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Using low-cost housing projects as a mechanism for skills transfer and job creation. A case study of National Youth Build Programme in Ivory Park, Johannesburg South Africa.

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A dissertation submitted in partial fulfilment of the requirements for the degree of Master in Housing in the School of Built Environment and Development Studies in the University of KwaZulu-Natal, Durban.

DECLARATION

I Lungile Precious Zulu declare that

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Signed:.....

DEDICATION

Dedicated to my late mother Ms. Lindiwe Zuma.

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- The Lord is my Shepherd I shall not want, Amen: Psalm 23 v1.
- My husband Mr. Bheki Zulu for his unending support and encouragement.
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ABSTRACT

South Africa is faced with a various challenges such as youth unemployment, lack of skills and shortage of housing. In this study it is hypothesised that greenfields low-cost housing projects can be used as a platform to create employment, empower community and provide skills for sustainable livelihood.

In presenting the research study, the research problem has been identified, as youth unemployment, shortage of critical construction skills, high levels of poverty and inequality. The identified challenges are believed to be interrelated.

In the carrying out of research, methodology has been provided in terms of how the study was undertaken. Literature relevant to the study has been reviewed. International models of housing delivery programmes aiming to develop youth have been presented and discussed. The background of the case study, research conducted through interviews with government officials and focus group discussions with youth participants has been presented. Research findings, analysis and recommendations have been tabled. The findings reveal that National Youth build programme implemented through low-cost housing construction project has great success and positive impact post project implementation. The conclusion presented supports the notion that greenfields housing delivery is able to provide employment, skills transfer to its youth participants and boost local economy.

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LIST OF ACRONYMS

| | |
|----------|--|
| ANC | African National Congress |
| DBSA | Development Bank of South Africa |
| DHS | Department of Human Settlement |
| DPSA | Department of Public Service and Administration |
| DPW | Department of Public Works |
| EPWP | Expanded Public Works Programme |
| GEAR | Growth, Employment and Redistribution |
| GDP | Gross Domestic Product |
| GDS | Growth and Development Summit |
| HIV/AIDS | Human Immunodeficiency Virus/ Acquired Immunodeficiency Syndrome |
| ILO | International Labour Organisation |
| JIPSA | Joint Initiative for Priority Skills Acquisition |
| NDP | National Development Plan |
| NYB | National Youth Build |
| NYBP | National Youth Build Programme |
| NYDA | National Youth Development Agency |
| NYP | National Youth Policy |
| OECD | Organisation for Economic Co-operation and Development |
| RDP | Reconstruction and Development Programme |
| SETA | Sector Education and Training Authority |
| SOE | State Owned Enterprises |
| UNDP | United Nations Development Programme |

YB Youth Build

YBI Youth Build International

CHAPTER 1: INTRODUCTION AND RESEARCH PROBLEM

1.1 Introduction

Since 1994 the South African government through the Department of Human Settlements has provided more than 3 million housing units including serviced sites to the poor. In 2012 South African low-cost housing backlog was recorded at 2.1 million housing units, the housing backlog indicated a serious housing need by the poor South Africans who are unable to access private funding from commercial institutions (Tomlinson, 2015).

The decline in low-cost housing provision by government has been due to various contributing factors. The first factor has been identified as high rate of urbanisation of people from rural areas to urban areas in search of economic opportunities causing a rapid increase in the demand for low cost housing stock. The second factor is the high population growth experienced in the recent years. The fourth factor is the lack of interest by large construction companies to partake in low cost housing construction due to low profit margins, this decline has caused a dent in the State's capacity to deliver large scale housing construction projects (Breaking New Ground, 2004).

The last factor is due to the growing number of unemployed people due to slow economic growth, this factor has caused an increase in dependency on the state provided housing solution. Unemployment is linked to the slow economic growth which was first felt in the first quarter of 2009. The negative growth had a substantial impact on government's attempts to improve employment as a result within the 2010 period, approximately 1 million jobs were lost across all economic sectors (International Labour Organisation (ILO), 2010).

The South African government is not only faced with housing demand but also various socio-economic challenges of poverty and a lack of key skills. According to the Department of Public Works (DPW) (2014), unemployment creates a ripple effect which leads to social ills such as inequality, crime, HIV/AIDS, children and woman

abuse. It is therefore critical that government address development challenges face by the Country.

Lack of employment particularly affects black people, women, rural area dwellers and the youth. In 2014, the 19.5 million youths were reported to be the largest population group in South Africa and employment for this category was below 45% (Stats SA, 2014). Young people are faced with challenges in gaining employment, particularly those coming from households in which no one was employed. This is indicative of youth vulnerability, not only in the labour market but socially as well, as young people do not have access to social, financial and health facilities and are therefore socially excluded.

The structural weakness in the South African labour market is due to skills mismatches. This is caused by rapid technological change which requires modern manufacturing techniques and skills that are in short supply. Unfortunately the South African workforce has not been able to adjust to the changing labour market needs. Semi- and unskilled workers remain in excess due lack of relevant skills required to compete for jobs that become available in the market. This challenge will not correct itself unless there is a policy intervention from government (Banerjee, 2007).

In one of its attempts to tackle unemployment, government has identified infrastructure development as an avenue to create employment opportunities. Infrastructure development includes construction of social, educational and development facilities and is an enabler for citizens to engage in economic activities efficiently, thus improving growth, development and service delivery (National Treasury, 2013).

The Breaking New Ground Housing Policy was introduced by government in order to provide innovative solutions to the housing market. The policy aimed to increase government's investment return by making use of low-cost housing delivery projects as a multi-pronged strategy for major job creation initiatives in order to assist the poor, improve economic growth locally, improve the quality of life for the poor and lastly make use of housing projects as development instruments for sustainable and quality human settlements (Department of Human Settlement, 2004).

The aim of this study is to investigate the impact made by low cost housing construction projects implemented and designed since the Breaking New Ground Policy in terms of employment creation, skills development. The National Youth Build Programme has been designed in line with BNG to create employment for youth, address construction skills shortage, youth development, making use of housing construction sites as learning opportunities in order to empower local youth participants. It is therefore important to research and determine the extent of impact of the programme in terms of sustainability of livelihoods post participation.

1.2 Research Problem

The research problem identified for this study is youth unemployment, shortage of housing, lack of critical construction skills, high levels of poverty and inequality. The challenges identified are all inter-related in the sense that if people are unemployed they become exposed to poverty and an inability to access legal, educational, social and economic benefits.

The focus of the study is on young people because they make up a large proportion of the population of South Africa. When a large number of people is faced with unemployment, it translates into a huge part of the population being affected negatively.

There has been a large influx of post-school youth directly into the job market . the direct transition of post school youth to job market is a sign that young people are not in a position to access tertiary education which then compels them into seeking employment. In addition, South Africa's tertiary education is not appropriately linked to industry requirements meaning that when young people exit educational institutions, the knowledge and skills they have cannot guarantee them a job in a workplace. Young people become unemployed due to a lack of relevant skills and experience needed as employers are more inclined to hire mature and productive workers with significant skills and experience (ANC, 2013).

1.3 Research Objectives

The research study has been carried out to achieve the following objectives:

1. To evaluate greenfield housing development processes in terms of its ability to provide communities with an opportunity for empowerment and employment creation opportunities;
2. To assess the effectiveness of low-cost housing ability to create jobs through imparting construction skills;
3. To assess how employment creation programmes in construction can be designed and implemented in order to address unemployment;
4. To examine if low-cost housing delivery projects can be implemented not only for shelter provision but also for driving local economic development and citizen empowerment for a sustainable livelihood;
5. To examine the nature of youth skills training and employment programmes in other countries;
6. To examine the nature of low-cost housing projects in other countries.

1.4 Main Research Question

How has the delivery of low-cost housing projects been able to impart the required construction skills and create employment opportunities for unemployed youth?

1.4.1 Subsidiary Questions

1. How has a low-cost housing delivery project been able to create jobs, and transfer the required skills to youth participants?
2. How can government employment creation strategies be designed and implemented to improve skills and reduce youth unemployment?
3. How can a low-cost housing delivery project be implemented to ensure local economic development for a sustainable livelihood post project completion?
4. How has National Youth Build programme been implemented in other countries?

5. How does greenfield housing development contribute to skills transfer and employment creation opportunities for young people?

1.5 Hypothesis

The delivery of low-cost housing projects could assist in transferring construction skills, provide monthly income and create employment opportunities for the large number of unskilled and unemployed South African youth.

1.6 Study Justification

This research study focuses on youth unemployment as a key challenge in the country due to the large demographic make-up of young people in South Africa. The research focuses on the low-cost housing delivery project due to its labour intensity nature.

The research study aims to investigate for possible solution to job creation through addressing the challenge of construction skills shortages. It provides insight into how a low-cost housing delivery project was used as a platform for construction skills transfer to its youth participants. The research study is important because it stands to benefit a large part of the country's population. The focus is on construction in particular, because of South Africa's capital budget on infrastructural development projects.

1.7 Research Methodology

1.7.1 Introduction

This section outlines steps that were followed in the undertaking of this research study. According to Blainkie (1995 cited in Charema, 2013) research is when a study is undertaken to explore, describe, understand, explain, predict and evaluate some aspect for the social world.

In pursuing the research process, research questions were tabled and research data collected to find answers to the research question. Primary and secondary data collection sources of information were used.

1.7.2 Types of Research Methods

There are three main types of research methodologies, these are qualitative, quantitative and mixed. Quantitative research methods seek to establish a cause and effect relationship between variables. It is concerned with numbers and statistics in order to quantify a relationship. This type of research allows the researcher to have full control over components, actions and the presentation of research findings (Burns & Grove, 2005).

The second methodology is qualitative which according to Creswell (2003), is an enquiry process that seeks to deeply understand social or human problems coming from complex and holistic conditions.

Lastly, the mixed methodology allows the researcher to use both qualitative methods for the collection of words and quantitative methods for the collection of numbers. This method enables the researcher to see problems from two different approaches in order to understand the overall problem more thoroughly (Maree, 2007).

1.7.2.1 Qualitative Research Method

In the execution of this research study a qualitative research approach was followed. The reason for the selection of this approach was due to the broadness of the research objectives, and their suitability towards the study of social phenomena within its naturalistic and cultural environment, in the sense that data was collected through interactions with people (Marshall, 2006).

This approach was used in the collection of evidence from the local people perspective in order to highlight the impact of service delivery. It allowed for the collection of people's experiences, accounts of daily life, interviews, observations, interactions, and visual observations, as well as account descriptions of peoples' intimate life experiences (Neergaard, 2007).

Qualitative research is informal by nature allowing for data to be collected in a relaxed environment, which had a positive effect on the respondents. This method is easily applicable to a wide range of people, irrespective of their literacy levels participants were therefore able to easily partake in the research.

The qualitative methodology also provided the researcher with flexibility to questions and discussions in order to adequately obtain information. Lastly it gave the participants the freedom to give answers without being technologically demanding.

1.7.3 Data Collection

1.7.3.1 Identification of Case Study

In order to identify a case study, some criteria needed to be met. Firstly the project to be selected should have aimed to achieve job creation for the inexperienced and unemployed youth. Also, it needed to be aimed at service delivery of infrastructural assets whilst offering skills training. It was important that the delivery of housing was a greenfield housing development and the project was implemented post the Breaking New Ground human settlement strategy introduction by government. It was also deemed imperative that the project should have been implemented labour intensively for job creation purposes and had already been completed so as to allow an adequate period for assessing project outcomes and progress made by youth participants.

In order to select a case study for the research project, the researcher approached both the Gauteng Provincial Department of Human Settlements and the National Youth Development Agency for a list of projects that would meet the above indicated criteria. By means of a joint discussion on research objectives and the projects, the Ivory Park project was selected as the case study. This project is located in the Gauteng Province, within the City of Johannesburg, under Ward A in Ivory Park Township. This project had delivered 100 low-income houses using a team of 100 National Youth Build youth, recruited from the local community as part of the construction team. The project was funded, supported and implemented by the National Department of Human Settlements, National Youth Development Agency and the City of Johannesburg. Ivory Park Township was easy to access for data collection purposes.

Ivory Park is of political interest as well as it is in an area that was under the political leadership of African National Congress. This factor is important since Breaking New Ground housing strategy is an initiative of the ANC led government.

1.7.3.2 Secondary Sources of Data

Secondary data sources of information were consulted and used in this research study. Information sources such as books, electronic data engine for journals, various university libraries, academic dissertations, government presentations and reports were consulted to obtain a broad local and international information perspective on the research subject.

1.7.3.3 Primary Sources of Data

The study involved collecting data from two main groups of participants. Data was collected from government officials because of the critical information and knowledge they possess in relation to the project. Data was also gathered from National Youth Build Programme participants as they were the ones who had experienced the process and could provide information on how the programme had assisted them personally. The rationale behind the selection of two different groups of participants was to gather data from different parties which allowed for triangulation of findings in order to confirm if the research findings are a true reflection of reality (Cohen *et al.*, 2000).

1.7.4 Sampling

In this study two forms of sampling methods were applied for the two main groups of participants to the research. Firstly, a purposive sampling method was used to select government officials as participants to the research. This sampling method involves targeting a group of people believed to be typical to the study population, or whose views are relevant to the subject matter (Jankowicz, 1991).

To reiterate, the rationale behind the selection of officials was because of the critical information and knowledge they possess in relation to the project. The participants included the housing project manager, National Youth Development Agency's executive manager, and the National Department of Human Settlements deputy director. These officials had corporate memory, and were willing to be part of the research study (Jupp, 2006).

Systematic sampling was used to select the 30 National Youth Build Programme participants. This sampling method uses a different strategy in selecting the element

to be included in a sample. A systematic sample is obtained by determining the population size and sampling interval by dividing the population into a desirable sample size. By selecting a random starting point and then selecting every element at each interval, the sample frame is created. Systematic sampling is ideal for the selection of respondents from a directory of names and lists of schools (Johnson, 2010). The selection of youth participants was however purely based on the reliability of the contact information available from the lists.

1.7.5 Data Collection Instruments

1.7.5.1 Interviews

In this research study, semi-structured interviews were conducted with the representatives of government as outlined below, the reason for this selection of interview is because it allows the respondent to explain further which yields more information and clarity.

Semi-structured interview is a conversation which is guided by the researcher by presenting prepared questions to the respondent in order to get information. The conversation flows according to questions but is not restricting the respondent from elaborating further on issues deemed relevant and important. The researcher's role in listening non judgementally is key in the collection of information (Clifford, 2016).

City of Johannesburg Region A, Housing Project Manager

The role of the City of Johannesburg in the programme was land provision, township registration and project management of housing construction. The interviews aimed to access information on how the housing construction project was structured and implemented alongside youth empowerment plans.

National Youth Development Agency's Executive Manager

The role of National Youth Development Agency was to ensure the application of the Youth Build programme principles during the construction project. This included the management of funding and training of unemployment interventions by NYDA. The interview was intended to gather more detailed information on the nature of YB programme, and the effectiveness of the programme in terms of skills transfer and job creation.

National Department of Human Settlements Deputy Director

The role of Human Settlements was the provision subsidies of housing beneficiaries. Information gathered from the official was pertaining to the role of the National Department of Human settlements within the low-cost housing delivery sector.

1.7.5.2 Focus Group Discussion

Focus group method was used for the collection of qualitative data from programme participants. Focus group is a method used by researcher uses a discussion guide to collect opinions and feelings from a group of people who are homogenous. Focus group method provides a natural setting that allows participants to be comfortable. The participants shared common experience gained through the Youth Build Programme (Kruger, 2014).

The group of 30 was divided into 03 manageable groups of 10 participants in order to allow natural flow of discussion to maintain focus. In this context the researcher invited youth participants to participate in the discussion group held at a local restaurant in Ivory Park. The location was convenient and comfortable to both the researcher and the participants this is because the location is the central point of the Ivory Park Township.

This method of data collection was appropriate to the study because the information required the participants was on the experience of being in the YB programme, training received, skills and experience gained, as well as post project achievements by the participants.

1.7.5.3 Observation

Observation was used as an additional method of data collection. This method of data collection was used to observe participants within their naturalist environment. This was done to determine the way in which participants conduct themselves and also to gain good appreciation of the study area in its entirety (Taylor *et al*, 2015).

1.7.6 Data Validity and Reliability

According to Macmillan and Schumaker (2001) data validity is when the researcher and the participants have the same understanding and interpretation during the

collection process. This is important for the credibility and dependability of data. In the research study, it was ensured that participants were the rightful participants, and that they understood the context of the research to ensure that the data collected was not misleading and could be transferable.

According to Joppe (2001 cited in Golafshani, 2003) data reliability is when the research findings have been quality assured such that the findings can be accurate and can be duplicated successfully.

1.7.7 Data Analysis

In this research, the data collected was tabled then analysed using a thematic method of analysing. According Miles (2013) thematic data analysis is applied when common patterns and phrases are identified from various respondents. The information is then condensed along the key themes to ensure collaboration and coherence of information to create order and explanation. Thematic data analysis method was applied in this study because the data collected formed common patterns relating to phrases and behaviour between the officials and youth participants. The collected data was categorised into themes in line with the literature review, questionnaire and research objectives.

1.7.8 Limitations of the Research Study

There are limitations that need to be acknowledged and addressed regarding the research study. For the interviews, only few individuals were selected and not the whole class. This means that the information received from the selected individuals cannot be generalised for the whole population.

The youth participants included in the study were limited to those that were still using same contact numbers they had used whilst active in the Project. Some potential participants could not be traced as their contact numbers were unavailable on the network. To ensure a fair size of population participants were requested by the researcher to assist with giving updated contact numbers of the young people whose contact numbers had been changed. The participants were willing to give the researcher updated number.

This was done to ensure that engagement therefore, was not limited to participants that could be contacted and who were willing to participate in the study.

1.7.9 The Layout of Dissertation

The dissertation is presented as follows;

Chapter one:

This chapter is an introduction to the research study. It provides the study introduction, background, and definition of concepts, research problem, research questions and sub-questions, aim of the research, hypothesis, and justification of the selection of the case study. The chapter also presents sources of data, sampling methods, data collection instruments, identifies key participants of the study and indicate limitations of the study.

