7 (27%) were female. In terms of the managers and officials, of the 4 respondents, 2 (50%) were males and the other 2 (50%) were females. The study showed that there is still a disparity in the allocation of jobs between the sexes: men are still dominating the labour market, but on the side of managers there was a balance.

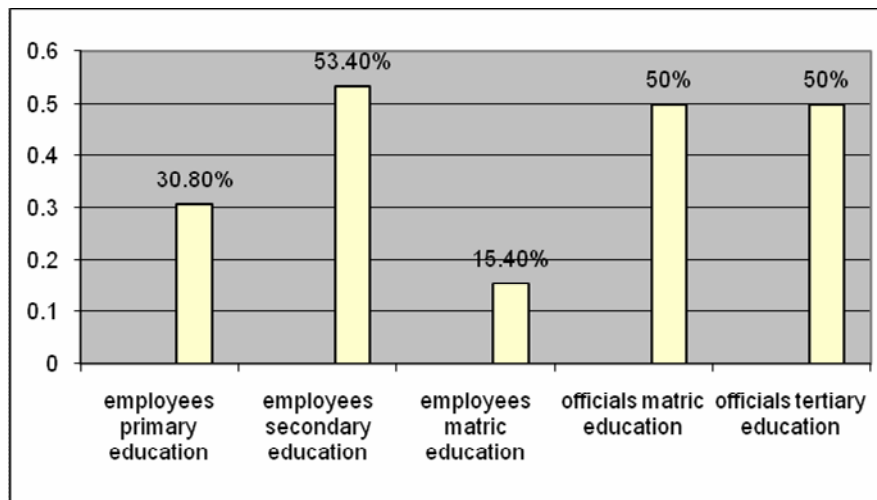
Fig.1.2. Gender



4.2.1.3. Level of education

In terms of the education levels of the respondents, of the 26 employees, 8 (30.8%) had primary education, 14 (53.8%) had secondary education, and only 4 (15.4%) had matric education. Of the 4 officials, 2 (50%) had matric education and the other 2 (50%) had tertiary education. The results showed that the levels of education of people in the Greater sekhukhune District where there is still more than 30% of people who only have primary education, on officials as well their levels of education are low as 50% of them only had matric education. The officials have no relevant qualification to the implementation of the EPWP, but because of their work experience in other fields, they manage in implementing the project.

Fig.1.3. Education



4.2.1.4. Work experience

The findings were that 14 (53.8%) of the employees had work experience and 12 (42.2%) had none. The officials were well experienced people, 3 (75%) of them had an experience of between 5 and 9 years and 1 (25%) had an experience of 15 years. More than 50% of the employees never worked before and this had an impact on the project, such employees get it hard to carry instructions because they were never exposed to that kind of a situation, thus, the delay in the project delivery is caused. The experience of the officials was an advantage to the project because they had knowledge on monitoring employees.

Table.1.2. Work experience

Valid	frequency	percent	Valid percent	Cumulative percent
Employees				
Experience	14	53.8	53.8	53.8
No experience	12	46.2	46.2	100.0
Total	26	100.0	100.0	
Officials				
Experienced	4	100	100	100
Total	4	100	100	100

4.2.1.5. Marital status

Of the 26 respondents, 7 (26.9%) of them were married and 19 (73.1%) were not married. The majority of 19 (73.1%) were single parents and it showed that the EPWP came as a relieve to many of the families.

Table.1.3. Marital status

Valid	Frequency	Percent	Valid percent	Cumulative percent
Yes	7	26.9	26.9	26.0
No	19	73.1	73.1	100.0
Total	26	100.0	100.0	

4.2.1.6. Dependents

According to the research findings, all the 26 respondents had dependants that benefited from the project. 7 (26.9%) had less than two dependents, 12 (46.2%) had between 2 and 3 dependents, 5 (19.2%) had between 4 and 5 dependents and 2 (7.7%) had 6 and more dependents. It is evident that, with the introduction of the EPWP, many people who spent some night without meals had something to eat.

