

**INVESTIGATING THE IMPLEMENTATION OF THE EXPANDED PUBLIC  
WORKS PROGRAMME IN THE ETHEKWINI MUNICIPALITY, KZN**

**By**

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A THESIS SUBMITTED IN FULFILMENT OF THE REQUIREMENTS FOR THE  
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## **Abstract**

Expanded Public Works Programme (EPWP) is a cross cutting programme that is implemented by all the spheres of the government including private enterprises. It is a programme which draws a massive number of the unemployed into productive work, so that they gain skills and improve their capacity to obtain income. Its main objective is to employ public sector budgets to reduce unemployment by creating temporal productive job opportunities coupled with training. The aim of this study was to investigate the implementation of EPWP in the eThekweni municipality looking at the benefits acquired by the beneficiaries. A qualitative approach was adopted alongside a purposive sampling technique for the selection of participants in this study. A total of 7 participants were involved including both males and females from different backgrounds were interviewed. This made the collected data very informative as it constituted the perceptions of the participants drawn diverse backgrounds. Findings suggests that the beneficiaries appreciate the programme even though there may be challenges. One of the most important benefits that beneficiaries get from working on EPWP projects is monetary rewards. Findings also suggest that the beneficiaries are not happy with the duration of the programme. The participants aver that the duration of the programmes' contracts is too short and they want the programme to continue on extended contracts. One of the key conclusions is that the beneficiaries do receive skills through education and trainings as well as work experience through this programme. The key recommendations are that programme should consider providing employment opportunities to the unemployed graduates. By doing so, the unemployed graduates would be gaining work experience and getting income to assist them in the job search for permanent employment. The municipality and the Department of Public Works should identify and consider needs to identify and provide long-term job opportunities rather than short-term ones.

# Declaration

The Registrar Academic

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South Africa

I, **Confidence Lungile Khawula** (Student number **207506211**), declare that the thesis titled: **Investigating the implementation of the Expanded Public Works Programme in the eThekweni Municipality, KZN**

Is my original research.

1. This thesis has not been submitted for any degree or examination at any other university.
2. The graphs and other information entailed have been acknowledged.
3. This thesis does not contain other persons' writing, unless specifically acknowledged as being sourced from other researchers. Where other written sources have been quoted, then:
  - a. Their words have been re-written but the general information attributed to them has been referenced
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Sign

Date

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## **Dedication**

I dedicate this study to my family especially my mother for the support she gave me from day one.

## **Acknowledgements**

I would like to thank the Almighty for making this research a success.

I acknowledge, with so much appreciation, the unwavering support and guidance from my supervisor, Professor Oliver Mtapuri.

To my family, my mother Bongiwe Betty Khawula, my sisters Buhle Khawula, Slindile Khawula and Sanelisiwe Khawula, I value your inspiration, motivation, encouragement and amazing support. You played an influential role, I will forever be grateful. My brothers Wandile Khawula and Sanele Khawula who inspired me and guided me through the whole process. Mxolisi Khawula, 'My Chauffeur' you were always there for me. My sisters from another mother, Nompumelelo Nzama, Nonjabulo Hadebe and Slindile Madondo you guys are the best. My hustling partner Zola 'Zozo' Ngcobo I love you Skhokho sami. Nomthandazo Mdluli your daily motivations kept me going. Cebisile Zungu you always dragged me to do the work all the time. Thank you. I appreciate you all.

I also acknowledge the contribution made by the research participants.

## **List of Figures and Tables**

Table 1 Demographic profile of participants

## **List of Appendices**

Appendix 1 Interview guide

Appendix 2 Consent Form (English)

Appendix 3 Consent Form (Isizulu)

Appendix 4 Gatekeeper's Letter

Appendix 5 Ethical Clearance

## List of abbreviations

<b>ACRONYM</b>	<b>MEANING</b>
<b>ANC</b>	African National Congress
<b>BBEE</b>	Broad Based Black Economic Empowerment
<b>CETA</b>	Construction Education and Training Authority
<b>CIDB</b>	Construction Industry Development Board
<b>CLO</b>	Community Liaison Officer
<b>CV</b>	Curriculum Vitae
<b>DPWP</b>	Department of Public Works Programme
<b>DPW</b>	Department of Public Works
<b>EPWP</b>	Expanded Public Works Programme
<b>GDS</b>	Growth and Development Summit
<b>KZN</b>	Kwa-Zulu Natal
<b>LIC</b>	Labour Intensive Construction
<b>NSDS</b>	National Skills Development Strategy
<b>NSDS</b>	National Skills Development Strategy
<b>SMME</b>	Small Medium and Micro Enterprise
<b>SAQF</b>	South African Qualifications Framework
<b>Stats SA</b>	Statistics South Africa
<b>VPL</b>	Vukuphile Learner Projects
<b>TDP</b>	Training and Development Practices

## Table of Contents

<b>Abstract</b> .....	2
<b>Declaration</b> .....	3
<b>Dedication</b> .....	4
<b>List of Figures and Tables</b> .....	6
<b>List of Appendices</b> .....	6
<b>List of abbreviations</b> .....	7
<b>CHAPTER 1: INTRODUCTION AND BACKGROUND</b> .....	11
<b>1.1 Introduction</b> .....	11
<b>1.2 Background to the Study</b> .....	11
<b>1.3 Statement of the Problem</b> .....	14
<b>1.4 Rationale for the study</b> .....	16
<b>1.5 Objectives and research questions</b> .....	16
<b>1.5.1 Aim</b> .....	16
<b>1.6 Overview of the study</b> .....	17
<b>CHAPTER 2: THEORETICAL FRAMEWORK AND LITERATURE REVIEW</b> .....	18
<b>2.0 Introduction</b> .....	18
<b>2.1 Theoretical framework</b> .....	18
<b>2.1.1 The Theory of Change</b> .....	18
<b>2.1.2 Keynesian Theory of Unemployment</b> .....	19
<b>2.1.3 Sustainable Livelihood Framework</b> .....	20
<b>2.1.4 The Learning Theory</b> .....	20
<b>2.1.5 Human Relations Theory</b> .....	21
<b>2.2 Literature review</b> .....	21
<b>2.2.1 Unemployment</b> .....	24
<b>2.2.2 Poverty and Inequality</b> .....	25
<b>2.3 The History of Expanded Public Works Programme</b> .....	26
<b>2.3.1 The Role of Expanded Public Works Problem in alleviating poverty</b> .....	27
<b>2.3.2 The implementation of Expanded Public Works Programme</b> .....	28
<b>2.3.3 Expanded Public Works Programme Sectors</b> .....	29
<b>2.3.3.1 Critique of EPWP infrastructure Sector</b> .....	31
<b>2.4 Beneficiaries</b> .....	33
<b>2.4.1 The selection of beneficiaries</b> .....	33
<b>2.4.2 The recruitment of beneficiaries</b> .....	35
<b>2.4.3 Beneficiaries benefits</b> .....	36
<b>2.4.3.1 Financial benefits</b> .....	36

2.4.3.2 Skills Training benefits.....	37
2.5 Conclusion .....	40
<b>CHAPTER 3: METHODOLOGY.....</b>	<b>41</b>
<b>3.0 Introduction.....</b>	<b>41</b>
<b>3.1 Research Design.....</b>	<b>41</b>
<b>3.2 Location of the study .....</b>	<b>43</b>
<b>3.3 Sampling .....</b>	<b>43</b>
<b>3.4 Data Collection.....</b>	<b>44</b>
<b>3.5 Data Analysis.....</b>	<b>45</b>
<b>3.6 Ethical considerations.....</b>	<b>46</b>
<b>3.6.1 Limitations.....</b>	<b>46</b>
<b>3.6.2 Credibility.....</b>	<b>47</b>
<b>3.6.3 Reliability.....</b>	<b>47</b>
<b>3.6.4 Confirmability.....</b>	<b>47</b>
<b>3.6.5 Transferability.....</b>	<b>48</b>
<b>3.6.6 Dependability.....</b>	<b>48</b>
<b>3.7 Conclusion .....</b>	<b>48</b>
<b>CHAPTER 4: DATA PRESENTATION AND ANALYSIS .....</b>	<b>49</b>
<b>4.0 Introduction.....</b>	<b>49</b>
<b>4.1 Profile of Participants.....</b>	<b>49</b>
<b>4.2 Impact on Poverty Alleviation .....</b>	<b>52</b>
<b>4.3 Impact on Unemployment.....</b>	<b>55</b>
<b>4.4 Challenges the beneficiaries are facing .....</b>	<b>56</b>
<b>4.4.1 Working conditions.....</b>	<b>60</b>
<b>4.4.1 Projects Time Frame .....</b>	<b>62</b>
<b>4.5 Benefits being received .....</b>	<b>64</b>
<b>4.5.1 Skills Development.....</b>	<b>64</b>
<b>4.6 Conclusion .....</b>	<b>72</b>
<b>CHAPTER 5: DISCUSSION OF FINDINGS AND RECOMMENDATIONS .....</b>	<b>73</b>
<b>5.0 Introduction.....</b>	<b>73</b>
<b>5.1 Summary of the Study .....</b>	<b>73</b>
<b>5.2 Research Findings and Discussion.....</b>	<b>74</b>
<b>5.2.1 Impact on Poverty Alleviation .....</b>	<b>74</b>
<b>5.2.2 Impact on unemployment.....</b>	<b>75</b>
<b>5.3 Challenges the Beneficiaries Are Facing.....</b>	<b>76</b>
<b>5.3.1 Working Conditions.....</b>	<b>77</b>

<b>5.3.2 Projects Time Frame</b> .....	77
<b>5.4 Benefits Being Received</b> .....	78
<b>5.4.1 Skills Development</b> .....	78
<b>5.4.2 Education and Training</b> .....	78
<b>5.5 Realization of the Objectives</b> .....	80
<b>5.6 Recommendations</b> .....	82
<b>5.7 Suggestions for Further Research</b> .....	82
<b>5.8 Conclusion</b> .....	83
<b>5.9 References</b> .....	84
<b>Appendices</b> .....	92

## **CHAPTER 1: INTRODUCTION AND BACKGROUND**

### **1.1 Introduction**

This chapter discusses the impact of the Expanded Public Works Programme and defines employment, poverty, and inequality in South Africa. It reviews EPWP in relation to poverty and the role played by the EPWP's in addressing unemployment and poverty. Poverty is evident in many communities in South Africa and it is characterized by the prevalence of informal settlements, needy people with no employment as well as those who lack access to the basic services. Inequality is evident in terms of the unequal distribution of wealth among citizens. A vast majority of people in South Africa are living under difficult conditions and they are surviving on social grants and some are earning an average income which makes it harder for the communities to support their families (Kuhn, 2016). In a South African context, contact between race groups was limited to an absolute minimum due to the social distances created under apartheid system (Wale, 2013). Wale (2013), further states that South Africa is one of the countries with high inequality and poverty is the result of colonialism and apartheid engineering which resulted in the placement of land, overpeopled poorly resourced homes for most of the black population. Racial, gender and geographical elements of poverty are the inheritance of this historical experience. The Government of South Africa, supported by economic gains since 1994, has made significant progress in alleviating poverty, encouraging better access to basic services, education, health care, social protection, and economic opportunities which have assisted in changing some of the unfavourable effects of a system of segregation under apartheid. However, this improvement is being impeded by the country's recent low economic growth prospects (World Bank, 2018a).

### **1.2 Background to the Study**

High unemployment remains the key problem for South Africa and the country struggles to create adequate employment. The labour market is distinguished by a number of respective problems. These include, high level of unemployment which reached 25.1 percent of the workforce in 2015 and 27.7 percent in the third quarter of 2017 associated with a steady employment creation as the economic growth slowed in recent years. Racial and gender inequalities are still predominant in South Africa's labour market, an enduring legacy of apartheid. The issue of race still affect one's chances of finding employment, as well as the allowances received once employed (Kuhn, 2016). Although an increased number of women participate in South Africa's economy, female participants encounter difficulties to find

employment, and earn less than their male counterparts. There is strong evidence of organisational mismatch between labour demand and labour supply for unskilled workers (World Bank, 2017b)

The South African government has developed policies which focus on poverty alleviation and improving the economy of the country. Regardless of those policies, South Africa still remains as one of the countries with the highest income inequality in the world (World Bank, 2017a). Unemployment in South Africa is a foundational problem and the policies needed to address such type of unemployment lies in the labour market (Wale, 2014). The country's unemployment figures rose from 26.7% in the first quarter to 27.2% in the second quarter of 2018 (Stats SA, 2018). The 0.5% increase in the unemployment rate means that the number of unemployed people has risen from 4.4 million in the first quarter to 6 million in the second quarter. According to Stats SA (2018), there were 37.8 million people of working age (15 to 64 years) in the country. The increase in the unemployment rate is a result of 90 000 people who lost their jobs and another 102 000 people who became unemployed between the first and second quarters of 2018 (Stats SA, 2018). According to the same data, the unemployment rate among the youth (aged 15 to 24) who are graduates is at 30.6% which is a decrease of 2.9% in the second quarter. Those with less than matric had an unemployment rate of 56.9%. In addition, the rate of unemployment for those who only hold a matric certificate was estimated to be at 53.6%. So generally young people aged 15 to 24 regardless of their level of education still experience high level of unemployment. In the second quarter, approximately 3.3 million (31.6%) out of 10.3 million young people aged 15 to 24 years, are unemployed, and they lack education or training (Stats SA, 2018). It is evident from the above statistics that South African youth is struggling to find jobs owing to a high employment rate. Additionally, based on the above statistics, it is unequivocally clear that millions of South Africans who are unemployed may not be able to elude poverty. This situation calls for the EPWP to be considered as a possible solution to the unemployment challenges. Its primary purpose is poverty alleviation through labour absorption. The government aims to achieve this by spending money on the creation of public assets through labour-intensive methods (Bega, 2014). The Expanded Public Works Programme (EPWP) is one of the Public Works Programmes which emphasises the creation, maintaining and rehabilitation of quality assets. These programmes are expected to contribute towards the local economic development and skills development. Observations show that unemployment is clearly persistent somewhat acute or cyclical, even though there is

EPWP that offers temporal employment. EPWP is criticised for its short-term job opportunities and projects which only last for four months and its inability to provide sustainable employment (Theron, 2014). Expanded Public Works Programme was implemented in South Africa in 2004, to respond to unemployment as one of the most critical problems the society is facing. Millions of people are poor and they cannot provide for themselves and for their families because of high unemployment, they do not have any source of income to sustain their lives. People residing in rural areas and informal settlements in South Africa are highly exposed to socio-economic challenges such as that of unemployment as well as inadequate skills and this result in them having limited access to information and other resources that they can use to develop their lives (Thwala, 2015).

