

UNIVERSITY OF KWAZULU-NATAL

Management of the expanded Public Works Programme in the Department of
Public Works : KwaZulu-Natal Province

By

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A thesis submitted in fulfilment of the requirements for the degree

of

Doctor of Public Administration

School of Management, IT and Governance

College of Law and Management Studies

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Durban

March

2014

Chapter one

Background and overview of the study

1.1 Introduction

The Expanded Public Works Programme (EPWP) was developed by the South African Government as one of the strategies to alleviate poverty and reduce unemployment. It is a national programme covering all spheres of government and state-owned enterprises (EPWP Guidelines, 2005:1). The Code of Good Practice and Ministerial Determination (2002) clarify its objectives and state that the EPWP aims to afford additional work opportunities combined with training.

The EPWP is a nationwide programme that involves the reorientation of public sector expenditure on goods and services to draw significant numbers of the unemployed people into productive work, so that workers can gain skills while they work, and also increase their capacity to earn an income (EPWP Newsletter, 2006).

The EPWP aims to create productive employment opportunities and bridge the gap between the first and second economies in South Africa. It is for this reason that the programme was adopted by the Department of Public Works (DPW) for the purposes of economic investment through its core function, infrastructure. Although the programme is implemented in all nine provinces in South Africa, this study focuses on the KwaZulu-Natal (KZN) Province. An evaluation of the achievement of the initial aims and objectives of the KZN Public Works within the first five years of EPWP implementation (2004-2009) will be undertaken, focusing on how the programme is being managed and operationalized within the province. It is hoped that this research study will inform a review of the policy related to the EPWP in order to better address the challenges identified and address the intended purpose.

This chapter presents the background of the study, the motivation for the study, the study objectives, the significance of the study, the problem statement, the research questions, the demarcation of the study, the

limitations of the study, an outline of the chapters and the operational definitions.

1.2 Background to the study

Poverty and unemployment are amongst South Africa's most pressing problems. However, in understanding poverty, it is noted that the definition has generated much debate in South Africa (PSC, 2009:2). The reason for this heated debate is that poverty can be a political issue (PSC, 2007:1) and a contested question, particularly in terms of whether poverty increased or decreased during the term of office of a particular government, and the attribution of success or failure to the programmes adopted by that government (PSC, 2009:2). Some government departments have therefore begun to conceptualize and define poverty in ways that reflect different dimensions of its manifestation, with specific reference to their constitutional mandate (Mahlatsi, 2007). In summary, the definition of poverty includes concepts such as income, *relative deprivation*, *basic needs*, *powerlessness*, *vulnerability*, *livelihoods*, *capabilities*, *well-being* and 'voice' (KZN Profile Analysis, 2004:18). These concepts have been incorporated in this definition over the years (Ndwandwe, 2001).

The findings of the Review of KwaZulu-Natal Socio-economic Development (2008) indicate that KwaZulu-Natal was home to approximately 9.6 million between 1995 and 2006, roughly 21% of South Africa's total population; it is thus South Africa's most populous province. Approximately 53% of the population comprised of females, of which 60% were economically active, while 85% of the population comprised of Blacks, of which 47.5% lived in the urban areas and 54% were classified as poor (Mahlatsi, 2007:1).

South Africa as a country and KwaZulu-Natal as a province face two main challenges: reducing poverty and inequality, while simultaneously tackling unemployment (PIVOT, 2007:17). The KwaZulu-Natal Department of Economic Development's (KZNDED) survey (2008) indicated that the province had one of the highest unemployment rates in South Africa, at 28.7%, compared with 19.8% and 16.3% in Gauteng and the Western Cape,

respectively (The KZNDED Economic Overview, 2008:11). Although KwaZulu-Natal is rated third out of the nine provinces in terms of total income, it suffers high rates of poverty and inequality in income distribution. It had the third highest incidence of poverty after the two other predominantly rural provinces, the Eastern Cape and Limpopo (State of the Population of KwaZulu-Natal, 2012).

The Department of Social Development Annual Report (2011:24) concludes that the Eastern Cape, KwaZulu-Natal and Limpopo are home to the largest proportion of the poor population in South Africa. Although the Eastern Cape is the poorest province, with 27% of those classified as chronically poor, KwaZulu-Natal and Limpopo account for 19% and 17% of the ultra-poor respectively.

Unemployment rates in South Africa have risen steadily in the past few decades, increasing from 7% in 1980, to 18% in 1991 and 28% in 2003 (Statistics South Africa, 2003), 31.7% in 2005, 29.9% in 2006 and 29.2% in 2007 (South Africa Survey, 2007:211). Thus, poverty alleviation has been placed high on the government's agenda and will remain so for some time to come. In 1994, the newly elected democratic government embarked on a concerted process of transformation that includes the transformation of state machinery and changes to almost all policies to align resources and strategies for poverty alleviation. Government aims to halve poverty and unemployment by 2014 (The United Nations Development Assistance Framework, 2007:6), and the EPWP is one of government's strategies to achieve this goal. This study aims to contribute to this particular government initiative, by ascertaining the impact of the EPWP in certain rural areas of KwaZulu-Natal.

It is further noted that poverty is concentrated in rural areas. The DSD Annual Report (2011:24) highlights that almost half of KwaZulu-Natal's population lives in the rural areas of Sisonke, UMkhanyakude and UMzinyathi. This study also examines the impact of the EPWP on rural development in order to provide input into government's rural development strategies in line with the Provincial Growth and Development Strategy (2011).

1.3 Motivation for the study

The Constitution of the Republic of South Africa, more specifically Chapter 10, Section 195 (1), stipulates that public administration must be governed by the democratic values and principles that promote efficient, economic and effective use of resources. It further states that people's needs must be responded to (The Constitution of the Republic of South Africa, 1996: Section 195(1) b & e). Sections 26 and 27 affirm the rights of citizens to basic services such as health care, food, social security, housing, education, water and information and that these services should be provided in an equitable manner. This research study seeks to ascertain whether the EPWP responds effectively to the needs and rights of citizens.

During the early 1990s, meetings were held between organized labour, the construction industry and government to engage on the use of labour-intensive construction systems. These consultations led to the signing of a temporary Framework Agreement for labour-intensive construction; the Framework's principles were later transcribed into a Code of Good Practice for Special Public Works Programmes (and a related Ministerial Determination), which was gazetted by the Department of Labour in 2002. The Code of Good Practice sets targets for the employment of youth, women and people with disabilities on Public Works Programmes (PWP) (Phillips, 2004:3). The present study will therefore assess whether or not the management of the EPWP is consistent with the Code of Good Practice.

In accordance with African National Congress (ANC) resolutions on large scale expansion of the use of labour intensive construction methods to reduce unemployment and, address the backlog of infrastructure delivery in previously disadvantaged areas, the EPWP was conceived to meet the dual purpose of creating employment opportunities through public investments and building capacity to implement labour intensive methods effectively (ASIST, 2004:3). In February 2004, the former President of the Republic of South Africa, President Thabo Mbeki declared in his State of the Nation Address, that the EPWP would create at least one million work opportunities in its first five years (State of the Nation Address, 2004). In the 2009 State of the Nation

Address it was reported that this target was achieved in 2008, a year earlier than envisaged (State of the Nation Address, 2009). This study thus aims to establish the impact of the EPWP on the lives of the poor, particularly in rural areas by considering the achievements and challenges thereof, with the intention of contributing towards this initiative. Furthermore, the study will identify the processes involved in managing the EPWP and explore whether the management techniques or model employed are effective and appropriate.

Public Works Programmes have a long history as an economic policy tool in industrialized countries, both as a fiscal measure to expand or contract public spending in periods of unbalanced domestic demand as well as a short-term measure to alleviate unemployment (<http://www.africa.ufl.edu/asq/v8i4a4.htm>). It has been established that large-scale rural PWP's have employed noticeable portions of the labour force in many poor countries (Moore and Jadhav, 2006). This study also examines the lessons learnt from other countries, namely, the international experience. The Public Service Commission (PSC) is of the view that lessons and experiences from other African countries should be tapped into in order to develop and implement a comprehensive poverty-reduction strategy (PSC, 2009:3); this study incorporates such a review.

There is a paucity of research on the EPWP, as the programme is relatively new since it has only been in place for less than 10 years. A nexus search indicates that limited research has been conducted on the specific topic of this study. There is thus a clear need to investigate the EPWP in the KwaZulu-Natal Department of Public Works.

1.4 Objectives of the study

The main aim of this study was to investigate the EPWP management processes in the Department of Public Works: KZN Province. To achieve this aim, the following objectives were formulated:

- To conceptualise the EPWP within the Public Administration discipline;

- To evaluate the management processes of the EPWP;
- To explore the level of community participation;
- To identify customer expectations of the EPWP;
- To investigate EPWP experiences from other countries;
- To evaluate the impact of the programme on poverty alleviation, unemployment and rural development as well as the programme sustainability;
- To identify the achievements of the programme and the challenges to successful implementation; and
- To develop an appropriate management model for the EPWP in KwaZulu-Natal Province.

1.5 Significance of the study

The significance of the present study is that the EPWP, being a nationwide programme, is implemented in all spheres of government. Therefore, this study's recommendations will aim to improve its effectiveness at local, provincial and national level.

Furthermore, given that the EPWP has a political mandate, the findings of this study will serve as guidelines for the Department of Public Works in particular, and the provincial government in general, especially in light of the South African government's commitment to halve unemployment and poverty by 2014.

This study will also be significant in that identifying the challenges facing the programme will help in developing new strategies that can contribute towards improving its effectiveness.

1.6 Problem statement

The South African government aims to halve unemployment by 2014 using the EPWP in all nine provinces as one of its strategies. Thus, the problem under review is:

Is the EPWP Programme appropriately implemented by the Department of Public Works: KZN Province?

This problem will be explored through the questions listed in section 1.7 below.

1.7 Research questions

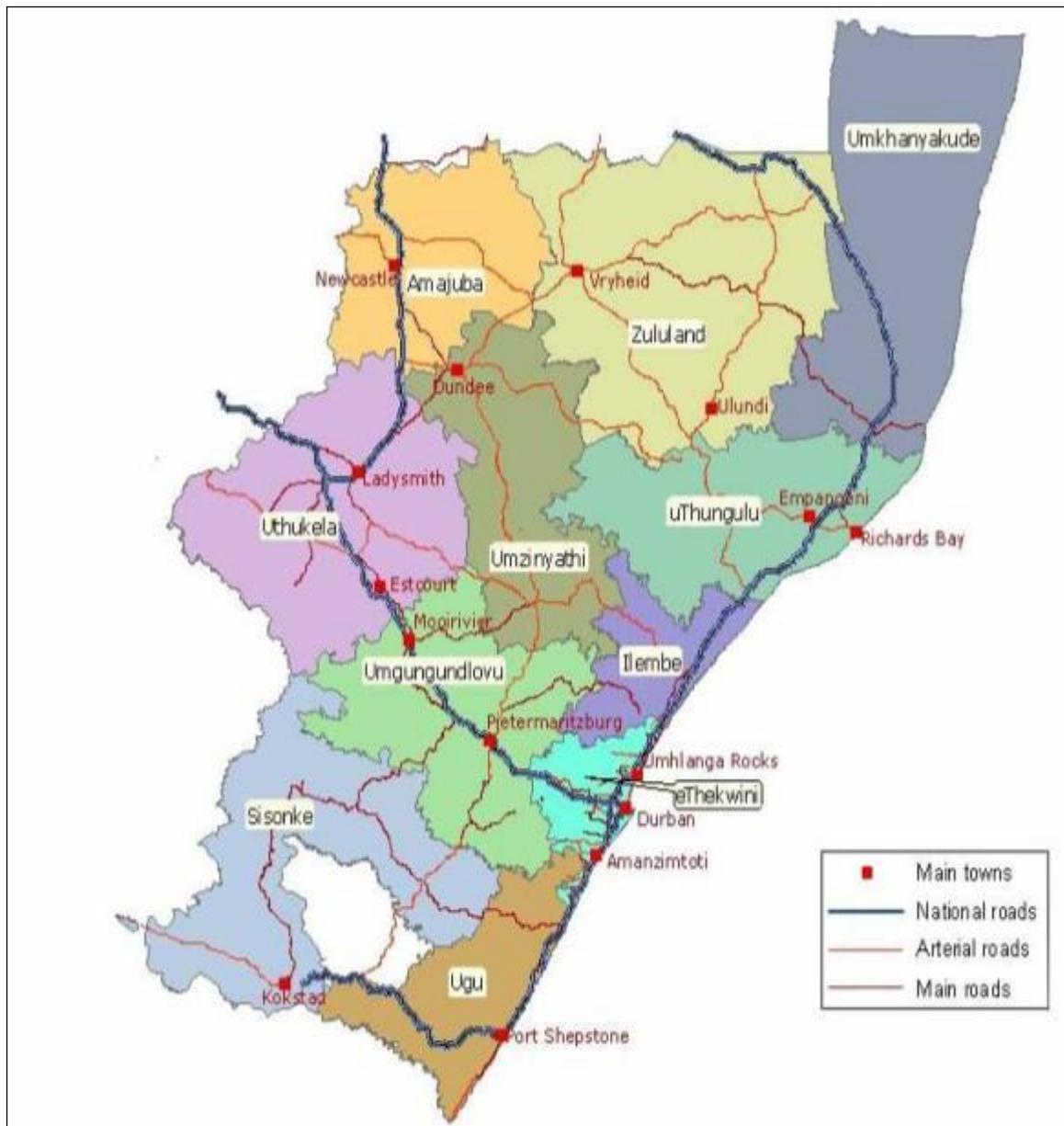
- How does the EPWP fit into the Public Administration discipline?
- How is the EPWP managed within the KZN Department of Public Works?
- To what extent does the community participate in the management of the EPWP?
- What are customer expectations of the EPWP?
- What are the EPWP experiences from other countries?
- How has the programme impacted on poverty alleviation, unemployment and rural development as well as the programme sustainability?
- What are the EPWP's achievements since implementation and, what are the challenges to successful implementation? and
- What is an appropriate management model for the EPWP in KwaZulu-Natal Province?

1.8 Demarcation of the study

The study covered the KZN Province of South Africa across rural, semi-urban and urban areas. The data was collected in the province's four regions (each with its own districts); namely, eThekweni Region (eThekweni and iLembe Districts), Southern Region (UMgungundlovu, UGu and Sisonke Districts), North Coast Region (UMkhanyakude, Zululand and UThungulu Districts), and Midlands Region (UThukela, Amajuba and UMzinyathi Districts).

The demarcation of the study is in line with the map of KZN (Figure 1.1) which clearly indicates how the Department of Public Works: KZN is structured, as the Departmental Districts are aligned to the eleven (11) District Municipalities.

Figure 1.1: Map of KwaZulu-Natal (KZN)



Source: Adapted from the Department of Public Works Strategic Plan (2010).

As reflected in Figure 1.1, the Department of Public Works in KZN comprises the following four (4) regions (with districts under each, as shown in the map) and a Head Office which is situated in Pietermaritzburg:

- i) **EThekweni Region**, comprised of the ***following two (2) districts***:
 - ***eThekweni District***
 - ***iLembe District***

- ii) **Southern Region**, comprised of the ***following three (3) districts***:
 - ***UMgungundlovu District***
 - ***UGu District***
 - ***Sisonke District Office***

- iii) **North Coast Region**, comprised of the ***following three (3) districts***:
 - ***UMkhanyakude District***
 - ***Zululand District***
 - ***UThungulu District***

- iv) **Midlands Region**, comprised of the ***following three (3) districts:-***
 - ***UThukela District***
 - ***Amajuba District***
 - ***UMzinyathi District***

Source: Adapted from the Department of Public Works Strategic Plan (2011).

TOTAL NUMBER OF DISTRICTS: 11

1.9 Limitations of the study

The following limitations of the study were considered and acted upon appropriately:

- A language barrier due to the literacy levels of the EPWP Beneficiaries meant that the questionnaire had to be translated into IsiZulu (Annexure E). Some participants could not write and needed support, which was time consuming.

- The research was costly and was not funded from any source other than personal. KZN is a very vast province and the researcher had to travel throughout the province to collect the data from the respective projects. In some regions it was necessary to undertake repeat trips due to a number of challenges.
- The research was broad and time consuming; hence it extended beyond the anticipated duration.
- Some of the participants did not return the questionnaires due to health-related reasons.
- Employees of one project were on strike at the time of the research; however, the target was not compromised as the comments and deliberations of the site meeting (see Annexure M) added value to the study.
- The low response rate from the District Managers due to internal departmental challenges was problematic; however, some managers returned the questionnaires and the target sample size was still attained.

1.10 Outline of chapters

The thesis has been structured as follows:

Chapter one: Introductory chapter of the study

Chapter one is an introductory chapter which presents an overview of the study, the historical background, the motivation for the study, the study objectives, significance of the study, the problem statement, research questions, and demarcation of the study and an outline of the chapters.

Chapter two: Contextualization of the study

Chapter two discusses the conceptualization of the EPWP within public administration. Management techniques or models relevant to the study are also

examined, with the aim of understanding the dependent, and independent variables.

Chapter three: An overview of the Expanded Public Works Programme in KwaZulu-Natal Province

Chapter three explains the concept of EPWP to enhance understanding of the programme. Furthermore, it provides an overview of the Expanded Public Works Programme in KwaZulu-Natal Province focusing on the infrastructure sector. This includes *inter alia*:-

- EPWP Background
- EPWP Launch
- Goal, Purpose and Objectives
- EPWP Guidelines
- Key Programme Indicators
- EPWP Sectors
- Coordination Arrangements
- Funding of the EPWP

Chapter four: Comparative perspectives: local and international experience

Chapter four compares local and international trends with a view to drawing lessons from the experiences of various countries, thus allowing the researcher to highlight positive and negative lessons that may have an impact on the study.

Chapter five: Research design and methodology

This chapter deals with the research methodology and outlines the research design, sampling technique and explains the instrument used for data collection.

Chapter six: Data analysis and interpretation

In chapter six a detailed presentation and analysis of the results in relation to the management of the EPWP is furnished. This chapter further critiques the research results in terms of the problems and questions posed in the first chapter. Links to the literature are also made.

Chapter seven: Conclusion and recommendations

This final chapter presents the conclusions and recommendations of the study. The recommendations include a proposed management model for the EPWP.

1.11 Operational definitions

Management

According to Kreitner (1995:4) management is a process of working with and through others to achieve organizational objectives in a changing environment. For the purposes of this study, management would want to achieve the EPWP objectives. Central to this process is the effective and efficient use of limited resources and the analysis of management processes involved in the management of the EPWP. Management in the context of this study refers to the management procedures and processes followed to ensure efficient service delivery through the EPWP and the achievement of the EPWP goals/objectives.

Effectiveness

According to the Component 3 Report (2007:V), effectiveness is defined as whether the purpose or agreed objectives of the (EPW) programme are being achieved.

Efficiency

The Component 3 Report (2007:V) defines efficiency as a measure of the extent to which a programme such as the EPWP is achieving its objectives optimally and within budget.

EPWP

The EPWP is a cross-cutting programme executed by all three spheres of government and state-owned enterprises (SOEs). This is a nation-wide programme aimed at attracting substantial numbers of unemployed individuals into productive work, so as to gain skills while they work, and increase their capability 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”* (Phillips, 2004:7).

Employment or job opportunity

A job opportunity is the paid work created for an individual on an EPWP project for any period of time (Component 3 Report, 2007:IV).

Department of Public Works – KwaZulu-Natal Province

According to the Departmental Budget Speech (2010:1), the KwaZulu-Natal Department of Public Works is a government service department that is charged with infrastructure development and property management. Its mandate is as follows:

- The acquisition of public buildings and land;
- The construction of public buildings, involving the physical erection or major improvement in respect of infrastructure in the building environment;
- The maintenance of public buildings and land, including performing the necessary work to keep the required level of operation; and
- The alienation of public buildings and land, including the disposal of fixed assets by selling, demolition, exchanging and donation.

Ultra poor

Ultra poor people live below a poverty line, which is normally defined in terms of a money indicator (Chronic Poverty Research Centre, 2010).

Chronic poor

Chronic poverty is an extended duration in absolute. Chronic poor people always or usually live below a poverty line, which is normally defined in terms

of a money indicator. The distinguishing feature of chronic is extended (Chronic Poverty Research Centre, 2010).

1.12 Conclusion

This chapter outlined the background to the study as well as an overview of the study. The research topic was contextualized and the objectives of the study were stated. The significance of the study, as well as the problem statement and related research questions were also explained. A summarised demarcation of the study was presented and the structure of the thesis and operational definitions were provided.

The next chapter reviews Public Management, Development Management and management theories within the context of Public Administration. The theory and practice and the relationships among the aforementioned will also be discussed.

Chapter two

Contextualizing the Expanded Public Works Programme within the Public Administration paradigm

2.1 Introduction

This chapter examines the conceptual framework of the management of Expanded Public Works Programmes (EPWP) in the Department of Public Works within the context of Public Administration and Public Management, as well as the theoretical perspectives relevant to this study.

This review of theory and practice in the management of the EPWP within the Department of Public Works (henceforth referred to as the **Department**) includes a discussion of issues related to Public Administration, ¹Traditional Works, New Public Management, the three spheres of government in South Africa, the departmental organisational structure, legal prescripts and the EPWP.

This chapter will focus on the departmental legislative framework and EPWP legal prescripts; while chapter 3 will unpack the concept of the EPWP.

2.2 Public Administration theory and the EPWP

2.2.1 Theory

Hoy and Miskel (1982:75) define theory as a set of interrelated concepts, assumptions and generalisations that systematically describe and explain regularities in behaviour in organisations.

Theory represents a system of statements or ideas used to explain a group of facts or a phenomenon. It is the basis for a chain of reasoning, leading to an understanding or explanation of a phenomenon or action (Coetzee, 1998:56). Since theory is based on facts and values, it is a good frame of reference for any public manager, including EPWP managers. In Public Administration and

¹ Traditional Works: This refers to the Department of Public Works prior to the transformation process whereby the bureaucratic model was used and the department was known as the *Department of Works*.

Public Management, theory is concerned with the recognition of reality and cannot be separated from the experience of the actual field of activity in which it operates. It should not only indicate the difference between the ideal situation and the actual situation, but explain why this difference exists (Hanekom and Thornhill, 1983:63-70). Given the above, integrating theory and practice is vital for any government programme, including the EPWP.

2.2.2 Practice

In line with the Public Administration paradigm shift, public managers are expected to practice the theory of Public Management in order to deliver quality services to citizens. Management principles, appropriate leadership styles, decision-making, financial management and good communication skills are required from public managers in order to utilize human, financial and physical resources in an effective way (Fox, Schwella and Wissink, 1991:3-6); (Schwella, Burger, Fox and Muller, 1996:6). This is also key to the management of an EPWP in order to ensure the smooth running of the programme.

2.2.3 Definition of Public Administration

Public Administration is a distinct field of activity and, as such, is part of the political life of society (Cloete, 1998:91). It refers to the study of the public sector as well as being an activity and a profession (Hughes, 2003:7). Public Administration is a broad combination of practice and theory which according to Du Toit and Van Der Waldt (1998:61), aims to:

- Promote public policy-making which is sensitive to the needs and aspirations of society;
- Cultivate a greater understanding of the relationship between government and society; and
- Establish managerial practices directed at efficiency, effectiveness and sensitivity to people's innermost needs.

Corson and Harris (1963:12) define Public Administration as "... .. *the formulation of objectives and goals, working with the legislature,*

establishing and revising organisation, directing and supervising employees, determining working methods and procedures and exercising control. It is the action part of the government, the means by which the purposes and goals of government are realized”.

In his book *Public Administration: A South African Introductory Perspective*, Coetzee (1988:21) scrutinizes numerous definitions of public administration and concludes that:

“...public administration distinctly refers to that particular kind of administration prevailing in the public sector where it concerns the execution of public policies which find expression in laws, rules and regulations made by legislative bodies at various levels of government. In order to attain this objective (execution of public policies), public administration involves the performance of a variety of functions, namely the generic administrative functions of policy making, organizing, financing, staffing, determining work methods and procedure and control; the functional activities (the line functions at the operational level) and the auxiliary activities such as data processing, collecting and analysing statistics, research and decision-making.”

Public Administration is further delineated by Fox *et al.* (1991:2) as that system of structures and processes, operating within a particular society or environment with the aim of facilitating the formulation of appropriate governmental policy and the efficient execution of the formulated policy.

Van der Walt and Du Toit (1998:63) conclude that Public Administration is the study of the different processes and functions, including managerial functions, carried out in government institutions to achieve certain objectives. It is concerned with handling public matters and the management of public institutions in such a way that resources are used efficiently to promote the general welfare of the public (Van der Walt and Du Toit, 1997:13).

From the above definitions, it can be concluded that Public Administration impacts all public sector organisations, including the Department of Public Works and its programmes, which incorporates the EPWP.

2.2.4 The constitutional foundation of Public Administration and the management of the EPWP

The Republic of South Africa adopted a new, democratic Constitution in 1996. The Constitution is the highest law in the country and all other laws and the conduct of any public manager have to comply with it. The South African Constitution (1996) (referred to in this study, as the Constitution), adopts certain important values on which public administration, and indeed the state itself, is based. These values and principles need to be taken into account in the management of the EPWP, as the Department of Public Works is part of Public Administration. They include the promotion and maintenance of a high standard of professional ethics, responding to people's needs and using resources efficiently, economically and effectively, as provided for by Section 195 of the Constitution (DPW Strategic Plan, 2010-2015:14).

2.2.4.1 Administrative action

Section 33 (1) of the Constitution states that everyone has a right to administrative action that is lawful, reasonable and procedurally fair. This implies that the EPWP management needs to manage human, physical and financial resources in a lawful manner.

Section 33 (2) of the Constitution states that everyone whose rights have been adversely affected by administrative action has a right to be given written reasons.

Section 33 (3) states that national legislation must be enacted to give effect to the above rights and must:

- Provide for the review of administrative action by a court, or, where appropriate, an independent and impartial tribunal;
- Impose a duty on the state to give effect to the rights in subsections (1) and (2); and
- Promote an efficient administration.

The above subsections of the Constitution are designed to ensure the provision of honest, efficient and effective administration; hence compliance is compulsory in the management of the Department of Public Works, and its programmes.

2.2.4.2 Access to information

Chapter 2 of the Constitution contains the Bill of Rights, which entrenches the public's right of access to government-held information. The Bill of Rights promotes human dignity and freedom in a political system that is characterized by accountability, responsiveness and transparency (Devenish, 1998:45). Section 32 of the Constitution states that everyone has right of access to any information held by the state, as well as any information that is held by another person that is required for the exercise or protection of any right. The EPWP Management in the Department of Public Works: KZN Province is also required to comply with this requirement.

2.2.4.3 Basic values and principles governing Public Administration

Section 195 of the South African Constitution sets out the basic values and principles that all those involved in Public Administration should take into account in conducting their daily business. The administration of public sector organisations must be governed by the following democratic values and principles enshrined in Chapter 10 of the Constitution:

- Subsection 1(a) of Section 195 affirms that all public sector managers are expected to promote and maintain a high standard of professional ethics. This is further discussed later in this chapter.
- Subsection 1(b) of Section 195 of the Constitution stresses that people involved in Public Administration should promote the efficient, economic and effective use of resources. They should manage human, material and financial resources in such a way that established goals, or other intended effects, will be achieved through the optimal use of scarce human and financial resources. Noting the current financial

status of the province, the EPWP management should ensure compliance with this subsection.

- Subsection 1(c) of Section 195 of the Constitution clarifies that Public Administration must be development-orientated; developmental programmes such as the EPWP are implemented for the benefit of the public. Proper management of such programmes is thus of paramount importance.
- Subsection 1(d) of Section 195 states that Public Administration has to ensure that services are provided impartially, fairly, equitably and without bias. Noting that the EPWP is a government initiative, management and relevant officials should ensure compliance with this subsection.
- Subsection 1(e) of Section 195 of the Constitution asserts that the public must be encouraged to participate in policy-making. Public participation is therefore mandatory in all EPWP processes.
- Subsection 1(f) of Section 195 of the Constitution affirms that public management must be accountable, fostering transparency by providing the public with timely, accessible and accurate information.
- Subsection 1(g) of Section 195 of the Constitution states that good human resource management and career development practices must be cultivated in order to maximize human potential. In managing the EPWP, the Department of Public Works must take these requirements into account.
- Subsection 1(h) of Section 195 of the Constitution provides that Public Administration must be broadly representative of the South African population, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the

imbalances of the past. The EPWP management needs to take measures such as affirmative action and employment equity into account in order to comply with these constitutional requirements.

2.2.5 Normative guidelines of Public Administration

Normative suggests a value-orientated approach in both the teaching and practice of Public Administration; an approach where government administration (national, regional and local) is not in conflict with the community at large, but rather in constant harmony with the community's needs and expectations. These factors serve as the basis for a value-critical approach to Public Administration within which officials perform their duties (Bayat and Meyer, 1994:31).

According to Bayat and Meyer (1994:31), the normative foundations that should guide public officials (including officials from the Department of Public Works: EPWP) in the performance of their duties are *inter alia*:

- Democracy;
- Representativeness and responsibility;
- The rule of law;
- Responsiveness to public demands;
- A culture and value system;
- Administrative responsibility for programme effectiveness and a degree of openness; and
- Ethical norms

2.2.5.1 Democracy

According to Marx (1998), democracy rests on an understanding between the citizen and the government. This indicates that there are set requirements that have to be honoured by both the ruler and the ruled. According to Stahl (1976:271), Public Administration at every level must serve the public in a

manner that strengthens the integrity and processes of democratic government as follows:

- All citizens must be served equally and impartially with full respect for their reliance on representative institutions; and
- Internal administration in public institutions must be consistent with codes of conduct.

This suggests that the EPWP should be managed in a democratic manner.

2.2.5.2 Representativeness and responsibility

Van Der Walt and Helmbold (1995:80) observe that the principle of representativeness indicates that in a democratic government, the wishes of the people are reflected in decisions taken in their name. Representativeness goes hand in hand with responsibility, since office bearers are chosen and not only represent the public but are also responsible for their wellbeing. Furthermore, the value of responsibility binds the public administrative system to the supreme legislative body.

In view of the above, it is essential that the public is represented in all EPWP processes in order to ensure democratic decision making and responsibility-binding.

More specifically, the following democratic values should be taken into cognisance (Schwella *et al.*, 1996:15):

- Representation;
- Legitimacy;
- Transparency;
- Responsiveness; and
- Accountability.

2.2.5.3 The rule of law

Stillman (1996) points out that the rule of law allows the powers of government to be conditioned by law. Thus, the authorities should ensure

compliance with particular ethical norms and exercise their power with the full trust of the people.

Bayat and Meyer (1994:37) clarify that Public Administration should take place in such a manner that the rule of law prevails, which implies that:

- executive institutions should not be given powers that are too wide and that could go unchecked;
- all citizens are equal in the eyes of the law and are subordinate to the law; and
- courts of law should function separately from both the legislature and the executive, and judges should act as impartial protectors to ensure that the rights and freedom of every individual are guaranteed.

In line with the above, it is worth noting that the Department of Public Works and its programmes are managed in terms of the South African Constitution (1996) which emphasizes adherence to the values and principles of public administration, known as the Top Ten for Public Service in South Africa (PSC, 2002:2). These principles are discussed later in this chapter.

2.2.5.4 Responsiveness to public demands

The responsiveness principle requires that public institutions and public managers be sensitive to the needs of their clients (Du Toit, Van Der Waldt, Bayat and Cheminais, 1998:113). Apartheid left a legacy of historical imbalances in South African society (PIVOT, 2007:17). The dawning of democracy created certain expectations and demands, especially with regard to socio-economic needs such as housing, education and urban infrastructure. Public officials are expected to respond to these needs and demands (Bayat and Meyer, 1994:38). It is therefore crucial that the EPWP officials are responsive to citizens' needs in order to maintain confidence in government, promote professionalism and enhance service delivery to the public. To ensure effective responsiveness, Du Toit *et al.* (1998:113) recommend on-going communication between public managers and the public.

2.2.5.5 Culture and value system

South African society has diverse cultural and traditional practices. *"The cultural beliefs and value systems of communities play a vital role in the daily lives of its people"* (Bayat and Meyer, 1994:38). What is acceptable to one segment of the population may not be acceptable to another. Thus, Kellerma, Kotze, Mentz, Stewart and Treurnicht (1997:94) emphasize the importance of managing cultural diversity in the context in development. Bayat and Meyer (1994:38) concur, and observe that in performing their duties, public administrators should be mindful of various cultural and traditional practices in order to avoid conflict.

Since the EPWP is a national programme, it should manage diversity at all levels (national, provincial, regional and district). The cultural beliefs and value systems of the EPWP beneficiaries should be taken into consideration during the EPWP implementation process.

2.2.5.6 Administrative responsibility for programme effectiveness

Effectiveness refers to the extent to which overall goals are achieved (Du Toit *et al.*, 1998:115). Gildenhuis (1988:337) concludes that programme effectiveness requires administrative decentralization, delegation of decision-making authority and the predetermination of long-term objectives, short-term targets and performance standards. Since efficiency involves human factors and takes into account the unintended consequences of management activities (Du Toit *et al.*, 1998:115), it calls for the timeous measurement and evaluation of results to determine whether they comply with predetermined performance standards, and most importantly, whether the values and needs of the service target group have been satisfied (Gildenhuis, 1988:337).

In order to ensure effective and efficient service delivery in line with the EPWP's objectives and targets, it is therefore imperative to understand the expectations of the EPWP Beneficiaries.

2.2.5.7 Ethical norms

The term *ethics* implies a moral code of conduct which distinguishes right from wrong and entails the practice of virtues such as courage, selflessness,

honesty and justice during service delivery or in the performance of one's duties (Dwivedi and Engelbert, 1981:153; Andrews, 1988:33).

Ethical personal conduct on the part of public functionaries is essential to promote a more professional ethos and a commitment to serve citizens. In view thereof, a code of ethics is intended, not merely as a set of standing rules for behaviour but rather as a guide to public servants to use their creativity and discretion to promote national priorities (Skweyiya, 1996:3-4). Hence, it is important for the EPWP officials to comply with a code of ethics when implementing and managing the programme.

2.2.6 Theories of Public Administration

Various theories of Public Administration underpin the enhancement of public service; however, this study will limit itself to Human Relations and Public Choice Theories due to their relevance to the study.

The **Human Relations Theory** states that the informal as well as formal organizational structure should be managed to increase effectiveness. The best way to realize employees' potential is to make their work intrinsically more satisfying and their relationship with fellow workers and supervisors more open, authentic and supportive. Such a management system improves morale, job satisfaction and group performance by changing supervisory styles, decision-making procedures, job content and relationships among work groups (Gargan, 1987:62).

Roux, Brynard, Botes and David (1997:27) also maintain that the efficiency and effectiveness with which an institution performs its functions are not only determined by well-designed formal organizational arrangements, but are influenced and determined by the informal interaction between individuals and groups in an institutional context. This is affirmed by the findings of a number of experiments conducted by Mayo, which revealed that the social context of the work group was the most important factor in management (Hughes, 2003:29).

The focus of **Human Relations Theory** is on the social context at work rather than regarding the worker as an automaton responsive only to financial incentives (Hughes, 2003:29). Engagement between the EPWP officials (Public Works employees) and EPWP beneficiaries (EPWP project employees) is therefore imperative in order to ensure that the social context is incorporated into the EPWP management.

The **Public Choice Theory** is about the human being as a decision-maker and the choices a person makes about the consumption and production of public goods and services under different rules and structures (Gargan, 1987:62; Levine, 1990:258-284). According to Fox and Meyer (1995:105), allowing individuals to make rational economic decisions gives consumers of public goods a choice and provides strong incentives to public bureaucracies to supply better goods and services in a more effective way.

In line with the aforementioned, the EPWP Management at all levels (Provincial, Regional and District) are required to engage in rational economic decision making, following the EPWP guidelines and programme management structures within the KZN province.

Hughes (2003:40) asserts that the theory of public choice involves the application of micro-economic principles to political and social areas. It is essential that EPWP management adopt such an approach since the programme is a political mandate. However, Wilson (1941), as cited in Hughes (2003:24), emphasizes the strict separation of politics and the administration and acknowledges that politics sets the tasks for the administration (Denhardt, 2008:43).

The above two Public Administration Theories confirmed the importance of the social context in the work place as well as its relationship with efficiency and effectiveness. An EPWP deals with a group of individuals, thus the approaches presented below are essential for proper management of social context in this regard.

2.2.7 Public administration approaches

The two relevant approaches of public administration will be conversed; viz,

2.2.7.1 Traditional approach

Cloete (1981:4) states that public administration refers to the administrative processes which must be carried out and which are inextricably linked with the functional activities of the various public institutions, namely policy making, organization, financing, staffing, the development of work procedure and the exercising of control. This comprise of conceptual and directive functions.

2.2.7.2 The innovative approach

The innovative approach advocated by Fox, Schwella and Wissink (1991:2) The managerial parts of the generic administration functions will be performed mainly by the institutions and officials who are charged with the implementation of the directive issued by the conceptual functions, which culminate in directives such as laws, ordinance, regulations, proclamation, instructions codes or other commands (Schwella *et al.*, 1996:11).

The conceptual framework in this study has incorporated aspects like public administration; public management, development and management and many other issues which are interrelated. Therefore, each and every aspect will be highlighted. Both public administration and public management relationship should be considered and it should be borne in mind that every generic administrative function consists of two parts, the conceptual (initiatory and innovative) and directive parts and the managerial part (Cloete, 1998:86-87).

It is interesting to note the similarities between the Management Theory and the above approach. In both, the point of departure is processes. The Management Theory will therefore be discussed underneath for ease of comparisons and learning from the two theories.

2.3. Management Theory and EPWP

2.3.1 Definition of Management

Management is the process of working with and through others to achieve organisational objectives in changing environment. Central to this process is the effective and efficient use of limited resources (Kreitner, 1995:4).

2.3.2 Management theories

The following management theories will be discussed due to their relevance to this study:

2.3.2.1 The behavioural or people-oriented theory

The studies conducted in the 1930s and 1940s showed that people are motivated to be more productive by factors other than financial gain and a pleasant working environment. Emphasis was placed on the fact that the individuality of human beings could not be disregarded and that the importance of the human aspects must be thoroughly taken into account in the workplace (Van Der Waldt and Du Toit, 1999:58). This theory points out that people deserve to be the central focus of organised activity; thus, accentuating that management depends largely on a manager's ability to understand and work with people who have a variety of backgrounds, needs, perceptions and aspirations (Kreitner, 1995:42).

According to the behavioural approach, new ways must continually be explored to motivate workers, as a motivated worker increases the efficiency and effectiveness of organizational performance (Roux *et al.*, 1997:27).

Kreitner (1995:7) affirms that the practice of management challenges managers to use organisational resources effectively and efficiently. **It further gives them the responsibility of** balancing the two terms (effectiveness and efficiency).

In view of the aforementioned, it is imperative for the public servants to constantly strive to act in a way which will lead to the improvement of the quality of service delivery by public institutions. In other words, efficient administration in the sense of the achievement of objectives, the economical

use of resources and reasonable and fair distribution of resources between groups and projects must be perused (Van Der Waldt and Du Toit, 1999:21). Of noting is that no institution can function efficiently without suitable trained personnel. One of the measures for increasing efficiency in public institutions is to enhance the quality of the personnel members through creating opportunities which will result in a greater degree of professionalism among officials (Van Der Waldt and Du Toit, 1999:21). Effectiveness measures whether or not organisational objectives are accomplished (Kreitner, 1995:277).

2.3.2.2 The situation or contingency theory

The situational theory was developed in the 1950s and it realises that the particular environment and circumstances in which the manager has to function have a determining influence on optimal management and productivity (Van Der Waldt and Du Toit, 1999:58). This theory highlights that an effectiveness of a given management pattern is contingent upon multitudinous factors and their interrelationship in a particular situation. Meaning, the application of various management tools and techniques must be appropriate to the particular situation because each situation presents to the manager its own problems (Kreitner, 1995:57).

The contingency approach therefore stresses situational appropriateness rather than universal principles. It is characterized by an open-system perspective, a practical research orientation and a multivariate approach to research. It seeks to determine, by means of research, which managerial practices and techniques are appropriate in specific situations (Kreitner, 1995:40-63).

2.3.2.3 General systems theory

General systems theory is an interdisciplinary area of study based on the assumption that everything is part of a larger, interdependent arrangement. According to the Ludwig von Bertalanffy, a biologist and a founder of General systems theory, "In order to understand an organised whole we must know the parts and the relations between them." This theory categorises levels of

systems and distinguishes between closed and open systems (Kreitner, 1995:54).

According to the systems approach *a system consists of specialised and differentiated parts or elements, which are integrated in a particular relationship to each other, in order to form a complete whole and also function in a dynamic relation with a particular environment or other systems or sub-systems.* (Roux *et al.*, 1997:29). Systems theorists therefore recommend synthetic thinking i.e. inside-out thinking, as management is not practiced in a vacuum. They also suggest a combination of both man-made and creative thinking, as managers affect, and are in turn affected by, many organizational and environmental variables (Kreitner, 1995:40-63). The systems approach is a valuable conceptual framework for creating greater awareness of the critical elements that influence the functioning of public managers and their institutions (Van Der Waldt and Du Toit, 1999:66).

2.3.2.4 Management Theory provides a comprehensive understanding of management and the processes involved. It comprises the following approaches (Kreitner, 1995:40-63):

i) The universal process approach

Kreitner (1995:40-63) notes that Henri Fayol's (1949) universal approach assumes that all organizations, regardless of purpose or size, require the same six (6) management processes, viz; policy-making; organising; controlling; personnel provision and utilisation; financing; and determining work methods and procedures. It was assumed that all activities and processes within Public Administration could be evaluated in terms of these processes (Van Der Waldt and Du Toit, 1999:63). Furthermore, this approach assumes that this rational process can be reduced to separate functions and principles of management. The former is depicted in figure 2.1 and the latter in table 2.2. These are acknowledged for resulting in effectiveness and efficiency, thus managers are advised to always ensure compliance with these principles and managerial functions (Starling, 2008:32).

Figure 2.1 portrays managerial functions as discussed in the universal process approach.

Figure 2.1: The managerial functions in the management process



Source: Adapted from: Kreitner (1995:14)

In Figure 2.1 the primary management function is **planning** and future courses of action are formulated at this level. Managers thereafter **make** intelligent and ethical **decisions** to choose among alternative courses of action. After the decision making process, managers assume **organising** function; viz, considering the structure and the chain of command, division of labour and assignment of responsibility. This function assists in ensuring the efficient use of human resource, thus the next function focuses on **staffing**. This function comprises recruiting, training and developing people who can contribute to the organisation. Once staff has been employed, managers are expected to communicate the technical knowledge, instructions, rules, and

information required. It should be acknowledged that **communication** is a two way process.

Motivating is an important aspect of management. The employees need to be motivated to pursue collective objectives by satisfying needs and meeting expectations with meaningful work and valued reward. Managers **lead** by example and serve as role models and adapt their management style to the demands of the situation. Finally, managers apply their **control** function. They compare desired results with actual results and take the necessary corrective action.

The managerial functions are relevant to the management of EPWP and if these are carefully applied they can enhance EPWP management processes. EPWP managers are therefore encouraged to adapt these managerial functions as they are value add. Both managerial functions and Fayol's fourteen universal principles depicted in table 2.1 to be integrated and considered to advance EPWP management.

Table 2.1 portrays Fayol's fourteen universal principles which are applicable to the management of the EPWP.

Table 2.1 Fayol's fourteen universal principles

Principle	Description
Division of work	Specialisation of labour is necessary for organisational stress.
Authority	The right to give orders much accompany responsibility.
Discipline	Obedience and respect help an organisation run smoothly.
Unity of command	Each employee should receive orders from only one superior.
Unity of direction	The effort of everyone in the organisation should be coordinated and focused in the same direction.
Subordination of individual interest to the general interest	Resolving the tug of war between personal and organisational interest in favour of the organisation is one of management's greatest difficulties.
Remuneration	Employees should be paid fairly in accordance with their contribution.
Centralisation	The relationship between centralisation and decentralisation is the matter of proportion; the optimum balance must be found for each organisation.
Scalar chain	Subordinate should observe the formal chain of command unless expressly authorised.
Order	Both material things and people should be in their proper places.
Equity	Fairness that results from a combination of kindness and justice lead to devoted and loyal service.
Stability and tenure of personnel	People need time to learn their jobs.
Initiative	One of the greatest satisfactions is formulated and is carrying out.
Esprit de corps	Harmonious effort among individuals is the key to organisational success.

Source: Adapted from: Kreitner (1995:42)

In view of the above, a combination of management processes, managerial functions, principles and characteristics of management is a concoction for effectiveness and efficiency.

iii) The attributes of excellence: A modern unconventional approach

This approach promotes decentralized and value-driven organizations dedicated to the humane treatment of employees, innovation, experimentation and customer satisfaction. It identifies the following eight (8) attributes of excellence:

- A bias towards action;
- Being close to the customer;
- Autonomy and entrepreneurship;

- Productivity through people;
- Being hands-on and value driven;
- Sticking to the knitting attitude;
- Simple form, lean staff; and
- Simultaneous loose-tight properties
(Kreitner, 1995:40-63).

The management approach used by the Department to manage the EPWP will be explored in line with the above approaches.

It is also important to note that Allison's (1982) model captures the following main characteristics of management (Hughes, 2003:45-46):

- Establishing objectives and priorities for the organization;
- Devising operational plans to achieve these objectives;
- Organizing and staffing;
- Directing personnel and the personnel management system;
- Controlling performance;
- Dealing with external units;
- Dealing with independent organizations;
- Dealing with the press and the public; and
- Planning, organizing, leading, co-ordinating, and controlling (Du Toit *et al.*, 1998:172).

These characteristics are relevant to the Department of Public Works and are thus also important for the management of the EPWP. Some of these characteristics *inter alia*, DPW objectives and priorities, DPW operational plans, organizing and staffing will be elaborated on later in this chapter.

Development Management Theory is also pertinent to the study as EPWP falls within this category.

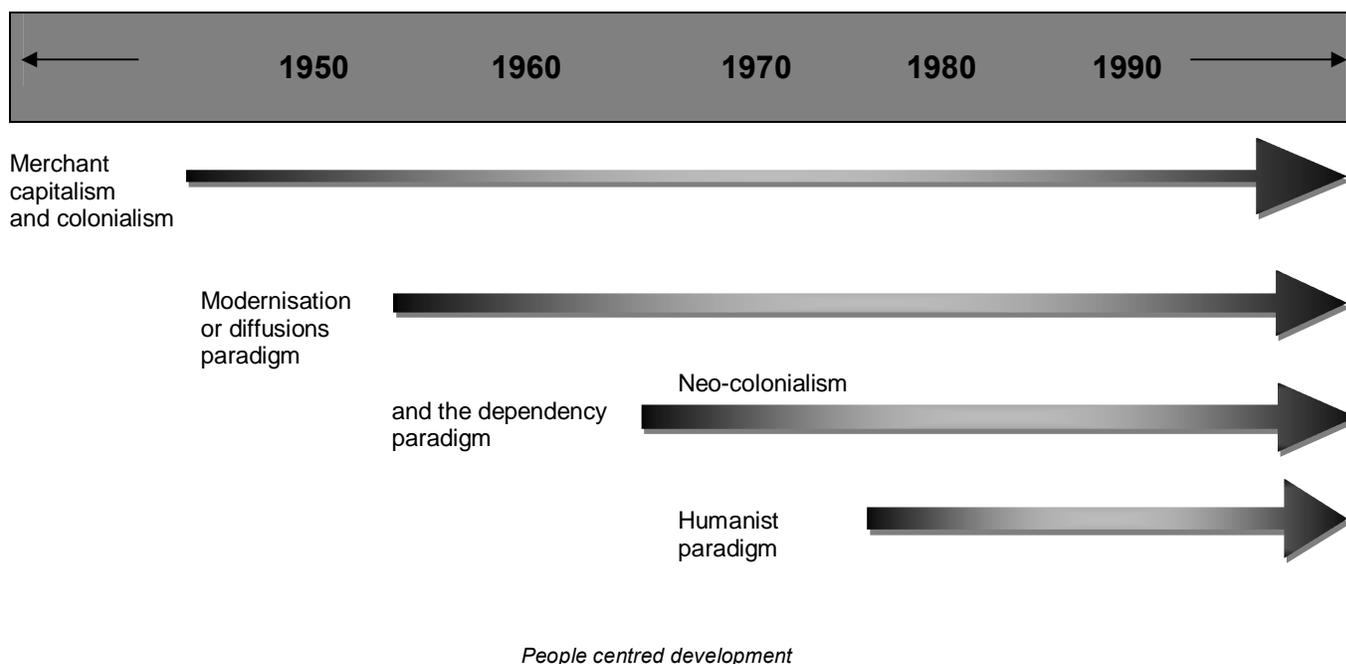
2.4 Development Management theory and EPWP

The South Africa Constitution and the White Paper on the Reconstruction and Development Programme form the framework for all **development** in South Africa. Van Der Waldt and Du Toit (1999:308) acknowledge that Development Management consists of the following components: the sharpening of management skills to be able to deal with complex activities overtime and in changing circumstances; the achievements of a nation's development objectives; the implementation of change in society or a community to increase productivity and organisational capacity; and the improvement in the quality of human life.

2.4.1 Definition of Development Management

Definition of Development Management refers to organized processes whereby individuals or institutions work in partnership with the intended beneficiaries of development (i.e. the people); in this instance the EPWP beneficiaries, in order to realise the beneficiaries's stated objectives efficiently and effectively (Davids, Theron, and Maphunye, 2005:4). The evolution of development theories is illustrated in Figure 2.2.

Figure 2.2: The evolution of Development Theories



Source: Adapted from Davids et al. (2005:5).

Figure 2.2 indicates that development theory which emerged in the 1950s and early 1960s was based on modernisation theory. In the late 1960s and 1970s, the dependency theory took centre stage. Since the late 1980s the emphasis has shifted from macro-theories of development to micro-theories, and, more specifically, to people and communities (Davids *et al.*, 2005:4). Hence, the new approach to development is known as ~~people-centred development~~. This approach integrates the building blocks of development, namely public participation, social learning, empowerment and sustainability, to offer an all-encompassing understanding that reflects its human orientation (Davids *et al.*, 2005:28). Yadav (1987:87), as cited in Davids *et al.* (2005:19-20), emphasizes the need for public participation in:

- Planning and decision-making;
- The implementation of development programmes and projects;
- The monitoring and evaluation of development programmes and projects; and
- Sharing the benefits of development.

On one hand, public participation rests on the fundamental ethical principle that people should be allowed control over actions which affect them and on the other hand, it serves as a means to sustainable development. The following three aspects are imperative for the latter purpose (Kotze *et al.*, 1997:53-54):

a) Empowerment

Empowerment is twofold, viz; strengthening of community or local capacities and skills transfer during the implementation stage. The objective is to equip people with capacities which could be utilised beyond the project implementation stage and provide them with accredited training to enhance opportunities for finding permanent employment.

b) Communication

The community needs to be fully informed and able to communicate its views, wishes and interest. A two way communication process is therefore essential through all the EPWP Management processes (planning, implementation, monitoring and evaluation).

c) Gender

The promotion of equal access by women and men to project-related opportunities and resources has become of strategic importance in development. Chapter 3 recognises that the majority of the poor people are women, thus the need for development to focus on this category.

In view of the above it is essential to ensure public participation in the EPWP as it is a developmental programme. EPWP Beneficiaries should participate in all processes (planning, implementation, monitoring and evaluation) to ensure sustainability (one of the building blocks of people-centred development).