Chapter two:

This chapter is a review of existing literature relevant to the study in terms of youth unemployment, public employment programmes, and Greenfields housing. A theoretical framework on theories and concepts pertinent to the study is presented.

Chapter three:

This chapter firstly gives an outline of international perspective from Angola, Brazil and Ethiopia is presented for the emphasis on how the three countries were able to generate employment and provide skills development for young people. The chapter lastly looks into United States, Canada and Haiti on how the three countries implemented the Youth Build Programmes in construction initiatives.

Chapter four:

This chapter provides a background to the study area and includes the location of Ivory Park and its socio-economic profile.

Chapter five:

This chapter is about the presentation of research findings and provides a detailed outline of key themes identified in the research data collected. Analysis is given in terms of the tabled information.

Chapter six:

In this chapter conclusions for the study are made and recommendations are proposed for public and private sector implementation.

CHAPTER 2: THEORETICAL FRAMEWORK AND LITERATURE REVIEW

2.1 Introduction

This chapter presents theoretical approaches that are in support of the National Youth Build Programme as a sustainable and empowering form of employment creation for young people in South Africa. A review of literature is done pertaining to the nature of unemployment, employment creation programmes and Greenfields social housing. This chapter elaborates on the relationship between a housing construction project, level of education, and skills, in determining employment opportunities for the unemployed youth. Lastly the chapter looks into various South African policies that have been introduced to guide skills development, youth development, housing delivery and employment creation.

2.2 Definition of Key Concepts

2.2.1 Youth

The global standard definition of youth covers people between the ages of 15 and 24. In South Africa the National Youth Policy (NYP) of 2015-2020 describes youth as people between the ages of 14 to 34 and formal labour force participation is only permitted from the age of 15 (NYP, 2015).

2.2.2 Youth Bulge

Youth bulge is when a large number of young job seekers enter a labour market for employment and related economic activities, in an economy that is not able to grow and generate enough job opportunities for job seekers. The new job market entrants who are not absorbed by the labour market become unemployed. Youth bulge is an indication of a slowly growing economic state (Cincotta & Doces, 2011).

2.2.3 Greenfield Development

Greenfields housing development is a form of Social housing development that has been planned to take place on open land. Projects of this nature are of high value due to their design ability to be labour intensive and to yield more jobs for local communities, thereby contributing towards employment creation (Ogunsanya, 2009).

2.2.4 Community Participation

Youth participation in development is important because it reduces social alienation, helps with development of needed skills, and empowers youth. Young people involved in local community projects get to belong, learn valuable problem solving skills, and learn to process information and team work. Young people learn proper communication skills that will be needed in future employment, skills such as time keeping, commitment to tasks and workplace reporting discipline (Sannoff, 2000).

2.2.5 Skills Development

Skills development is a structured learning program which has a combination of monitored work experience and theoretical units of learning. Skills development training is provided for by an accredited training institution. Once the learner has successfully complied with all requirements of training credits, they are allocated credits towards a qualification registered within the framework regulating all qualifications in South Africa (Hammond, 2011).

2.2.6 Unemployment

South Africa has adopted the International Labour Organisation (ILO) standard definition of unemployment. It is defined as a situation whereby a person who is without work has taken steps to look for work, and has been looking for work for a period of less than one year. Long-term unemployment is when a person is unemployed, has been available for work, and has been looking for employment for a period of more than twelve months (Department of Planning Monitoring and Evaluation, 2014).

2.2.7 Labour Intensive Construction Method

Labour intensive construction method refers to a method of construction and maintenance that involves a large supply of labour, rather than machinery, without compromising quality. In projects where a labour intensive construction method is applied, plant equipment is used as support for activities that cannot be done by labour alone. This method is deliberate in order to ensure creation of employment and skilling of workers (ILO, 2011).

2.2.8 Poverty

According to Lister (2004) poverty is when people lack the economic resources to realise a set of basic functioning. She further states that income poverty contributes significantly to incapability and deprivation. In South Africa, poverty is largely translated into alienation from the community, lack of access to adequate food, residing in over-crowded homes and informal shelters, the usage of basic forms of energy such as candles for light and wood fire for cooking, poor remuneration, no paid secured jobs and fragmentation of the family (May, 2000).

2.2.9 Projects

Cleaver (1999: 598) described a project as a “clearly defined set of activities, concerned with quantifiable costs and benefits, with time-limited activities and budgets”. In (Somers et al., 2013) Frick identified six characteristics of huge projects in size and scope

They are captivating in engineering and design, they are costly and controversial in how they impact on third parties and are complex in nature due to the nature of the risk involved (Priemus et al., 2008: 2).

2.3 Theoretical Framework

The development and testing of theory is an essential element in conducting social research. Theories are designed to explain and predict propositions about the positions and relationships between matters arising such as the incidence of poverty and the processes by which people can become poor or escape from poverty

(Becker & Bryman, 2005). In this section the three theoretical approaches being discussed are basic human needs approach, sustainable livelihoods approach and lastly welfare state approach.

2.3.1 Basic Human Needs Approach

The basic human needs approach considers the inclusion of the poor into productive economic activities in order for the poor to meet their human potential in being self-reliant. This approach identifies inclusion of global and national resources to overcome poverty, diseases, ignorance and malnutrition. The key focus with this approach is on addressing development, by providing basic skills and personal development to the lowest level of the population in the township (Bowler, 1987).

The strength of this approach is on guiding poor countries to meet their needs at a sustainable level; secondly it explains how to capacitate youth to access productive involvement in producing and distributing basic needs. It explains how the financial gain through the programme would provide nutritious food, sufficient access to portable water, sanitation facilities, shelter, clothing, access to adequate medical care and lastly skills training in order to enhance young people's employability profile in order for the young people to access work in the job market (Leornard, 2006).

This approach is relevant to the National Youth Build Program which is committed to raising the living standards of poor youth, by giving them a chance to develop themselves. This commitment is not only concerned with providing for poor young people but also providing them with a platform for self-empowerment (Leornard, 2006).

2.3.2 Sustainable Livelihood Approach

In 1987 the World Commission on environment and development introduced the sustainable development concept. In 1992 the United Nations adapted the concept to "sustainable livelihood for all" this was done to integrate development by making it applicable to the development of countries relating to basic access and ownership to resources, basic needs and security, in particular rural areas. Sustainable livelihood enables development managers to integrate decisions on socio-economic and ecological policy issues in a coherent structure (Malan, 2001). According to

Farrington (2001), Sustainable livelihood approach aims to identify and develop the asset, strategy and strength of poor groups across all sectors in order to meet the livelihood goals of their communities.

This approach is fundamental in the development and planning of the National Youth Build Programme, not only through the creation of employment opportunities but also with the development of assets and equipping young people with soft and technical skills. The approach gives solid reasons why low-income housing delivery projects must be seen to have potential in establishing sustainable human settlement and in the eradication of poverty (Myeni, 2005). The approach also focuses on the poor and their challenges (Turton, 2011). It is concerned with how young people use their capabilities to gain income. The National Youth Build Programme is in alignment with this approach since it is designed to equip young people with a variety of information and skills in order for them to overcome challenges (Moser, 2008).

National Youth Build Programme responds to young people's needs by ensuring that they are developed and are part of the development process. The programme focuses on various levels of development and is concerned with self-sustenance. Sustainable development approach is driven by a variety of principles such as a people centred approach, responsiveness, a participatory process, sustainability, work at multiple levels, partnerships and flexibility to respond to changes in people's situations (Moser, 2008).

According to Rakobi (2002), sustainable livelihood is a way of improving one's situation. It is a guide to thinking about the overall development framework for designing policies and practical interventions, and a base for evaluating interventions with respect to the effectiveness in achieving poverty reduction. The approach prioritises people and their immediate environment using their own potential.

The National Youth Build Programme is implemented in a sustainable manner in that participants are supported during the project and post participation. The participants receive income to sustain themselves and their dependants. Furthermore, skills acquired from the programme can be used for future employability and/or entrepreneurship initiatives. It may be argued that in the case of Ivory Park the project was implemented in line with the principles share

d in the sustainable livelihood approach in terms of how the community was involved in the development of low-income housing in the area.

2.3.3 Welfare State Approach

Welfare state is when a country's leadership uses its power to assist the poor by providing social services such as grants for the old aged, disabled, unemployed or assist with family problems and also the provision of social and infrastructural facilities of a certain standard such as housing for poor citizens (Briggs, 2006). Welfare state has positive consequences for example provision of housing boosts consumption thereby increase demand, the subsidization of housing frees capital consumption, thereby raising the aggregate level of demand within the country's economy (Hay, 2006).

It is argued that human capital is enhanced through education and training and in an era of heightened competition the skill level of the economy is crucial. Welfare state plays a significant role to ensure flexibility of high-quality training and re-skilling programmes oriented directly towards the delivery of skills required by the economy. The downside of this theory is that that the country's welfare may come at a considerable price in terms of the ability of the economy to compete in international markets (Hay, 2006).

2.4 Institutional Framework on Skills Development and Employment Creation

Statutes, policies and programmes have been introduced by South African government deal with employment creation, skills development, and construction of low-cost housing (Seekings *et al.*, 2006). The discussion of policies and programmes is therefore important in determining which programmes have worked and which have failed to contribute meaningfully in relation to training and employment creation.

2.4.1 The Constitution of South Africa

Section 26 of the Constitution of the Republic of South Africa indicates that citizens have a right to access adequate housing. This legislation implies that the South African government should be committed to providing poor citizens with housing in

order to achieve the progressive realization of this right. This commitment is crucial in the planning and implementation of future youth programmes designed to create employment, and provide workplace training (Constitution of the Republic of South Africa, 1996).

Section 29 of the constitution stipulates that in South Africa everyone has the right to basic education this includes basic adult education. In relation to youth training the constitution supports the training intervention needed for the young people of South Africa, in order for them to meet the demand of the economy as labourers or as self-sustaining business people (Constitution of the Republic of South Africa, 1996).

2.4.2 Skills Development Act No. 97 of 1998

The Skills Development Act aims to redress the unfair imbalances of the past in relation to skills training and education within a workplace environment, to ensure empowerment of the unemployed and those employed, irrespective of race or position. The Act ensures that employers invest in education and training to improve the workers' skills quality and thereby improve people's quality of life by increasing their chances for future employment prospects. It also aims to improve workplace productivity (Department of Labour, 1998).

It is important that this legislation is in place to guide contractors to use construction sites as learning environments and also provide an opportunity for workers to gain new skills and work experience. This type of training assists not only in providing youth with needed skills and experience but it also corrects the situation that unemployed youth find themselves in after exiting traditional education and training systems.

2.4.3 Breaking New Ground

Breaking New Ground (BNG) is a South African policy for the development of sustainable human settlement. The important aspect of this policy document is its emphasis on job creation through infrastructure installations, housing construction, and the management and maintenance of housing. Labour intensive construction methods are applied to the housing construction process.

This strategy is managed through provincial housing departments and municipalities that are accredited to apply labour intensive construction methods when implementing projects (DHS, 2014).

Breaking New Ground aims to build an integrated society by developing sustainable communities and quality housing. The Department of Human Settlement (DHS) is committing to ensuring that the delivery of housing is a key component of poverty alleviation and job creation strategy using housing development. Breaking New Ground aims to employ a large number of people using labour intensive construction methods by achieving 70% labour intensity. It also supports on-site building material production during housing construction projects (DHS, 2014).

In South Africa, housing delivery has been slow in meeting the needs of the people. This has had a negative impact on social livelihood. Lack of proper housing has contributed to many criminal activities which take place largely in informal settlements. Despite large number of housing delivery the backlog has not improved due to high demand and urbanization (DHS, 2014).

2.4.4 Reconstruction and Development Programme

The dawn of a democratic government in South Africa saw some citizens living high quality standards while many had no access to basic resources. Towns were divided racially with whites living in developed areas and Africans living in poorly developed townships and informal settlements. In rural areas, only the white commercial farming areas were well developed whilst homelands were impoverished. The economy had benefitted the minority and large white controlled companies. There was a lack of investment in research, development and training of people. White people had skills while most black people were not equipped with skills to keep up with the demand of the economy (Reconstruction and Development Programme (RDP), 1994).

In 1994 due to the realisation of challenges facing the country the Reconstruction and Development Programme was introduced to serve as a link between developments with job creation, in order to be both a strong economic growth whilst meeting the basic needs of the people, and in order to redress apartheid-created

infrastructural disparities (ANC, 1994). RDP is underpinned by six principles which emphasise people in development, provision of peace and security for all, formation of a strong nation, eradication of poverty, linkage of reconstruction with development, and strengthened democracy (RDP, 1994).

In line with RDP (1994), development of human resources has been on-going together with democratisation of the state and society. Public Works Programme has been in existence for job creation in the fields of water supply, sewerage and roads whilst simultaneously creating jobs in poor and rural areas. The employment creation programme provides regulated adequate wages, working conditions, skills training and community involvement, especially for women and the youth. Government has been providing funding for housing subsidies for beneficiaries through a national housing bank to ensure home ownership which is key in order to restore dignity to the people. Education and skills training has been promoted to allow for citizens, especially black and women, to have access to further education and skills training. Tertiary education institutions of South Africa have been the centre of human resource development whilst education has been largely provided through Universities of technology Further Education and Training Colleges, workplaces and community learning centres (RDP, 1994).

RDP introduced National Youth Service Programme (NYS) for youth development and training. In order to put this programme into practice youth programmes were identified for playing a role in government programmes such as child care, literacy, health, environmental protection, development projects and peace monitoring (RDP, 1994).

2.4.5 National Development Plan

The Commission's Diagnostic Report (2011) identified various problems for South Africa including the scarcity of employment, poor quality of school education, poorly located infrastructure, inadequate inclusive development, an economy that is not sustainably resourced, poor quality public health system, poor quality of public services, high levels of corruption, and lastly a divided society.

The South African National Development Plan (NDP) has identified strategies that have a potential to increase employment. These focus on access to quality education, skills development, innovation and a strong level of government involvement in taking a developmental role within its country (NDP, 2013).

The NDP seeks to introduce labour market policies and incentives to stimulate employment for the young and unskilled people. It aimed to expand employment programmes to two million by 2020. The state aimed to prioritise services and give support to poor and crime ridden communities. In addition mixed housing and urban development with access to public spaces and facilities, state agencies, work and business opportunities were also to be promoted (NDP, 2013).

Through the NDP the state committed to cooperate together with civic societies and other institutions in the advancement of communities. This was to be done with the promotion of active citizenship, advancement, learning, experience and opportunities for development. Organised development was purported to address concerns of the marginalised and citizens could hold government, business and all society leaders accountable (NDP, 2013).

Eleven million jobs will be created by 2030 through building partnerships between the public sector, business and labour. To ensure competitiveness in export earnings, the intention is to develop better infrastructure and public services, lower the costs associated with business operations in South Africa, and strengthen the labour market by improving skills acquisition and match job seekers with available jobs (NDP, 2013).

2.4.6 The South African National Youth Policy of 2015-2019

The National Youth Policy (NYP) is a strategic intervention to identify gaps, set targets and expedite youth development. The policy is designed to guide in the service delivery intervention process to ensure that the needs of young South Africans are met.

The NYP has ensured that youth development programmes are mainstreamed into all government departments by senior officials and various stakeholders so as to

maximise cooperation and implementation of policy determination. The policy provides direction and monitors progress on implementation through standards for monitoring and evaluation for accountability purposes. The NYP is holistic and multi-sectorial to ensure implementation of youth programmes across all sectors (NYP, 2015).

The policy aims to encourage young people of South Africa who are outside economic systems, back into the mainstream economy. This is ensured through second-chance measures and supportive actions. This policy sets priorities and recommendations as a way forward in order to turn the general concept of youth development into action, thus ensuring that young women and men realize their potential whilst contributing to the society at large. Young people are capacitated to be in charge of their own lives and make meaningful contributions towards the wellbeing of their communities (NYP, 2015).

The National Youth Policy encourages participation of young people in nation building activities. This is realised through the creation of a range of learning programmes to provide young people with choices, and exit opportunities designed to channel young people into adulthood. The policy aims to provide a variety of opportunities for young people by creating an environment that is safe, non-discriminatory, absent from abuse, and an environment in which young people cannot be exposed to crime and violence (NYP, 2015).

2.4.7 Growth, Employment and Redistribution (GEAR)

Growth, Employment and Redistribution (GEAR) was formulated by the South African Reserve Bank and economists with an aim of improving South Africa's global economic outlook. This strategy aims to enforce financial discipline and to increase investments both privately and publicly, for the country to achieve a stable exchange rate (Gray, 2005).

GEAR aims to regulate the labour market in favour of employment creation, by ensuring that existing jobs are maintained, whilst also creating opportunities for new entrants. It is government's responsibility to regulate labour market rules to ensure that a proper mechanism is in place for fair and appropriate dispute resolution

processes. The government needs to influence economic growth using government policies and programmes, in order to achieve an accelerated job creation and improved productivity. In 2000 an amount of 409 000 jobs were created and since 2000 an amount of 833 000 additional jobs have been created through the higher growth strategy (GEAR, 2000).

GEAR ensures that various sector's commitment to investment in productivity to ensure that business, workplace and workers standards are improved. This strategy aims to achieve high skills levels for the country as a whole through training of both unemployed and employed people. Training is an important part of a country's growth strategy as training improves human capacity thereby improving all labour market productivity. The labour market must be flexible to allow workforce productivity. Reinventions of modes of production, management training, and improvement of work processes, proper job grading and time management are all key to improved workplace efficiency (Gear, 2000).

GEAR is a regulatory framework and therefore has limited influence and therefore has not been able to address development issues affecting young people which are systematic in a sense that they affect the general population and therefore determine the social condition of the household from which young people are coming from. Youth unemployment comes from factors such as economic performance, low education levels and skills mismatch, lack of access to proper health care facilities, and gender based discrimination. A variety of broad development programmes is therefore required in mainstreaming youth development policies for implementation otherwise young people will be left behind (United Nations, 2007).