Fig.1.4. Dependents

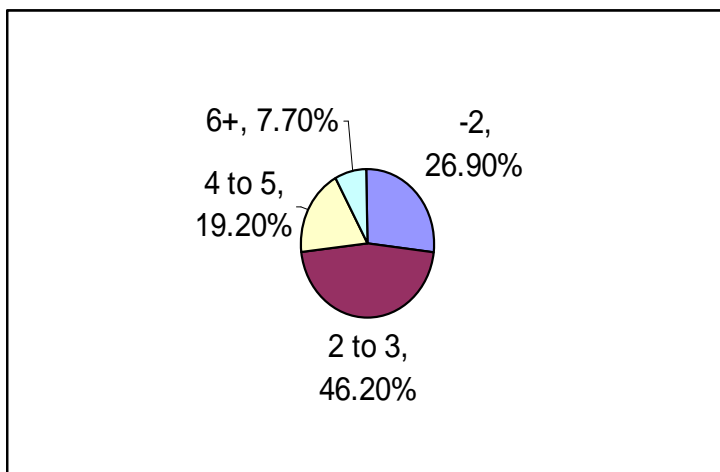


Table.1.4. Dependents

Valid	Frequency	percent	Valid percent	Cumulative Percent
<2	7	26.9	26.9	26.9
2-3	12	46.2	46.2	73.1
4-5	5	19.2	19.2	92.3
6+	2	7.7	7.7	100.0
Total	26	100.0	100.0	

4.2.1.7. Source of livelihood

Some employees had some form of income before working in the EPWP, and others had no form of income before. 16 (61.5%) had no income before, 1 (3.8%) relied on the Child Support Grant, 3 (11.5%) were self employed but had unstable income and at times no income at all, and 6 (23.1%) were employed and had some form of income. These results showed that the implementation of the EPWP came as a relief to many people in the Greater Sekhukhune District who had no income before.

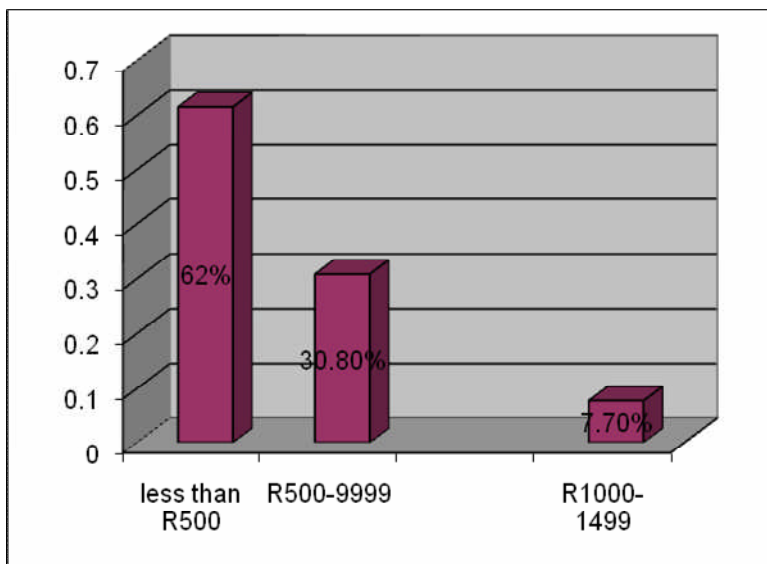
Table.1.5. Source of livelihood

Valid	frequency	Percent	Valid percent	Cumulative percent
No income	16	61.5	61.5	61.5
Child grant	1	3.8	3.8	65.4
Self employed	3	11.5	11.5	76.9
Employed	6	23.1	23.1	100.0
Total	26	100.0	100.0	

4.2.1.8. Household income

Of the 26 employees, 16 (61.5%) of the participants had an income of less than R500.00; 8 (30.8%) had an income of between R500.00- R999.00; and 2 (7.7%) had an income of between R1000.00-R1499.00. The results showed that many people in the Greater Sekhukhune District were living in poverty prior to the start of the EPWP, with the salary of more than R 700.00 from the EPWP many households' incomes were improved.