There are fundamental approaches to increase employment opportunities in South Africa and to assist those who are semi-skilled. The main aim of these approaches is to increase economic growth so that more employment opportunities can be created and increase the number of new entrants into the labour market. These integrations also focus on improving the education system and access to training in a way that helps better equip the workforce to take up the largely skilled work opportunities which the economic growth would create (Bendix 2010). Local municipalities use integrated development planning as a method to plan for the future development, therefore, community development workers can be used to help the youth in communities and South Africa at large by providing them with the correct and useful information for the development of both their communities and lives. Local Municipalities uses the Expanded Public Works Programmes to fight against poverty. These programmes are aimed at alleviating poverty and generating income as a relief to the communities through temporary work for the unemployed (Mkhize (2012). The Expanded Public Works Programme (EPWP) is a national programme that aims to channel a significant number of the unemployed into productive work. This programme involves creating temporary work opportunities for the unemployed, while ensuring that workers gain skills and training on the job, and to increase their capacity to earn an income in the future. The programme is one of an array of government's initiatives to try to bridge the gap between the growing economy and the large numbers of unskilled and unemployed people who have not yet enjoyed the benefits of economic development (Mfusi, 2014). The EPWP projects are a combination of different jobs which promote dissimilar skills from various sectors namely; environmental and infrastructural

sectors. The environmental sector focuses on natural, social and cultural heritage and the infrastructural sector focuses on construction.

Construction has been one of the very few industries that are of popular significance in all countries including South Africa. In one way or the other, human social and economic life depends on the construction industry. Its broad range of output provides the starting point for social and economic development in different sectors. In history, the construction industry has mostly relied on a core where highly skilled staff supervises unskilled and semi-skilled workforce. There was a decrease in demand for construction products over the extinct decades and business associates saw a reduction in skills trainings in the 1980s (CIDB, 2004). EThekwini Municipality has been working with construction projects under Expanded Public Works Programme. Vukuphile Learner Contractors was initiated by the National Department of Public Works in coordination with the Construction Education and Training Authority (CETA). The programme aims to develop capacity among emerging contractors to execute labour intensive projects carried out in the EPWP. The programme is linked to the contractor grading system of the Construction Industry Development Board (CIDB), thereby encouraging and supporting the continuous development of small contractors into medium-sized entities.

### **1.3 Statement of the Problem**

This study investigated the extent to which the Expanded Public Works Programme contributes towards job creation, economic growth and full employment. The Expanded Public Works Programme's employment creation function had a twofold motive, to generate short term employment and to eradicate poverty in the context of extensive citizens (Ngwenya, 2016; Moet, 2014). Moet (2014), further articulated that EPWP focuses on the provision of employment opportunities, training of the beneficiaries and a launch pad for trainees into the job market. Theron (2014) notes that labour in non- standard employment in the public sector are affected by employment security. Theron (2014:20) further articulates that the problems affecting labour in the public sector are also as diverse as those affecting any other department with unprotected employees. These problems include poor health and safety, low wages, medical insurance and pension fund.

The Expanded Public Works Programme was developed to alleviate poverty and provide job opportunities to the unemployed masses. It is worth investigating the effectiveness of the programme and its impacts on different poverty-stricken communities. The main concern is to focus on the beneficiaries of this programme. Are the beneficiaries benefiting from this programme? Since this is a once off job programme, how is life after these temporary jobs? Or it is just a once off opportunity for those beneficiaries. Money is important but it is not always about money, it is also about how employment opportunities impact the livelihoods and the wellbeing of individuals and families. One of the most important aspects is to ascertain whether the beneficiaries are gaining skills from these programmes to help them alleviate poverty even after the temporary job or programme has ended. The study will evaluate whether the skills obtained by the beneficiaries in the programme are useable for self-development after the programme has ended. The implementation plan of the EPWP outlines the necessary job drivers such as more labour-absorbing activities in the main economic sectors to create job opportunities in construction and maintenance. EPWP is also responsible for coordinating, assisting and providing guidance for the beneficiaries. EPWP is a key government initiative that is aimed at bringing the gap between the growing economy of the country with a large number of unskilled and unemployed people who by implication has still not enjoyed the benefits of economic development. The impact of the economic growth is much greater in KZN, given that it constitutes only 1.5% of the total land area of South Africa, and yet it supports 13,200,349 people (Statistics South Africa, 2015) and contributes nearly 34% to the total GDP of the country. Since EPWP is assisting in the provision of employment and eradication of poverty through temporal employment, the problem is that as much as the beneficiaries are benefiting in terms of income, in form of wages or lump sums, but income is not enough since most of the beneficiaries are unskilled. The beneficiaries should benefit through training that enables them to obtain skills that will improve themselves even beyond the end of the programme. Chakwizira (2010) argues that the examination and the questioning of the results of EPWP projects should go beyond quantitative data calculating the number of roads built and employment generated, but it also requires a qualitative exploration of the conditions of the beneficiaries involved in it. This is because the South African Constitution and labour legislation are deliberate to progressively better the lives of workers and of the unprivileged people overall, and to sermon and slowly abolish social and economic inequalities (Bendix 2010). This research will investigate the implementation of EPWP and examine the benefits that are accruing to beneficiaries of the Expanded Public Works Programme (EPWP) during its implementation in the eThekweni Municipality.

## **1.4 Rationale for the study**

The unemployment rate in South Africa is very high. According to Thwala (2016), the unemployment rate rose rapidly during the 1990s and dropped around 2004, and then it rose again in 2005. Expanded Public Works Programme was implemented in South Africa in 2004. Unemployment is one of the most critical problems the country facing and its impact is felt by the societies. Millions of people are poor and they are not able to provide for themselves and for their families as they are unemployed and do not have any source of income. The people in townships are poverty-stricken and they do not have skills, and they also do not have permanent jobs and they further lack information that can help them develop themselves. As per the EPWP policy objective, it would be useful for people to be exposed to the ways that can help them to develop themselves. The EPWP can achieve this objective by working with the municipalities to facilitate community development workers in assisting the youth in communities to obtain relevant information that is useful to uplift the people by offering them with trainings and skills development programmes (Moyo, 2013). These programmes are aimed at providing poverty and income relief to the communities through temporal work for the unemployed. The purpose of this research is to examine the implementation of the Expanded Public Works Programme in order to assess whether the programme has a positive or negative impact in combating unemployment, since the programme was implemented in eThekweni Municipality. Vukuphile Learner Contractors is a construction project which specialises in construction. VLC works hand in hand with eThekweni municipality. The research looked at Vukuphile Learner Contractor beneficiaries. In addition, the research looked at Vukuphile Learner contractor beneficiaries in the eThekweni municipality.

## **1.5 Objectives and research questions**

### **1.5.1 Aim**

The aim of this study is to investigate the implementation of the Expanded Public Works Programme (EPWP) and how it is benefiting the participants in eThekweni Municipality.

- To evaluate the extent of the EPWP on poverty alleviation and unemployment from the perspective of the officials on the beneficiaries
- To explore the challenges that the beneficiaries are facing within the period of the project

- To explore the challenges that the beneficiaries are facing within the period of the project

The main research question for this study is to determine what benefits are accruing to beneficiaries of the Expanded Public Works Programme (EPWP) during its implementation in the eThekweni Municipality. The following sub-questions ensue from the main research question:

- What are the benefits that the beneficiaries receive throughout the programme?
- In what ways is the EPWP alleviating poverty and unemployment from the perspective of the officials on the beneficiaries?
- What challenges are the beneficiaries of EPWP facing during project implementation?

## **1.6 Overview of the study**

The thesis has five chapters. Chapter one consists of the introduction and background to the study, EPWP in South Africa, the research problem statement and the objectives of the research. The second chapter presents the literature review, which is in two sections; theoretical and literature review. The theoretical framework gives an understanding of the EPWP theories and issues of the programme. The literature review covers literature on related studies of the EPWP's. Chapter three presents a detailed outline of the methodology used in this study. This chapter explains the research design, sampling and data collection methods. Data analysis techniques are also explained in this chapter. Chapter four presents the data obtained from the field research as well as an analysis and interpretation of the results. Conclusively, the final chapter presents the main conclusions and recommendations.

## **CHAPTER 2: THEORETICAL FRAMEWORK AND LITERATURE REVIEW**

### **2.0 Introduction**

This chapter discusses unemployment, poverty and inequality in South Africa. It reviews the literature with regard to theories of unemployment and employment, poverty, the history and the role played by the EPWP's in addressing unemployment and poverty. This chapter also examines the theory of change, the Keynesian's Theory of Unemployment and Sustainable Livelihood Framework, the Learning Theory and the Human Relations Theory. This chapter will also show a connection or a link of the theories used in the study with the EPWPs beneficiaries' perspectives on the literature review.

### **2.1 Theoretical framework**

According to Welman et al, (2005:21), a theory is essential for a research as it helps in leading the discussions. A theory introduces statements which identify relationships between variables with the perspective of defending the subject that is being investigated. The discussion in this research is governed by a clear understanding of unemployment and the sustainable livelihood framework.

#### **2.1.1 The Theory of Change**

The theory of change is a theoretical perspective that explains the implementation and the issues that hamper effectiveness across comprehensive community initiatives. The theory of change focuses on initiating knowledge about whether the program is effective and also in explaining what methods can be used for the implementation to be effective. A theory of change is quite simple and elegant in explaining how and why the initiative works (Weiss, 1995). The study used the theory of change to evaluate the effectiveness of the EPWP through the behaviors' of the beneficiaries and as a way to appraise the effectiveness of EPWP.

This theory helps to explain the findings of the challenges faced by the beneficiaries then it looks at the skills the beneficiaries obtain throughout the programme. The researcher engaged with the officials as well as the contractors and workers within the municipality and analyzed data. This study sought to uncover all the gaps left by the researchers about the benefits of the

beneficiaries of the EPWP and to also get an understanding of the skills provided by the programme if they assist the beneficiaries after the programme has ended.

### **2.1.2 Keynesian Theory of Unemployment**

Unemployment is a condition in which an individual who is energetically looking for employment is unable to secure one. The unemployment rate represents the number of those unemployed individuals in the workforce (Ngoma, 2005). Nonetheless, the prevalence of joblessness is one of the indicators of economic performance. The theory of unemployment is the one that explains the causes of unemployment and the factors of unemployment. There are various categories or types of unemployment, and there are also different theories that explain the reasons behind unemployment within a specific economy. Keynesian economics presents a theory of unemployment. Keynes (1936), explains that unemployment happens when there is inadequate demand in the economy. If the demands for goods and services decrease, then there is a less need for production and therefore, there is also less need for workers. Keynes further states that ‘there is a relationship between economic demand and employment rate’. According to Business Tech (2018), South Africa’s Gross Domestic Product (GDP) growth slowed from 1.3 percent in 2017 to 0.7 percent in 2018. Similarly, according to StatsSA (2018), the unemployment rate rose from 0.2 percent to 1.5 percent in 2018. This clearly explains the relationship between the economic demand and the employment rate.

This theory helped by providing an understanding of why people go out to look for employment and the possible causes of high unemployment rate. Having said that this theory also helped in demonstrating the different types of labour on how and why they receive different types of wages. As Theron (2014:20) articulated that the problems affecting labour in the public sector are also as diverse as those affecting any other department with unprotected employees. Wages and benefits are clearly crucial to EPWP beneficiaries, as they allow them to buy the necessities. The attestation of the beneficiaries revealed two compelling trends. The EPWP beneficiaries appreciated the fact that they were earning an income from eThekweni Municipality, which allowed them to start meeting livelihood difficulties and support their families. In some families, EPWP wages assisted as an addition to other sources of income, including social grants and wages earned by other members of the family. The money the EPWP workers earned made a big difference in the context of unemployment and overall

poverty. In some cases, beneficiaries strongly felt that the wages of EPWP work is low, as they have to deal with the rising cost of living (Bruce, 2015). But then again they also feel that it is better than nothing.