2.4.8 Joint Initiative for Priority Skills Acquisition

Joint Initiative for Priority Skills Acquisition (JIPSA), is an initiative by the South African government to ensure that the Department of Education, Department of Labour, Department of Science and Technology, Department of Public Service and Administration (DPSA) as well as the Sector Education and Training Authority (SETAs), all work towards the development of scarce and critical skills in the country. This intervention is in line with all levels of tertiary education in South Africa.

The aim of JIPSA is to ensure a high quality of graduates produced by further Education and Training Colleges and Higher Education Institutions so that graduates meet the demands and needs of potential employers. The strategy identifies private sector and State Owned Enterprises (SOE) as key drivers of artisan training in South Africa.

JIPSA concentrated its development on infrastructure development, private sector and SOE's, and public service and social services delivery. They also identified skills required in the sectors of tourism and business process outsourcing as part of information and communication technology skills. JIPSA supports the supply of skills needed for sustained shared economic growth which benefits South Africans (Auditing South Africa, 2006).

JIPSA is limited to the tertiary education levels only, the problem with this strategy is that it does not address one of the contribution factors to youth unemployment which is the high grade 11 drop-out rates caused by low teaching standards. The high school learner drop-out rate hinders young people's chances of obtaining school leaving certificate thereby exposing them to unemployment at a later stage and denies them an opportunity to reach tertiary education institutions (Makiwane et al., 2009).

2.4.9 South African Public Employment Programmes

Public Employment Programmes have been introduced to alleviate poverty and to redress the burden of material disadvantage in a largely unequal society (Ross et al., 2010).

Public Employment Program is a term used globally for all employment creation programmes initiated by government, with the aim of boosting the local economy by using service delivery programmes as employment creation schemes. These programmes are labour intensive and have been designed to stimulate job creation. Human labour is the main source of implementation instead of machinery. This is because this method allows big project allocation to be spent largely on wages rather than on equipment. The project expenditure on labour rate ranges from 25 to 60%. Employment-intensive projects are cost effective and quality compliant especially for

infrastructure projects (Bentall, 1999). Implementation of public employment projects is designed with a consideration of time, cost and quality (Thwala, 2008).

Construction projects have the potential to create large number of jobs. Employment strategies have improved to ensure that when service delivery projects are executed, job creation becomes the centre of design and implementation. There is a high expectation that government intervenes by assuming a leadership role in the employment creation drive as unemployment cannot be significantly reduced without government participation (McCord, 2003).

South Africa is not the first country to implement employment intensive programmes. In the 1960's Morocco had emergency relief works programmes. The Moroccan National Promotion was aimed at enhancing employment for the rural people in order to manage urbanisation. The programme was a success and provided 85 000 people with work and contributed to a positive GDP of 3.6% (Jara, 1971). In Botswana, a national programme of labour-intensive road construction was introduced. The programme resulted in the construction of 2 000 km of road and creation of over 3 000 jobs compared to the 20 000 jobs as a total employment achievement in the public sector (Thwala, 2008: 5).

2.4.9.1 Expanded Public Works Programme

The Expanded Public Works Programme (EPWP) emanated from Growth and Development Summit (GDS) in 2003. EPWP was introduced for poverty alleviation, income relief and short term employment using unemployed people to carry out the development of needed social facilities (DPW, 2014). EPWP has been described as a second economy intervention programme. The first economy is regarded as advanced, sophisticated and hires skilled labour that is more globally competitive. The second economy is informal, marginalised, populated by unskilled and unemployable people who could not be employed in the formal first economy (ANC Today, 2004).

EPWP is a prominent and overarching regulatory framework of employment creation. The programme advocates for labour intensity application in the design of government projects with emphasis on localisation of labour to ensure income

distribution and relief to poor local families. The programme manages, monitors and incentivises all employment creation programmes in South Africa. Employment can either be directly created by government or through civil society or by organisations under conditions of employment and EPWP determinations by the Department of Labour Minister (DPW, 2014).

The aim of EPWP is to create and maintain physical assets that serve to meet the basic needs of poor communities and promote economic activity; to reduce unemployment through job creation of productive jobs; to educate and train the participants as a means of economic empowerment; and to build capacity of communities to manage their own affairs by strengthening local government and other community based institutions and generating sustainable economic development (Mubangizi, 2005).

In EPWP, unskilled people are trained while simultaneously creating job opportunities for them. Infrastructure training is inclusive of low volume road construction, sidewalk construction, storm water systems, pipelines, plastering, brick laying roofing and many other skills related to construction. All work is aimed at service delivery projects (Landie, 2007).

EPWP ensures that programmes create employment opportunities utilising low-income housing delivery projects. This is enhanced and realised by sourcing local labourers and using locally produced building materials in order to capitalise on the project being implemented. These infrastructure initiatives by the South African government when implemented efficiently, have the ability to deliver major benefits for economic growth, poverty alleviation, and environmental sustainability (World Bank, 1994).

The EPWP had a goal of creating one million work opportunities by 2009. This goal was achieved through sectors such as economy, social, infrastructure and environment. In order to achieve quality service, programmes must be implemented at a certain required labour intensity standard in public and private sector implementation (Mc Cutcheon, 2011). However, the EPWP has also been criticised for creating inferior short term jobs due to low wages and preventing people from

formal employment in the economy. Jobs provided through EPWP are seen as a stumbling block between job seekers and the creation of formal jobs by public bodies. In essence, the programme is thereby seen as a contributor to the very problem it is trying to resolve.

2.4.9.2 National Rural Youth Coops (NARYSEC)

Narysec is the youth programme by the National Department of Rural Development and Land Reform. The programme aims to train and multi skill unemployed youth from rural areas through its Regional offices countrywide. The programme offers its youth participant's monthly stipend, construction skills and administration skills through its four year duration training. Narysec training programme comprises of National Defence force physical training, leadership, agriculture, household survey, computer skills, office management, public service induction, communication, diversity management. Technical construction skills such as bricklaying, roofing, electrical, tiling and plastering. The last two years in the programme are for practical component which allows youth participants to practice the skills gained in the programme. Since its inception in 2010 the programme had trained about 5000 young people by 2013. The work placement varies from government offices to private sector construction companies (Department of Rural Development and Land Reform, 2010).

The programme has played a significant role in the inclusion of unemployed young people who are based in rural areas. It has also ensured that there is availability of various skills in rural settlements. The challenge with this programme is that it is targeting youth residing in rural areas and does not include youth in highly populated urban areas. The programme is quite lengthy and does not produce a qualification and cannot make its participants to be specialists in any field as demanded by the labour market.

2.4.9.3 National Youth Service

The Department of Public Works launched National Youth Service programme for unemployed youth. The programme aimed to train young people in construction skills such as painting, bricklaying, plastering, tiling, roofing, electrical, occupational

health and safety and carpentry. The workplace training is done in the Departmental capital and maintenance projects. Programme duration is 12 months and once participants have completed the programme they are exited and linked to relevant institutions of higher learning for further education and training and also small business development for business development training and funding.

In 2010 the Programme had trained 9000 young people since its launch date in 2007. The programme is implemented countrywide through Provincial Public Works Departments and Regional offices of the National Department (Department of Public Works, 2007).

The challenge with this youth programme is that it is limited to areas where there are government buildings to be built and renovated. The geo-location of government buildings blocks opportunity to needy youth. The programme offers accredited construction skills but is not linked to a qualification therefore does not yield full training and specialisation of skills. This programme lacks community participation in the initiation and planning of projects therefore no community engagements and empowerment of participants in the service delivery process other than training and stipend received.

2.5 Literature Review

2.5.1 Nature of Unemployment

Unemployment is a country's economic inability to cope with a massive influx of economically active population seeking employment in the job market. Unemployment largely affects people with low levels of education, women, rural and African youth (Makiwane, 2009). The economically active labour force definition excludes people who are still at school, have retired and house wives who are not looking for employment (Dwivedi, 2005).

Unemployment has a negative impact at an individual level because it causes lack of income which restricts an individual access to basic resources and therefore renders them vulnerable. The resulting effect of unemployment is a redundant human capital which cannot be used to its full economic value therefore affects the outlook of the whole country. In addition, due to the high likelihood of the unemployed being in their

20s which are reproductive years means that the children of the unemployed who are then exposed to poverty in the early stages of their development (Bhorat, 2014).

Unemployment occurs in various ways, namely cyclical, seasonal, frictional and structural. Cyclical unemployment is consistent with the trade cycle so when the country's economy is in its boom phase, unemployment declines and *vice versa* (Barker, 2007). Seasonal unemployment relies largely on tourism and in season agricultural harvesting meaning that more jobs are created during the peak of harvesting or tourism season and when its low season jobs are reduced accordingly. Frictional unemployment is whereby a person is between two jobs, that is, he has lost one job and is searching for another one. Structural unemployment occurs when the local industry has gone through rapid technological development from a labor intensive to a skills intensive leaving large majority of people not meeting the newly required skills (Public Works, 2015).

The South African government is faced with a major challenge of dealing with young people who do not have access to basic resources and skills, to ensure a secured future. It was recorded that in 1995, 3.5 million young people were attending education and training institutions, or had chosen to discontinue with their studies (Ismail, 2015).

In 2008 the global financial crisis affected South Africa negatively. The labour markets reflected increased unemployment from 27.5% in 2008 to 32.7% in 2010. Young people were affected by the decline in employment demand. Recently, in 2014, youth unemployment increased further, with unemployment rates touching nearly 63% of the youth aged 15 to 24. The most challenged demographic group is reported to be the black youth with recorded unemployment rates nearly five times that of their white counterparts (Stats SA, 2014).

According to the World Bank (2013) the worldwide economy of high-income countries is not strong. Therefore, developing countries need to look within themselves to raise their own economic growth while having to deal with risks from the Euro-zone area and fiscal policy in the United States. This means the South African government needs to commit its own resources to its problems without substantial foreign aid.

In 2014, South Africa's Gross Domestic Product (GDP) growth rate averaged 3.0%, with the annual growth rate at 1.5%. The low economic growth rate meant that the job market did not absorb labour at the required scale. The labour absorption rate remained low at 42.7%. The lack of access to the labour market and wage income drove poverty and inequality up (DPME, 2014).

There are 22 million people who have been recorded to live impoverished livelihoods in South Africa (DBSA, 2005a). Poverty and inequality seem to be concentrated in certain racial, gender, spatial and age groups. Poverty is highly concentrated with African people, women, in rural areas, and with black youth (Vass, 2006).

The young people of South Africa are faced with the reality of poverty and they do not easily get economic relief, even when employed their economic ability is almost similar to those who are still unemployed. This is due to the low average wage of R1250 for African youth who have not achieved a secondary education level. The indicated pay scale is lower than the recommended minimum wage and cannot give relief to a young person faced by poverty (Coast, 2013).

2.5.2 Factors Contributing to South Africa's High Youth Unemployment Rate

2.5.2.1 Skills Development and Training

South African youth unemployment emanates from structural unemployment because young job seekers do not have the adequate skills, training and work experience needed by the job market (Aardt, 2004). Education and training has an important role in equipping the youth with vital skills needed to find employment.

According to Klein (2015), there is a correlation between a low-level of education and unemployment. Educated and skilled people are more likely to find employment, not only at entry levels but at a high level of compensation. Those with a low-level of education and experience are faced with risk of unemployment and are often restricted to contract positions. In South Africa companies have indicated lack of skilled labour as their biggest challenge of operating as compared to other countries within the African continent (World Bank, 2013b).

The World Bank (2006) has recommended that the South African Government provides additional development assistance in order to lessen the unemployment burden. According to the United Nations (2007), the South African Government must introduce programmes tailored to remove obstacles faced by youth, obstacles such as the lack of empowerment and job preparedness in order to allow young people to be productive and competitive in the labour market. Perold *et al.* (2012) agrees that South African training and skills development programs are essential for addressing skills shortage and structural unemployment this is because skills are key in improving one's ability to obtain employment.

An adequate skills development plan designed for transfer of construction skills can assist in developing the skills base of young people for future employment prospects. Skills programmes are sector specific and relevant for in demand skills and therefore beneficial to the trainees (Firmer, 2014). In addition, housing construction projects are an important platform for young people to acquire the relevant technical skills through practice which means work experience is acquired and youth participants become employable after the housing construction experience (Mkhize, 2003).

2.5.2.2 Youth Bulge

In 2011, a largely inactive demographic dividend of young people represented 41% of South Africa's population. This youth bulge was caused by a fall in child and infant mortality, while the fertility rates of the reproductive age population remained high. The crucial challenge of the youth bulge is how South Africa makes use of its human capital to maximise its potential growth as it can be both a challenge and an opportunity for the development of South Africa (Lumumba, 2015).

Youth bulge can be a demographic dividend if dependent youth individuals can be reduced over time as they enter the work market and gain employment. This can be achieved if there are sufficient employment opportunities for the working-age population are increased. On the other hand, lack of employment opportunities is the threat which could result in a large proportion of the population being unable to support themselves, leading to social and political instability (Lin, 2012).

South Africa's social stability depends on its ability to take advantage of the large youth population (IBP Inc., 2013). Currently the country's youth population

demographics and low level of Gross Domestic Product make youth development a challenge because unemployed young people need solid institutional context for their development and this context is currently (SAJEMS, 2001).

2.5.2.3 Other Factors

Youth unemployment is not only caused by a lack of job opportunities but also by a lack of financial resources needed to look for employment. Young people who are unemployed and are coming from poor households do not have reliable financial resources needed to getting to places of work, this makes their situation even worse in the job market (ILO, 2006).

Another identified area of concern is the lack of social capital facility that unemployed black youth do not have. Social capital is a network which young people can make use of as an alternative way of securing employment. Access to social capital is crucial in improving one's chances, it is important not only for accessing employment, but also allows access to people who can offer an individual career guidance and related information (Richter et al., 2005).

The last contributing factor to youth unemployment is the inherited spatial planning. The old South African apartheid policy established tribal homelands which had very limited economic opportunities and poor infrastructural development. The current spatial location and poor infrastructure experienced by homelands contributes to inequality of the distribution of income which in turn also translates into employment opportunities. This problem still remains as a threat to sustainable growth of South Africa (Organisation for Economic Cooperation Development (OECD), 2014).

2.5.3 National Youth Build Programme

Malan (2001) suggests that the South African government link the needs of young people to that of the country by identifying skills and services in demand, and link these to skills training and the formal education system. This is what the National Youth Development Agency aimed to achieve through National Youth Build Programme (NYBP). This infrastructural investment in low-cost housing extends beyond job creation it also assists in combating high levels of poverty in whilst also boosting the skills base within the community (Thwala, 2007).

It was through the NYBP that young people were trained in community house build skills. The first area of training was life orientation, second was leadership training, third was community services and lastly training in the community house build certificate which includes safety, construction management, masonry, electrical, tiling, painting and carpentry. There is also an exit component within the programme. It is in this phase that participants are prepared for the future by being linked with contractors, technical and vocational training colleges and business development institutions. The NYBP plays a role in addressing structural unemployment, as relevant training plays a valuable role in one's employability and self-employment prospects (Perold *et al.*, 2012).

The National Youth Development Agency (NYDA), through the NYBP has been able to put its organisational motto into practice. The motto is "building leadership through taking responsibility for oneself, ones programme and one's community". It is through the Ivory Park project that the organisation has been able to ensure that development of a young person is given same value as the houses being constructed.

Table 1: Summary of the National Youth Build Programme

| Plans | |
|--|--|
| Public institutional participation | Department of Human Settlement, City of Johannesburg Housing unit, National Youth Development Agency |
| Private Institutional participation | Habitat for Humanity Kellogg's Foundation |
| Delivery of physical assets | Construction of 100 houses |
| Target of 100 youth | 100 youth recruited (100%) |
| Nature of training | Recognised skills programme in which 100% of participants signed training contracts |
| Woman empowerment | 60% women 40% men |
| Empower and skill Ivory Park youth | 100 % received soft and technical skills training |
| Technical skills training | NQF Level 2 on five Community House Building in glazing, plumbing, electrical, carpentry and masonry |
| Soft skills training | Life orientation Mental toughness Character build Working hands working minds |
| Practical workplace experience | 100% allocated workplace training |

| | |
|--|---|
| Empowerment and capacity building | 80% exited the programme with certificates 20% dropped out of the programme |
| Additional education (second chance matric programme) | 40% participants enrolled for matric subjects through the programme |
| Training output | Accredited Level 2 certificates |

Source: (UYF, 2008)

National Youth Build offered a critical phase of counselling and support which is a crucial element of youth development. This phase comprises a group of discussions over common life concerns and commitment to pursue a common interest, which is employment and improvement of the immediate social space. The common goal to be attained leads to peer relationships amongst youth participants. This is important because social belonging is not usually attained with family members due to the natural hierarchical nature of the home structure. Youth participants achieve various individual gains by belonging to a group goal achieving peers (Serrador, 2012).

Roux (2015) states that unemployed young people are faced with various psychological factors due to their social status. They are marginalised, poor, have limited choices and limited access to social facilities. Unemployment exposes young people to a lack of food, stress, low self-esteem and sometimes even resentment towards the state due to its failure to rescue them from the poverty trap. The psychological well-being of Ivory Park participants was key to the success of the programme hence a psychologist was made available to the participants. This facility aimed to make the progression for participants easier.

The NYDA aimed to make participation in this project a huge benefit for participants and strengthen their character during the course of the project. This is because a strong balanced character enables a participant to have confidence in making valuable contributions towards themselves, their families and the surrounding community (Benson & Lifer, 2001).

In terms of technical skills training 100 participants were offered participation in the community house build training programme. This meant that 100 participants were exposed to unit standard based training on plumbing, plastering, roofing, brick laying, carpentry, electrical and construction management. In addition to the technical skills training, basic English language and maths subjects were also offered to learners.

The reality of skills base in South Africa is that the majority of young people drop out of school before obtaining their senior certificate. Hence the decision by NYDA to recruit and include participants without matric. Part of the training project was a second chance matric programme which was designed to allow participants a chance to achieve school leaving certificates (NYDA, 2010).