Fig.1.5. Household income



4.2.2. Understanding of the EPWPs

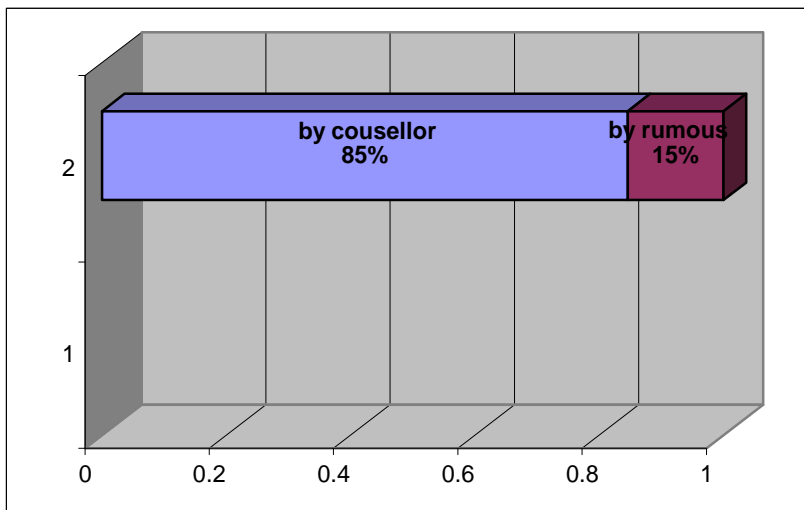
The section presents the findings from respondents on how they understood the EPWPs.

4.2.2.1 How the respondents learned about the EPWP project in their area.

22 (84.6%) of the 26 respondents got the message from the counsellor about the start of the EPWP project in their area and 4 (15.4%) got the information through rumours. The 84.6% of respondents who got the message from the counsellor showed that the counsellor has done his work of informing people about the project. The figures prove

that the necessary consultations were done by word of mouth at the meeting that was convened by the councillor. Those who did not hear the message from the councillor said they did not get the message because they are not politicians.

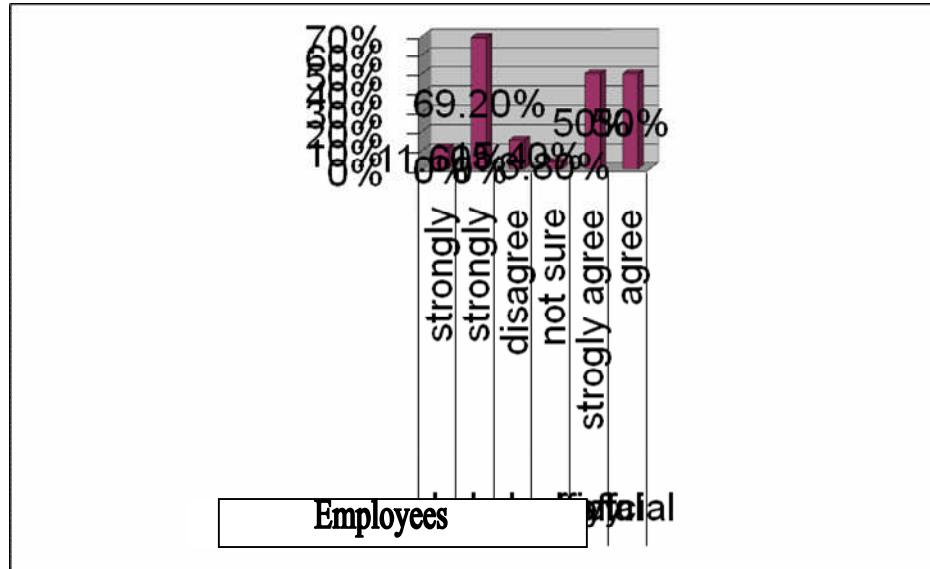
Fig.1.6. Consultation



4.2.2.2. Project management

From the 26 employees, 3 (11.5%) strongly agree that the project was well managed, 18 (69.2%) strongly disagree that the project was well managed; 4 (15.4%) disagree that the project was well managed; and 1 (3.8%) is not sure whether the project was well managed or not. In terms of the officials, 2 (50%) agree that the project was well managed and the other 2 (50%) strongly agree that the project was well managed. All the 4 officials agreed that the project was well managed, but the employees disagree with them. 18 (69%) of the employees strongly disagree on good management as they gave reasons that, the monies they earn is not enough and during some months they get their salaries very late, there was always lack of material and the blame was on the poor management; the officials also blamed the suppliers for late deliveries, after all the blame remains with the management. 3 (75%) of the officials said the project was well managed as there was monitoring on daily basis and 1 (25%) said there was good management because the set targets were met.

Fig.1.7. Project Management



4.2.2.3. Necessity of EPWP

15 (57.7%) of the 26 employees responded that the EPWP project was necessary; 10 (38.5%) responded that the EPWP project was not necessary; and 1 (3.8%) did not respond to this question. The 57.7% who agreed that the project was necessary stated that the project succeeded in creating jobs and reducing poverty. The 38.5 % that did not see the necessity of the EPWP because the money they earned was not enough, showed that it did not understand the objectives of the EPWP, namely, that it is not a long term job creation project, but it creates short to medium job opportunities, and that during that time participants should learn skills to sell in the open market for a living.