### **2.1.3 Sustainable Livelihood Framework**

The idea of sustainable livelihoods is increasingly central in the debate about poverty reduction and environmental management. This framework gives a conceptual framework for understanding poverty. It portrays a clear picture to those who are trying to understand the links that cause poverty (Amjad, 2005). Poverty is one of the reasons that drive people to look for employment, whether it's permanent or temporal employment. It is for this reason that EPWP came into place to assist those who are looking for employment. The Expanded Public Works Programme plays a huge role in poverty reduction by providing temporal employment to the poor and unskilled labour. This theory helped by providing insight and understanding of poverty and its causes. According to Samson (2015), who conducted a study on the evaluations of the EPWP in the social sector, the minimum wage or stipend received by EPWP workers was lower than the proposed national minimum wage. The rich inhabitants were expected to drop out the application due to the low wage rate in the projects. However, because of the high demand for employment in South Africa, even the people from better-off households are eager to work in EPWP projects. In this case, it clearly shows that even those that are thought to be better still find reasons to work for EPWP because of the current economic conditions that are not favourable.

### **2.1.4 The Learning Theory**

The learning theory explains how learners take in, undertake, and preserve knowledge during the learning process. Learning, psychological and environmental influences as well as previous experience plays an important role in how 'understanding' is acquired or changed, and in how the knowledge and skills are retained. Learning happens mostly when people are active in constructing physical objects in the real world. The students learn through engaging in project-based learning where they build connections between dissimilar ideas and areas of knowledge accelerated by the teacher through coaching (Bandura, 1969). This theory has also helped in

providing an understanding of the process in which the beneficiaries of the EPWP received skills through this programme. The process in which they attend training before they start working on a project they are awarded. This study aimed to evaluate the skills obtained by the beneficiaries through the EPWP training.

### **2.1.5 Human Relations Theory**

This theory states that the informal organisational structure should by all means be managed so that it will extend effectiveness in a workplace. The prime way to notice the labour's potential is to make their work more essential, more satisfying and the relationship between the fellow workers and their supervisors becomes healthier. This theory explains the relationship in which workers should work together. According to Karen (2019), the other best way to deal with workplace conflict, is to offer conflict resolution before the workplace environment becomes aggressive. Therefore, whenever there was a misunderstanding between the contractors, the labour and or the community, they sat down to resolve the issues face to face so that the job is done at the end of the day. Every work environment has its own ups and downs but it takes the parties to work with each other so that they achieve the same goal.

## **2.2 Literature review**

Unemployment, poverty and inequality also link in many ways. There is also a connection or a link of the theories used in the study with the EPWPs beneficiaries' perspectives in the literature review. This part unveils the various links and it is organised in different subsections. The first section holds the introduction of the study, the second subsection contains the background and that is unemployment, poverty and inequality. The third section focuses on the history of EPWP, evaluate EPWP by looking at its trend through the years of its implementation. Studies that have been conducted by other scholars about EPWP are examined and used in this study to serve as a guideline.

A **Theory of Change** focused on initiating knowledge about whether the program was effective or not and also in explaining what methods could be used for the implementation to be effective. The theory of change assisted in evaluating the effectiveness of the implementation

of EPWPs through the behaviors' of its beneficiaries if whether they received or do not receive benefits through this programme. It also looked at the challenges faced by the beneficiaries of EPWP as well as the benefits they received throughout the programme. Even though there were challenges faced by the beneficiaries but it was clear that the beneficiaries did receive benefits through this programme.

A **Keynesian Theory of Unemployment** provided an understanding of why people go out to look for employment. In such a case, there was a connection between this theory and the EPWPs beneficiaries as it gave a clear understanding of why they go out and look for employment. This theory also demonstrated the different types of labour on how and why they receive different types of wages. Wages and benefits are clearly crucial to EPWP beneficiaries, as the wages allow them to buy the necessities. There was an understanding of the type of wage they EPWP beneficiaries fall under once they have acquired employment. The EPWP beneficiaries appreciated the fact that they were earning an income from eThekweni Municipality, which allowed them to start meeting livelihood difficulties and support their families.

A **Sustainable Livelihood Framework** gave a conceptual framework for understanding poverty. It portrayed a clear picture to those who are trying to understand the links that cause poverty. Unemployment has caused families to live in unsanitary conditions because a lack of financial means to improve living conditions. The issue was recognized by the South African government and it's the reason why EPWP was created. EPWP has been a working weapon in reducing poverty within communities by providing temporal employment. In this case, there is a connection between this framework and the EPWP beneficiaries. Poverty drives people to look for employment and EPWP was implemented to assist those who are looking for employment and it plays a big role in reducing poverty by providing temporal jobs. This programme is an important gateway to labor absorption and provides income for poor families. The poverty stricken people now have a chance to receive income and thanks to the jobs that the EPWP provides.

The **Learning Theory** explained how learners take in, undertake, and preserve knowledge during the learning process. This theory helped in providing an understanding of the process in which the beneficiaries of the EPWP received skills through this programme. There is a process in which the beneficiaries of the EPWPs go through before they can start working on any projects that they are given. They are bound to attend pieces of training or workshops before they can start working on any project they are awarded. As this study aimed to evaluate the skills obtained by the beneficiaries through the EPWP training, therefore this theory helped in giving an understanding of how the beneficiaries undertake knowledge during the learning process.

The **Human Relations Theory** explained the relationship in which workers should work together. As there were conflicts that always rose in their workplace, this theory unpacked the best way to deal with workplace conflict and to offer conflict resolutions before the workplace environment became aggressive. As there were misunderstandings between the EPWP contractors, the EPWP labour and or the communities in which the projects were based. Everyone sat down to resolve such issues and conflicts to maintain a healthy working environment.

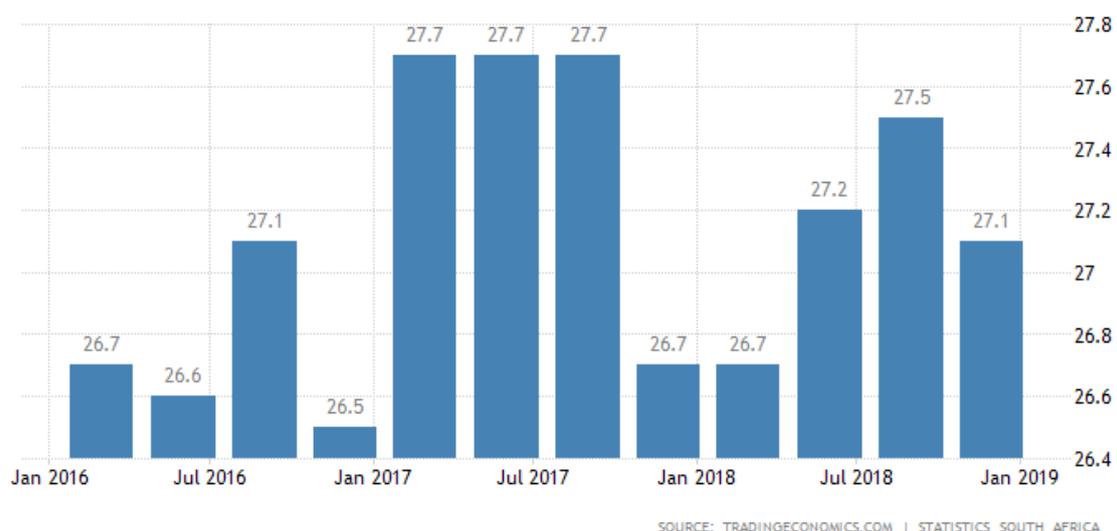
Out of this study, there is an interesting speculative theoretical part based on the theory development and advancement in the existing theory with some logic and facts. The problem of unemployment and poverty has been a continuous challenge that the South Africans are facing. The South African government designed economic policies to help solve the increasing unemployment and extreme poverty amongst the poor. Therefore Expanded Public Works Programme was designed with the aim of reducing unemployment and alleviating poverty within the communities. This study showed that the beneficiaries are certain that the programme does reduce unemployment as well as alleviating poverty. This study also show that the beneficiaries need more work so that they can work for a longer period of time in the field. The findings further reveal that although there is high unemployment rate in South Africa, but they are thankful and they appreciate EPWP as some of communities of eThekweni Municipality are benefiting from it.

## 2.2.1 Unemployment

Unemployment represents the number of people in the workforce who want to work but do not have employment. It is generally stated as a percentage and calculated by dividing the number of people who are unemployed by the total workforce. The workforce is made up of those people who want to work and it excludes people who are retired, disabled, and able to work but not currently looking for a position; for instance, they may be taking care of children or going to college (Mashiloane, 2016). There are a number of factors that causes poverty. People can be unemployed for many different reasons. The reasons may include people resigning from their current position due to dissatisfaction and look for another new job. It could be that they were laid off due to the shrinking economy and they have not been rehired. It could be they have recently returned to the workforce due to pregnancy or attending school and have not yet located a position (Mashiloane, 2016).

According to Stats SA (2019), the unemployment rate decreased to 27, 1 % in the 4<sup>th</sup> quarter of 2018 from the previous percent of 27.8 % in the previous period. The labour force increased by 79 000 to 22.67 million from 22.59 million in the previous quarter. The jobless rate decreased for men to 25.1 % from 25.9 % in the 3<sup>rd</sup> quarter. In contrast, unemployment for woman increased to 29.5 % from 29.4 %.

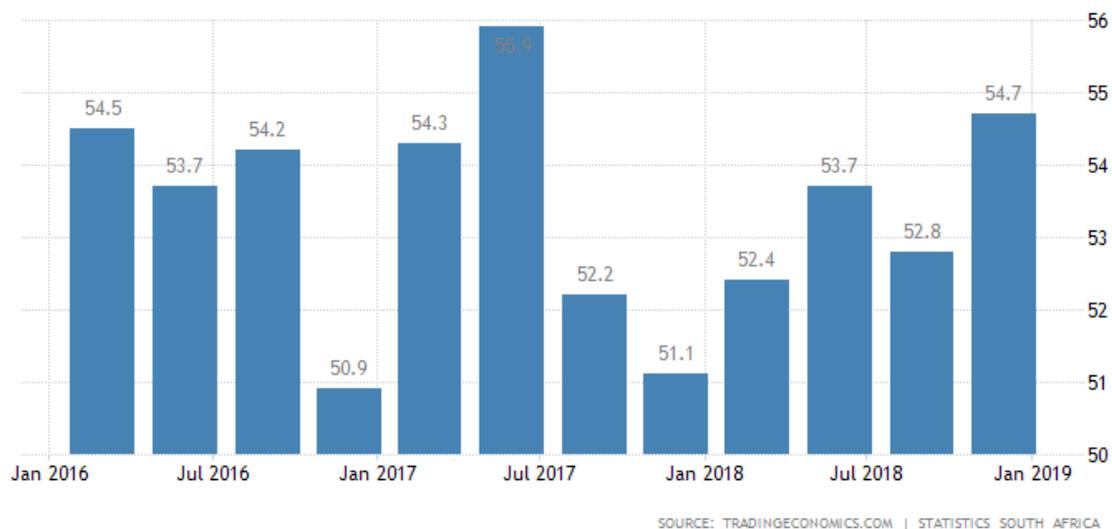
The following figure will show the unemployment rate. From the year 2016 to the year 2019.



Stats SA, Trading Economics, 2019

According to the Statistics of South Africa, youth unemployment increased in the 4<sup>th</sup> quarter of 2018. The rise of unemployment for the youth has been going on since the 1980s. The rate of unemployment has been a particularly relevant indicator of economic and social health (Thwala, 2011). The youth unemployment rate has further increased to 54.7 % from 52.8 once again in 2019 (Stats SA, 2019).

The figure below shows the increased youth unemployment from the year 2016 to the year 2019.



Stats SA, Trading Economics, 2019

According to Ngoma (2005), the labour market is increasingly demanding highly skilled labour, while the demand for semi-skilled and unskilled labour is decreasing, therefore, due to this phenomenon there is a shift from labour-intensive to capital-intensive modes of production. Employment opportunities for semi-skilled and unskilled workers is therefore, decreasing. The attainment of higher education qualifications among the youth is very low. The youth from disadvantaged backgrounds cannot afford to go to universities.