The last part of the programme was technical skills training which comprised of 700 hours of workplace practice on the actual housing construction. This phase was crucial because it allowed participants to learn more and practice their newly acquired technical skills. It is in this phase that a meaningful contribution is made towards the community members benefiting from the houses whilst also giving the participants an opportunity to acquire workplace experience and also a network. The on-the-job training component is important in ensuring that development interventions meet the needs of residents, whilst also empowering the youth participants that were actively involved in the decision-making process. Participation and involvement of young participants in the upliftment of their community addresses the problem of inactive youth that are marginalised from social and economic activities of their communities (UN Habitat, 2011).

The programme offered additional 150 hours of community service activities such as planting vegetable gardens or painting schools and community buildings. Participants, through this phase, served as community liaison officers and peer counsellors to other young people. One of the outstanding contributions during the training project was when participants travelled to Meadowlands and Mofolo communities in Soweto to assist families in distress after rain flooding. Their contribution included street sweeping and clearance and distribution of food parcels to the affected families (Tshabalala, 2014).

The programme through community service participation activities aimed to strengthened leadership potential of participants whilst also allowing them to network and form social capital. The programme allows participants to network with potential employers, mentors and business owners who can further link them up to other economic activities.

Community participation is a norm for implementation of government policies and programmes. The commitment by government towards communities is recognised

as a new direction in terms of governance and community development processes (Bingham et al, 2005). Importantly communities including young people are beginning to recognise participation as an important role they need to play in the development of their own communities to bring positive and meaningful development outcomes for all involved (Druze, 2000).

2.5.4 Greenfields Housing Development

Lack of housing is one of the most pressing infrastructure problems in South Africa. This lack is exacerbated by increasing urbanisation which results in rapid growth of slums, unauthorised settlements, and overcrowding. It is becoming common to address housing shortage by using sustainable construction practices, yet the need to make sustainable interventions in the built environment remains urgent for the survival of humanity (du Plessis *et al.*, 2002).

According to InfraPlan (2013: 15) “The definition of greenfield development generally encompasses non-productive land, habitats and productive farmland on the urban periphery Greenfields projects are able to lead to positive outcomes for local economic development and income generation. They promote the need for building material which, when produced locally by immediate business, create a positive spinoff of further job creation. Greenfields projects are lengthy to initiate, execute and complete this attribute translates into logistical activities suitable for skills training and transfer, for one to accumulate work experience (Ogunsanya, 2009).

Housing construction has ability to boost local economy when building material is sourced locally from local producers. This is an additional positive factor to further employ more people outside the construction site, in activities such as brick making for the housing project. Sourcing of locally produced material is more cost effective than sourcing from areas outside the location of construction site, thereby empowering local businesses in terms of sourcing of construction material and capacitating local people in terms of skills and leadership development (Fletcher, 2009).

A sustainable housing development has four pillars, the first pillar is the provision of a permanent residential house for a secured tenure. The second pillar is human capital development for the participating community at a social, mental and technical

level. The third pillar ensures that communities are capable of conducting future maintenance and developments. Lastly the community is equipped with an economically self-sustaining opportunity that will see them use their newly acquired skills for local economic development (Lombard & Van Wyk, 2001).

The South African Housing Act of 107 regards housing delivery as the establishment and maintenance of habitable, stable and sustainable residential environments. Houses should be located in communities that are conducive to economic, health, educational and social opportunities in which people will have access to water, sanitation, energy, privacy and protection (Department of Housing, 1997). Greenfields housing development allows for the integration of fundamental long term improvement of physical, organisational strengthening and community empowerment (Fowler, 1994: 26).

Accountability, good and transparent governance by the state is of utmost importance to the citizens. Therefore, active participation of the youth in local housing delivery projects will render the state accountable and will help improve governance levels in South Africa. This improvement will be beneficial to the state and citizens who would have been empowered through the process (Buccus *et al.*, 2008). Greenfields housing development allows involvement of youth participants through group participation; the participants become effective contributors to group structures and group action. The successful and efficient implementation of Greenfields housing delivery projects by government institutions indicates that South Africa has been able to establish organisations that have durability, autonomy and flexibility in meeting the needs of the community (Jeppe, 1985: 29).

In instances where government has delivered services to communities without empowering the community, the results is the inability of communities to sustain what was gained through service delivery. In order to ensure long-term effect, opening up of core activities of the state to social participation is the most effective way to improve accountability and governance. Engaging citizens in decision making benefits all, as it allows for innovative solutions to policy challenges towards empowerment of communities (Buccus *et al.*, 2008).

Low-income housing construction has an important value towards job creation. The South African standard low-income housing design specification ensures that the building methods to make this kind of structure are labour intensive. It is by nature a small building to construct and therefore allows inclusion of less skilled workers in the process (Fletcher, 2009).

Greenfields housing construction process has the potential to creating additional employment avenue. This is because it allows for strengthening of young participant's social capital, community organisation, human capital development, financial gains through employment and wages and delivery of the actual physical assets which is a house. All these elements provided by a single housing development approach are important towards an integrated approach to development (Majale, 2003).

The lengthy construction process of site excavations, digging of trenches, foundation laying, brick-laying, window and doors finishes installations, plastering, painting, roofing, plumbing, construction labourer and building materials has a potential to yield more jobs and is an appropriate platform for learning because even if a participant missed a day from site there is always another house to build and learn from. Greenfields development also allows for construction skills transfer in a sense that during the construction process, unskilled and unemployed young people can be recruited as labour, working on the construction project. This method yield an opportunity for youth to be trained and equipped with skills needed in a construction environment.

Greenfields housing method is a suitable method for development and also for employment creation opportunities. This is because it allows an opportunity for community involvement, decision-making process, planning and citizen empowerment which is important in strengthening democracy (Pacione, 2013).

2.6 Chapter Conclusion

This literature review has discussed the theories relating to employment creation programmes, sustainable livelihoods, welfare state and basic human needs. The theories emphasise the importance of the integration of social needs for the poor in

development programmes, the provision of assistance by the state to the poor, in order to boost demand and consumption in the economy, and lastly inclusion of the poor people in processes of development programmes for self-sustainability.

The literature reviewed in this chapter indicated the legislative framework for skills development and employment, the nature of unemployment, the construction industry as a major role player in job creation, and lastly, the link that exists between skills and unemployment. It presented how the youth programmes discussed, have fallen short of the required design and accessibility needed to effectively equip young people with required construction skills. It also outlined the Greenfields low-cost housing construction effectiveness, in its contribution to the delivery of low income housing, skills training, employment creation, empowerment, and community participation. The National Youth Build programme was also discussed to identify the critical elements needed in the skills training and transfer process.

CHAPTER 3: INTERNATIONAL PERSPECTIVES

3.0 Introduction

This chapter has two sections, the first section discusses housing policies of three countries that have generated work opportunities through delivery of low-cost housing construction projects. The countries selected for discussion are, Angola (Luanda), Brazil (Rio de Janeiro) and Ethiopia (Addis Ababa). This selection is also based on the shared socio-economic challenges, similar to the South African context such as poverty, high unemployment, and the lack of housing. South Africa, like Brazil, belongs to an association of five emerging economies including Brazil, Russia, India, China and South Africa (BRICS), which are termed as developing countries.

South Africa, Brazil, Angola and Ethiopia have made commitments that require structuring of domestic policies and commitments of budgets towards large scale low-income housing development for eradication of slums and poverty in order to achieve the Millennium Development Goals of “slum free cities” (UN- Habitat, 2013).

The second section of the chapter looks into how National Youth Development programme has been implemented in United States, Canada and Haiti for skills training and youth employment. The discussion contained in this section aims to display different ways in which low-cost housing construction has been strategically executed in order to create employment and improve the construction skills base for the unemployed youth.

3.1 Angolan Perspective: Employment creation and skills development through housing construction

3.1.1 Background

Angola is a country located in the lower west coast of Africa. Angola recovered from war of independence from Portuguese colonialism and civil wars which lasted from 1975 to 2002. The country is rich in diamonds, oil, gas, and agricultural land (Sheehan *et al*, 2010). Post-civil war, the country was faced with challenges of urban housing shortages and poor sanitation. Luanda the capital city to Angola was less

affected by wars and therefore attracted civilians for safety as well as economic opportunities, this resulted in Luanda being an overpopulated city with the largest section of the population residing in slums “musseques” at the periphery of the city centre (Waldorf, 2016).

Figure 1: Map of Angola

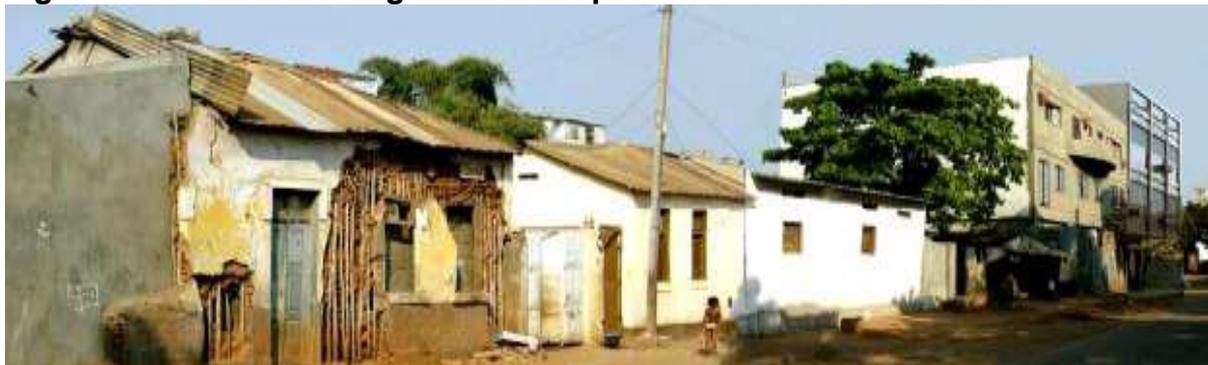


Source: Jacobrein, 2016

The war destroyed all systems including education, therefore Angolan people were not educated and did not have adequate skills required to secure employment in specialised and senior positions on construction projects. Unskilled labour was at 94% for young people between the ages of 15-19, 74 % for the 20-24 age cohort and lastly 68% for the 25-29 age cohort in a country of 19 million population (Republic of Angola, 2014). Prior to PNUH the country was compelled to import skilled people from Portuguese speaking countries such as Brazil, and Portugal (Gastrow, 2016).

The Angola government was also faced with the challenge of extremely high unemployment. Young people throughout the country were unemployed and during this period the only form of prominent employment was received informally. In 2005 the state sponsored employment centre received 25 000 job seekers. This number exceeded the advertised 8 038 jobs in the year, indicating the great need for employment (USAID, 2006).

Figure 2: The State of Angolan Musseques before Reconstruction



Source: Google, 2016

3.1.2 Policy Programa Nacional de Urbanizaçao e Habitaç (National Programme for Urbanisation and Housing Policy)

In 2008 the Angolan government introduced the National Programme for urbanisation and housing (NPUH) to overcome the housing deficit of about 2 (two) Million housing units (See Table 2 for key features of the programme). Through this programme government aimed to improve housing and achieve poverty reduction, as well as improve living conditions and curb illegal land occupation (Cain, 2013b:12).

The Kilamba Kiaxi (KK) is a social housing project regarded as the flagship housing project due to its massive size. The Project was constructed to completion at a cost of US\$3.5 billion. A large portion of Angolan budget was sourced from the Exim bank through the Chinese oil for credit transactions. The KK project is a located at 30 km from the city centre to house the population targeted for ownership. The project delivery achievement was housing to about 120,000 people (Cain, 2016).

Table 2: Key features of the National Public Urban Housing Policy

| | |
|----------------------------|---|
| Institution | Central Government |
| Location | 18 Provinces |
| Product allocations | <ul style="list-style-type: none"> • One million homes • 11.5% for government • 12% banks • 08% co-ops • 68.5% of the homes will be self-built housing |
| Key target | <ul style="list-style-type: none"> • Improve people’s living standards • create employment • Promote equity and social stability • Curb housing speculation in Angola • Discourage land grabbing and illegal construction • Support housing cooperatives • Symbol for national cohesion |
| Features | The creation of a fund to promote housing, and a financial management institute to define the guidelines for project financing. The fund will finance low-income people’s direct purchase or subsidize Their rent into these housing projects. |
| Target market | <ul style="list-style-type: none"> • Minimal wage for lowest paid manual worker US\$ 140 per month (2013) • Minimal Wage for a primary teacher or nurse US\$ 300 per month (2013) • Minimal wage of civil servant (middle level high school graduate) US\$ 350 (2013) • Minimal wage of civil servant (university graduate) US\$ 1,240 (2013) |

Source: Development Workshop, 2016

3.1.3 Development Costs Containment Plan

The project is a Public Private Partnership agreement between the Chinese construction company with government and private banks as providers of finance to families that do not meet the subsidy criteria. On completion, the housing project was criticised for not filling to capacity due to high prices of units charged by the construction company and also private banks did meet their target portion due Angola’s weak and risky land administration system. To ensure that the project was successful and that the majority of the population could afford the houses, the government re-adjusted agreements with the Chinese funder. The cost of housing was capped at US\$ 50,000 per housing unit (Cain, 2016).

3.1.4 Standardisation of Housing Design

The specified size was of 100 m² construction. The pre-fabricated building system was used in construction. The housing units ranged in size from studio to three bedrooms in order to cater for a wide variety of people (DW, 2016).

To accommodate a large number of people in the area, the design for a social housing project such as KK was for multi storey buildings. The multi storey buildings were however criticized by the beneficiaries as they were not used to living at high heights and needed ground yards for economic activities attached to the city's built environment (Gastro, 2016).

3.1.5 Employment Creation

The Angolan government used a US\$13.4 million loan by Exim Bank of China for various developments taking place in the country, including the housing development (Soars de Oliveira 2015). The loan agreement employment clause was 70% Chinese and 30% Angolan labour in the construction contracts derived from the Chinese loans (Corkin, 2011).

Various types of developments occurred in the country. However, employment was generated largely from housing construction. This is because the nature of housing materials used in this project required non-skilled labour and this allowed for a large number of local labour to access employment (Tang, 2010). The 30% clause had no

Figure 3: Image of the Kilamba Kiaxi Housing Project



Source: Paulo Moreira, 2015

bearing in the housing construction projects because lower skilled people could be employed locally at a reasonable rate compared to an imported high cost Chinese labourer. This inclusion was made to ensure that salaries were paid to the poor people so that they could have income. This strategy also ensured construction capacity building and training for future maintenance of the country's infrastructure (Corkin, 2011: 171).

Real estate housing projects created additional employment in housing construction. Chinese companies dominated the private sector. However, the Angolan foreign labour regulation prevented non-Angolan people from being employed in private projects. The Agência Nacional para o Investimento Privado (ANIP-National Agency for private Investment only allows 70% employment of local labour on projects. The labour market policy adjustment ensured that only skilled labour and experts were imported for employment and the rest of the positions are protected for favourable employment conditions (Shao, 2015).

In Sino-Angolan joint ventures, Angolans attained management levels. In some construction companies, Angolans have been skilled and abled to manage and control the operations of construction. The demand for local market is largely influenced by the localisation management. The advantages of a localised labour arrangement is the understanding of local language and handling of local authority and employees (Tang, 2010).

In 2012 youth employment achieved in the housing construction industry was recorded at 29 100 positions. This achievement was higher than the 2005 employment recorded for the country's whole population (Republic of Angola, 2014).

3.1.6 Skills Development through Housing Construction

The PNUH programme required construction contractors to train local employees in order to improve skill levels (Tang, 2010). An intensive Dual Apprenticeship system for class and on the job training program for young people was provided through various routes. The prominent ones were World Assistance Petroleum Operations which also assisted in construction trades, Dom Bosco, technical vocational schools and a civil and construction training centre to skill Angolan youth workers employed

in housing construction projects. Training offered to youth was carpentry, civil construction, and electrical studies (Ignatowski *et al.*, 2006).

Training of youth in construction skills was important for the maintenance of infrastructure facilities. The project succession plan was for a shift from Chinese to Angolan construction workers. Intensive training programs were provided at the beginning of employment to skill and provide youth workers with necessary understanding of construction. Post construction phase of training was conducted to ensure post-construction maintenance to train. An advantage to the training of Angolans labour for maintenance was to ensure that when the three-year guarantee expired, housing owners could have local skilled people and engineers for maintenance (Tang, 2010).

Angola has progressed in terms of developing the economy, facilitation of infrastructural developments, development of skills development and employment creation opportunities for young people. The labour market still has needs for qualified electricians, masons and other required skilled workers. In house training is continually being conducted to build strong skills. In non-technical positions a minimum of 70% of staff is Angolan. Relevant Chinese employees are still retained for performance of tasks that require knowledge of Chinese language (Tang, 2010).

3.1.7 Programme Criticism

The programme has been criticised for construction of houses in locations that are situated on the periphery of the city where there is an inadequate transport system and a lack of social facilities for housing owners to make use of.

Another criticism is that the land registration system is outdated. The law on mortgages has not been finalised to enable financial institutions to invest their own resources in the housing market. As a result, a few thousand properties with a million families are registered and no property tax is collected by the government and there is no security of tenure (Cain, 2016).

3.2 Brazilian Perspective: Achieving employment creation through housing construction

3.2.1 Background

In the late 90s Brazil suffered economically as domestic companies had failed to cope with foreign trading. The tight economic conditions led to an unemployment increase from 6.4% in 1992 to 9.7 % by in 1999, with the job growth rate at a low of 1.3%. In 1999 the labour share dropped from 45% to 40% (IPEA, 2010). By 2004 the unemployment rate for the adult population was 5.4% whilst youth was 50.5% (Campos, 2013).

Brazil was not only faced with unemployment but also other challenges including a housing deficit of 5.5 million in a country of 190 million people (IBGE, 2011). A variety of factors contributed to this deficit other than the slow economic growth. These factors were a growing population, and the lack of coordinated housing programmes for the poor population segment. The urban areas of Brazil formed 80% of the needed housing stock (Shimbo, 2010).