As Du Toit *et al.* (1998:270) observe, sustainable development is a primary objective of government and is likely to achieve the long-term satisfaction of human needs and improvements in the quality of human life. Schwella *et al.* (2001:87) specify that the purpose of Development Management is to raise the sustainable level of living of the poor as rapidly as is feasible, and to provide all human beings with an opportunity to develop to their fullest potential (Schwella *et al.*, 2001:101). This clearly indicates that Development Management deals with change in the community; hence it is vital that public managers involve communities in initiating and implementing development projects. In this regard, the issue of communication is imperative as there should be community involvement in all EPWP processes and EPWP beneficiaries should be engaged to evaluate the impact of the programme on their lives.

Social learning and empowerment are also important building blocks of people-centred development; hence all stakeholders should be engaged on social and capacity-building issues.

Development Management Theory emphasizes that each development project activity initiated by a government should be managed properly to ensure that the goals are achieved (Van Der Waldt and Du Toit, 1999:307); this study aims to contribute to the proper management of the EPWP. The theory emphasizes that Development Management needs to form part of the frame of reference and knowledge of public managers which includes EPWP managers.

2.5 Public Management Theory and EPWP

2.5.1 Definition of Public Management

Meggison *et al.* (1992:13) define Public Management as working with human, financial and physical resources in a public sector organization to achieve objectives by performing the planning, organizing, leading and controlling functions. It is (generally) a skill with an intention of converting resources like material, labour, capital and information into services and products aimed at addressing needs of the society (Van De Waldt and Du Toit, 1999:14). It is also regarded as a small but very important part of Public Administration where macro-management of delivery of national goods and services takes place (Fox and Meyer, 1995:106).

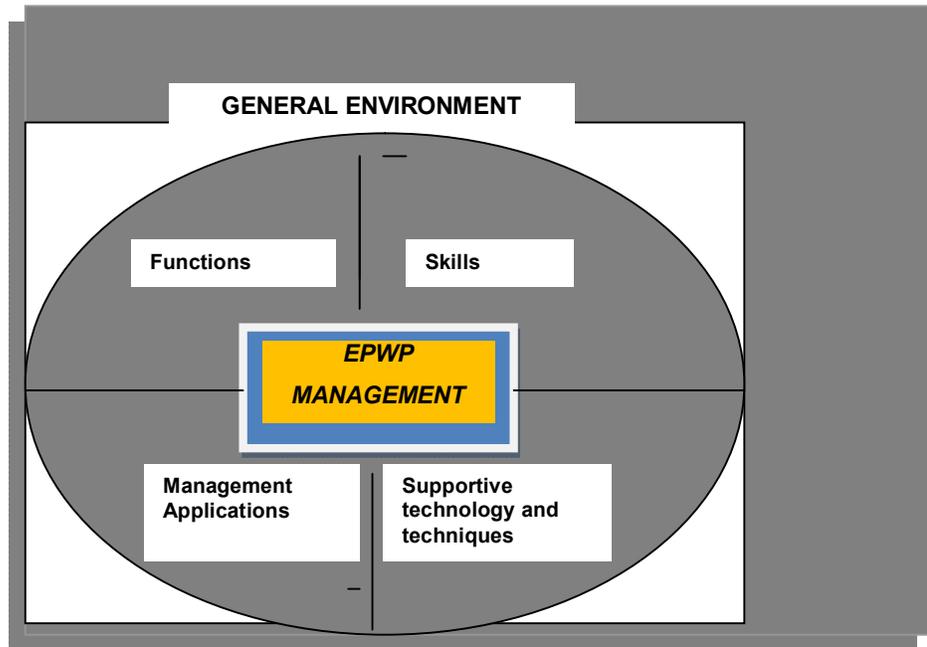
Rainey (1990:159) argues that Public Administration literature has been information rich and skill poor, too broadly discursive and philosophical, and preoccupied with general ethical and normative issues to provide guidelines for managers of public organizations. However, he sees Public Management as aiming to achieve results, improve skills and also improve accountability. It is then apparent that public management theories are important to ensure efficacy in the management EPWP.

2.5.2 Public Management Theory

The theory is based on a contingency approach that emphasizes the importance of the environment in the theory and practice of public management. The contingency approach puts emphasis on open-system organizations that interact with both specific and general environments, with the latter being turbulent (Schwella *et al.*, 2001:12). It is imperative that EPWP

managers are able to identify strategies to respond to ever-changing environments. The external environment that impacts on organizations is characterized by functions, skills, management applications, and supportive technology and techniques, whilst aspects of the external environment include politics, economics, culture and technology (Fox, Schwella and Wissink, 2004:17). Figure 2.3 contextualises Public Works and the EPWP within the Public Management Model by examining the Public Management Environment.

Figure 2.3: The Public Management Model



SPECIFIC ENVIRONMENT

GENERAL ENVIRONMENT
 *Political *Social *Economic *Technological *Cultural

SPECIFIC ENVIRONMENT
 *Suppliers *Competitors *Regulators *Consumers

FUNCTIONS	SKILLS	APPLICATIONS
*Policy making *Planning *Organising *Leading *Control and evaluation	*Decision-making *Communication *Management of change *Management of conflict *Negotiation	*Policy analysis *Strategic Management *Organisational development
		SUPPORTIVE TECHNOLOGY AND TECHNIQUES *Computer technology and information management *Techniques for public management

Source: Adapted from: Schwella et al. (2001:7).

2.5.2.1 Public Works and the EPWP within the context of the Public Management Model

It is evident from Figure 2.3 that the management of the EPWP requires the following:

- *Functions*
Policy making, planning, organising, leading, control and evaluation.
- *Skills*
Decision-making, communication, management of change, management of conflict, and negotiation.
- *Applications*
Policy analysis, strategic management, and organisational development.
- *Supportive technology and techniques*
Computer technology and information management as well as techniques for public management.

2.5.2.2 The Public Management environment

The management of the EPWP occurs within general and specific environments. A brief discussion of these environments follows.

a) The general environment

The general environment refers to factors that are external to an organisation and that constantly influence the management of the organisation (Du Toit and Van Der Waldt, 1998:112). According to Schwella (1996:18), the components of the general environment can be identified as follows:

b) Political component

The political component impacts on the political system in order to deal with the fundamental political demands of the people (Schwella, 1996:18). The EPWP is a government mandate and is one of the intervention strategies designed to reduce poverty and unemployment rates by 2014. The main goal

of the programme is to create temporary work opportunities for unskilled, marginalized, unemployed people (Development Indicators, 2008). The programme has been implemented across the following four sectors since 2004:

- Infrastructure;
- Environment and culture;
- Social; and the
- Economic sector.

Since the EPWP is a political government mandate; the political component has a major impact on the implementation and management of the programme.

c) Economic components

The economic components comprise key issues such as national income, reducing poverty and unemployment, the equitable distribution of wealth and job creation (Schwella, 1996:18). This study has therefore incorporated the funding model of the EPWP.

d) Cultural component

The cultural component encompasses the sum total of the established patterns of thought and action which are regarded as the way of life or lifestyle of a society (Van Der Waldt and Helmbold, 1995:20). The EPWP is implemented within communities and the cultural environment is significant in the management of the programme, since the EPWP managers need to ensure the proper management of cultural diversity throughout the programme.

Due to the heterogeneous nature of South African society, diversity is inherent in all public institutions (Du Toit and Van Der Waldt, 1998:231). The EPWP management therefore needs to ensure the equal treatment of public officials in line with the South African Constitution.

e) Technological component

The technological component impacts on efficiency, effectiveness, speed, accuracy and precision (Du Toit *et al.*, 1998). It is therefore important that the EPWP staff have technological support.

f) Social component

The social environment necessitates the provision of basic services in order to improve the quality of life of the community. The EPWP was developed to provide poverty and income relief through temporary work for the unemployed to carry out useful social activities (ASIST, 2006:2). The impact of the programme on the lives of the poor is the focus of this study.

g) The specific environment

The specific environment can have a direct influence on the availability of resources to the focal organizational unit (Van Der Waldt and Helmbold, 1995:20). Table 2.2 reflects the various components of the specific environment as postulated by Schwella *et al.* (1996).

Table 2.2: Components of the specific environment

<i>Specific environment components (Schwella et al., 1996)</i>	<i>Description/ function (Van Der Waldt and Helmbold, 1995:20)</i>
Regulators	Mediate or control aspects of the relationship between an organization, its suppliers, clients and competitors.
Suppliers	Produce and allocate a variety of resources to an organization.
Consumers	Make use of the output of the organization.
Competitors	Interest groups compete with the government for resources.

Source: Schwella *et al.* (1996) & Van Der Waldt and Helmbold (1995:20).

In view of Table 2.2 it is important to understand a specific EPWP component, which includes *inter alia*, the EPWP Legislative Framework and Guidelines, the EPWP beneficiaries and the EPWP management. These relate to one another, as the policies and guidelines provide guidance in terms of the programme and the provision of necessary resources, which impact on both the EPWP beneficiaries and the management of the programme.

2.6 The New Public Management and Public Works

Economics and **private management** are the two main theoretical bases which underpin the new public management (Hughes, 2003:60) and which brought about two interrelated changes, namely, a trend towards the marketization of the public sector to shift public activities to the private sector; and a trend away from bureaucracy as an organising principle within the public sector (Hughes, 2003:15). The theory emphasizes the need for organisational reform in order to ensure the delivery of high quality and value added services; the expansion of customer choice through the promotion of competition and flexibility; and the evaluation of the performance of civil servants (Ewalt, 2001:70).

The new managerial approach in the public sector was introduced to address the inadequacies of the traditional model of administration. This marked a major shift from traditional public administrative thinking to the new public management system (Hughes, 2003:44); hence, it was described as a new paradigm (Starling, 2008:171) which is characterised by a closer focus on results in terms of efficiency, effectiveness and total quality management (Desai, 2006:117). Osborne and Gaebler, as cited in Denhardt (2008:138-139) identified the ten New Public Management principles (NPM principles) depicted in Table 2.3:

Table 2.3: The New Public Management (NPM) principles

NPM principle	Description
Catalyst Government	Steering rather than Rowing Public Entrepreneurs
Community-owned Government	Empowering Rather than Serving Public Entrepreneurs
Competitive Government	Injecting Competition into Service Delivery
Mission-Driven Government	Transforming Rule-Driven Organizations
Results-Oriented Government	Funding Outcomes, Not Inputs
Customer-Driven Government	Meeting the Needs of the Customer
Enterprising Government	Earning Rather than Spending
Anticipatory Government	Prevention Rather than Cure
Decentralized Government	From Hierarchy to Participation and Teamwork
Market-Oriented Government	Leveraging Change the Market

Source: *Denhardt (2008:138-139).*

The democratic South African government adopted policies and processes to transform government institutions in line with the principles outlined in Table 2.3. The focus here is the White Paper on Transformation (1995), the White Paper on Transforming Public Service Delivery, the Public Works White Paper (1997), the Public Works Mandate for Change, the Redesign of the Public Works Service Delivery Model, the 2010 State of the Nation Address, the KwaZulu-Natal Department of Public Works: Mission and Vision, and the Department of Public Works: Core Values due to their relevance to this study.

2.6.1 White Paper on Transformation (1995)

The 1995 White Paper on Transformation of the Public Service (WPTPS), more specifically Chapter 2, spells out a vision for the new public service, as follows: "The Government of National Unity is committed to continually improve the lives of the people of South Africa through a transformed public service which is representative, coherent, transparent, official, effective, accountable and responsive to the needs of all people." The emphasis is on value for money, based on economy, efficiency and effectiveness, which are articulated in Chapter 10 of the Constitution, which outlines the guiding principles and values governing public administration. The management of the EPWP therefore needs to be aligned with the new public service which is goal and performance orientated, efficient and cost effective.

The WPTPS (1995) also made provision for the development of Codes of Conduct in the workplace, in order to uphold the values necessary to promote high standards of professionalism in a free and participatory democracy. Subsequently, the national Constitution (1996) endorsed this view by stipulating that public administration should adhere to the following values and principles, termed the "Top Ten" for the Public Service in South Africa:

- Governed by the democratic values and principles of the Constitution;
- A high standard of professional ethics should be promoted and maintained;
- Services should be provided impartially, fairly, equitably and without bias;
- Resources should be utilized efficiently, economically and effectively;
- Development oriented;
- People's needs should be responded to, the public should be encouraged to participate in policy making; and public servants should be accountable for their actions;
- Transparency by providing the public with timely, accessible and accurate information;
- Cultivating good human resource management and career development practices to maximize human potential; and

- Broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past (PSC, 2002:2).

In 1997 the Code of Conduct for the Public Service was promulgated, which is an important pillar in the establishment of good governance and the ethical conduct of public servants. It also raises issues such as respect for human rights, the rule of law, accountability, and transparency in government, personal conduct and private interests (PSC, 2002:4).

All public servants, from the most junior to the most senior, are required to comply with the Code of Conduct; hence the Corporate Services Section in the Department of Public Works is conducting workshops throughout the province (in all regions and at Head Office) to ensure compliance. This includes the EPWP team, who are expected to comply with the Code of Conduct in the implementation and management of the programme.

2.6.2 The White Paper on Transforming Public Service Delivery

The White Paper on Transforming Public Service Delivery (the Batho Pele White Paper, 1997) introduced *Batho Pele* as a turn-around strategy for improving service delivery in the public sector. The *Batho Pele* policy framework embraces the principles outlined in Table 2.4 which guide service delivery.

Table 2.4: The *Batho Pele* Principles

<i>Batho Pele</i> Principle	Description	Department of Public Works' Commitments (DPW Commitment Charter, 2010-2013: 6-7)
Consultation and Service Standards	<p>Citizens should be consulted about the level and quality of the services they receive and, wherever possible, should be given a choice about the services that are offered.</p> <p>Citizens should be told what level and quality of services they will receive so that they are aware of what to expect.</p>	<p>Conducting a customer satisfaction survey annually;</p> <p>Conducting Operation Shonaphansi throughout the Department;</p> <p>Engaging in Izimbizo, Summits and stakeholder forums;</p> <p>Media (press releases and radio talk shows); and</p> <p>Making suggestion boxes available in all offices.</p>
Access	All citizens should have equal access to the services to which they are entitled.	<p>Accessibility of offices to physically challenged citizens;</p> <p>Department's Web-site to be continuously updated;</p> <p>Usage of simple and understandable language;</p> <p>Existence of Public Works offices in all District Municipalities;</p> <p>Visible information signs; and</p> <p>A visible organogram and management structure of each office.</p>
Courtesy	Citizens should be treated with courtesy and consideration.	<p>Citizens to be greeted in a friendly manner;</p> <p>All staff to be identified by name-tags at all times;</p> <p>Provision of customer-care training that includes <i>Batho Pele</i>, the KZN Citizens Charter and telephone etiquette to all front-line staff;</p> <p>Establishment of help desks; and</p> <p>Courtesy Code of Conduct to be developed and implemented.</p>
Information	Citizens should be given full, accurate information about the public services they are entitled to.	<p>Services rendered to be displayed in all offices;</p> <p>Outcomes of the Customer Care Assessment Survey to be made available;</p> <p>An induction programme to be conducted for all newly appointed employees;</p> <p>Information on departmental programmes to be available on the website, brochures and newsletters; and</p> <p>Budget speech and annual report to be made available.</p>

Openness and transformation	Citizens should be told how national and provincial departments are run, how much they cost, and who is in charge.	Details of the department's location, contact person and senior management to be available; The Annual Report and Budget Speech to be accessible to the general public; Regular meetings to be held with clients, employees and stakeholders; and Availability of the fraud and corruption hotline number to report fraud, corruption and maladministration.
Redress and handling of complaints	If the promised standard of services is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; when complaints are lodged, citizens should receive a sympathetic, positive response.	The department respects the right of citizens to complain if services are poor or unsatisfactory; Citizens may write to or contact Public Works offices; Telephone complaints will be dealt with in a polite manner. The department undertakes to investigate and respond to complaints within 21 days of receipt. A general complaints procedure to be developed and adhered to.
Value for money	Public services should be provided economically and efficiently in order to give citizens the best possible value for money.	Simplify systems, processes and procedures to eliminate wastage and inefficiency; Apply the Employee Performance Management and Development Systems to enhance productivity at all levels; Identify financial risks areas and manage them effectively; Strengthen management and control to prevent fraud, corruption and maladministration; and Ensure compliance with the Public Financial Management Act (PFMA).
Empowerment, leadership and strategic direction	Citizens are empowered in order to be useful to their country. Leaders set direction and lead by example. Leaders are responsible for creating the right environment which encourages creativity and innovation. Good leaders empower their people to work together, plan together	Managers will lead by example and will endeavour to ensure that the vision, mission and goals are articulated and embraced by all, by implementing the following: All senior management service personnel will incorporate the <i>Batho Pele</i> principles in their performance contract. Monthly meetings will be held to monitor the progress for feedback purposes. The EPMDS be implemented effectively and efficiently for all staff.

	and reach the targets and goals together.	A service delivery improvement plan, in line with strategic objectives to be developed and reviewed annually.
Service Delivery Impact or Customer Impact	Public services are rendered in such a way that they have a positive impact on the lives of all citizens of South Africa.	The department shall endeavour to assess the impact of services annually and ascertain whether the specified objectives are achieved through: Monthly reporting and Midterm Reviews. Evaluate the performance of staff at all levels as per EPMDS policy. Monitoring and Evaluation Directorate to measure effectiveness of the department.
Encouraging innovation and rewarding excellence	Systems must be in place to recognize staff for their contributions towards improved service delivery. Conducive environment to service delivery must be created and staff must be encouraged to contribute to the improvement of service delivery.	The department will: Recognize and reward officials who are loyal, committed, creative and dedicated; Encourage innovation and new ideas to improve systems, processes and procedures; and Ensure that Departmental Service Excellence Awards, Chief Directorates Awards, Regional Service Excellence Awards are taking place.

Source: *Batho Pele White Paper (1997:9) and DPW Commitment Charter (2010-2013:6-7).*

It is important to note that the two sets of principles (NPM Principles: Table 2.3 and *Batho Pele* Principles: Table 2.4) speak to each other, with the latter representing the public sector transformation policy framework (*Batho Pele White Paper, 1997:9*). Thus, it may be assumed that the *Batho Pele* Principles were derived from NPM principles to ensure the transformation of the public sector in line with the NPM. All public managers and officials have the important task of putting the *Batho Pele* Principles into practice. This study will examine whether the EPWP Programme is implemented and managed in line with the *Batho Pele* Principles to ensure transformed services to communities (the EPWP beneficiaries), as these principles are part of the core values and Commitment Charter of the Department of Public Works. The Commitment Charter is an official document that commits the Department to implement *Batho Pele* Principles and to ensure compliance by all departmental staff.

Table 2.4 therefore displays a clear relationship between *Batho Pele* Principles and the DPW Commitment Charter. It further indicates departmental strategies to implement the *Batho Pele* Principles.

2.6.3 Public Works White Paper (1997)

The afore-mentioned statutory document allowed the DPW to codify its transformation as an official government policy. It spelt out the challenges facing the Department and provided guidelines for the restructuring of the core activities, namely:

- Public Works Programmes
- Property investment
- Property and facilities management; and
- Property management.

The White Paper provided a basis to:

- Amend legislation, regulations and procedures that generated duplication and inefficiency;
- Reduce departmental bureaucracy; and
- Streamline procedures where possible.

It further emphasised the:

- Provision of training to departmental personnel;
- Retooling of the organizational structure;
- Enhancement of information management;
- Improvement of clients' business knowledge; and
- Introduction of performance management.

This restructuring was necessary to enable the Department to contribute more effectively to government's socio-economic objectives. This led to the mandate for change discussed under section 2.6.4.

2.6.4 Department of Public Works mandate for change

In line with the political agenda of transformation of the public sector, the then KZN Member of the Executive Council (MEC): Public Works, Honourable Mr M.B Gwala committed himself on his appointment, to ensure the transformation of the Department of Public Works (DPW) into an organization of excellence through a Change Agenda, which forms the core of a turn-around strategy for the Department (DPW Annual Report, 2005/06). The Change Agenda and the framework for a departmental turn-around were presented to and endorsed by the Premier, the Executive Council and the Works and Finance Portfolio Committees, in line with sections 133 (1) to (3) (b) of the South African Constitution (1996). The Change Agenda focused on the following key elements:

- Transformation of the Department into a high-performing organization;
- Redesign of the department's service delivery model to effectively, efficiently and timeously meet clients' expectations;
- Development of new partnerships and service delivery agreements with client departments;
- Fast tracked development and implementation of a new flagship programme to eliminate the school classrooms backlog which existed at that time;
- Development and implementation of a provincial fixed-asset management system, and;
- Full engagement of the Expanded Public Works Programme (DPW Redesign the Service Delivery Model, 2006).

A series of steps were initiated to kick start the Change Agenda and transform the DPW; hence, the Redesign of the Public Works Service Delivery Model was developed. The DPW focus for the 2006/07 financial year was to ensure that the basic management structures were in place and that internal business processes were streamlined to ensure efficient and effective internal operations. The positive impact of the Change Agenda strategy was evident in

the unqualified audit report issued by the Auditor-General (DPW Annual Report, 2006/07).

Du Toit *et al.* (1998:213) assert that *not only political transformation forces public institutions to undergo change; factors such as new technologies, environmental dynamics and internal organisational forces also play an important role*+ The Department of Public Works had to be transformed as infrastructure development is one of the fundamental cornerstones for development in South Africa (DPW Redesign the Service Delivery Model, 2006).

2.6.5 The redesign of the Public Works service delivery model

The redesign of the service delivery model was intended to provide capacity to meet all the infrastructural needs of the provincial administration in a timeous, high-quality and cost effective manner. The following recommendations were made to ensure such transformation:

- The Department had to leave behind the traditional process mentality and become outcomes oriented;
- Its business model had to focus on relationships with its customer departments;
- Business processes had to be streamlined to create direct accountability for deliverables;
- Significant new programme capacity had to be created;
- Priority had to be placed on the core business of the Department: the provision of building infrastructure to client departments. Resources needed to be channelled into the core functions, with other functions, such as the provision of artisan services, outsourced to the greatest extent possible;
- Alternative service delivery approaches had to be stimulated to overcome the chronic issues related to staff shortages, the failure of consultants to perform in a timeous manner and the inherent inefficiencies related to in-house provision of certain cyclically-required services; and

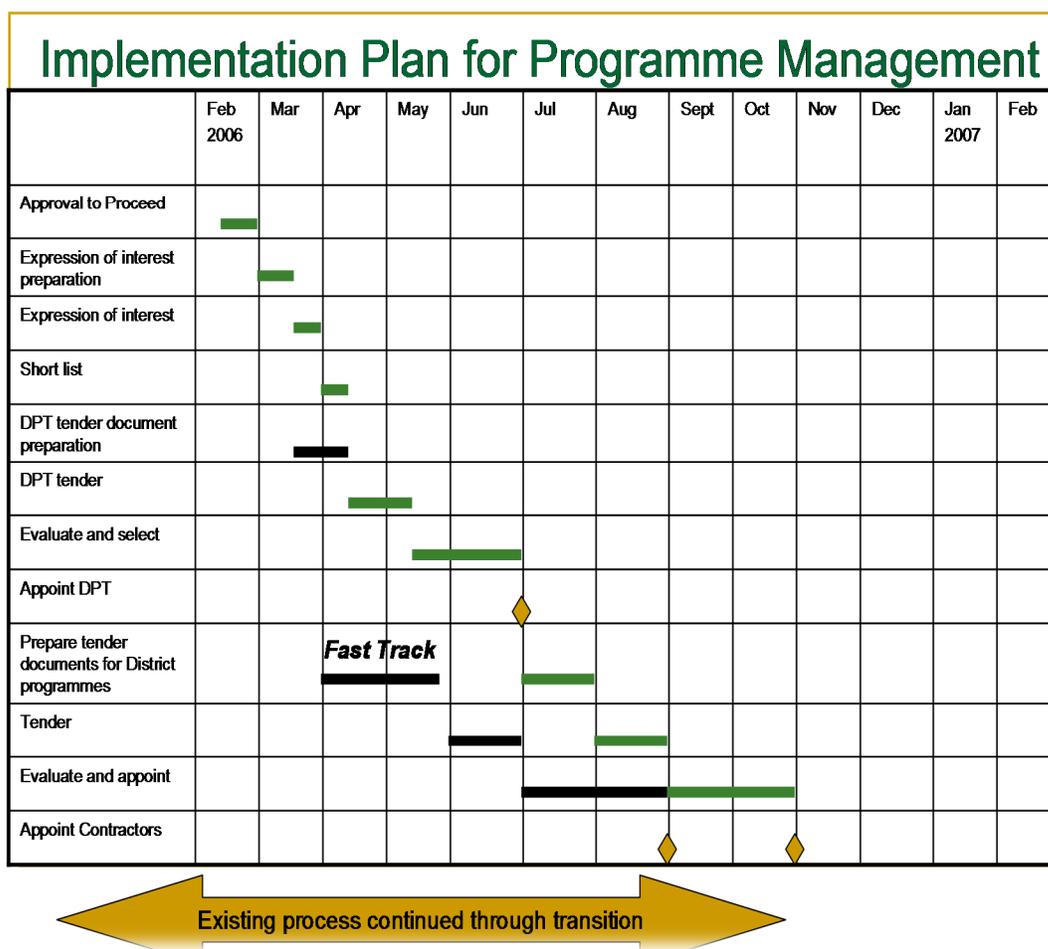
- The service delivery organisation had to be redesigned to reduce unnecessary levels and maximize alignment with client departments and local government structures (DPW Redesign the Service Delivery Model, 2006).

The redesign of the Department's service delivery model was approved and culminated in a detailed implementation strategy. This innovative approach was designed to improve service delivery and include new business solutions to meet the challenges created by traditional administration within Public Works. In line with the new approach, a series of team workshops was conducted to review existing business processes and identify innovative approaches to meet client expectations. The following issues were addressed in the workshops:

- Client management;
- Departmental capacity;
- Programme management;
- Management of major projects;
- Infrastructure planning;
- Policy and strategic planning;
- Decentralisation;
- Outsourcing;
- Selection and management of consultants;
- Procurement;
- Regional structures;
- Monitoring and reporting; and
- Development of the provincial cabinet
(DPW Annual Report, 2005).

The outcome of the workshops was a detailed implementation plan for programme management, which commenced in February 2006; this is graphically illustrated in Figure 2.4.

Figure 2.4: Implementation plan for programme management



Source: DPW Redesign the Service Delivery Model (2006:26).

2.6.6 State of the Nation Address

In the 2010 State of the Nation address the President of South Africa, Jacob Zuma emphasized the need to transform the public service in order to make the government's current term of office (2009-2014) one of faster action and improved performance. He noted that public service needed to work harder and smarter in building a performance-oriented state (State of the Nation Address, 2010).

In view of the above, the former KZN DPW MEC, Mrs M. Govender, committed the Department of Public Works (DPW Strategic Plan, 2010-

2015:3) to the following improvements:

- Improving customer service and turn-around times for delivery; effectively using resources and eliminating wastage to improve service delivery;
- Ensuring the maintenance of government buildings and the management of state property; timeous maintenance to prevent the Department from incurring early replacement costs;
- Improving adherence to delivery times so that project costs are not adversely affected by inflation;
- Ensuring that supply chain management rules and procedures are adhered to so that the customers and suppliers engage in fair economic relationships where the end user gets best value;
- Focusing on cost efficiency where the Department puts an end to the practice of government being charged above market rates and being used as a source of personal enrichment;
- Improving productivity . where the Department does more with less; and
- Fighting fraud and corruption (DPW Strategic Plan, 2010-2015:3).

This Plan demonstrates that the department is committed to improving performance and service delivery in line with the state's objectives.

2.6.7 KwaZulu-Natal Department of Public Works: mission and vision

The KwaZulu-Natal Department of Public Works (KZN-DPW) is a mission-driven department in line with NPM principles. The need for public institutions to embrace a mission is affirmed by Du Toit *et al.*, (1998:223), who assert that, "In the public sector, an institution's mission determines the social and political reason for its existence". The mission further serves as a constant reminder of the need to look outside the organization for measures of services (Starling, 2008:236). The mission involves consideration of the nature of the business in which the organization is involved (Hughes, 2003:134).

The KZN DPW's vision and mission are stipulated in the KZN-DPW APP (2009:13) as follows:

- **Vision**

A thriving economy through Infrastructure Development and Property Management.

- **Mission**

We will lead in Infrastructure Development and Property Management in KwaZulu-Natal.

2.6.8 Department of Public Works: core values

In line with the NPM Model, the Department of Public Works is guided by the values captured in Table 2.5.

Table 2.5: Core values of the Department of Public Works: KZN Province

• <i>Batho Pele</i> Principles	Putting people first
• The Citizens Charter	A caring government
• Cost Effectiveness	Value for money
• Quality	We will adhere to prescribed standards
• Professionalism	We will take pride in everything we do
• Integrity	We will be honest and reliable in all our dealings
• Service Excellence	We will be proactive in responding to the needs of our clients
• Good Governance	Clean governance

Source: DPW Strategic Plan (2010-2015:6).

These core values are binding on all departmental officials, and represent a departmental commitment aimed at ensuring internal transformation and

clean governance. The Mercury (2010) confirms the commitment of the former MEC for the DPW: Hon Mrs M. Govender on the latter (clean governance) where it was reported that KZN Public Worksq offices were raided for the purposes of investigating procurement irregularities. In her comments, Hon Mrs M Govender, encouraged the public to report suspected fraud and corruption and she provided a toll free number for such reports (Refer to Annexure L). Compliance with the core values is expected from all levels of departmental officials, irrespective of position held.

2.6.9 Restructuring and alignment to the three spheres of government

In line with the departmental transformation, the Department was restructured to decentralise services for the benefit of the poor.

The above process was informed by Chapter 3 of the Constitution of the Republic of South Africa which established three spheres of government in South Africa, described as distinctive, inter-related and inter-dependent (Thornhill *et al.*, 2002:105). Du Toit *et al.* (1998:185-186) note that the three spheres of government have respective roles and responsibilities; these are reflected in Table 2.6.

Table 2.6: Spheres of government

Three spheres of government	Roles and responsibilities
1. National government	- Decision-making and has legislative powers over matters of national interest.
2. Provincial government	- Decision-making and has legislative powers over provincial matters.
3. Local government	- Decision-making and has legislative powers over local government-related matters.

Source: Adapted from Thornhill *et al.* (2002:105) and Du Toit *et al.* (1998:185-186)

Du Toit *et al.* (1998:8) add that the central government is structured to govern on a national level, hence it is called national government. Provincial governments and their institutions are structured with the purpose of governing within their respective areas of jurisdiction.

In public management, a thorough understanding of the various spheres of government is important in order to ensure efficient and effective service delivery to the community (Du Toit and Van Der Waldt, 1998:185-186). This understanding is vital for the management of the EPWP, since the Department of Public Works is aligned to and implemented in line with the three spheres of government. Public administration therefore assists in facilitating the functioning of EPWP officials within the three spheres of government.

2.6.9.1 National Department of Public Works and the EPWP

The National Department of Public Works (NDPW) is charged with co-ordinating the EPWP across all spheres of government and ensuring that the EPWP's national objectives and targets are being met (National Department of Public Works Strategic Plan, 2005-2009:7). The National EPWP Strategic Plan should therefore form the basis of the provincial EPWP Strategic Plan in terms of objectives as well as targets.

According to the NDPW Strategic Plan (2005-2009:7), the co-ordination responsibility of the National Department of Public Works includes:

- Creating an enabling and supportive environment for the implementation of the programme;
- Co-ordinating the activities of the public bodies involved in the programme;
- Assisting with the identification of opportunities to implement the programme, with preference being given to the rural and urban nodes of the International Sustainable Rural Development (ISRDP) and Urban Renewal Programmes (URP);
- Facilitating learning among various stakeholders; and

- Informing the wider public about the EPWP.

Electoral mandate: objectives

All spheres of government are informed by the following government objectives (MTSF, 2009:2):

- Halve poverty and unemployment by 2014;
- Ensure a more equitable distribution of the benefits of economic growth and reduce inequality;
- Improve the nation's health profile and skills base and ensure universal access to basic services;
- Improve the safety of citizens by reducing incidents of crime and corruption; and
- Build a nation free from all forms of racism, sexism, tribalism and xenophobia.

National strategic priorities

In his foreword in the National Strategic Plan (2009-2010/2011), the then National Minister of Public Works, Hon. Geoff Doidge, emphasised that the 2009 Medium-Term Strategic Framework (MTSF) and the 15 Year Review and Development Indicators (2008) set the scene for the National Department to engage with policy priorities to promote sustainable livelihoods and enhance service delivery to all clients. The policy priorities are listed below:

- Expanded Public Works Programme: launch or expand scaled-up, labour-intensive projects including skills development, employment and self-employment;
- Build the state's capacity to implement government programmes and policies, including monitoring and evaluation;
- Massive investment in infrastructure;
- Improve and accelerate the implementation of the projects identified in the government's Industrial Policy Framework;
- Improve the macro-organization of the state, with specific reference to inter-governmental relations; and

- Enhance planning capacity and ensure integrated planning across the three spheres of government.

Furthermore, the ten strategic priorities in the MTSF (2009-2014) to guide planning in all spheres of government were approved by the 2009 May Cabinet Lekgotla (National Strategic Plan, 2009-2010/2011) and are listed in Table 2.7.

Table 2.7: Key strategic priorities: MTSF (2009)

Strategic Priority No	Strategic Priorities
Strategic Priority 1	Speeding up economic growth and transforming the economy to create decent work and sustainable livelihoods.
Strategic Priority 2	Massive programme to build economic and social infrastructure.
Strategic Priority 3	Comprehensive rural development strategy linked to land and agrarian reform and food security.
Strategic Priority 4	Strengthen the skills and human resource base.
Strategic Priority 5	Improve the health profile of all South Africans.
Strategic Priority 6	Intensify the fight against crime and corruption.
Strategic Priority 7	Build cohesive, caring and sustainable communities.
Strategic Priority 8	Pursue regional development, African advancement and enhanced international co-operation.
Strategic Priority 9	Sustainable resource management and use.
Strategic Priority 10	Build a developmental state, improve Public Services and strengthen democratic institutions.

Source: MTSF (2009-2014).

2.6.9.2 KZN Department of Public Works and the EPWP

The KZN Public Works and Human Settlements MEC emphasized in the DPW Annual Performance Plan (2009-2010) that the DPW's policies and programmes were informed by government's national and provincial priorities. This linkage is apparent in the departmental priorities, strategic goals, planning process and structure. As the then National Minister of the Department of Public Works, Honourable Mr G. Doidge pointed out, that the

EPWP has been identified as a key departmental programme to respond to the economic crisis (National Strategic Plan, 2009) and has been cascaded to provincial departments; hence the correlation in terms of programmes and priorities.

a) Departmental priorities

In line with the three spheres of government, the priorities of the Department of Public Works reflect the national priorities (listed in Table 6:10 Key Strategic Priorities: MTSF: 2009) enunciated by the President:

- Improving the quality of basic education;
- Enhancing the health of the public;
- Making communities more safe and combating crime;
- Fostering rural development and land reform;
- Creating work opportunities; and
- Investing in local government and human settlements (DPW Strategic Plan, 2010-2015:4-5).

b) Departmental strategic goals

The 5-year departmental strategic plan seeks to achieve the 13 goals reflected in Table 2.7; these are in line with the broader national, sector and provincial strategic goals (DPW Strategic Plan, 2010-2015:23-28). The focus of this study is strategic goal number three; however, each strategic goal taps into the transformation issue, in line with the NPM Model.

c) Departmental planning process

The departmental planning procedures follow the basic steps of the planning process set out by Du Toit *et al.* (1998:178). These are as follows:

- Assess opportunities;
- Formulate objectives;
- Define the current situation;
- Identify and formulate alternative plans of action;
- Evaluate alternative plans of action;
- Chose the most suitable plan of action;

- Formulate derivative plans;
- Prepare a budget for the plan;
- Implement the plan; and
- Monitor and control progress of the plan.

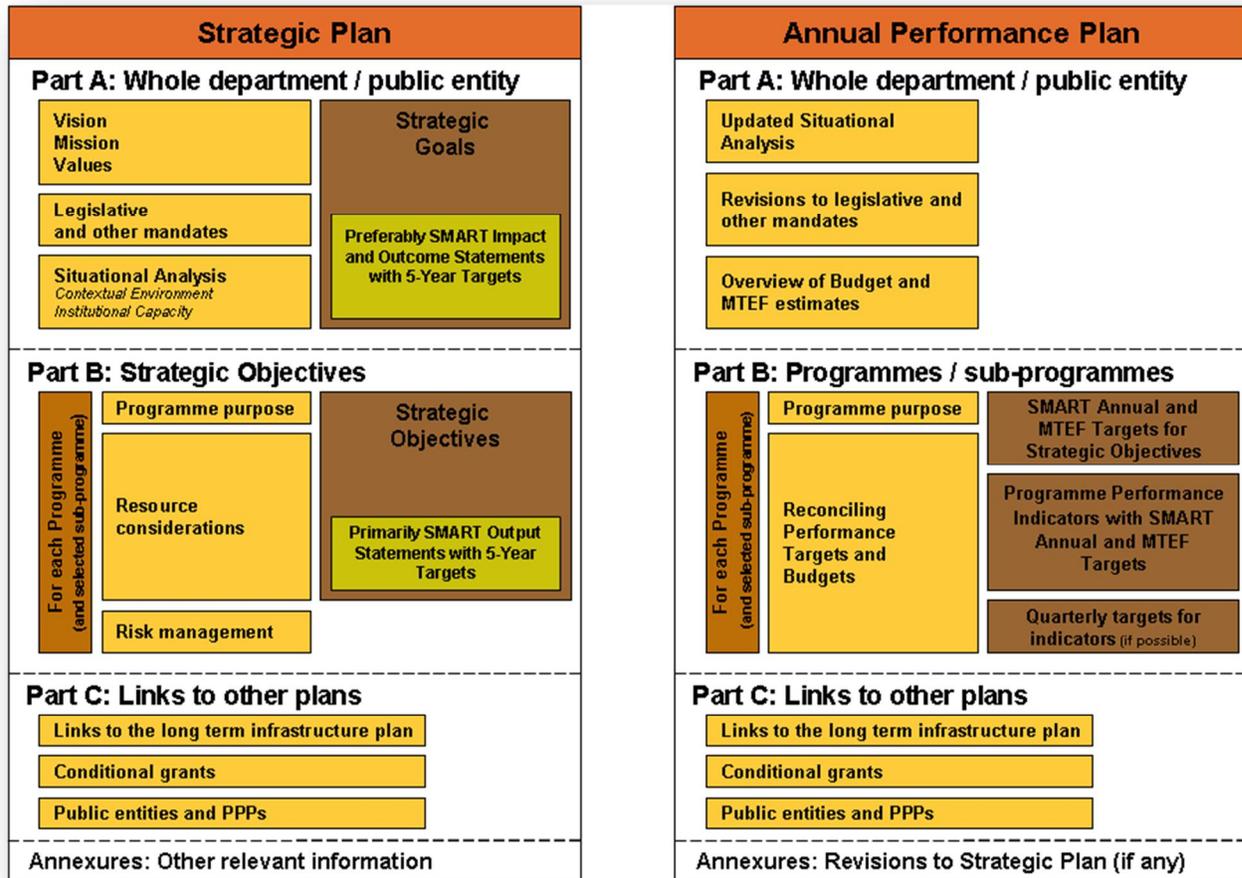
In line with the three spheres of government the departmental plans (Strategic Plans and Annual Performance Plans) are informed by the following, and the final products are tabled at the legislature for adoption:

- Medium Term Strategic Framework (MTSF) that reflects the electoral mandate (2009-2014) of the governing party;
- The State of the Nation Address;
- The State of the Province Address;
- The National Budget Speech;
- The Provincial Budget Speech;
- Budget Votes - line functionary Department (National); and
- MEC Budget Speeches delivered (DPW Strategic Plan, 2010-2015).

i) Departmental planning structures

Figure 2.5 indicates the processes of both the departmental Strategic Plan and Performance Plan. This is in line with Allison's strategy (Allison, 1982), cited by Hughes (2003:137) for establishing objectives and priorities for an organization (on the basis of forecasts of the external environment and the organization's capacities) and for devising a performance plan to achieve the goals, i.e. using both strategic and performance plans as planning tools.

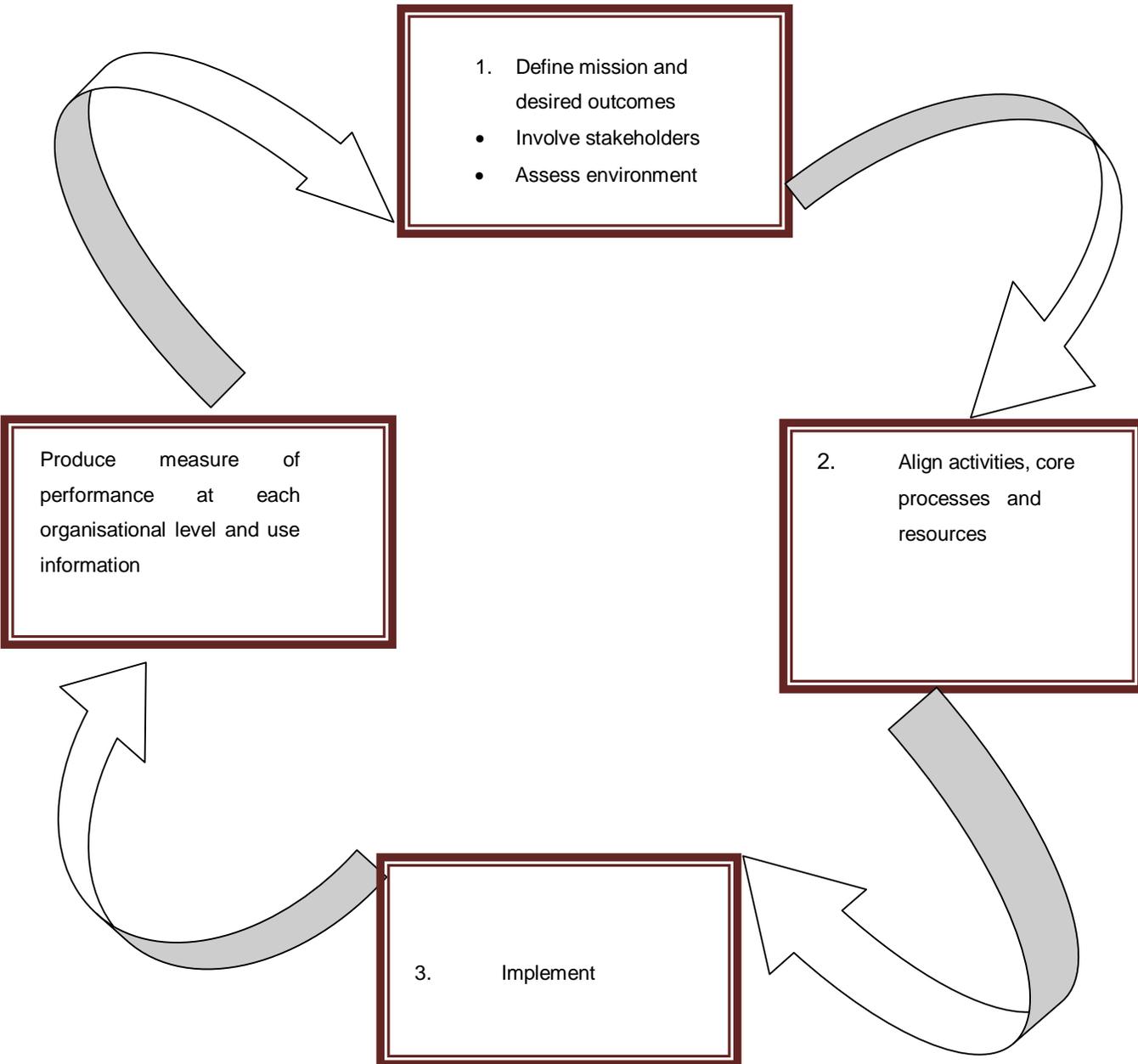
Figure 2.5: Departmental Planning Structures



Source: DPW Strategic Planning (2011-2012).

The departmental plans are managed following the Strategic Management Process displayed in Figure 2.6 to ensure the achievement of the strategic goals and objectives of the Department.

Figure 2.6: Strategic Management Process: a public sector perspective



Source: Adapted from Starling (2008:234).

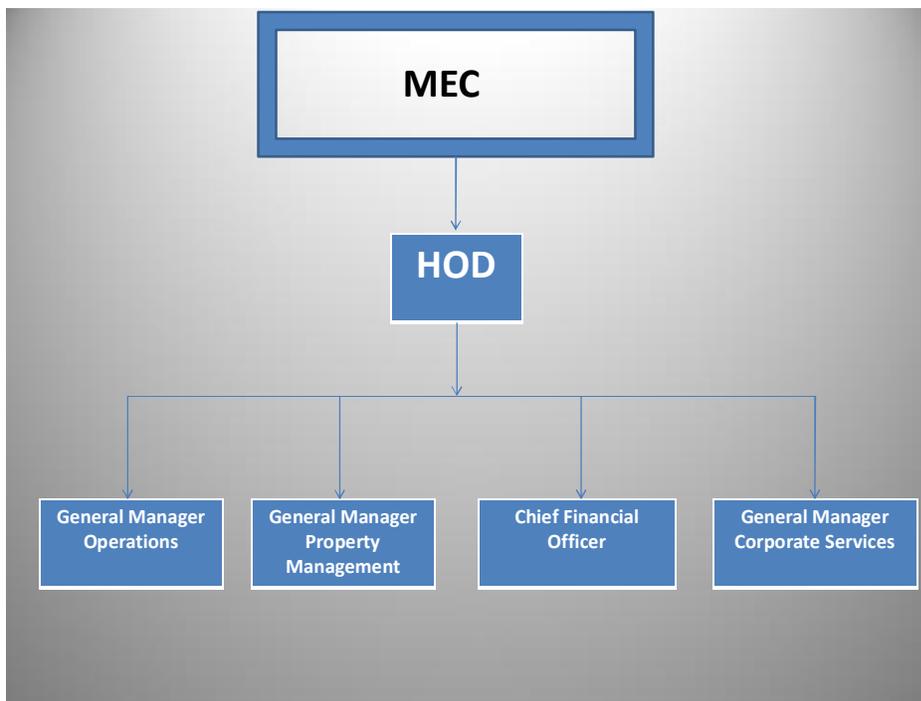
This cycle (Figure 2.6) is applicable to the public sector (Starling, 2008:234) and specifies the steps that are followed in the strategic management process. Each step is important as it ensures timeous delivery and enables the Department to report to the respective structures.

ii) Structure of the Department

KwaZulu-Natal Department of Public Works' organizational structure

All government institutions' organizational structures are prescribed by the South African Constitution (1996); however, the creation of government structures encompasses the issues of responsibility and accountability (Du Toit *et al.*, 1998:69). The departmental structure (Figure 2.7) below clearly indicates that the political head (MEC) is accountable for the Department; he or she discharges departmental responsibilities through senior management which is led by the Head of Department (HOD) and comprises of one Chief Financial Officer (CFO) and three General Managers (GMs).

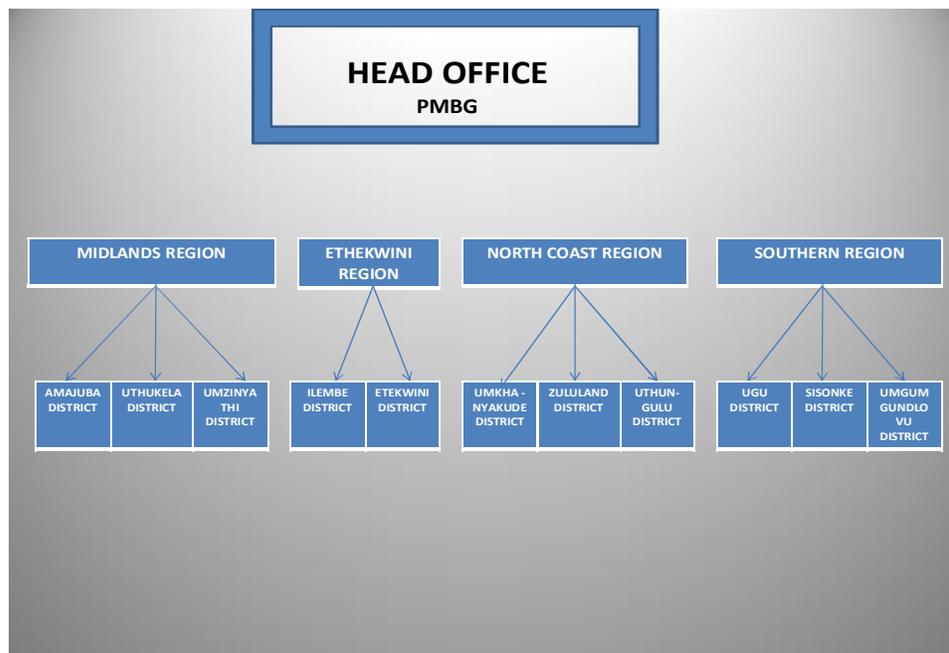
Figure 2.7: DPW senior management: KZN Province



Source: Adapted from KZN DPW Strategic Plan (2010).

According to Du Toit *et al.* (1998:69), an institution is organised in a particular way for the efficient and effective achievement of its objectives. On this basis, the Department of Public Works: KwaZulu-Natal Province is made up of (1) a Head Office where the Senior Management (Figure 2.7) is based and decentralized into four regions which cover all district municipalities in the province, as depicted in Figure 2.8. The decentralization into the four regions is meant to bring government services closer to the people, in line with the South African Constitution (1996) and the paradigm shift from traditional administration.

Figure 2.8: Regional structure



Source: *Constructed by the researcher based on the DPW Annual Report (2011:06).*

TOTAL NUMBER OF DISTRICTS: 11:

eThekwini Region comprises of the ***following two (2) districts:***

- ***eThekwini District***
- ***iLembe District***

Southern Region comprises of the *following three (3) districts*:

- *UMgungundlovu District*
- *UGu District*
- *Sisonke District Office*

North Coast Region which comprises of the *following three (2) districts*:

- *Zululand District*
- *UThungulu District*
- *UMkhanyakude District*

Midlands Region which comprises of the *following three (3) districts*:

- *UThukela District*
- *Amajuba District*
- *UMzinyathi District*

The creation of government structures is the prerogative of the government, which determines what services and products should be provided. Du Toit *et al.*, (1998:69) emphasize that, the way in which an institution is structured is important, in order for it to carry out its responsibilities.

The Provincial Department of Public Works is structured to accommodate the following three programmes to ensure service delivery (DPW Annual Performance Plan, 2008-2011).

I Programme 1: Administration

The main purpose of this programme is to:

- Provide support to the Member of the Executive Council and the Head of Department;
- Render support and advice in terms of human resource practices and policies as well as all legal matters;
- Ensure an effective communication system and information management system; and
- Render sound financial management services.

II Programme 2: Property management (Real estate)

The main purpose of the programme is to:

- Deliver integrated property planning and management services to clients;
- Enhance and strengthen stakeholder participation and management (landlords and others in the sector);
- Enhance job creation opportunities through Izandla Ziyagezana;
- Implement skills development within the property sector; and
- Achieve optimal utilization of state fixed assets.

III Programme 3: Provision of buildings, structures and equipment (Operations and professional services)

The main purpose of the programme is to erect and maintain buildings, structures and engineering works to client specifications. In carrying out this stated purpose, the programme aims to fulfil the following government socio-economic objectives:

- Create jobs through the Expanded Public Works Programme; and
- Create an enabling environment for emerging business enterprises.

The EPWP falls under Programme 3, which is responsible for the provision of buildings, structures and equipment.

2.7. Conclusion

Chapter two examined the concepts of %theory+ and %practice+ as well as the relationship between the two. Furthermore, theoretical and conceptual perspectives have been discussed according to the three paradigm trends, which are Public Administration, Public Management and New Public Management (NPM).