### 2.2.2 Poverty and Inequality

Poverty and inequality has been in existence for generations in the developing and developed countries and regardless of the interventions that occurred or still occurring the process of eliminating these problems still remains. The rate of poverty in the country is visibly clear for everyone to see as it is characterized by shacks, homelessness, unemployment, poor infrastructure and lack of access to basic services. Deprivation on the one hand refers to how

poverty affects a person's life. It also takes into account the limitation an individual is faced with because of poverty in terms of their present and future actions. When considering how poverty is associated with the lack of sufficient financial resources, it is essential to consider the two distinct components of absolute and relative poverty. Absolute poverty is the absence of financial resources required to maintain a certain minimal standard of living. For example, an absolute poverty line can be set, based on factors such as the financial resources needed for the most basic needs or the income level required to purchase basic food needs. Such poverty lines need to be adjusted for inflation if they are to be used at different time points. Relative poverty is seen as poverty that is partly determined by the society in which a person lives (Fields, 2010). Lack of financial resources may affect school attendance among students from families living in abject poverty, particularly in developing countries. The relatively poor in developed countries, however, often feel excluded from the school community, or the whole school community itself may feel excluded from the wider society. This kind of exclusion affects their ability to gain full benefits from education or to translate the benefits of education into remunerative employment. Where absolute poverty is considered, the focus is usually on developing the underprivileged countries. In contrast, where relative poverty is considered, the focus is usually on developed wealthy countries (Levin, 2009). Poverty is highly prevalent in rural areas where society also suffers from low-quality education and less access to basic services (Schoeman in Fox and Van Rooyen 2016:16). People who live in poverty are susceptible to diseases, crime and substance abuse and this affects their creativity.

### **2.3 The History of Expanded Public Works Programme**

The Expanded Public Works Programme is a cross cutting programme that is implemented by all the spheres of the government and enterprises. It is interpreted as a worldwide programme which draws a massive number of the jobless into productive work so that the workers gain skills while they work and improve their capacity to obtain income. EPWP's main objective is to employ public sector budgets to reduce unemployment by creating temporal productive job opportunities coupled with training (Department of Public Works, 2012). It is a national programme that aimed to channel a significant number of the unemployed into productive work. This programme involves creating temporary work opportunities for the unemployed, while ensuring that workers gain skills and training on the job, and to increase their capacity to earn an income in the future. The programme is one of an array of government's initiatives

which is intended to bridge the gap between the growing economy and the large numbers of unskilled and unemployed people who have not yet enjoyed the benefits of economic development (Mfusi (2014).

Sean (2010: 07) contended that the considerable critical edge of the EPWP is that it is nation-wide with the desire to draw a huge number of the unemployed community members into productive work and simultaneously providing them with skills while they are appointed at a working place. As a result, the government of South Africa began implementing the Expanded Public Works Programme. The master plan of this programme was to provide working opportunities even though the opportunities are short term based, but they are effective enough to power to alleviate poverty. The Expanded Public Works Programme's employment creation function had twofold motive, to generate short term employment and to eradicate poverty in the context of extensive citizens (Ngwenya, 2016; Moet, 2014). Moet further articulated that EPWP focused on the provision of employment opportunities, training of the beneficiaries and a launch pad for trainees into the job market. However, according to Zonyana (2017), his findings show that majority of EPWP workers cannot find employment outside the programme and simply rely on the other EPWP opportunities.

### **2.3.1 The Role of Expanded Public Works Problem in alleviating poverty**

Poverty alleviation is the process of reducing the effects of poverty. According to Grootings and Nielsen (2009), it involves implementing strategies that reduces poverty symptoms among individuals or households through enabling an environment that presents the opportunity to earn income or means to improve living conditions. Unskilled people and the unskilled youth of the country is unemployed and that is one of the determining factors of unemployment in the country (Ngwenya, 2016). The Expanded Public Works Programme (EPWP) was created for the purpose of creating job opportunities and to contribute towards SA's economy since it has not been growing fast as anticipated. Since this programme was designed to bridge the gap between the first and second economy in the first phase. During the first phase, the economic growth was between 05 to 06 percent, however, close to 1 million jobs were lost in the economy in Phase 2. EPWP then realized that unemployment is not cyclical but it is structural. During the third phase, its aim was to contribute to development through creation of employment, increase community participation and more visible and ownership in poor communities.

Therefore, EPWP is in action to provide additional temporary work opportunities to unemployed South Africans combined with training within the spheres of local government. The programme managed to achieve its initial target of providing employment opportunities with training to one million unemployed people within the first five years of its implementation, from 2004 to 2009 (Lieuw-Sie-Kong, 2009). According to section 152 (1c) found in Chapter 7 of the South African constitution, local municipalities, are regarded as the local sphere of government, tasked to promote economic and social development. These include the formulation and implementation of policies that would seek both social and economic development among mostly disadvantaged communities (Nakrosis, 2014).

Post 1994, the African National Congress (ANC)-led government promised to address the triple challenges facing the SA economy, namely poverty, unemployment and inequality. Expanded Public Works Programme (EPWP) has its origins in Growth and Development Summit (GDS) of 2003. At the Summit, four themes were adopted, one of which was of more jobs, better jobs, decent work for all. The GDS agreed that public works programmes can provide poverty and income relief through temporary work for the unemployed to carry out socially useful activities. The Programme became a key government initiative, which contributes to Governments Policy Priorities in terms of decent work and sustainable livelihoods, education, health, rural development, food security and land reform, the fight against crime and corruption.

### **2.3.2 The implementation of Expanded Public Works Programme**

The ultimate aim of Phase 1 of the EPWP, which was implemented from 2004 to 2009, was to provide one million work opportunities for the unemployed youth, women and people with disabilities. The work opportunities covered four different sectors: infrastructure projects, environment, non-state, and social sectors. Phase 1 targeted the unemployed who are willing to work, the unskilled, those who do not receive social grants, and women (Department of Public works, 2016). According to Heradien (2013), the EPWP is based on empowering unemployed youth with the resources to sustain them in the labour market; hence the emphasis was on different work projects. The systematic evaluation of the EPWP programme will enrich and add value to the redesigning of the programme. It is further argued that the implementation

of the Expanded Public Works Programme requires more long term solutions in order to eradicate unemployment and poverty completely (Bega, 2014). However, according to the Business Trust (2005), the EPWP has not provided enough jobs in relation to the high levels of youth unemployment, and the jobs that have been created are not visible enough. The report further indicates that the impact of the EPWP should be increased, and this will require additional funding to empower the youth with skills and training.

According to Human Science Research Council (2008), there was a considerable debate as to whether the Expanded Public Works Programme could really be called ‘employment’ specifically where they only last for only a few months. But according to the Labour Force Survey (2001), a person is reviewed as employed if they have engaged themselves in any kind of economic activity for an hour at least per week. However, HSRC (2007) has a different view, it believes that EPWP should shift its focus from the short term to the longer term opportunities and recognise the structural and long term character of employment. Therefore, this would mean that the programme would operate on a large scale and there would be a challenge in providing employment opportunities that do not draw people away from the market-based employment but also do not pay extremely low wages. HSRC also believes that market-based wages are very low (HSRC, 2008).

Those problems include health and safety problems, low wages, medical insurance and pension fund. Although Theron (2014), tried to present the voices of EPWP beneficiaries and their organisational feedback in his work, the literature on EPWPs has inclined not to explore situations of work under the EPWPs by focusing on the views of EPWP beneficiaries (Hemson 2015; Samson 2015). Because the workers were not consulted, problems around their conditions of employment remained unresolved to an enormous extent. This is because the South African Constitution and labour legislation are deliberate to progressively better the lives of workers and of unprivileged people overall, and to sermon and slowly abolish social and economic inequalities (Bendix, 2010).

### **2.3.3 Expanded Public Works Programme Sectors**

EPWP creates work opportunities in four sectors namely, Infrastructure, Non-State, Environment & Culture and Social, through increasing the labour intensity of government-

funded infrastructure projects under the Infrastructure sector. By creating work opportunities through the Non-Profit Organisation Programme (NPO) and Community Work Programme (CWP) under the Non-State sector, by creating work opportunities in public environment and culture programmes under the Environment and Culture sector and also by creating work opportunities in public social programmes under the Social sector. The EPWP also provides Training and Enterprise Development support, at a sub-programme level (Public works, 2004)

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

The non-state sector aims to foster partnerships between non-profit organisations (NPOs), communities and government, to create opportunities through socially constructive activities for a large number of individuals within local communities. COGTA-funded sites created and reported work opportunities in Gauteng sites, the Independent Development Trust (IDT) and other appointed Non-Profit Organisations (NPOs). Community Work Programme is a government initiative which is designed to provide an employment safety net to eligible participants by offering them a minimum number of regular days of work each month. Participants work two days a week. The programme targets the unemployed and focuses on community needs. It has become instrumental in developing areas within communities by improving the quality of life in the poorest communities. The programme uses participation processes to inform and consult communities and local municipalities about the establishment of a site and to identify useful work and local priorities (Department of Public works, 2004).

The **environmental** sector aims to build South Africa's natural, social and cultural heritage. The goal is to build it in a dynamic way with a view to create both medium and long-term employment and social benefits through sustainable land-based livelihoods, waste management, tourism and creative industries, parks and beautification, coastal management

and sustainable energy. With regard to the **infrastructural** sector, the National Department of Public Works (2015), stated that the infrastructure sector is one of the critical EPWP sectors, and has advocated for the use of labour-intensive methods in construction and maintenance projects of public works infrastructure. Crosswell and McCutcheon (2003:295) pointed out that small contractor development and employment-intensive implementation was not easy. Employment-intensive methods of construction were looked down on and there was a need for the industry to re-educate on the opportunities that were not being exploited (Makanyima, 2012).

### **2.3.3.1 Critique of EPWP infrastructure Sector**

There have been critics about the EPWP infrastructure. It is believed that most engineers reject the concept of labour-intensive Construction. The engineers have a lack of understanding of the principles and practice of modern labour-intensive construction. Most of the engineers do not know the constructive use of the methods that are based on new information, training and techniques. The engineers play a crucial role in advising the public sector or the decision makers. They advise policy-makers that labour-intensive methods cost more, take longer, are more difficult to manage and result in a very low quality of product. However, this tends to cause harm to the achievement of secondary socio-economic objectives during the construction and maintenance of physical infrastructure. The prevalence of the existing socio-technical system is not assisted by the fact that there is a general lack of understanding on the part of public sector officials on the issue of principles and potential of labour-intensive construction (McCutcheon, 2018)

According to (McCutcheon, 2018), as far as the creation of an alternative socio-technical system is concerned, the trust on the use of small contractors has not resulted in a remarkable increase in employment created per unit of expenditure. This is because Labour Intensive Construction (LIC) has not been insisted upon, despite the contractual requirements. The use of small contractors has been difficult and did not produce desired results. For contractors, the instant need is to run a successful business and that is essential. The author further states that this is far more urgent than skills development and employment creation, despite its significance it is up to the government to decide. The practices that were observed in relation

to the contract and the use of small contractors are that some of the contracts included clauses that indicated that labour-intensive methods would be used, but the clauses were ignored. The contracts that were awarded to small contractors did not use labour-intensive methods because they did not know how to use them. There were also cases where the projects were merely relabelled “labour-intensive” with no increase in labour content, because the engineer knew that a typical politician cannot tell the difference. Projects were then implemented using conventional, capital-intensive methods, resulting in ‘business as usual’. People waving flags are carrying out an important safety-role, but they would be doing the same on a conventional project, in this case they do not contribute to an increase in employment per unit of expenditure (McCutcheon, 2018).

In South Africa, since the establishment of the procurement reform process in 1995, the Department of Public Works worked actively in conceptualizing and implementing programmes to encourage emerging contractors in the built environment. Watermeyer (1992), underline the importance of a contractor development programme, stating that such a programme provides great opportunities for the development of small contractors into conventional contractors, with adequate capacity to execute projects. McCutcheon and Taylor Parkins (2003: 37), states that as much as technical training is the key for the contractors and supervisors to achieve competence, attention must be given to the nature of each person. A careful selection process should be carried out to identify potential candidates for development. McCutcheon and Fitchett (2005) argue that training alone does not develop a person thus any selection process should pay attention to the nature and technical competences of that particular individual. Crosswell and McCutcheon (2001: 313), points out that training is an essential part of employment-intensive construction. Therefore, training should apply to all personnel and levels within the programme. The relationship between employment-intensive methods and contractor development created an intrinsic link between infrastructure service delivery and long term development programmes. There were successful employment intensive large scale programmes in countries such as Kenya, Botswana, Lesotho, Malawi and Ghana. These programmes gave base for the other sub-Saharan countries to embark on such programmes.

## **2.4 Beneficiaries**

### **2.4.1 The selection of beneficiaries**

There are a number of issues relating to the selection of beneficiaries. These include the type of beneficiaries, people responsible for the selection of the beneficiaries and the process of the selection. The beneficiaries of the Expanded Public Works must be poor people who are not employed and unskilled or semi-skilled. The beneficiaries should be staying within the community where the project is taking place and be South African citizens. According to Dube (2014), the people that are unskilled and semi-skilled are recruited in a sense that it is one programme that takes an unskilled person with the intention to skill them and ensure that in future they are able to get work. Studies also established that most beneficiaries of the EPWP are people affected by poverty. Poverty has various manifestations, including lack of income and productive resources to ensure sustainable livelihoods, hunger and malnutrition, ill health, limited or lack of access to education and other basic services, increased morbidity and mortality from illness, homelessness and inadequate housing, unsafe environments and social discrimination and exclusion. The EPWP, therefore, endeavours to engage people affected by these elements of poverty in a productive economy.