Figure 4: Map of Brazil



Source: Google,2016

3.2.2 The Minha Casa, Minha Vida (My house, My life Housing Programme)

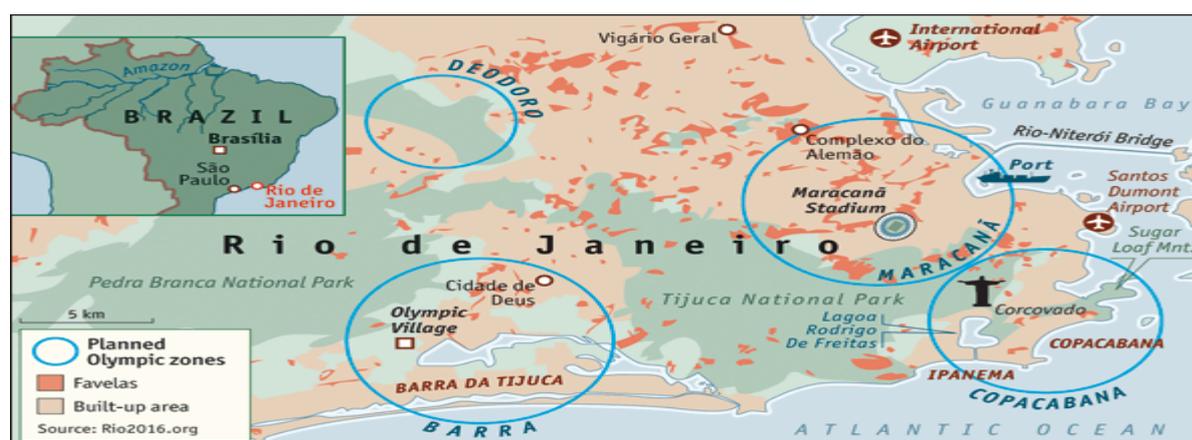
In 2007 the Brazilian government introduced the economic policy of Growth Acceleration Programme (PAC) with a budget allocation of US\$540 million which had a portion invested in infrastructure development. The programme aimed to invent new ways of encouraging production and acquisition of new urban housing or redevelopment of urban and production buildings (Brazil, 2009).

In 2009 through the PAC policy, the Brazilian government introduced the Minha Casa Minha Vida housing programme (MCMV). The housing programme aimed to develop 2 million housing units to the low and middle income households throughout the country. The housing programme was allocated US\$78 million for housing construction. The housing delivery targeted three different income groups (Simpson, 2013).

The “Ministry of Cities” housing allocation of funding for the MCMV programmes was based on the municipality’s planned projects and housing deficits. Allocation was based on general infrastructure required for the housing project, land and release of taxes. Requirements concern terrain, location, accessibility, sustainability and security (Somers, 2013).

The MCMV housing scheme was effective in targeting all lower income to no income segments. To ensure its affordability it is structured such that the construction costs are not transferred to the benefiting families who pay for their houses, an amount that is not more than 10% of the construction cost as 90% is paid for by the state (Meireles, 2015).

Figure 5: Map of Rio de Janeiro's Formal and Informal Settlements



Source: Google Maps

Table 3: Key features of the Growth Acceleration Programme (PAC)

| | |
|------------------------------|---|
| Institution | Federal Government |
| Location | All provinces |
| Product allocations | <ul style="list-style-type: none"> • 3,4 million homes |
| Key target | <ul style="list-style-type: none"> • Construct new housing, • Allocate resources according to the new subsidy model, • Financing of low-income population, • Increased access to housing by poor families, • Employment and income generation through stimulating investment in construction |
| MCMV subsidy features | <ul style="list-style-type: none"> • National government housing allocation • Municipal government housing allocation • Support of proposals in urban and rural areas • Credit provision for urban infrastructural development around social housing project |
| Target market | <p>Income groups were divided according to monthly incomes of:</p> <ul style="list-style-type: none"> • US\$0 (Bolsa Familia welfare grant), • US\$1,000, • US\$2,250, • US\$3,060 |

Source: (Meireles *et al.*, 2015)

3.2.3 The Rocinda Housing Project

Rocinda is the largest favela (slum) in Rio de Janeiro with a population of 73 000. Rio de Janeiro is the second biggest city in Brazil located at the South East of the country. According to population census in 2011 Rio de Janeiro had 6.4 million people and 22% of those live in various favelas (IBGE, 2011).

In order for families to meet eligibility criteria the following must have been met: families must be first time owners and have no participation in any other government financed program. Female headed households were prioritised for allocation (Somers, 2013).

To sustain the social housing project the beneficiary families have a monthly fee to pay which is 10% of their income during ten years. The minimum payment is 50 Brazilian Reais per month. The remaining cost of the house is subsidized by the government and the Caixa bank (Somers, 2013).

3.2.4 Standardised Housing Design

There are two types of housing designs, a detached house of 35 m² and an apartment of 42 m² with an internal surface of 37 m². The houses were designed to meet with the stipulated size, architecture, the use of materials and dimensions applied (Somers, 2013).

Figure 6: Image of Rocinda Projects in Rio de Janeiro



Source: minha casa minha vida news, 2016

3.2.5 Employment Creation

Brazilian construction benefited from its investment in its PAC programme housing credit, low-cost housing and supportive regulations. The construction industry became the main source of industrial growth and job creation was increased by 16.6% higher than in 2009.

The Brazil housing construction sector was deliberately identified for the stimulation of the construction industry and job creation. Construction contributed 40% of investments and supported sustainable growth, resolved infrastructure bottlenecks nationally and stimulated the housing credit market. Prior to the introduction of the PAC and MCMV, the Brazilian housing did not give credit to more than 1000 buildings annually (Luciane, 2010).

Figure 7: Brazil Minha Casa Minha Vida Standard House Design Type



Source: minha casa minha vida news, 2016

In 2009, Statistics (IBGE) reported that formal workers with signed contracts increased by 6.9% for all sectors and by 11.4% in construction. An increase of about 16.4% jobs had been predicted for the construction sector as compared to 6.9% for all sectors (Lavoratti, 2010).

In 2014 the President of the Brazilian Chamber of Building Construction indicated that 500,000 jobs were created through the *Minha Casa Minha Vida* building addition, whilst 1,7 million housing units had been built and delivered to the millions of poor families whose dreams of owning a home had been realised (de Araujo Silva, 2015).

3.2.6 Programme Criticism

Resettlement of people in the periphery has been criticised as a hindrance in people accessing employment and other economic activities, therefore the MCMV

programme is regarded as a step back from the Brazilian urban development agenda of “right to the city” by increasing spatial segregation (Cardoso, 2013).

At the urban scale, MCMV program tends to accumulate the many errors pointed to urbanism (Jacobs 1961): social segregation, mono-functional areas, monotonous environment, small accessibility, and absence of visual references due to the extreme low-cost limitations (Beriaro, 2012).

The critical studies demonstrate that spatial and social segregation occurs, because the majority of MCMV housing complexes are built in outlying suburbs of large urban areas. Mobility of the families living in new MCMV projects is reduced, and this directly affects access to jobs, schools, health and social services, as well as recreation possibilities (Merires, 2015).

These issues are addressed in public meetings and the governmental actors are aware of them. The government stated they were working on solutions and residents do believe in future improvements. However, beneficiaries complain that things move too slowly and regret that they cannot influence decisions about the location of the houses (Somers, 2015).

3.3 Ethiopian Perspective: Employment creation and skills development through housing construction

3.3.1 Introduction

Ethiopia has a population of 91.2 million people. This makes it the second biggest nation in Africa. The country has nine regional states and two cities and is under urbanised with 17% urban population and 83% rural population in the North-Eastern Region. Ethiopia achieved 10% steady economic growth from its agriculture, growing manufacturing and service industries (FCQnet, 2012).

The population growth posed a challenge for Ethiopian government because 16% of the population resides in urban areas and is growing at a rapid rate of 4% annually. Squatter settlements form 70% of residential areas which have poor sanitation and are overcrowded. This leads to the outbreak of diseases and various hazards (Gebie, 2010).

Figure 8: Map of Ethiopia



Source: World Atlas, 2016

In the city of Addis Ababa, the housing stock deficit was at 300 000 units per year. A third of the available housing stock had been constructed using mud and straw structures which were poor quality and were 30 years old and had never been maintained (Uriyo, 2015).

Countrywide the housing market could not deliver to the low-cost housing demands of affordable pricing and required quantity for the majority of people. There was a desperate need for a government funded low cost housing programme where skills intensive technology could be applied by Small Medium Enterprise (SME) companies not for profit but for employment generation purposes (World Bank, 2010).

3.3.2 Integrated Housing Development Policy

This policy was introduced by the Federal government in order to; deal with the housing shortage, accelerate urban development, develop construction industry, encourage a culture of saving and reduce poverty. The introduced policy was deliberate in its implementation plan of delivery and cost effectiveness so that the value for money on infrastructure and service delivery projects could be realised. The policy sets tangible targets in terms of creating employment (Uriyo, 2015).

Figure 9: Image of Yeka Abado Condominiums Housing



Source: New Times, 2015

Through the Integrated Housing Development Strategy various efforts have been made to ensure focus on the labour intensive sector to facilitate growth of micro small enterprises, and employment creation. Inclusive of the programme is the skills development component facilitated through technical vocational education and training provided for the unemployed people through the small medium enterprises in order to promote self-employment (Mofed, 2007: 54).

Table 4: Features of Integrated Housing Development Strategy

| | |
|----------------------------|---|
| Institution | National Government |
| Location | 09 States |
| Product allocations | 192 000 houses in 04 years 10% houses for business |
| Key Target | <ul style="list-style-type: none"> • Housing delivery, • Slum reduction and construction • Development of construction industry • Capacitate urban areas for good governance • Standardised and affordable houses • Renewal of urban slum areas • Saving culture to creation job opportunity • Encouraging housing cooperatives • Low-cost housing development by government • Encourage real estate developers |
| Features | <ul style="list-style-type: none"> • The creation of a fund to promote housing, • financial management institute to define the guidelines for project financing, • The fund will finance low-income people's direct purchase or subsidize rent into these housing projects • Encourage savings |
| Target market | <ul style="list-style-type: none"> • Families that could afford 600=800 Bir monthly rental • Families that could afford R1000 Bir monthly rental • Families that could afford R1300 Bir monthly rental |

Source: Mekuria, 2015

According to Lemma (2006) the Ethiopian government did not only introduce the housing strategy for short term goals but ensured that long term vision for the country was also addressed. This is because the Ethiopian housing strategy is comprehensive and covers many crucial social aspects such as eradication of poverty, job creation, skills development, and enterprise development, using the housing construction process (Lemma, 2006).

3.3.3 Funding Management

The condominium project was budgeted by Government at 15.8 billion birr for year to year construction and creation of 197,802 job opportunities (Mekuria, 2015). In order for this social housing condominium model to be sustainable the condos were put in the housing market for rental as well as for sale (Fein 2009).

To meet its financial obligation the condominium housing program is financed through owner funding from an initial 20-30% deposit and the remaining 80% sourced from the financial institutions as well as from the 20-year lease period condominiums. Reportedly initial beneficiaries opted for upfront payment over the down payment system. Condominium stock is allocated using a lottery system that only gives priority to families that have been displaced by the program. A second source of finance is through the commercial facilities built within Yeka Abado condominium vicinity. This segment of development is sold at an open market value (World Bank, 2009).

3.3.4 Construction Cost Containment

Success and sustainability of Yeka Abado social housing projects lies in its affordability by the potential beneficiaries who were low income earning families. It was therefore important that the costs associated with the Yeka Abado condominium construction were carefully structured to ensure affordability. All the blocks for the condominium plans used standard and same design. This principle applied from studio to one, two, and three bedrooms. All housing units were of good quality however less luxurious than the private sector housing. Hollow blocks, and precast beam rib slabs were selected as preferred material due to their construction material

needs and required no form work to support the structure during the construction process. The design model is effective with the only downfall of low profit margins for the contractor (Global Development Solutions, 2006).

In order to contain building costs, the usage of locally available building materials was encouraged to avoid import expenses. Usage of easy to perform building technologies was applied by continuous design improvements (Mekuria, 2015). Construction contracts get awarded to enrolled programme contractors that charge at a low negotiated rate. Also, the government has ownership over production facilities to ease the procurement process and to boost the local construction industry (EPWP, 2015).

3.3.5 Employment Creation through Construction

In order for the Condominium programme employees to be equipped with relevant construction skills, linkages with the local TVET institution as well as the Ghinchi labour intensive training centre. Young people were trained on a skills development programme which offered, carpentry, electrical, and construction trades. The country obligated itself to fund and support construction related courses, starting from a basic skills level up to a Master's degree. In total 50 000 jobs were created for young people through the housing construction (Uriyo, 2015).

3.3.6 Skills Development

The strength of IHDP model in creating employment opportunities lies in the supply chain preferential system of allocation of projects to programme small medium enterprises. This procurement system ensured that employees of small companies were not only given jobs but that they were trained through skills development and hands on experience. The structure of the process aimed to skill and produce citizens who were not only employable but aspired to be business owners who will further create more employment for people. In ensuring sustainability of enterprises the SME programme supported 85% of firms (World Bank, 2009).

The SME programme provided firms with support in the form work premises, land, and access to credit, machinery and skills training. Priority was given to firms that manufacture pre-cast beams and hollow blocks (World Bank, 2009).

3.3.7 Programme Criticism

The programme has been criticised for not accommodating the poor by focusing on slum upgrading to ensure that the poorer are accommodated due to affordability concerns. Slum upgrading is regarded as more cost effective, sustainable and profitable (Lonnert & Fein, 2006).

Inhabitants of condominiums have been found to be largely occupied by civil servants with a steady income. Rental ranging from studio apartments to three (3) bedrooms this type of housing has been criticised as not being affordable for poor urban citizens who live in worse conditions. Three bedroom condos would be unaffordable for 85% of Addis Ababa citizens (World Bank, 2009).

Cherman *et al* (2004) argues that multipronged programmes such as the IHDP provide support on a variety of fronts such as mentorships through SMEs which are more effective than those that focus only on one strategy. Training of SMEs fosters high capacity for the country, promotes quality practises and therefore increases productivity growth. Employed people have been noted to have less desire to work for SMEs this discouragement is good because it makes SME only attractive to the most vulnerable categories of the population for employment.

3.4 International Implementation of Youth Build Programme

3.4.1 Introduction

The mission of the Youth Build International (YBI) program is to train youth in order to unleash intelligent, positive energy of marginalised youth, in order for young people to contribute to their surrounding community and commit to education and personal responsibility. Youth Build program aims to assist out of school young people to obtain education and skills required to be self-sufficient (Hofman *et al.*, 2011).

According to YBI (2015), the programme covers educational training services, skills and remedial education, counselling, employment and leadership skills. The leadership development aspect includes team building, management, communication, conflict resolution, community work, personal development and

counselling. This service is offered so that young people can be acquitted to pressing issues affecting local communities. YBI has designed and implemented community based training programs for young people between the ages of 14 and 30 in various countries such as Israel, Uganda, Serbia, Sudan, South Africa, and Haiti.

3.4.2 United States Programme

Youth Build (YB) has over 272 programs in the United States. Since its inception in 1994, 84000 students have been able to construct and produce over 18000 low-income housing units. The programme is able to function properly and effectively because it is well resourced and backed up financially by the United States government and operators from the various States (YBI, 2015).

YB has achieved greatly and has had meaningful impact on its participants. The programme has focused its resources on poor and unemployed youth and does not exclude the youth in conflict with the law which forms additional 40%. The programme enriches a young person by providing them with problem-solving skills, counselling, substance abuse, family counselling and life skills to ensure a stable mental aptitude. Participants create individual development plans which they use to ensure personal commitment throughout the programme. The programme provides wages, food, and transportation (YBI, 2015).

The key element of this programme is technical training and job preparedness skills. Training is demand driven and is aligned to locally existing opportunities. The practical training occurs on a construction sites where housing units are being constructed (YBI, 2015).

This programme is effective because it has been able to include unemployed young people effectively in the local housing construction process. This element ensures adequate labour supply on construction site whilst also providing young people with an opportunity to earn income, get skills, get experience, develop their character and enter the employment market programs. The process of civic engagement and community assets building is important because it ensures that young people know how to be active citizens (YBI, 2015).

3.4.3 Canada (Manitoba Province)

In Canada, the Youth Build programme targets youth of 16-29 years who are unemployed, school dropouts, poor, do not have shelter, vulnerable or are a challenge to the community. Participants are recruited from youth organisations justice and welfare services. The programme offers counselling, support and peer groups. This programme phase aims to assist participants with past problems so that new habits are formed for healthy and positive life. Peer counselling is also offered to participants by relevant service agencies (Manitoba government, 2015).

The programme is an alternative to a school system therefore weekly class attendances are compulsory. The programme has vocational training and 10 hours of unpaid academic training in which participants stand to get credits in order to receive high school level certificate from educational institution (Manitoba government, 2015).

This programme is effective because during construction site work participants are assigned to a qualified supervisor. The programme exposes young people to construction skills in the home renovation projects that are allocated in order to enhance their building skills. The leadership component of training is offered to young participants through additional community involvement activities. The Program channels participants into a pre-apprenticeship as a way of exit (Manitoba government, 2015).

The Canadian YB programme is effective because it addresses the issue of young people who are unemployed and are out of schooling system due to various reasons. It offers an opportunity for youth to get high school certificate, get technical building skills, and work experience. The areas covered by the programme are in line with key issues of concern in youth unemployment. Housing construction site is used as a platform that provides a workplace in which experience can be gained and skills can be transferred between skilled worker and the young participant understating the training.

3.4.4 Haiti (Idejen)

In 2010 the Haiti Youth Build was launched by Youth Build International IDEJEN together with Clinton-Bush foundation. The programme was launched as a result of earthquake that left Haiti devastated. The programme targeted young people and aimed to skill them in construction trades for them to take roles in their country's rebuilding process. The focus of this programme is on various infrastructure facilities such as houses, sanitation blocks and green infrastructure. The Youth Build/IDEJEN rebuilding academy has a six-month period of orientation and capacity building to ensure all participants are unified and prepared (ClintonBushHaitifund, 2014).