The theories, constitutional foundation, public administration approaches and normative guidelines of Public Administration were discussed. Public Management covered, amongst other aspects, Public Management Theory, Public Works and the EPWP within the context of the Public Management

Model, Traditional Public Works, the New Public Management and the three spheres of government.

The next chapter will focus on a discussion of the EPWP. The departmental strategic five-year plan, together with the departmental operational plan and the EPWP operational plans will also be explored. These documents contain the administration, public management, governance, strategic leadership and departmental management processes and form the EPWP management framework within the Department of Public Works.

Chapter 3

Overview of the Expanded Public Works Programme in Kwazulu-Natal

3.1 Introduction

The previous chapter deliberated on the conceptualization of the Expanded Public Works Programme (EPWP) within Public Administration and the relevant theoretical framework.

This chapter provides an overview of the EPWP, focusing on the infrastructure sector which is championed by the DPW, by deconstructing the EPWP concept and providing some background and details on the programme as a whole. The EPWP sectors, institutional arrangements, frameworks and funding processes are also discussed to provide a comprehensive understanding of the KwaZulu-Natal (KZN) EPWP structure and the EPWP management thereof. Since the EPWP forms the core of the study, the EPWP operational plans for the first five years (EPWP phase 1) will be scrutinized. Finally, and most importantly, the Monitoring and Evaluation Framework and processes are examined in line with the first objective of this study which intends to scrutinize the management processes of the EPWP.

3.2 Background to the Expanded Public Works Programme

The EPWP is one of government's initiatives to bridge the gap between the growing economy and the large numbers of unskilled and unemployed people who have yet to fully enjoy the benefits of economic development. It is one element within a broader government strategy designed to reduce poverty through the alleviation and reduction of unemployment (EPWP Incentive Grant Manual, 2011:10). In this regard, the intention is to create temporary work opportunities for the unemployed, using public sector funds. The EPWP is founded on existing best-practice government infrastructure and social programmes either by deepening their labour absorption or extending them (<http://www.epwsp.co.za/mail.epwp/newsletter.htm>). It is one of the short to medium term initiatives to allow more people to participate in the economy, by giving them opportunities or skills so that they can earn a living (www.epwp.gov.za).

According to the NDPW EPWP Five-Year Report (2009:21), local, provincial and national government departments involved in infrastructure provision were tasked with taking steps to increase the levels of employment on infrastructure projects. The EPWP's goal is to create a minimum of one million new work opportunities in South Africa over the first five years of implementation, of which at least 40% would be for women, 30% for youth and 2% for people with disabilities (NDPW Third Quarter Report, 2007:3). Therefore, an overriding objective of the programme was to ensure the drawing of significant numbers of unemployed people into productive work in order to gain skills while working, and be enabled to become economically active and productive members of society in the long term (NDPW EPWP Five-Year Report, 2009:21). In summary, the report emphasizes the following (DPW EPWP Third Quarterly Report, 2006):

- **Ability to earn an income**
 - To enhance workers' ability to earn an income by providing education, on-the-job training and skills development programmes.
 - To increase the ability of workers to earn an income, either through the labour market or entrepreneurial activities.
- **Work experience**
 - To provide unemployed people with work experience.
- **Training and skills development**
 - To enhance workers' skills by providing education, on-the-job training and skills development programmes.

According to the EPWP Infrastructure Sector Incentive Grant Manual (2009:7), the success of the EPWP depends on inter-governmental coordination and cooperation to mobilize the three spheres of government to create jobs. Thus, the EPWP Management should ensure that the provisions of Chapter 3 of the Constitution (1996), which sets out the principles of co-operative governance and inter-governmental relations, are adhered to. Chapter 3 further stipulates that *"the principle of the three spheres working in concert is more likely to address challenges facing the country, than if they were to act separately or even in competition"*. This is

important for this study, as the EPWP is implemented in all spheres of government which have their own respective roles, as discussed in chapter 2 (Section 2.6).

3.2.1 Community-Based Public Works Programme

Phillips, Harrison, Mondlane, Van Steenderen, Gordon, Oosthuizen, Weir-Smith and Altman (2009) note that in 2003 the National Treasury carried out a review of the Special Poverty Relief Allocation (SPRA), which had funded the Community-Based Public Works Programme (CBPWP). The SPRA review found that the existence of a special fund with its own allocation processes had resulted in a number of unintended consequences, primarily inter-governmental fiscal anomalies and a tendency for departments to use the fund to engage in activities which were not part of their functional mandates. The Cabinet approved the following recommendations of the review:

- the SPRA should be closed down;
- some of the SPRA-funded programmes, such as the Community-Based Public Works Programme (CBPWP), should no longer be funded; and
- the SPRA budgets for other programmes should become part of the budgets of line-functional departments.

The design of the EPWP was strongly influenced by the results of the SPRA review, as henceforth EPWP projects and programmes had to be funded from the budgets of the line function departments, provinces and municipalities. Phillips *et al.*, (2009) observe that this approach had both an advantage and a disadvantage, *viz*:

- **The advantage:** Line-function budgets are large enough to take the programme to the required scale, if they are successfully leveraged.
- **The disadvantage:** These budgets pose a major programme management challenge, i.e. how to effectively influence the expenditure of line-function budgets whose control is highly decentralized.

It is important to note that this advantage and disadvantage apply equally to the management of the EPWP at a provincial level.

3.2.2. Unemployment in South Africa

In 1999, unemployment and resultant poverty were identified as the most significant threats to South Africa's new democracy. Approximately 40% of working-age people were unemployed, with a strong weighting amongst the youth (NDPW EPWP Five-Year Report, 2009). In September 2003 4.6 million people were unemployed in terms of the strict definition and 8.3 million in terms of the broad definition. In the 16-34 age groups, 70% of the unemployed had never worked, while 59% of all unemployed people had never worked (Mahlatsi, 2007).

Kingdon and Knight (2005) note that according to the broad definition of unemployment 41.2% of Africans were unemployed in 2004, of whom 51.4% were in the 16-24 years age category and 35.3% were in the 25-35 years age group, which represents the largest portion of the economically active population. Furthermore, the finding that 38.7% of unemployed people had no education, whilst 42.5% had only primary education was a matter for grave concern. Further analysis indicated that African people, especially women and those living in rural areas suffer catastrophically high unemployment rates. The Poverty and Inequality Report (1998:13) emphasizes the strong link between poverty and unemployment. Swanepoel and De Beer (2006:6) assert that unemployment is both a cause and a result of the poverty situations in which people find themselves.

Additional factors impacting on unemployment levels were:

- a) the country's exposure to the effects of the rapid globalization of capital that occurred simultaneously with the advent of democracy, and
- b) the fact that previous education practices had left most working people either under-skilled or unskilled (NDPW EPWP Five-Year Report, 2009:21).

The most important socio-economic challenges faced by government after the second democratic elections were:

- a) to reduce unemployment;
- b) to alleviate poverty;
- c) to strengthen the general skills base; and
- d) to improve social services (NDPW EPWP Five-Year Report, 2009:21).

Access to quality employment is an essential means of achieving sustainable livelihoods, which in turn reduces poverty and inequality (Black, Calitz and Steenekamp, 2004). Many poor people are either unemployed, or have low quality jobs. The challenge, therefore, is not only to create jobs, but to create better quality jobs (Second economy interventions: www.sarpn.org.za). Loots (1997) points out that an effective, successful process of poverty eradication is only achievable through co-ordinated government strategies and action.

In response to the above scenario, government invested billions in infrastructure delivery (DPW EPWP Five Year Report, 2009), notably in the construction and property sectors, which had the potential to create numerous jobs. The province of KwaZulu-Natal also adopted a programme based on national priorities that focuses on poverty eradication. The provincial programme, as outlined by the Premier of KwaZulu-Natal prioritizes the following:

- Rural development and agrarian reform,
- Education and skills for all,
- Creating decent work and ensuring economic growth,
- Nation building and good governance, and
- Building social and economic infrastructure (Premier's Budget Speech, 2010).

The DPW Budget Speech (2010) notes that the KZN Department of Public Works contributes to poverty alleviation and job creation in that it:

- Enables people to build a better life. This is achieved through labour-intensive production;
- Significantly helps to expand public works programmes linked to the expansion of infrastructure to support social needs and foster economic development;
- Contributes to the National Youth Service (NYS) programme and increases the number of youth learnerships so as to build a skills base and render more young people employable;
- Implements the EPWP so that people can access job opportunities while working for the public good;

- Implements programmes that target skills development, training and the employment of women, youth, the disabled and non-statutory military veterans; and
- Focuses on the extent to which government and social priorities are met in procurement processes.

3.2.2.1. Programmes in the Department of Public Works to address economic development and poverty alleviation

The Department of Public Works has initiated the following programmes to contribute to economic development, while pushing back the frontiers of poverty in KwaZulu-Natal (DPW Annual Report, 2009):

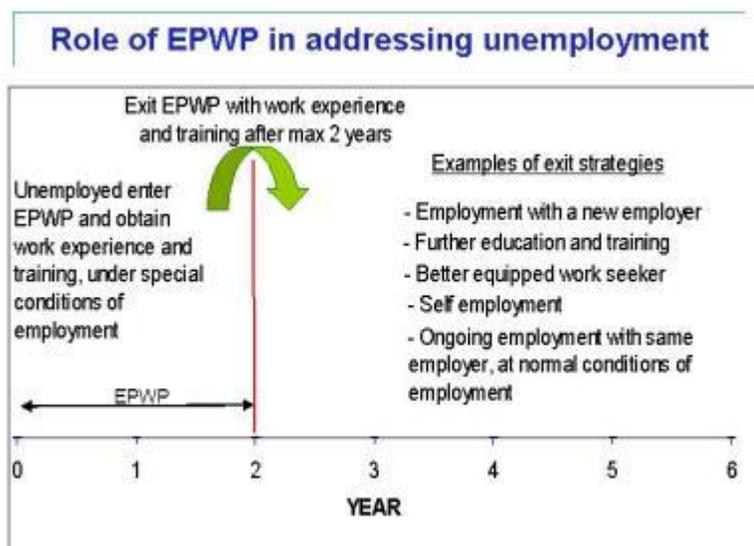
- The Expanded Public Works Programme;
- The National Youth Service (NYS);
- The Masakhe Emerging Contractor Development Programme;
- Bursary and internship programmes;
- Provincial and District Contractor Forums;
- Izandla Ziyagezana;
- The Property Incubator Programme; and
- The Fixed Asset Register (DPW Annual Report, 2009).

The above programmes demonstrate the Department's commitment to empower priority groups, namely youth, women and people living with disabilities (KwaZulu-Natal Top Business, 2010). Each of these programmes will be discussed in detail below.

The Expanded Public Works Programme

Figure 3.1 demonstrates the role of the EPWP in addressing unemployment.

Figure 3.1: EPWP's role in addressing unemployment



Source: *EPWP Consolidated Programme Overview and Logical Framework (2004:14).*

The EPWP endorses the use of labour-intensive methods of construction (LIC) and skills development. It aims to reduce unemployment by stimulating economic growth through improved skills levels and providing an enabling environment for industry to flourish (www.kznworks.gov.za).

The DPW adopted the EPWPs guidelines in all its projects in order to increase labour absorption. The Department will continue the massification of the EPWP through construction projects, ranging from building and maintenance to renovations and the rehabilitation of unused government buildings and other properties. The EPWP is reported to have surpassed its employment creation targets for people living below the poverty line (KwaZulu-Natal Top Business, 2010). This is interesting to note since the Sunday Times (2007) reported that *the research shows that Public Works Projects are no panacea for poverty* (Refer to Annexure N).

Figure 3.2 depicts an EPWP project officially opened by the MEC in 2011 and currently benefiting the community, as it is used as a DPW Sub-District Office in the North Coast Region, uMkhanyakude.

Figure 3.2: The UMkhanyakude sub-district office at Mtubatuba



Source: *DPW Communications (2010).*

Table 3.1 provides a profile of this project.

Table 3.1: EPWP project profile

Subject	Description
Project Name	uMkhanyakude Sub-District Office at Mtubatuba
Scope of Works	Construction of New Offices, Rehabilitation of existing facilities
Project Status	Completed on 10 February 2011.
Project Aim	The aim of the project was to construct new facilities and rehabilitate existing facilities at the uMkhanyakude Sub-District Office at Mtubatuba in order to improve the capacity and level of service delivery to clients within the uMkhanyakude District Municipality.
Consultant Team	Architect . Archidio Architects Quantity Surveyor . KCL Quantity Surveyors Electrical Engineer . Motla Engineers Mechanical Engineers . Parsons & Lumpson Civil/Structural Engineers . AVP Engineers
Contractor	Hlanganisani Construction . 7 GB
Sub – Contractors	Electrical . SMG Electrical Air Conditioning . Image Air Glazing . AGM Aluminium Shop Front . Glass Carports . Cool Awnings Flooring . Leicester Floor Metal Work . Lenkru Innovations Joinery . Mel wood Kitchens Gutters . Red Dot Gutters Fencing . Security Fencing & Alarms cc Blinds . Sunshine Blinds Roller Shutter Doors . Zululand Roller Shutter Doors Paving . Zulpave
Contract Details	<ul style="list-style-type: none"> • The project commenced on 1 April 2009 • The planned project was 1 October 2010 • The contract was extended to 28 February 2011 • Retention period ending 10 Feb 2012 • Project Tender Amount : R 20,885,000.00 • Adjusted Approved Contract Amount : R 24,651,837.19 • Consultant Fees : R 4,048,162 • Approved Total Project Budget : R 28,700,000

Source: Adapted from DPW: North Coast Reports.

National Youth Service Programme

The National Youth Service (NYS) programme is a sub-programme of the EPWP infrastructure sector and focuses on the maintenance of government facilities. The targeted groups engage in a formal, accredited skills programme consisting of four months of theory and eight months of practical, active participation on a construction site. Thereafter, they are capacitated with entrepreneurial skills (www.kznworks.gov.za). The programme requires the employment of both men and women. Figure 3.3 shows NYS beneficiaries on site.

Figure 3.3: The NYS



Masakhe Emerging Contractor Development Programme

The aim of the Masakhe Emerging Contractor Development Programme (ECDP) is to empower previously-disadvantaged contractors as well as to increase the number of contractors in the departmental target groups and the objectives of the programme are to create:

- an environment that is conducive to growth through access to contracts and training;
- a credible database of targeted beneficiaries;

- a development mechanism that allows for progressive grading and mentorship; and
- enhanced partnerships (www.kznworks.gov.za).

The ECDP trains contractors in entrepreneurship; creates a protected environment for emerging contractors; and facilitates skills development. The Department works very closely with contractors until they are able to cope on their own. According to KwaZulu-Natal Top Business (2010), the target market includes the following:

- Unemployed women and youth with formal qualifications;
- Experienced women and youth with no formal qualifications; and
- Women and youth who indicate interest.

Bursary and internship programmes

The Department has bursary and internship programmes for youth which pay for tuition and accommodation. It has awarded bursaries to 153 students studying Engineering, Construction Project Management, Architecture, Quantity Surveying and Property Valuation. Seventy three (47%) of these students are female. The bursary is awarded to students who have passed their first year at a tertiary institution. Learners who obtain excellent Matric results in Science and Mathematics also benefit. Youth from previously-disadvantaged communities are the main beneficiaries of these programmes (KwaZulu-Natal Top Business, 2010).

Provincial and District Contractor Forums

Provincial and District Contractor Forums have been established to strengthen consultative processes and disseminate information on business opportunities.

Izandla Ziyagezana Programme

The Izandla Ziyagezana Programme is a departmental initiative aimed at poverty alleviation and job creation. It uses labour-intensive methods to clear vacant provincial land. The main objectives of the programme are to:

- provide job creation opportunities to the poorest of the poor households, with special emphasis on women and youth;
- empower women and youth by providing basic training and life skills;

- provide a cost-effective system of maintaining vacant sites owned by the province pending the future use or disposal thereof ; and
- instil a sense of pride and ownership in the community through maintaining a safe and clean environment (DPW Works@Work).

Figure 3.4 shows an Izandla Ziyagezana (IZ) beneficiary on site.

Figure 3.4: IZ beneficiary on site



Property Incubator Programme

The aim of the Property Incubator Programme (PIP) is to identify, develop, and mentor youth and women in the property business. The project has the following key objectives:

- To facilitate the process of skills transfer from established to emerging markets in the property sector;
- To provide a platform for the development of a holistic approach to the property industry; and

- To contribute to the generation of skills within the property sector (KwaZulu-Natal Top Business, 2010).

Selected individuals are trained on various aspects of property management, including facilities management, property inspection and assessment, acquisition and disposal of land.

3.2.3 Growth and Development Summit

According to the National Department of Public Works (NDPW) Third Quarter Report (2007:3), the EPWP is a direct response to one of the agreements reached at the Growth and Development Summit (GDS) in 2003. This summit brought the different social partners together to address the causes of unemployment. Government, business, labour and the community constituency agreed to a range of steps to address the economic problems facing South Africa. It was agreed that the priority was addressing unemployment.

The GDS adopted a number of interventions to reduce household poverty and vulnerability, including public investment initiatives, sector partnerships and strategies, local procurement, small enterprise promotion, support for cooperatives and the EPWP (Third Quarter Report, 2007). The GDS Agreement states that, *“EPWPs can provide poverty and income relief through temporary work for the unemployed to carry out socially-useful activities. These EPWP projects will be designed to equip participants with a modicum of training and work experience, which should enhance their ability to earn a living in future”* (GDS Agreement, 2003).

Following the GDS, former President Thabo Mbeki pronounced in the 2003 State of the Nation Address that *“the government has decided that an Expanded Public Works Programme should be launched. This was to ensure the drawing of significant numbers of unemployed into productive work and seeing that those workers gain skills while they work, and thus take an important step to get out of the pool of those who are marginalized”* (State of the Nation Address, February 2003). Furthermore, the President announced in the 2004 State of the Nation Address that the EPWP aimed to create at least one million work opportunities in its first five years (State of the Nation Address, February 2004).

These national policy prescriptions led to the development of a provincial strategic goal: **eradication of poverty and inequality through investing in job-creating economic growth** (State of the Province Address, 2004; Provincial Budget Statement, 2004). This has informed the following documents which formed the basis of the EPWP within the KZN DPW:

- 2004/05 KZN DPW Strategic Plan;
- 2004/05 KZN Budget Speech; and
- 2004/05 KZN Annual Report.

These documents prioritize the eradication of poverty and inequality as well as full engagement in the EPWP.

3.2.4 Official launch of the EPWP

The South African Government approved the conceptual framework of the EPWP in November 2003 (ILO, 2009:1). The Programme was officially launched by former President, Thabo Mbeki, on 18 May 2004 at Sekhunyani, Giyani, in the Limpopo Province (EPWP Five Year Report, 2009). The immediate goal of the EPWP Phase 1 was to help alleviate unemployment by creating at least one million work opportunities (Phillips *et al.*, 2009).

In his address, former president Mbeki referred to the EPWP as a comprehensive inter-governmental, people-centered programme, developed over several years; he added that (EPWP Launch Speech, 2004):

- Its success was dependent on strong partnerships between government, business and the community;
- Government had agreed to strengthen co-operation among all the social partners in order to implement the GDS agreements which were ultimately aimed at creating jobs and fighting poverty. The EPWP was one of many initiatives aimed at creating work opportunities and improving the skills levels of the previously disadvantaged;
- The EPWP was a nationwide programme aimed at drawing significant numbers of the unemployed into productive employment. Through this

programme, workers would gain skills and thereby increase their capacity to work elsewhere once they left the programme;

- The EPWP involved the large-scale application of labour-intensive construction methods to build, upgrade and maintain social and economic infrastructure in underdeveloped rural and urban areas.
- Local people would be employed;
- Although the EPWP was a national programme, it would mainly be implemented by the provinces and municipalities; therefore its success depended on a high level of co-operative governance;
- Learner contractors would form an important cadre of entrepreneurs skilled in labour-intensive construction methods and able to take advantage of the public resources dedicated to the improvement of infrastructure in disadvantaged areas;
- The programme should be implemented within given time frames and the work should be of high standard;
- Government had made a firm commitment to confront the challenges of poverty and unemployment; and
- Government made a solemn pledge to do everything possible to achieve the goal of a better life for all.

The KZN EPWP launch was held on 28 August 2004 in Ndwedwe, KwaZulu-Natal. An awareness campaign was run across the province and all stakeholders, including state-owned enterprises, took part in the programme. The KZN Department of Transport was mandated by the provincial cabinet to lead and drive the EPWP in the province (KZN Department of Transport EPWP 2004:4). Table 3.2 illustrates the institutional arrangements for the EPWP in KZN.

Table 3.2: KZN institutional arrangements

Sector	Provincial Sector Lead Department	Participating Provincial Department in the sector
Infrastructure Department	Department of Transport	<ul style="list-style-type: none"> • Department of Public Works • Department of Local Government and • Traditional Affairs (MPCCs and TACs) of Housing • Department of Transport • Department of Education (Facilities) • Department of Health (Facilities) • Municipalities • Eskom • Ithala
Social sector	Department of Social Welfare and Population Development	<ul style="list-style-type: none"> • Department of Social Welfare and Population Development • Department of Education (Early Childhood Development) • Department of Health (Home Community-Based Care) • Municipalities
Environment and Culture	Department of Agriculture and Environmental Affairs	<ul style="list-style-type: none"> • Department of Arts, Culture and Tourism • Department of Agriculture and Environmental • Affairs • Department of Sports and Recreation • Municipalities
Economic Sector	Department of Economic Development	<ul style="list-style-type: none"> • Department of Economic Development • Ithala • Trade and Investment KZN • LED units of Municipalities
Training Sector	Department of Labour	<ul style="list-style-type: none"> • Economic sector Lead Department. • Social sector Lead Dept. • Environmental sector Lead Dept. • Infrastructure sector Lead Dept. • SETAs

Source: Adapted from KZN Department of Transport EPWP (2004:4).

Table 3.2 illustrates the EPWP coordination in KZN and the five implementing sectors, as well as their participating departments. Each implementing sector is a co-

ordinating or lead department in the province for its core mandate; the social sector is led by the Department of Social Development, while environment and culture is led by the Department of Agriculture and Environmental Affairs, the economic sector is led by the Department of Economic Development and the training sector is led by the Department of Labour. Of concern is the fact that the infrastructure sector is led by the Department of Transport, notwithstanding that this is a core mandate of the DPW.

3.2.5 The People's Contract

The ANC's 2004 election manifesto called for a People's Contract for a better South Africa. This would require all sectors . government, business and communities . as well as every citizen to work together to achieve the following goals by 2014:

- a) Reduce poverty and unemployment by half;
- b) Provide the skills required by the economy;
- c) Ensure that all South Africans are able to fully exercise their constitutional rights and enjoy the full dignity of freedom; and
- d) Ensure compassionate government to the people.

The People's Contract (2004) also endorsed the adoption of the EPWP. Short-term targets were set for the following five years.

3.2.6 Medium-Term Strategic Framework

The Medium-Term Strategic Framework (MTSF) was designed to inform the five-year strategic plans that national and provincial departments are required to table alongside their budgets in order to ensure that goals are set in line with available resources and government capacity (MTSF, 2005). The MTSF identified the critical areas that needed to be addressed in order to define a new trajectory for South Africa's development. It highlighted that the second economy had become a significant component of the government's policies and strategies to combat poverty. The growth and development strategies set out in the MTSF for the second economy included:

- Rural development and urban renewal;
- The development of small and medium enterprises (SMEs) and

cooperatives;

- Black economic empowerment (BEE);
- Expansion of micro-credit;
- An EPWP;
- Learnerships and internships for the unemployed;
- Improving the education system to provide useful skills, and
- Training and deployment of community development workers (MTSF, 2005).

The MTSF clearly stated that, "The ability of South Africa to deliver a better life for all, and more particularly to halve poverty and unemployment, rests on our ability to raise the growth rate" (MTSF, 2005). It therefore suggested the need to promote labour-intensive projects through an EPWP.

The DPW Strategic Plan is informed by the MTSF (Chapter 2: Section 2.6). The departmental strategic objectives are derived from growth and development strategies for the second economy, which the EPWP is part of.

3.3 EPWP legislative and policy framework

The following legislative and policy framework guides the EPWP:

3.3.1 Constitutional mandate

The South African Constitution, Chapter 10, Section 195(1), stipulates that public administration must be governed by the democratic values and principles that promote efficient, economic and effective use of resources. It further states that people's needs must be responded to (The South African Constitution, 1996: Section 195(1) b & e). Sections 26 & 27 of the Constitution also emphasizes the rights of citizens to basic services such as health care, food, social security, housing, education, water and information in an equitable manner. The EPWP has been initiated to create job opportunities to ensure the provision of basic needs to all citizens.

3.3.2 Principles of co-operative government and inter-governmental relations

Section 41 of the RSA Constitution states that all spheres of government and all organs of state within each sphere must cooperate with one another in mutual trust and good faith by fostering friendly relations; assisting and supporting one another; informing one another of, and consulting with one another on, matters of common interest; coordinating their actions and legislation; adhering to agreed procedures; and avoiding legal proceedings against one another. It is within this framework that the government adopted the EPWP as a national programme encompassing all spheres of government and state-owned enterprises (NDPW Third Quarter Report, 2007).

Chapter two, Section 9 of the Constitution states that:

- Everyone is equal before the law and has the right to equal protection and the benefit of the law;
- Equality includes the full and equal enjoyment of all rights and freedoms. The enjoyment of rights, freedoms and opportunities is extremely limited or non-existent in situations of poverty and unemployment; hence the government initiated the EPWP to address these challenges.

3.3.3. Reconstruction and Development Programme

The Reconstruction and Development Programme (RDP) is an integrated, coherent socio-economic and social development policy framework which sought to mobilize all South Africans and the country's resources to eradicate apartheid and build a democratic, non-racial and non-sexist society. Within the RDP framework, the African National Congress (ANC) developed detailed positions and a legislative programme (RDP, 1994).

The RDP aimed at addressing the many social and economic problems facing the country. A key aspect of the RDP was that it linked reconstruction and development. It proposed job creation through public works i.e. the building of houses and provision of services should be done in a way that they would create employment. The five key objectives of the programme were (RDP, 1994):

- Meeting basic needs,

- Building the economy,
- Democratizing the state and society,
- Developing human resources, and
- Implementing the RDP.

The policy programme to meet basic needs targeted the disadvantaged (Du Toit *et al.*, 1998:101); hence the EPWP targets the same category. Table 3.3 clearly indicates that the last RDP goal (job creation through public works) gave birth to the EPWP which is the focus of this study. The RDP White Paper therefore forms the framework of the EPWP

Table 3.3: RDP goals and the EPWP

RDP Goals	Description
Housing	Provide well-located and affordable shelter for all by 2003. Build one million houses in five years.
Water	Supply 20 to 30l of clean water each day to every person in two years and 50 to 60; per day within five years from a point no more than 200 meters from each dwelling.
Electricity	Supply 2.5 million more households and all schools and clinics with electricity by the year 2000.
Health care	Give free medical care to children under the age of six and to homeless children; improve maternity care for women; organize programmes to prevent and treat major diseases like TB and AIDS.
Land reform	Implement land reform based on redistribution of residential and productive land to those who need it but cannot afford it and restitution to those who lost land because of apartheid laws.
Job creation through public works	Introduce a national public works programme to provide basic needs such as water supply, sewerage and roads and at the same time create jobs, particularly in poor and rural areas.

Source: Adapted from www.richardknight.homestead.com/sisaconomy.

3.3.4 Growth, Employment and Redistribution Strategy

The Growth, Employment and Redistribution (GEAR) Strategy is a macro-economic strategy intended to strengthen economic development and broaden employment and thus the redistribution of income opportunities to support the poor. It is one of the underpinning frameworks of the EPWP since the EPWP is one of several government's initiatives aimed at addressing unemployment. This is a short to medium-term strategy (EPWP Newsletter, 2010).

3.3.5 Accelerated and Shared Growth Initiative for South Africa

In 2004, the South African government set an objective of halving poverty and unemployment by 2014 (Speech by Deputy President P. Mlambo-Ngcuka, Feb 2006: www.pmg.org.za/briefings). The EPWP (implemented in all nine provinces) was one of the strategies to fulfil this objective.

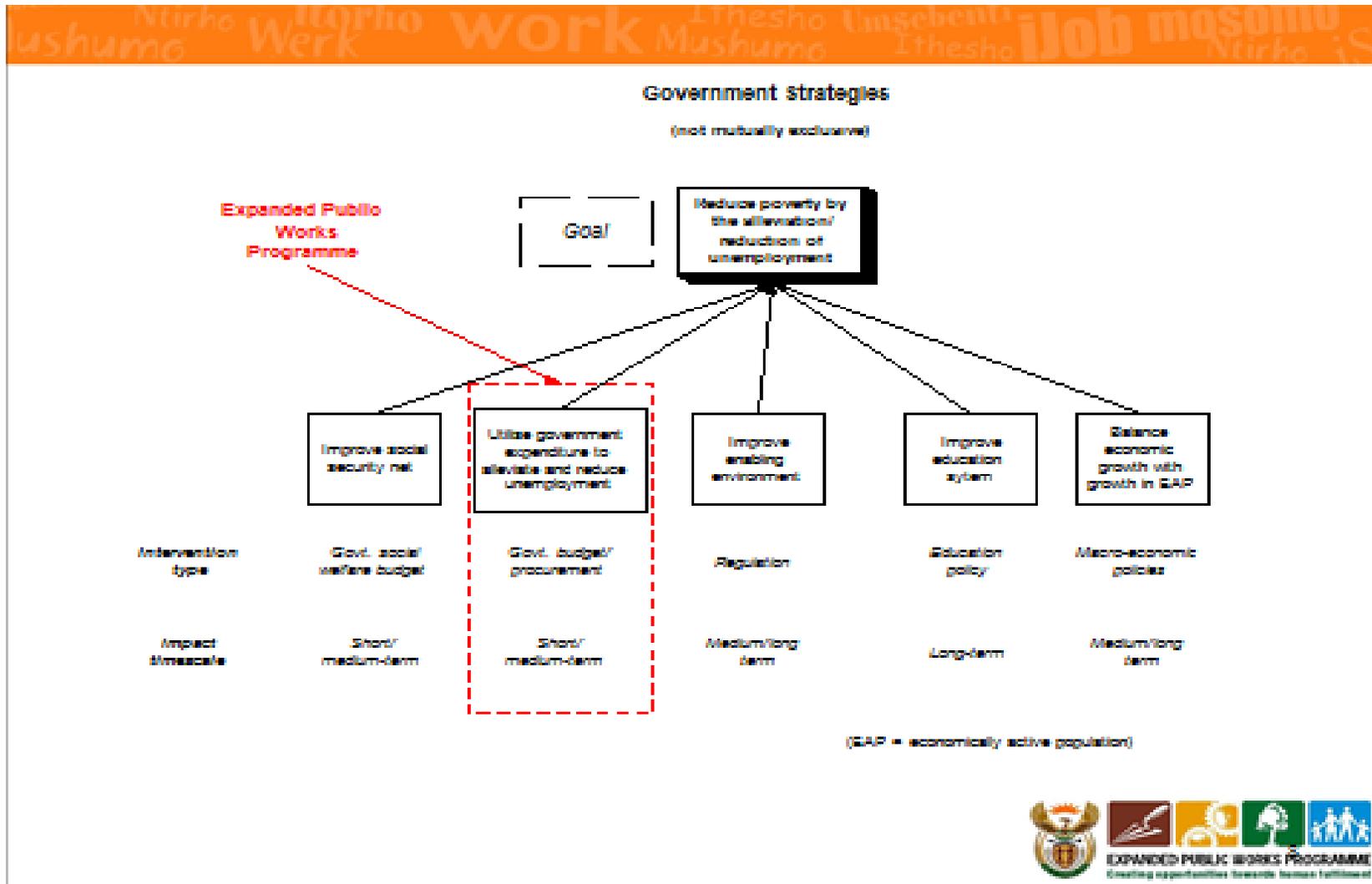
The framework for development in South Africa (SA) is the Constitution of the Republic of South Africa (1996) and the White Paper on the Reconstruction and Development Programme (1994). The latter gave birth to other initiatives such as the GEAR strategy and the Accelerated and Shared Growth Initiative for South Africa (ASGISA). They therefore form part of the EPWP legislative and policy framework, since the EPWP is an RDP initiative aimed at poverty alleviation through job creation.

3.4 The EPWP as a job creation government strategy

In view of the high levels of unemployment in South Africa discussed in 3.4.2: (Unemployment in South Africa), employment creation is high on the agenda of all levels of government. The EPWP represents a key national policy instrument to directly tackle unemployment (Altman *et al.*, 2004:32).

The eThekweni Municipality's EPWP Policy Framework (2006) also lists job creation as one of national government's top priorities. Figure 3.5 illustrates that medium-to-long-term programmes and strategies have been put in place to address unemployment and the skills shortage in South Africa. The EPWP is one such programme; thus, one of the objectives of the study is to evaluate its impact on poverty alleviation, unemployment, and rural development.

Figure 3.5: EPWP- government strategy



Source: Adapted from *the Manual: Implementing the EPWP in the Infrastructure Sector (2005)*

Figure 3.5 demonstrates that the EPWP is one of an array of government strategies aimed at addressing unemployment. The fundamental strategy is to improve economic growth so that the number of net new jobs created exceeds the number of new entrants into the labour market, and to improve the education system such that the workforce is able to take up the largely skilled work opportunities which economic growth will generate (DPW EPWP Third Quarterly Report, 2006).

The key objectives of the programme are to:

- Draw significant numbers of the unemployed into productive work to enable them to earn an income;
- Provide unemployed people with education and skills;
- Assist EPWP beneficiaries to either set up their own business/service or find a job once they exit the programme;
- Use public sector budgets to alleviate unemployment; and
- Create social and economic infrastructure and provide social services as a means of meeting basic needs (M&E Framework, 2005:9).

The EPWP focuses on utilizing public sector budgets to alleviate unemployment.

3.4.1 Expanded Public Works Programme sectors

When the first phase of the EPWP was designed, line-function national, provincial and municipal budgets were assessed in order to identify potential areas for job creation through Public Works Programmes. Three main areas were identified:

- a) The continuation of the National Public Works Programme (NPWP), using labour-intensive construction approaches in public infrastructure projects;
- b) Programmes aimed at protecting or enhancing the environment; there were a number of existing public works programmes in this sector; and
- c) Programmes aimed at providing needed social services which were not yet being provided at their potential level, and which could be provided by semi-skilled labour; early childhood development and home community-based care are examples of such gaps (Phillips *et al.*, 2009:18).

Table 3.4 depicts the sectors that were identified as having the potential to create EPWP employment opportunities, namely infrastructure, environment, social and economic. Table 3.4 further portrays the EPWP responsibilities per sector. This study focuses on the infrastructure sector and its responsibilities.

Table 3.4: EPWP sectors

EPWP sector	Sector's responsibility
Infrastructure	<ul style="list-style-type: none"> Increasing the labour-intensity of government-funded infrastructure projects;
Environment	<ul style="list-style-type: none"> Creating work opportunities in public environmental improvement programmes;
Social	<ul style="list-style-type: none"> Creating work opportunities in public social programmes, e.g. home-based care workers and ECD workers; and
Economic	<ul style="list-style-type: none"> Income-generating projects and programmes to utilize government expenditure on goods and services to provide the work experience component of small enterprise learnership and /or incubation programmes.

Source: *M&E Framework (2005).*

3.4.1.1 The infrastructure sector

Phillips *et al.*, (2009:19) emphasize the importance of differentiating between employment which would have been created through normal infrastructure expenditure, even if there were no EPWP, and the additional employment creation occasioned by the utilisation of more labour-intensive construction methods. The NDPW's EPWP Five-Year Report (2009) notes, that the EPWP infrastructure sector involves the use of labour-intensive methods in the construction and maintenance of infrastructure projects funded by the public sector. Such methods require the use of an appropriate mix of labour and machines, with a preference for labour where technically and economically feasible, without compromising the quality of the project. Labour-intensive infrastructure projects under the EPWP entail:

- Using labour-intensive construction methods to provide employment opportunities to local unemployed people;
- Providing training or skills development to these workers; and
- Building cost-effective and quality assets.

In South Africa, provincial and municipal governments are constitutionally mandated to be responsible for infrastructure development and maintenance (RSA Constitution, 1996); however, the issue of programme management had to be addressed. While the DPW was expected to coordinate or drive the process of reorienting provincial and municipal infrastructure expenditure to make it more labour-intensive, it had no control over other departments' infrastructure budgets. The DPW addressed this challenge by:

- Producing Guidelines for the Implementation of Labour Intensive Infrastructure Projects under the EPWP, which provided direction to public bodies regarding changes to design tenders and contract documentation to ensure that labour, rather than machines, is used for certain construction activities under certain conditions;
- Working with National Treasury to introduce EPWP criteria into the conditions attached to the Municipal Infrastructure Grant (MIG) and the Provincial Infrastructure Grant (PIG). Aside from introducing an Act of Parliament to make the use of labour-intensive methods mandatory, this was the only legal mechanism at the DPW's disposal to drive the reorientation of public infrastructure expenditure. These EPWP criteria included that projects must be implemented in accordance with the guidelines described above;
- Launching a number of initiatives to support provinces, municipalities and the construction industry in the reorientation process;
 - Developing a range of qualifications related to labour-intensive construction and registering these on the National Qualifications Framework, including qualifications for consulting engineers, contractors, and high- and low-level supervisors;
 - Training municipal officials on the EPWP and labour-intensive construction in partnership with the Local Government Sector Education Training Authority;
 - Launching a training programme for small contractors, focusing on labour-intensive construction;
 - Establishing the Business Trust-funded EPWP Support Programme (EPWSP) to provide professional private sector assistance to province and municipalities to implement the EPWP in the infrastructure sector. The DPW put a similar professional technical support programme in place and over time

the EPWSP support programme merged with the DPW support programme;
and

- Entering into an agreement with the International Labour Organization (ILO) to provide a small team of professional labour-intensive construction practitioners with experience of successful programmes elsewhere in Africa to provide support to provinces and municipalities (Phillips *et al.*, 2009:19).

The above interventions form the basis of the EPWP management approach; the frameworks relevant to this study are discussed in section 3.8 (EPWP Framework).

The following five programmes have been implemented in the infrastructure sector, resulting in the creation of more than one million jobs from 2004 to 2009:

- The Technical Support Programme,
- The Vukaphile Contractor Learnership Programme,
- The National Youth Service Programme (NYS),
- The Large Projects Programme, and
- The Provincial Roads Programme (EPWP Five-Year Report, 2009).

3.4.2 EPWP focus

While many government projects and programmes create employment, not all are classified as EPWP projects or programmes. Given the wide variety of projects implemented by government, it is not always easy to distinguish between EPWP projects and non-EPWP projects (EPWP Infrastructure Sector Incentive Grant Manual, 2009:8). The following characteristics of EPWP projects are highlighted:

- They employ large numbers of local, low-skilled, unemployed persons who are willing to work and are defined as the EPWP target group;
- They are highly labour-intensive: a large percentage of the overall project costs are paid out in wages to the EPWP target group; and
- They provide a service to, or develop an asset, for the community.

As the focus of this study is the DPW and more specifically its EPWP, it is important to examine the DPW-defined EPWP projects and programmes described in the Code of Good Practice (2002) as follows:

- Deliberate attempts by the public sector body to use expenditure or goods and services to create additional work opportunities, coupled with training for the unemployment and emerging enterprises;
- Projects usually employ workers on a temporary basis (either by government, by contractors, or by other non-governmental organizations), under the employment conditions described in the Code of Good Practice for Special Public Works Programmes (SPWPs) and the Ministerial Determination regarding conditions of employment on SPWPs, issued by the Department of Labour; and
- The public sector body attempts to define and facilitate exit strategies for workers when they leave the programme . to build bridges between the second economy and the first economy.

The KZN DPW has a total of 40 EPWP-defined projects in its four (4) regions as per the departmental structure described in chapter 2 (Figure 2.8: Regional Structure).

3.4.3 EPWP institutional/coordination arrangements

The DPW was mandated by Cabinet to lead the inter-departmental implementation of the EPWP (NDPW Third Quarter Report, 2007:3). Overall coordination of the programme is therefore the DPW's responsibility; however, the programme is led by a sector co-ordinating department in each of the four sectors, as reflected in Table 3.5.

Table 3.5: EPWP coordination arrangements

Sector	Overall Coordinating Department	Lead Department
Infrastructure Department	Department of Public Works	Department of Public Works
Social sector	Department of Public Works	Department of Social Welfare and Population Development
Environment and Culture	Department of Public Works	Department of Agriculture and Environmental Affairs
Economic Sector	Department of Public Works	Department of Economic Development
Training Sector	Department of Public Works	Department of Labour

Source: *NDPW Third Quarter Report (2007)*.

Table 3.5 clearly indicates that the DPW is the overall coordinator of the EPWP, as well as the infrastructure sector. The economic, environmental, and social sectors are coordinated by the Department of Economic Development, the Department of Agriculture and Environmental Affairs and the Department of Social Development (DSD), respectively.

The KZN EPWP infrastructure coordination arrangement is unique in that, as Table 3.5 indicates, it is vested in the Department of Transport rather than Public Works. This misalignment is an issue for serious concern, as it reveals the level of political influence on the EPWP; chapter 2 emphasized the need to manage such dynamics (2.3.4.2: Public Management Environment: *Political Component*).

The Department of Labour (DoL) funds the training programmes for EPWP Beneficiaries, and oversees an EPWP Training Committee made up of representatives of all the sector coordinating departments. All provinces have set up provincial EPWP Steering Committees and Sector Coordinating Committees for the environment, and social and infrastructure sectors; these meet on a monthly basis (NDWP EPWP Five Year Report, 2009). It follows that in KZN, two structures are responsible for the coordination of activities and the implementation of the EPWP; the EPWP Provincial Steering Committee and the Sector Coordination Committees. The latter Committees (Sector Coordinating Committees) are convened monthly by

sector lead departments and the EPWP² Provincial Steering Committee (PSC) is convened bi-monthly by the Department of Transport (KZN Department of Transport EPWP, 2004:4).

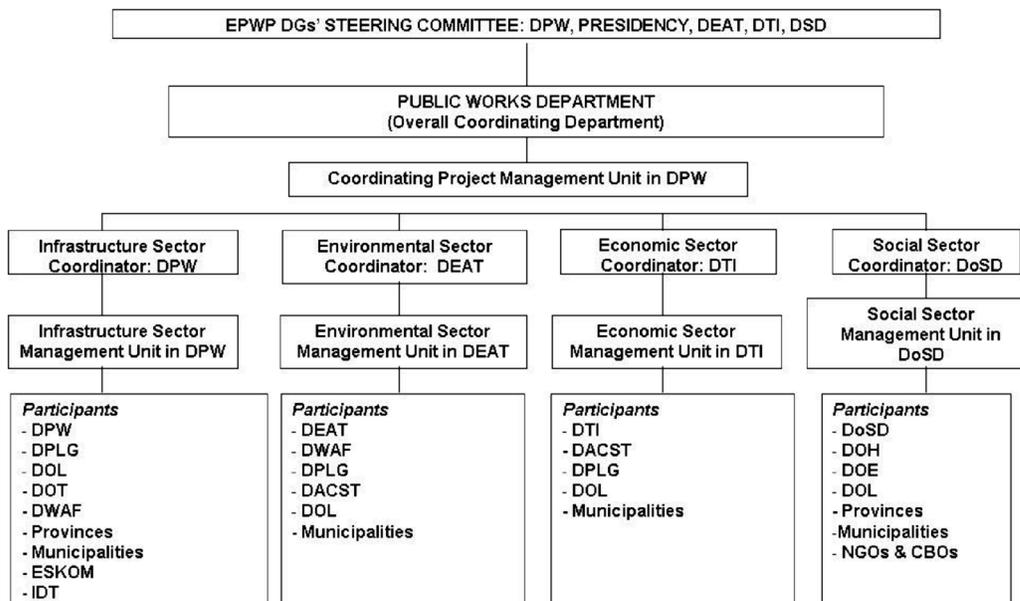
As the main delivery arms of government, provinces and municipalities are the primary EPWP project implementing bodies; they receive the necessary support from the national government departments responsible for sectoral coordination. The national sector coordinating departments are required to provide regular reports to Cabinet on progress in implementing the EPWP in each sector. (<http://www.etu.org.za/toolbox/docs/government.html>).

In 2004 a special EPWP unit was created in the DPW (National level) under the leadership of a Deputy Director-General (DDG), to manage the above responsibilities and to coordinate activities within the infrastructure sector (NDWP EPWP Five Year Report, 2009).

Figure 3.6 illustrates the fact that the DPW carries out its overall coordinating role through a Director-General's (DG's) steering committee, consisting of the other three Sectoral Co-ordinating Departments, the Presidency, National Treasury, the DOL, the Department of Provincial and Local Government (DPLG), and the Department of Public Enterprises (DPE). The DG's steering committee receives progress reports and addresses bottlenecks in the implementation process.

² The **Provincial Steering Committee (PSC)** is a coordinating committee comprised of all government departments participating in the EPWP within KZN.

Figure 3.6: Institutional arrangements



Source: (www.epwp.gov.za).

3.4.3.1 Roles and responsibilities of coordination units

As the overall coordinating department, the DPW has the following roles and responsibilities, and as a general coordinating department, the DPW is responsible for:

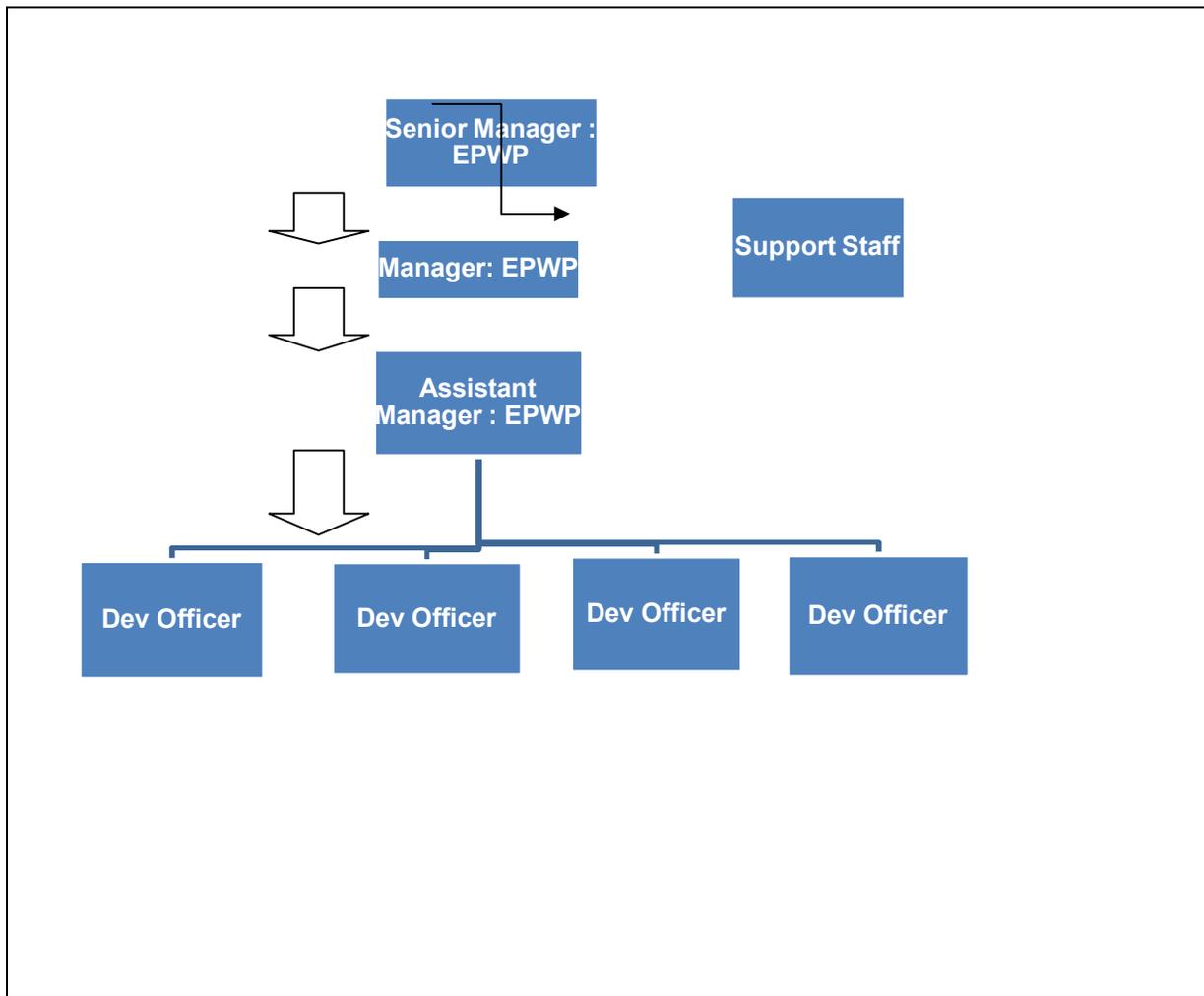
- Overall monitoring and evaluation;
- Providing progress reports to Cabinet;
- Promoting linkages between sectors;
- Establishing common support programmes and common monitoring, evaluation and exit strategies, training frameworks and supportive guidelines. (NDWP EPWP Five Year Report, 2009).
- Providing support by facilitating common programmes across sectors (e.g. access to credit for learner entrepreneurs); and
- Assisting other sectoral coordinating departments to develop sectoral plans (www.epwp.gov.za).

The sector co-ordinating departments have the following roles and responsibilities:

- Champion the EPWP in the sector;
- Liaise with other departments and stakeholders in the sector;
- Consult with the other public bodies in the sector and produce a sectoral plan to:
 - i. Identify areas for the expansion of EPWP approaches
 - ii. Set targets for expansion
 - iii. Describe how the expansion is going to be achieved
- Facilitate the satisfaction of common needs in the sector (e.g. sectoral training and qualifications frameworks, sectoral guidelines);
- Monitor implementation against the sectoral plan; and
- Produce sectoral progress reports for the DPW.

In line with the above, KZN DPW's EPWP Unit is responsible for the management of the programme. The EPWP Unit (Head Office) comprises an EPWP Senior Manager, Manager, Assistant Manager, Development Officers and support staff (Admin Officers, Personal Assistant and Admin-clerk). This structure is presented in Figure 3.7.