Women are the main target beneficiaries in the EPWP projects. They are the main target because they are mostly affected by poverty as compared to men. Research on poverty has revealed that women are generally more vulnerable to poverty than men, and they are worst affected by poverty than men (Alcock, 2006). In addition, the vulnerability of women to poverty is to a certain extent attributed to unequal treatment in the workplace in comparison to their male counterparts, for example, getting lower pay from that of men while doing the same job. Their weaker labour market position has also meant that they are less likely to benefit from private and occupational protection, notably pensions, despite the fact that they form approximately two-third of pensioners. Women's greater responsibility of caring for children and dependent adults also exposes them to greater risk to poverty. On the whole, as Alcock (2006, p. 133) noted, Women's 'dependency' on men produces an ideological framework which can reinforce their experience of poverty. It is, therefore, important that poverty alleviation programmes such as the EPWP focus mainly on women.

In South Africa, women played an essential role in community development and in the development of the nation as a whole. However, these contributions remain in disguise due to some social barriers and gender biases. This is as a result of history and gender stereotypes which assign certain roles to women such as child-bearing and child-rearing functions in the family and in society (Sithole, 2016). According to the findings of Ngoh (2016), rural women, in the past, were considered weak. The only role the community expected from women is childbearing. Nonetheless, women have somehow challenged those domestic roles, as they now work in offices, structures and tremendously contribute to the success of organisations, as well as the development of their communities and the country as a whole. Rural women were not only restricted to their historic and traditionally assigned roles of the family but have moved to contributing to community development within their societies through their involvement in community development projects. They play a very important role in their households as they grow the bulk of food crops, most of which is used for subsistence and commercial purposes (Amusan, 2014). However, despite the vital role played by women, their contribution is not being recognised.

In Ngoh (2016)'s findings, the literature indicates that women are the key and brain behind agriculture in their communities. Most of the farming products are a result of women's hard work. Most workers involved in the EPWP project were women who were numbering up to twenty-two taking part in agricultural activities against only about eight men. This is an attempt by the South African government to address "the missing social contract for economic development in South Africa" (Luiz, 2016). Women are actually the brain behind agriculture in Modimola. This goes a long way to testify that women are becoming relevant in decision-making, although they are not able to be involved in traditional leadership as expected based on the community roles they play (Sithole, 2016).

The EPWP Draft Evaluation Report (2012) indicates that 2% of the beneficiaries should be people with disabilities. Alcock (2010) postulates that the exclusion of the disabled people from the labour market means their exclusion from receipt of wages, which are the main source of income in modern industrialised societies and thus, the main means of avoiding poverty. Those involved in recruitment of beneficiaries should ensure that people living with disabilities are included in the EPWP projects since excluding them increases their risk of falling into

poverty. In some cases, skilled and experienced people are recruited in the EPWP projects, for example, the community liaison officer (CLO), whose duties in the EPWP projects involves making sure that people from the local community where the project is being implemented are hired and that the requirements of the contract are met and project runs according to the guidelines.

#### **2.4.2 The recruitment of beneficiaries**

There are different people involved in the recruitment of beneficiaries and yet there is no single format used for selecting them. Beneficiaries may be recruited by the ward councillor. Unemployed people from the community register their names and contact details with the councillor and these are entered into the council data base of the unemployed people. Beneficiaries are selected from the data base at the councillor's office. People register their names and contact details and when work opportunities become available they can be contacted. If the list is not there the councillor invites the community where people are briefed about the project and the number of people that are needed. The councillors use other methods in selecting the beneficiaries, especially skilled and experienced ones, who are recruited for special work within the EPWP projects (Dube, 2013). Such political involvements may lead to negative impressions in the public works programmes whereby unemployed people pay bribes or involve themselves in political activities like campaigning for a given political party in exchange of work. Such negativity can reduce the transfer benefits obtained by beneficiaries from the programmes as they use some of their incomes to pay for work. It also means that those with political connections have more chances of obtaining work in the programme regardless of their poverty status (Moet, 2014). Based on the interviews, conducted by Hlatshwayo 2017, it seemed that being a member of the ANC, actively engaging in its political activities, and being part and parcel of the ward committees was rewarded with access to work opportunities in the form of employment in EPWP projects. Nonetheless, not all EPWP labour assigned their employment to political activism and membership of the ANC.

There is a high wage gap that is connected with the skills and differences between unskilled, semi-skilled, and high-skilled workers. With wages for skilled workers going up while the wages of the semiskilled workers is stagnant fuels the increase in wage inequality. Workers in the middle of the distribution have witnessed an erosion in the growth of their wages over time,

relative to the rest of the workforce in the labour market (Hlatshwayo, 2017). Thus, there is need for direct targeting in EPWP projects in order to determine who the poor are and to allocate jobs to the neediest members of the communities. The depth or extremity of household poverty can serve as the ultimate criterion (Paton, 2016). According to Mfusi (2014), the majority 80% of the respondents specified that the EPWP was successful in alleviating poverty, which is in line with the EPWP's objectives which states that the poverty alleviation impact should include employment creation. She further states that considering that one of the objectives of the EPWP is employment creation, it was satisfying to note that all the respondents agreed that job opportunities had been created. This is therefore noted as a positive achievement.

### **2.4.3 Beneficiaries benefits**

#### **2.4.3.1 Financial benefits**

One of the most important benefits that beneficiaries receive from working for EPWP projects is money rewards. The beneficiaries earn a stipend from working in these projects. The stipend is giving them some form of financial security. The stipend is calculated based on the number of days worked by the beneficiary. Beneficiaries are paid by the contractor who in this regard is the one awarded the tender. There is a scale which is being utilized countrywide. Beneficiaries are not supposed to be paid less than the national minimum wage (Dube, 2013). The income earned by beneficiaries fall under direct benefits in the form of transfer benefits category identified by (Subbarao, (2003). Such transfer benefits to an employee amounts to the wage he/she gets from the net of any participation costs incurred and the earnings lost from other paid work. Transfer benefits earned from workfare programmes have a distributive function and thus, they do not only help with poverty alleviation, but also with the reduction of inequality for a country. Alcock (2011) noted that poverty, can be addressed by redistributing resources to those who are too poor to improve their standard of living. South Africa has an unequal society, with the country's Gini-coefficient around 0.65 in 2015 according to the Business Report (2019), hence, any redistributive programmes like the EPWP are significantly important. This income is making a difference in the lives of the beneficiaries. The income is helping the beneficiaries to reduce the discomfort of poverty, for instance by enabling participating households to meet their basic survival needs such as buying food, clothes, paying rent and sending their dependents to school. Some of the respondents stated that it was helping them pay for stockvel such as burial societies to cover burial expenses in

case of a funeral and savings stockvel for spending during end of year festive season (Dube, 2013).

#### **2.4.3.2 Skills Training benefits**

The important benefits obtained from EPWP projects by beneficiaries is skills development through training. Skill training is one of the pillars of the EPWP projects. Most of the recruited beneficiaries are unskilled and semi-skilled people, thus at the end of the project it is expected that they would have gained some skills that they might use for future survival. Skills acquired can also be a head start towards a qualification in a related trade (Skweyiya, 2006). It can be concluded that the effective implementation of the EPWP projects can help ease the problem of unemployment in the country as more people can be trained and receive valuable skills. Triegaardt (2009) observed that there is more demand for skilled labour in South Africa, which is also reflected in the global trends. However, the demand for unskilled labour from the formal sector is declining. McCord (2004) attributed the decrease in the demand for unskilled labour to structural changes in the economy. The changes include the decline in the importance of the primary sector, technological changes, liberalisation and entry into the global economy all of which require skilled labour. Therefore, skills-training in EPWP projects does not only increase the employability of beneficiaries, but also quenches the demand for skilled labour in the country. In turn, this enhances the beneficiaries' future abilities to meet their own needs, and it increases the country's economic production and abilities to compete in the global market. Skills development does not only contribute to employment but also contributes to economic development. Johanson and Adam (2004 cited by Reddy 2006), postulate that skills-development contributes positively to economic development of a country. It is an investment that has the potential to increase earnings for the workers, upsurge productivity and profits for companies, and leads to higher output of goods and services resulting in increased economic growth. Therefore, the skills upgrading for the poor and disadvantaged people in South Africa is crucially important not only because poverty has a direct association to the level of human capabilities, but also because the country has a high demand for skilled workers. Thus, better skills for the poor implies better chances of getting a job, which in turn, means better chances of moving away from poverty (Triegaardt, (2009).

The South African government is fully aware of the socio-economic challenges facing the country and has employed a number of strategies to mitigate them. These strategies include allocating of social grants to poor people, Broad Based Black Economic Empowerment (BBBEE), and Expanded Public Works Programme (EPWP) to name a few. The importance of training and skills development on EPWP projects is one of the key elements which forms part of the country's broader skills development strategy. The DPWP (2008:10) acknowledges that the issue of training and skills development has its own challenges. One notable challenge is that many EPWP projects are by their nature short term or too small to enable effective integration of training and work for all beneficiaries. However, training of beneficiaries should take place as it is intended to equip workers so that they exit from the EPWP work opportunity with skills which assist them to be more employable in the labour market.

Skill training is one of the core pillars of the EPWP projects. The White Paper on Public Works (2010) engaged the issue of skills and emphasised that, one of the objectives of Public Works Programmes PWP's was to provide education and training that is both vocational and generic to the employed people. The focus was on women, youth and rural dwellers, to increase their chances of becoming self-employed or entering the formal economy. A skill, according to The Skills Development Strategy cited by Reddy (2011. p. 21), is "the knowledge and ability to do something." Skills development is therefore the promotion of such ability and knowledge to do things. On the other hand, James and Adams (2010), also cited Reddy (2011) refer to skills as acquiring knowledge and mastering it in order to earn a living. What can be concluded from the above understanding of 'skills' is that knowledge promotes an individual to undertake a certain task, activity or work. However, skills training in EPWP projects had increased beneficiaries' chances of earning a living either from self-employment or from getting employed.

The EPWP Draft Evaluation Report (2012) indicated that training for EPWP has been developed through various national strategies and through separate implementation systems. These include the National Skills Development Strategy (NSDS); the South African Qualifications Framework (SAQF); and the Training and Development Practices (TDP) & Construction Education and Training Authority (CETA). Such diversity in training institutions calls for investigations to determine whether the training offered is coordinated, of the same

standard and quality, and that is relevant to the current skills needs of the country. Quality training enhances the chances of trainees (EPWP beneficiaries) in getting jobs and in profitable self-employment that results in the improvements of their socio-economic well-being.

Having said that EPWP is guided by a legislation. The following legislative and policy framework guides the EPWP. The South African Constitution, Chapter 10, Section 195 (1) specifies that public administration must be controlled by the democratic merit and principals that encourage efficient and effective use of resources. It further states that people's needs must be responded to (The South African Constitution, 1996: Section 195(1) b & e). Sections 26 & 27 of the Constitution also emphasizes the rights of citizens to basic services such as health care, food, social security, housing, education, water and information in an equitable manner. The EPWP has been initiated to create job opportunities to ensure the provision of basic needs to all citizens.

Section 41 of the south African Constitution states that all spheres of government and all organs of state within each sphere must cooperate with one another in mutual trust and good faith by fostering friendly relations; assisting and supporting one another informing one another of, and consulting with one another on, matters of common interest; coordinating their actions and legislation; adhering to agreed procedures and avoiding legal proceedings against one another. It is within this framework that the government adopted the EPWP as a national programme encompassing all spheres of government and state-owned enterprises (Mfusi, 2014), but the in Hlatshwayo (2017)'s findings, are a complete opposite. The South African workers are supposed to enjoy the right to belong to a union that advances their collective rights as workers. Unions are important in the sense that they can help workers improve their working conditions and wages. In his study, EPWP employees were asked whether they belonged to unions. The responses showed that they have many problems, they do not even have job security. Their health and safety is compromised. They do not have a union. Hence all workers have the right to organise and form unions and associations that advance their interests, fear of victimisation seemed to be one of the factors contributing to EPWP workers' lack of unionisation. The EPWP worker in Orange Farm voiced concerns about intimidation, which took place when she and her co-workers attempted to organise themselves.

## **2.5 Conclusion**

This chapter gave a broad understanding of the Expanded Public Works Programme theories used in this study. It is clear that the concept of EPWP is a complex issue with different theories trying to explain it, therefore, there is need to combine different theories to better understand the EPWP concept. Emphasis was made on the impact of poverty and unemployment, the benefits received by the beneficiaries and the impact of EPWP. The different types of benefits the beneficiaries receive especially the skills training development as it is a tool that they can use as self-development at the end of the project. This chapter also highlighted some of the critics of the EPWP infrastructure sector more especially on small contractor use.

## **CHAPTER 3: METHODOLOGY**

### **3.0 Introduction**

This section contains the description of methods that have been used to collect primary data. The purpose of this study is to investigate the implementation of the Expanded Public Works Programme. Therefore, qualitative research was used as a research methodology. The chapter is arranged into various sections, and the first section discusses the study design which comprises information about research methods. The second section is the location of the study and the sampling procedure that entails the process of selecting the participants. The third section entails data collection and details information about the instruments which were used to collect data. The fourth section is the data analysis and interpretation of the collected data. The fifth section is about the problems of dependability, credibility, transferability and validity to ensure the quality of the data. The sixth section is made up of the ethical principles which were adopted when conducting the study. The final section is made up of a diversity of provocations which were encountered in collecting the data, including the response mechanisms which were herein applied.