The grant provided by the Clinton-Bush foundation was awarded both for reconstruction in Haiti and for assistance to the youth entering the workforce. The project supports the education and skills development centres for Haitian youth in construction and leadership skills training. There are two identified training centres which provide training in construction and leadership skills, financial literacy, and basic education classes. As part of service benefits, youth participants receive a stipend, overalls, meals, travel allowance and a starter set of hand tools for use when on site. Youth participants attend intensive classroom learning and community-based learning. This training phase is then followed by six months of education, job preparedness and technical construction skills training. Youth participants receive an additional six months within the programme of tracking, coaching, counselling, development of credit, savings, and business support, plus access to development finance to establish themselves in viable livelihood activities (ClintonBushHaitifund, 2014).

In 2014 it was reported that 9, 578 jobs have been created through the programme and 620 received constructions skills. The youth 6,320 trainees passed government technical exams and earned credits. About 872 trainees formed 238 micro enterprises from their saved stipend. Lastly 4,405 were placed in employment and further education (Youth Build International, 2015).

3.5 Chapter Conclusion

In this chapter, six international models from Africa (Angola and Ethiopia) and the Americas (Brazil, Canada, United States, Haiti), have been discussed to show how employment has been created and how construction skills training has been conducted through low-cost housing delivery. Three housing delivery programmes of Angola, Brazil and Ethiopia, and three youth build international models of the United States, Haiti and Canada, are discussed. The international models have been presented so that various lessons can be drawn into the South African employment generation context.

In all countries government was a major role player in the initiation, support, funding and implementation of housing delivery programmes, to ensure that housing construction and development took place for the stimulation of the economy and the creation of employment. In Angola, the government utilised foreign loans in exchange for its oil resources, whereas in Haiti foreign donor funding was used for youth training. Angola, Brazil and Ethiopia incorporated job creation into the design of their construction programmes, to enhance job creation costs which had to be controlled and managed through a standardised housing unit design. In ensuring employment creation, the monitoring of labour market policies was done to ensure employability of the targeted unemployed people. This was achieved through the localisation of labour in housing projects. In Ethiopia, employment was created through SME companies being awarded construction projects, using pre-determined construction pricing and ownership of building material production.

In all the countries discussed, funding dedicated to all segments of construction skills training, has been made available through private training institutions, local technical vocational colleges and upper learning institutions, to ensure skills and training. Training programmes for youth participants is designed to fit into housing construction programmes for workplace training. South Africa like Brazil pays its needy and deserving citizen welfare grants, however in Brazil the Welfare money can be directly paid towards payment of a house instead of bank account in South Africa this method has not been tried yet except in cases of old age housing facilities. South Africa is a diverse country with diverse challenges and needs,

therefore, piloting of employment creation models is important until viable solutions to skills and employment is reached.

CHAPTER 4: BACKGROUND OF CASE STUDY

4.1 Introduction

This chapter introduces Ivory Park Township which is the location of the case study for research. It is a low-income housing delivery project in the province of Gauteng, which is of interest due to its designed component of skills development and job creation for the youth of South Africa.

4.2 Gauteng Provincial Profile

Gauteng Province is the biggest contributor to the National Gross Domestic Product of the Republic of South Africa. The Province contributes more than 33% per annum to the national GDP. Gauteng is however the smallest province but is the economic hub of the country and has grown by an annual average of 3.7%. In 2010 the manufacturing, finance, banking, wholesale and retail, and all national government departments were major contributors to the economic growth of the Province (DBSA, 2011).

Figure 10: Map of Gauteng Province, South Africa



Source: Google maps, 2016

In 2012, the population of Gauteng was 12.4 million and grew to 12.7 million in 2013. The new people relocating to the province have led to a further demand of

access to services along with those currently living in the province (Budget speech, Gauteng Government, 2014). The Gauteng population increase continues due to the fact that job searches are costly to those residing in the rural areas. Relocation to urban areas such as Gauteng Province therefore has more job prospects (Ardington et al., 2016).

4.3 City of Johannesburg Municipal Profile

The city of Johannesburg is a major city in the Gauteng province. The city is considered the economic power house of South Africa and in the African Region as a whole. The city has sophisticated communications systems, transportation, water and electricity, and has health and educational facilities that are of an international standard. Due to its positive employment prospects, Johannesburg city has a large concentration of population that is culturally diverse and ranging economically from unemployed, employed (middle class) and wealthy. Multinational companies and huge corporations also have their headquarters mostly in the city of Johannesburg (City of Johannesburg, 2014).

People from various provinces in South Africa, the African region and abroad relocate to the City of Johannesburg and as a result the population is at about 4, 4 million. The population remains young due to many young people migrating for employment and further education opportunities (Local Government Handbook, 2013).

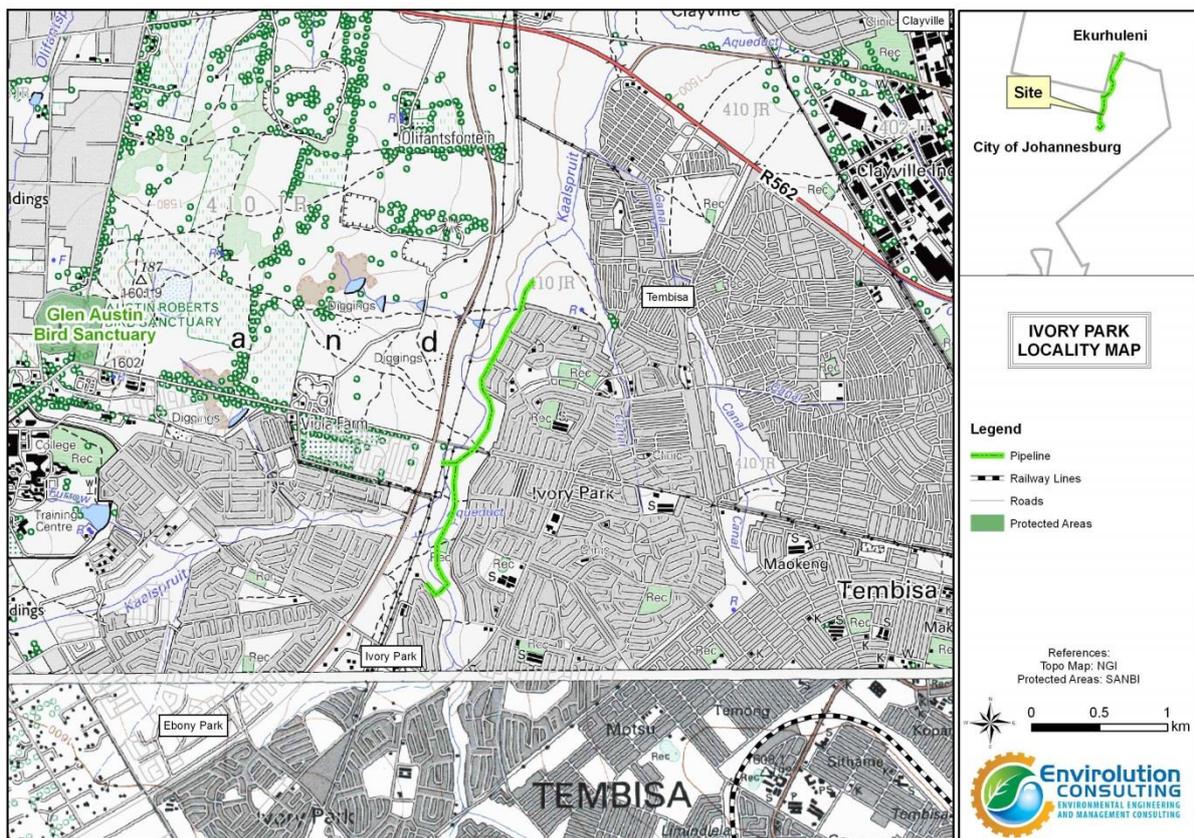
4.4 Ivory Park Township Profile

4.4.1 The Historical Background

In 1990 the Ivory Park Township was established informally on a farm by land invaders. The informal shacks that were erected grew from a few into a complete township populated by over 100 000 people. Ivory Park is situated 32 kilometres from the Johannesburg central business district. Today the township accommodates people from neighbouring townships and other South African provinces (City of Johannesburg, 2014).

In 2000 the City of Johannesburg formalised Ivory Park as a township and regulated the allocation of stands. It provided tarred roads, installed water and sewer systems and initiated service delivery for the township to improve the livelihood of its residents (City of Johannesburg, 2014).

Figure 11: Spatial Location of Ivory Park within Johannesburg



Source: Envirolution Consulting, 2016

Ivory Park is situated in the East of Johannesburg and neighbours Tembisa, Rabie Ridge, Kaalfontein, Ebony Park and Midrand in the west. The City of Johannesburg subdivided the area into 14 627 official stands for housing purposes. To date only 452 housing units have been built and the area has been officially opened as a township. The number of dwellings is gradually increasing due to additional houses being built, not all residents have been allocated houses due to the fact that not all people residing in Ivory Park qualify for subsidised housing. A large number of people do not qualify for housing due to South African citizenship status. Some residents have already benefited through subsidy allocation back at Provinces of their origin and for others it is because of having no dependants as required by the

law. The local language used in Ivory Park is a mix of isi-Zulu, Sepedi, isi-Xhosa, Shangaan and South Sotho (City of Johannesburg, 2014).

4.4.2 Political Profile

There are seven regions under the city of Johannesburg demarcations. Ivory Park falls under region one (1). This region consists of well-off suburbs however Ivory Park is the poorest residential area within the region and one of the poorest in the City of Johannesburg as a whole. Ivory Park is divided into three wards, namely ward 77, 78 and 79. All wards are under the political leadership of the African National Congress (ANC), which is a ruling party in South Africa (City of Johannesburg, 2014).

4.4.3 Social Profile

The Ivory Park Township is geographically located on the outer lying area of strong economic nodes found within the city. However, unemployment is as high as 40% and young people are easily lured into criminal activities in order to survive poverty (Habitat, 2014).

The township has a number of socio-economic challenges associated with low-income communities. Challenges such as illiteracy, child headed households and teenage pregnancies are rife (City of Johannesburg, 2014). There is also high abuse of drugs and alcohol, and an increasing rate of HIV/ AIDS infections. A number of people still cannot access water and electricity which results in residents connecting to the electricity supply illegally (Habitat, 2014).

Although the City of Johannesburg council has been developing the area a lot work still needs to be done to ensure that services reach everyone in order to improve the lives of people (Habitat, 2014).

4.4.5 Housing Conditions in Ivory Park

The Ivory Park Township has a combination of corrugated iron shacks and state subsidised houses. Construction work on roads, water pipes and sanitation is in progress. There are two community libraries, two community halls, one police station, seven clinics, two schools and a shopping centre (Habitat, 2014).

Public street lights installation process began in the 2010/2011 financial year. The township does not have social safety nets such as orphanages, and also no sports facilities, no adequate road safety signs and no stable electricity supply to the industrial area (Maduma, 2010).

An average household in the township consists of four family members. However, most houses have rented accommodation in the backyard which increases the number of people residing per stand. This contributes to the overpopulation in the area and makes housing and service provision for the area inadequate due to the accumulating number of residents (City of Johannesburg, 2014).

4.4.6 Local Economic Profile

Ivory Park has an area demarcated for retail, industrial, business and social services. However, the local economy within the township is driven by informal trading such as fresh produce street vendors. The streets are busy with young and old passers-by. There is also a prominent existence of street vendors selling merchandise, providing services for shoe repairs, telecommunication, cloth tailoring and tuck shops. All of these provide local people with additional services as there is only one shopping centre (City of Johannesburg, 2014).

The high volume of informal trading is also as a result of the high unemployment rate. Petrus Zitha an Ivory Park counsellor says that unemployment affects predominantly matriculants and those that have been unsuccessful in securing employment. A large number of unemployed depend on local informal businesses trading for activities such as carpentry and motor mechanics (City of Johannesburg, 2014).

High unemployment means that households have low to no incomes. It has been discovered that 16% of households get income from formal work, 19% get their income from informal work and another 16% get income from government welfare grants. Various other households get income from a combination of these three sources of income. Many employed people do not have secured employment and the results of a survey conducted found that 60% of households had a monthly income of less than R1000 and only 16% of households had a monthly income between R1000 and R3000 (COPEC, 2010).

A number of the unemployed people in the township do not access government social assistance grants making the situation worse in terms of income per household. A large number of women have turned to prostitution as a source of income in order to deal with problems related to poverty (Habitat, 2014).

4.5 Background to the Case Study

South Africa's shortage of technical and professional skills is commonly one of the serious development barriers for the country as it leads to unemployment, especially with the youth who are in the majority both in the country and also in Ivory Park. Government is focused on improving economic growth in various sectors including infrastructure development which has the potential to yield more employment creation. There is therefore a need for investigating the potential of infrastructural projects in contributing towards skills development training and the creation of employment through low-income housing delivery so as to ascertain its potential of benefiting various people within the community.

This case study was selected for its easily accessible location for research data collection purposes and also its location which is a short distance from major industrial and commercial areas of Johannesburg meaning that there is good potential for local economic growth and employment possibilities for Ivory Park residents. The township and surrounding area is being developed by government and there are a number of low income-housing projects in the area which could mean further potential for employment and local economic development.

4.5.1 Ivory Park National Youth Build Housing Project

One of the designed employment creation programmes which made inroads in the construction of low-cost housing in South Africa is in Ivory Park (Thwala, 2001). The Ivory Park Youth Build Project aimed to enhance intellectual, technical, economic, employment, educational and emotional leadership capacity of young people. This enhancement contributes to the capacity of young people taking responsibility for themselves, their families, and their communities whilst rendering tangible community assets and services. The programme targeted the unemployed and out of school youth (Umsobomvu Youth Fund, 2008).

4.5.2 Selection of Case Study

The nature of the housing delivery project was to deliver 100 low-income housing units to families with elderly people and people living with disabilities. It was a green-fields housing development process which is a long and detailed form of housing delivery that allows for the inclusion of many people in the execution of its activities. Ivory Park housing development included an integrated youth development model which typically has key components within its training programme such as vocational training, work place based learning, and community based activity, leadership development, and personal development planning. In the Ivory Park low-income housing project, 100 young unemployed and out of school youth were recruited to construct quality houses. They were provided with training which consisted of school based learning, technical training, counselling and support services and citizenship. As part of the project, soft skills such as community development and leadership skills were taught, plus technical accredited training on a community house build qualification was offered.

National Youth Build Programme is a community based National Youth Service Programme that offers structured training, work experience, leadership development, and personal transformation. In National Youth Build Programme young people are recruited, trained and thereafter placed on construction sites to be part of the teams that build houses. Houses are built for the elderly, child headed households and for people living with disabilities. As part of the programme, the youth spend a minimum of 12 months using the Youth Build model adopted from Youth Build International. In South Africa the programme was introduced jointly by the National Youth Development Agency, the Department of Human Settlement and the City of Johannesburg (Sanews, 2014).

The project lasted for duration of 18 months. Of the recruited youth, 40% were males and 60% females. Participant's ages varied between the ages of 19 and 26 years. All the youth participants were also awarded a monthly stipend of R1600.

The youth participants that did not have matric were given assistance to register and study for their outstanding matric level subjects, giving them a second chance to

obtain a matric certificate. As additional courses, participants were taught maths and English literacy. Community involvement and leadership were part of the training programme allowing learners to work and contribute to their local community which improved their awareness of the community's development agenda (National Youth Development Agency, 2014).

In the housing construction phase participants gained hands on experience by constructing houses for their community. This on-site work allowed participants to practice their newly acquired skills ensuring that they master the process under supervision. In addition, the participants could then offer any future potential employer, with work experience as required by the labour market. Once participants finish their training they were given assistance in terms of securing potential further education with local Technical Vocational Education Training Colleges, assistance with employment and assistance with small business operations (National Youth Development Agency, 2014).

4.5.3 Partnerships in the Development

The Ivory park project is an effort by various public sector stakeholders who committed to the success of the project in order to achieve their various respective aims in terms of housing delivery to poor people, creation of employment, skills training for unemployed young people, and the provision of housing subsidies to the people of South Africa. The project site was located in the centre of all three residential wards of Ivory Park next to a multipurpose centre (NYDA, 2010).

Success of the Ivory Park Youth Build housing delivery project relied heavily on various contributions made by public institutions which formed a partnership. The National Youth Development Agency introduced the Youth Build concept and initiated and managed the process from initial stage to project hand over phase. The organisation provided assistance with financial contributions towards stipend, protective equipment, soft skills and technical training, and artisan toolboxes (NYDA, 2010).

The City of Johannesburg entered into the partnership because they are the land owners so they also provided township registration services. Kellogg's Foundation provided technical support for implementation of the project in terms of the Youth

Build programmes as they were representatives of Youth Build International. In addition, the National Housing Department of Human Settlement's participation in the project was for the provision of housing subsidies (NYDA, 2010).

CHAPTER 5: DATA ANALYSIS AND INTERPRETATION

5.1 Introduction

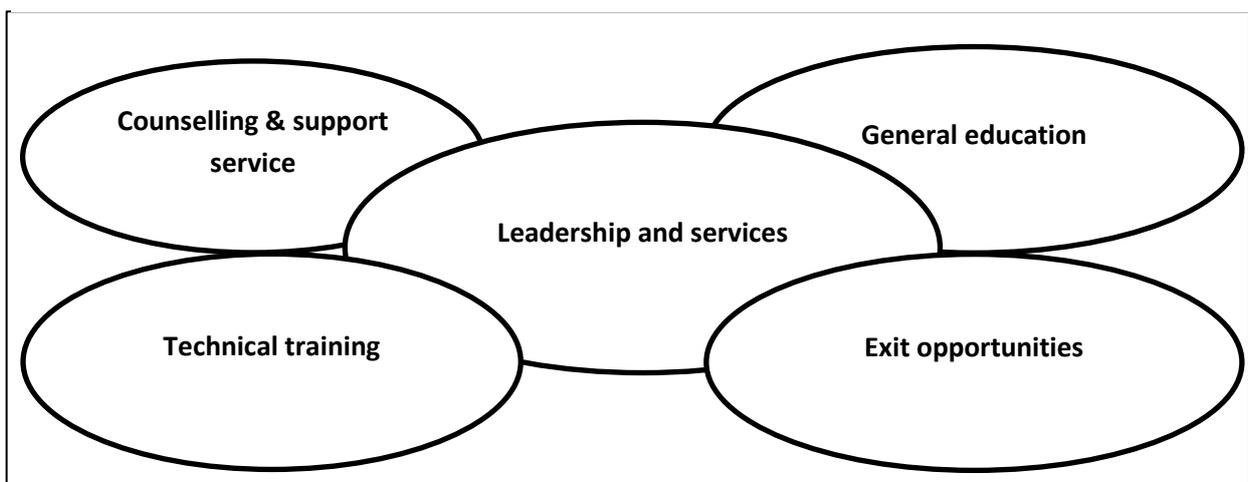
The research study was carried out to assess greenfields low-cost housing construction's ability to generate employment opportunities for young people, impart skills transfer during construction process, enhance community participation in order to contribute to local economic development, and sustainable development intervention.