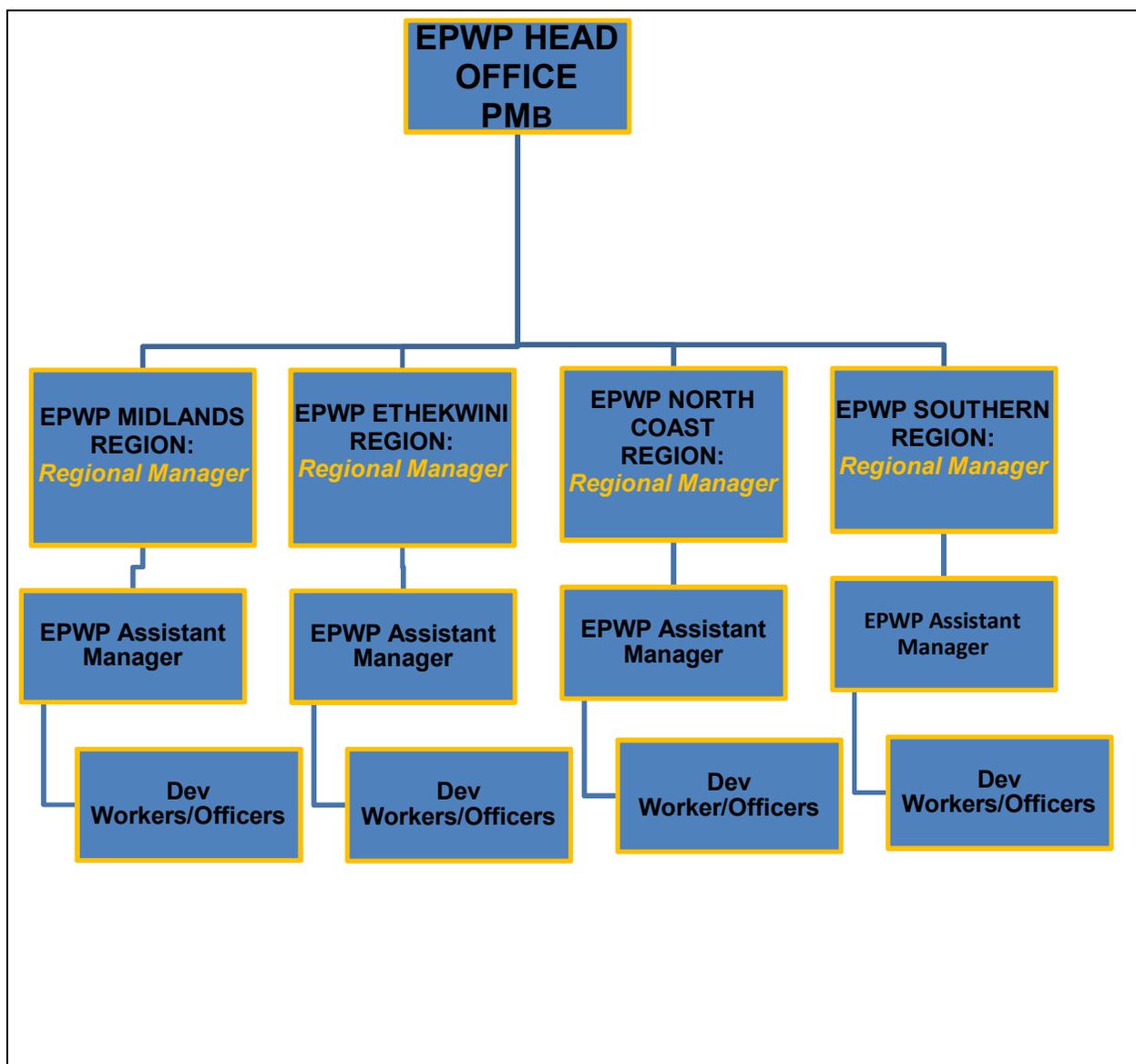
Figure 3.7: KZN DPW EPWP structure



Source: Adapted from DPW EPWP Annual Performance Plan (2009).

The EPWP is decentralized into the four regions described in Figure 2.8 (Regional Structure). The EPWP Regional structure comprises Assistant Manager (who reports direct to the Regional Manager) and Development Officers. The EPWP Regional Structure is displayed in Figure 3.8. The study will therefore establish whether or not EPWP staff has sufficient capacity to deliver services.

Figure 3.8: EPWP regional structure



Source: *Constructed by the researcher based on the DPW EPWP Annual Performance Plan (2009) & DPW Annual Report (2011).*

3.4.3.2 EPWP operational plan

In line with the MTSF (2005), all departments and their programmes are required to have strategic plans. The objectives of the DPW Strategic Plan are stated in chapter 2 (section 2.6). While the strategic plan is a very broad, overarching statement of intent, the operational plan is the annual work plan of the department, the Chief Directorate and all other components (EPMDS Framework, 2007).

An operational plan forms the basis and justification for the annual operating budget request. It further provides a plan for resource allocation in line with policy directives and strategic priorities and must be linked to departmental goals, strategic objectives and measurable performance objectives (Handbook on Performance Management and Development, 2000). Each department or Chief Directorate and its components needs to have an operational plan in place. This study will examine the EPWP operational plans for the first five years (2004-2009), i.e. the first phase of the programme, to measure departmental achievements in line with the study's objectives.

3.4.3.3 Monitoring performance of the operational plan

This research study will also focus on the systems used to manage performance within the EPWP. According to the EPMDS Framework (2007), the performance agreement is the cornerstone of performance management at the individual level and is a way of obtaining commitment to achieve. It is a contractual relationship between a job holder and his/her supervisor. All employees are required to enter into and sign performance agreements. Departmental and component performance measures should inform the development of an individual employee's performance agreement and should be based on the department's strategic, operational and annual performance plan.

This study will determine whether all EPWP officials have entered into employee performance agreements and whether they are duly managed in line with the Performance Management and Development System (2001).

The key principles underpinning the effective implementation of performance management are clarified in the Public Service Regulations (Part VIII A of Chapter 1), the Handbook on Performance Management and Development (August 2000) and the Employee Performance Management and Development (EPMDS) System (April 2007) as follows:

- a) Departments shall manage performance in a consultative, supportive and non-discriminatory manner in order to enhance organizational efficiency and effectiveness, accountability for the use of resources and the achievement of results;

- b) Performance management processes shall link to broad and consistent staff development plans and be aligned with the department's strategic goals;
- c) Performance management processes shall be developmental but shall allow for effective responses to consistent inadequate performance and for recognizing outstanding performance;
- d) Performance management procedures should minimize the administrative burden on supervisors while maintaining transparency and administrative justice.

According to the Employment Performance Management and Development System (2001), the general purpose of the system is to enable employees to account for their actions and the resources expended and, in particular, for employees to become autonomous decision makers and accountable officers for the management of all resources, human, financial, technological or material. It is therefore important that this study examine this aspect of the EPWP to establish whether service delivery to the poor is effective and efficient and whether there is accountability for the use of taxpayers' money.

3.4.4 EPWP framework

According to the NDPW's EPWP Five-Year Report (2009), the conceptualization of the EPWP was completed in November 2003 and implementation commenced in April 2004. The programme was conceptualized as a long-term programme with set targets for the first five years. Kotze (1997:54) recommends the project cycle approach which comprises of the following stages:

- Project identification;
- Project preparation;
- Project appraisal;
- Project negotiation;
- Project implementation;
- Project monitoring; and
- Project evaluation.

In the EPWP the following frameworks guide the above processes; each has a significant role to play in its respective field. In this regard, one of the objectives of the study is to assess the compliance level in order to decide on the weaknesses and achievements of the programme and the management processes.

3.4.4.1 Code of Good Practice

The Code of Good Practice for Special Public Works Programmes (SPWPs) was formally gazetted by the Department of Labour (DoL) in 2002. It established a Public Works Programme (PWP) employment framework based on the PWP model to provide unemployed people with work experience coupled with training. It included the following provisions (Code of Good Practice, 2002):

- a) Targets for the employment of youth, women and people living with disabilities on PWPs;
- b) A requirement that relevant community-based organizations (CBOs) be consulted regarding the selection of workers to be employed on contracts;
- c) Special conditions of employment for workers employed by contractors on labour-intensive projects, including the use of task-based payment systems, and the setting of payments for tasks based on consideration of the local going rate for unskilled labour; and
- d) A limit on the duration of employment under the special conditions; and that PWP workers are entitled to training.

In view of the above, it is apparent that the Code of Good Practice (2002) is the cornerstone of the employment framework. The GDS Agreement (2003) also emphasized that relevant and targeted training should form a central component of the EPWP to ensure that workers attain relevant and marketable skills. The GDS Agreement suggested that training programmes should focus on the following:

- Adult basic education training (ABET);
- HIV/AIDS awareness;
- Health and safety;
- Social entrepreneurship;
- Industrial relations;
- Vocation skills, e.g. construction and agriculture;
- Life skills;

- Entrepreneurship;
- Project management;
- Community development;
- Project-specific skills; and
- Cooperatives training.

The issue of training is clearly crucial to the EPWP; hence, it is scrutinized in this study.

3.4.4.2. EPWP Guidelines

The EPWP Guidelines (2005) serve as a guiding framework for the implementation of labour-intensive projects. They set guidelines for the implementation of labour-intensive works under the most common delivery model, namely ~~the~~ design by employer+ (i.e. the contractor undertakes construction on the basis of full designs issued by the employer). In addition, the EPWP Guidelines (2005:2) provide guidance in respect of the:

- Identification of suitable projects;
- Appropriate design for labour-intensive construction;
- Specification of labour-intensive works; and
- Compilation of contract documentation for labour-intensive projects.

According to the EPWP Guidelines (2005:2-3), the employment of local, temporary workers on all EPWPs labour-intensive infrastructure projects has to be in line with the Code of Good Practice for Employment and Conditions of Work for Special Public Works Programmes issued in terms of the Basic Conditions of Employment Act, 1997 (Act No 75 of 1997) and promulgated in Government Gazette, Notice No 6 of January 2002. In this regard the public body has the following responsibilities.

i) *Selection of projects*

The public body must implement the following types of civil infrastructure projects in a labour-intensive manner:

- Low-volume roads;
- Sidewalks and non-motorized transport infrastructure;
- Storm water drainage; and

- Trenching.

The EPWP Guidelines apply where such projects involve a significant proportion of the construction activities for which the use of labour is specified in the Generic Labour Intensive Specification, i.e. excavation, loading, short distance hauling, off-loading, spreading, grassing and stone-pitching. However, it should be noted that the EPWP Guidelines may be used for labour-intensive projects other than the types of civil infrastructure projects specified above, as long as such projects involve a significant substitution of labour for machinery.

The public body must be satisfied that sufficient local labour (i.e. people willing to work) is available for the project, before proceeding with the project as a labour-intensive project. The public body is encouraged to send its relevant managers on applicable skills training programmes in labour-intensive construction.

ii) *Setting the rate of pay*

In accordance with the Code of Good Practice for Employment and Conditions of Work for SPWPs, the public body must set a rate of pay (task-rate) for workers employed on labour-intensive projects. The following factors should be considered when setting rates of pay:

- The rate set should take into account wages paid for comparable unskilled work in the local area, per sector if necessary.
- The rate should be an appropriate wage to provide an incentive to work, to reward effort and to ensure a reasonable quality of work. It should not be more than the average local rate in order to ensure that people are not recruited away from other employment and jobs with longer-term prospects.
- Men, women, disabled persons and the aged must receive the same pay for work of equal value (EPWP Guidelines, 2005:2).

iii) *Appointment of consulting engineers and contractors*

According to the EPWP Guidelines (2005:3), the public body must ensure that:

- The design of the labour-intensive works by consultants is overseen by persons in their employ who have completed the necessary skills training;

- Works contracts are administered by persons in the employ of consultants who have completed the necessary skills training; and
- Works contracts are awarded to contractors who have managers in their employ who have completed the necessary skills training.

Furthermore, the EPWP Guidelines (2005:4-5) stipulate the following important provisions:

- The consultant shall not perform any significant portion of a project involving labour-intensive works under the direction of a staff member who has not completed the National Qualification Framework (NQF) level 7 unit standard 4.
- An employee of a consultant who is responsible for the administration of any works contract involving labour-intensive works must have completed the NQF level 5 unit standard.
- The consultant must provide the employer with satisfactory evidence that staff members comply with the above-mentioned requirements.
- The consultant must design and implement the construction works in accordance with the Guidelines for the Implementation of Labour Intensive projects under the Expanded Public Works Programme (the Guidelines) published by the National Department of Public Works.
- The consultant shall, for monitoring purpose, keep monthly records of, and transmit to the client, data on the following indicators with regard to workers employed:
 - Project budget;
 - Actual project expenditure;
 - Number of job opportunities created;
 - Demographics of workers employed (disaggregated into women, youth and persons with disabilities);
 - Minimum day-task wage rate earned on project;

- Number of person-days of employment created; and
- Number of persons who have attended a standard EPWP ten-day accredited training course.

Furthermore, the consultant shall certify that the works have been completed in accordance with the requirements of the guidelines and the contract, namely:

- Whenever a payment certificate is presented to the employer for payment; and
- Immediately after the issuing of a practical completion certificate that signifies that the whole of the works has reached a state of readiness for occupation or use for the purpose intended, although some minor work may be outstanding.

1V) *Required skills programmes*

The EPWP Guidelines (2005:4-5) prescribe a skills programme for both client/employer staff and supervisory and management staff. These are presented in Tables 3.6 and 3.7.

Table 3.6: Skills programme for client/ staff

Personnel	NQF	Unit standard titles	Skills programme description
Senior management and professionals	7	Develop and promote labour-skills and intensive construction strategies	Skills programme against this single unit standard
Middle (technical)	5	Manage labour-intensive skills programme against management construction Projects	Skills programme against this single unit standard
Middle (admin)	5	Manage labour-intensive management projects	Skills programme against this single unit standard

Source: Adapted from EPWP Guidelines (2005:25).

Table 3.6 indicates that senior management and professionals must have **NQF 7**, middle (technical) staff requires **NQF 5** and middle (admin) staff should have **NQF 5**. This is important as the above staff categories constitute some of the participants in this study.

V) *Labour intensive competencies of supervisory and management staff*

Table 3.7 displays skills requirements for the management of the EPWP; it indicates that a Team Leader/Supervisor must have **NQF 2**, a Foreman/ Supervisor **NQF 4** and Site Agent/Manager **NQF 5**. Foremen also participated in this study.

Table 3.7: Skills Programme for supervisory and management staff

Personnel	NQF	Unit standard titles	Skills Programme description
Team leader/ Supervisor	2	Apply Labour-Intensive Construction systems and techniques to work activities	This unit standard must be completed, and any one of the 3 unit standards
		Use Labour-Intensive Construction Methods to construct and maintain roads and storm- water drainage	
		Use Labour-Intensive Construction Methods to construct and maintain water and sanitation services	
		Use Labour-Intensive Construction Methods to construct, repair and maintain structures	
Foreman / Supervisor	4	Implement Labour-Intensive Construction systems and techniques	This unit standard must be completed, and any one of the 3 unit standards
		Use Labour-Intensive Construction Methods to construct and maintain	
		Roads and storm water drainage Use Labour-Intensive Construction Methods to construct and maintain	
		Water and sanitation services Use Labour-Intensive Construction Methods to construct, repair and maintain structures	
Site agent / Manager	5	Manage Labour-intensive Construction processes	Skills Programme against this single unit standard

Source: *EPWP Guidelines (2005:13).*

It can thus be concluded that the EPWP Guidelines provide clear guidance during the planning and implementation phases. The KZN EPWP is managed in line with the EPWP Guidelines. This framework was therefore used to measure the achievements of the programme and therefore forms the basis of this study. Reference will be made to this framework during data analysis.

3.4.4.3 EPWP training framework

According to the NDPW EPWP Five-Year Report (2009), the NQF and Sector Education and Training Authorities (SETAs) were put in place in 1994. This national training framework enabled the implementation of the EPWP; in 2004, the Construction SETA (known as the CETA) funded the development of unit standards for the design, supervision and management of labour-intensive construction at NQF levels 2, 4, 5 and 7 for small contractors, lower level supervisors, higher level supervisors, technicians, undergraduate engineers and postgraduate engineers. The unit standards were subsequently accredited by the relevant accreditation body; hence they are taken as a credit towards a formal qualification in the field of civil engineering. Some of these standards are indicated in Tables 3.6 and 3.7, while the discussion of the above skills requirements is limited to the focus groups of this study.

In line with the objectives of the EPWP discussed in Sections 3.2 (EPWP Concept) and 3.4 (EPWP as a Job Creation Government Strategy), training is critical for the successful implementation of the programme. According to the Code of Good Practice for Special Public Works Programmes, gazetted by the DoL, beneficiaries should receive at least two days of training for every 22 days worked. The Guidelines for the Implementation of Labour-Intensive Infrastructure Projects also require that managers of labour-intensive projects be trained in order to build capacity to manage EPWP projects at the required scale (DPW EPWP Third Quarterly Report, 2006). Training for both staff and beneficiaries is examined in this study.

3.4.4.4 Expansion in the infrastructure sector

According to the NDPW EPWP Five-Year Report (2009), the DPW identified two complementary mechanisms for achieving expansion in the infrastructure sector, *viz*:

- Attaching special conditions to the annual conditional infrastructure grants transferred from National Treasury to the provinces and municipalities; and
- Implementing a labour-intensive contractor learnership programme in partnership with willing provinces and municipalities.

3.4.4.5 Division of Revenue Act

According to the NDPW's EPWP Five-Year Report (2009), EPWP conditions were imposed on Provincial Infrastructure Grants (PIGs) and Municipal Infrastructure Grants (MIGs) *via* the 2004 Division of Revenue Act (DORA), which required provinces and municipalities to execute all low volume roads, storm water drains and trenching work in a labour-intensive way in accordance with guidelines produced by DPW, and approved by the South African Local Government Association (SALGA) and National Treasury.

The DORA PIG and MIG schedules 4, 5, 6 and 8 set out the manner in which implementing bodies should implement the EPWP, *viz*:

- Adhere to the labour-intensive construction methods in terms of the EPWP Guidelines agreed among the DPW, National Treasury and SALGA, and
- Create job opportunities through the EPWP.

According to the EPWP Guidelines (2005), compliance with DORA is compulsory for all implementing bodies; this study will therefore assess the level of departmental compliance.

3.4.4.6 EPWP Logical Framework

The EPWP Logical Framework (2004) outlines the goal, purpose and objectives of the EPWP; this is reflected in Table 3.8.

Table 3.8: Outline of the EPWP Logical Framework

Aspect	Description
Goal	To alleviate unemployment for a minimum of one million people in South Africa, of which at least 40% should be women, 30% youth and 2% disabled, between 2004 and 2009.
Purpose	<p>To achieve this goal, the government would:</p> <ul style="list-style-type: none"> • Over the first five years of the programme create temporary work opportunities and income for at least one million unemployed people; • Provide needed public goods and services, through the use of labour intensive methods, at acceptable standards, through mainly public sector resources, private and public sector implementation capacity; and • Increase the potential of participants to earn a future income by providing work experience, training and information related to local work opportunities, further education and training and SMME development.
Objectives	<p>This would be achieved by creating work opportunities in the following four sectors:</p> <ul style="list-style-type: none"> • Increasing the labour intensity of government-funded infrastructure projects; • Creating work opportunities in public environmental programmes (e.g. Working for Water); • Creating work opportunities in public social programmes (e.g. community care workers); and • Utilizing general government expenditure on goods and services to provide the work experience component of small enterprise learnership/incubation programmes.
Target	<p>The programme would target the unemployed and marginalized, among others, namely:</p> <ul style="list-style-type: none"> • Unemployed, able and willing to work • Largely unskilled; • People not receiving social grants; • The poor; • Women; • People living with disabilities; and • Youth, of which an estimated 70% were unemployed at the time.

Source: Adapted from *EPWP Consolidated Programme Overview and Logical Framework (2004)*.

3.4.4.7 EPWP legal framework

In addition to the policies discussed in section 2.7.2 (EPWP Legislative and Policy Frameworks), the eThekweni EPWP (2007:4) stipulates the following cross-cutting EPWP legal framework:

- a) The Inter-governmental Relations Framework Act 13 of 2005;
- b) The Integrated Development Plan (IDP);
- c) The Division of Revenue Act; and
- d) The Code of Good Practice for Special Public Works Programmes.

All EPWP sectors, including the infrastructure sector, comply with the above legislation.

In line with the above EPWP Frameworks, the EPWP's broad objectives and the EPWP in relation to the spheres of government outlined in Section 2.6, the KZN DPW made the commitments tabulated in Table 3.9.

Table 3.9: EPWP departmental commitments

Departmental commitments	
Vision	To become leaders in job creation and empowerment of historically - disadvantaged individuals.+
Mission	To provide the construction of infrastructure through labour-intensive methods of construction.+
EPWP Broad Objectives	Earn an income: To enhance the ability of workers to earn an income, either through the labour market or through entrepreneurial activities.
	Gain work experience: <ul style="list-style-type: none"> • To provide unemployed people with work experience; • To create a number of temporary job opportunities for 2009/ 10; and • To create a number of full time equivalent (FTE) decent jobs in 2009/ 10.
	Acquire job related training & skills development: To provide education, on the job training and skills development programmes to targeted beneficiaries.
	Diversify the Expanded Public Works Programme: <ul style="list-style-type: none"> • To promote the implementation of EPWP principles in other non-infrastructure sectors within the department. • To promote the sustainability of the impact of the programme through the adoption of an Infrastructure Maintenance Programme.
EPWP Departmental Objectives:	• To integrate the EPWP Programme with other operations within the Department of Public Works.
	• To provide contractors with relevant training to comply with EPWP requirements.
	• To ensure that consultants involved in the implementation of the EPWP comply with EPWP requirements.
	• To capacitate beneficiaries with the necessary technical and life skills.
	• To provide regular feedback to stakeholders on the departmental implementation of the EPWP.
	• To develop a poverty alleviation programme with clear objectives, targets and informed budget in line with ASGISA and JIPSA.
Outputs:	• Developed and promoted a labour-intensive construction programme.
	• Trained and capacitated emerging contractors and historically disadvantaged individuals on the EPWP.
	• Appointed relevant consultants that comply with EPWP requirements.
	• Empowered HDIs (women, youth and the disabled) with technical skills, knowledge of HIV/AIDS and life skills.
	• Developed a poverty alleviation programme with clear objectives and an informed budget which is in line with ASGISA and JIPSA.
	• Conducted an impact assessment of the EPWP.
	• Produced services based on preferential procurement and the Provincial Spatial Economic Development Strategy.

Source: KZN EPWP Annual Performance Plan (2009).

3.4.5 Key programme indicators

Table 3.10 reflects the programme indicators defined by the EPWP Guidelines (2005).

Table 3.10: Programme indicators

Programme indicators	Description
Person-days of employment created	The number of people who worked on project times (x) the number of days each person worked.
Job opportunities	1 job opportunity = paid work created for an individual on an EPWP project for any period of time. In the case of social sector projects, learnerships also constitute job opportunities.
Project wage	The minimum daily wage rate = the daily wage (whether task-rated or time-rated) per individual project. This wage rate must be included in the project tender documents at all times, as per the EPWP Guidelines.
Training person-days	The DoL agreed to offer an EPWP life skills course. The number of training per person-days achieved by attending this course (or course modules) needs to be captured on an on-going basis. This also applies to any other courses provided. The number of training person-days is calculated as follows: the number of people who attended training times (x) the number of days training. For any other training, one training day equates to at least seven hours of formal training. It is, however, important to draw a distinction between accredited and non-accredited training person-days.
Project budget	The project budget = the price tendered by the contractor plus the professional fees for the service provider appointed to design and supervise the project. The project budget excludes government management and administration costs.
Actual expenditure	Actual expenditure relates to the expenditure on the project by the contractor plus the expenditure by the professional service provider appointed to design and supervise the project. The actual expenditure excludes expenditure on government management and administration.
Demographic characteristics of workers	The number of workers that fall within the following categories must be recorded: <ul style="list-style-type: none"> • Youth (18-35 years of age); • Women; and • People with disabilities.

Source: Adapted from the EPWP Guidelines (2005).

The KZN DPW is guided by these key programme indicators when managing the EPWP; hence they form part of the EPWP monthly, quarterly and annual reports.

3.4.6 Funding the EPWP

According to the NDPW EPWP Five-Year Report (2009), in 2003, the South African government took the decision to fund poverty relief through normal budgeting processes. This followed a review of poverty relief programmes, which determined that separate budgeting processes for these programmes caused a number of quandaries, which included amongst other things, spheres of government becoming involved in work that did not form part of their core constitutional function and tensions in inter-governmental fiscal relationships. As part of the main decision to fund the EPWP, it was further resolved that government should carry out poverty-relief programmes in their core functional areas.

The EPWP was therefore not allocated a special budget for projects; rather it was funded through the budgets of line departments, provinces and municipalities. Thus, funds for EPWP programmes were allocated to national departments, provinces and municipalities through the normal budgeting process (Consolidated Programme Overview and Logical Framework, 2004).

Table 3.11 indicates the fund allocation per EPWP sector over a five-year period (2004/05-2008/09).

Table 3.11: EPWP funding

Sector	Allocations to EPWP Programmes 2004/5 – 2008/9
Infrastructure	R15 billion
Environmental and cultural	R 4 billion
Social	At least R 600 million

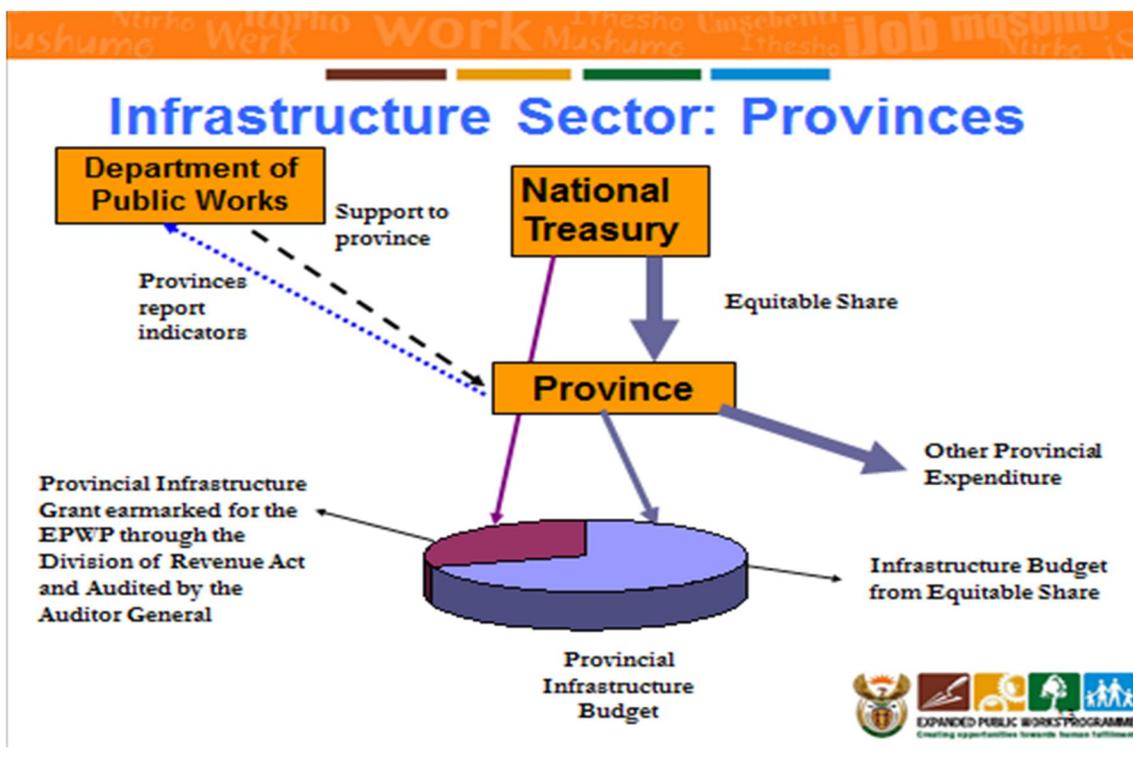
Source: *Consolidated Programme Overview and Logical Framework (2004).*

Table 3.11 shows that for the period 2004-2009, R15 billion of the allocation to the infrastructure sector was set aside for the EPWP. This formed part of the conditional infrastructure grants allocated to provinces and municipalities. Furthermore, R4 billion of the environment sector departments' budgets were earmarked for environmental EPWP programmes in the same period, while R600 million was

assigned to social sector EPWP programmes. According to the Consolidated Programme Overview and Logical Framework (2004), it was projected that this funding would create one million work opportunities of varying duration.

Figure 3.9 indicates that the Provincial Infrastructure Grant reserved for the EPWP (2004/5-2008/9), made one third of the Provincial Infrastructure Budget (total budget allocation) available to reach EPWP targets.

Figure 3.9: Infrastructure Sector Decentralized Funding Approach



Source: *The Manual: Implementing the EPWP in the Infrastructure Sector (2005).*

The NDPW EPWP Five-Year Report (2009) points out that, whilst the decentralized approach to funding (Figure 3.9) was designed to ensure coordination and implementation, it enabled the EPWP to access varied and much larger resources and to be undertaken on a greater scale.

3.4.7 Monitoring and Evaluation Framework

Since monitoring of progress is one of the crucial stages in project management, this study will examine the EPWP progress monitoring within the DPW.

The EPWP Monitoring and Evaluation (M&E) Framework is comprised of the monitoring indicators which were consolidated into the reporting systems of the respective EPWP sectors. Table 3.12 shows the objectives that were identified for EPWP outcomes and impacts, which were guided by the central objectives of redressing unemployment and poverty.

Table 3.12: EPWP objectives to be monitored and evaluated

Objectives	Measure
Over the first five years to create temporary work opportunities and income for at least one million unemployed South Africans;	<ul style="list-style-type: none"> • Total number of job opportunities created for women, youth and the disabled; • Person-days of work created; and • Average income of EPWP participants per sector.
To provide much-needed labour-intensive public goods and services at acceptable standards, through the use of mainly public sector budgets and public and private sector implementation capacity;	<ul style="list-style-type: none"> • Cost of goods and services provided at an acceptable standard in the infrastructure, environment and culture, and social sectors; and • Cost of each job created.
To increase the potential for at least 14% of public works participants to earn a future income by providing work experience, training and information related to local work opportunities, further education and training and SMME development.	<ul style="list-style-type: none"> • Percentage of participants at point of exit who secure employment, education or training, or start an SMME.

Source: Adapted from the M&E Framework (2005).

This study evaluates *inter alia*, the overall impact of the EPWP, focusing on the infrastructure sector. The M&E Framework (2005) endorses the view that the evaluation of the EPWP, as a short-to-medium-term measure is imperative in order to mitigate the adverse social, political and economic consequences of high and growing levels of unemployment. It does however, point out that all evaluations should be executed in a manner that takes cognizance of the fact that the EPWP is merely one element within a broader government strategy to alleviate poverty.

According to McCord (2007), the success of job creation programmes is conventionally measured in terms of their impact on the well-being of participants while they are enrolled in the programme, and/or after they have left the programme. Thus, an assessment of the impact of the programme on EPWP beneficiaries is one of the primary objectives of this study.

3.5 Conclusion

This chapter provided an overview of the EPWP. The following documents and policy statements spawned the EPWP: the Growth and Development Summit (GDS) (2003), the EPWP Launch Speech (2004), The People's Contract (2004) and the Medium-Term Strategic Framework (MTSF) (2005).

The following key EPWP frameworks guide the planning, implementation, monitoring and evaluation of the programme. Thus, one of the objectives of the study is to evaluate the management processes in line with the:

- Code of Good Practice (2002);
- EPWP Guidelines (2005);
- EPWP Training Framework;
- Monitoring and Evaluation Framework (2005);
- The Intergovernmental Relations Framework Act 13 of 2005;
- The Integrated Development Plan (IDP);
- The Division of Revenue Act; and
- The Code of Good Practice for Special Public Works Programmes.

The next chapter will examine local and international experiences of EPWPs, for learning and comparative purposes.

Chapter 4

Perspectives of Public Works Programmes: local, regional and international

4.1 Introduction

The previous chapter provided an overview of the Expanded Public Works Programme (EPWP) to enhance understanding of the programme.

This chapter investigates local, regional and international experiences in implementing Public Works Programmes (PWP) in order to highlight achievements and challenges. The programmes reviewed for this study were the United States of America's (USA) New Deal Programmes, the Argentinean Jefes Programme, Indonesia's Padat Karya Programme (PK), India's National Rural Employment Guarantee Programme (NREGP) and in Africa, Senegal's seminal Agence d'Exécution des Travaux d'Intérêt Public (AGETIP). Other African experiences are examined in a review of Morocco, Tunisia, Algeria, Mali, Ghana, Kenya, Botswana and Malawi. Lessons learnt from these experiences are discussed for learning and comparison purposes. This chapter also analyses the following South African experiences: the Gundo Lashu Programme in the Limpopo Province and the Zibambele Programme in KwaZulu-Natal (KZN) Province. Finally, the infrastructure sector approach is explored.

4.2 Public Works Programmes

Thwala (2001; 2003; 2011) observes that, PWP have a long history as an economic policy tool in industrialized countries, both as a fiscal measure to expand or contract public spending during periods of unbalanced domestic demand as well as a short-term measure to alleviate unemployment. These programmes have formed important components of special job-creation schemes launched by many industrialized countries in response to either an economic recession or rising unemployment among youth.

In developing countries, PWP are frequently used for the following purposes outlined by Jara (1971) in Thwala (2001):

- To deal with emergency situations arising out of natural calamities such as drought, floods and earthquakes;

- To serve as a means to harness the potential resources of surplus manpower and to balance seasonal fluctuations in employment and incomes;
- To achieve permanent drought-proofing of drought-prone areas through systematic soil-conservation and water-development measures;
- To attend to long-overdue tasks of erosion control and other land-development works; and
- To promote systematic development of essential infrastructure facilities integral to rural and urban spatial planning.

In view of the above, it can be deduced that PWPs are a suitable tool to address some of the current challenges facing South Africa, especially in terms of unemployment.

According to Thwala (2006), in many cases, local communities and institutions are involved in the identification, formulation and supervision of PWPs. This is imperative to ensure community ownership for sustainability purposes. This study therefore seeks to establish the extent of community participation in the EPWP. Furthermore, the EPWP (2009) states that PWPs utilize mainly public funds; this is relevant to the current South African EPWP funding approach.

4.3 Local experience

4.3.1 The labour-intensive approach

Bentall (1999:56) defines a 'labour-intensive approach' as 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, typically 25-60%. This implies the optimal use of labour in infrastructure projects, while ensuring cost-effectiveness and safeguarding quality (McCord, 2003). Labour-intensive construction generates a significant increase (300-600%) in employment opportunities per unit of expenditure in comparison with conventional, capital-intensive methods. Thwala (2003) recommends that labour-intensive methods be used in the construction and maintenance of infrastructure projects in order to alleviate poverty and generate employment. The EPWP represents government's response to this recommendation.

4.3.2 Overview of African experiences of labour-intensive infrastructure programmes: Public Works Programmes

Thwala (2011) observes that PWPs that adopt labour-intensive methods are not new to Africa. In the 1960s, three countries in North Africa, Morocco, Tunisia, and Algeria, experimented with such programmes. The experiences in these countries are pertinent to this study.

4.3.2.1 Morocco

a) Promotion National (PN)

According to Jallal (2007), Promotion National (PN) is an autonomous public entity charged with mobilizing underemployed or unemployed workers to implement labour-intensive projects using rudimentary technology. Created in 1961, PN is a major social protection programme in Morocco and is the oldest, most important, and best-targeted social programme in the country. Based primarily on the intensive use of labour, PN aims to:

- Mobilize the labour force in poor, rural populations to address unemployment and reduce rural migration;
- Widen its field of action and prioritize more profitable and less expensive projects;
- Direct its intervention in rural areas to the construction of water supply channels and cisterns, digging of wells, the construction of rural roads and reforestation;
- Contribute to the cleaning and maintenance of parks, as well as improve the quality of life and environment in urban areas; and
- Support sector projects carried out within the framework of the social development strategy.

Thwala (2006) notes, that, this large-scale programme slows down the exodus from the rural areas and promotes development in these areas.

The Promotion National Programme (PNP) operates through the following main programmes (Jallal, 2007):

i) Equipment programme

The PNP contributed to the improvement of urban environments by cleaning and maintaining parks. In rural areas, the focus was on the provision of basic infrastructure, addressing unemployment and underemployment and reducing regional disparities. The equipment programme includes the development of local infrastructure and equipping urban zones (<http://www.afdb.org/fileadmin/uploads/afdb/Documents>).

ii) Saharan provinces development programme

Spain's withdrawal from the Sahara left the region economically and socially behind the rest of Morocco. It fell to the Moroccan government to address the shortfalls accrued during the Spanish presence in the territory. Infrastructure was a notable deficit; this led to the introduction of the regional development programme ([http://digitalcollections.sits.edu/cgi/viewcontent.cgi? Article=1619](http://digitalcollections.sits.edu/cgi/viewcontent.cgi?Article=1619)) in 1976 to mobilize the labour force in the Saharan provinces (http://en.wikipedia.org/wiki/Southern_Provinces).

iii) Social Priorities Programme (BAJ1)

The Agency for Social Development was created in 1999 to support national efforts in the fight against poverty and to promote sustainable and stable development ([http://digitalcollections.sits.edu/cgi/viewcontent.cgi? Article=1619](http://digitalcollections.sits.edu/cgi/viewcontent.cgi?Article=1619)).

The first Social Priorities Programme (BAJ1) was completed in 2003. It comprised three projects: basic education, basic health, and employment promotion through PN. Within the framework of BAJ1, PN aimed to improve the level of basic education and health infrastructure, while raising the social development indicators of the 14 most underprivileged provinces. The main achievements were the development of medical and basic education infrastructure and the reduction of unemployment through labour-intensive works in targeted rural provinces. This programme was supported by a loan from the World Bank in 1996 (Jallal, 2007).

iv) Employment promotion in the South provinces programme

In addition to its traditional activities in the Saharan provinces, the PN is also charged with implanting specific programmes to promote employment in the southern provinces (http://ec.europa.eu/world/enp/pdf/country/enpi_nip_morocco_cn_pdf).

PNP achievements: According to Thwala (2006), the PN Programme provided employment for 85,000 workers each month. Jallal (2007) notes that the various activities launched by PN created 13,559,000 working days in 2002, 12,263,000 in 2003, 13,834,000 in 2004, and nearly 14,000,000 in 2005. This is summarised per programme in Table 4.1.

Table 4.1: PNP achievements in Number of Working Days (NWD)

Programs	Year 2003	Year 2004	Year 2005	Total achievements	2006 (forecast)	2007 (forecast)
Communities	1979910	1959663	1956540	5896113	1952292	1952292
Urban Zones	3404744	4768634	4866440	13039818	4345348	6094950
Equipment						
Employment Promotion in the South Provinces	3855805	3377033	3377033	10609871	3428729	3377033
Saharan Provinces	2821368	3196729	3711952	9730049	3819012	3819012
Total	12061827	13302059	13911965	39275851	13545381	15243287

Source: Jallal (2007: 7) in Thwala (2005).

b) Social proximity action programme

The Social proximity action programme targets populations with special needs such as teenagers and illiterate adults. Its activities include providing housing for hawkers, eliminating adult illiteracy, and the holidays for all+programme, that offers holidays to poor children and teenagers during summer (http://en.wikipedia.org/wiki/Southern_Provinces).

4.3.2.2 Tunisia

From 1959-1960, a large Tunisian PWP known as Worksites to Combat Underdevelopment, was undertaken, with 80% of the cost being borne by the Tunisian authorities, and the remaining 20% in the form of food aid from the United States (Thwala, 2006:34). This is an important vehicle for transferring income to the poorer segment of society. From 1987 to 1991, the programme employed an average 75,000 workers a year, two-thirds of whom were rural dwellers (World Bank, 2004). Tunisia's development strategy targeted all the country's regions and aimed to enhance local infrastructure as well as social and collective facilities to improve the quality of life (The Report: Tunisia, 2010).

4.3.2.3 Algeria

According to Thwala (2006) Algeria's PWP, known as Worksites for Full Employment (Chantiers de Plein Employ or CPE) began in 1962 as a relief operation. It soon acquired a strong development orientation to maximize employment in an economically important project, reforestation work to fight the severe erosion problem. In 1965, the People's Worksites Re-forestation (Chantiers Populaires de Reboisement or CPR) was created as a statutory body attached to the Forestry Division of the Ministry of Agriculture and Agrarian Reform. Since then, the World Food Programme has provided assistance and the scope of projects now includes land reclamation and other infrastructural works.

4.3.2.4 Experiences in other African countries

Thwala (2006) notes that, a variety of employment-intensive PWPs in other African countries consisted of limited local self-help projects. These projects were proposed by local communities and the state made its technical assistance conditional on execution by the local population. The intention was to get the work done as cheaply as possible, but, more importantly, to ensure that citizens viewed the projects as their own and thus paid more attention to their maintenance. As Table 4.2 illustrates, some African countries have tried to create relatively small functional economic areas in the countryside through labour-intensive infrastructure projects to stem rural-urban migration and retain more people on the land.

Table 4.2: Public Works Programmes in other African countries

Country	Public Works Programme
a) Mali	Mali's Djoliba pilot project aimed to convert a swollen rural village into an agro-urban community and involved several layers of investment in infrastructure. This project was used as a pilot to test the feasibility of the establishment of some 150 rural centres that would service Mali's more than 10,000 villages.
b) Ghana	Ghana's Volta River Settlement Programme involved the creation of a network of rural towns and access roads. Three times as many workers were employed in these resettlement preparations than were involved in building the Volta Dam, illustrating the employment-generating potential of employment-intensive infrastructural investment.
c) Kenya	In Kenya, more than 12,000 kilometres of rural access roads have been constructed and more than 80,000 man-years of employment have been created. The Kenyan Rural Access Roads Programme is the overall responsibility of the Ministry of Transport and Communications but operates within the national District Focus Policy that grants significant autonomy at the local level. According to McCutcheon (1993), the methods used have been considered so successful that they have been introduced in the secondary roads network (the Minor Roads Programme), using low wage rates.
d) Botswana	In Botswana a national programme of labour-intensive road construction units has been set up within District Councils; these are semi-autonomous bodies under the overall responsibility of the Ministry of Local Governments and Lands. This programme has resulted in the creation of more than 3,000 jobs (total employment within the public sector is only 20,000) and the construction and upgrading of nearly 2,000 km of road, using minimal wage rates.
e) Malawi	In Malawi, the roads programme is part of the Ministry of Works and Supply. Since its inception, more than 3,845 kms of district road have been upgraded in 16 of the country's 24 districts. The Labour Construction Unit in Lesotho was attached to the Ministry of Works since 1977. By 1985, about US \$3,350,000 had been expended on various road construction works.

Source: Adapted from McCutcheon and Taylor-Parkins (2003) and Thwala (2011)

f) Senegal

McCord (2007) notes that, Senegal's seminal Agence d'Exécution des Travaux d'Intérêt Public (AGETIP) was developed in an attempt to quell urban dissent and political instability following the contested election victory of the government of Abdou Diouf in 1988; it was launched in 1990. It is a privately-managed public works executing agency which enters into a contractual arrangement with the central government for sub-project execution, with the objective of increasing labour intensity and SMME activity in order to increase aggregate employment per unit of spending, while also promoting institutional efficiency and the production of assets. The model has been adopted throughout Francophone Africa and beyond the Association Régionale des Agences d'Exécution des Travaux d'Intérêt Public (AFRICATIP). It is a mechanism to improve the performance of the departments responsible for delivering public works and to promote labour intensification; this has relevance for the management of South Africa's EPWP.

4.3.3 Lessons from African countries

In light of the above discussion, it is noted that the focus of PWPs in Morocco, Tunisia, Algeria, Mali, Ghana, and Kenya was rural development; since South Africa's EPWP also targets rural areas, there are important lessons to be learnt from these countries' experiences. It is also important to highlight that local communities are involved in PWPs in African countries; this is vital for the EPWP's sustainability.

In Botswana and Kenya, labour-intensity was achieved using relatively low wage rates as reflected in Table 4.2.

The main reasons for the success of the programmes in Kenya and Botswana include (Thwala, 2001; 2005; and 2006):

- Good preliminary analysis and thorough attention to technical aspects throughout the programme;
- Pilot projects which tested all aspects (technical, administrative, organizational, institutional, wage rates and conditions of employment, training planning, socio-economic/community) and acted as embryonic training programmes for future work;

- Strong yet flexible institutions with good management systems;
- Extensive training;
- Long-term political support;
- Long-term financial support;
- Good long-term coordination and objective external advice; and
- Consensus on wage rates, conditions of employment and the roles and responsibilities of the community.

In line with McCutcheon and Taylor-Parkinsq(2003) observation that South Africa could learn from successful models elsewhere in Africa, this study will incorporate the relevant lessons in Chapter 7.

Thwala (2001; 2005; 2006; and 2011) and McCutcheon and Taylor-Parkins (2003) note that, a wide range of labour-intensive road construction and maintenance techniques have been tried and tested in the past. Despite their valuable contribution to employment generation, many employment-intensive PWPs in Africa suffered from one or more of the following shortcomings:

- The *ad hoc* nature of schemes, which lacked spatial focus and often had no links to national rural development and infrastructural planning systems;
- Makeshift administrative arrangements and the failure to inject sufficient managerial and engineering skills and technical competence into project selection and execution, as well as the choice of technology, resulting in poor project planning, programming and manpower management;
- A lack of balance between centralization and the effective involvement of local administrations and popular bodies in crucial programme decisions, planning and implementation;
- Failure to adjust programme operation and intensity to seasonal labour demand for agricultural operations;
- A lack of adequate information about target groups;
- A lack of adequate and sustained political commitment and insufficient allocation of public funds to the programmes;
- Inadequate post-project maintenance arrangements; and

- Inadequate emphasis on, and arrangements for, reporting cost-benefit studies and general performance evaluation.

4.4 International experience

There has been vast international experience of PWPs, ranging from very large-scale initiatives to small programmes (Phillips, 2004). Some low and middle-income countries have utilised PWPs to the fullest extent, absorbing more than 20% of the labour force and offering guaranteed employment to job seekers (Kobokana, 2007). McCord (2003) cites the examples of the Maharashtra Employment Guarantee Scheme in India and the New Deal Programme during the Great Depression in the United States of America (USA). Both programmes managed to absorb more than 30% of the unemployed.

This study reviewed the following countries' programmes, based on the similarity of their labour markets or economies with South Africa or programme design features which are comparable to those of the EPWP.

4.4.1 Argentina

The Jefes de Hogar Programme: According to McCord (2007), socio-economically, Argentina has much in common with South Africa, with similar levels of unemployment, a comparable geographic and population size, and high levels of income inequality which are largely based on racial characteristics.

In response to the above scenario, the Argentinean government initiated the Jefes de Hogar Programme. According to Devereux and Solomon (2006), the *Programa Jefes* targeted unemployed household heads with children still living at home and reached around two million beneficiaries by the end of 2003. Beneficiaries received about US \$160 per month in exchange for work in community projects or training. The payment was set low enough to target poor people, but not to discourage them from seeking more permanent jobs.

According to Harvey (2007), the design and implementation of *Jefes* builds on the success of its predecessor, the *Trabajar* programme. Targeting the poor and unemployed, *Trabajar* provided wages in return for work on small infrastructure

projects proposed by local governments and NGOs. This programme was implemented from 1997 to 2002, across all of Argentina's 23 provinces. The Labour Emergency Programme (PEL), which commenced in 2001, provided temporary employment and vocational training to the unemployed through projects that either created employment or affected employment creation. It had a sub-programme for Community Development, which aimed to create productive employment for vulnerable women, especially heads of households. The programme embraced activities which were not traditionally performed by women, such as bricklaying, building and carpentry (Devereux and Solomon, 2006).

The programme was administered by local municipalities assisted by Municipal Consultative Councils (MCCs) comprised of representatives of the public, private and non-profit sectors. It offered employment in a range of projects created by public or local non-profit agencies. Only one participant per household was permitted to register for the programme and anyone receiving unemployment insurance or other transfer benefits from the government was disqualified. Once registered, participants received a regular monthly transfer in exchange for 20 hours of work per week; however, if the municipality was not able to provide work placement, the transfer to the household continued (McCord, 2007).

4.4.2 India

Employment Guarantee Scheme of Maharashtra (EGS): Devereux and Solomon (2006) note that, the EGS was introduced in 1972/73 when the State of Maharashtra faced an acute drought. It was given statutory status in 1979. Any adult person in rural Maharashtra had the right to work as an unskilled manual labourer, provided they registered at the local level as a person seeking work. The state was obliged to provide work within 15 days of such registration. The approved works were rural and involved:

- Agricultural projects,
- infrastructure (including minor irrigation works),
- soil conservation,
- reforestation,
- de-silting of tanks,

- stone-cutting, and
- road construction and maintenance (EGS Act, 1979).

The Maharashtra Employment Guarantee Scheme was the largest state-sponsored PWP to focus on poverty alleviation. It was conceived as a rights-based drought relief programme and emerged as one of the most important initiatives to provide mass supplementary income and thereby reduce vulnerability, especially among women (Vatsa, 2005).

Wages were paid at piece rates and, while initially lower than market rates, in 1985 a Minimum Wage Act was passed to regulate EGS wages. Financing for the EGS was raised from additional taxes imposed on the citizens of Maharashtra by the state administration; these were mainly paid by the urban professional classes (Devereux and Solomon, 2006).

The EGS helped to provide income to the poorest during lean periods and to reduce seasonal migration, while the landed classes benefitted from the infrastructure created (www.odi.org.uk/publications/1072-maharashtra-employment-guarantee-scheme-india).

Jawahar Rojgar Yojana (JRY): This programme was launched in 1989 by merging two operational programmes, the National Rural Employment Programme (NREP) and the Rural Landless Employment Guarantee Programme (RLEGP). The JRY was the biggest employment programme ever sponsored by the Government of India. The primary objective of the JRY was the generation of gainful employment for rural unemployed and underemployed men and women living below the poverty line. The secondary objective was to create a base for sustainable employment by improving rural economic infrastructure and creating direct community and social assets for the poor, particularly scheduled castes and scheduled tribes; 30% of employment opportunities were allocated to women. The JRY was initially implemented throughout India, without any specific focus on backward areas until late 1993,

when it started to concentrate on such districts (www.jstor.org/discover/10.2307//2645644?uid=3739368&uid=2129&uid=2&uid=70&uid=4&sid=211013378562773).

The JRY was subsequently renamed **Jawahar Gram Samridhi Yojana (JGSY)** and restructured; it is no longer an employment-creation programme, but a rural infrastructure development programme which focuses on citizensq needs (<http://www.kdsonline.org/images/Andaman-study-PRIs-JacobJohn.pdf>).

The Employment Assurance Scheme (EAS) was broadly modelled on the Maharashtra Employment Guarantee Scheme and was launched in 1993/94 in 1,772 identified backward blocks located in drought-prone, desert, tribal and hilly areas. The primary objective of this programme was the creation of additional wage employment in lean seasons. The secondary objective was the creation of durable economic and social assets. The expenditure was structured as reflected in Table 4.3.

Table 4.3: EAS Expenditure Structure

Expenditure on	Percentage
Water-shed related activities	40%
Minor irrigation	20%
Rural roads	20%
Construction of school and pre-school buildings	20%

Source: *Devereux and Solomon (2006:99)*.

The intensified JRY (IJRY) programme also succeeded the JRY. Based on criteria such as low agricultural productivity, commercial and industrial backwardness and a high concentration of scheduled castes and scheduled tribes (SC/ST), 120 districts were identified as IJRY districts. In 1994/95, the JRY umbrellaqscheme included special innovative projects aimed at addressing specific problems faced by the rural poor in each district (www.jstor.org/stable/10.2307/i325321).

In 2005, under its National Common Minimum Programme, the Government of India made a commitment to enact a National Rural Employment Guarantee Act to *provide for the enhancement of livelihood security of the poor households in rural areas of the country by providing at least one hundred days of guaranteed employment in every financial year to every household whose adult members volunteer to do unskilled manual work. Employment shall, as far as possible, be provided within a radius of five kilometres of the household's village. Each State Government will prepare an Employment Guarantee Programme, which will include the undertaking of productive works that contribute to the creation of durable assets+* (<http://www.odi.org.uk/publications/1072-maharashtra-employment-guarantee-scheme-india>).

The National Rural Employment Guarantee Scheme NREGS has its roots in the Maharashtra Employment Guarantee Scheme discussed earlier (Shah&Mehta, 2008:4). According to McCord (2007), India's National Rural Employment Guarantee Programme (NREGP) which was launched in 2006 is based on the constitutional obligation of the state to provide employment for its citizens. The programme:

- offers employment insurance on a massive scale; if a household is not provided with employment, unemployment insurance should be paid out;
- attempts to provide 100 days employment per annum to every rural household; and
- strives to provide an income for the poorest and most vulnerable.

The Maharashtra Employment Guarantee Scheme is similar to South Africa's EPWP in that both are based on the constitutional obligation to ensure employment provision to all citizens. The Indian NREGP offers key programmes and conceptual and design insights which are relevant to the South African context.