4.2.3. Benefit to the community

The section covers the impact of jobs created by the EPWP project in the communities.

4.2.3.1. Impact on jobs created

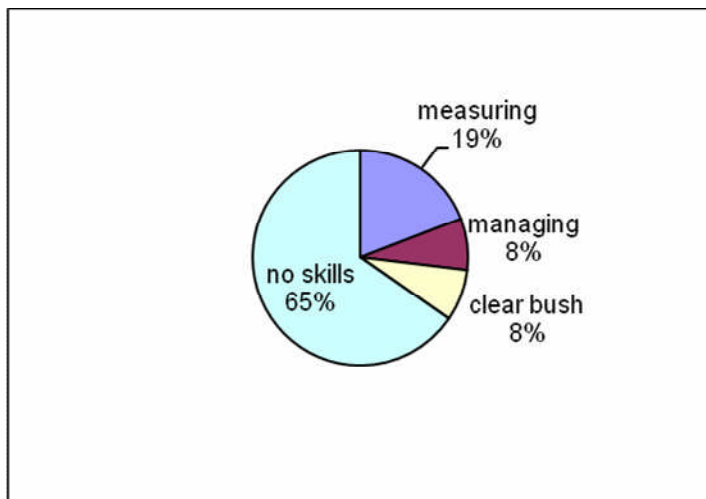
Out of the 26 respondents from the employees, 16 (61.5%) agreed that the EPWP

benefited the community and 10 (38.5%) said the EPWP did not benefit the community. 1 (3.8%), out of 26 respondents, said 20-29 people were employed in the EPWP project, 1 (3.8%) said 30-39 people were hired, and 24 (92.3%) said more than 50 people were hired in the EPWP project. The results showed that the EPWP managed to employ more than 50 people in the communities.

4.2.3.2. The EPWP and skills development

The results from this issue were that 5 (19.2%), out of 26 respondents, said that they were hired for doing measurements; 2 (7.7%) said that they were hired for managing people, which is an important skill to acquire in the labour market, another 2 (7.7%) were hired for clearing bushes, and 17 (65.4%) did not respond to this question, This indicated that people working in the project did not recognise the skills they gained by working in the EPWP. It is one of the objectives of the EPWP that people should acquire skills to sell in the open market when they are no longer working in the EPWPs.

Fig.1.8. Skills development

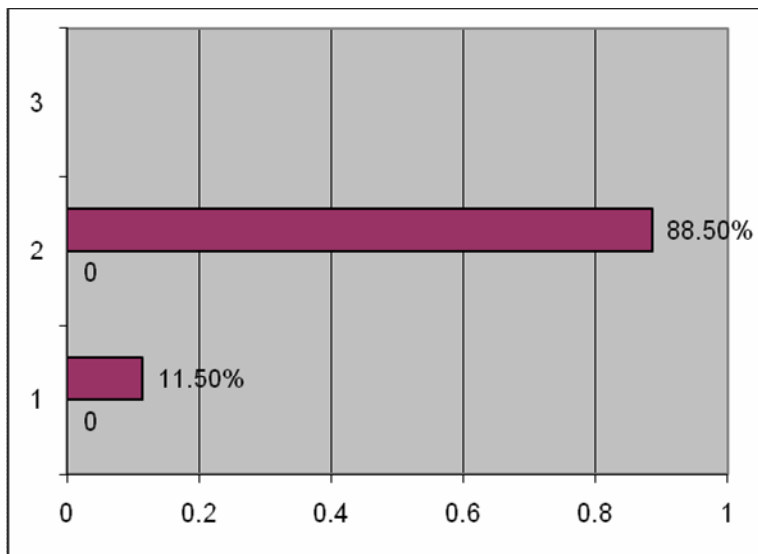


3 (75%) of the 4 officials agreed that the stakeholders supported the project and 1 (25%) of the respondents stated that the stakeholders did not support the project, but that people who supported the project are those who directly benefited from the project.