5.2 National Youth Build Skills Training

5.2.1 Programme Design, Implementation and Support

The National Youth Development Agency executive manager indicated that youth training was designed so that it did not only impart skills but it also enhanced the character of a young person. The programme was offered in five facets of training indicated in the diagram below. Four of the training components are interrelated with leadership and community services component. The programme design aimed to ensure that youth participants were fully involved in all planned and unplanned community service activities in order to impart leadership and technical skills on the youth participants.

Figure 12: National Youth Build Training Concept Design Diagram



Source: Umsobomvu Youth Fund, 2008

The Skills Development Act (1998) emphasises training of youth, because they are new entrants into the labour market therefore need opportunities to gain the required work experience. This is because through skills programmes the youth gain access to jobs which they previously could not attain on their own. The act encourages employers to make workplaces as active learning environment. Accredited skills training is therefore recommended for the accumulation of credits for future learning and development, to ensure a labour market filled with skilled labour for quality output.

5.2.2 Accredited Training

The National Youth Development Agency Project Manager for Ivory Park National Youth Build programme indicated that the training offered to participants was accredited with the Construction Education Training Authority (CETA). Accreditation of training is a quality management system by the South African Qualifications Authority (SAQA) to ensure quality and appropriate knowledge and skills are gained through training.

Table 5: Ivory Park Housing Construction Training on Community House Build Skills Training

| ID | UNIT STANDARD TITLE | NQF LEVEL | CREDITS |
|-------|--|-----------|---------|
| 14882 | Apply screeds to a concrete floor | Level 02 | 15 |
| 14884 | Build masonry superstructures using solid and hollow units | Level 02 | 12 |
| 14887 | Clad roof structures | Level 02 | 6 |
| 14891 | Erect roof trusses | Level 02 | 14 |
| 14892 | Install glazing | Level 02 | 2 |
| 14893 | Paint internal and external surfaces | Level 02 | 6 |
| 14894 | Set out and prepare construction carpentry work areas | Level 02 | 3 |
| 14895 | Set out, excavate, cast concrete strip foundations, build foundation walling and cast concrete slabs | Level 02 | 6 |
| 9967 | Erect, use and dismantle access equipment | Level 03 | 6 |
| 14888 | Construct on-site sanitation facilities | Level 02 | 2 |
| 14890 | Erect ceilings and install insulation | Level 02 | 4 |

Source: Umsobomvu Youth Fund, 2016

Contrary to the NYDA's project manager's indication, the focus group participants indicated that the skills training offered was a part qualification and therefore as former participants they do not have all the credits required to achieve the full qualification.

The director of Housing for City of Johannesburg indicated that training modules were credit bearing towards a full qualification. The reason for part qualification was due to time limitations (12 months) therefore participants could only be trained on the indicated modules. It was further indicated that the additional elective training and tasks based on skills acquired on site could later be accessed by participants through the recognition of prior learning process in order to obtain the full qualification.

Figure 13: Image of National Youth Build Launch Day



Source: Department of Human Settlement, 2015

5.2.3 Second-chance Matric Programme

The National Youth Development Agency Manager stated that the sub-programme was designed to assist the majority of youth participants who had no senior certificates. The second-chance matric programme was a commitment to ensuring that the NYB programme did not disadvantage those without matric. He indicated that matric classes were attended during weekends to allow participants to set aside

the day for attendance and also for home work and studying. The reason for 30% of the participants not achieving their senior certificate could have been due to a lack of commitment to the Saturday classes.

The second-chance matric sub-programme is in line with the South African National Youth Policy which supports second-chance matric interventions in order to allow young people to obtain matric certificates in order to further career opportunities (2015).

Table 6: Pass Rate of Second-chance Matric Sub-programme

| | |
|---|-----|
| Matric achieved through second chance programme | 70% |
| Failed to obtain matric through second chance | 30% |

Source: Field survey, 2016

According to table 6, approximately 70% of enrolled participants passed their exams and were able to receive senior certificates. The focus group participants indicated that this programme was useful because it provided unemployed young people with a chance to attain employment and provided them with an opportunity to access further education routes that require a matric certificate. On the other hand they also indicated that this intervention was structured in a way that prevented participants from achieving their full potential because they had fulltime physical work on site whilst also being required to attend skills training classes and complete assignments.

5.2.4 Counselling and Support

The focus group participants confirmed that the counselling and support phase had a positive impact on their characters. During the interviews 70% of the participants indicated that since being in the programme they have assumed new roles within their family and surrounding environment. They stated that the training programme had a positive influence on them in terms of leadership abilities, interpersonal communication and conflict resolution skills. The previous chapter highlighted that young people are faced with a myriad of personal and social challenges which hinder their potential to achieve in life. Character build is an important element of training because the character of an individual is the key to one's ability to obtain and keep a job.

5.2.5 Employment and Income Generation through Low Cost Housing

The Director of Housing in the City of Johannesburg indicated that housing construction is not technologically demanding and is labour intensive. In the Ivory Park housing construction the aim for the Municipality was to employ previously unemployed and low skilled young people. Youth involvement was made possible by the nature of house construction which demands less technology therefore was constructed and most parts installed using hand tools only. The programme participants were regarded as trainees but as the core part of the construction team.

Focus group participants indicated that before the introduction of the housing project and NYBP in Ivory Park, the 100 youth participants were unemployed. They did not have income and were not actively involved in any economic activities but due to the programme they learned what it meant to have a job and to have a purpose every day during the programme.

Focus group participants indicated that they were paid income even though they felt that the income they received was little. They believed that the stipend assisted them towards their household expenses and also learn responsibility.

5.2.6 Localisation of Labour

Through the localisation of labour strategy, employment was deliberately targeted to local people who were youth, to build the 100 houses identified for poor and needy families. The participants indicated that during the employment period they signed a contract of employment, were allocated personal protective equipment, and were paid a salary (stipend) of R1000 monthly. The focus group participants stated that they were allocated working tasks which they performed to ensure delivery of housing for the community. The task allocation on site started from site clearance, trenches, laying the foundation, mixing concrete, building the walls, glazing, electrical and carpentry installations, plastering, painting, roofing and all other tasks that needed to be performed on site.

The housing Director further indicated that in the project design and scope it was specified that the appointed construction company will only allowed bring 30% of its

skilled and experienced staff to site to ensure that local youth employment was secured. The Manager further explained that Construction Company recruited 70% of its qualified staff locally from Ivory Park Township in order to maximise on the employment creation for the community. This is how additional jobs were created in locally.

The focus group participants specified that the close proximity of the housing construction sites enabled them to walk to site instead of commuting. The close proximity enabled participants to save time and money that could have been spent otherwise travelling to working areas outside the Township. Participants indicated that the time saved allowed them to have extra time for family responsibilities, a balanced livelihood and matric studies. The participants further highlighted that through walking to work their monthly stipend was maximised to cover extra personal needs.

According to Breaking New Ground housing strategy (2004), government should lead in the housing delivery process and ensure that services offered by various state departments are aligned for the benefit of communities. The Department of Human Settlements was actively involved throughout the project process because the Ivory Park low cost housing construction was not only about youth employment.

The Ivory Park low-cost housing construction was greenfield in nature. According to Carswell (2012), greenfield housing developments have multiplier effects in terms of creating backward and forward linkages. A backward linkage was created in Ivory Park because some of the construction material such as stones, doors, cement, sand, bricks, and other building material was supplied by local suppliers within the Ivory Park Township, to maximise on resources. It generated more local jobs for the community through economic resources. The backward linkage of housing construction makes it an attractive tool for employment creation. Local sourcing of goods and labour resulted in further employment creation outside of the construction sites.

The forward linkage from the Ivory Park project was the creation of demand for house related items such as windows, doors and burglar bars bought locally and installed by the local welders as displayed in figure 14. This further strengthens the

generation of jobs and income, especially because most home upgrading materials are available locally in the township shops (Davis, 2006: 176).

Figure 14: Image of NYB Project house installed with extra security features



Source: (Field survey, 2016)

5.2.7 Skills Transfer during Housing Construction

It was indicated that training offered to participants was accredited. Therefore onsite training was guided by a logbook containing a schedule of regulated training to ensure appropriate workplace exposure and to equip participants with work experience. The daily task allocation was done by the on-site foreman, and the monitoring and supervision was done by the experienced employees contracted with the contractor.

The director housing for city of Municipality indicated that on site participants were allocated tasks to work on to ensure multi skilling of participants, trade and non-trade related tasks were allocated. This was because according to the sequence of a house construction, painting cannot occur until the brick laying activity is complete. It is through this way that participants gain skills beyond their related trades, such as a painter becoming involved in brick laying.

Figure 15: Image 1 of 2 for on the job learning process during construction



Source: Department of Human Settlement, 2015

The focus group participants training programme was structured in a way that participants were able to apply and make use of the skills they had gained as displayed on figures 15 and 16. The focus group participants reported that on site they each had a task schedule that was allocated by the foreman. It was further indicated that construction process the participants were allowed to participate in a variety of skills in order for them to effectively apply gained knowledge in a structured workplace training programme. The indicated modules are a fundamental requirement in building a house full knowledge on this is important to increase their chances of getting a job within a construction environment.

Figure 16: Image 2 of 2 of on the job learning process during construction



Source: Department of Human Settlement, 2015

The NYDA manager indicated that during workplace training participants were expected to come to work and sign timesheets, communicate with the foreman in order to get task allocated and also work as a team with fellow workers on site. Team leaders were appointed by the participants to handle all site issues. The skill imparted on participants was both technical and not technical. Participants indicated to have learnt a lot from site, beyond construction skills. It was reported that on site they gained knowledge of how workplaces are managed, team work, leading teams, responsibility, time keeping, and appropriate communication for workplace language. These non-technical skills have a big impact in how they allow a participant to successfully hold a position within a workplace in the future. Only 5% of the participants felt that the NYB programme did not assist much because they went back to hardship and unemployment instead of being fully assisted with money and business.

According to SAQA (2016: 4), “Community House Building training reflects the skills, knowledge and understanding required to participate as a multi-skilled practitioner in the building construction industry and preferably in the construction of a basic housing structure”.

5.2.8 Community Participation and Empowerment

Focus group participants indicated that they performed tasks related to the needs of the community. Table 7 indicates the activities performed during the programme.

Table 7: Community Participation Activities

| Activity list |
|--|
| • Community liason services i.e beneficiary identification |
| • Formed part of policy council |
| • Community meetings relating to housing project |
| • Identification of housing beneficiaries |
| • Dissemination of information to the public |
| • School painting |
| • Vegetable garden |
| • Community campaigns such as parafin safety |
| • Natural disaster clean up |

Source: (Field survey, 2016)

Focus group participants indicated that the community service participation empowered them to realise their contribution and leadership role within the community. In addition, they indicated that they gained knowledge on shared responsibilities between government and their community.

Focus group participants discussed their willingness and availability to volunteer time towards the development of the Ivory Park Township. They credit the NYB programme for helping them to shift their thinking from a narrowed perspective of self-centred understanding towards the broader understanding of local community. Through the programme participants' sociological imagination was developed. This happens when one has a capacity to broaden ones perspective, to see relations between self-identity and society. *"It is the ability of the mind that dramatically promises to understand personal realities of ourselves in connection with the rest of the social reality"* (Mills, 2000: 15).

All research participants indicated that community involvement was realised beyond youth participation. The programme required the identified home owners to form partnerships with the rest of the families identified or housing occupation. The potential home owners had to be actively involved in the construction process by working physically on site to build another owner's house before their personal house could be built. Therefore, potential home owners had to commit certain hours in the project, an arrangement regarded as "sweaty equity". After completion of on-site hours, home owner training was offered by the Habitat for Humanity South Africa (HFHSA). The content of training was on values, budgeting, house expense costing, succession planning, and house maintenance.

According to Checkoway (2013) civic activity is a form of engagement in which citizens participate in a political or government driven initiative or institution. It is a purposeful involvement of people so that they learn and know how public processes operate. This can help with future leadership and in understanding of required civic duties.

5.2.9 Contribution to Local Economic Development

Focus group discussion participants indicated that the stipend provided through the programme relieved them from financial challenges. The stipend received was spent

on personal and immediate family needs as indicated in table number 9. Stipend spent locally in Ivory Park was 80%. Participants indicated that buying local saved them money and time they would have spent whilst travelling to shops in areas outside Ivory Park. Local purchasing is therefore the preference and this has a positive bearing on the local economy with 80% of the participants' monthly income being circulated locally within the Ivory Park Township.

Table 79: Monthly Stipend Expenditure Allocation by NYB Participants

| Item of monthly expenditure | Percentage of income | Local / external | Percentage of participants |
|---|----------------------|------------------|----------------------------|
| Family consumables i.e. Groceries | 40% | Local shops | 100% |
| Furniture items such as bed | 05% | Local shop | 20% |
| Services such as water electricity | 05% | Local | 100% |
| Parental expenditure on school needs | 20% | Local | 50% |
| Personal items such as hair, clothing, airtime etc. | 10% | Local/external | 100% |
| Savings in community savings schemes i.e. stoke | 10 % | Local | 40 % |

Source: Field Survey, 2016

The flat let displayed on figure 17, was in one of the houses identified by members of the focus groups as one of the houses constructed through the programme. The owner of the house indicated that he constructed an external flat let to generate a steady monthly rental income for additional financial support, since family members are mostly unemployed.

The Housing Director stated that renting out of external units by housing recipients is prominent in the area due to the high housing demand due to close proximity of the township to areas such as Midrand and Sandston. It was further indicated that the houses allocated to owners have assisted additional needy families who otherwise could not access housing credit. He further indicated that rental market helps to prevent informal settlements and land invasions in this area.

Figure 17: Image of external rooms used for rental income by home owners



Source: (Field survey, 2016)

The container pictured in figure 18 is outside of the houses constructed during the NYB programme. The home owner's daughter is self-employed and has opened an operational hair salon on the yard. The family indicated that prior to their house construction the daughter had to pay rent for a small space in Midrand central business district, since the family has received a proper house the daughter has been able to operate her own salon from home which means less money on rent and transport.

Figure 18: Image of hair salon operated by one of the housing beneficiaries



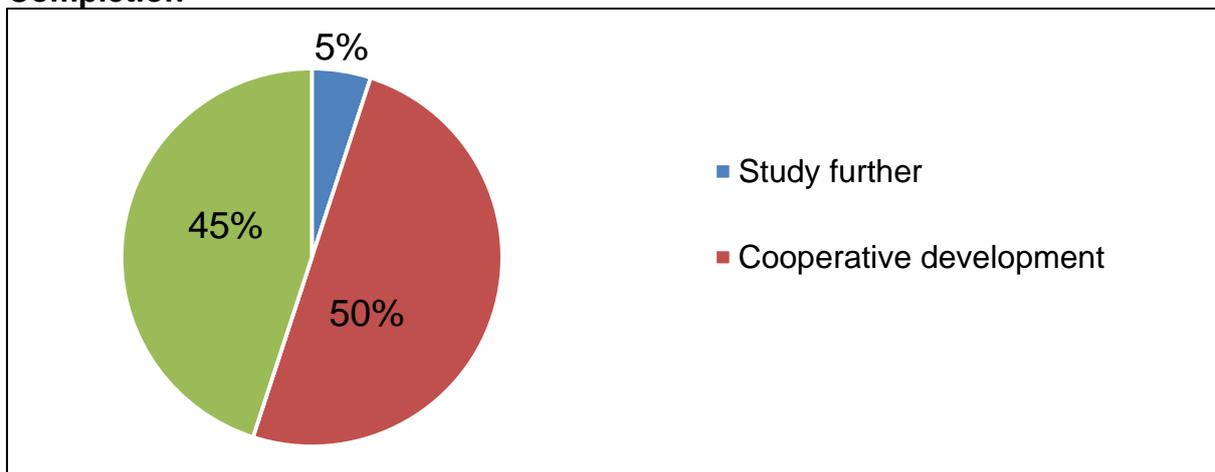
Source: Field survey, 2016

5.3 Sustainability of NYB Programme Skills Training

5.3.1 Employment

The participants mentioned various exit routes that were chosen on programme completion, as indicated in figure 19. Participants also indicated that they were currently not actively involved in any of the exit routes. During programme completion, 45% of the participants were linked and placed with companies relevant to their skills for temporal work. The employment given was short term therefore after one year the contracts of employment were not extended. Some participants admitted fault in their inquisitiveness and youthful behaviour at work which may have contributed to contracts not being extended further.

Figure 19: Exit Career Routes Chosen by Participants on Programme Completion



Source: Adapted from Field survey, 2016

During the focus group discussion, three participants indicated that they are permanently employed by the City of Johannesburg water division. The city hired them as water meter inspectors. The three participants indicated that they were trained on the programme as plumbers.

5.3.2 Cooperatives

Focus group participants indicated that none of the cooperatives formed during the exit process was sustained beyond a period of 06 months. Participants cited various challenges such as a lack of income to attend meetings, to open and maintain bank accounts and to follow up on business activities that were being initiated. As a result,

members gradually left the cooperatives until those remaining could no longer sustain the organisations. Participants also cited the construction industry as a difficult industry to penetrate when one has no resources.

The progress of Ivory Park Youth Cooperative is not unique. According to Sira (1989), cooperatives in general lack information on basic understanding of their organisations, for example services rendered to members for free instead of having a service fee, and lack of commitment from elected members to volunteer time towards administration of the organisation. He further indicates that it is human for people to be less committed to volunteer towards their organisation because in poor communities' people struggle for basic necessities and therefore cannot perform unpaid tasks and services for long periods of time before income is generated by the business.