4.4.3 Indonesia

The PK Programme (1998–2001): Devereux and Solomon (2006) note that one of the first areas of focus in the Indonesian government's official 1998/99 Social Safety Net programme, initiated in response to the financial crisis, was a package of emergency job-creation measures, collectively known as *Padat Karya*, to provide

assistance to those who had lost jobs in the formal sector. This initiative represented a revival of earlier labour-intensive job creation programmes, also referred to as *Padat Karya*, which built infrastructure such as village roads, schools and irrigation channels throughout rural Indonesia during the 1970s and 1980s. The Social Safety Net was not a single job-creation programme, but a variety of disparate projects grouped together with the common factor of using labour-intensive methods to undertake small-scale, village-based infrastructure or public works projects, thus providing opportunities to local unemployed or underemployed people.

McCord (2007) points out that the programme illustrates the role of short-term PWP employment in an acute labour market crisis. This raises the concern that same model has been adopted by the EPWP, which aims to address structural unemployment.

In response to criticism that Social Safety Net schemes in Indonesia were poorly planned and hastily implemented, several new initiatives have been developed, including new programmes that emphasize empowerment and use community-based approaches to generate employment and incomes (Devereux and Solomon, 2006). This study concludes that the model was adopted by the EPWP after these refinements.

4.4.4 United States of America

The USA's New Deal Programmes (1933-43): McCord (2007) notes that, the USA's New Deal Programmes were initiated in response to the depression following the Wall Street Crash in 1929. The New Deal involved the implementation of five concurrent, centrally-administered public works initiatives (1933-43) to address sustained unemployment levels similar to those currently prevailing in South Africa, and to stimulate economic growth during the Great Depression of the 1930s.

The New Deal's contracted public works initiative was mainly implemented through the Public Works Administration (PWA), while direct job creation was implemented through four distinct programmes:

- the Civilian Conservation Corps (CCC) (1933);

- the Civil Works Administration (CWA) an emergency initiative during the winter of 1933-34;
- the Works Progress Administration (WPA) (1935); and
- the National Youth Administration (NYA) (1935) (www.analysisonline.org/site/aoarticle_display.asp?issue_id=8&sec_id=14000434&news_id=140003198).

These programmes required a massive increase in state expenditure in order to stimulate the economy while also creating sufficient jobs to ensure that the basic needs of all working families were met. Employment was provided in special programmes operated directly by the government and through private contractors funded by a significant increase in state expenditure on infrastructure. McCord (2007) notes, that these programmes absorbed more than 50% of the unemployed. This initiative offers institutional options and a model for large-scale government employment creation (americanhistory.about.com/od/greatdepression/tp/new_deal_programs.htm); hence, it is relevant to this study.

It is thus concluded that the Maharashtra Employment Guarantee Scheme in India, the Jefes de Hogar Programme, Indonesia's PK Programme and the USA's New Deal Programmes provide conceptual and design insights which are relevant to the South African context.

4.4.5 Lessons from international experience

International experience reveals that the impact of a PWP on unemployment levels depends on its scale (Phillips, 2004). In view of this, Phillips (2004:6) identified the following practices that need to be avoided to ensure successful implementation of PWPs irrespective of their scale:

- attempting to achieve too much too quickly - this can lead to one or more goals of the PWP, such as providing quality service, or using labour-intensive methods, being sacrificed;
- not allowing time to plan properly and to build the required institutional and management capacity for effective and efficient implementation;

- many small projects without a common programme, resulting in the loss of economies of scale, duplication of learning and training costs, and inconsistencies in performance;
- overloading the programme with too many objectives, with the result that it fails to achieve any of them; and
- lack of consistent political support.

Phillips (2004) further recognized the following best practices which could be adopted by South Africa:

- consistent political support and multi-year budgeting for the programme;
- sufficient resources and time to plan the programme, and to develop the capacity to implement;
- the pace of implementation should be linked to implementation capacity;
- strong institutions should be in place to manage or coordinate the implementation of the programme; and
- high priority should be given to effective systems of monitoring and evaluation.

The lessons learnt from both the African and international experience are pertinent to the study and crucial for:

- the analysis of the findings (chapter 6); and
- informed recommendations and the EPWP management approach, discussed in chapter 7.

4.5 Public Works Programmes in South Africa

Unlike many parts of the world where unemployment is largely cyclical, in South Africa the causes of unemployment are structural and historical; this presents particular challenges (Devereux and Solomon, 2006).

According to the ASGISA document (2006:7), the fundamental challenge facing South Africa is skills shortages:

For both the public infrastructure and the private investment programmes, the single greatest impediment is shortage of skills – including professional skills such as

engineers and scientists; managers such as financial, personnel and project managers; and skilled technical employees such as artisans and IT technicians.+

“... to respond to the plight of the poor who do not qualify for social assistance, the Government has set up Public Works Programmes to draw the unemployed into productive and gainful employment while also delivering training to increase the capacity of participants to earn an income once they leave the programme.”

PWPs were therefore introduced to address both unemployment and skills shortages in South Africa.

4.5.1 The need for Public Works Programmes in South Africa

According to Thwala (2011), public works infrastructure programmes and projects are seen as a major development tool to transform people's lives throughout the developing world. The chronic socio-economic problems facing South Africa are exacerbated by the country's weak economic performance and the declining labour-absorption capacity of the formal economy, an expanding informal economy and increasing unemployment rates and poverty. Table 4.4 presents poverty indicators in South Africa's provinces.

Table 4.4: Poverty indicators by province in South Africa

Province	No. of poor persons (million)	Percentage of population in poverty	Poverty gap (R billion)	Share of poverty gap (%)
Eastern Cape	4.6	72	14.8	18.2
Free State	1.8	68	5.9	7.2
Gauteng	3.7	42	12.1	14.9
KwaZulu-Natal	5.7	61	18.3	22.5
Limpopo	4.1	77	11.5	14.1
Mpumalanga	1.8	57	7.1	8.7
North West	1.9	52	6.1	7.5
Northern Cape	0.5	61	1.5	1.8
Western Cape	1.4	32	4.1	5.0
South Africa	25.7	57	81.3	100.0

Source: Ngoma (2005).

KwaZulu-Natal has the largest poverty gap (R18.3 billion), followed by the Eastern Cape and Gauteng. The low education and skill levels in South Africa feed unemployment and poverty (McCutcheon and Taylor Parkins, 2003); hence the need for a PWP that both provides jobs and improves skills.

4.5.2 The objectives of Public Works Programmes in South Africa

According to McCord (2003), the objectives of a PWP vary according to:

- a range of factors related to the nature of the labour market crisis the programme is designed to alleviate (chronic or acute),
- the intended beneficiary population (universal or targeted); and
- the timescale of the intervention (long or short term).

McCord (2003) adds that all PWPs have the core objectives of poverty alleviation and/or poverty reduction and asset creation, although the weighting of these components varies according to policy priorities. This is directly relevant to the South African EPWP; the EPWP objectives are unpacked in chapter 3. Adato, Haddad, Horner, Ravjee and Haywood. (1999) note that PWPs meet the demand for infrastructure creation using excess labour supply. Noting the inequitable distribution of infrastructure in South Africa, this consideration is relevant to the South African context; thus the targets of the programme were strategically formulated to address such objectives, as discussed in Chapter 3.

4.5.3 The National Public Works Programme

The South African National Public Works Programme (SANPWP) was initially conceptualized as an instrument for asset and employment creation and as part of the systematic re-orientation of public sector approaches to infrastructure provision (DBS, 1994). This was based on a two-pronged strategy: promoting a community-based PWP and changing the rules governing the provision of infrastructure to increase labour intensity across all government departments charged with infrastructure delivery (Adato *et al.*, 1999). The Construction Industry Development Programme was responsible for the development and dissemination of best practice guidelines for labour-based construction (McCord and Meth, 2007).

In 1994, PWPs were part of the Reconstruction and Development Programme and were known the National Public Works Programme (NPWP). Phillips (2004) therefore notes that, labour-intensive PWPs are not a new development policy approach in South Africa. Thwala (2011) notes that the NPWP adopted labour-intensification approaches through increased training and capacity building in the provision of infrastructure.

McCord (2003) concurs with Thwala (2011), pointing out that the merits of this approach were recognised in the GEAR strategy (1996), which postulated that 100,000 new jobs would be created each year through labour-intensive infrastructural development and service provision. However, successive policy shifts in the Department of Public Works reduced the relative priority of employment creation through labour-intensive infrastructure provision, which was later restated as

a central policy objective for the EPWP. At that time, the Department of Public Works opted to focus on more conventional PWP through the Community-Based Public Works Programme discussed later in this chapter.

McCord (2003) observes that the objectives of the NPWP set out by the National Empowerment Fund (NEF) in 1994, are highly complex and were as follows:

- i) To create, rehabilitate, and maintain physical assets that meet the basic needs of poor communities and promote broader economic activity;
- ii) To reduce unemployment through the creation of productive jobs;
- iii) To educate and train those on the programme as a means of economic empowerment; and
- iv) To build the capacity of communities to manage their own affairs, strengthen local government and other community-based institutions, and generate sustainable economic development.

The four objectives can be divided into eight primary and three secondary objectives, indicated in Table 4.5.

Table 4.5: National Public Works Programme objectives

Primary	Secondary
1. Create/ maintain infrastructure	1.1 Meet basic needs of poor communities 1.2 Promote economic activity
2. Reduce unemployment	
3. Create productive jobs	
4. Educate and train workers	4.1 Achieve economic empowerment
5. Build community capacity	
6. Strengthen local government	
7. Strengthen community-based institutions	
8. Generate sustainable economic development	

Source: Adapted from McCord (2003).

The objectives listed in Table 4.5 are the basis of the South African EPWP objectives outlined in Chapter 3; hence they are germane to this study. Haddad and Adato (2002:30) concluded that 'South Africa's Public Works programmes were among the most innovative in the world, with multiple objectives that include not only job creation, poverty reduction, and infrastructure development, but simultaneously, job training and community capacity building'. In contrast, McCord (2003) asserts that in some instances this plurality of objectives has hindered progress in primary job creation. She cites the fact that in 2000/1 the Community-Based Public Works Programme only created 918 sustainable and 32,587 non-sustainable jobs at a cost of R349 million (DPW, 2001) and concludes that the above objectives were 'ambitious'.

McCord (2003) maintains that, the conceptualization of PWP is a transformational tool, rather than a tool to address the national employment crisis. This goes some way to explain the poor performance and high cost of South African interventions. McCord warned against assigning additional objectives to PWPs related to the more diffuse and complex goals of transformation, as the primary goal of job creation might be undermined, and the value of the intervention substantially reduced in terms of poverty alleviation and asset creation.

In view of the above, Thwala (2011) recommends that the EPWP objectives should be:

- specific instead of general;
- not overly complex;
- measurable, tangible and verifiable;
- realistic and attainable;
- established within resource bounds;
- consistent with available and anticipated resources; and
- consistent with organizational plans, procedures and policies.

Thwala (2011) emphasizes that the objectives of the project must be made known to all project personnel and all managers at every level of the organization. He adds that if information is not communicated accurately, there is a possibility that top

management, project managers and functional managers will have different interpretations of the ultimate objective; such a situation invites conflict. This study concurs with this statement; hence there is a need for all role players - EPWP beneficiaries, management, operational staff and foremen - to understand the programme's objectives.

According to McCord (2003), additional functions such as community empowerment, capacity building and transformation have been added to the public works concept in South Africa. This study takes these factors into account as they will determine the sustainability of the EPWP projects, quality service and long term job creation.

4.5.3.1 Community-Based Public Works Programme (CBPWP)

Phillips (2004) identifies two NPWP strategic initiatives. The first is the **Community-Based Public Works Programme (CBPWP)**, which aimed to:

- provide rapid and visible relief for the poor, and
- build the capacity of communities for development.

According to the NDPW EPWP Five Year Report (2009), the CBPWP was allocated approximately R350 million per annum and created 130 000 work opportunities over a six year period (1998 to 2004). The original intention of the CBPWP was to allocate funds to community-based organizations (CBOs) to implement projects. However, in order to ensure integrated planning that makes maximum use of the Integrated Development Plans, after consulting with stakeholders, the DPW, decided not to have a separate national fund for the CBPWP. Instead, municipalities were empowered to implement and maintain local infrastructure. Funds that would have been allocated to the CBPWP were channelled to the conditional Municipal Infrastructure Grants (MIGs), from which the municipalities fund EPWP infrastructure projects (NDPW EPWP Five Year Report, 2009) and the CBPWP was phased out (NDPW EPWP Five Year Report, 2009). This shift in policy occurred after the democratic local government elections (Phillips, 2004). However (see section 4.5.3), the programme was not a success as it only created 32,587 non-sustainable jobs at a cost of R349 million.

4.5.3.2 Labour-intensive techniques

The second NPWP strategic drive identified by Phillips (2004) was the reorientation of mainstream public expenditure on infrastructure towards **labour-intensive techniques**. However, this objective was also not realised (NDPW EPWP Five Year Report, 2009). Phillips (2004) observes that this was due to politically-related factors; viz, major political restructuring, the multiple demands on the new government, and an uncertain legal framework for labour-intensive construction. This strategic initiative was later resuscitated in the EPWP (see chapter 3).

4.5.3.3 The Framework Agreement and the Code of Good Practice

During the 1990s, there were engagements between organized labour, the construction industry and government on the use of labour-intensive construction methods. The positive result of these consultations was the signing of a temporary Framework Agreement for labour-intensive construction (Phillips, 2004).

Thwala (2006) states, that, the Framework Agreement was a social compact between government, labour, the construction industry and civics. He adds that the main item in the agreement was a commitment from industry to maximize the use of labour-intensive methods of construction within PWPs with due regard to economics; the main objective of the agreement was to transform the PWP from relief, emergency, and %Special+Public Works to a long-term, structured, labour-intensive programme. This aimed to link economic growth, employment, and investment policies (NDPW EPWP Five Year Report, 2009).

The principles in the Framework Agreement were consolidated into a Code of Good Practice for Special Public Works Programme. This forms a PWP employment framework based on the model of PWPs as a tool to provide unemployed people with both work experience and training as stipulated in Chapter 3 of the Code of Good Practice (2002). This is significant for this study as it forms part of the EPWP frame of reference.

4.5.4 South African PWP case studies

The national government initiated a range of PWPs from 1994. Likewise, a number of provinces and municipalities introduced their own PWPs (Phillips, 2004). Two

infrastructure PWPs initiated by provinces are reviewed in this chapter for experience-sharing purposes, one from Limpopo Province and the other from KZN.

a) The Gundo Lashu Programme in Limpopo

The Gundo Lashu project was initiated in 2001 and implemented through the Limpopo Province Roads Agency with funding from DFID-South Africa and technical assistance from the ILO. The project aims to rehabilitate and maintain gravel roads in the province using employment-friendly methods of work and is executed through small, emerging contractors. The provincial government conceived the programme as a flagship initiative to promote the development goals of the province (<http://www.innovations.harvard.edu/awards.htm>). Figure 4.1 shows Gundo Lashu road works in progress and employees on site.

Figure 4.1: Gundo Lashu Road Works



The objectives of the programme were as follows:

- To develop and train at least 24 local contractors using labour-intensive methods and thereby bring 300 kms of rural roads to Limpopo Roads Agency standards,
- To engage rural communities and generate one million workdays of employment (40% male, 60% female) that will lead to improved livelihoods for communities linked to the programme, and
- To strengthen the capacity of the Limpopo Roads Agency to manage, monitor and evaluate the implementation of Gundo Lashu in accordance with corporate governance best practice (Phillips, 2004).

The programme also aimed at contributing to the adoption of common standards at national, provincial and local levels of government and to the implementation of similar large-scale programmes in other provinces. Apart from the provision and maintenance of rural road infrastructure, the programme hoped to address historical social imbalances by creating opportunities for previously disadvantaged segments of the population (<http://www.innovations.harvard.edu/awards.htm>).

The achievements of the Gundo Lasho project are summarized in Table 4.6 and are categorized as effectiveness, impact on poverty, sustainability, replication and partnerships.

Table 4.6: Achievements of the Gundo Lashu Programme

Category	Achievements
Effectiveness	<p>During 2003, 363,000 person-days of employment were created. Of this total, 188,760 person-days of employment were provided to women;</p> <p>In 2004, twenty-four (24) emerging contractors (52% female and 37% youth) were equipped with the necessary skills and assisted in building their resource base;</p> <p>Twenty-four (24) supervisors were trained to manage the execution of the work (12 were women and almost all were youth) and nine consulting firms and six engineering consultants were trained in labour-based road rehabilitation;</p> <p>Workers were provided with training to participate in local economic development;</p> <p>The skills and competence of local entrepreneurs that would continue to partner with the government were raised and the working environment was improved to ensure their growth in a competitive environment;</p> <p>Roads were rehabilitated to acceptable standards, resulting in improved mobility for communities in and out of their area; and</p> <p>The project has helped address misconceptions within the construction industry that labour-based methods are neither viable nor effective delivery mechanisms.</p>
Impact on Poverty	<p>Households without breadwinners were targeted first to ensure that a wider net of families benefitted. To educate workers about financial management and to avoid them falling victim to loan sharks, the programme managers liaised with the Department of Social Development to establish financial saving schemes in the project areas.</p>
Sustainability	<p>A unit (within the responsible government agency) was established and staffed to plan, execute and manage works using employment-intensive approaches.</p> <p>Staff from both the implementing agency and the private sector was provided with extensive, well-structured training on planning, implementation and management of works using employment-intensive approaches at the University of the Witwatersrand, and institutions in</p>

	<p>Lesotho and Kenya.</p> <p>Continuous funding and workloads during the developmental stages were important fundamentals in ensuring the effective capacity development of emerging contractors. R96 million funding was secured over a period of three years for road rehabilitation.</p>
Replication	<p>As road and transport infrastructure are important elements of a modern economy and the development of the rural roads system is important to relieve the burden on national roads, it was imperative to find cost-effective methods while providing employment to achieve this need. Expansion of the project to all Districts in Limpopo resulted in the creation of 5,000 monthly jobs for rural dwellers.</p>
Partnerships	<ul style="list-style-type: none"> • UK Department of International Development (DFID) • International Labour Organisation (ILO) • Department of Rural Roads, Lesotho • Civil Engineering Department. WITS University • Department of Labour • Department of Public Works • Labour Intensive Training and Engineering (LITE) • ABSA Bank

Source: Adapted from *Impumelelo* (2005) & impumelelo.org.za/.../gundo-lashu-labour-intensive-rural-roads-prog.

Furthermore, Phillips (2004:15) notes that in 2003/4 the budget allocation for the programme was R50 million; this enabled a 600% increase in employment creation compared with similar, conventional machine-intensive road works, without cost increments. The contractors employed between 60 and 100 local workers for each project on a task-based payment system (DPW, 2006:6). The contractual requirement was that contractors employ workers in terms of the Code of Good Practice for Special Public Works Programmes described in Chapter 3.

Workers are paid R30 per task (DPW, 2006). Women, youth and the disabled have benefited from the programme. The beneficiaries receive on-the-job training and formal training funded by the Department of Labour. The latter covers a variety of

topics, ranging from life skills to basic agriculture. The duration of employment is approximately four months, since the road upgrading projects are occasional. Communities are mobilised by both Project Steering Committees (PSCs) and community liaison officers. They also play a key role in monitoring the projects.

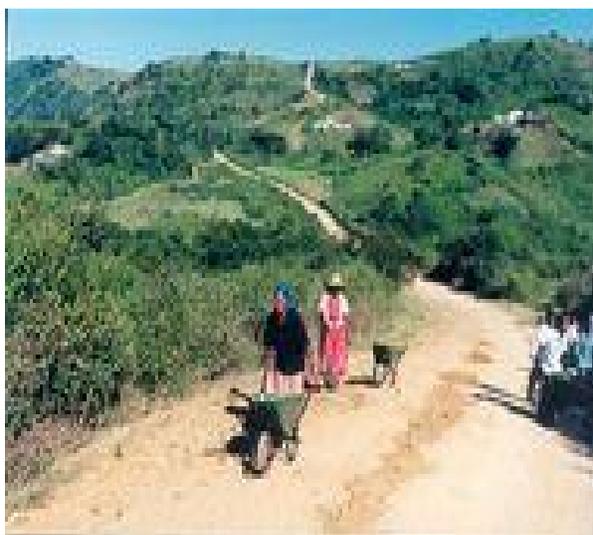
In summary, Gundo Lashu resulted in poverty alleviation, economic empowerment and capacity building in addition to improved roads in rural communities. Furthermore, the project fitted well into the overall development strategies of the government and was to continue under the umbrella of the EPWP (impumelelo.org.za/õ/gundo-lashu-labour-intensive-rural-roads-prog).

The programme is clearly focussed on developing consultants and contractors skills in labour-intensive road construction. McCutcheon and Taylor Parkins (2003) argue that if infrastructure is to be delivered efficiently using labour-intensive methods, training in such methods is critical at all levels of management; the EPWP is scrutinized in this study to verify capacity building at the respective levels. This is imperative to ensure the efficacy of EPWP management in the KZN Department of Public Works.

b) The Zibambele Programme in KwaZulu-Natal

Zibambele involves routine road maintenance, using labour-intensive methods. The programme was initiated by the KZN Department of Transport in 2000 (www.kzntransport.gov.za/programmes/zibambele/labour_based_construct.htm). Its objectives are to carry out routine maintenance of the province's rural access road network and to provide poor rural households which have no other source of income with a regular income. The programme specifically targets the long-term unemployed in rural KZN communities and focuses on families that have been identified by the communities themselves as the most destitute. Such communities engage with the provincial Department of Transport through Rural Roads Transport Forums (Impumelelo, 2005:12). Figure 4.2 shows a Zibambele road works project in progress.

Figure 4.2: Zibambele Road Works



Source: Adapted from <http://www.impumelelo.org.za/what-we-do/impumelelo-innovations-awards/2005>.

Zibambele is a Zulu name given to the adaptation of the Kenyan Lengthman Contract System that contracts a household living alongside the road to maintain a section of road between 500 and 800 metres in length (Naidoo, 2010). The programme is based on the length person contract system which has been used extensively in Europe and Southern Africa (www.kzntransport.gov.za/programmes/zibambele/labour_based_construct.htm).

The contracts are awarded to households as opposed to specific individuals in order to facilitate a perpetuation of wage earners if a member of the house becomes ill or dies. The contracts are renewed annually as long as the family is still in the poorest of the poor+ category. Furthermore, contractors are given equipment which can be used for other economic or agricultural activities. Contractors work a maximum of 60 hours per month in order to allow women sufficient time to care for their families (Impumelelo, 2005:23). This is a flexible job opportunity which accommodates household tasks and other wage or subsistence opportunities should they arise. Households receive a transfer of R334 per month. Beneficiary households are selected at a district level by representatives of the local community and by the elected Rural Road Transport Forum using the criteria of poverty, unemployment and female-headed households (Phillips, 2004:17).

According to Naidoo (2010) the responsibilities of a Zibambele household are as follows:

- Maintain the road drainage system;
- Ensure good roadside visibility;
- Maintain the road surface in good condition; and
- Clear the road verges of litter and noxious weeds.

The aim of Zibambele is to eradicate poverty, and consequently the long-term goal is sustained employment beyond the duration of the road works project. To facilitate sustained employment the project has created voluntary savings clubs, which represent the pooled savings of participants for investment purposes. In addition to the savings programme, the director of Zibambele is responsible for engaging with other government agencies and NGOs working for poverty alleviation to facilitate skills workshops on subsistence farming, literacy and small-business enterprises (www.docstoc.com/docs/2029438/The_zibambele_project_and_the_role_of_rural_road).

Phillips (2004:10) notes that there is no employer-employee relationship in Zibambele, as each household is a contractor; thus the Code of Good Practice for Special Public Work Programmes is not applicable.

The programme is run by the KZN government and the provincial Departments of Agriculture and Environmental Affairs in partnership with the National Department of Public Works. Although there is close support and participation from multiple tiers of government, staffing and funding is directly supplied from the provincial Department of Transport (www.kzntransport.gov.za/programmes/zibambele/labour_based_construct.htm). In 2002/3, the department allocated R56 million to the Zibambele programme (Phillips, 2004:11).

A study conducted by McCord (2002:35) concluded that the programme is cost-effective in terms of transferring resources from the state to recipients when the

proportion of programme costs spent on labour and the cost of creating a day's work are taken into account.

The achievements of the Zibambele Road Maintenance Programme are summarized in Table 4.7, below. They are categorised into innovation, effectiveness, impact on poverty, sustainability, replication and partnerships.

Table 4.7: Achievements of the Zibambele Road Maintenance Programme in KwaZulu-Natal

Category	Achievement
Innovation	The basic employment programme is innovative in taking an internationally- established model and applying it creatively in a South African context by adding social development and micro-economic components to a simple public works employment programme. This results in a programme which has far greater and more substantial impacts than one that only addresses immediate employment needs. The project has been recognized by the President as a best practice model+ in terms of poverty alleviation for the Government's Extended Public Works Programme.
Effectiveness	The Zibambele Road Maintenance Programme allows contactors to use the equipment they are given for food production. The savings clubs developed for employees generated R1.4 million in 2005 and some members were considering investing in projects such as producing vests for parking attendants and a theatre for social functions.
Impact on Poverty	Participating households' income has increased, allowing for more nutritious meals, payment of school fees, buying school uniforms; and easing psycho-social tensions. The additional jobs created impacted on many families in the community.
Sustainability	The Zibambele Road Maintenance Project applied for a Cabinet-approved budgetary allocation under the Medium Term Expenditure Framework to ensure that targets were met. The project is also considering employing supervisors to assist with the administration of the project.
Replication	Both the Eastern Cape and Mpumalanga started programmes based on this project which proves its potential to be replicated.
Partnerships	<ul style="list-style-type: none"> ~ National Department of Public Works ~ Provincial Department of Agriculture and Environment Affairs ~ Cord Consultants ~ Insika Rural Development ~ Tribal leaders from rural tribes

Source: *Impumelelo (2005)*

In view of the above, it is clear that PWPs play a positive role in South Africa and are instrumental in addressing some of the current challenges facing the country. These

programmes were merged into the EPWP as one of the It can be concluded that Zibambele is derived from the Kenyan programme (refer to Table 4.2: Public Works Programmes in other African Countries) as it is the responsibility of the Ministry of Transport and focuses on the local level.

The study concurs with McCutcheon and Parkins (2003:33) when noting that, prior to the EPWP efforts were made to emulate the Kenyan Rural Access Roads programme through both the Zibambele Programme and the Gundo Lashu Programme.

In summary, a review of South African PWP case studies confirmed that both the Zibambele Programme and the Gundo Lashu Programme resulted in job creation, poverty alleviation, economic empowerment and capacity building in addition to improved roads in rural communities. Furthermore, respective groups from rural communities such as youth, women, the disabled and households, benefitted from both programmes; which is in line with the overall development strategies of the South African Government.

governments development strategies. They therefore provide the basis for the EPWP Infrastructure Sector Plan that emphasizes efficiency, cost-effectiveness and quality of products when introducing labour-intensive construction methods in civil works. This plan requires that work be carried out using an appropriate mix of labour and machines. The EPWP Logical Framework (2004:6) clarifies that contractors are permitted to make use of machines for construction activities where it is not technically or economically feasible to use labour.

4.5.5. Infrastructure sector approach

The infrastructure sector is the focus of this study. Phillips (2004:4) maintains that the additional employment creation resulting from the use of labour-intensive methods varies depending on the type of infrastructure work and the degree of labour-intensity of the production methods used. Phillips (2004:4) notes that employment creation in Gauteng's EPWP programme increased on average by 10%, in comparison with the 600% average increase in employment creation on the Gundo Lashu roads programme in Limpopo.

Local and international evidence confirms the possibility of replacing machinery with labour in a variety of the construction activities associated with civil infrastructure, namely; low-volume roads, municipal water and sanitation pipelines and storm water drains, with proper management of both quality and cost (McCutcheon, 2001:35). This is confirmed in sections 4.3: Local Experience, and 4.4: International Experience, respectively. Phillips (2004:23) alludes to the fact that the potential is more limited in building works, as this involves less machinery and is highly labour-intensive. As such, the DPW aims to put various mechanisms in place to increase the use of labour-intensive systems for infrastructure development that offers the most potential for employment creation. Two such initiatives are discussed in (i) and (ii).

i) The use of labour-intensive methods

Labour intensification in the construction sector offers an opportunity to generate employment without additional demands on the fiscus, by fundamentally changing the way in which publicly-funded infrastructure is built so that employment and skills transfer are maximised for the unemployed+ (McCutcheon, 1995). The EPWP was given a mandate to realize this vision. Government would therefore use public infrastructure budgets to contribute directly to labour-intensive employment by regulating the terms under which public contracts are granted (McCord and Meth, 2007:35).

Phillips (2004:13) notes that the 2004 Division of Revenue Act (DORA) made Provincial Infrastructure Grants (PIG) and Municipal Infrastructure Grants (MIG) conditional on meeting the requirements of the EPWP. The DORA requires that provinces and municipalities build and maintain low-volume roads, storm water drains and trenching funded through PIG and MIG in a labour-intensive manner, in line with the EPWP Guidelines endorsed by SALGA and National Treasury (DORA, 2004).

The EPWP Guidelines (2005) discussed in chapter 3 make a contractual provision for the implementing bodies to guide and ensure that contractors use workers rather than machines to perform relevant work activities; they require adherence to the minimum requirements for employment conditions in the Code of Good Practice for

Special Public Works Programmes. The DPW therefore provides relevant training to provincial and municipal officials on the utilisation of the EPWP Guidelines, in order to ensure that they are properly understood and implemented (Phillips, 2004).

The EPWP Guidelines (2005) state that provinces and municipalities should only appoint contractors and consulting engineers who have undergone training in the design, supervision and management of labour-intensive works, as discussed in chapter 3. Phillips (2004) states that the purpose is to focus on training which is intended to encourage the training providers to train their trainers and get them accredited. Furthermore, the Construction SETA (CETA) has put the required NQF unit standards in place (discussed in chapter 3) and has designed skills training programmes and trained training providers.

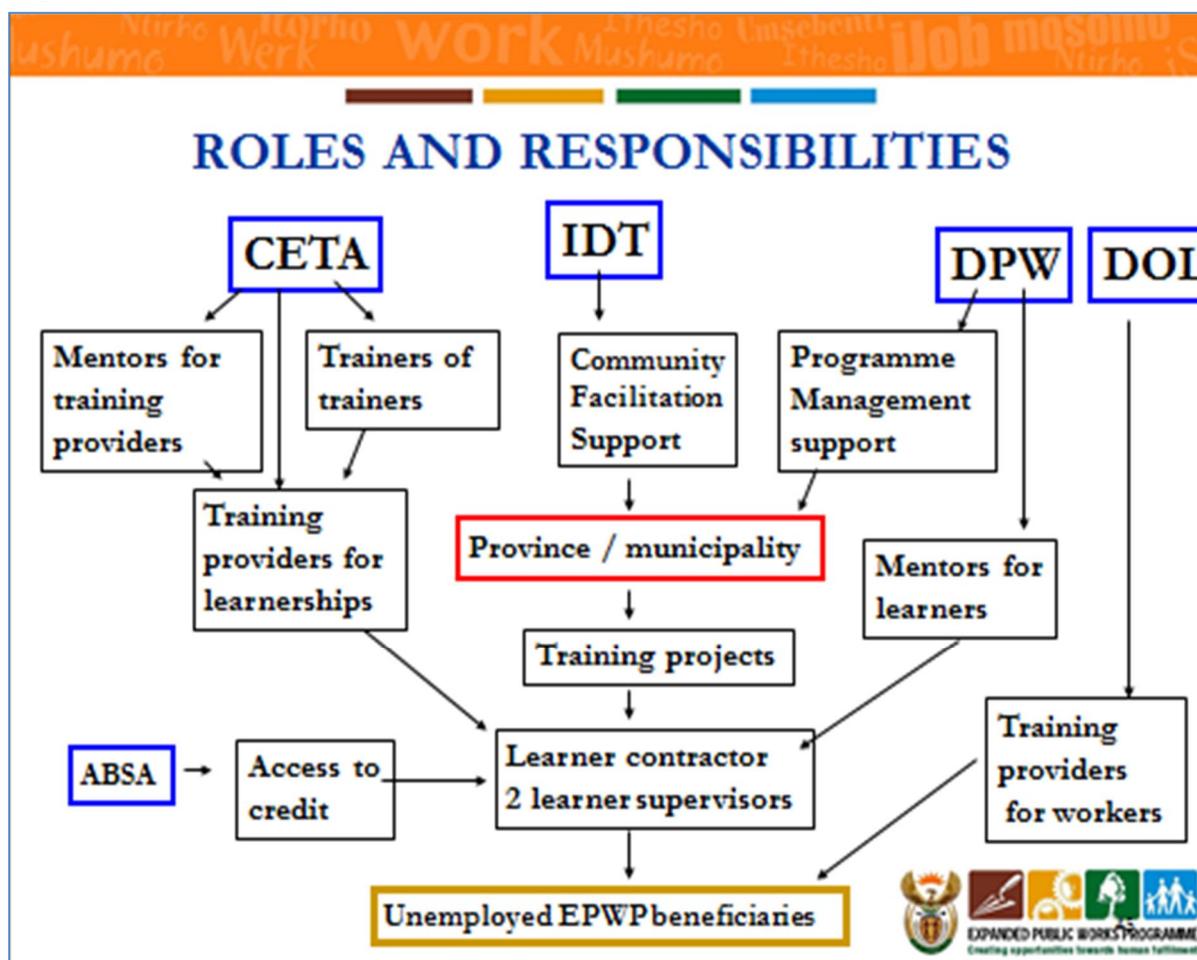
To facilitate implementation, the DPW developed an on-going communication programme with municipalities and the construction industry and it has joined hands with the Auditor-General to conduct audits on non-compliance with the DORA.

ii) Labour-Intensive Contractor Learnership Programme

The EPWP Implementing Manual (2005) clarifies that the DPW and the Construction Sector Education and Training Authorities (CETA) have put labour-intensive contractor and supervisor learnership programmes in place in order to expand the application of the approach adopted in the Gundo Lashu programme to other provinces. The CETA allocated a large number of funded learnerships to the programme and Memoranda of Understanding (MOU) were signed with provinces and municipalities. Each MOU is effectively an expansion of the Gundo Lashu programme to another part of the country.

As illustrated in Figure 4.3, a range of measures have been adopted to support participating provinces and municipalities in the implementation of this programme and the roles and responsibilities of all the stakeholders are clearly defined.

Figure 4.3: Labour-Intensive Contractor Learnership Programme



Source: Adapted from the EPWP Implementing Manual (2005)

In line with Figure 4.3 the **CETA’s responsibility** is to fund EPWP Labour Intensive Contractor Learnership Programme. Each Contractor Learnership trains three persons; one contractor and two site supervisors. The **DPW’s responsibility** is to mentor the learner contractor for two years. A municipality or province is expected to allocate three training projects to the learner contractors and the DPW provides programme management support. The **IDT’s responsibility** is to provide community facilitation support and **the DoL is responsible** for providing training to workers.

In view of the above, it is clear that there is a structured support system in place, for all the municipalities and provinces partaking in the Labour-Intensive Contractor Learnership Programme. This is noted as it might have a positive impact on the effectiveness of the programme, provided it is properly implemented and all stakeholders perform their stipulated roles and responsibilities.

4.6 Conclusion

This chapter analysed local, regional and international experiences of PWPs, focusing on labour-intensive approaches. Case studies in all three categories were scrutinized and the lessons learnt were highlighted. The cited countries were selected based on their relevance to South Africa's EPWP.

As the EPWP is central to the translation of infrastructural investment into economic progress for the poor (McCord and Meth, 2007), this chapter also explored how the EPWP could be used to address low skills levels and rising unemployment in South Africa. Lessons learnt from the information presented in this chapter will add value to the recommendations of this study.

The following chapter discusses the research methodology employed in this study. It will outline the research design and techniques and processes followed in this study.

Chapter 5

Research methodology

5.1 Introduction

The previous chapter compared local, regional and international trends in Public Works Programmes (PWP) through case studies from all three categories and drew lessons from the experiences of those countries for comparative and learning purposes.

This chapter presents the research methodology used in this study, including the main objectives of the study, the research design, the sampling techniques and a description of the analysis and interpretation of the data. The tools, instruments and methods used to accomplish the study objectives are also explained.

5.2 Research design

Devos (1998:110) defines a research design as the plan or blueprint according to which data is collected in order to investigate the research hypothesis or question in the most economic manner. Bless and Higson-Smith (2000:11) clarify that a research design is used to describe how the study will be organized during the process of selecting the participants. It also formulates a research problem as a point of departure and focuses on the logic of the research (Fouche and De Vos, 2002:137).

The main purpose of this study is to investigate the EPWP management processes and the impact of the programme on communities in KZN. The literature on the EPWP and relevant policies were reviewed. Both primary and secondary sources were used. **Secondary data** were obtained through surveys and existing studies in this field and from government legislation and policies. The literature in the form of books, journals, periodicals, news media and any other relevant literature was also reviewed. A **Desk-Top Review** was also conducted. The aim of the desk top review was to provide quantitative data to inform an assessment in line with the objectives of the study. The following documentation was therefore reviewed:

- KZN DPW Strategic Plans;

- KZN DPW Budget Speeches;
- KZN DPW Annual Reports; and
- KZN DPW EPWP Operational Plans.

Primary data was acquired through questionnaires distributed to 124 participants.

The respondents comprised the:

• EPWP Provincial Co-ordinator	1
• Head Office EPWP Management Team	4
• Regional Managers	4
• Regional EPWP Assistant Managers	4
• District Managers	11
• Head Office Operational Team	4
• Regional Operational Team	8
• Beneficiaries of EPWP projects	88
Total	124

This is an evaluative research study aimed at assessing the efficacy and impact of the EPWP in line with the objectives stipulated in Section 5.2. Casley and Kumas (2003:99) maintain that an evaluation attempts to:

- Critically re-examine the project's rationale as stated in preparation and appraisal documents;
- Assess the efficiency of the project;
- Examine implementation procedures and the quality of managerial performance;
- Determine the effects and impact of the projects; and
- Present the lessons learnt and the recommendations that follow from them.

According to Rossi and Freeman (1993:15) evaluation can be undertaken:

- For management and administrative purposes;
- For planning and policy purposes; and
- To test a particular social science hypothesis or a principle of professional practice.

This study was conducted with all three of the above purposes in mind; monitoring and evaluation were added in order to inform the management strategy to be designed.

This evaluative study used a mixed methodology design or triangulation of methods, which entailed mixing qualitative and quantitative research approaches since a study using both methods and styles is broader and more comprehensive (Neuman, 2000:125). The advantage of the mixed method approach is further affirmed by Cohen *et al.* (2007:112) when pointing out that a quantitative piece of research uses analytic and inferential statistics, while a qualitative one focuses on the participants of the study. Thus, the researcher adopted this approach in order to achieve both types of analyses and information.

According to Neuman (2000:125) there are several ways to utilise the aforementioned approach which include amongst others; to use the methods sequentially, that is, first one then the other; and to carry out the study using the two methods in parallel or both simultaneously. This study employed both methods as indicated in 5.2.1 and 5.2.2, respectively.

5.2.1 The qualitative research method

The objective of qualitative research is to promote an understanding of the human condition (Van der Merwe, 1996:286). This research method enables a researcher to study human behaviour in order to reflect meaningfully on the human condition. O'Sullivan and Rassel (1999:36-37) state that qualitative research produces verbal data which are difficult or impossible to convert into numbers.

According to Van der Merwe (1996:283), the qualitative methodology includes direct observation, an overview of different documents and artefacts, participant observation and open-ended, unstructured interviews. O'Sullivan and Rassel (1999: 36-37) elaborate that it is defined by its extensive use of verbal information, its preference for developing full information on relatively few cases and its consideration of the unique features of each case.

This study employed the qualitative research method to describe, interpret or subjectively reconstruct the meaning of words of the studied population. This was done using soft data which according to Neuman (2000:122) can take the form of impressions, words, sentences, photos, symbols, etc. Rubin and Babbie (1997:160) clarify that the essence of this approach is to view events through the perspective of the people who are being studied, that is, the way they think and view the world.

5.2.2 The quantitative research method

Research that aims to test theories, determine facts, undertake statistical analysis and demonstrate relationships between variables and predictions is usually referred to as quantitative research. Quantitative studies typically involve many cases and variables which are measured in a predetermined and specific way. The data are numeric, can be summarized numerically and be analyzed using statistical techniques (O'Sullivan and Rassel, 1999:37).

Quantitative research requires methods such as experiments and surveys to describe and explain phenomena. This can include techniques such as observations, pilot studies, quantitative analysis and questionnaires (Brynard and Hanekom, 1997:29).

According to Neuman (2000:122), quantitative researchers measure variables and test hypotheses that are linked to general causal explanations. Surveys and experiments are the two most preferred methods. Quantitative research methodology lends itself to the description of opinions and attitudes and gauging the effect of one event or variable on another (Van der Merwe, 1996:283).

A quantitative research approach was employed in this study as it is an excellent way to finalize results and prove or disprove a hypothesis (Bickman and Rog, 1998:12). It requires detailed planning prior to data collection and analysis (Neuman, 2000:123). Hard data, in the form of numbers, tables, and charts are used to present the statistical analysis of the findings.

5.3 Population and sample

Neuman (2000:516) defines a population as the large, general group of many cases from which a researcher draws a sample. Saunders, Lewis and Thornhill (2000:150) indicate that a population is the full set of cases from which a sample is drawn. Brynard and Hanekom (1997:43) elaborate by observing that this includes objects, subjects, phenomena, cases, events or activities which the researcher wishes to research in order to generate new knowledge. In summary, the population refers to the set of elements that the research focuses on and, to which the results obtained by surveying the sample should be generalised, that is, the entire set of objects or people which are the focus of the research+ (Bless and Higson-Smith, 2000:84-85). In the early stages of survey design, the researcher therefore needs to define exactly which group of people or units he/she is interested in. The full group of interest is known as the target population (Nichols, 1991:50).

This study evaluates the management of the EPWP in the Department of Public Works in KZN; therefore, the studied population comprised officials from the KZN Department of Public Works who have hands-on experience in both the management and implementation of the EPWP. It also included programme recipients (EPWP beneficiaries) and their foremen. The studied population was informed by the map of KZN, which clearly indicates how the Department of Public Works: KZN is structured, in view of the fact that the Departmental Districts are aligned to the 11 District Municipalities depicted in Figure 1 of Chapter 1. Data was collected in rural, semi-urban and urban areas across the province.

5.3.1 Sample

A sample is a smaller set of cases selected by a researcher from a larger pool and generalized to the population (Neuman, 2000:518). Brynard and Hanekom (1997:43) note that a sample is used to:

- **Simplify the research:** It is easier to study a representative sample of a population than to study the entire population;
- **Save time:** Studying an entire population could be time

consuming, especially if it is very large or distributed over a large geographical area; and

- **Cut costs:** Observing, interviewing, or using questionnaires to collect data from every element of a population could be very costly if the population is large and/or geographically distributed over a large area.

Bickman and Rog (1998:13) note that, sampling is very important in data collection as it allows a researcher to study a subset of the units of interest and then to generalize to all units with a specifiable degree of error.

Babbie (1998:198) points out that the primary considerations in sampling are size and representativity. The size must be adequate so that estimates about the characteristics of the phenomena are made with reasonable precision. Grinnell and Williams (1990:127) recommend that a 10% sample is sufficient for controlling sampling errors. Both size and representatives contribute towards the achievement of the sampling objectives which, according to Smit (1995:16-17), are as follows:

- To make certain deductions and generalizations about the population; and
- To accept or reject statistical hypotheses about a population.

A sample of 20% (eight EPWP-defined projects out of 40) and 100% EPWP management and operational staff were considered adequate for this study. It is also important to note that the sample was representative of all population groups in order to avoid bias.

As noted in chapter 2, the Department of Public Works in KZN comprises one Head Office and four Regions (eThekweni Region, Southern Region, Midlands Region and North Coast Region), where District offices are situated and where the programme is being implemented. The management of the EPWP follows the same sequence;

Provincial Management is situated at the Head Office and Regional Management is situated in the regions.

The sample for this study comprised the EPWP Provincial Coordinator, four Head Office EPWP Management Team members (the General Manager: Operations; Senior Manager: EPWP; Manager: EPWP; and Assistant Manager: EPWP), Regional Managers and Assistant Managers from each of the four regions and 11 District Managers (one per District). Bickman and Rog (1998:XVII) stress the importance of triangulation in qualitative research design; hence, a sample was also drawn from four Head Office Operational Teams (Development Workers or Officers) eight Regional Operational Team members (two Development Workers or Officers from each region), 80 beneficiaries of EPWP-defined projects focusing on construction (2 projects X 4 regions = 8 projects X 10 beneficiaries = 80) and eight foremen (one from each project).

The sample for this study therefore consisted of a total of 124 participants.

5.3.1.1 Sampling strategy

Both probability sampling and non-probability sampling were used in this study.

a) Probability sampling

Jupp (2006:238) defines probability sampling as any method of sampling that uses some form of random selection. Every member of the population has an equal probability of being selected (Van Der Waldt, Van Niekerk, Doyle and Du Toit, 2002:291-292).

b) Stratified random sampling

Simple random sampling was the most suitable method for this study as it involves dividing the population into homogeneous groups, each containing subjects with similar characteristics (Cohen and Manion, 1994:87). This method of sampling is designed to ensure that the sample has certain characteristics that are representative of the population on key variables. The population is divided into different groups (called strata) so that each element

of the population belongs to one and only one stratum (Bryman and Cramer, 2001:98). After the population has been classified into strata or subgroups, a random sample is taken from each subgroup. Stratified sampling offers the possibility of greater accuracy by ensuring that the groups which are created are represented in the same proportion as in the population (Bryman and Cramer, 2001:99). In this study the population of the EPWP-defined projects in KZN was divided into four groups, according to the regions, and thereafter, random sampling was done per region indicated below:

- Southern Region,
- North Coast Region,
- Midlands Region ; and
- EThekweni Region.

Two projects were randomly selected in each region (2 projects X 4 regions = 8 projects). All regions were requested to identify two EPWP-defined projects, compile a profile and agree on a date for the visit. From the eight identified projects, simple random sampling (a table of random numbers) was undertaken to select 10 EPWP beneficiaries per project (8 projects X 10 beneficiaries = 80 beneficiaries). The stratified random sample was a useful blend of randomization and categorization, thereby enabling both quantitative and qualitative research to be undertaken (Cohen and Manion, 2000:101). Each EPWP-defined project is allocated a foreman who plays a supervisory role. Thus, eight foremen (one per project) participated in the study. This resulted in a total of **88** participants who were beneficiaries.

c) Non-probability sampling

According to Van der Waldt *et al.* (2002:292) non-probability sampling is not random as members do not have an equal opportunity of being selected; some have no chance at all since the selection of members is based on a researcher's judgment of the characteristics of the population and the needs of the study.

Purposive or judgmental sampling was the most suitable method to select key informants from the EPWP management. Welman and Kruger (2001:189) note

that, on account of their position or experience, key informants have more information than regular group members and are better able to articulate such information. For the purposes of this study, EPWP Management and officials of the department who are directly involved in the implementation and management of the EPWP were selected as key informants. The focus group for purposive sampling therefore included Senior Management, Middle Management, Junior Management and those involved in implementing the EPWP. This made up a total of 36 participants.

5.3.1.2. Access to the sample

According to Cohen *et al.* (2000:98) researchers need to ensure not only that access is permitted, but is, in fact, practicable. A researcher needs to establish the best means of accessing the respondents, thus enabling a high completion and return rate. For the purposes of this study, the questionnaires for the EPWP Management and Operational Staff (DSD officials) were distributed to and collected from the Head Office.

All eight EPWP projects were visited on the scheduled dates (each region being allocated two dates) and questionnaires were distributed, administered and collected on the same day to ensure full completion and a comprehensive understanding of the contents.

Permission to conduct the research was received from the Head of Department in the KZN Department of Public Works (Refer to Annexure F).

5.3.2 Data collection

Purposive or judgmental sampling was utilized in the study as Bless and Higson-Smith (1995:95) indicate that in this type of sampling, subjects are selected on the basis of their knowledge of the population to be studied. The data for the study was therefore collected from the participants listed in Table 5.1, between July 2011 and April 2012.

Table 5.1: Composition of the sample

EPWP Team	Composition of the main sample	Response
Provincial EPWP Coordinator	<ul style="list-style-type: none"> • Provincial Coordinator 	01
Head Office EPWP Management Team	<ul style="list-style-type: none"> • 1 x General Manager: Operations, • 1 x Senior Manager • 1x Manager: EPWP and • 1 x Assistant Manager: EPWP 	03
Regional EPWP Management	<ul style="list-style-type: none"> • 4 x Regional Managers • 4 x Assistant Managers: EPWP (Each Region was represented by a Regional Manager and Assistant Manager) • 11 x District Managers (One District Manager per District): <ul style="list-style-type: none"> - eThekwini District - iLembe District - UMgungundlovu District - UGu District - Sisonke District Office - UMkhanyakude - Zululand District - UThungulu District - UThukela District - Amajuba District - UMzinyathi District 	06
Head Office Operational Team	<ul style="list-style-type: none"> • 4 x Development Workers from the Head Office 	02
Regional Operational Team	<ul style="list-style-type: none"> • 2 x Development Workers from the Southern region • 2 x Development Workers from the North coast region • 2 x Development Workers from the Midlands region • 2 x Development Workers from the eThekwini region 	05

The questionnaire for the EPWP beneficiaries was translated into IsiZulu to accommodate project members' language preference. Where necessary, questions were clarified during the administration process to ensure clear understanding and accommodate participants' level of education, as the study included rural areas where many inhabitants are semi-literate or illiterate.

In total **124** questionnaires were distributed and 94 were returned. The reasons for some questionnaires not being returned included staff turnover and the unavailability of EPWP-defined projects at the time of the study.

a) Development of the questionnaire

The following guidelines provided by Bless and Higson-Smith (2000:113) were taken into consideration in the development of the questionnaires:

- The needs, interests and problems of respondents must be considered;
- The time and venue must be convenient to respondents;
- The environment should allow for some privacy;
- The language and vocabulary used should be adapted to the respondents' level of understanding;
- Questions should be simple, short and easy for respondents to understand and answer;
- Leading questions should be avoided;
- Double-barrelled questions should be avoided and divided into two separate questions;
- Questions should be unambiguous and avoid being too vague or general;
- The flow and length of the questionnaire should encourage and sustain the interest of the reader;
- The intended responses should be easy to edit and encode; and
- Response set, which is the tendency of respondents to answer all questions in a specific direction regardless of the content of the questions, should be avoided.

An informed decision was taken to use questionnaires as a data collection method based on the advantages and disadvantages identified by Denscombe (2007:169) and Davids *et al.* (2005:177), respectively, reflected in Table 5.2:

Table 5.2: Advantages and disadvantages of a questionnaire

Advantages of a questionnaire (Denscombe, 2007:169)	Disadvantages of a questionnaire (Davids <i>et al.</i> , 2005:177)
<ul style="list-style-type: none"> • Questionnaires are economical; • They are easier to arrange than personal interviews; • Questionnaires supply standardized answers with little scope for data to be affected by interpersonal factors; • They encourage pre-coded answers which allows for speedy collation and analysis of data; and • There is data accuracy particularly with surveys that use the internet; the human error factor is eliminated. <p>Davids <i>et al.</i> (2005:177) add the following Advantages:</p> <ul style="list-style-type: none"> • A large percentage of respondents over a large geographical area can be covered; • It is relatively easy to select the respondents; • Anonymity is assured, which helps respondents to be open and honest in their answers; • Bias against the researcher, which can happen in a face-to-face interview, is avoided in a faceless questionnaire; and • The respondent has more time to reflect on the questions than during an interview. 	<ul style="list-style-type: none"> • The researcher is not present to explain a question if there is a misunderstanding; • It assumes that respondents are literate and sophisticated; and • Different languages in the same area or population, as well as literacy levels, can create a problem.