4.2.3.3. Impact on household income

Of the 26 respondents, 3 (11.5%) responded that the money earned by participants in the EPWP project was enough and 23 (88.5%) responded that the money earned was not enough to satisfy their household needs. It is clear that the money was not enough because the majority of participants agreed that the money earned was not enough. According to the 4 officials, the project was budgeted for on 12 months basis and the participants received their salaries every month, but, according to the employees, they did not get their salaries every month.

Fig.1.9. Household income



4.2.3.5. Strategies suggested by respondents

22 (84.6%) out of 26 respondents recommended that the programme should continue; 4 (15.4%) did not recommend for the programme to continue. 3 (11.5%) said the programme should continue because it reduced accidents on the roads, 7 (27 %) said it should continue because it reduced unemployment, 13 (50%) said it reduce poverty, which is in line with the objectives of the EPWP that it aimed at reducing poverty in Limpopo because the province is one of the poorest province in South Africa, and 11.5 % did not respond to this question.

4.3. Interpretation of findings

4.3.1. Ages of participants

Many of the people who participated in the project were still young. More than 80% of them were between 20 and 49 years of age. The results proved that the rate of unemployment was high in Sekhukhune District and the EPWP came as a relief to the people who participated in it. Less than 10% of the participants were above 50 years of age and less than 20% were less than 20 years of age. The study demonstrated that it addressed the challenge of youth unemployment in the district as this is one of the problems facing the Greater Sekhukhune District.

4.3.2. Gender

The majority of participants in the EPWP projects were males. There was still a problem of disparity in the allocation of jobs. Out of 26 participants 19 of them were male. The managers could be blamed for hiring more men than women, or maybe men showed more interest of working in the project and availed themselves. Women might have been not interested and did not avail themselves in their numbers, the nature of work done in the project made women not interested in working in the project. The South African government started addressing the problem after the country's freedom in 1994. In terms of the officials, there was a balance. 2 of the officials were male and the other 2 were females.

4.3.3. Experience of participants

More than 50% of the participants had some work experience. The success of the project depended on their work experiences from elsewhere. The participants' experience might have contributed to the success of the project. The project challenges were overcome by the use of experienced people. The project had some challenges due to late both delivery of materials and vandalism.

4.3.4. Job types and skills acquisitions

The EPWP project gave people different types of jobs, and as they performed the jobs they acquired new skills. One of the objectives of the EPWP is that people should be

given short to medium job opportunities and during the time of employment, people should acquire new skills to sell in the open market in future. The participants gained skills in making measurements, clearing bushes and managing people.

4.3.5. Community participation and consultation

The community participation in the project was very little because the communities were not properly informed about how the project was going to impact positively on their lives and their role as community members should be. Lack of capacity contributed to this problem; for project managers were involved in other projects in the Greater Sekhukhune District. Vandalism occurred in some of the areas as one of the project challenges, and this occurred because the communities were not involved and as such did not have the sense of ownership of the project. The community members cut the fence to open new gates allowing animals access to the roads, as such causing accident that claimed many peoples' lives.

4.3.6. Household livelihood

The livelihoods of the participants in the EPWP projects have improved. Many families were without income before the start of the EPWP in the area, and most of the families had an income of less than R500.00 before they participated in the EPWP. The participants in the EPWP earned more than R700.00 and as such their livelihoods improved, although it was not enough. The EPWP have the role to improve the households' livelihoods.

4.4 Conclusion

It was found that the EPWP Project in the Greater Sekhukhune District is not reducing poverty as it was intended to do. The money earned by participants in the project was very little and have the households could not meet their needs. Skills development was not up to the expected standards participant did not gain enough skills to sell in the open market for survival in future. However, given that the management of the project was up to standard, the officials tried their best even though they did some projects to run.

Chapter 5

CONCLUSION SUMMARY OF FINDINGS AND RECOMMENDATIONS

5.1 Introduction

The study aimed to reduce poverty by reducing unemployment in the Greater Sekhukhune District. The district was declared the poorest by the president of South Africa.. The president initiated the implement of the EPWPs in Grater Sekhukhune district to reduce the high rate of unemployment in the Sekhukhune District. The EPWP emphasized the use of hands as opposed to the use of machinery, the aim being that many people should be hired.

The key objective of the EPWP was that temporary jobs should be created and, during that time, people should gain skills to sell in the open market for survival in future. The EPWP project addressed the unemployment problem in the district more than 200 people were hired in the project. The problem with the EPWP was that the money earned by participants was not enough to improve the participants' livelihoods. The training needs were not addressed by the project, that is, participants were not trained before they started working in the project, as a result, they did not realise the skills they gained in the EPWP project.