### **3.1 Research Design**

#### **Qualitative research**

The main focus in this study is to generate in-depth perceptions about the research phenomenon, therefore, the qualitative research method has been used as a study design. The qualitative research method, according to Bless, Higson-Smith and Sithole (2013:58), refers to the recording of human experiences using words and sentences. It seeks to generate broad and in-depth understandings of the subject that is being investigated. There are many research instruments that can be used to collect qualitative data. They are participant observation, in-depth interviews and one on one interviews. For the design of this study, in-depth interviews were used to collect data and this is discussed further below. According to Welman, Krauger and Mitchell (2005), qualitative research can be considered as an effective technique if the researcher seeks to unveil and understand the complexities of the phenomenon being studied. Vagle (2016) assumes that phenomenology aims at understanding the meaning of people's everyday experiences. It involves collecting 'deep' information and judgments through well organised, qualitative methods such as interviews and participant observation, and representing

it from the viewpoint of the research participant (Lester, 1999). The researcher observed the beneficiaries working on site and took pictures.

### **This study adopts a Phenomenological case study design**

In a **phenomenological** research, the researcher identifies a phenomenon and then collects data from persons who have experienced the phenomenon, and develops a composite description of the essence of the experience for all of the individuals. In this study, the phenomenon is Expanded Public Works Programme and the researcher collected data through interviews on beneficiaries' about how have they benefited from the EPWP programme. In a phenomenological research "participants need to be carefully chosen to be individuals who have all experienced the phenomenon in question, so that the researcher, in the end, can forge a common understanding" (Creswell, 2007: 62).

The study is a qualitative research and adopted a case study design with a **phenomenological** approach. This approach was appropriate since the topic under the investigation of the implementation of EPWP aimed at exploring people's views on their experiences and what they have benefited through Expanded Public Works Programme phenomenon. Qualitative research is defined as a way researchers approach a problem and seek answers through the use of descriptive data that is obtained from "people's own written or spoken words and observable behaviour". Through the use of interviews, observations and document reviews, a qualitative research design makes it possible to look at variables in their natural setting (Astalin, 2013). With this idea, interviews in combination with interview guide were adopted as data collection methods in this study (Corbin & Strauss, 2008).

A **case study** is an in-depth analysis of human beings, events and relationships bounded by some unifying factor. It explores and investigates contemporary real-life phenomenon through detailed contextual analysis of a limited number of events or conditions, and their relationships (Yin, 2013; Zainal, 2007). The researcher interviewed males and females participants and understood the work relationship of the beneficiaries of EPWP. A case study is useful to employ when there is a need to obtain an in-depth appreciation of an issue, event or

phenomenon of interest, in its natural real-life context (Crowe et al., 2011). With regard to this study, cases are about the beneficiaries of the Expanded Public Works Programme.

### **3.2 Location of the study**

The study was conducted within eThekweni Municipality. It is a municipality based in an urban area. The study was conducted at the sites within eThekweni where the contractors (construction companies) are based within that particular time of a project. This study looked at the construction companies that are currently working within the Vukuphile three-year intake of beneficiaries at eThekweni Municipality.

### **3.3 Sampling**

A sample size of 8 participants was selected on the basis of them currently working for the EPWP within the period of three years because the intake of contractors run for 3 years and every after 3 years those contractors are changed. The researcher selected the participants that have been working for EPWP for some time so that they would share the experiences of the past and make comparisons. In selecting the sample for this study, the researcher identified two municipal officials who were in charge of the EPWP projects as well as two contractors, two supervisors and two workers. The researcher aimed to gain data on both males and females to also gain an understanding of the relationships between male and female beneficiaries of EPWP. The researchers aim was to gain an understanding of the benefits of the beneficiaries, therefore the researcher used a smaller sample size for faster results to be obtained and so that the projects can move forward with confidence and that only good data can be provided. The subject materials were evaluated with greater detail. As qualitative research data is based on human experiences and observations, humans have a very different operating system. A subconscious method of operation, which is the fast and instinctual observations that are made when data is present. Therefore, qualitative research doesn't ignore the gut instinct and it embraces it and the data that was collected was better for it. The information provided was not biased and there were no limitations of the data collected. The size of the sample avoided spending too many resources, for example, time and financial costs.

**Purposive sampling** is a technique widely used in qualitative research for the identification and selection of information-rich cases for the most effective use of limited resources (Patton, 2002). This involves identifying and selecting individuals or groups of individuals that are especially knowledgeable about or experienced with a phenomenon of interest (Cresswell & Plano Clark, 2011). The researcher used this technique for this study as the researcher was able to access the beneficiaries of EPWP, of masculine and feminine and from different backgrounds. This made the collected data very informative as the perceptions of the participants were generated by people who were also from different backgrounds. The proper procedures of obtaining permission to work with the beneficiaries was followed and the gatekeeper's permission to interview these beneficiaries was granted.

### **3.4 Data Collection**

The literature review was based on relevant legislation Municipal Guidelines and Municipal Reports on the EPWP and extant literature. The study used primary data which was collected through one-on-one interviews. The researcher also used an interview guide to collect data from selected participants. These participants consisted of:

Two municipal officials (one male and one female) selected on the basis of their involvement in the implementation of the EPWP for the period of more than three years to get views on the programme and on both genders. The researcher found it necessary to interview those who have been within the programme for some time as they have experience working with different intakes of contractors. The intake of contractors run for 3 years and every after 3 years those contractors are changed. In addition, two Contractors (one male and one female in the construction companies' beneficiaries) at the site within eThekweni were selected on the basis that they are part of the EPWP for four months as they have the chance to complete at least one project of EPWP. The minimum projects of EPWP can be in a period of four months. The researcher wanted to also get different views of the beneficiaries of both gender, in terms of how they cope within the construction environment. Moreover, two EPWP supervisors (one male, one female as workers) and two workers (one male and one female) were selected within the site of the eThekweni municipality. These participants were selected on the basis that they have been part of the EPWP for the period of four months and their experience about what they have achieved in the projects within those four months is essential. To also get the data of the

workers of both genders in order to get the relationship between the male a female workers and how they survive in the construction industry.

In-depth interviews and observations were used as data collection methods. An **in-depth interview** is a qualitative data collection technique designed to produce a vivid depiction of the participant's perspective on the research topic (Ritchie et al., 2013; Schostak, 2006). It is an effective way of getting information about personal feelings, opinions and experiences and get the insight of how people interpret situations and circumstances. Face to face interviews were also carried out with one selected EPWP beneficiary and the conversations were recorded with the permission of the interviewee. For the purposes of anonymity, no names were recorded.

### **3.5 Data Analysis**

This study employed a thematic data analysis. Thematic analysis is a qualitative analytical method for identifying, analysing and deriving themes within data (Braun & Clarke, 2013). According to Brick & Green (2007), thematic data analysis involves looking across all the data to detect the common issues that recur and identify the main themes that summarises all the opinions collected. A theme captures something important about the data in relation to research questions and represent some level of patterned response and meaning within the data set (Braun & Clarke, 2013; Sivakumar, 2017).

Data collected from interviews. In order for the researcher to go through the data and understand it, the transcription of data was done. All recorded interviews were transcribed and all the field notes taken during data collection were put together in text form. The entire transcribed text and field notes were carefully read for the researcher to familiarise with the transcripts, obtain an overall and comprehensive impression of the content and context and identify themes. Themes were identified in relation to the research questions of the study (Clarke & Braun, 2013).

After the researcher had identified the themes from the data collected, data was presented focusing on visualising the data through the use of verbatim quotes as data displaying technique (Alhojailan, 2012). Presenting data in quotations is meant to provide evidence, support and validate interpretations (Miles & Huberman, 1994 cited in Alhojailan, 2012). Displaying of data also helps to arrange concepts and thoughts. This helped the researcher on exploring differences, similarities and interrelationship among the participant's views.

### **3.6 Ethical considerations**

Researches involving human participant's raises unique complex ethical, legal, social and political issues thus, this research consider ethical principles that govern research. The importance of adhering to ethical norms is to promote the aim of the research such as knowledge, truth and avoidance of error (Cresswell, (2013). The study involved no risks and/or discomforts because there were no secrets nor hidden agendas about the study. The participants participated voluntarily and gave information without having to hurt others nor to discriminate others. The information obtained from the participants was kept in confidence between the researcher and the Research Supervisor. To ensure the principles of informed consent, voluntary participation and the right to withdraw, the researcher clearly explained the purpose of the research to the participants as well as informing participants of the right to withdraw at any point in time or any stage during the course of the research. Participants were also free not to respond to any question they feel uncomfortable in answering. One of the municipal officials arrived on site just a few minutes after the researcher's arrival. The participant was not comfortable to respond to the questions in the presence of the municipal official. The researcher and the participant rescheduled the interview for another day.

#### **3.6.1 Limitations**

The challenge that the researcher encountered is that there were two males who are Municipal officials in charge of EPWP at the municipality. The other male refused to be interviewed and pointed out that the researcher would get the same information as the researcher had interviewed the other. The other challenge was that arose was that of language barrier. Some of the participants did not want to be asked questions in English, or one would ask to answer in a mother tongue. One participant even mentioned that contractors do not know English. The research had prepared two interview guides, one in English and the other in isiZulu. Therefore, the researcher acted as a translator. In addition, another challenge was that, one of the Municipal officials refused to be interviewed. He excused himself by suggesting that the information he will provide the researcher is likely going to be the same as the one the researcher has already collected from other officials. It was also difficult to find male

participants as they claimed that they were busy at the time when they are scheduled for an interview.

### **3.6.2 Credibility**

Credibility establishes the trustworthiness of data and it is done to check whether the research findings captured what was occurring in the context of the study, or whether the researcher produced what they intended to investigate (Pitney, 2004: 26). Credibility can be assured by employing various strategies such as triangulation, member checks and peer reviews. Triangulation can be attained by the use of more methods of collecting data and for the motives of this study, it was achieved using in-depth interviews and observations.

### **3.6.3 Reliability**

Maintenance of an audit trail is a strategy to enhance the reliability of a qualitative research and a satisfactory level of reliability depends on how a measure is used (Cope, (2014). Reliability is the consistency of findings over similar conditions. This is sometimes difficult to achieve especially when dealing with human beings, this is because people interpret things differently and there are different constructions of meanings, which is based on individual experience of the researcher in data gathering and interpretation.

### **3.6.4 Confirmability**

Confirmability refers to the researcher's ability to demonstrate that the data represented the participants' responses and not the researcher's biases or viewpoints (Polit & Beck (2012). The researcher can demonstrate confirmability by describing how conclusions and interpretations were established, and exemplifying that the findings were derived directly from the data (Cope, (2014). In this regard, the researcher kept safe and documented the fieldwork findings in the form of audio recordings of interviews. Confirmability assists in eradicating the researcher's influence on their perceptions of the data, therefore generating rich data that cannot be influenced by external factors. To ensure that the participants did not conform to the researcher's expectations, they were informed that any given response would be significant in terms of the research and that they had to give their own subjective interpretations, instead of trying to impress the researcher. Further to this, during the data interpretation the input of the respondents was acknowledged.

### **3.6.5 Transferability**

To assure transferability the researcher displays a detailed explanation of the research method used, the contexts and the settings to be studied so that the reader will get enough information to be able to determine the applicability of the study findings to other settings. Therefore, this is the extent to which findings can be generalised or can be pertained to other settings. (Houghton et al, 2013). It is also argued that ensuring transferability is also one of the critical aspects for a qualitative research. This involves assessing whether the findings are relevant to a similar context. Pitney (2004:28) states that to achieve transferability, most qualitative researchers provide readers with in-depth information about the context or the participants of the study, so that they can determine for themselves whether the results speak to their situation or experience. The researcher assured transferability by providing a representation of the primary research site in this study. However, only limited information about the participants was represented to assure their confidentiality.

### **3.6.6 Dependability**

Dependability is based on the notion that similar results can be attained in another study if the same methods and participants are utilised. Pitney (2004) alludes that dependability can be achieved by using member checks. A member check refers to the verification of the information by the participant. It also enables the participants to clarify to the researcher that the researcher's descriptions and interpretations are accurate (Pitney, 2004:27). In the researcher's view, member checks can be facilitated by the storage of the data. Dependability has therefore been achieved in this study by storing the information in a safe place, for subsequent presentation to the participants for verification.

## **3.7 Conclusion**

There are numerous research procedures that were adopted in conducting this study. The use of a qualitative research method helped to generate in-depth perceptions of the EPWP beneficiaries and how they have benefited through this programme. The purposive sampling method assisted in selecting informants. Cautious procedures for handling data were followed as data was collected through in-depth interviews. They included transcribing, coding and analysis of the data. This chapter also explained how thematic data analysis was used to analyse the data and how the researcher adhered to the ethical principles and norms of a qualitative research involving human participants. The findings and interpretation of the data is presented in the section below.