The objectives of the study were kept in mind during the construction of the questionnaires. The literacy and intellectual levels of the respondents as well as the length of the questionnaire were also considered; however, the questionnaire had to be long enough to incorporate all the key questions pertinent to the study. During the design stage, amendments were made to the respective draft questionnaires until all questionnaires were approved as authentic documents to collect data.

b) Questionnaire structure and design

The respective questionnaires for the EPWP Beneficiaries, Foreman, the EPWP Operational Staff and Management, comprised the sections indicated in Table 5.3.

Table 5.3: Questionnaires

Questionnaires				
Sections	EPWP Beneficiaries	Foreman	EPWP Operational Staff	EPWP Management
Section A	Demographic details	Demographic details	Demographic details	Demographic details
Section B	EPWP Knowledge/Understanding	EPWP Knowledge/Understanding	EPWP Knowledge/Understanding	EPWP Knowledge/Understanding
Section C	Customer Expectations	Customer Expectations	Customer Expectations	Customer Expectations
Section D	EPWP Impact	EPWP Impact	EPWP Impact	EPWP Impact
Section E	Training Received	Training Received	Capacity to Manage EPWP	Capacity to Manage EPWP
Section F	EPWP Management	EPWP Management	EPWP Management	EPWP Management

i) Structure of the questionnaires

The questionnaires were divided into separate sections and all questions were coded. Coding is the process of converting raw information or data into another form for analysis. It involves the systematic reorganization of raw data into a format that is machine readable (Neuman, 2000:506). Coding was therefore critical for analytical purposes. Closed and open-ended questions were used and the respondents were requested to respond to all questions.

ii) Open-ended questions

According to Neuman (2000:515) an open-ended question is one to which respondents are free to offer any answer. O'Sullivan and Rassel (1999:437) concur and add that an open-ended question is a type of survey question in which respondents are required to provide their own answers without the researcher providing a list of possible answers. Answers to open-ended questions provide rich detail that puts a mass of collected data in context (O'Sullivan and Rassel, 1989:151).

Bless and Higson-Smith (2000:122) state that researchers ask open-ended questions for at least five reasons, namely:

- They help a researcher identify the range of possible responses;
- They avoid bias that a list of responses can introduce;
- They yield rich, detailed comments;
- They give respondents a chance to elaborate on their answers; and
- Respondents can answer some questions with a few words rather than selecting an answer from a long list of possible responses.

The EPWP is a Provincial programme which is managed at different levels. Open-ended questions were therefore used to enable respondents to express their own views on the management of the programme, propose solutions and make inputs in the form of recommendations for the future.

iii) Closed-ended questions

With closed-ended questions, respondents are given a list of possible answers and requested to select an answer or answers from the list (O'Sullivan and Rassel, 1999:492). Neuman (2000:505) adds that closed-ended questions require respondents to choose from a fixed set of answers. This offers the respondent the opportunity to select (according to the instructions) one or more response choices from a number of choices provided. According to O'Sullivan and Rassel (1999:214), the reliability and operational validity of closed-ended questions partially depends on the list provided while another type of closed-ended questions requires the respondents to rank or rate items.

In light of the following advantages cited in De Vos (2002:180), closed questions were also used in this study:

- The results of the investigation can emerge fairly quickly;
- The respondents have a better understanding of the meaning of the questions; and
- The questions can be answered within the same framework and responses can be more easily compared with one another.

The study questionnaires (containing both open and closed-ended questions) were constructed and distributed to all respondents using different techniques which included:

- Going into the field to meet the respondents and administer the questionnaires (beneficiaries);
- E-mailing questionnaires to the respondents; and
- Hand delivering questionnaires to the respondents.

The data were thereafter analysed using the SPSS programme.

iv) Likert scaling

Likert scales are often used in survey research in which people express attitudes or other responses in terms of several ordinal-level categories that are ranked along a continuum (Neuman, 2000:513). This type of scaling is often used to measure the opinions or attitudes of individuals. If used in an interview or survey, respondents are asked to indicate the degree to which they agree or disagree with each statement on a rated scale. The scale may have only two choices (Agree/Disagree), or it may have more choices, allowing for an indication of the level of agreement or disagreement (O'Sullivan and Rassel, 1999:298). Five categories are commonly used as rating values:

- 1 - Strongly Disagree
- 2 - Disagree
- 3 - Neutral (undecided)
- 4 - Agree
- 5 - Strongly Agree

For the purposes of this research, the Likert scale was used to establish where most of the respondents stand on the issue of capacity to manage the EPWP and EPWP management ability.

The respondents marked **1** if they *strongly disagreed* with the statement, **2** if they *disagreed* with the statement, **3** if they were *undecided/neutral*, **4** if they *agreed* with the statement, and **5** if they *strongly agreed* with the statement.

5.4 Ethical issues

The researcher complied with the UKZN Ethical Clearance Policy and Procedures. These included:

- Obtaining Informed consent;
- Clarifying a respondent's right to withdraw from the study at any point,
- An assurance of confidentiality, and
- Approval or permission from relevant authorities to conduct the study.

Each questionnaire had a covering note outlining the importance and explaining the nature of the study; the contact details of the researcher and the supervisor. Copies of the questionnaires are attached as Annexures A, B, C, D and E.

Permission to conduct the study was granted by the HOD: Public Works and General Manager: Operations responsible for the EPWP in the KZN Department of Public Works. These are attached as Annexure F. Ethical Clearance was also obtained from the UKZN and attached as Annexure P.

5.5 Pilot study

Strydom 2002 (in De Vos, Delpont, Fourche and Strydom, 2002:333-349) defines a pilot study as "a small study conducted prior to a larger piece of research to determine whether the methodology, sampling, instrument and analysis are adequate and appropriate." The pilot study tests the adequacy of a proposed data collection strategy (O'Sullivan and Rassel, 1999:498).

The functions of a pilot study are as follows (Strydom 2002 in De Vos *et al.*, 2002:221):

- Orientate a researcher towards his/her research field;
- Aid the formulation of the research problem;
- Plan a modus operandi; and
- Determine the range of the investigation.

The initial set of questionnaires designed for this study was tested with the respondents identified in Table 5.4.

Table 5.4: Pilot study participants

EPWP Team	Total number
1 x Head Office EPWP Management Team	01
1 x Regional EPWP Management i.e. one from each region	04
1 x Head Office Operational Team	01
1 x Regional Operational Team i.e. one from each region	04
1 x EPWP Beneficiaries from each region	4
1x Foreman from each region	4
Overall Total	18

The questionnaires for both the management and operational staff (Department of Public Works Officials) were either e-mailed or hand delivered. The questionnaires for the EPWP Beneficiaries and foremen were forwarded to the regions for distribution. The EPWP regional staff (either EPWP Assistant Manager or Development Worker) also provided assistance to the illiterate EPWP Beneficiaries.

5.6 Testing validity and reliability

According to Brynard and Hanekom (2005:40), validity refers to the potential of a design or instrument to achieve or measure what it is supposed to achieve or measure. The validity criteria developed by Bless and Higson (1995:136-139) and captured in Table 5.5. were taken cognisance of, in order to determine the

correctness of some concepts and the adequacy of methods of instrument of measurement, used:

Table 5.5: Description of validity

Validity	Description
<ul style="list-style-type: none"> • Content validity 	Refers to the correctness and appropriateness of the questions included in a test or questionnaire.
<ul style="list-style-type: none"> • Criterion-related Validity 	Involves testing whether an instrument selected for data collection measures what it is expected to measure.
<ul style="list-style-type: none"> • Construct validity 	A measurement has high construct validity if it uncovers the information which it was designed to uncover.
<ul style="list-style-type: none"> • Face validity 	Is concerned with the way the instrument appears to the participants.
<ul style="list-style-type: none"> • External validity 	Depending on the representativeness of the sample, and the study being a simulation of the real world and real-life situations, the conclusions reached in the research should be applicable to similar problems.
<ul style="list-style-type: none"> • Internal validity 	Relates to the validity of the study itself, including both the design and the instrument used (Wilson <i>et al.</i> , 2000: 166).

Reliability

Reliability pertains to the accuracy and consistency of measures. The same instrument must be able to produce the same data at a later stage under similar conditions (Brynard and Hanekom, 2005:41).

Both validity and reliability were tested through the pilot study and the processes followed prior to the DPW approval to conduct the study, the approval of the research proposal and ethical clearance. Statistical testing of reliability through Cronbach's alpha measurement will be discussed in detail later in this chapter.

5.7 Techniques for data analysis and interpretation

The study employed both quantitative and qualitative data analysis approaches.

5.7.1 Figures and tables

Various figures and tables are used to analyze and present the data. Van der Merwe (1996:387) points out that one of the most useful functions of figures and tables is

that they enable the writer to present information professionally and save space compared with running text.

In this study, tables, graphs and charts were utilised to analyze and present numerical data as Willemse (2009:6) highlights that the qualitative approach includes numerical analysis. Since data display is a critical part of qualitative analysis (Miles and Huberman, 1994:102), maps, lists, organizational charts and other figures, as well as diagrams, were also employed in this study.

5.7.2 Statistical approach

Neuman (2000:313) notes that statistics is a tool to collect, organize and analyse numerical facts or observations. During data analysis, it is vital for the researcher to choose an appropriate statistical approach which is relevant to the nature of the survey conducted. In this study, two types of statistical methods will be used, descriptive statistics and inferential statistics.

5.7.2.1 Descriptive statistics

Descriptive statistics involve the organizing and summarizing of quantitative data (Lind, Marchal and Mason, 2004:6). This relates to the description and/or summary of the data obtained from a group of individuals (Huysamen, 1998:4). Neuman (2000:313) observes that descriptive statistics present information in a convenient, usable, and understandable form; in this study information is presented in graphic forms such as bar and pie charts.

Bar charts (Willemse, 2009:29-34):

- Can be horizontal or vertical bars;
- Various levels of complexity are possible; and
- Generally, all bars are the same width, with the length corresponding to the frequency.

According to Willemse (2009:34-35), pie charts are commonly used to depict differences between people/groups/spending; various levels of complexity are also possible.

According to Neuman (2000:317), descriptive statistics describe numerical data and are categorized by the number of variables involved: univariate, bivariate and multivariate, for one, two and three or more variables. Univariate and bivariate analysis is most appropriate for descriptive statistics (Lind *et al.*, 2001). Univariate analysis is concerned with measures of central tendency and measures of dispersion. The most appropriate measure of central tendency for interval data is the mean and the most appropriate measure of dispersion for interval data is the standard deviation. Bivariate analysis concerns the measurement of two variables at a time (Lind *et al.*, 2004:6). Descriptive statistics is a useful tool as it summarizes results for an experiment, thereby also allowing for more constructive research after more detailed analysis. Descriptive data analysis aims to describe the data by investigating the distribution of scores on each variable and by determining whether the scores on different variables are related to each other (Lind *et al.*, 2001:6).

Lind *et al.* (2001:457-460) further clarify that linear correlation is an associated degree of measurement between two interval variables. The level and direction of any relationship between the perception and expectation variables are therefore described by the correlation coefficient calculated by correlating the two means of the variables.

a) Frequencies

The simplest way of summarizing data for individual variables so that specific values can be read, is to use a table (frequency distribution). For descriptive data the table summarizes the number of cases; this represents the frequency (Saunders *et al.*, 2000:338). In SPSS, the statistical programme employed for this study, a frequency distribution is obtained by selecting and analysing descriptive frequencies which usually include a percentage for each value+ (Fielding and Gilbert, 2002:49).

b) Central tendency

There are three types of averages, which are collectively known as measures of central tendency+. These are the mean, the median and the mode (Tredoux and Durkheim, 2002:40). According to Denscombe (1998:193), the choice of a measure of central tendency may be limited by the nature of the measurements involved. If

nominal-scale data are involved, the mode is the only measure of central tendency which can be sensibly used. With ordinal data, the median is usually preferred since it not only takes the frequencies of various categories into account, but also their rank. The mean is usually preferred in the case of numerical data. In the case of skewed distributions the median may be preferred to the mean. These approaches are briefly discussed in (i) and (ii).

i) Mean

The mean (also known as the arithmetic mean or average) of a collection of scores is the sum of the scores divided by the number of scores (Huysamen, 1998:44). According to Nichols (1995:124), mean is a kind of average for interval variables (total of the sample values divided by the number of values in the sample) which one can use as a guessed mean (a round number, close to the true mean) to simplify calculation of the standard deviation. The mean is what most people have in mind, when, in common parlance, they think about ~~the~~ average. It is a measure of central tendency in the sense that it describes what would result if there were a totally equal distribution of values - if the total amount or frequencies were spread evenly (Denscombe, 1998:193).

ii) Median

The median of a collection of scores is the middlemost score when the scores have been arranged in ascending or descending order (Huysamen, 1998:43). Nichols (1995:124) holds that the median is a kind of average for interval variables. The middle value is when the data are arranged in order of size. Where the set of data has an even number of values, the median is the mean of the two middle values.

The median is the mid-point of a range. Calculation of the median is straightforward in that values in the data are placed in either ascending or descending rank order and the point which lies in the middle of the range is the median (Denscombe, 1998:194).

The advantages of using the median as a measure of central tendency include:

- It can be used with ordinal data as well as interval and ratio data;
- It is an ordinal operation; the median is not affected by extreme values, i.e. outliers;
- The median works well with a low number of values; and
- It is possible to establish that exactly half the values are above the median and half the values are below the median (Denscombe, 1998:194-195).

iii) Mode

According to Huysamen (1998:42), the mode of a collection of scores is the score value which has the highest frequency of occurrence. In an ungrouped frequency distribution the mode is the score value which has the highest frequency. When social researchers use the mode as a measure of central tendency they have in mind the most fashionable or popular figure. The mode is the value which is most common. Identification of the modal value simply consists of seeing which value among a set occurs most frequently; this is the mode (Denscombe, 1998:194-195).

In this study the data will be presented in tables, bar charts, pie charts, line graphs, box plots etc., using frequencies and percentages.

5.7.2.2 Inferential statistics

The process of generalizing from the findings based on the sample of the population is called statistical inference (Bless and Higson-Smith, 1995:86). Inferential statistics is used to make inferences regarding the properties (e.g. the mean) of the population on the basis of the results obtained from appropriately-selected samples of the population (Huysamen, 1998:4). Inferential statistical analysis is concerned with the testing of the hypothesis (Bless and Higson-Smith, 1995:86). The independent t-test is the most appropriate parametric test for a comparison of the means. This tests any significant difference between the two variables. In this study, primary data were collated and analyzed and comments and conclusions are based on the results (Lind *et al.*, 2001:348-351).

Inferential statistical analysis allows a researcher to draw conclusions about populations from sample data. The services of a qualified statistician were used during the analysis and presentation of data; however, the researcher retains ownership of the overall research study and its findings.

a) Analysis of the t-test

Kerr (2004:61) notes that the t-test is a parametric test that makes the following assumptions:

1. The level of measurement of the dependent variable must be at least interval.
2. The dependent variable is normally distributed in the population.
3. The variances of the samples are not significantly different.

Measurement

According to Steyn, Smit, Du Toit and Strasheim (1994:7), measurements include the items reflected in Table 5.6.

Table 5.6: Types of measurements

Measurement	Description
Nominal measurement	Is a classification of responses (e.g. gender).
Ordinal measurement	Is achieved by ranking (e.g. the use of a 1 to 5 rating scale from <i>strongly agree</i> to <i>strongly disagree</i>).
Interval measurement	Is achieved if the differences are meaningful (e.g. temperature).
Ratio measurement	Is the highest level . where the difference and the absence of a characteristic (zero) are both meaningful (e.g. distance).

Nominal and ordinal measurements were analyzed in this study to reach conclusions and formulate recommendations.

b) Chi-square test

Willemse (2009:209-214) notes that a chi-square test is any statistical hypothesis test in which the test statistic has a chi-square distribution when the null hypothesis is true, or where the probability distribution of the test statistic (assuming the null hypothesis is true) can be made to approximate a chi-square distribution as closely

as desired by making the sample size large enough. More specifically, a chi-square test for independence evaluates statistically significant differences between proportions for two or more groups in a data set.

c) Factor analysis

SPSS Statistics 17.0 (2008) stipulates that factor analysis seeks to identify underlying variables, or factors, that explain the pattern of correlations within a set of observed variables. Factor analysis is often used in data reduction to identify a small number of factors that explain most of the variance that is observed in a much larger number of manifest variables. Factor analysis can also be used to generate hypotheses regarding causal mechanisms or to screen variables for subsequent analysis, for example, to identify co-linearity prior to performing a linear regression analysis.

d) Cross tabulations

Data generated from observations of two different related categorical variables (bivariate) can be summarized using a table known as a two-way frequency table or contingency table. The word %contingency+is used to determine whether or not there is an association between the variables (Willemse, 2009:28).

e) Linear regression

Linear correlation is an associated degree of measure between two interval variables. The level and direction of any relationship between the perception and expectation variables are therefore described by the correlation coefficient calculated by correlating the two means of the variables. The Pearson's R-value gives an indication of the strength of the relationship between the variables. The closer values are to ± 1 , the stronger the relationship, positive or negative. The closer the value is to 0, the weaker the relationship Lind *et al.* (2004:457- 460).

f) Testing reliability

According to SPSS Statistics 17.0 (2008), reliability refers to the property of a measurement instrument that causes it to give similar results for similar inputs. Cronbach's alpha is a measure of reliability. Alpha is a lower bound for the true reliability of the survey. Mathematically, reliability is defined as the proportion of the

variability in the responses to the survey that is the result of differences among the respondents; that is, answers to a reliable survey will differ because respondents have different opinions, not because the survey is confusing, or has multiple interpretations. The computation of Cronbach's alpha is based on the number of items in the survey (k) and the ratio of the average inter-item covariance to the average item variance.

$$\alpha = \frac{k(\text{cov}/\text{var})}{1 + (k - 1) (\text{cov}/\text{var})}$$

Under the assumption that the item variances are all equal, the ratio simplifies the average inter-item correlation, and the result is known as the standardized item alpha (or Spearman-Brown stepped-up reliability coefficient).

$$\alpha = \frac{kr}{1 + (k - 1) r}$$

It is important to note that the standardized item alpha is computed only if inter-item statistics are specified (Willemse, 2009).

g) Hypotheses tests: P-values and statistical significance

Jupp (2006:137) asserts that a hypothesis is an untested assertion about the relationship between two or more variables. The validity of such an assertion is assessed by examining the extent to which it is, or is not, supported by data generated by empirical inquiry. Bless and Higson-Smith (2000:154) state, that a hypothesis is a tentative, concrete and testable explanation or solution to a research question.

Lind *et al.* (2004:348-351) affirm that inferential statistical analysis is concerned with the testing of a hypothesis. The independent t-test is the most appropriate parametric test for a comparison of the means. This tests any significant difference between the two variables. Primary data were collated and analyzed and comments and discussion are thereafter based on the results obtained. Inferential statistical analysis allows a researcher to draw conclusions about populations from the sample data. The most important application of statistical theory on sampling distributions in the social sciences has been significance testing or statistical hypothesis testing. The researcher is interested in the outcome of a study of the management of the EPWP and its impact in terms of service delivery.

The traditional approach to reporting a result requires a statement of statistical significance. A p-value is generated from a test statistic. A significant result is indicated by " $p < 0.05$ " (Lind *et al.*, 2004:347).

5.8 Conclusion

The chapter presented the research methodology taking into consideration the study's objectives and key research questions. The research design, which involved both qualitative and quantitative research methods was explained. The study population, sampling techniques and strategy were also discussed.

The techniques used for both data collection and analysis were explained. Ethical issues, and validity and reliability were also addressed. Finally, data analysis techniques and interpretation were presented. The service of a statistician was enlisted to ensure accuracy of the analysis.

The analysis of the data collected for this study is presented in chapter 6.

Chapter 6

Data analysis and interpretation of the results

6.1 Introduction

The previous chapter dealt with the research methodology and outlined the research design, sampling technique and explained the instrument used for data collection.

This chapter presents the results and discusses the analysis of the study. The data was analysed using both the qualitative (content analysis) and quantitative (descriptive and inferential statistical techniques) approaches. The results will be presented in the form of graphs, cross tabulations and other figures; thereafter, interpretation and analysis thereof will follow, leading to the recommendations and conclusion of the study which form Chapter 7.

The analysis is reported under four sections as follows, based on the responses from the:

- Foremen of the EPWP projects;
- EPWP Management;
- EPWP Operational Team ; and
- EPWP Beneficiaries.

One hundred and twenty four (124) questionnaires were distributed and the response rate was 76%, which was deemed acceptable since Williams (2003:251) argued that a 75% response rate is required for an adequate questionnaire survey. The final sample size of 94 comprised of 10 EPWP Management Team, 07 EPWP Operational Team, 05 Foremen for EPWP Projects and 72 EPWP beneficiaries from all the regions (North Coast, eThekwini, Southern and Midlands) in the province of KZN.

6.2. Responses from the EPWP Foremen

This section summarises the responses from the EPWP Foremen who are responsible for the projects at local level. It covers the biographical and demographic details of the respondents; information on the EPWP projects and beneficiaries; their

knowledge or understanding of the EPWP; their views on customers' expectations, the impact of the EPWP and EPWP training offered; and their involvement in EPWP management.

6.2.1 Reliability

The two most important aspects of precision are **reliability** and **validity**. Reliability is computed by taking several measurements of the same subjects. A reliability coefficient of 0.700 or higher is considered acceptable (Lind *et al.*, 2004).

Reliability statistics

Project planning process

The measurement instrument which explored the project planning process comprised three items which returned a Cronbach's Alpha value of .857, which exceeds 0.7, implying that the measurement instrument was fairly reliable (Fielding and Gilbert, 2002).

Project implementation process

The measurement instrument which comprised four items returned a Cronbach's Alpha value of .824, which exceeded 0.7, implying that the measurement instrument was fairly reliable (Bryman and Cramer, 2001).

6.2.2 Demographic details

All the respondents were male, which implies male domination in the supervision of the EPWP after almost 20 years of democracy. It is of noting that Subsection 1(h) of Section 195 of the Constitution provides that Public Administration must be broadly representative of the South African population, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the past (South African Constitution, 1996). In view of this, the findings of the study are worrisome and completely unacceptable, which then calls for a vigorous transformation drive in line with the Employment Equity Act (No. 55 of 1995). The EPWP management needs to take relevant drastic measures to confront the status quo and comply with the constitutional requirements.

Respondents' levels of education were compared with their ages. The majority of the respondents (60%) had some high school education, only 20% had completed matric. Of the aforementioned, 80% were 50 years and older. The remaining (20%) of the respondents had completed tertiary education and were younger than 30 years. This might indicate younger people's interest in tertiary education and the fact that they aspire to occupy management positions. This finding is also important, as the youth is one of the categories targeted for skills development by the EPWP, and they are also high on the government's agenda for development.

The respondents classified their projects as either urban or rural. Two-thirds identified the project region as being urban, whilst the remainder said it was rural, which suggests a need to focus on rural development in line with the growth and development strategies for the second economy (MTSF, 2005) and former president Thabo Mbeki's commitment to focus on underdeveloped rural and urban areas and improve the skills levels of the previously disadvantaged, during the launch of the EPWP (EPWP Launch Speech, 2004).

Information on EPWP projects and beneficiaries

Tables 6.1 and 6.2 below provide information about the projects. Table 6.1 indicates the name of the EPWP project managed by the each foreman and the number of beneficiaries per project.

Table 6.1 also shows the number and, Table 6.2 the different categories of the EPWP Beneficiaries per project. These include youth, women, males and beneficiaries with disabilities and are looked at in line with the target groups of the EPWP stipulated in the EPWP Logical Framework (2004).

Table 6.1: Name of EPWP projects managed by the Foremen

Name of EPWP Projects	Frequency	Percent	Number of Project Beneficiaries
Mzila School	1	20	34
Gcinimfundo School	1	20	39
Ngwelezane Hospital	1	20	40
Prince Mshiyeni Hospital	1	20	42
Margate Middle School	1	20	55
TOTAL	5	100	210

It is clear from Table 6.2 that the majority of beneficiaries are youth and, that all the projects employ youth, which is in line with the requirements of the programme. However, one project has no women, which is in violation of the EPWP Guidelines, which clearly states that women are one of the target groups of the programme.

It also became evident (Tables 6.1 and 6.2) that male beneficiaries dominate the EPWP projects, which implies the need for transformation in line with the programme's intended target group. Of concern is that none of the EPWP Beneficiaries were people with disabilities, which again, is contrary to the aims of EPWP, and thus implies that steps need to be taken to ensure that this requirement is complied with.

Table 6.2: Number of different categories of EPWP project beneficiaries supervised by the Foremen

Number of youth in the project				Number of male beneficiaries in the project		
Number of youth	Frequency	Percent	Number of male beneficiaries	Frequency	Percent	
28.00	1	20	31.00	1	20	
30.00	1	20	33.00	1	20	
32.00	1	20	35.00	1	20	
35.00	1	20	37.00	1	20	
36.00	1	20	42.00	1	20	
TOTAL	5	100	TOTAL	5	100	
Number of women in the project				Number of beneficiaries with disabilities in the project		
Number of women	Frequency	Percent	Number of beneficiaries with disabilities	Frequency	Percent	
00	2	40	2.00	1	20	
2.00	2	40	3.00	1	20	
3.00	1	20	0.00	3	60	
TOTAL	5	100	TOTAL	5	100	

6.2.3 Knowledge and or understanding of the EPWP

This section reports the level of the foremen's knowledge and understanding of the EPWP; which is important to assess, since this would indicate whether or not the programme is being properly managed in line with its objectives.

All (100%) the respondents indicated that they had an understanding of the EPWP; however only 20% indicated that they fully understood the process. The aforementioned therefore reveals a gap in understanding, which needs to be addressed through further training.

The majority (60%) of the respondents indicated that their understanding of the EPWP's objectives was that local people should be employed, and the rest were evenly split between those who believed that it was poverty alleviation or job creation, which reveals only a partial understanding of the objectives of the EPWP, as the overriding objective is to ensure the drawing of significant numbers of unemployed people into productive work in order to gain skills while working, and be enabled to become economically active and productive members of society in the long term (NDPW EPWP Five-Year Report, 2009:21).

The KZN Department of Public Works comprises of the Head Office (Provincial Office), Regional Offices and District Offices. A thorough understanding of the roles of staff in these different offices will facilitate proper implementation and management of the EPWP. The respondents indicated that the role of the District staff is to assist if there is a local staff shortage (33%), confirm that the EPWP is being implemented correctly (33%) and ensure that people are employed in line with the EPWP Guidelines (33%). This confirms that the respondents were evenly split in their understanding of the roles of the District EPWP staff, which could suggest uncertainty and, the need to educate the foremen about the role District Office staff is expected to play.

The respondents indicated that the role of the Regional Office staff is to be very close to the project (33%), to ensure that the District staff is implementing the EPWP correctly (33%) and, to comply with BEE status (33%). An even split (33.3% each) in terms of the respondents' understanding of the role of Regional Office staff is noted. While some of the responses are relevant, uniformity is also important to avoid role confusion in the management of the programme, which once again suggests the need for education and training for clarification of the role of the District Office staff.

The majority of the respondents (80%) indicated that the Head Office (provincial) staff was responsible for monitoring the EPWP, while 20% indicated that these staff was responsible for funding the programme. As the coordinating department, the DPW is responsible for overall monitoring and evaluation; providing progress reports to Cabinet; promoting linkages between sectors; establishing common support programmes, monitoring, evaluation and exit strategies, training frameworks and supportive guidelines (NDWP EPWP Five Year Report, 2009); providing support by facilitating common programmes across sectors; and assisting other sectoral coordinating departments to develop sectoral plans (www.epwp.gov.za).

Clarification of the role of the Head Office is therefore required in order to ensure common understanding, realistic expectations and proper alignment at Regional level.

6.2.4 Customers' expectations

This section examines the foremen's understanding of the expectations of the EPWP Beneficiaries, which understanding is important, as the *Batho Pele* Principles require that people's needs be taken into account in all government programmes.

The majority of the respondents (60%) believed that prospective beneficiaries anticipated that the programme would provide employment for the local community, and the rest were evenly split between those who believed that beneficiaries anticipated that the project would be funded, workers would be paid, and that the programme would focus on the community's needs.

The vast majority (80%) of the respondents indicated that the beneficiaries' expectations were being fully met, whilst the remaining 20%, who indicated that expectations were only partially met. The latter group explained that this was the case only because 85% of the project beneficiaries were from the district where the project was located, and that that 15% of the beneficiaries were from other areas and, were brought in by the contractor to not only ensure quality service delivery, but to enhance skills in the local community. This is in line with the EPWP guidelines and objectives.

6.2.5 Impact of the EPWP

The majority (80%) of the respondents indicated that the programme was successful in alleviating poverty, which again is in line with the EPWP's objectives which states that the poverty alleviation impact should include job creation, local committees are fully in charge in the engagement of labour and, the need for projects in the area to be based on people looking for employment. However, 20% of the respondents did not cite any impact which suggests that there is room for improvement and creativity in poverty alleviation programmes.

Considering that one of the other objectives of the EPWP is job creation, it was satisfying to note that all the respondents agreed that job opportunities had been created. This is therefore noted as a positive achievement.

The majority of the respondents indicated that they used a variety of methods listed in Table 6.3 to recruit the EPWP employees/beneficiaries, which implies non-compliance with the standard methods of recruitment as stipulated in the EPWP Guidelines (1995).

Table 6.3: Recruitment methods used for the EPWP employees or beneficiaries

Recruitment methods
The School Principal was approached to employ members
The foremen are local recruits
There are EPWP Guidelines for the recruitment of employees according to the EPWP programme
They came in search of jobs

Since rural development is one of the growth and development strategies for the second economy (MTSF, 2005), it was important to assess the EPWP's impact in this regard. All (100%) of the respondents acknowledged that the programme had impacted on rural development in different ways however, it was pointed out that the impact is minimal and needs to be improved.

6.2.6 Training on the EPWP

The requirement that the EPWP Beneficiaries receive training is stipulated in the Code of Good Practice for Special Public Works Programmes (2002). All (100%) of the respondents confirmed that they had never provided training to the EPWP Beneficiaries, which highlights a weakness in the programme and implies that training plans and strategies need to be developed.

6.2.7 EPWP management

This section examines community participation in the EPWP management processes comprising planning; implementation; monitoring; evaluation; and overall management processes.

6.2.7.1 *Project-planning, implementation and monitoring process*

Only 50% of the respondents agreed that the community was involved in planning the project; however, of note is that 80% of the respondents confirmed that the local leadership was involved in the planning and, that the EPWP project beneficiaries were jointly identified. The aforementioned therefore confirms that project planning is in line with the EPWP Guidelines. The respondents further commented that the project would be a failure without local employees and community involvement. It was also confirmed that the EPWP management was present at the hand-over meeting, during which time they explained to the community how the programme would work.

All (100%) of the respondents agreed that the beneficiaries of the on-going projects were local community members, which is again in line with the objectives of the EPWP. Furthermore, the majority (60%) of the respondents confirmed that the selection process for EPWP Beneficiaries was transparent, and that there was a Project Steering Committee (PSC) in place. Forty percent of the respondents disagreed and this suggests the need for action to rectify the situation, because there should be total buy-in.

The comments made by the respondents on the project implementation process confirmed that **1)** all general workers are local, **2)** some of the employees are not

local but are employed for their expertise and also to train community members and
3) community members control the recruitment.

Project monitoring is an essential process in the management of the EPWP and needs to be in place at all levels (District, Regional and Provincial) of the KZN Department of Public Works. The EPWP's Monitoring and Evaluation (M&E) Framework (2005) requires that reports are compiled on project monitoring. The study therefore ascertained whether staff at the different levels visit the projects for monitoring purposes and, if they do, the frequency of such visits. A minority (20%) of the respondents confirmed that the District Office staff visits took place at least once a month; 80% confirmed that the Regional office staff visited the projects once in two months, and 60% indicated that the Head Office staff had never visited the projects for monitoring purposes.

From the aforementioned, it is evident therefore that there are deficiencies in the monitoring process, as monthly reports are expected in line with the EPWP Guidelines. The respondents made the following recommendations with regard to the frequency of visits:

- Head Office Visits: Once a month
- Regional Office Visits: Once a month
- District Office Visits: Once a week

Evaluation is an important stage in the management of any programme and Davids *et al.* (2005) emphasises that community members should be part of this process. It is therefore cause for concern that the majority of the respondents indicated that local leadership was not involved in the evaluation process.

6.2.7.2 Overall project management

Sixty percent of respondents indicated that the local leadership was not involved in the management of the projects. These respondents saw themselves as playing a supervisory role in line with their employment contracts and viewed local leadership as an oversight structure. Local leadership's involvement is crucial for project ownership, accountability, sustainability and proper management of the EPWP.

Despite the low involvement, 80% of the respondents indicated that the EPWP projects were well managed.

The strengths and weaknesses identified by the respondents in the management of the EPWP are important as they form the building blocks of this study. Although very strong leadership in terms of discipline and organisation as well professionalism were identified as strengths in the management of the EPWP, infrequent site visits were identified as one of the major weaknesses. Considering the importance of monitoring and evaluation in the success of the EPWP, the need for more frequent site visits expressed by the respondents should be acted upon.

6.2.8 Relationship among demographic and other variables

A chi-square test for independence evaluates statistically-significant differences between two or more groups in a data set (Willemse, 2009:209-214). The chi-square test was therefore used to determine the relationship between the biographical variables and the rest of the questions. Annexure K which summarises the results of the chi square tests reveals that there are no significant differences, that is, the demographic factors did not influence the responses to the various questions.

6.2.9 Summary of the findings with respect to the responses from the Foremen

Although customer expectations were in line with the objectives of the programme as stipulated in the EPWP Logical Framework (2004) and were being met, some inefficiencies were noted in focusing on community needs.

Despite the EPWP having a positive impact on poverty alleviation, job creation and rural development, only a partial impact was noted regarding rural development, which is one of the priorities of the Provincial Programme (Premier's Budget Speech, 2010).

Furthermore, although the community was involved in the planning process and was represented by the local leadership, the non-participation of the community in both project evaluation and the overall project management processes was confirmed.

It was also confirmed that the beneficiaries of the on-going projects were local community members and that the selection process for EPWP Beneficiaries was transparent. However, there was uncertainty as to whether a Project Steering Committee (PSC) was in place.

Finally, infrequent site visits by various officials during the monitoring process was also identified as a shortcoming, which could compromise the quality of the EPWP reports mandated by the EPWP's Monitoring and Evaluation (M&E) Framework (2005) which are aligned to the programme indicators (EPWP Guidelines, 2005). This is coupled with a lack of training of EPWP Beneficiaries, which is contrary to the requirements of the Code of Good Practice for Special Public Works Programmes (2002).

6.3. Responses from the EPWP management

This category of respondents comprised the KZN Department of Public Works EPWP Management Team, viz, the EPWP Provincial Co-ordinator (N=1), Head Office EPWP Management Team (N=4), Regional Managers (N=4), Regional EPWP Assistant Managers (N=4) and District Managers (N=11). The questionnaire in Annexure B was distributed to all the aforementioned respondents.

With the exclusion of the District Managers, there was a return rate of 77%, however when the aforementioned group was included, the return rate decreased to 42%. This was due to the fact that the District Managers were not willing to participate. The following comments were gathered during a telephonic follow-up:

- I am not prepared to participate as there are no EPWP Development Workers in my District, despite numerous recommendations for this to happen.+
- Inputs of the District Managers are not valued by Senior Management+ (Refer to Figure 2. 6: DPW Senior Management: KZN Province).
- The issue of the EPWP Development Workers had been raised at different forums which include the departmental strategic planning sessions and Midterm Reviews and nothing has come forth.+
- At this level we are undermined, so participating in this research will be time wasted as our input will not be considered.+

While these attitudes impacted negatively on the return rate, the District Managers' comments and suggestions and, the issues they raised were noted.

6.3.1 Reliability

The measurement instrument which comprised three items returned a Cronbach's Alpha value of .857, which value exceeds 0.7, implying that the measurement instrument was fairly reliable (Tredoux and Durkheim, 2002).

6.3.2 Demographic details

The information below summarises the biographical and demographic details of the respondents.

The sample consisted of 60% male and 40% female, and all the females were younger than 30 years, whilst all of the males were older than 30 years. It is noteworthy that young females and youth are represented in the EPWP management; however, male domination is also evident, calling for transformation at this level, in line with the Employment Equity Act (1995).

Most respondents (50%) had a degree or diploma as their highest qualification. One tenth (10%) had a post graduate educational qualification.

All (100%) of the respondents confirmed that they were experienced EPWP managers at different levels and structures.

6.3.3 Knowledge and understanding of the EPWP

All (100%) of the respondents indicated that they had a full understanding of the EPWP; which responses were supported by their summary of the objectives of the EPWP. The two most frequent objectives cited by the EPWP Managers were poverty alleviation and job creation in previously disadvantaged communities. Job opportunities were created through the adoption of labour-intensive methods. Skills development and training was also pointed out as the objective of the programme, all of which are in line with the EPWP Guidelines (2005).

The proper management of the programme requires that the role of District, Regional and Provincial EPWP staff is clearly understood. The majority (30%) of the respondents indicated that the role of the provincial staff in the management of the EPWP was to monitor the projects to ensure compliance with national requirements, while 40% were evenly split between management and oversight of the programme (20%) and developing EPWP policies, regulations and norms and standards (20%). The remainder (30%) felt that the role of provincial staff is to support the regions in implementing EPWP programmes (10%), consolidation of monthly, quarterly and year end achievements (10%) and providing guidance as and when required (10%).

In terms of the role of Regional staff in the management of the EPWP, the most commonly identified role was implementation, monitoring and ensuring adherence to the EPWP Guidelines (30%), followed by coordination and reporting on the EPWP in the region (20%). The remaining responses were evenly split between keeping records of monthly reports (10%), stakeholder management (10%), educating stakeholders on the EPWP (10%), ensuring that the jobs created are recoded (10%) and the implementation of Masakhe Emerging Contractor Development Programme ECDP (10%).

Regarding the role of the District staff, the majority of the respondents (60%) indicated that the District staff work closely with the Regional office staff and, are responsible for implementation and monitoring of projects and collecting EPWP labour stats forms from contractors to ensure compliance by contractors in terms of job creation; 20% pointed out that that there were no EPWP staff in the Districts, and the remaining 20% was evenly split between data collection and submission to regions (10%), and ensuring compliance by contractors in terms of job creation (10%).

In line with the above, EPWP roles, the study also ascertained respondents' views on the availability of the EPWP officials at all levels of the KZN Department of Public Works (Provincial, Regional and District) to ensure efficient service delivery. The findings indicate that the Department lacked the necessary officials at District level;

however the availability of EPWP officials at both Provincial and Regional levels was confirmed.

One of the management functions is organising; viz, considering the structure and the chain of command, division of labour and assignment of responsibility. This function assists in ensuring the efficient use of human resource. Staffing thereafter takes place in line with the structure. This process includes; recruiting, training and developing people who can contribute to the organisation (Kreitner, 1995:14). The lack of staff at District level confirms inefficient EPWP management due to poor planning and failure to execute relevant management functions. This has a negative impact on the monitoring process, since 70% of the respondents indicated that monitoring did not take place at this level due to the lack of staff. The lack of the EPWP staff at district level is not in line with the Departmental structure as well as the three spheres of government (South African Constitution, 1996).

6.3.4 Customers' expectations

Since consulting customers or service beneficiaries is one of the *Batho Pele* Principles, the study sought to ascertain whether the EPWP Beneficiaries were consulted in order to determine their expectations of the EPWP. The findings revealed that 70% of the respondents indicated that the beneficiaries were consulted, and those (30%) who disagreed pointed out that the EPWP Beneficiaries are not always consulted due to the number of projects and lack of staff capacity, and consultation is done on a minimal basis. It was further clarified that the beneficiaries are only engaged once the site has been handed over to the contractor, which confirms late engagement in the project life cycle. Yadav (1987:87), as cited in Davids *et al.* (2005:19-20), emphasizes the need for public participation in planning and decision-making; the implementation of development programmes and projects; the monitoring and evaluation of development programmes and projects; and sharing the benefits of development.

The vast majority (80%) of the respondents indicated that the beneficiaries' primary expectation was to get jobs and receive skills training, which expectation is in line with the objectives of the EPWP outlined in the EPWP Logical Framework (2004). However, the remaining 20% of the respondents pointed out that the beneficiaries

expected to be paid on the dates agreed before the project commenced. They also indicated that the jobs that were offered were not permanent. This suggests inefficiencies during the payment process which indicates non-compliance with the EPWP Guidelines (2005), and, it also confirms the need to intensify the programme.

Most (70%) of the respondents indicated that their expectations had been met. These respondents indicated that jobs had been created and recorded in the system; skills development had taken place; the beneficiaries were given protective clothing and tools to use on projects and, they received wages that alleviated poverty, although at times they were not paid timeously due to technical problems beyond the control of the EPWP; thus some expectations were only partially met.

The recommendations below made by the respondents to ensure that the EPWP beneficiaries' expectations are met, are noted, as they might contribute towards the improvement of service delivery and in meeting the basic needs of South African citizens in line with the South African Constitution (1996).

In line with the above, the respondents recommended collaboration between the EPWP and other sections of the department in order to ensure continuity. They also recommended that more EPWP staff should be employed at District level. Finally, it was recommended that more skills development and training on financial management and tenders be provided.

6.3.5 The impact of the EPWP

More than 60% of the respondents believed that the EPWP had the desired impact; they pointed to poverty alleviation through job creation for local people and the fact that the EPWP had exceeded the given job creation targets.

Forty percent (40%) of respondents disagreed that the EPWP is having the desired impact and cited limited funding and capacity; the short-term nature of job opportunities and the non-existence of an Exit Strategy.

All the respondents agreed that the programme had impacted positively on poverty alleviation, with 50% indicating that skills were developed so that individuals could become self-sufficient. Poverty alleviation, job creation and provision of job

opportunities for women, youth and disabled persons were also pointed out by 40% of the respondents. The identified impacts are important (for the study) as they are in line with the EPWP objectives. It was however noted that 10% of the respondents indicated that job opportunities are created only on a temporary basis, which suggests a need to plan for the long term and intensify the programme.

The vast majority (80%) of the respondents agreed that the EPWP programme impacted positively on rural development. The most common impact was indicated as job opportunities created, followed by poverty alleviation among the local community and, youth training. These observations are in line with the requirements of the EPWP (EPWP Guidelines, 2005). Providing job opportunities to rural women and job creation through the implementation of the IZ programmes and KZN IGP in rural areas, which are in line with the PGDS (2011), were also noted as impacts of the EPWP. However, 20% of the respondents indicated that more work still needs to be done by the department; this includes the development of contractors through the ECDP. This suggests some inefficiency in integrating rural development with the EPWP.

Although the respondents confirmed that the programme had created job opportunities, they also indicated that such jobs lasted only for a few months, suggesting the need to modify the programme to provide long-term employment and an Exit Plan.

An outstanding departmental impact/achievement identified by the respondents was job creation; and the remaining achievements were evenly split, with 10% for each of five identified impacts, namely, training through ECD; implementation of the NYS and IZ programme; the Public-Private Partnership between the DPW and the Wildlands Conservation Trust; the eThekweni Region's participation in the EPWP Focus Week; and the integration of the EPWP and the municipalities. It was interesting to note that more than 60% of the departmental achievements are in line with the objectives of the EPWP, and that they demonstrate departmental creativity. However, the study takes cognisance of the challenges reported by the respondents that hinder progress. These include the general labour construction rate and compliance with the LIC which remain a challenge, as more jobs are done by

machines than people; a shortage of staff at District level; and the fact that no budget had been allocated to the EPWP. The EPWP only receives an incentive grant based on the Department's performance; it is not prioritised as it is not the Department's core business.

Training remains a challenge and few contractors attend skills development programmes. Phase 2 of the EPWP focuses on job creation, thereby creating a gap in terms of skills development and training. This is aggravated by inadequate incentives for Development Officers in line with their workload; hence there is slow reporting on jobs created. It was suggested by the respondents that sanctions should be imposed on contractors who do not comply with EPWP requirements.

6.3.6 The sustainability of the EPWP

An equal number of respondents agreed (50%) and disagreed (50%) that the EPWP was sustainable, and the respondents proposed that contracts should be formalized to ensure stability, that people should be employed on a permanent basis and, an exit strategy should be put in place.

The study sought to ascertain whether or not the EPWP is integrated with other government departments, NGOs, CBOs, the private sector and municipalities. Almost all (90%) of the respondents agreed that the EPWP was linked with other stakeholders; this is in line with the South Africa Constitution (1996) which embraces the principles of co-operative governance and inter-governmental relations.

Sixty percent (60%) of the respondents indicated that there was no Exit Strategy, while 40% who confirmed that an Exit Strategy was in place could not provide evidence of this. Respondents stated that this is due to budget constraints. Some beneficiaries were advised to open their own businesses while those with skills were advised to seek employment. It is on this basis, that it was proposed that youth trained be given opportunities to work as an EPWP Exit Strategy.

6.3.7 Capacity to ensure management of the EPWP

Below is a summary of the different types of training that the respondents identified as necessary in order for staff to be able to manage the EPWP effectively and, in line with the EPWP Guidelines:

- Labour-Intensive Construction Methods (LIC) Training;
- Project Management Training;
- Training on EPWP;
- MIS/WIMS Training;
- Conflict Resolution Training;
- Stakeholder Management Training; and
- On-going Training on Reporting Systems.

The majority of the respondents felt that staff was not being effectively trained to manage the EPWP. They indicated that individuals should undertake self-development.

The above statements pose a risk in terms of proper management of the programme; this needs therefore to be addressed in order to ensure efficacy in the management of the EPWP. Based on the different types of training identified by the respondents and the opinions presented above, it is apparent that there is a skills auditing deficit.

6.3.8 Resources needed for the implementation of the EPWP

Central to management process is effective and efficient use of limited resources (Kreitner, 1995:4). Resource availability is vital to ensure proper management and implementation of the EPWP. All (100%) of the respondents confirmed the availability of office accommodation, computers, telephones and fax machines. However, while 70% of the respondents confirmed the availability of transport, 30% indicated that it was only partially available. It is nevertheless apparent that while most of the necessary resources were available, human capacity and finance were expressed as areas of concern, as they were reported to be only partially or not available. The aforementioned requires attention, as these are important resources for service delivery.

Sixty percent (60%) of the respondents confirmed the availability of the departmental EPWP policy. While 80% of the respondents indicated that the policy is accessible, 70% were unsure that it was well understood; the policy can be accessed electronically but no formal training has been provided and the terminology is complicated. Reading the EPWP Guidelines is not sufficient; there is a need for training to ensure effective implementation.

From the above, it is evident that the document referred to as the EPWP Policy was in fact the EPWP Guidelines. This was further confirmed by the copies attached by the respondents when returning the questionnaires.

The provision of adequate human resources is one of the cornerstones of efficient service delivery. This study examined the capacity issue by establishing staff shortages and the filling of the EPWP posts. All the respondents indicated that not all of the posts were filled; which confirms that there were staff shortages. It was also noted that although posts are filled; however, people cannot be prevented from resigning, thereby leaving a post unfilled. Furthermore, the Head Office only had a Senior Manager, Deputy Manager, and two Development workers to implement and manage the EPWP as well as other programmes in all four regions.

From the above, it can be stated that a capacity gap existed, which needs to be addressed to ensure efficient service delivery and proper management of the programme.

6.3.9 Funding of the EPWP

This study also examined whether the EPWP management is aware of the sources of funding for the programme, as financial management is crucial in the management of the EPWP.

Forty percent of the respondents indicated that they obtained their funding from the provincial government and National Department of Public Works and Client Departments, respectively. Thus, it can be concluded that the EPWP management is not clear about the source of EPWP funding.

This study focused on the 2004 to 2009 period during which period, the budget increased by R10 million each year. The budget allocation for the 2004/05 Financial Year (FY) was R 50 000 00, in the 2005/06 FY it was R 60 000 00, in the 2006/07 FY R 70 000 00, in the 2007/08 FY R 80 000 00 and in the 2008/09 FY it was R 90 000 00.

All (100%) the respondents indicated that EPWP funds were being managed in line with the PFMA, while 80% confirmed that their management was in line with the Treasury Regulations, with just less than 20% disagreeing. Non-compliance with the Division of Revenue Act (DORA) was confirmed by all (100%) of the respondents which, raises concerns since according to the EPWP Guidelines (2005), compliance with DORA is compulsory for all implementing organizations.

Only 30% of respondents indicated that compliance with PFMA and Treasury Regulations was ensured through weekly and monthly EPWP reports on expenditure and procurement. 20% of the respondents indicated that compliance was achieved by ensuring that the incentive is used on the Labour Intensive Methods of Construction (LIC) method to upscale jobs even further, and Head Office financial management reports, respectively. The remaining respondents were evenly split between ensuring that the department signs the Incentive Agreement for participating in the EPWP phase (10%), subscribing to the PFMA (10%) and undertaking a departmental audit to ensure compliance with the regulations (10%). This is in line with the EPWP Annual Performance Plans.

6.3.10 EPWP management

Management is the process of working with and through others to achieve organisational objectives in changing environment (Kreitner, 1995:4). This subsection scrutinises the EPWP management processes which includes, planning process, implementation process, monitoring and evaluation process as well as the management of the programme in general.

6.3.10.1 The EPWP planning, implementation and monitoring process

Since annual Operational Plans serve as guiding documents for the implementation processes, the study examines whether the Provincial Department of Public Works had the EPWP Operational Plans for the 2004/05-2008/09 financial years. The majority of the respondents (60% for the 2004/05-2006/07 FY and 80% for the 2007/08-2008/09, respectively) confirmed that the DSD did have Operational Plans for each specified financial year; although a minority (40% for the 2004/05-2006/07 FY and 20% for the 2007/08-2008/09, respectively) was either not sure or completely disagreed that it had such plans. All EPWP managers have a responsibility to ensure compliance with operational plans. The current situation needs to be improved to ensure the proper management of the EPWP, in line with the departmental operational plans.

6.3.10.2 Community involvement in the planning process

Community involvement in the EPWP planning process is important in order to ensure sustainability and the joint management of the programme. The study examined whether or not *the community was involved in the planning process of all EPWP defined projects* and if *the local leadership was part of the planning meetings*. Twenty percent (20%) of the respondents did not agree with each statement and 40% were undecided. Only 40% of the respondents agreed with both statements; this is equivalent to the percentage of undecided responses.

Sixty percent (60%) of the respondents agreed that all EPWP project beneficiaries were jointly identified (department and community). This is substantiated by the fact that 80% related to ~~the~~ employed through Project Steering Committees which involves community leadership structures. This confirms that the EPWP project beneficiaries were jointly identified by the department and the community in line with the requirements of the programme stipulated in the EPWP Guidelines (2005).

All (100%) of the respondents agreed that the EPWP had been implemented in all four regions and the availability of the list of EPWP Defined Projects was verified, which is in line with the mandate of the programme. Since the EPWP aims to benefit local community members, it was noteworthy that all of the respondents agreed that

community members benefitted from the EPWP projects, which is in line with the EPWP Guidelines.

Since the selection process is supposed to be open and transparent, this study therefore assessed whether the respondents felt that this was indeed the case. It became evident that seventy percent (70%) of the respondents agreed that the selection process was transparent.