5.2. Summary of the findings

The EPWP project managed to create jobs in the Greater Sekhukhune District, but the jobs created were not enough, the number of people hired was very little as compared to the high rate of unemployment in the Greater Sekhukhune District. The project gave some 3 people some skills, but they were not such valuable skills for the participants to get jobs in the open market. Some people did not even realise the skills they gained by working in the EPWP projects.

The money earned by participants in the EPWP project was not able to improve the

participants' livelihoods. The majority of the participants earned between R700.00 and R800.00, which was very little. With the money the participants earned, their livelihoods were not improved because they remained poor even though they were working.

The project did not give attention for skills and youth development. The project only focused on one side of the programme, namely, job creation, and ignored giving participants skills that may be sold in the open market for survival in future. The project which was implemented did not have valuable skills for the participants to gain, even for the duties they performed, participants were never trained on.

The EPWP was not gender sensitive on the allocation of jobs; more men than women were hired in the project. Men were still given preference to women. The EPWP project managers believed that men are strong and could thus endure hardship than women. Giving preference to one kind of gender is discrimination according to the South African law.

The communities were not actively involved in the implementation of the project. The only people who were actively involved in the project were the workers and it is only because they earned some money by working in the project. The project managers did not manage to instil the spirit of ownership in the communities. The communities' members did not realise that by erecting fence along the provincial roads, accidents caused by animals will be reduced and as such people' lives will be saved.

5.3. Recommendations

In light of the information from the findings, the researcher makes the following recommendations:

- More EPWP projects of different nature be implemented in the Greater Sekhukhune District so that more people may be employed and poverty be reduced;
- There should be training for market related skills so that people could gain valuable skills while they are at the same time earning money for a living;

- The amount of money earned by people working in the projects should be increased to a minimum wage of at least R1200.00 per month so that the livelihoods of people working could be improved;
- There be a balance between men and women when hiring employees; women need more empowerment than men because women have been more disadvantaged in the past than men;
- There should be projects that cater for the needs of the youth: the youth need to be empowered and the EPWP has to address that;
- The communities should be more involved in the implementation of the projects;
- The local municipality should implement its own projects to help the province in its plans of reducing poverty in the province; and
- Relevantly qualified people should be employed to implement the EPWP projects provincially and locally.

5.4. CONCLUSION

It was found from the study that the EPWP projects implemented in Sekhukhune District of Limpopo managed to reduce poverty, but it was not enough. Among others the money earned by participants in the projects was not enough to take them out of poverty. The participants in the project did not gain the necessary skills to sell in the open market for survival as it is one of the objectives of EPWP.

The implementation of the EPWP projects in Sekhukhune District were necessary because the district was declared the poorest in Limpopo and the president initiated the programme should be implemented to address the problem.

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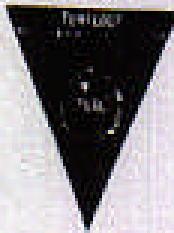
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ACRONYMS

EPWP	Expanded Public Works Programme
HCBC	Home Community Based Care
ECD	Early Childhood Development
HWDETA	Health and Welfare Sector Education Authority
ILO	International Labour Organisation
CETA	Construction Education and Training
CIDB	Constructors Industry Development Board
ANC	African National Congress
GDS	Growth and Development Summit
COSATU	Congress of South African Trade Unions
GEAR	Growth Employment and Redistribution
RDP	Reconstruction and Development Programme
BEE	Black Economic Empowerment
DEAT	Department of Environmental Affairs and Tourism
LED	Local Economic Development
SMME	Small and Medium Enterprise
NEDLAC	National Economic Development and Labour Council
CCMA	Commission for Conciliation, Mediation and Arbitration
NMC	National Manpower Commission
NEF	National Economic Forum
IDP	Integrated Development Plan
MIG	Municipality Infrastructure Grant
DPLG	Department of Provincial and Local Government
EII	Employment Intensive Investment
CSU	Central Support Unit
PAP	Poverty Alleviation Programme
PMU	Programme Management Unit
PWP	Public Works Programme



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18 June 2007

Department of Roads and Transport
Greater Sekhukhune District

Dear Sir/Madam

PERMISSION TO CONDUCT FIELD RESEARCH STUDY

This letter should serve as a request to allow student Ramaepadi MD (200410039) who is registered for the Master of Development Programme at the Turfloop Graduate School of Leadership (TGSL), University of Limpopo.