## CHAPTER 4: DATA PRESENTATION AND ANALYSIS

### 4.0 Introduction

The previous chapter presented the research methodology that was used in this study. This chapter presents and analyses the data collected during the study. Thematic data analysis was employed to analyse the data. The aim of this study was to investigate the implementation of the EPWP in eThekweni municipality, Kwa-Zulu Natal. The focus was on poverty and the role played by the EPWP's in addressing both unemployment and poverty. Anecdotal evidence shows that poverty is evident in many communities in South Africa as it is characterised by informal settlements, poor people without jobs and access to basic services. Inequality is also evident suggesting that distribution of wealth is unequal. EThekweni Municipality was chosen as a case study because it was a closer municipality and because it included suburbs, townships and informal settlements of which the beneficiaries that are benefiting from EPWP are from.

There are a number of themes or threads that emerged during data collection from the interview questions asked. There were some follow up questions during interviews for better clarification of views by the participants. Major themes and sub themes that emerged from the research were:

Theme	Sub-theme
Impact on poverty alleviation	
Impact on unemployment	
Challenges the beneficiaries are facing	Working conditions Project time frames
Benefits being received	Skills development Education and training

### 4.1 Profile of Participants

The study's initial plan was to interview eight (8) participants and they are described as follows; two municipal officials (one male and female), two contractors (one male and one female), two supervisors (one male and one female) and two workers (one male and one female). During the

interviews, the researcher managed to interview seven (7) participants. The reason was that the municipality had two males working as the EPWP officials.

The research was done through interviews and a total number of seven (7) participants were interviewed. The table below shows the demographic information of the participants. The researcher interviewed one male municipal official, one male contractor, one female contractor, one male supervisor, one female supervisor, one male worker and one female worker. Table 1 below presents the demographic profile of the participants.

**Table1: Demographic profile of participants:**

<b>Variable</b>	<b>Category</b>	<b>Frequency</b>
Total number of participants		7
Position	Municipal official	1
	Contractor	2
	Supervisor	2
	Worker	2
Gender distribution	Male	4
	Female	3
Age distribution*	25–35	4
	36–49	3
Marital status	Single	5
	Married	2
Main economic activity	Employed	1
	Temporal employed	4
	Self-employed	2

There were more male participants because there was no female municipal official in charge of the Expanded Public Works Programme at the department the researcher was at. The researcher did not have problems to find participants.

The respondents were coded for the purpose of anonymity, the coding was made according to the position of the respondent. MO represented a municipal official, C represented a contractor, SP represented a supervisor position and W represented a worker.

## 4.2 Impact on Poverty Alleviation

With respect to the question which was asking about the role played by EPWP in alleviating poverty, the responses indicated that EPWP really plays a big role in alleviating poverty in communities. All the participants did not hesitate express that view. The participants were pleased to stress how this programme has played a huge role in alleviating poverty and making a difference in their lives. In answering the question that relates to the role of EPWP in alleviating poverty. The responses were:

Ever since this programme started vulnerable homes are fed. We have employed the orphaned youth who were not able go to tertiary or colleges because of financial reasons since they are orphans. They lost their parents and they were left with the responsibility to raise their siblings left by their parents. This job has been helping a lot. The youth I am supervising have benefited a lot from this job. Some of them have the duty to raise their siblings as well as the kids of their own through this job. (SP, Female aged 39years).

It is evident that the EPWP has multiplier effects at the individual and family level-orphaned children are benefiting and in turn they are supporting their own children. The response is in line with the statement made by Mkhize (2012), which states that these programmes are aimed at alleviating poverty and generating income as a relief to the communities through temporary work for the unemployed. The youth is absorbed into the market as Moyo, (2013), also outlined that EPWP would achieve the objective of poverty reduction by working with the municipalities to facilitate community development workers in assisting the youth in communities to obtain relevant information that is useful to uplift them.

Another participant said:

In my own view, EPWP is giving the community upliftment. It might be the minimum type of wage but it is giving the community upliftment in certain areas of work (skills) so that they can find work elsewhere. It gives them work experience. Well it is not something that is going to give the community permanent work, but it gives them something to look forward to. That is how I see EPWP working. (MO, Male aged about 40)

Another participant, emphasising the same point, said:

I have seen it help the communities in massive ways. People can now put food in the table because of this programme. It does alleviate poverty in ways in which that we employ communities. (C, Female aged 33years)

Another participant in support said:

Well my view is that there is a huge difference in communities ever since this programme started in 2004. I got into the programme in 2014 because I saw how this programme is making a difference in our community. This programme is indeed alleviating poverty. (C, Male aged 39years)

Another said:

These jobs are given to us as we are unemployed so that we can be able to put food on the table. We are really happy that we have such jobs. Yes, they play a huge role in alleviating poverty. (W, Female aged 29 years)

According to one participant, the provision of an income is another form of poverty alleviation as they receive income to support their families. His response was:

Yes, it does alleviate poverty because they get something out of these projects. They receive income and they are able to support their families. (SP, Male aged 26 years)

The participants had to put it clear that the programme does reduce poverty within the communities. According to the World Bank (2018a), The Government of South Africa, supported by economic gains since 1994, has made significant progress in eliminating poverty, in encouraging better access to basic services, education, health care, social protection, and economic opportunities which have assisted in changing some of the unfavourable effects of a system of segregation under apartheid. However, this improvement is being impeded by the country's recent low economic growth prospects.

The councillors play a big role in employing workers within their wards. There was also a response about the role played by the councillors in employing workers. The councillor prefers that his/her own people work for a particular contractor who is going to work within that ward in that particular time. The researcher asked a follow up question which asked if the workers are being rehired on a project by the new contractors after the other. The response was:

Unfortunately, on that side of things it does not happen. You see when this contractor is working on this ward, next month the contractor is going to the next ward. Now what happens with wards is that the councillors says you will employ labour from my ward. So a person from this ward cannot go to work in another ward because the councillor would only want labour from his ward. (MO, Male aged about 40)

This response is in line with Hlatshwayo (2017)'s findings, which stated that being a member of the ANC, actively engaging in its political activities, and being part and parcel of the ward committees was rewarded with access to work opportunities in the form of employment in EPWP projects. Nonetheless, not all EPWP labour assigned their employment to political activism and membership of the ANC.

Another participant also stressed how he cannot control the rehiring of the same labour since the councillors are in charge of hiring labour. His response was:

Well that I cannot control because as we work with wards, there are councillors who give us the labour. The councillor has a list of names where he/she selects the workers for us. So it cannot be guaranteed that I am going to get the same labour because the councillors too want a rotation of people to get experience and to be hired too. Even if you can return to the same ward, the same labour is not guaranteed. There are a lot of people on the lists of councillors who need jobs. (C, Male aged 39 years)

The participant went on to stress that the councillors want to work in their own way and the contractors should align with what the councillors want. The contractor cannot come with his own labour from other wards to work in his/her ward. He said that:

The councillor has a list of all the people from his ward. He is not going to allow people from other wards to work in his ward. It becomes difficult at times especially in the rural areas where there is less development. If you look at South Coast, it's a huge ward there, where are you going to be able to get the development of community members there? When a contractor only comes there once a year? The only way is for the members to move from one ward to another and be a resident there so that you will get work. (MO, Male aged about 40)

Having heard that, the researcher had to ask about what happens when a new contractor comes into the same ward, can he/she employ the workers that have worked with other contractors?

The respondent said that:

No, the councillor would not let that happen because the councillor also wants to have that rotation of people getting equal opportunities. Now what happens is that the VUKUPHILE contractors go to the councillors and say 'I'm looking for 6 general workers to assist us with this project'. Now the councillor would say okay I will get a Community Liaison Officer (CLO) the CLO will be paid to identify who the contractors are from the councillor as well. (MO, Male aged about 40)

The councillors are given authority to identify the needy households with their communities and find any unemployed member and employ them in the EPWP projects. They assist in poverty alleviation. The findings show that EPWP has been playing a huge role in alleviating poverty in communities. According to the World Bank (2018a), The Government of South Africa, supported by economic gains since 1994, has made significant progress in eliminating

poverty, in encouraging better access to basic services, education, health care, social protection, and economic opportunities which have assisted in changing some of the unfavourable effects of a system of segregation under apartheid. However, this improvement is being impeded by the country's recent low economic growth prospects.

### **4.3 Impact on Unemployment**

A question was posed about the role played by EPWP in reducing unemployment. The responses indicated that EPWP really plays a role in reducing employment even though it is for a short period of time. The responses were:

This job has absorbed a whole lot of unemployed people within my community. Within this community we were able to absorb more youth which decreases the use of drugs and hunger in my community. Those who have families are able to survive through these jobs. (SP, Female aged 39)

This response supports the statement that says unskilled people and the unskilled youth of the country is unemployed and that is one of the determining factors of unemployment in the country. Therefore the Expanded Public Works Programme (EPWP) was created for the purpose of creating job opportunities and contributing towards SA's economy since it is not growing fast.

Another participant said that:

EPWP plays a big role in reducing unemployment. It might be for a shorter period of time but it really does make a difference. EPWP goes into communities and ask for unemployed people and give them jobs. A lot of our community members have been given temporal work. (W, Male Aged 27 years)

Another participant said that:

Yes EPWP plays a huge role in reducing unemployment. Let's say all the contractors are busy, they are busy with other work elsewhere, and we normally hire local labour to do the work. So yes it does decrease unemployment in that way. They also receive income in that way. (C, Male aged 39years)

The participant was determined that the EPWP does reduce unemployment. He believes it does because of a number of projects the department is distributing and parcelling out in communities. He said:

I can say yes in a way because there are a lot of projects provided by the government. So its project after the other. When I work with this team for a month maybe, after it is finished, another project will come

again. I will have to get more labour. So we leave the workers with a skill and an understanding of what is done in construction and in contracts. (SP, Male aged 26 years)

This response is in line with the Keynesian theory of unemployment, it explained that unemployment happens when there is no adequate demand in the economy. If the demands for goods and services decrease, then there is a less need for production and therefore there will be a less need for workers. Keynes (1939), further states that ‘there is a relationship between economic demand and employment rate’. Therefore, if there are more projects, the contractors hire more labour to work on those projects. And it’s the very same reason that the contractors are eager to offer skills to unskilled labour.

Another participant said that:

Oh yes, it does in a way. As we speak if it was not for EPWP I would be sitting at home gaining nothing. No experience and no money. A lot of youth and other members of the communities are being helped by this job. (W, Female aged 29years)

According to the municipal official, in the case of contractors and tendering, he stressed that they have benefited throughout this programme ever since it started. He said that:

In terms of contractors and tendering, a lot have benefited since the programme started and they are those I know are doing very well. (MO, Male aged about 40)

The participants clearly indicated that the programme does play a role in reducing unemployment but the problem is that the projects are only for a short period of time. However, According to the Business Trust (2005), the EPWP has not provided enough jobs in relation to the high levels of youth unemployment, and the jobs that have been created are not visible enough.

#### **4.4 Challenges the beneficiaries are facing**

Regarding the question of what the challenges the participants were facing through the EPWP journey. The responses indicated that confusion arose between the contractors and the community members with regard to business forums. Business forums (entrepreneurs, small business, etc.) tend to demand tenders from the contractors. The responses were:

What we have encountered with other forums is that, the forums have interfered with construction work. So if there is an EPWP person on the site, the forum chases that person out of the site. Because they want somebody from their forums to be part of that work. Or the forums wants to be part of that construction

as well. So now it's very difficult because we follow the correct process yet the forums do not communicate with the councillors. (MO, Male aged about 40)

Another participant said that:

The challenges that we face are the challenges that involve politics, business forums, councillors, etc. you find that when you get into the community, there are issues of misunderstandings within the community members and their councillors, in other places you find that there are issues of business forums, the councillors, the municipality and the contractors. We find it very hard to work in such communities. (SP, Male aged 26 years)

Another participant said that:

I am not complaining though it's just that I am concerned about my worker's safety as I mentioned that we get into the bushes. I do not want them to end up being hurt by trees. Another thing is that as we pick up dirt from the drains you find that there are dead animals and the smell is horrible. Then we find it difficult to work in such environments without having something to cover our noses. We cannot be coming to work and then get sick at the same time because of the bad smells we come across. (SP, Female aged 39)

With understanding the nature of EPWP, this response is in line with findings conducted by Hlatshwayo (2017), his aim was to understand whether or not there were safety concerns involved in EPWP work. There were responses spoke about the difficult conditions they work under. There were cases by the participant clean cleaned drainage systems, work in busy areas and one of the fellow workers was bitten by insects. The worker had to go to the clinic and also pay for medical treatment out of her own pocket.

Another participant said that:

Mmmhuh it's the community not understanding that as local labourers what they are exactly supposed to be doing. When they see a company coming into the community to do something with the community they think it's a big company. (C, Female aged 33 years)

The communities sometimes lack the knowledge of how the contractors work such as that they basically think they will get more and more jobs and benefits when the contractor comes to the community.

There are also challenges regarding uniform. The responses were:

The challenge faced is with regards to uniforms. We used to cut down trees, we cleaned drains yet we did not have a uniform. We came to work using our normal clothes. We got into the bushes with fancy

shoes because the municipality did not give us proper boots which we asked for. We as woman did not want to use gumboots which some of us were given. They made our feet wet and hot and because some of us had thicker legs and they could not fit in those gumboots. As you can see from my workers, they do not want those boots. (SP, Female aged 39)

Another participant emphasised the same concern by saying:

*The challenge that I have faced is with the uniform. I do not have a working uniform. I come to work using my fancy clothes as you can see I'm wearing my own clothes yet I am on duty. My clothes are getting old because I work with them. We have a shortage of uniforms. (W, Female Aged 29 years)*

The participants opened up about how there were unhappy about the types of boots they are working with. They had reasons as to why they preferred the other type than the other. They stressed that especially the females that:

The following figure shows the types of boots they complained about. The workers say these boots keep their feet warm and sweating (See Pic 1 below).