The majority of respondents (70%) confirmed that the EPWP projects only partially complied with the EPWP Guidelines; which is a cause for concern. The respondents elaborated and indicated that some disabled people were not willing to participate in the programme as they received grants. It was also discovered that the projects in place were not fully LIC compliant and only the EPWP-defined projects fully complied with the EPWP Guidelines.

Respondents' views were elicited on whether or not the programme was being implemented in the way it should be, and 90% confirmed that the programme was indeed being implemented the way it should be. Those who disagreed stated that although there were monitoring measures to ensure compliance, contractors presented challenges and this required intervention; they also pointed to understaffing and a limited budget.

A monitoring process is important for the management of any programme; thus, the study investigated whether the EPWP projects were being monitored and, also checked on the availability of the monitoring tool. All the respondents confirmed that monitoring does take place and that a monitoring tool is available.

All the respondents stated that monitoring took place on a monthly basis, followed by 70% who stated it was done weekly (70%). The fact that 30% of the respondents disagreed that monitoring was done on a weekly basis and that 50% did not agree that it was done on a quarterly basis is noted as a weakness in the implementation and identified for further improvement.

Considering that community involvement in the monitoring of the EPWP is important, this study also explored such involvement. Only 30% of the respondents confirmed community involvement in the monitoring of the EPWP and, the remaining 30% disagreed. This low confirmation points to the need for remediation of this important aspect of the EPWP.

It is interesting to note that all of the respondents indicated that officials do undertake project visits. Project visits took place on a weekly, monthly and quarterly basis. This corresponds with the responses on the frequency of monitoring. However, the study takes cognisance of the challenges raised by the respondents in terms of Regions having limited personnel capacity; and the shortage of EPWP officials at District level.

These challenges resonate with the discussion on staff capacity issues as well as available resources.

More than half of the respondents (60%) indicated that the Head Office staff did not visit the EPWP projects; they maintained that Head Office personnel only visited if there was a serious problem; there was a shortage of Head Office personnel; and Senior and Deputy Managers had too many reports to compile.

Ninety percent (90%) of the respondents believed that programme evaluation was taking place. In terms of the frequency of the evaluation process, half (50%) of the respondents indicated that evaluation took place once a year, while 30% indicated that evaluation was conducted every six months and 10% stated that it took place on a quarterly basis, or they were unsure, respectively. This issue needs to be addressed to ensure consistency and the timeous implementation of evaluation processes.

The vast majority (80%) of the respondents disagreed that the community was involved in the evaluation of the EPWP, while the remaining 20% were undecided. Non-involvement of the community in the evaluation of the EPWP is therefore noted as a concern.

Performance management in the public sector is crucial to ensure efficient service delivery. All (100%) of the respondents confirmed that EPWP staff were managed in line with EPMDS. Compliance in this regard is noted as an achievement.

The majority (70%) of the respondents confirmed that the community participated in the management of the EPWP, which is also notable.

6.3.10.3 Views on the management of the EPWP

It was noted that for each of the regions, only 40% of the respondents thought that the programme was well managed. The majority (60%) of respondents who held different views elaborated and made the following recommendations in line with the departmental structure:

- **District Office:** There should be at least one Development Office per district to ensure proper compliance; EPWP posts at district level should be established and
The District should have staff appointed to run, monitor and report on the EPWP.
- **Regional Office:** The Regional Office is to be utilised as a monitoring and evaluation system to ensure compliance; a need for more capacity and close staff monitoring and supervision; and the Regional Office should have liaison staff.
- **Head Office:** To strengthen departmental guidelines or policy development and ensure compliance; more staff capacity needed; and Head Office to have co-ordinating staff.

Recommendations for the future management of the EPWP included support-related issues such as commitment on the part of all managers; involving the core business units; and building capacity of the EPWP components. In addition, it was noted that the Regional Managers ought to work closely with the EPWP section at the Head Office so as to provide adequate support to the programme; and that the EPWP support capacity should be increased. It was also pointed out that senior management should be trained on the Incentive Grant which is based on performance. Regions should employ data capturers; LIC-compliant consultants and

contractors should be appointed; and there should be a budget for new job creation initiatives and technical support for the Regions.

Further to the above, it was recommended that there should be fewer projects that are well managed, rather than many projects with no control mechanisms; that the EPWP should be strengthened at the District level and, that contractors should comply with the EPWP Guidelines and BBBE Acts. Beneficiaries leaving the programme should be given credible documents detailing their participation in the programme and there should be a proper Exit Strategy. It was also recommended that infrastructure projects should be prioritised for LIC purposes; the requirements of the EPWP need to be integrated into planning; and expansion should be driven by demand. The programme needs to be properly aligned from conception through to implementation and it should be monitored and evaluated at regular intervals. The monitoring and evaluation process should be reviewed so that it retains management for the full life cycle of the programme and market-related stipends should be provided. Finally, the community needs to be better informed about the programme through the media.

6.3.11 Relationship among demographic and other variables

The correlation between gender, management position and management experience is depicted in Table 6.4. This indicates that more than one type of gender is employed.

Table 6.4 Correlation of demographic data for EPWP Management

		Gender	Management Position	Management Experience
Gender	Pearson Correlation	1		
	Sig. (2-tailed)			
	N	9		
Management Position	Pearson Correlation	.235	1	
	Sig. (2-tailed)	.544		
	N	9	9	
Management Experience	Pearson Correlation	-.676*	-.109	1
	Sig. (2-tailed)	.046	.779	
	N	9	9	9

*. Correlation is significant at the 0.05 level (2-tailed).

6.3.12 Summary of the findings with regard to the EPWP Management

It was noted that the beneficiaries were only consulted late in the project life cycle. The findings of the study further revealed some inefficiencies due to capacity issues (the number of projects versus the number of EPWP staff) and non-compliance with the conditions of employment set down by the employer.

Customer expectations were also found to be in line with the objectives of the programme stipulated in the EPWP Logical Framework (2004). Although these expectations were being met, some inefficiencies were revealed, for example the late salary payments. This violates the contract between the employer and the employees and further confirms non-compliance with the EPWP Guidelines (2005). The short-term nature of job opportunities was also a cause for concern.

The EPWP had a positive impact on poverty alleviation, job creation and rural development. However, limited funding and capacity, the non-existence of an Exit

Strategy and the integration of rural development and the EPWP were identified as short falls.

Challenges during the implementation, monitoring and management processes were found to hinder progress. It was confirmed that the EPWP was linked with other stakeholders, in line with the Republic of South Africa Constitution (1996) which embraces the principles of co-operative governance and inter-governmental relations. However, uncertainty in terms of the sustainability of the EPWP and the non-existence of an Exit Strategy were revealed as inefficiencies.

It was evident that most of the necessary resources were available; however, financial resources and human capacity were noted as areas of concern, the latter being aggravated by the fact that staff was not effectively trained to manage the EPWP. Non-compliance with the DORA was also confirmed. Furthermore, the unavailability of the departmental EPWP policy was confirmed as generic EPWP Guidelines were used.

The Department of Public Works Annual Operational Plans serve as the guiding documents for implementation processes. However, some managers were not privy to such plans.

It was confirmed that the EPWP Beneficiaries are local community members; however, specialised labour is brought in from outside. The EPWP Beneficiaries were jointly identified by the Department and the community; the selection process was open and transparent in line with the Batho Pele White Paper (1997). However, the non-involvement of the community in the EPWP planning, monitoring, evaluation and overall project management processes was confirmed.

It was also confirmed that the EPWP is being implemented throughout the KZN Province in line with the mandate of the programme; however, partial compliance with the EPWP Guidelines is some a cause for concern as compliance is mandatory. Although the EPWP projects were being monitored and the monitoring tool is in place inefficiencies in the frequency of monitoring were identified. It was further confirmed that programme evaluation was taking place; however, inconsistencies in

terms of the frequency of the evaluation process were reported. Finally, it was established that the EPWP staff were managed in line with the EPMDS.

6.4 Responses from the EPWP operational staff

This group of respondents comprised the EPWP operational staff from the KZN Department of Public Works (N=7). The Provincial (used interchangeably in the study with Head Office) four (4) and Regional Offices were represented as follows:

- Head Office (N=2),
- Regions: Southern Region (N=1), eThekweni Region (N=1), North Coast Region (N=1) and Midlands Region (N=2)

Eight questionnaires (Annexure C) were distributed to respondents holding EPWP posts at this level and seven were returned, a response rate of 88%. One questionnaire was not returned due to health-related reasons.

6.4.1 Demographic details

The sample consisted of 71.4% male respondents, 42.9% of whom were between the ages of 30 and 39 years. The remaining 28.6% were aged between 50 to 59 years. This indicates that at the operational level, the EPWP is mainly managed by males.

Almost thirty percent (28.6%) of the respondents had completed high school (matric) and the rest had a tertiary diploma. These respondents were either provincial development workers (28.6%) from the Head Office, or development workers from the Regional Office (71.4%).

Nearly 60% of the respondents had between one and five years experience in project management; 28.6% had between six and 10 years experience and, only 14.3% had less than one year experience, which implied that the EPWP operational staff had the experience required to support the EPWP at an operational level.

6.4.2 Knowledge/Understanding of the EPWP

All of the respondents indicated that they had a full understanding of the EPWP and, approximately 86% of the respondents indicated that the programme was initiated to create jobs through labour-intensive methods, while 71.4% flagged the provision of skills coupled with training. The perceptions of 57.2% respondents regarding the objectives of the programme were equally divided between community participation to ensure that communities are consulted, informed and involved in the EPWP (28.6%) and emerging contractor development (28.6%); while same percentage (57.2%) of the respondents were evenly split between ensuring that contractors are in line with the EPWP Guidelines and BBEEE Acts (14.3%), provision of opportunities for PPGs (14.3%) poverty alleviation (14.3%) and SMME development (14.3%). It became evident that the objectives selected by the respondents are in line with the EPWP's Departmental Annual Plan (2011/2012) and, the objectives of the EPWP. This confirms that the respondents have an understanding of the programme.

Each staff category has a role to play in the management of the EPWP in line with the KZN Department of Public Works structure, and the study examined the respondents' understanding of the role of Provincial (Head Office), Regional and District staff, respectively.

Almost forty three percent (42.9%) of the respondents understood the role of the provincial staff as that of providing guidance and support to regions in the effective implementation of the EPWP, while 28.6% cited management and oversight of the running of the programme and the consolidation of monthly, quarterly and annual reports and the development of EPWP policies, regulations and norms and standards, respectively, while 14.3% saw the role of provincial staff as giving guidance as and when required and submitting departmental EPWP reports to the provincial coordinating department, respectively.

All of the respondents agreed that the primary role of Regional Office staff related to implementation, monitoring and ensuring adherence to the EPWP guidelines. This demonstrates consistency in understanding at this level.

The majority of the respondents were not sure of the role of District Office staff, as there are no EPWP staff members in the Districts thus; inefficiencies in terms of role clarification and the availability of such staff are noted.

The study captured the respondents' perceptions of the EPWP officials at all levels of the KZN Department of Public Works (Provincial, Regional and District) to ensure efficient service delivery. All (100%) of the respondents confirmed a lack of staff capacity at District level, while 85.7% confirmed that project monitoring was not done at this level. This represents a deficiency in terms of the three spheres of government, particularly since implementation occurs at the local level (District).

6.4.3 Customers' expectations

In line with one of the *Batho Pele* Principles, this study ascertained whether the EPWP beneficiaries were consulted regarding their expectations of the programme. Seventy one percent (71.4%) of the respondents indicated that beneficiaries had been consulted; however, 28.6% disagreed and, cited % insufficient time to consult, less staff and large number of projects.+

The majority (57.1%) of the respondents, who confirmed that beneficiaries had been consulted, specified job creation opportunities in projects facilitated by local leadership as their expectation. Almost twenty nine percent (29%) of the respondents were evenly split between proper financial management to alleviate poverty and training; and skills development. Approximately 14%, (14.3%) expected to receive payment from the contractor on a fortnightly basis, while the same percentage expected the provision of technical and life skills; that contractors would build good quality facilities; that contractors would comply with the conditions of employment laid down by the employer; and the promotion of Labour Intensive Construction (LIC) methods, respectively.

A little more than 71% of the respondents affirmed that these expectations had been met and that employment is provided to families that are most in need in an effort to alleviate poverty; skills development does take place; and that stereotypes that portray women as non-productive employees are being challenged. However, training remains a challenge. It was noted that contractors are advised to use the

municipality's area wage; however, this may discourage contractors from participating in the EPWP because they regard these rates as unaffordable.

Recommendations to ensure that the EPWP beneficiaries' expectations are met were evenly split between employment of community members for a maximum of three years (16.7%), Labour Intensive Construction (LIC) rather than plant or machinery (16.7%), general labour construction rates to be the same as civil servants (16.7%), more training on skills development and financial management (16.7%) and the need to employ more staff at the District level.

6.4.4 The impact of the EPWP on poverty alleviation

All of the respondents indicated that the programme had impacted positively on poverty alleviation. An equal number of respondents (42.9%) emphasised job creation and skills acquisition as major impacts, which are in line with the objectives of the EPWP. The impact on Sukuma Sakhe beneficiaries identified by 14.3% of the respondents is also significant as the Operation Sukuma Sakhe Programme is the KZN Premier's initiative which has been implemented across all government departments within the KZN Province.

Just over 70% of the respondents agreed that the programme had impacted on rural development in the form of job opportunities and poverty alleviation for people from disadvantaged backgrounds (50%); opportunities for rural women, training for youth through the NYS programme, developing emerging contractors through the ECDP (16.7%), and the construction of schools, clinics and hospitals (16.7%). However, some respondents (16.7%) felt that the impact is partial and more needs to be done by the department.

Rural development is one of the growth and development strategies for the second economy (MTSF 2005). Half of the respondents (50.0%) believed that jobs have been created, leading to poverty alleviation. This was identified as a partial achievement as more work needs to be done by the department.

Most of the respondents (85.7%) indicated that the jobs created were short-term (months, rather than years) jobs.

The respondents noted that the departmental EPWP impact/achievements to date include the creation of jobs for local people, the participation of the eThekweni region in the EPWP Focus Week through the King George Project in 2008, the NYS programme, the IZ programme, training through the ECDP and the handing over of Multi-Purpose Community Centres (MPCCs) to the municipalities. All participants confirmed that the programme was achieving its goal, which was specified as poverty alleviation through job creation for local people. However; some departmental challenges were identified, namely; the limited number of contractors attending training and skills development courses, consultants who were not fully committed to designing projects in compliance with the EPWP, skills training, the general labour construction rate and compliance with the LIC.

6.4.5 Sustainability of the EPWP

The study captured the opinions of the respondents on the sustainability of the EPWP within the Department of Public Works: KZN Province. The majority (71.4%) of the respondents agreed that the EPWP was sustainable. These aforementioned responses are noted and, they are viewed in conjunction with the suggestions made by the respondents to ensure the sustainability of the EPWP. They suggested that people need to be employed on a permanent basis; and an exit strategy should be put in place.

The study aimed to ascertain whether or not the EPWP is integrated with other government departments, NGOs, CBOs, the private sector and municipalities. All of the respondents indicated that the EPWP was integrated with other stakeholders. This is viewed as an achievement, as it was noted at the launch of the EPWP that the success of the programme depended on strong partnerships between government, business and the community.

The majority (83.3%) of the respondents indicated that there was no exit strategy. While 16.7% confirmed that an exit strategy was in place, they could not provide a copy. The comments made included that the strategy is currently in draft form. The Exit Strategy is not funded; hence some beneficiaries are advised to open their own businesses while those who have skills are advised to look for employment.

6.4.6 Capacity to ensure implementation of the EPWP

Staff identified different types of training that would enable them to properly monitor the implementation of the EPWP. Multiple responses were permitted and the two most common types of training identified were LIC (100%) and Project management (85.7%). The identified training included training in facilitation skills (28.6%); reporting systems (28.6%); NQF methods (14.3%); community liaison skills (14.3%); information management (14.3%); understanding labour legislation (14.3%); and inter-governmental relations (14.3%).

The study then sought to ascertain whether the EPWP operational staff had received the training identified above. The majority of the respondents (57.1%) indicated that they had not received any of the abovementioned training. This is noted as staff capacity development is important for efficient service delivery. Only 28.6% of the respondents confirmed that they had received such training, while a small minority (14.3%) indicated that they had received some of the training, namely; WIMs, Web-based reporting systems, MIS, Managing LIC methods, Project management and Conflict management and problem solving. They further remarked that %the Department does not prioritise such training - individuals develop themselves.+

Less than 15% of the respondents indicated that they received effective training to monitor the implementation of the EPWP. The majority was split between undecided (28.6%) respondents and, respondents who disagreed (57.1%). The identified gaps included project management, LIC and NQF 5 (20%); delayed training in LIC, project management, and community liaison courses (20%); and no training on LIC to be able to monitor construction projects (60%).

It is evident from the above training gaps that the training of operational staff is a significant issue and, recommendations in this regard will be incorporated into strategies that need to be developed to capacitate operational staff and ensure that the programme is properly monitored.

The study examined the availability of resources within the KZN Department of Public Works. It was verified that resources were provided to operational staff to ensure proper implementation of the EPWP. All the respondents (100%) confirmed

the availability of office accommodation and telephone and fax facilities. Furthermore, 71.4% of the respondents confirmed transport availability, although 28.6% indicated that it was partially available; and 85.7% confirmed the availability of computers, although 14.3% indicated that computers were only partially available. It was noted that most of the necessary resources are available to operational staff to ensure proper implementation of the programme. However, financial resources are a cause for concern and 60% of the respondents confirmed that these were not available. Furthermore, more than 40% of the respondents indicated that human capacity was only partially available. Both financial and human capacities are important to ensure compliance with the requirements of the programme.

Almost forty three percent (42.9%) of the respondents confirmed the availability of the EPWP policy document, and the remaining 57.1% were equally split between those who disagreed and those who did not answer. This reveals uncertainty on the issue of the availability of the policy document. However, it is noted that almost all the respondents confirmed that the EPWP Guidelines were being used as a guiding document. Thus, full understanding of the EPWP Guidelines is imperative in order to ensure proper monitoring and management of the programme. The majority (57.1%) of the respondents confirmed that they had attended workshops on the EPWP Guidelines; whilst the remaining 42.9% indicated that they had not received training. It was noted that the EPWP Guidelines give direction to the officials and that they can be accessed electronically. However, no formal training has been provided. Thus, LIC training is necessary for proper implementation of the guidelines. These comments are in line with the findings reported in 6.3.8 (Resources needed for the implementation of the EPWP).

It was apparent that the majority of the operational staff had been trained on the EPWP guidelines. Consideration should be given to crash courses for the operational staff who had not received such training.

The study looked into staff capacity issues by establishing staff shortages and filling of the EPWP posts in the respective areas of operation. Although just over 40% of the respondents agreed that there were no staff shortages, more than half (57.1%)

disagreed, which confirms that there is a shortage of staff. This shortage needs to be addressed to ensure efficient service delivery and proper monitoring of the EPWP.

6.4.7 Funding of EPWP

The majority (57.1%) did not respond to the question on the source of the EPWP funding; 14.3% indicated that they received their funding from the provincial government and 28.6% said that they obtained funding from the National Department of Public Works. The fact that the majority of the respondents were not able to respond is cause for concern.

The majority of the respondents (57.1%) did not believe that the funding was sufficient. A list of available resources was provided and 60% of the respondents indicated that funding was unavailable, while the remaining 40% were equally split between %available+ and %partially available+. A gap therefore exists regarding respondents understanding of the availability of funding.

The study ascertained whether the EPWP funds/ budget are managed in line with the stipulated prescripts. Seventy one percent (71.4%) of respondents indicated that the EPWP funds were managed in line with the PFMA. Fifty seven percent (57.1%) confirmed that management was in line with the Treasury Regulations and the same percentage (57.1%) believed that management was in line with DORA, although 14% disagreed. It is noted that EPWP operational staff complied with PFMA, Treasury Regulations and DORA in line with the EPWP Guidelines.

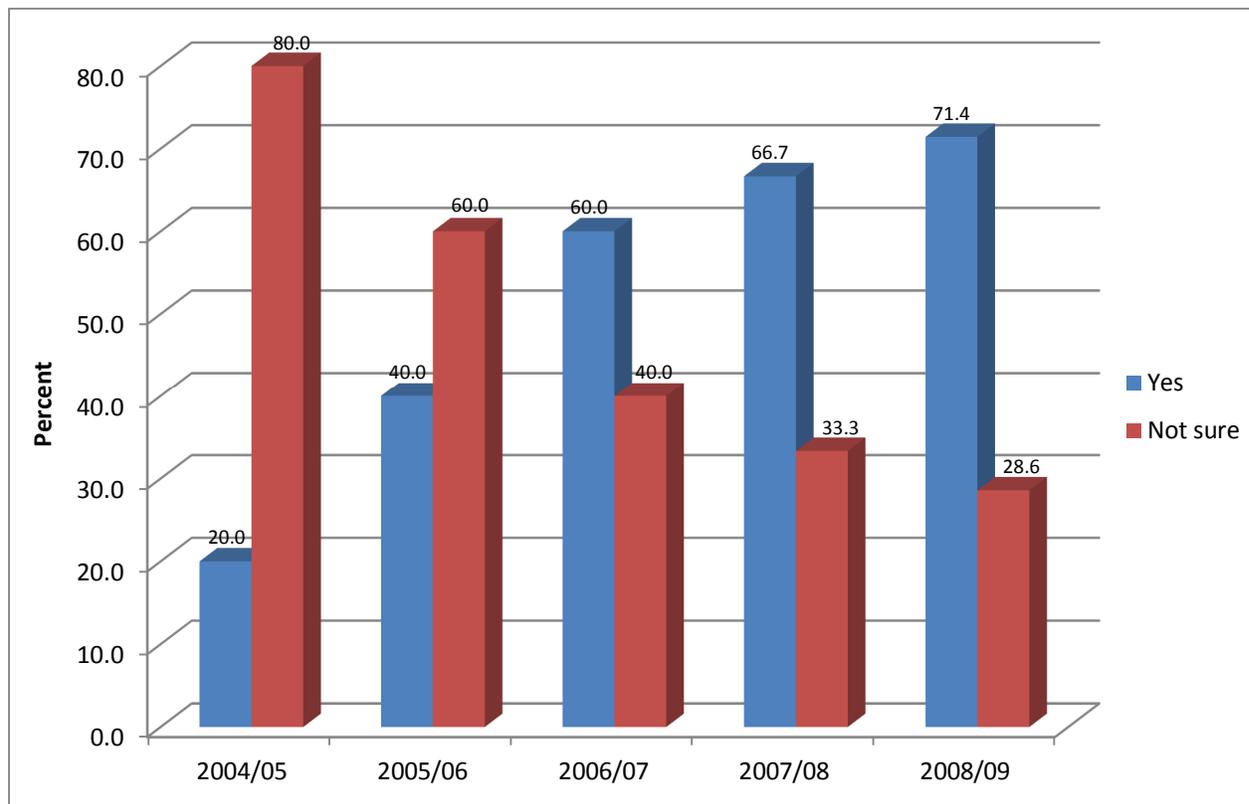
6.4.8 Management of the EPWP

This section critically evaluates management processes relating to the EPWP projects within the Department.

Figure 6.1 indicates whether respondents were aware of whether or not the Provincial Department of Public Works had the EPWP Operational Plans in place for the 2004/05-2008/09 financial years. It is noted that there is an increasing trend towards agreement over the past five years and that, while none of the respondents completely disagreed that there were EPWP Operational Plans in place, there was a high level of uncertainty. For the 2004/05 financial year, the level of uncertainty was

very high (80%); this gradually dropped to 60% in 2005/06. From 2006 to 2009, more respondents confirmed the availability of the operational plans; this increased each financial year. This illustrates an improvement in the availability of the Operational Plans.

Figure 6.1: Knowledge of the availability of the EPWP Operational Plans for the 2004/05-2008/09 financial years



The study cross-checked whether or not the local leadership was part of the planning process. The majority (50.0%) of the respondents were not certain that the community was involved in planning EPWP projects. Uncertainty regarding community involvement was further confirmed by two-thirds of the respondents who agreed that all EPWP project beneficiaries were jointly identified by the department and the community; they substantiated their responses by indicating that the beneficiaries are employed through the Project Steering Committees (PSCs) which involve local leadership structures and other community structures; and the community gets involved or participates during the implementation phase of the project.

The study examined whether or not the local leadership was part of the planning meetings. The majority (50.0%) of the respondents were not certain that this was the case. For the remainder of the respondents, twice as many agreed and disagreed about the participation of local leadership in planning. The scoring patterns for this statement were the same as those discussed above, since the two are interrelated. The uncertainty noted is cause for concern.

The study also assessed whether the programme had been rolled out in all four regions (North Coast, Midlands, eThekweni and Southern Regions) of the KZN Department of Public Works, in line with the departmental structure. Nearly all of the respondents agreed that the EPWP was being implemented in their areas of operation (regions). This confirms that the programme is currently running throughout the province, which is in line with the requirements of the programme, as this is a nationwide programme implemented in all nine provinces.

Since the EPWP aims to benefit local community members, the study sought to establish whether or not the beneficiaries of the EPWP projects were local community members. It was confirmed that the beneficiaries were indeed local community members. This was substantiated by pointing out that the beneficiaries of EPWP project are identified through the community leadership and a Community liaison Officer CLO is appointed in such projects; and local people are employed in jobs requiring unskilled labour.

This is in compliance with the EPWP Guidelines and was further substantiated by the lists of the EPWP Defined Projects.

The majority (71.4%) of the respondents confirmed the availability of the lists of the EPWP Defined Projects in their areas of operation. This is significant, as it demonstrates proper record keeping which assists with reporting and, is in line with the M&E Framework (2005). Most of respondents (83.3%) believed that the process of selection of the EPWP beneficiaries was transparent and substantiated this with the following comments that % is done through project steering committees and the community participates in the selection process.+

All of the respondents agreed that there was compliance with the EPWP Guidelines and 57.1% indicated that there was full compliance, while 42.9% reported that there was partial compliance and elaborated as follows –some disabled people were not willing to participate in the programme.+

It was noted that although all of the respondents agreed that the programme was implemented properly, they raised the concern that although there were measures in place relating to monitoring to ensure compliance, contractors presented certain challenges.

Most of the respondents (42.9%) indicated that monitoring was done on a weekly basis, while 14.3% of the remaining respondents indicated that they monitored projects monthly and quarterly, respectively. The reason offered for non-compliance regarding monitoring was %Currently the section is understaffed.+

The abovementioned findings suggest the need to standardise the frequency of the EPWP project monitoring. The capacity issue raised as a challenge is noted and should be addressed.

All of the respondents confirmed that a monitoring tool was in place, which is in line with the M&E Framework (2005). Confirmation of the availability of the monitoring tool was substantiated by the following comments and, a copy was provided, which is attached as Annexure H:

- There is a site visit form that has to be filled in when visiting;
- EPWP tools are used; and
- I do not have a copy because I do not monitor profits as expected in terms of Work Plan Agreement.

However, the last point is cause for concern as it demonstrates non-compliance with the signed Work Plan Agreement in line with the EPMDS Framework (2007).

The majority of the respondents indicated that the community was not involved in the monitoring of the programme, which indicates that there is need to devise strategies to rectify the situation.

The study verified the number of officials trained on NQF 5 and 7 to ensure the effective application of LIC Methods in monitoring projects. Only 30 % of respondents were trained on NQF 5 and none on NQF 7. The remainder of the respondents responded negatively on both categories of training or did not respond at all. In line with the EPWP Guidelines, officials have to be trained on NQF 5 and 7 to ensure the effective application of LIC Methods in monitoring projects. A discrepancy is therefore identified in this regard and a turn-around strategy needs to be developed to ensure compliance with the requirements of the EPWP.

Since the EPWP project visits are important for monitoring purposes, this study ascertained whether or not EPWP officials from the regions and Head Office visit the projects. All of the respondents indicated that officials from the respective regions did project visits. In contrast, most of the respondents from the regional office (80.0%) indicated that Head Office staff did not visit projects for monitoring purposes. This represents a weakness in the EPWP monitoring process.

The study also verified whether the EPWP evaluation process takes place within the department or regions. The majority of the respondents (85.7%) confirmed that evaluation was done within the department. Since the involvement of the community in all management processes is crucial, the study examined such involvement in the evaluation of the EPWP projects. The majority of the respondents (83.4%) indicated that the community was not involved in the evaluation process, which raises concern.

It was notable that all of the respondents had agreed that performance management was undertaken and also confirmed that EPWP staff is managed in line with EPMDS. Most of the respondents confirmed that the community participated in the management of the EPWP. All of the respondents confirmed that the EPWP was being properly managed and they made the following recommendations, which are

in line with the departmental structure (District, Region and Head/ Provincial Office):

- District Office** - Placement of staff for monitoring, reporting and data capturing.
- Regional Office** - More staff needed for the implementation of special projects.
The geographic area for North Coast region is very broad and this impedes proper monitoring of projects
- Head Office** - A development officer should also be allocated per region in order to effectively manage that programme.
Consolidation of reports or information from regions to be submitted direct to the HOD.

The programme management strengths identified by the respondents included community development, support from management, clear communication, guidance and the fact that the programme was results-driven. However, lack of community consultation, the vacuum that exists in planning the EPWP projects, a lack of communication with regions on the collection of information and providing clear direction were noted as management weaknesses. Different views on *clear communication* and *guidance* (identified as management strengths) versus *lack of communication with regions regarding the collection of information* and *providing clear direction* (identified as management weaknesses) were noted.

Management ethics are important to ensure effective service delivery. The respondents identified capacity building, providing guidance to the regions and the reliability and management of finances in compliance with the PFMA as the management ethics that are required in the management of the EPWP.

The respondents made the following recommendations regarding the future management of the EPWP: training on LIC and Project Management; and employment of staff at District and Regional levels. It was also recommended that the Regions continue to collect information in the community and report this to the Head Office; and that the EPWP Regional Coordinator should be someone well-versed with the programme as a whole. Finally, it was pointed out that labourers are

only employed for four to eight months; it was recommended that the focus should shift from quantity to quality of work.

6.4.9 Correlation of demographic data for EPWP Operational staff

Correlation analysis was conducted to determine any relationships between the demographic variables and the EPWP Operational staff to find out the level and the direction of any relationships between the perception and expectation variables (Lind et al., 2001:457-460). Table 6.5 shows that the only significant relationship is between the age and level of education of the respondents.

Table 6.5 Correlation between the demographic variables of the EPWP Operational staff

		Gender	Age	Level of Education	Position
Gender	Pearson Correlation	1			
	Sig. (2-tailed)				
	N	7			
Age	Pearson Correlation	-.400	1		
	Sig. (2-tailed)	.374			
	N	7	7		
Level of Education	Pearson Correlation	.400	-.300	1	
	Sig. (2-tailed)	.374	.513		
	N	7	7	7	
Position	Pearson Correlation	.400	-1.000**	.300	1
	Sig. (2-tailed)	.374	.000	.513	
	N	7	7	7	7

** . Correlation is significant at the 0.01 level (2-tailed).

Table 6.5 shows that there is an inverse relationship between age and position at the 0.01 level of significance. One would expect older respondents to hold higher positions, but younger, educated people are now entering management.

Table 6.6 depicts the correlation between the management and staff regarding the evaluation process.

Table 6.6: Correlations for the EPWP evaluation process

		Is the EPWP being evaluated within the department/regions? (M)	Is the EPWP being evaluated within the department/regions? (S)
Spearman's rho	Is the EPWP being evaluated within the department/regions?	Correlation Coefficient	1.000
		Sig. (2-tailed)	.
		N	8
	Is the EPWP being evaluated within the department/regions?	Correlation Coefficient	1.000**
	Sig. (2-tailed)	.	1.000
	N	7	7

** . Correlation is significant at the 0.01 level (2-tailed).

There is a perfect negative correlation between the management and staff regarding the evaluation process which implies that the EPWP management and Operational staff have diametrically opposite views on this issue.

6.4.10 Summary of the findings with regard to the EPWP Operational staff

All of the respondents indicated that they had a full understanding of the objectives of the EPWP. This is notable, since Thwala (2011) emphasises that the objectives of the project must be made known to all project personnel and managers, at every level of the organisation.

It was confirmed that the EPWP Beneficiaries were consulted, the customer expectations were identified and these expectations were confirmed to have been met; however some challenges were revealed with regard to the salary rates, the extent to which expectations are met and staff capacity.

The EPWP had a positive impact on poverty alleviation, job creation, rural development and Operation Sukuma Sakhe. However, only a partial impact was noted in terms of rural development.

The departmental achievements identified were found to be in line with the objectives of the programme (EPWP Logical Framework, 2004). However; some of the departmental challenges noted have a serious impact on service delivery.

It was confirmed that the EPWP was integrated with other stakeholders and that it is sustainable provided an Exit Strategy is put in place and long-term or permanent jobs are created.

Compliance with the PFMA, Treasury Regulations and the DORA was confirmed. However, limited funding was identified as a major challenge. It was revealed that the EPWP Guidelines were being used and the operational staff had been trained on these guidelines. The improvement in the availability of the EPWP Operational Plans for each financial year was noted. However, the implementation process needs to be properly managed to ensure compliance with the EPWP Guidelines.

It was confirmed that the EPWP Beneficiaries were local community members and that the EPWP Beneficiaries were jointly identified by the department and the community. However, the uncertainty and non-involvement of the community in the EPWP planning, monitoring, and evaluation processes were noted.

It was confirmed that the EPWP is being properly implemented throughout the KZN Province in line with the requirements of the programme, as this is a nationwide programme implemented in all nine provinces. However, partial compliance with the EPWP Guidelines is cause for concern, as compliance is mandatory.

Inefficiencies during the monitoring process and the frequency of monitoring caused by capacity issues were noted. It was further confirmed that programme evaluation was undertaken; however, inconsistencies in the frequency of this process was discovered and non-compliance with the EPWP Guidelines in terms of the provision of NQF 5 and 7 training was of concern.

6.5 Responses from the EPWP Beneficiaries

The sample of beneficiaries comprised 80. These beneficiaries were from the four regions (North Coast, eThekweni, Midlands and Southern regions) of the Department of Public Works and hence represented all EPWP-defined projects within the Department of Public Works in the KZN Province. In the Midlands Region one project's employees were on strike at the time of the study. The response rate was 90%.

6.5.1 Demographic details

Three-quarters of the sample consisted of males (75.5%), with the majority (40.3%) being between the ages of 20 and 30 years. The high percentage of youth is significant since the EPWP target is at least 40% women, 30% youth and 2% people with disabilities (NDPW Third Quarter Report, 2007: 3).

A small percentage (4.2%) of the beneficiaries had post-school qualifications or had never been to school. The majority (40.6%) of the respondents had not completed high school and only 30.8% had passed matric. The fact that almost half of the respondents had either never attended school or only completed primary school was considered and the questionnaire for this category of respondents was therefore translated into isiZulu (see Annexure E). The different educational levels of the EPWP beneficiaries confirm that all types of communities benefit from the programme.

All (100%) of the respondents confirmed that they were members of EPWP projects at different levels, which is in line with the target group for this study.

Table 6.7 presents information about the projects undertaken by the respondents.

Table 6.7: Name of the EPWP projects and observation during data collection

(Photos of projects attached as annexure G)

Name of the Region	Name of the project	General observation on each project
eThekweni Region	Gcinimfundo School	<ul style="list-style-type: none"> • The project did not comply with EPWP requirements in terms of the percentage of women beneficiaries and full protective clothing. • There was a barrier between project management and employees. • The employees could not provide the name of the region where the project is based as they could not differentiate between province, region and district. The same observation was noted on role clarification responses which applied to both foreman and the beneficiaries.
	Prince Mshiyeni Hospital	<ul style="list-style-type: none"> • The project did not comply with EPWP requirements in terms of the percentage of women beneficiaries and full protective clothing. • There was a barrier between project management and employees. • The employees and foreman could not provide the name of the region where the project is based as they could not differentiate between province, region and district. The same observation was noted on role clarification responses.
Southern Region	Margate Middle School	<ul style="list-style-type: none"> • The project did not comply with EPWP requirements in terms of the percentage of women beneficiaries and full protective clothing. • The employees and foreman could not provide the name of the region where the project is based as they could not differentiate between province, region and district. The same observation was noted on role clarification responses.
	Sisonke District: Office of Public Works	<ul style="list-style-type: none"> • The project did not comply with EPWP requirements in terms of the percentage of women beneficiaries and full protective clothing. • There was a barrier between project management and employees. • The employees could not provide the name of the region where the project is based as they could not differentiate between province, region and district. The same observation was noted on role clarification responses. • The foreman was not cooperative and indicated that he was too busy to participate in the research study.

North Coast Region	Ngwelazane Hospital	<ul style="list-style-type: none"> • The project did not comply with EPWP requirements in terms of the percentage of women beneficiaries (no woman at =0%). • The employees and foreman could not provide the name of the region where the project is based as they could not differentiate between province, region and district. The same observation was noted on role clarification responses.
	NPA Hospital	<ul style="list-style-type: none"> • The project did not comply with EPWP requirements in terms of the percentage of women beneficiaries and full protective clothing. • There was a barrier between project management and employees. • The employees could not provide the name of the region where the project is based as they could not differentiate between province, region and district. The same observation was noted on role clarification responses. • The foreman was not cooperative and he appeared to be having challenges with the departmental staff.
Midlands Region	Mzila School	<ul style="list-style-type: none"> • The project did not comply with EPWP requirements in terms of the percentage of women beneficiaries and full protective clothing. • There were few employees on site. • The foreman could not provide some basic information such as a list of all project beneficiaries with personal information. • The employees and foreman could not provide the name of the region where the project is based as they could not differentiate between province, region and district. The same observation was noted on role clarification responses.
	Dundee Office	<ul style="list-style-type: none"> • The project's beneficiaries/employees were on strike at the time of the study (the reasons for the strike are detailed in the Minutes attached as Annexure M).

The majority (77.5%) of the respondents labelled their areas as urban, whilst the remainder (22.5%) labelled them as rural. This confirms the responses of the Foremen thus; the proposal made is validated, as poverty is concentrated in the rural areas (Provincial Growth and Development Strategy, 2011:109).

6.5.2 Knowledge and understanding of the EPWP

A little more than a quarter of the respondents (28.2%) indicated that they did not fully understand the EPWP and more than half of these respondents (57.9%) indicated that they had a full understanding of the programme and specified its objectives as follows:

- To assist children and increase education level;
- Development of the emerging entrepreneur, poverty alleviation and job creation;
- To represent local people employed in the project;
- To empower people by furthering their studies to support their families;
- To assist the community and direct them on how to do the job - skills development; and
- This programme is meant to assist families in need of help through creating job opportunities.

It is clear that some of the respondents did not have a good understanding of the objectives of the EPWP stipulated in the EPWP Logical Framework (2004).

Each staff category has a role to play in the management of the EPWP in line with the KZN Department of Public Works structure. The respondents provided their understanding of the role of each category (District, Regional and Provincial) in the implementation and management of the EPWP. The role of the **District Office** is skilling to workers to ensure that their families are taken care of; creating job opportunities for the unemployed and Black workers within the local area; ensuring compliance with safety procedures; promotion of workers' rights; ensuring that everyone benefits from governmental programmes; assisting the poor and disabled and understanding their needs; addressing challenges within the project reported by project members; developing workers' skills and monitoring the way employees are treated; and building offices in the area.

The role of the **Regional Office** was understood as ensuring that communities are treated fairly; ensuring that rules are obeyed and that safety is maintained; training for different jobs; monitoring progress and promoting workers' rights; empowering the disadvantaged in order to satisfy needs; ensuring the fair distribution of job

opportunities and a neat working environment; and ensuring that people are working as expected and that procedures are followed.

The role of the **Provincial/Head Office** was understood to include cooperation with councillors and communities; cascading information and activities to lower levels; identifying Public Works management and contractors; job creation; development of the districts; developing workers' skills and ensuring their safety; ensuring that people are working as expected and that procedures are followed; and improving service delivery in the province.

Some of the respondents were unsure of the roles of the different offices. They indicated that *during the visits, only the foremen are addressed and not the employees, no meetings are held for employees by upper management.* Areas of uncertainty and duplication are noted, and these raise the need for role clarification.

6.5.3 Customers' expectations

The respondents' expectations included earning a salary, training and qualification in line with the training received, skills improvement, getting tenders, acquiring skills in order to be self-employed, community development, job creation, poverty alleviation, fair treatment as a worker and courtesy (free from intimidation), receiving the EPWP related information, protective clothing to be provided, compliance with all aspects of the programme, advocacy on women's rights, improvement of place to stay and resources, safe working environment and promotion opportunities (to become a foreman).

The majority of the respondents indicated that their expectations were not being met. Those respondents who answered in the affirmative indicated that their expectations were partially met as their needs exceed the income received; their salaries are not paid on time; when salary issues are raised they are threatened with dismissal; and grievances are not forwarded to the relevant people. Furthermore, the working conditions on the projects suggest that the respondents are not respected and recognised by the employer. No protective clothing or uniform is provided and workers have to buy protective clothing from the employer; individual contracts are either not signed, or workers sign them without understanding the contents; there is

insufficient equipment and tools are sold to workers; there is no medical aid or provident fund; safety is not assured; and work opportunities are given to people in high positions. The respondents further elaborated on empowerment-related issues and pointed out that there was limited information sharing; no development in the rural areas; few local people were employed; and more training and skills development was required.

In line with the above, the respondents recommended that job opportunities should be created; training and skills should be provided; and skilled workers from local communities should be hired. They also indicated that a more conducive working environment was needed. The last recommendation is significant, as some of the respondents declined to comment because they are dissatisfied with their working conditions. Issues that require attention include the provision of protective clothing; the creation of a respectful environment free from threats and intimidation; the need to stipulate the period of employment at the outset and the need to be able to speak confidentially without the presence of the employers. Finally, the respondents recommended that government should develop rural areas, not only urban areas.

The study took cognizance of the afore-mentioned recommendations, although some of the respondents could not comment due to the level of job dissatisfaction.

6.5.4 Impact of the EPWP on poverty alleviation

All of the respondents indicated that they had benefitted from the programme and added that even though it is a small amount, at least they receive a salary every month that enables them to provide for some of their families' needs, including education. However, it was noted that the salary given per day is too little compared to the expenses. They have also learnt bricklaying and other skills.

Nearly nine out of 10 respondents believed that poverty has been alleviated because of the EPWP, and this was substantiated by the following comments:

- We are able to feed our children with the little money we get;
- It helps us to survive when we are given these job opportunities - reduces poverty;

- %do earn money although it is little+;
- %Youth in the community are able to support themselves and do not have to rely on government grants+;
- %We are able to voice our concerns+;
- %Reduced crime+;
- %Getting a salary to feed the family+;
- %Gaining experience and improving standard of living+; and
- %Start my own business.+

The respondent (10.6%) who disagreed that the programme had impacted on poverty alleviation commented+ %It's my first time under this programme.+ This indicates that the recruitment process was still open to new project members; hence the newly-employed employee could not comment on the impact of the programme.

Almost all of the respondents indicated that job opportunities had been created. Table 6.8 reflects the recruitment methods used to select EPWP Beneficiaries. This is in line with the responses of the foremen; the lack of a standardised recruitment methods and non-compliance with the EPWP Guidelines are identified as inefficiencies.

Table 6.8: Recruitment methods used by the EPWP projects

• I was informed that there is a project to be initiated and therefore came in search of employment
• People knew me as a bricklayer and I was looking for a job so I was chosen
• I stood at the gate and was chosen
• Telephonically
• Village leader and Member of the Department
• The Department and the community worked together
• I registered and demonstrated my skills and then got a job
• Local council
• I visited the offices
• From people working in the project
• Contractors
• Councillor
• Ward committee member
• Went to collect medication and asked for a job
• Foreman
• Volunteered
• Interviewed through application
• Came as a company member from a construction company from another site
• I was elected by the community and Municipality
• Recruited through CLO
• Just came looking for a job and was chosen
• Foreman
• Registered my name with the ward councillor

The responses regarding the duration of employment of EPWP Beneficiaries indicated that the smallest percentage (11.1%) of respondents reflected the longest term of employment. This concurs with the responses of the Foremen, EPWP Management, and Operational staff.

The majority of the respondents (90%) indicated that they did not have other sources of income, which confirms full dependency on the EPWP and the level of its impact. This validates the need for an approved exit strategy; it was noted in the responses from the EPWP Management and Operational staff that such a strategy is not available. An approved EPWP Exit Strategy will help to ensure the sustainability of the programme and to provide long-term job opportunities and incomes.

Rural development is one of the growth and development strategies for the second economy (MTSF, 2005). Ninety percent (90%) of the respondents believed that the EPWP had had a positive impact on rural development. Clinics, schools, hospitals and roads have been built. Children will be able to attend school nearer to their residential area and learn in proper classrooms, rather than shacks. Schools represent development, as do the installation of electricity and water tanks. The hospital has been extended to accommodate more community members closer to their homes. Pregnant women will have a decent place to give birth. Jobs have been created for community members, including local hawkers, improving their ability to provide for some of their families needs and alleviate poverty. The EPWP has also led to a reduction in crime.

6.5.5 Training received

The study examined whether or not the beneficiaries received training and the qualifications gained. Two-thirds of the respondents indicated that they did not receive any training, nor had they improved their qualifications since joining the EPWP. Only 32.4% of the respondents confirmed that they received training; 57.5% of these respondents indicated that the training helped them gain experience which can be included in their CVs. Skills acquired include driving a Bob Cat; rudimentary first aid, brick laying, mixing cement, sifting, doing concrete levels, fork lifting, operating a hyster, electrical work, scaffolding and health and safety. Furthermore, the respondents pointed out that they have acquired skills that will promote personal development such as looking for new employment and building houses, helping those with minor injuries and networking. Some have been appointed as First Aid personnel by the projects.

It was noted, however, that some of the respondents clearly indicated that such skills were learnt from fellow workers on the job, as no formal training was provided.

6.5.6 Management of the EPWP

The majority (73.1%) of the respondents agreed that the community was involved in the project planning process and 63.2% confirmed that the local leadership participated. The study also examined the joint selection process for EPWP beneficiaries by local leadership and EPWP departmental staff. In some instances,

respondents indicated that only the department was involved (10.1%), while in others (29%), only the community took part. A minority (one-fifth), of the respondents reported that beneficiaries were jointly selected. This is cause for concern, as the responses from the Foremen, EPWP Management and Operational Staff confirmed a joint selection process. The largest (40.6%) grouping of 'Other' is explained below.

Some of the respondents learnt about the project from the School Governing Body, while others were referred to the foremen by the village leader. Some registered because they have the requisite experience and knowledge, while others were recruited by community members. The remainder were either recruited by the local leadership and ward councillors or brought in by the contractor. It was interesting that some of the respondents indicated that they came to the area to search for jobs and thereafter decided to stay there so as to benefit from the EPWP.

More than three-quarters of the respondents (77.1%) indicated that they were community members and substantiated this by pointing out that the project only employed people from the area and that those that are from outside the area are skilled workers. They indicated that they needed to produce a letter from the local council confirming that they were local residents.

The majority (70.6%) of the respondents confirmed that the selection process was transparent as all villages were represented, females were also employed and people queued at the gate and were chosen according to the number required. The criteria for selection were poor people with nobody else employed in the household and parents whose children were registered at the school that was being built. However, it was noted that some of the respondents were uncertain on this issue, as they were recruited by either a foreman or councillor without specific terms of employment; thus they did not know how long they would be employed.

Nearly two-thirds of the respondents agreed that a Project Steering Committee did exist. The remaining respondents were uncertain whether it did or not, while others confirmed its non-existence. The non-existence of a PSC is cause for concern.

It was determined that nearly three-quarters (73.8%) of the respondents indicated that personnel from the District office did not visit the projects. The 26.2% of the respondents that confirmed that District office personnel visited the projects could not say whether they did so, on a regular basis. The respondents indicated that they could not differentiate between District, Region and Head office and the projects are in any event hardly visited by the officials. They further expressed that nobody notifies them of the occasional visits by the department, and during the visits no one comes to the project beneficiaries, thus they were not able to differentiate the levels.

The above statements clearly indicate uncertainty in terms of the departmental structure and channels of communication. This confirms the lack of communication and non-compliance with *Batho Pele* Principles.

The majority of the respondents expressed their dissatisfaction with the infrequency of visits and recommended that the visits be conducted on a daily, weekly, fortnightly and monthly basis.

Almost all respondents indicated that Regional Office staff had not visited them, and they recommended that the frequency of visits should be once a month, twice a month, once a week or twice a week.

More than half of the respondents also indicated that they were not visited by Head Office staff and commented that such visits would enable contract-related challenges to be addressed and the exchange of information. They recommended that such visits take place once or twice a month.

Only 26.4% of the respondents confirmed that the local leadership was involved in the management of the EPWP projects. The majority (68%) either disagreed (11.1%) or were unsure (56.9%), which raises concerns in terms of information sharing especially with reference to the *Batho Pele* Principles. The study further notes different opinions in this regard, as the departmental officials (EPWP Management and Operational Staff) confirmed community participation in the management of the EPWP. This reflects a transparency gap and infringes on the constitutional rights of the community members.

Only 23.6% of the respondents felt that the programme was well managed, and the majority (71.6%) of the respondents with different views elaborated and made recommendations in line with the departmental structure.

Recommendations related to the District Office included regular visits (four times a month) to address challenges and monitor progress; engagement of the EPWP beneficiaries; an investigation into the standard rates (salaries) *versus* what beneficiaries are being paid; timeous payment of salaries; salary increments; supervisors must respect workers; and ensuring that there is no corruption, that overtime is paid and that no deductions are made for uniforms.

Recommendations related to the Regional Office included bi-monthly visits; addressing worker grievances; ensuring that there are no deductions for uniforms and that workers are paid in full for the hours worked; and consultation with workers during project visits.

Recommendations related to the Provincial/Head Office included monthly visits; that Head Office should monitor salary payments; and that salaries should be increased and lunch breaks extended. The beneficiaries also recommended that processes be timeously implemented to ensure customer care and courtesy; there should be consultation between the department and workers; and the department should visit workers and not only supervisors.

The following strengths and weakness were identified by the EPWP Beneficiaries in the management of the EPWP projects:

Strengths: The identified strengths include progress made and site visits conducted, hiring of local employees, on-the-job skills training, partnerships, job opportunities and poverty alleviation.

Weaknesses: In view of the above, the EPWP management weaknesses comprised of lack of communication and updates. As one respondent stated, *there must be communication if there are visitors and we must be informed about the progress within the*

company.+ Others noted that when management visited the project sites, they did not identify themselves or engage with the employees, resulting in challenges not being tabled. Long hours of work for low salaries, the lack of formal, signed contracts or unclear contracts, an untidy and unsafe work environment with no clean area provided to eat, the failure to provide protective clothing, a lack of skills development, the short term nature of employment, non-payment for overtime worked and failure to record overtime, favouritism, unethical and emotional employers (very short tempered+), unfair dismissals and the occasional shortage of building materials that brings work to a standstill were also identified as weaknesses. The respondents noted that employees are afraid that they will lose their jobs: %~~to~~ we complain we are reminded that we wanted to work.+

Recommendations for future management of EPWP projects

In view of the afore-mentioned weaknesses related to the EPWP, the respondents recommended regular site visits and meetings between supervisors and workers. They noted that supervisors should respect workers and their rights in line with the South African Constitution (1996), hence a recommendation to establish a workers' committee to represent employees.

The respondents made recommendations relating to empowerment, including training and skills development with certification, and providing workers with testimonials when the job is finished.

It was also recommended that free protective clothing be provided; clear and specific contracts should be signed with workers; overtime should be voluntary, properly monitored and timeously paid for, and that hours of work be commensurate with salaries. In essence, these recommendations relate to compliance with the EPWP guidelines.

The respondents expressed the need to increase both the number of jobs created as well as salaries and ensure timeous salary payment. They also endorsed that the department should focus on rural development.