In partial fulfilment to the requirements for the degree, Mr. Ramaepadi has to undertake research for his dissertation. In this regard he will be conducting field research work in your department within the Greater Sekhukhune District on the topic: *The evaluation of expanded public works programmes in Greater Sekhukhune District*

Your support on this regard will be highly appreciated.

Thank you

Dr. T. Moyo

MDEV PROGRAMME MANAGER

RAMAEPADI MAJWE DANIEL

ENQUIRIES: DANIEL
CELL: 082 777 5593
FAX : 013 230 9820

P.O Box 596
STEELPORT
1133

18 June 2007

Dear Respondent

REQUEST TO CONDUCT RESEARCH IN YOUR DISTRICT

I hereby request you to respond to the questionnaire of my research work. The topic of the study is an evaluation of Expanded Public Works Programme in Sekhukhune District. The study is conducted for the fulfilment of a Masters degree at the university of Limpopo.

The information disclosed to me will be regarded highly confidential and will only be disclosed to the relevant parties.

My respondents will remain anonymous and they should not write their names in any correspondence.

The questionnaire may take only 20 minutes of your time and I am thanking you for your cooperation.

Yours truly
M.D Ramaepadi

Picture 1.1. (a) Labour at work



Picture 1.1. (b) Labour at work



Interview questions

These questions were used to collect data from the general labourers working in the EPWP project in the Greater Sekhukhune District. Data was collected in a form of interviews from this group of people as many of them cannot read and write.

1. How old are you?

Below 19	
19-36	
37-54	
55 and above	

2. What is your gender?

Male	
Female	

3. Highest standard passed

No formal education	
Primary school education	
Secondary school education	
Matric education	
Diploma & degree	
Other (specify)	

4. How much do you earn per month?

Less than R 500.00	
More than R 500.00	
Less than R1000.00	
More than R 1000.00	
Other (specify)	

5. Which basic needs are you able to satisfy with the money you earn from the projects.

Education	
Water	
Food	
Electricity	
Health	
Housing	
Sanitation	
Other (specify)	

6. Does the project have some ways of appreciating the exceptional performers as a way of motivating them?

No kinds of appreciation	
There are some kinds of appreciation	

7. How many people in your family depend on your income in each of the following age groups?

Children 0-16	Youth 17-34	Adult 35-55	Total

8. How is your commitment to the project?

More committed during project inception	
Less committed during project inception	
Currently less committed	
Ever committed	
Ever not committed	

8.1. Explain why.....
.....
.....

9. How do you evaluate the impact of the project on your household?

Good	
Little	
No impact	

9.1. Explain why.....
.....
.....

Questionnaire

This questionnaire was answered by the project managers and government officials, because they are educated they could read and write.

1. How old are you?

Below 19	
19-36	
37-54	
55 and above	

2. What is your gender?

Male	
Female	

3. Highest standard passed

No formal education	
Primary school education	
Secondary school education	
Matric education	
Diploma & degree	
Other (specify)	

4. Did you work in the EPWP projects before?

Yes	
No	

4.1. If yes, for how many years did you work in the project?

.....

5. Do you have any profession related to EPWP projects?

Yes	
No	

5.1. If yes, what kind of qualifications do you have?

.....
.....
.....

6. Did you attend any form of training or workshop in EPWP?

Yes	
No	

6.1. If yes, what kind of training or workshop did you attend and when?

.....
.....
.....
.....

7. Does the project have a budget to pay labourers?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

8. For how long is the project budgeted for?

.....

9. Is the project management effective?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

10. Does the project have the potential to produce quality output?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

10. How is the monitoring of the project?

Effective	<input type="checkbox"/>
ineffective	<input type="checkbox"/>

11. Does the project have sufficient support from stakeholders?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

12. Were communities consulted before the project could start?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

13. Is there any means to secure the project?

Yes	
No	

13.1. Explain how

.....

.....

.....

.....

14. Were the project managers and government officials capacitated enough to make sure the project is sustainable?

Yes	
No	

14.1. Explain how

.....

.....

.....

.....

15. Is there a clear role that each stakeholder is supposed to play?

Yes	
No	

16. What are the chances of continuity regarding the existence of the project?

Good chances	
Little chances	

17. What is to be done to ensure the sustainability of the project?

.....

.....

.....

.....

.....