5.3.3 Education

The Department of Human Settlement Deputy Director Youth and women indicated that during the programme exit phase, the Department awarded two female participants with a government bursary that covers tuition, books and residential fees at a tertiary institution level. The allocation was based on criteria for bursary eligibility as the majority of participants did not have matric and some did have maths as a compulsory subject required in studying construction related courses at tertiary level.

Focus group participants indicated that further education and training was not an easy route to choose and pursue monthly financial obligations towards their families as the challenge as some of them were breadwinners. However, they expressed that they were still interested in improving their educational level in tertiary institutions of higher learning.

The focus group participants disclosed their employment status as shown in the table below with 80% currently employed. However participants mentioned that they are employed in various sectors of the economy outside of the construction field and that their current occupations had no link to the NYB programme exit placement.

Figure 20: Participant's Current Economic Activities

| | |
|------------------------|-----|
| Employed | 80% |
| Unemployed | 15% |
| Education and training | 5% |
| SME | 0% |

Source: Field survey, 2016

It was revealed as indicated in the table below, that 90% of the learners are making use of their skills to earn money. The income in this context refers to both formal and informal sources of income. Participants indicated that piece jobs which offer a once off payment for fixing or installing a task are performed by 90% of them. They expressed that they do not recognise this kind of income generating activity as employment. The reason for this less desirable and smaller appreciation of piece work was because of its casual nature and therefore does not guarantee income security which the participants seek for in formal employment.

Figure 21: Usage of Skills Gained in NYB Programme

| | |
|-----|-----|
| Yes | 90% |
| No | 10% |

Source: Field survey, 2016

About 90% of the participants indicated that they have used technical skills gained in the NYB programme for their family home improvements. One participant stated that since the programme, he has built an external third room to assist his family with adequate space. Generally, the participants stated that they are able to perform tasks at home that typically require skilled people tasks such as painting, electrical wiring, and fixing of pipes and ceiling boards. The ability to contribute makes the unemployed participants feel that even if they are not contributing towards household monthly expenses they are proud to contribute to the general wellbeing of their families.

During the focus group discussion, the employed participants shared that in their current jobs they are actively applying some of the soft skills gained during the NYB programme. The indicated employment sectors were call centre, marketing, retail and food. The soft skills being applied at work were communication with people, time keeping, ability to work in teams, willingness to perform tasks outside your work

scope, and leadership as some had gained supervisory roles in their current employment.

5.3.4 Social Capital

Focus group participants indicated that since exiting the programme they have formed an Ivory Park Youth Build network. The network members communicate frequently through a cell phone application called WhatsApp. In this group chat, members share information on advertised job opportunities with one another and also use it to communicate their life challenges and progress for emotional support purposes.

One employed participant stated that after securing employment she learnt of advertised vacancies in her division and communicated the posts through the network. She then assisted the network members with the filling in of application forms and interview skills. Two of the group participants were able to secure employment in her workplace. Beaudoin (2007) defines social capital as a means to resources through social connections amongst individuals who share information equally and have trust in each other. It is through this trust that the information shared will bring positive outcomes at an individual level.

5.3 Chapter Conclusion

This chapter has presented two key research processes. The first process was tabling and analysis of the research findings revealed through discussions with focus group participants and interviews with the government officials involved in the planning, and implementation of the programme. The chapter has also presented an interpretation of the research findings.

The research highlighted the important role played by the state in the design and development of programmes that deliver housing whilst also empowering local people to ensure sustainable livelihoods. It also confirmed the link between the lack of required construction skills and accessing employment. Fundamentally it has been shown that through the implementation of Greenfields housing development, the community is empowered through project participation and the income gained from

the employment generated. The participants were also able to save money in local saving schemes.

On site participants gained technical and soft skills through the allocation of tasks and the monitoring of performance. The local economy was also found to be stimulated in terms of the backward and forward linkages emanating from the housing construction process.

In essence, the research found that the low-cost housing construction in Ivory Park was sustainable because families that received houses were able to create further income opportunities for themselves, and also the National Youth Build participants gained employment and lifetime skills that they will be able to continue to make use of in the future.

CHAPTER 6: SUMMARY OF FINDINGS, RECOMMENDATIONS AND CONCLUSION

This chapter summarises the findings in relation to the research questions, aims and objectives. This chapter also presents recommendations emanating from the research findings. In the previous chapter, theories of sustainable livelihood, basic human needs approach and welfare state approach were discussed in order to understand how employment can be generated, and how construction skills can be deliberately transferred to unemployed youth using low-cost housing construction project . The Ivory Park housing construction has been presented as a South African case study. In addition, three International cases have been presented the three case studies are of Angola, Brazil and Ethiopia.

6.1 Summary of Findings

The summary of the findings is guided by the research study's main objectives to determine Greenfield's housing development ability to present youth and surrounding communities with an opportunity for self-empowerment. The main research question aimed to ascertain if the delivery of low-cost housing projects could impart the required construction skills and create employment opportunities for the Ivory Park youth participants.

It has been revealed through this research study that low-cost housing is able to create various opportunities which are accessible by unemployed young people who can further be empowered, in multiple ways, as already indicated in the analysis chapter. The study also revealed that with more consideration for the implementation, funding and training period, improvements can be made in line with effective skills development for young people. The presented findings summary is in line with the research questions, and objectives stated in the first chapter.

6.2. National Youth Build Programme in Ivory Park Low-cost Housing Construction

6.2.1 National Youth Build Skills Training and Transfer

The multi facet design and planning of the National Youth Build programme influenced the outcome of training as it provided direction to the training programme. Because of its multi-pronged strategy, training assisted participants in a variety of ways by making use of a single housing construction project. The design was appropriate for the nature of training because, other than unemployment challenges, young people are affected by a variety of challenges which hinder their potential in life. Counselling and support interventions, such as the Ivory Park Youth Build programme, played a critical role by providing a support system to participants.

Community service in skills training is crucial for youth development. Community service assists young people to gain new perspectives within their surrounding communities. The enrolment of young people without senior certificates could be an underlying challenge that may contribute to some young people not accessing jobs in the labour market.

The research study revealed that greenfields housing development does provide surrounding community with an opportunity to development themselves. This is because of the lengthy periods of construction, high demand for planning, coordination of resources, community engagements, labour and building material. The greenfield housing construction project schedule is sufficient for adequate skills training and transfer to happen on site for youth participants to perform the required construction skills and other related tasks as required by the qualification. The housing construction process provides an opportunity from which youth participants are able to put gained construction skills into practice. The time spent working on site by youth participants does not only assist with the logbook but also with gaining of work experience which young people are desperately need in order to access labour market successfully.

6.2.2 Sustainability of Training

Accredited training is important because it assists in ensuring compulsory practical work on a construction site, thereby providing quality on-site training, in terms of a guided logbook, in order for participants to be certified at the end of the programme.

The study has revealed that in Ivory Park, low-sustainability of training was achieved because youth participants were able to independently solicit employment and various opportunities. It was indicated that 90 % of the learners generated income by making use of the skills gained from the training programme. The technical skill gained in the NYB programme has since enabled participants to make home improvements to their housing structures.

The soft skills gained from the project have been actively applied by participants employed in non-construction fields. The indicated employment sectors were call centre, marketing, retail and food. The soft skills being applied at work were communication with people, time keeping, ability to work in teams, willingness to perform tasks outside their work scope, and leadership, as some were supervisors in their current employment.

The housing beneficiaries received training prior to housing, this is a key factor in ensuring that home owners have full understanding of their civic duties and also have a general understanding of house maintenance.

6.2.3 Employment and Income Generation Through Low Cost Housing

In this study, it has been revealed that low-cost housing construction creates employment opportunities due to its low technological demanding nature. The localisation of labour strategy and low-cost housing construction, made employment of young people feasible, and also provided them with a sense of responsibility and belonging, with the construction team. Greenfield housing development is labour intensive therefore

The Ivory Park houses were constructed through a greenfield housing construction process. This process created various backward and forward linkages opportunities for people who are not employed on site but supply building materials to the

construction company, working tools, protective clothing for employed people on site these needs and requirements generated further employment elsewhere. During the research site visit it was discovered that one of the houses visited the home owners made new decorations, and installations to their homes for security and space enhancement purposes this created new needs in the township for welders, builders who had to perform these installations to the homes. A new house creates a value chain of more jobs and boosts the local economy.

6.3.4 Community Participation and Empowerment

Greenfield housing project has empowered young people by giving them opportunity to participate in local community activities and leadership tasks. Through the programme youth participants have been able to shift from a narrowed perspective of self, towards the general well-being of their surrounding community. Empowerment and training of home owners to form home owner partnerships, construction skills and financial management skills, also has a positive impact on the community.

In the project scope localisation of labour was specified so that local community could gain from the project. Through localisation of labour the community has been able to participate fully from the first phase of the project to the last phase. Through localisation of labour opportunities of employment for local youth was created hence they could be trained and employed on site.

6.3.5 Contribution to Local Economic Development

The stipend received during housing construction has been identified as a source of financial relief by participants. Further to income relief, is the boost in the local economy as participants were found to spending 80% of their income locally. The economic boost was enjoyed by participants as well as the home owners who were able to generate monthly income, through rental income and small business operations, from their household premises, at low costs. It was further noted that the rental market development in Ivory Park has been stimulated through the external rental units. The contribution made through the housing construction delivery was

found to be sustainable because the community continues to benefit from the project beyond project life cycle.

The study has revealed that unemployment is high in Ivory Park therefore homeowners generate income through operating small businesses such as hair salons, tuck shops from their homes and also renting out extra space. Allocation of houses to owners has enabled housing beneficiaries to earn sustainable income by using their home premises.

6.4 Recommendations

The tabled recommendations have been drawn from the challenges highlighted in chapter 5. The recommendations presented in this chapter are in line with three policies, namely Breaking New Ground housing strategy, in terms of their objective to human settlement development and employment creation using housing construction; the National Skills Development Act, in terms of skills training regulations; and the National Youth Development Policy of 2015, in relation to youth development. The recommendations are made for adoption by policy makers in the public sector, and private sector initiatives directed at unemployment and youth development in South Africa.

6.4.1 Training

National Youth Development Agency and Department of Basic Education should fund, monitor, and manage, a nationwide programme on second chance matric. The programme should be continual, and not limited and linked to community projects. Recruitment into accredited qualifications should only be prioritised for young people with senior certificates. This will ensure high success rates of the programmes and influence exit options that participants choose at the end of the programmes.

6.4.2 Funding and Monitoring of National Youth Build Exit Phase

The exit programme is one of the facets of training. Problems emanating from the exit phase were due to inadequate technical and financial support given to the youth participants. The exit phase should be funded and recognised as an active phase, so that participants could be given assistance with cooperatives and be paid a monthly

stipend up to a maximum period of six months. The business route of the exit programme can be enhanced by ensuring that the groups forming coops, are trained on business management by the National Youth Development Agency.

The identified potential stakeholders in the exit process were the Department of Higher Education, the National Youth Development Agency, and the Department of trade and Industry. Construction industry careers require mathematical background and therefore, the youth programmes within the industry should require senior certificates and mathematics as a prerequisite to participate in skills programmes so as to ensure that trained participants are almost guaranteed a smooth exit into employment and advanced training programmes such as artisan training.

6.5 Conclusion

The programme was able to provide the community and youth participants with an opportunity to development themselves through project planning processes. Through the income gained from participation in the project the local economy was stimulated. The houses provided to home owners through the programme have created further demand for the consumption of housing goods and also opportunity for the home owners to generate income by operating businesses from their home premises.

The study hypothesised that the delivery of low-cost housing projects, which are greenfield by design, could assist in transferring construction skills, provide income and create employment opportunities for the unemployed youth. The case of Ivory Park greenfields housing development provided an opportunity for accredited skills training to be possible this is due to the lengthy construction period. In the conclusion of the research study the hypothesis is accepted through the case study has revealed that greenfields housing does provide employment opportunities onsite as well as through the backward and forward linkages and skills transfer. it should be noted that for employment to be created and skills training to be possible occur in housing key government departments are involved and that the employment and skills outcome are specified in project scope documents.

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APPENDIX A



COLLEGE OF HUMANITIES

RESEARCH STUDY INTERVIEWS QUESTIONS

RESPONDENT: CITY OF JOHANNESBURG, HOUSING DEPARTMENT

POSITION: DIRECTOR HOUSING MANAGER

Question 1: Is the current low cost housing construction model able to address job creation and skills transfer?

If yes how so?

Question 2: How can the low cost housing construction projects yield more job opportunities for the unemployed youth?

Question 3: Is there a correlation between unemployment and lack of skills?

Question 4: How is the City intending to address this gap?

Question 5: What is achieved when local unemployed youth gets involved in housing construction projects?

Question 6: Has the Labour Intensive Construction methods been incorporated into the design of low cost housing projects?

Question 7: How is the NYB housing delivery project implemented?

Question 08: Is there a plan to ensure job creation in all green fields housing delivery projects?

Question 9: What are the benefits of implementing construction projects using Labour intensive methods?

Question 10: What does a local community gain when NYB low cost housing delivery project is implemented?

Question 11: How are construction companies empowered in terms of on job training of youth workers construction methods are adhered to when implementing housing delivery with NYB component in them ?

Question 12: What is the criteria of selecting low income housing delivery projects for NYB training component?

END THANK YOU

APPENDIX B



COLLEGE OF HUMANITIES

INTERVIEWS QUESTIONSTIONNAIRE

RESPONDENT: NATIONAL DEPARTMENT OF HUMAN SETTLEMENT

OFFICIAL POSITION: DEPUTY DIRECTOR WOMAN AND YOUTH UNIT

Question 1: What is the role of National Department of Human Settlement in South Africa's housing delivery sector?

Question 2: How did the Ivory Park low-cost housing construction model address job creation and skills training for unemployed youth?

Question 3: What are other mechanisms in place to ensure commitment and support to job creation for young people within housing delivery projects?

Question 4: What technical support has been put in place to support City of Johannesburg Housing Department in its implementation of projects in terms of ensuring job creation for unemployed youth?

Question 5: was Breaking New Ground vision been incorporated into the design of low cost housing projects in ensuring job creation?

Question 6: How has the local municipality's capacity been improved in ensuring quality service delivery as projected in the Breaking New Ground housing framework?

Question 7: Out of the implemented project of NYDA Youth Built has the outcome of the project been assessed to measure success?

Question 8: Has the youth build model of job creation been replicated elsewhere in the country?

Question 9: during the exit process of Ivory Park low cost housing project how was the Department able to assist the NYB participants?

END THANK YOU

APPENDIX C



COLLEGE OF HUMANITIES

FOCUS GROUP DISCUSSION GUIDE

RESPONDENTS: Ivory Park National Youth Build Project

POSITION: 25 Beneficiaries

- Did you participate in the NYB project?
- Were you remunerated? Did you sign contracts for training?
- What technical and soft skills were you trained on?
- How has training and employment in NYB and community involvement changed your perspective of life?
- What motivated you to participate in the housing delivery project?
- What was your occupation before joining the NYB project?
- How many of you enrolled through the second chance matric programme?
- How were you allocated tasks on site? How were you supervised?
- How has NYB project changed your personal role within your family and within the community?
- What was presented to you during the exit phase of the project? And how have you progressed through your chosen exit routes?
- How does it feel to be part of service delivery project within your local community?
- What is your present occupation now after project was finished?
- How are you using the skill learnt from the Ivory Park Project?
- How has participation in the project prepared you for future employment?
- What is your highest level of education?

END THANK YOU

APPENDIX D



COLLEGE OF HUMANITIES

INTERVIEW QUESTIONS

RESPONDENT IS PROJECT MANAGER: NATIONAL YOUTH SERVICE IN CHARGE OF NATIONAL YOUTH BUILD IVORY PARK PROJECT.

Question 1: National Youth Build Programme? What are aims and objectives of this programme?

Question 2: What is the National Youth Build participation criteria?

Question 3: What is the aim of youth involvement in low income housing delivery projects?

Question 4: How many young people were recruited in the project?

Question 5: How many young people were still in the project when it was completed?

Question 6: Does Youth Build training intervention address the skills shortages and training gaps identified within construction sector?

Question 7: How has this youth involvement in the project addressed social challenges such as poverty, unemployment and lack of skills that exists in the community?

Question 8: Can Youth build low cost housing programme be duplicated in another Province and area?

Question 9: What interventions were made in ensuring skills transfer to young people during on site?

Question 10: What were the training mechanisms for youth beneficiaries in project? is training offered to youth beneficiaries accredited?

Question 11: What were the perceived challenges for youth beneficiaries on site?

Question 12: What opportunities exists for beneficiaries after exiting the Youth Build low cost housing delivery projects?

Question 13: Are there other NYB projects implemented in the South Africa?

Question 14: What other stakeholders were involved in this project?

END THANK YOU

APPENDIX E



RESEARCH STUDY INTERVIEW QUESTIONS

OPEN ENDED QUESTIONS

RESPONDENT IS EXECUTIVE MANAGER: NATIONAL YOUTH SERVICE IN CHARGE OF YOUTH SERVICE PROGRAMMES INCLUDING NATIONAL YOUTH BUILD WITHIN NATIONAL YOUTH DEVELOPMENT AGENCY

Question 1: What is National Youth Build? What are aims and objectives of this programme as far as young people are concerned?

Question 2: What is the aim of youth involvement in low income housing delivery projects?

Question 3: What are causes of youth unemployment?

Question 4: What is the South African skills shortage outlook for youth coming from disadvantaged background?

Question 5: Does NYB training intervention address the skills shortages and training gaps identified within construction sector?

Question 6: How will youth involvement in housing delivery projects address social challenges such as poverty, unemployment and lack of skills?

Question 7: How is Youth build programme sustainable?

Question 8: How has the programme ensured skills transfer to young people?

Question 9: What are training mechanisms for youth beneficiaries in project? Is training offered to youth beneficiaries accredited?

Question 10: What are benefits of participating in the low cost housing programmes for young people during and after programme exit?

END THANK YOU