6.5.7 Relationship between the EPWP Management and EPWP Beneficiaries

Table 6.9 indicates the correlation between the EPWP Managers and Beneficiaries in relation to meeting customer expectations.

Table 6.9: Correlations for customer expectations

			Have EPWP beneficiaries been consulted on their expectations of the Programme? (M)	Have EPWP beneficiaries in your area of operation been consulted on their expectations of the Programme? (S)	What is your understanding of the expectations of the EPWP beneficiaries? (F)	Do you think the above listed expectations are met? (B)
Spearman's rho	Have EPWP beneficiaries been consulted on their expectations of the Programme?	Correlation Coefficient Sig. (2-tailed) N	1.000 . 8			
	Have EPWP beneficiaries in your area of operation been consulted on their expectations of the Programme?	Correlation Coefficient Sig. (2-tailed) N	-.200 .704 6	1.000 . 7		
	What is your understanding of the expectations of the EPWP beneficiaries?	Correlation Coefficient Sig. (2-tailed) N	. . 3	-.707 .293 4	1.000 . 4	
	Do you think the above listed expectations are met?	Correlation Coefficient Sig. (2-tailed) N	-.745* .034 8	.400 .374 7	. . 4	1.000 . 69

*. Correlation is significant at the 0.05 level (2-tailed).

The correlation value between the EPWP Managers and Beneficiaries is -0.745, which was found to be significant at the 0.05 level of significance. The aforementioned implies that there is a strong inverse relationship between the opinions of the EPWP Managers and the beneficiaries with respect to *Do you think the above listed expectations are met?* It further implies that whilst the EPWP Managers believe that these may have been met, beneficiaries strongly disagreed.

Tables 6.10 to 6.12 indicate the relationship between transparency and the selection process of the EPWP Beneficiaries. Table 6.10 indicates the frequency distribution and shows that 70% (47/67) of the respondents agreed that the selection process was transparent. The ratio of the department that was identified is approximately 3:1:2 with respect to a community leader, DPW and a combination of the two.

Table 6.10: Frequency distribution for a transparent selection process for the EPWP Beneficiaries.

Count	You were jointly (department and community) identified as a beneficiary of this project				Total
	Community Leadership	Department of Public Works	Both Community Leadership and Department of Public Works	Other	
Strongly Agree	12	2	4	8	26
Agree	5	4	6	6	21
Undecided	3	0	4	3	10
Disagree	0	1	0	0	1
Strongly Disagree	0	0	0	9	9
Total	20	7	14	26	67

Table 6.11 below indicates whether the relationship between the above variables (transparency and the selection process of the EPWP Beneficiaries) was significant.

Table 6.11: Chi-square results for a transparent selection process for the EPWP Beneficiaries

	Value	Df	Asymp. Sig. (2-sided)
Pearson Chi-Square	31.972 ^a	12	.001
Likelihood Ratio	30.932	12	.002
Linear-by-Linear Association	10.169	1	.001
N of Valid Cases	67		

a. 15 cells (75.0%) have expected count less than 5. The minimum expected count is .10.

Since the p-value (0.001) is less than the level of significance of 0.05, this implies that there is a significant relationship between transparency and the selection process of the EPWP Beneficiaries.

Table 6.12: Correlation between a transparent selection process for the EPWP Beneficiaries and joint selection

	Value	Asymp. Std. Error ^a	Approx. T ^b	Approx. Sig. ^c
Interval by Interval Pearson's R	.393	.093	3.441	.001 ^c
Ordinal by Ordinal Spearman Correlation	.338	.116	2.899	.005 ^c
N of Valid Cases	67			

a. Not assuming the null hypothesis.

b. Using the asymptotic standard error assuming the null hypothesis.

c. Based on normal approximation.

The correlation coefficient indicates that there is a positive, proportional relationship between the variables (+0.393). This confirms a correlation between transparency and joint selection. Involvement and participation of the communities in the EPWP planning process and selection of EPWP Beneficiaries is paramount to ensure transparency in service delivery in line with the *Batho Pele* Principles.

6.5.8 Summary of the findings with regard to the EPWP Beneficiaries

Customers' expectations were found to be in line with the objectives of the programme stipulated in the EPWP Logical Framework (2004). However, women's rights, housing upgrades, additional resources, and promotion opportunities (to become foremen) were identified as additional expectations. Furthermore, it was confirmed that the EPWP beneficiaries' expectations were not met. This defeats the purpose of the programme and the consultation process undertaken by departmental officials noted in the responses from the EPWP Management and Operational Staff.

Challenges identified were the terms of employment, working conditions, lack of resources to deliver services and customer care, management inefficiencies and non-compliance with the EPWP Guidelines.

It was revealed that the EPWP Beneficiaries had benefited from the programme and poverty alleviation, job creation and the impact on rural development was confirmed. However, dissatisfaction was expressed regarding the salaries offered, since the expenses of the beneficiaries exceed their income.

Furthermore, inconsistent recruitment methods, non-compliance with the EPWP Guidelines and full dependence on the EPWP were also confirmed.

In addition, it was revealed that the programme had not had any positive impact in terms of skills development as the beneficiaries had not received any training.

It was confirmed that the community was involved in the project planning process and that the local leadership participated. However, inefficiency was noted in the joint selection process for the EPWP Beneficiaries, as they were selected either by the departmental staff or local leadership and EPWP departmental staff.

It was noted that the local leadership was not involved in the management of the EPWP projects, which raises concerns in terms of information sharing, especially with reference to the *Batho Pele* Principles.

In terms of project monitoring it was revealed that the projects were not visited by Provincial, Regional and District Offices. Furthermore, the respondents expressed uncertainty about the departmental structure and channels of communication; there is thus a need to empower EPWP beneficiaries to enable them to independently communicate EPWP-related issues to the relevant structures in line with their rights enshrined in the South African Constitution as well as the *Batho Pele* Principles.

It was further confirmed that the EPWP was not properly managed; recommendations were made to improve project planning, monitoring, customer care and working conditions in line with the departmental structure. On-the-job skills training, development partnerships, job opportunities for local community members, and poverty alleviation were identified as EPWP management strengths. However, the lack of regular communication and updates; long hours and low salaries; compulsory overtime and non-payment for overtime worked; the short term nature of employment; an unpleasant work environment and working conditions; the lack of skills development; favouritism; unethical employers; abuse of power; unfair dismissals; unclear or no formal contracts signed and unpleasant supervisors were identified as EPWP management weaknesses.

6.6 Conclusion

This chapter presented the findings of the study. Qualitative and quantitative analysis results were presented under the relevant themes of the study, which covered:

- Demographic details of the respondents;
- Customer Expectations;
- EPWP Impact;
- Training Received;
- Capacity to Manage the EPWP; and
- EPWP Management.

In the next chapter, the recommendations of the study will be presented in line with its objectives.

Chapter 7

Discussion of findings, recommendations and conclusions

7.1 Introduction

Chapter one presented an overview of the study and dealt with the technical aspects of the study. Chapter two conceptualized the EPWP within the Public Administration discipline. It reiterated that Public Administration should serve the public and that South African society should benefit from government initiatives and programmes, particularly from the EPWP. Chapter 3 discussed the implementation of the EPWP in KwaZulu-Natal. It highlighted the management processes and the extent to which the community is involved in the programmes. Chapter 4 dealt with Public Works Programmes in the broader sense. It focused on national and international perspectives and possible lessons that South Africa and in particular KwaZulu-Natal can learn from these experiences. Chapter 5 focused on the research design, methodology and data collection. Chapter 6 analysed the case study, KwaZulu-Natal Province. It analysed the data collected from primary sources (questionnaires) in relation to the literature.

This final chapter discusses the findings of the study and presents conclusions and recommendations in line with the objectives of the study.

7.2 Discussion of findings

The findings are reported based on the responses provided by the Foremen of the EPWP projects, the EPWP Management, the EPWP Operational Team; and the EPWP Beneficiaries.

7.2.1 Demographic details

Regarding the **demographic details of the respondents**, it was revealed that some of the EPWP Beneficiaries had completed matric and tertiary education, which illustrates the varied educational levels of the beneficiaries. However, male domination is evident among the EPWP Beneficiaries, Foremen, Management and Operational Staff. Thus, the department needs to remedy this situation in line with the Employment Equity Act (No. 55 of 1995). Furthermore, since most beneficiaries identified themselves as coming from urban areas, this suggests a need to focus on

rural development in line with the growth and development strategies for the second economy (MTSF, 2005).

The EPWP targets youth, women and people living with disabilities (Code of Good Practice, 2002). It is evident that the youth are benefiting from the programme and this is marked as an achievement or positive impact of the EPWP, since this category of beneficiaries is high on the government's agenda. However, it was ascertained that there are few women and disabled persons participating in the programme, and in some instances, they were not represented at all. The Department needs to address this deficiency in order to comply with the requirements of the programme.

7.2.2 Customer expectations

In terms of **Customer expectations**, both the EPWP Management and Operational Staff confirmed that the EPWP Beneficiaries were consulted in order to determine their expectations of the EPWP, which is in line with the *Batho Pele* Principles outlined in the Batho Pele White Paper (1997). However, it became evident that consultation took place late in the project's life cycle; this suggests that the beneficiaries do not provide inputs during the planning phase (needs analysis) and, thus that their needs are not taken into consideration. The nature of the project to be provided in an area is therefore determined by the authorities (the department), rather than the local communities. It therefore seems that this (EPWP) national programme which is being cascaded using a top-down approach without consulting the direct beneficiaries, which suggests a one-size-fits-all or blanket poverty alleviation intervention which is not aligned to individual communities' needs. This violates the Batho Pele White Paper (1997) which emphasises consultation with citizens.

The findings further revealed inefficiencies due to capacity issues (the number of projects versus the number of EPWP staff), insufficient time for consultation and non-compliance with the conditions of employment set down by the employer. This suggests the need to employ more EPWP staff in line with the number of projects and departmental structure and to ensure the proper management thereof. This would assist in addressing non-compliance issues, such as the lack of consultation

with the EPWP Beneficiaries, the failure to sign employment contracts, the infrequency of project visits at all levels and non-compliance with the EPWP Guidelines and DORA.

The EPWP Beneficiaries confirmed that their expectations had not been met. However, some of the expectations identified were not in line with the objectives of the programme, and were thus not catered for. Those expectations that were in line with the programme were not met due to the terms of employment, working conditions, lack of resources to deliver services and customer care and management inefficiencies. This was further aggravated by non-compliance with the EPWP Guidelines, as some of the issues raised are catered for in this document (EPWP Guidelines, 2005). Furthermore, the findings of the study revealed inefficiencies in terms of the EPWP Beneficiaries' understanding of the objectives of the EPWP which confirmed non-compliance with the Batho Pele White Paper (1997) and EPWP Guidelines (2005). This encouraged the formulation of expectations that are outside the scope of the EPWP.

Customer expectations included job creation and employment for the local community; community development; poverty alleviation; skills development, training and qualifications and quality service delivery. Expectations relating to working conditions included courteous treatment, an opportunity for beneficiaries to express their views; compliance with the EPWP safety and security measures; salary increases and timely payment; and formal contracts that the beneficiaries understand. Expectations related to social needs and personal development comprised improved housing; the provision of basic needs (resources); opportunities for promotion (to Foremen) and promoting women's rights.

The issue of unsatisfactory salaries was seriously noted since the EPWP Management reported that contractors are expected to use the municipality's area rates which are considered by the contractors as unaffordable, thus this issue was reported as a challenge.

To meet the EPWP Beneficiaries' expectations, it is important to address the identified gaps which include the employment contract; the provision of protective

clothing; working conditions and human resource-related matters on site; tools; staff shortages; channels of communication; support from departmental officials at different levels; confidentiality; beneficiaries' rights and *Batho Pele*-related deficiencies as well as short-term job-opportunities. It is however noted that the latter is one of the original objectives of the programme (<http://www.epwsp.co.za/mail.epwp/newsletter.htm>) which confirms the non-consultation of the communities prior to initiating government developmental programmes. It is therefore paramount for this programme to be intensified if the government intends to use it as a poverty alleviation strategy aimed at addressing unemployment (EPWP Incentive Grant Manual, 2011:10).

7.2.3 The impact of the EPWP

In terms of the **Impact of the EPWP**, the success of job creation programmes is conventionally measured in terms of their impact on the well-being of participants while they are enrolled in the programme, and/or after they have left the programme (McCord, 2007). Thus, assessing the impact of the programme on the EPWP Beneficiaries is one of the primary objectives of this study.

It is evident that the EPWP had a positive impact on poverty alleviation, job creation and rural development. This was confirmed at all levels, namely, the EPWP Management, the EPWP Operational Staff, the Foremen and the EPWP Beneficiaries. It is noted that the programme has gone beyond its initial objectives and impacted positively on the Provincial Premier's Programme, Operation Sukuma Sakhe in terms of poverty alleviation and job creation. The partial impact of the EPWP on rural development was also confirmed at most levels. This is worth noting as the KZN Province is roughly 21% of South Africa's total population (KZNDED, 2008), with almost half of its population living in rural areas (DSD Annual Report (2011/12)); thus the spatial distribution of services and programmes is important. This calls for the department to shift its focus to rural development in compliance with the Provincial Growth and Development Strategy (2011). It is further important to point out that the impact on job creation should be measured against quality, as Black (2004) asserted that access to quality employment is an essential way of achieving sustainable livelihoods, which in turn is a crucial means of reducing poverty.

Further to the above, although job opportunities have been created, it has been confirmed that these are of a short-term nature, with unstructured time frames. The employment contracts are not formalised, resulting in uncertainty among beneficiaries as to how long they will be employed. At the same time, they are wholly dependent on the income they receive from the EPWP. This suggests the need for proper management of the recruitment of EPWP Beneficiaries.

It was evident that the short term employment offered is in line with the GDS Agreement (2003) to provide poverty and income relief through temporary work for the unemployed to carry out socially-useful activities+ (NDPW Third Quarter Report, 2007:03). This suggests that there is a need to critique the original intentions of the programme and its intended impact. If the programme's impact is to be visible and significant, the programme needs to be modified. In this regard, the non-existence of an EPWP Exit Plan, which was confirmed at most levels has a serious, negative impact on the EPWP Beneficiaries. An Exit Strategy would help ensure the sustainability of the programme and the provision of long-term job opportunities as well as incomes.

7.2.4 Training received

In terms of the **training received**, the Code of Good Practice for Special Public Works Programmes (2002) stipulates that the EPWP Beneficiaries should receive training. However, the Foremen stated that they had never provided training to the EPWP Beneficiaries; this was also confirmed by the beneficiaries.

7.2.5 Capacity to manage the EPWP

In terms of the **capacity to manage the EPWP**; both the EPWP Management and Operational Staff confirmed that staff was not being effectively trained to manage the programme. It is important to note that extensive training is one of the main reasons for the success of the Public Works Programmes in Kenya and Botswana (Thwala, 2006), thus, staff training is important for efficient service delivery.

7.2.6 EPWP Management

In terms of **EPWP Management**, both EPWP Management and Operational staff confirmed that the Department of Public Works uses its Annual Operational Plan as

a guiding document for the implementation of any departmental programme each financial year. This is important, since such a plan not only provides the basis and justification for the annual operating budget request, but guides resource allocation in line with policy directives and strategic priorities linked to departmental goals, strategic objectives and measurable objectives of performance measures (Handbook on Performance Management and Development, 2000).

It was confirmed that the EPWP's Annual Operational Plans were in place (refer to Annexure J) and were used to guide the EPWP implementation process in line with the EPMDS Framework (2007). A trend analysis was conducted and the findings thereof are attached as Annexure I. It was confirmed that the EPWP's annual targets stipulated in the Operational Plan for the department were exceeded almost every year. These achievements were noted in the media and the evidence is attached (Annexure O). However, it was surprising to discover that some of the managers were not aware of the Annual Operational Plans, yet they are charged with compliance and accountability responsibilities (DPW Strategic Plan, 2010). This might be the possible cause of non-compliance during the monitoring and management processes.

Different opinions on the involvement of the community in the EPWP planning process revealed joint planning between the Foremen and the community which raised confusion in terms of how the process unfolded, as the departmental staff (EPWP Management and Operational Staff) are supposed to participate in the joint planning process. This deficiency symbolises *à*iloq planning, which violates the principles of co-operative government and inter-governmental relations (South African Constitution, 1996).

The EPWP is being implemented throughout the KZN Province in line with the mandate of the programme. All levels of respondents affirmed that the EPWP Beneficiaries are local community members, except in specialised areas, where the skills of outsiders are used with a view to transferring skills in order to build local capacity. It was confirmed that the EPWP beneficiaries were local community members, but that employees from outside the area were employed in specialised

jobs. This is in line with the EPWP Guidelines and the intention of the programme: local people were to be employed and at the same time would acquire basic training and skills+(EPWP Launch, 2004).

While the programme seems to be benefiting the targeted beneficiaries, there is no formal skills-training. The fact that there has been no improvement in their qualifications since joining the EPWP, defeats the good intentions of the programme, as the EPWP focuses on reducing unemployment by increasing economic growth by means of improving skills levels through education and training (www.kznworks.gov.za).

Diverse opinions were expressed on the selection of the beneficiaries. While the EPWP Management, Operational Staff and Foremen confirmed that there was a joint selection process (both departmental staff and local leadership/PSC), the EPWP Beneficiaries disagreed. The transparency of the selection process was also confirmed; however, it was noted that different recruitment methods were used during the selection process. This exposes the recruitment and selection process to bribery, nepotism, favoritism and other risks, leading to the fairness of the process being brought into question.

The EPWP projects were being monitored and, a monitoring tool was being used. However, non-compliance with the signed Work Plan Agreements during the monitoring process was cause for concern, as compliance with the EPMDS Framework (2007) is mandatory. Furthermore, inefficiencies were identified in the frequency of monitoring at all levels (Provincial, Regional and District Offices). The correlation of responses from the EPWP Management, Operational Staff and the beneficiaries on the issue of the project visits, confirmed that the District EPWP personnel did not visit the projects for monitoring purposes. This raises serious concerns as it is a deficiency at the local level where the EPWP is implemented and close project monitoring is supposed to take place. The failure to monitor the EPWP projects at a local level is a recipe for the failure of the programme due to the lack of necessary support and guidance and the poor management of the programme. The non-availability of staff at this level to conduct such visits was confirmed at all levels

(EPWP Management, Operational Staff, Foremen and beneficiaries) and, this has a negative impact on the future of this programme.

The EPWP Beneficiaries raised concerns that the EPWP officials only engage the management of a particular project e.g. site manager, foremen or the EPWP project management during site visits. They recommended that officials consult beneficiaries on a regular basis, as this will allow them to share any challenges. This is important as lack of precision about target groups and programming on the basis of inadequate information about beneficiary groups+ (Thwala, 2011:15) was identified as one of the short-comings in Africa. Based on the findings, the department should consider consulting the EPWP Beneficiaries during project visits. The visits should provide both emotional and social support to the beneficiaries. This is based on the Human Relations Theory (Hughes, 2003:29) which emphasises consideration of the social context at work rather than regarding the worker as an automaton that responds only to financial incentives.

It was further confirmed that programme evaluation was taking place; however, inconsistencies were discovered in terms of the frequency of the evaluation process, as this process is supposed to be undertaken at the same time of the year. The statistical tests depicted in Table 6.5 further verify such inconsistencies.

The People-Centred Development Approach emphasises public participation in decision-making, the implementation of development programmes and projects, the monitoring and evaluation of these programmes and projects; and sharing the benefits of development (Davids *et al.*, 2005) for sustainability purposes. In light of this, the non-involvement of the community in the EPWP monitoring and evaluation processes, and different opinions on the involvement of the local leadership in the management of the EPWP projects are cause for concern. The EPWP was pronounced by the former President, Thabo Mbeki, to be a comprehensive *inter-governmental* and *people-centered* programme and its success depends on strong partnerships between government, business and the community (EPWP Launch Speech, 2004). Community participation in all stages of the management of the EPWP is therefore mandatory. Community participation in all stages of project development is important in order to ensure community ownership and project

sustainability. The latter is a primary government objective that is likely to achieve the long term satisfaction of human needs and improvement in the quality of human life (Du Toit *et al.*, 1998:270).

In view of the above it is important to learn from the African countries such as, Morocco, Tunisia, Algeria, Mali, Ghana, and Kenya where Public Works Programmes are undertaken with the involvement of local communities for sustainability purposes.

The existence of a Project Steering Committee was confirmed at almost all levels (EPWP Management, Operational Staff and beneficiaries) which is an achievement as the establishment and existence of the PSC is mandated by the EPWP Guidelines (2005) to oversee the co-ordination of activities and the implementation of the EPWP (KZN Department of Transport, 2004). However, an anomaly was identified in the non-existence of an employee committee which is supposed to be responsible for the needs of the employees.

It discovered that EPWP staff was managed in line with EPMDS Framework (2007), which was perceived as an achievement, as this ensures full responsibility, accountability and staff development for each employee which, in turn, results in efficient service delivery. However, non-compliance with the signed Performance Agreements was of concern, since in government departments these are not signed for compliance purposes, but rather to ensure efficacy service delivery, development and proper management of personnel.

A serious shortcoming was that the beneficiaries of the EPWP maintained that the programme was not properly managed, citing the lack of regular communication, departmental visits and updates; long hours of work and low salaries; compulsory overtime and non-payment for overtime worked; short term employment, an unpleasant work environment and working conditions; lack of skills development, favouritism; unethical employers; abuse of power; unfair dismissals; unclear or no formal contracts; and unpleasant supervisors.

7.2.7 Achievements and challenges

A number of **achievements and challenges** were identified. In terms of the achievements, the departmental staff confirmed that the programme was achieving its goal, which was specified as ~~po~~poverty alleviation through job creation for local people+. However; some departmental challenges were identified, viz; the limited number of contractors attending training and skills development courses; consultants not fully committed to designing projects in compliance with the EPWP; skills training; the general labour construction rate and compliance with the LIC.

The availability of the necessary resources was perceived as a remarkable achievement. However, the EPWP funding was reported to be inadequate. In the same vein, the views of the departmental staff on compliance with the DORA showed some inconsistencies, as the EPWP Management confirmed non-compliance, yet the Operational Staff stated that they complied. This is a matter for serious concern, as non-compliance with the DORA is a violation of the EPWP Guidelines; compliance is compulsory for all Implementing Bodies (EPWP Guidelines, 2005).

The provision of adequate human resources is one of the cornerstones of efficient service delivery. It was evident that staff capacity was a challenge as staff shortages and vacant EPWP posts were confirmed. In the same vein, staff training was also noted as a deficiency.

It was apparent that there was no specific departmental EPWP policy or framework. The department uses the generic EPWP Guidelines which have been found to be cumbersome. Finally, it was noted that the EPWP Provincial coordination of the infrastructure sector was not in line with the EPWP institutional/coordination arrangements. This results in some inconsistencies as the coordination process is not aligned with other provinces.

7.3 Conclusions and recommendations

The study investigated the management of the EPWP within the Department of Public Works in KZN Province. The aim was to explore whether the management techniques or model employed were effective and appropriate and in accordance with the EPWP Guidelines. The following objectives (Table 7.1) and research questions were formulated in line with the aims.

Table 7.1: Research questions and objectives of the study

Objectives of the study	Research questions
<ul style="list-style-type: none">• To evaluate the management processes of the EPWP.• To explore the level of community participation and to identify customer expectations of the EPWP;• To evaluate the impact of the programme on poverty alleviation, unemployment and rural development;• To identify the departmental achievements in relation to the programme and challenges thereof; and• To develop an appropriate management model for the EPWP.	<ul style="list-style-type: none">• How is the EPWP managed within the Department of Public Works?• Are there any reporting, monitoring, and evaluation systems in place?• What are customer expectations of the EPWP?• To what extent does the community participate in the management thereof?• How has the programme impacted on poverty alleviation, unemployment and rural development?• What are the EPWP Departmental achievements since implementation and challenges thereof?• How are the beneficiaries of the programme identified?• Is an exit strategy in place to enhance the programme; and• Does the staff have sufficient capacity to deliver services?

This section provides a summary of conclusions and recommendations in line with the above study objectives.

7.3.1 Demographic details

Male domination is evident among the respondents and a weakness was detected in terms of the low number of women and disabled persons participating in the EPWP.

In some instances, they were not represented at all. It is therefore recommended that the department designs an EPWP communication and marketing strategy to recruit more women and people with disabilities in order to ensure compliance with the EPWP target groups.

7.3.2. EPWP management processes

This subsection scrutinises the EPWP management processes comprising the following processes of the programme: planning; monitoring; implementation; evaluation; and overall management. This is in line with the first objective of the study.

7.3.2.1 *The EPWP planning process*

It became evident that an Annual Operational Plan is used for planning purposes for each financial year. However, some of the managers were not privy to such plans thus, a recommendation to engage and capacitate the EPWP Management at all levels, to ensure a better understanding of the expectations of the programme, targets and time frames for delivery are in line with the plan and in place which are aligned to the EPWP Guidelines. Furthermore, it is recommended that:

- a) Each EPWP official (at all levels) is provided with a Provincial EPWP Operational Plan to ensure alignment of annual planning together with information dissemination.
- b) The EPWP Operational Plans be linked to the Annual Performance Agreements for each EPWP official for accountability purposes.

7.3.2.2 *Monitoring the EPWP*

It is apparent that monitoring of the EPWP does take place and, that a monitoring tool is in place. However, inefficiency in the frequency of project visits was identified. It is therefore recommended that the time frames for both the monitoring and evaluation processes be reviewed, and that these be documented for uniformity, structured processes and management purposes. The visits should furthermore incorporate integrated support, including emotional and social support, i.e. the EPWP beneficiaries should be fully consulted during project visits. Adopting such an

approach would enable beneficiaries' expectations to be met and communities' needs to be addressed.

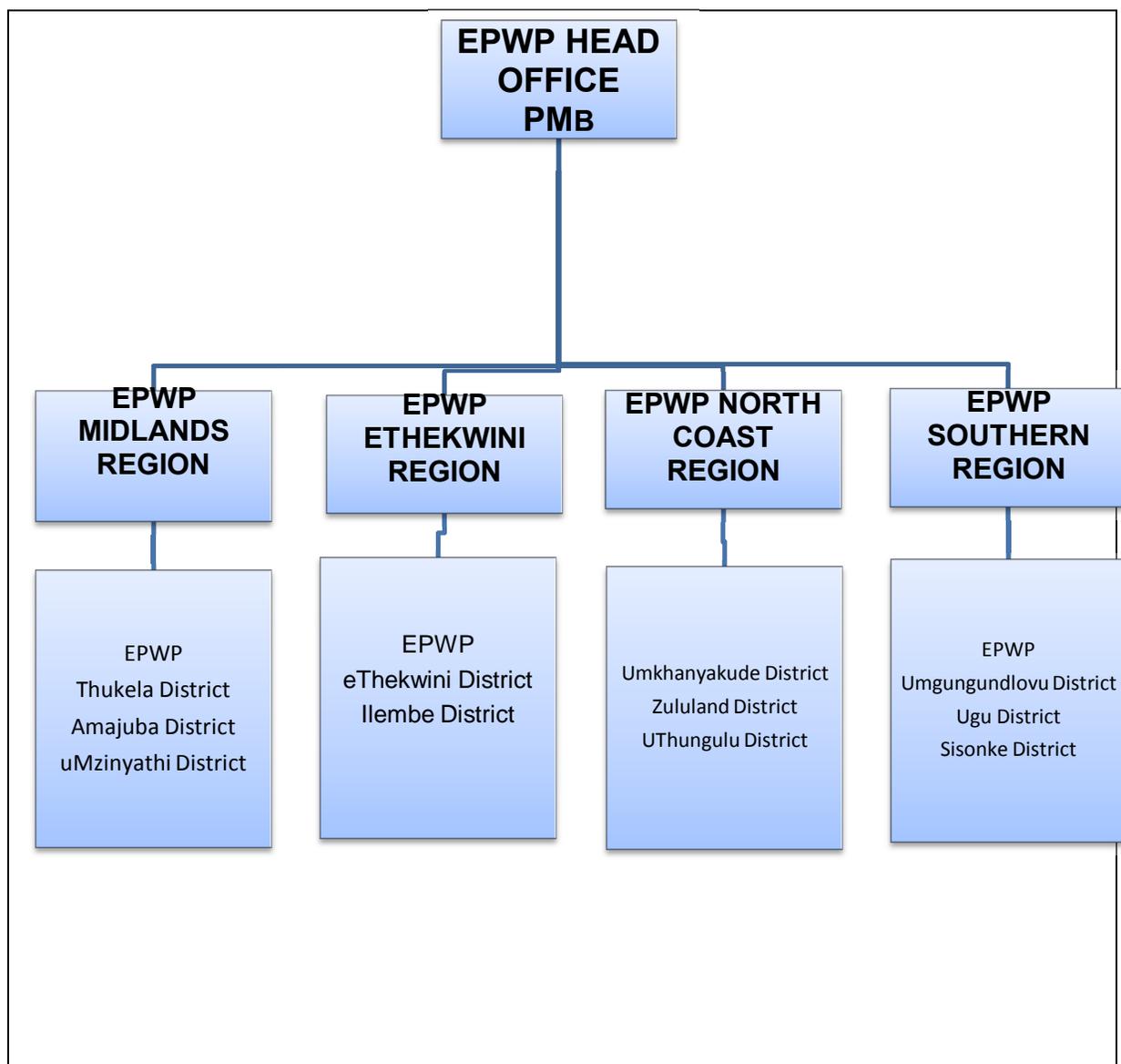
It was further evident that there were no EPWP staff at District level to fulfil the monitoring task, which also highlights a serious shortcoming, since monitoring is supposed to occur at all levels (District, Region and Head Office). To address the aforementioned weaknesses, a review of the EPWP structure is recommended, as well as the creation of the EPWP posts at the District level.

Furthermore, uncertainty in terms of the departmental structure and channels of communication was confirmed; thus the empowerment of the EPWP Beneficiaries to enable them to independently communicate the EPWP related issues to the relevant structures in line with their rights enshrined in the South African Constitution as well as the *Batho Pele* Principles is recommended.

7.3.2.3 *The implementation of the EPWP*

It was confirmed that the programme is implemented throughout the province. This is in line with the requirements of the programme, as this is a nationwide programme implemented in all nine provinces. It was also noted that the programme partially complies with the EPWP Guidelines due to capacity related issues, thus a recommendation for the EPWP structure to be in line with the three spheres of government and municipal demarcation (Provincial, Regional and District levels) to ensure integrated service delivery and improve compliance levels. Furthermore, each of the above levels should employ the EPWP officials for the proper implementation and management of the programme, in line with the EPWP Guidelines. The proposed structure is depicted in Figure 7.1.

Figure 7.1: Proposed EPWP structure



Source: Constructed by the researcher based on the DPW Annual Report (2011:06).

This structure is in line with the current KZN Department of Public Works structure. It is important to point out that the EPWP projects are situated in the districts; thus, each district needs to be allocated an official (the number of EPWP officials should be determined by the EPWP projects per district) responsible for EPWP projects for monitoring purposes.

7.3.2.4 Evaluation of the EPWP

The findings confirmed that the evaluation process was conducted within the department, though different time frames were noted. A clear time frame needs to be developed to ensure consistency and timeous evaluation. The non-participation by the local leadership or the community in the evaluation process was also a matter of concern.

7.3.2.5 Overall management of the EPWP

It was established that the EPWP staff were managed in line with EPMDs, though non-compliance with the signed performance agreements was of concern. It is therefore recommended that the implementation process of the signed performance agreements is closely monitored and reported on, on a quarterly basis (Quarterly Reviews Reports). In addition, the beneficiaries asserted that the EPWP was not properly managed and cited a number of weaknesses and shortcomings in the management of the programme. Thus; project planning; monitoring, customer care and working condition related recommendations were made in line with the departmental structure.

It was found that the provincial coordination of the infrastructure sector was not in line with the EPWP's national institutional/coordination arrangements. Alignment is imperative in order to ensure standardisation with other provinces. The EPWP is a political mandate and its success requires strong political support; it is therefore recommended that that the programme be linked to Operation Sukuma Sakhe, the KZN Premier's programme and form part of the Performance Contracts of the Political and Administrative Heads (Member of Executive Council and Head of Department).

7.3.3 Community participation and selection of EPWP Beneficiaries

It was clear that the beneficiaries of the on-going projects were local community members, except where specialised skills were required. Different recruitment methods were used during the selection process; thus it is recommended that standardised recruitment procedures are adopted in all the projects in line with Human Resource Management Procedures.

Different opinions on the involvement of the community in the EPWP planning process and selection of the EPWP Beneficiaries were noted, which is contrary to the principle that joint planning is vital for the success of any developmental programme. Thus, the department needs to strengthen the relationship with the local stakeholders and ensure integrated development planning.

The non-participation of the community during monitoring and evaluation was also identified as a weakness; hence it is recommended that the EPWP adopt an integrated approach where project management is undertaken in partnership with the local leadership to ensure that the most deserving community members are targeted in line with the community's needs. Community participation is crucial in ensuring sustainability.

It was established that the Project Steering Committee was in place; however the non-existence of a committee for the employees was confirmed and identified as an anomaly. Thus, it is recommended that this committee be established to look after the employees' needs and rights.

7.3.4 Customers' expectations:

Customers' expectations were identified as inefficiencies, including capacity issues (the number of projects versus the number of the EPWP staff), insufficient time to consult, and non-compliance with the conditions of employment laid down by the employer, unsatisfactory salaries, etc. need to be addressed. Thus, it is recommended that an investigation of the salary rates paid to the beneficiaries be conducted and, more EPWP staff be employed in line with the number of projects and departmental structure to ensure proper management and capacity building of staff. This will assist in redressing non-compliance issues.

It was further established that the EPWP Beneficiaries were not clear on the objectives of the EPWP; hence workshops in this regard are recommended to ensure alignment of their expectations with the objectives of the programme.

7.3.5 The impact of EPWP

The EPWP has had a positive impact on poverty alleviation, job creation, rural development, unemployment and programme-desired impact and departmental impact. This is a remarkable achievement, especially since most of the EPWP Beneficiaries depended fully on the programme as they did not have any other source of income and that the programme had impacted positively on the Provincial Premier's Programme, Operation Sukuma Sakhe. However, the following discrepancies were noted:

- **Impact on Rural Development:** Most beneficiaries identified themselves as coming from urban areas. Furthermore, a partial impact on the rural development was also confirmed. It is therefore recommended that the department focuses on making an impact on rural development and, this needs to be incorporated into the Departmental (Provincial) Strategic and Operational Plans and can be cascaded to all structures in the department for implementation.
- **Impact on Job Creation:** It was noted that there was limited funding and capacity and that the EPWP offered only short-term job opportunities with no Exit Strategy. Thus, the need to provide decent job opportunities was identified. It is therefore recommended that the programme be intensified, aligned with the Provincial Growth and Development Plan and an approved Exit Strategy be put in place to ensure long-term employment, poverty alleviation and the sustainability of the programme.
- **Impact on Skills Development:** Very little impact on the development of the skills of the EPWP Beneficiaries was observed, which is contrary to the EPWP Guidelines. This highlights a major weakness in the programme and implies that training strategies need to be developed. It is therefore recommended that the department closely manages the EPWP Beneficiaries' skills development process and incorporates progress reports and statistics into the monthly Monitoring and Evaluation and Annual Reports so that the impact of the programme can be monitored.

7.3.6 Departmental achievements and challenges

The availability of necessary resources was noted, although the EPWP funding was reported to be inadequate. It might assist to introduce a funding method linked to EPWP performance; whereby the budget of the performing departments will be increased in line with the targets achieved. In the same vein, it was revealed that the department did not comply with DORA which is in violation of the EPWP Guidelines. This requires urgent attention in order to ensure that the management of funds is in line with the PFMA, Treasury Regulations and the DORA. Training in this regard is therefore recommended in order to ensure compliance.

In addition, it was also confirmed that there was no specific departmental EPWP policy or framework. It is therefore recommended that a user- friendly departmental policy be developed and approved. Refresher courses on the EPWP Guidelines should be conducted and staff who have not been trained on same (EPWP Guidelines) should be duly capacitated.

7.3.7 Exit Strategy

The non-existence of an EPWP Exit Plan or Strategy was confirmed to have a negative impact on EPWP Beneficiaries. It is recommended that an approved KZN Department of Public Works EPWP Exit Strategy be put in place and linked to the departmental programmes. This will ensure sustainability and the creation of decent jobs and long-term employment opportunities in line with the objectives of the programme. It is therefore recommended that the department focus on the group of the EPWP Beneficiaries with matric and tertiary education and grows its own timberq namely train its own professionals. This will help address the scarce-skills issues and provide full-time employment for those with qualifications who can be absorbed by the department. The purpose of the EPWP Exit Strategy should therefore be two-fold, namely, to cater for unemployed people with matric or tertiary qualifications, and to provide for other EPWP Beneficiaries.

7.3.8 Capacity to manage the EPWP

It is evident that staff was not being effectively trained to manage the programme. Staff capacitation is important for efficient service delivery; thus this issue needs to be addressed. Staff shortage and training were also noted as shortcomings; thus it is recommended that the Department conduct a skills-audit, and capacitate EPWP officials and urgently fill the EPWP funded vacant posts.

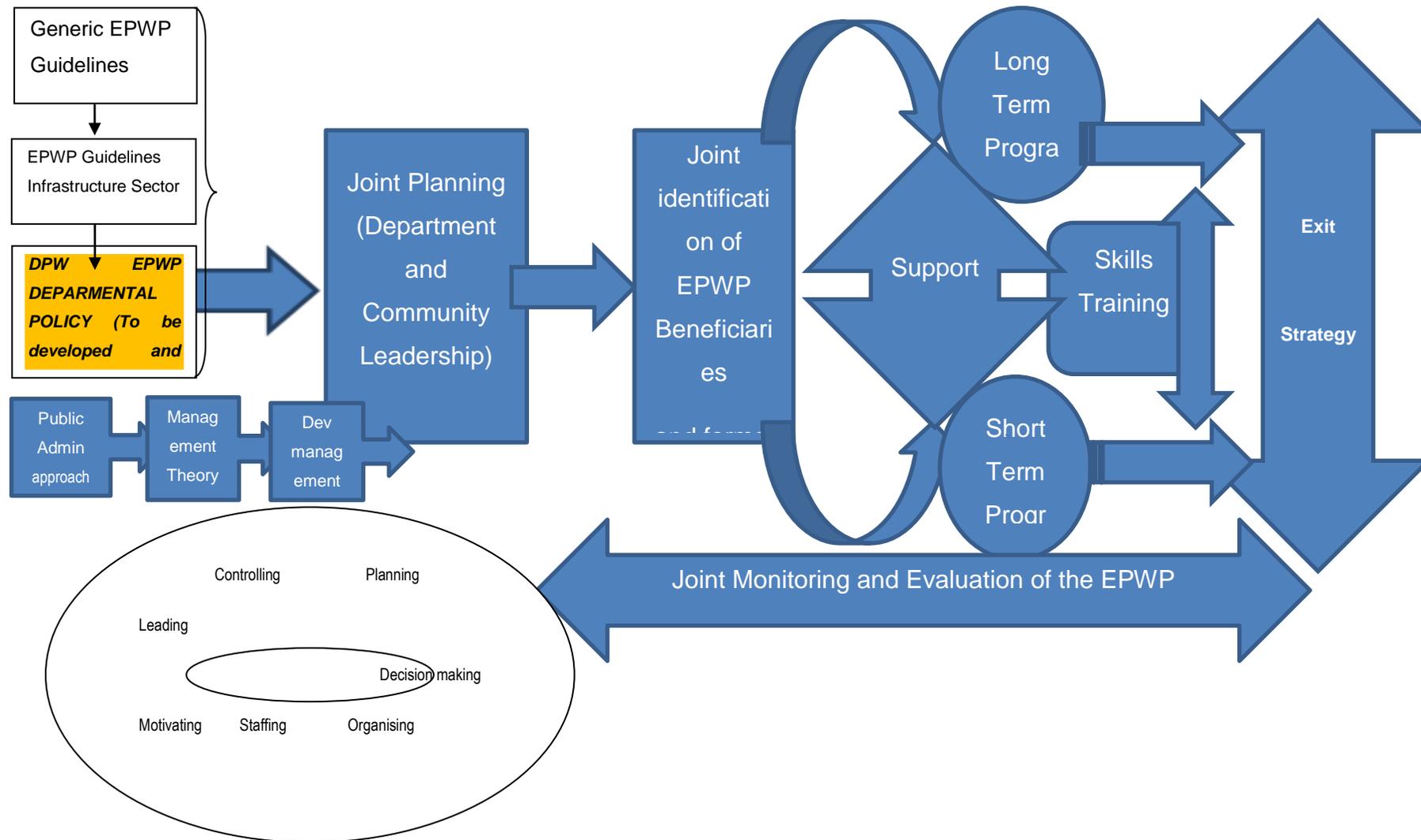
7.4 EPWP Integrated Management Model

Figure 7.2 portrays the proposed EPWP Integrated Management Model at a micro level where the EPWP is implemented and management processes are undertaken in order to ensure compliance with the stipulated management processes for the benefit of poverty-stricken communities in KwaZulu-Natal.

Figure 7.2: Proposed EPWP Integrated Management Model



Other Stakeholders



The model proposed in Figure 7.2 will assist the Department to confront the challenges identified by this study and will serve as an EPWP sustainability vehicle. The focus of the model is to change the mind-set about the EPWP since it seems to be managed as a government or interdepartmental initiative rather than one in partnership with community. This model recommends an integrated approach to improve the level of accountability on both sides (Department and community) and impact positively on the effectiveness and efficiency of the EPWP management system.

The proposed model is based on a multidisciplinary approach comprising Public Administration, Development and Management theories. The model aims to enhance the EPWP management approach and provide guidance to redress the management inefficiencies identified in this study. The model is based on Management theory, particularly the Universal and Functional approaches.

The **Universal approach** assumes that all organizations, regardless of purpose or size, require the same six (6) management processes, viz; policy-making; organising; controlling; personnel provision and utilisation; financing; and determining work methods and procedures. The **Public Administration approach** shares the same sentiments and describes these processes as administrative. The proposed model's approach is adapted from the afore-mentioned theories as it is believed that a combination of a number of theories allows for innovation. The approach is thus twofold:

- a) Priority should be given to a combination of management/ administrative processes and the Functional approach as the latter is well known for its effectiveness and efficiency. This will allow sufficient time to plan and prepare for implementation in line with the available resources.
- b) The EPWP Management process should be run in partnership with communities for sustainability. Some of the above processes are discussed below.

Policy-making: At the macro level the Generic EPWP Guidelines were proclaimed as the policy document guiding EPWP processes. Subsequently, at a meso level, EPWP Guidelines for the Infrastructure Sector were also regularised. However, at a

micro level the study confirmed the unavailability of a specific departmental EPWP policy or framework. Instead, EPWP staff was using vague EPWP Guidelines that they had yet to receive training in. This was identified as a huge gap and the root cause of EPWP management inefficiencies.

In view of this, a specific departmental EPWP policy should be developed and approved to serve as an EPWP founding and guiding document as well as the frame of reference. The EPWP was prematurely implemented without a customised and user-friendly EPWP departmental policy; hence, a number of implementation-related inefficiencies were reported. To ensure effective and efficient planning, this model learns from the international experience which emphasise the need for time to plan properly and to build the requisite institutional and management capacity for effective and efficient implementation.

Organising: This process entails flexible authority and responsibility networks, that is, a coordinated authority and task structure for role clarification and accountability purposes. This study is informed by the General Systems Theory which identifies hierarchies of systems. A gap in the EPWP structure was identified at district level. This was a serious omission as the service delivery takes place at the local level. A review and amendment of the EPWP structure to fit with the three spheres of government and align with the Departmental structure depicted in chapter 3 is therefore necessary; this is proposed in Figure 7.1. This process needs to be fast tracked as the proposed model advocates for an integration approach.

Controlling: The proposed model is informed by the lessons learnt from international experience. High priority should be given to effective monitoring and evaluation systems. The model recommends an integrated approach, close monitoring and frequent reporting to enhance monitoring and evaluation processes.

Personnel provision and utilisation is one of the management processes which play a pivotal role in the efficacy of the programme. International experience reveals the need for sufficient resources and time to plan the programme, the development of capacity to implement and linking the pace of implementation to implementation capacity. In view of this, the study recommends *first things first*, that is, the

implementation of 7.3.4 %more EPWP staff be employed in line with the number of projects and departmental structure to ensure proper management and capacity building of staff+ and 7.3.8 %be the department conducts a skills audit, and capacitate EPWP officials and urgently fill the EPWP-funded vacant posts.+This process should occur in line with the Departmental Equity Plan to ensure compliance with the South African Constitution and accordingly redress male domination (found in all categories). The model emphasises that posts should be filled with appropriately skilled people. Lack of capacity at the district level is the major obstacle to the delivery of the EPWP and has had a negative impact in terms of EPWP inefficiency. This calls for an urgent creation of relevant posts and the filling thereof.

In view of the above, it is recommended that the proposed model be implemented when the Department is systems ready and that the pace of implementation be linked to implementation capacity to ensure efficient service delivery.

Financing: Allocation of budgets: multi-year projects should be broken down into annual budgets for reporting purposes as required by the EPWP Logframe. Consistent political support and multi-year budgeting for the programme should be explored.

Determining work methods and procedures: In this process the manager needs to motivate individuals to pursue collective objectives through satisfying their needs and expectations, job redesign, participation, and influence. Furthermore, the manager manages or coordinates the implementation of the programme and resolves coordination and capacitation challenges. He/she motivates the team and leads the process as the behavioural approach emphasises that new ways must continually be explored to motivate workers; a motivated worker increases the efficiency and effectiveness of organizational performance.

Compliant with the above management processes, functions of management in line with the Functional approach and principles of management discussed in chapter 2 will enhance EPWP management processes (refer to figure 2.2) and enable the Department to be systems ready for the implementation of the proposed model.

The afore-mentioned universal management process can be reduced to a set of separate **functions**; viz: planning; decision-making; organising; staffing; communicating; motivation; and controlling; and related **principles**; viz: division of work; authority; discipline; unity of command; unity of direction; subordination of individual interests to the general interest; remuneration; centralisation; scalar chain; order; equity; stability and tenure of personnel; initiative; and esprit de corps. These functions and principles are discussed in chapter 2. The model therefore recommends **situational application based on the situational or contingency theory** which highlights that the effectiveness of a given management pattern is contingent upon multitudinous factors and their interrelationship in a particular situation. Therefore, the application of various management tools and techniques must be appropriate to the particular situation because each situation presents a manager with its own problems.

The proposed model is premised on the People-Centred Development Theory. It integrates the building blocks of development, namely, public participation; social learning, empowerment and sustainability; thus it is recommended that the local **community participate** in all the EPWP's developmental processes, including:

- a) Planning and decision-making;
- b) The implementation of development programmes and projects; and
- c) The monitoring and evaluation of development programmes and projects.

The model recommends a joint (Department and local leadership) **planning process** and identification of EPWP Beneficiaries. This is based on the fundamental ethical principle that people should be allowed control over actions which affect them, as articulated in the Development Management theory discussed in chapter 2. The EPWP Beneficiaries' contracts are also formalised and signed during the planning process.

The involvement of local communities in Public Works Programmes is endorsed by the lessons learnt from African countries' experiences (Chapter 4). This forms the foundation of the proposed model in order to build rapport between EPWP officials and the local authorities representing the interests of the community as well as ensuring the **sustainability of the projects**. Furthermore, community participation

will shed light on the integration of the EPWP with local development plans and thus make the projects more permanent.

The Development Management Theory supports that community participation in processes of project selection and recruitment of the EPWP Beneficiaries allows programme participants to develop vested interests and to take ownership of the EPWP projects which guarantees the **sustainability**. The model encourages this process and strives for a demand driven programme.

Lessons learnt from the African countries' experiences are also in support of consensus on wage rates, conditions of employment, **extensive training** and the roles and responsibilities of the community. Likewise, to redress pathetic working conditions reported by the EPWP Beneficiaries, the model makes a provision for all workers to be furnished with a work contract and a national EPWP statement on minimum conditions and training entitlements. The former to incorporate salary rates to ensure transparency and the EPWP wages to be standardised and not to be less than minimum wages. During this phase, EPWP Beneficiaries are to be guaranteed uniforms and hardened shoes and these should be ready for collection on assumption of duties.

Social Learning and empowerment: The EPWP Beneficiaries are assessed in terms of their level of education and placed accordingly (whether in long- or short-term programmes). Long- and short-term programmes are determined by the quality of skills and capabilities. Both categories of beneficiaries are entitled to integrated support which includes social support in line with Human Relations Theory and skills training whilst working in preparation for an exit.

To redress on the training gap identified, the proposed model makes a provision for **skills development**. This is learnt from the international lessons which identified extensive training as one of their strengths. The focus of the model is on quality, design and appropriateness of the training hence the proposal of community participation in the skills training phase to allow them to contribute in the identification of training needs to ensure provision of appropriate training which accommodates all categories of EPWP Beneficiaries i.e. the training of choice.

Training of a high quality is vital as this is a long term investment which is likely to enhance the productivity and economic capacity of the disadvantaged communities. In this regard, the proposed model makes an emphasis on the establishment of training norms and standards, subsequently, all training to comply with the set standards in defined skills, learnership or certificated NQF credits.

Improved participation by vulnerable/target groups: Since youth constitute the highest proportion of the unemployed, the EPWP needs to provide higher levels of employment to this category of beneficiaries. The proposed model therefore supports the inclusion of youth on the Project Steering Committee (PSC). In the same vein, it is recommended that the scope of women serving on the PSC be broadened to mitigate **gender bias** in the EPWP since the infrastructure sector is male-dominated and tends to marginalise women's interests. The participation of people with disabilities in this committee is also imperative to ensure representation and more recruits to improve the status quo. This strategy will ensure the participation of the respective target groups in the design, planning, implementation, monitoring and evaluation stages.

It is critical to ensure that the EPWP benefits the poorest of the poor and enhances its impact on the lives of its target groups. The proposed model recommends a joint effort to target beneficiaries and aligning this process with the incidence of poverty and unemployment in KwaZulu-Natal (see chapter 3).

International experience suggests that that high priority should be given to **effective monitoring and evaluation systems**. Hence, the proposed model ensures an integrated approach in both stages. The manner in which consultation takes place and the supervision of projects, impact the sustainability of the programme.

The Development Management Theory points out that, public participation is a means to sustainable development. It is on this basis that the model focuses on the issue of **sustainability** and urges the Department to have an approved Exit Strategy in line with 7.3.7 and, accordingly place the EPWP Beneficiaries after the end of a contract, depending on the training beneficiaries received.

Community participation

The EPWP's performance also depends on the social and political support gained from community participants; hence integration is vital to strengthen this relationship.

7.5 Conclusion

This study identified some inefficiencies and shortcomings in the management of the EPWP programme and strategies to address these have been proposed in the form of recommendations.

While the study focused on the KZN Province, it is anticipated that the generalisations of findings and recommendations will contribute to the national, provincial and local level EPWP, since it is a national programme which is implemented in all spheres of government.

The study focused on the Department of Public Works and yet the EPWP is implemented by a number of government departments within the KZN Province. Therefore, there is a need to evaluate EPWP in each implementing government department in order to identify specific gaps and strengths and develop relevant strategic interventions. In the same vein, an EPWP comparative study might add value as this would allow the EPWP implementing departments to learn from each other and benchmark the processes. Furthermore, the focus of the study was on the management processes, viz; policy-making; organising; controlling; personnel provision and utilisation; financing; and determining work methods and procedures. This is based on the management theory which assumed that all activities and processes within Public Administration could be evaluated in terms of these processes. Further to this, In line with the Development Management theory, EPWP management processes were taken into account, viz; planning process, implementation process; monitoring and evaluation process. There is therefore a need to evaluate EPWP impact on the customers and their perception of the programme.

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