Pic 1: Boots the women did not want. Taken by the researcher.

The following figure will show the types of boot they preferred (See Pic 2 below).



Pic 2: The preferred type of shoes: Taken by the researcher

Because of this situation some of the workers used their own pair of shoes to work since they did not receive the pair of boots they asked for. Another problem the respondents raised is the issue of not having uniforms which they described as a big problem. They face challenges within the community. The response was:

The thing was that community did not even recognise us (when we were not in uniform), they thought we were just moving around with fancy clothes and doing nothing. Since we are locals, I believe that the use of uniform is important because it is only then when the community recognises us and shows us respect. Being in uniform, showed the communities members that we were on duty.

The community gave the workers a hard time as they did not have something that shows that they were on duty. Since the workers work outdoors, they saw it important for them to wear a uniform especially for safety purposes and to avoid damaging their own clothes. They also believed that they needed the uniform so that they can be easily recognisable that they are on duty.

The following figure shows that some of the workers did not have proper uniform (see Pic 3 below)



Figure 3: Worker with no uniform: Taken by the researcher.

#### 4.4.1 Working conditions

The contractors have their expectations when they hire workers. They want the workers to gain skills and experience. They are also so eager to help the unemployed and give them jobs so that they feed their own families. The municipal officials expect the contractors to complete their projects in time. On the other hand, the contractors depend on labour most of the time, they expect the labour to perform some of their duties and that causes conflicts. The contractors play 'I am a boss' role and sometimes that lead to the workers working long hours. One participant said:

Mmmhuh for me I can say the Expanded Public Works Programme is very important as much as our rights as workers are violated but it does help us as the community. It is better to get R10.00 instead of just staying at home being unemployed. We work long hours and we get offered less than what we offer or produce. For instance, we work for 9 hours per day. Well I feel that the contractors are getting more profit while they do so little (W, Female aged 29 years)

The worker felt that their rights are being violated by the contractors as they are getting huge profit yet they are paid little wage. This response is in line with Samson (2015)'s findings, on the evaluations of the EPWP in the social sector, the minimum wage or stipend received by EPWP workers was supposed to be R70.59 per day in 2014. However, the EPWP of the Western Cape government paid R3000 per month, an amount that is R500 lower than the proposed national minimum wage. However, workers in the Western Cape were better paid than those in other provinces. According to South African labour law, the employer has no right to pay the employees less than the minimum wage. The basic Conditions of Employment Act provides the minimum standard to be attained and the employers must, at the very least, abide by the Basic Conditions of Employment Act. The EPWP workers should also be respected and treated the same way as the permanent employees. The municipal official did stress that they are getting little but it is better than nothing. He said that:

Well it's not high paid work but at least they are getting into the working industry. That is what we found.  
(MO, Male aged about 40)

The workers felt like they were getting paid a little pay and even worse sometimes the workers were not getting paid on time or not paid at all. One participant said that:

There were issues of workers not getting paid (SP, Female aged 39)

Another participant said that:

The municipality has been dealing with such problems that kept arising within the sites. The wage method was a problem at first. There are cases where the workers did not receive their wage. But the municipality dealt with the issue. (W, Female aged 29years)

But the municipality was able to overcome such challenge as there is a person that is responsible to pay wages.

Another said:

You see eThekweni has a different way of doing this. Well, Expanded Public works has a very minimum wage. It is very very low but eThekweni municipality does not pay according to that. We pay according to 'if we hire a person, we hire a person according to eThekweni standards. Not on an EPWP standards. We felt like it very unfair to employ a person below a minimum wage. (MO, Male aged about 40)

The municipal official went on to stress the process on how the workers get paid.

You see the mentors ensure that the workers do get paid. We have had that incident where the contractor did not pay the workers. You see the workers end up coming to the mentors when they see them on site and tell them we have not been paid. You see what happens now, on the financial side of things, the

mentor is a core signatory on the contractors account, and so the contractor when he wants to pay the supplier or labour, he has to put in writing to the mentor what he is paying for and the mentor signs off that and takes it to the bank, the bank will release that amount of money to the contractor to pay for labour and to the supplier. (MO, Male aged about 40)

The mentors are of great help as they were able to overcome the issue of the workers not getting paid. The workers are bound to get paid for the services they have rendered. This is because at same time they do not get paid for sick leave. One of the participants did stress:

They automatically think it's a big company of a wealthy person (laughs) whereas we are just an SMME. And so they think that they are going to be getting benefits just like those who work for big companies. For example, the EPWP contract says no work no pay. They are under the impression that they can be off sick and bring a doctor's note. They think if they go to the clinic and bring a sick note they will get paid. Of which they do not because it's no work no pay principle that applies. If you are not at work, you will not get paid. (C, Female aged 33 years)

Therefore it is important for them to get paid for the services they have rendered. This response supports Dube (2013)'s statement, which states that the stipend is calculated based on the number of days worked by the beneficiary.

#### **4.4.1 Projects Time Frame**

The participants were unhappy about the duration of the projects. They stressed that many times, these projects are for a short period of time. Some are for one (1) week, two (2) months, six (6) months a year or two. One participant said that:

They range according to the contract. They have been for two weeks, four months and six months depending on the duration of the project. (C, Male aged 39years)

Another participant said that:

It depends, it's normally for as long as the contract term is. It can be for a month, two, or three months. If the contract is for three months their contract is also for three months and so on.

One participant stressed it out as it reduces unemployment yet it is only there for a very short period of time.

EPWP plays a big role in reducing unemployment. It might be for a shorter period of time but it really does make a difference. (C, Female aged 33 years)

One participant felt that the number of days they are working are not enough. They need more days per week. She stressed that:

We work for 3 days per week and it is not enough. It means we only work for 12 days a month and it is not enough for everyone since we are supporting our families. If we would get increase the number of days on the job, we would surely live a better life. My child when his programme started we were promised that the contract will be for a good long year. But as time passes by, the contract duration has been dropping and dropping. Well, I also started as a worker, we worked for a year and the contract ended. After that, I got a 6 months' contract and now as we speak we are on a 3 month contract. The councillor also promised us that this job will not stop but everything keeps changing and changing and it's changing to the worse. The contracts are shrinking and we are not happy at all as this is our hope of placing food on the table for our families. (SP, Female aged 39)

According to the Municipal official, he says that the Department of Public Works (DPW) has seen that the projects are for a short period of time. They then went on to oversee and extended some of the contracts. The respondent said that:

That is what the EPWP is giving the community members. In the past couple of years when the programme started, the contracting of the community members used to be for a very short of time. But Public Works has seen and it has extended it. So the person is employed under the Ministerial of Determination on EPWP projects for a period of two years and whoever the person that is overseeing the programme monitors the progress of that particular person. Some of the EPWP members have been able to secure their work at a later stage.

The participants think that they should be given longer contracts as illustrated in the next excerpt. A participant said:

I personally think we have to be given longer contracts. My sister they need to register us now. Make this piece of job longer. (W, male, aged 27 years)

One participant said that what has helped her is jumping around from one contract to another because these jobs are only for a short period of time. She responded:

Since it's only a temporal job which is only available for a few months, I have been jumping around from one contract to another. As much I do not like moving around from one place to another, but I have to do it to get more jobs. This job is helping me a lot with experience. (W, Female aged 29years)

The responses show that the projects are short term based but are helpful. A participant said even though these jobs are only for a short period of time but they make a huge difference in our community. According to Hlatshwayo (2014)'s findings, the short-term nature of EPWP jobs was a source of anxiety among the EPWP workers. The viewpoint indicated by the EPWP

workers indicates that the workers want security in the form of permanent employment, which would entitle them to the benefits enjoyed by permanent workers.

#### **4.5 Benefits being received**

Regarding the question which was asking about the skills that the beneficiaries can use as self-development at the end of the programme, a theme of the benefits received came out. The responses indicated that the beneficiaries do get skills through this programme. One participant said this:

Municipal officials have expectations from the contractors who are the beneficiaries. The official stated:

What I expect and what the programme actually expects from the beneficiaries in the programme as it was initially developed to give the community an opportunity as an upliftment but at the same time while they are doing that temporary work they can be finding work elsewhere (MO, Male aged about 40).

The Municipal official stated that, he expects the beneficiaries to look for employment else with the help of the income they receive through EPWP. This response simply means that EPWP is a support system for the beneficiaries since a person would not be able to job hunt empty-handed. The beneficiaries obtain skills through education and training where they attend workshops and campaigns. It is also clear that they are not only getting the wages but they are also getting skills that are in form of self-development which they can use even after the programme has ended.

##### **4.5.1 Skills Development**

A Sub-theme of skills development emerged from the responses to a question which was asking about are the achievements that must be obtained by the beneficiaries.

The interview guide had a question which was asked the participants about the skills they acquired which they can use as self-development at the end of the programme. The responses indicated that the beneficiaries do get skills through this programme. This question was used

to uncover the skills they obtain in the programme as a form of self-development and how they can use those skills at the end of the programme. One participant said this:

I have obtained experience from this programme. As I have told you that I started from being a worker and I am now a supervisor. I have gained supervision skills as we also attend workshops and trainings. I also obtained safety skills from this programme. Right now we are focusing on health and safety and hygiene within the construction industry. (SP, Female aged 39 years).

This basically implies that the beneficiaries are taught to live and work in a safe environment. The contractor was also certain that the workers are learning so much and they have acquired health and safety skills within the work environment. Her confirmatory response was:

The other things that they also learn is safety within the environment. Because part of the occupational health and safety regulations is that you have to speak to them. You have your toolbox talks where you tell them that, okay this week we are going to be doing this, what are the safety precautions and what not. So they are able to learn that and most of all it's the skill. Apart from everything else, it's the skill. It's them getting the skill and the pride in that what they have to do and has elevated the community to another level (C, Female aged 33years)

Another participant said:

Well, I can say we learned communication skills and cleanliness for me as we were the cleaners before. I have learnt a lot from this programme. I have also received skills under construction too as I am working under a construction project now. Right now I feel like I can also become a contractor and employ my own people too (W, Male, aged 27 years).

Another female participant, a worker aged 29, mentioned that now had the skills of working for a construction company. She also mentioned that she gained knowledge in sewage systems and pipelines. According to eThekweni, the municipality ensures that the beneficiaries are developed and they are able to get all the skills and use those skills they acquired. The municipal official, answering the question regarding beneficiaries being able to use skills acquired as self-development at the end of the programme, the response was:

So what we want to do as the municipality, we managed to get this right towards the end of their time. Well, it's the exiting time of the contractors. So the plan is making them exit with bigger projects. We are looking at about, from R900 000 to R2million around there. That helps the contractor with his Curriculum Vitae (CV) for when he/she is tendering. So when eThekweni or at any other municipality looks at the CV, they will see that the contractor has done a bigger project and the contractor is well versed in tendering. (MO, Male aged about 40)

One of the participants mentioned that after getting into the programme he has started working on big projects. The response was:

I came into this programme when I had already started working with tendering but on my side what I have achieved is experience and more skills which we get through various training. Before a contractor is given a job, he/she gets to be trained first. Now I work for big projects. (SP, Male aged 26 years)

This finding implies that training is critical for participants as it opens possibilities of working for big projects as prior training is a prerequisite for eligibility and participation in big projects.

A participant-contractor stressed that:

They can put it in their CV's and go look for employment elsewhere. (C, Female aged 33years)

Working for the Expanded Public Works Programme improves the CVs of participants based on the experience and training acquired during their participation in the programme. The other participants pointed out that they regard the experience they gain through these projects as a skill. This is because these projects differ. It is a combination of different jobs at different times. Others work as cleaners, others as road painters and road builders, others as tree cutters and so on. As such, the participants mentioned that they gain different skills from different projects as well as different experiences. However, the findings of the study conducted by Zonyana (2017) majority of EPWP workers cannot find employment outside the programme and simply rely on other EPWP opportunities.

It is important that old staff and new staff is trained as a method for teaching and maintaining safety-related skills in the workplace setting as part of skills development. By providing staff with training, it is an effective way that helps them to improve their skills in the workplace. Answering the question of skills, they use as self-development, one of the participants said that:

I am clearing alongside of the road as there is road construction underway, but before this, I was a cleaner. Well, I also have duties even though I am a supervisor. Therefore, I have acquired supervision skills too. (SP, Female aged 39)

Another participant mentioned that:

I have acquired so much knowledge of cleaning and of making the roads through this programme. Right now I can draw pavements, I can make speed humps and so on. (W, Female aged 29 years)

The programmes of skills development that the municipality provides the beneficiaries with are very helpful. The beneficiaries have stressed how these programmes have been of help to

them in knowing the content and substance of various vocations which they did not have before they participated on this programme. The municipality also provides the beneficiaries with mentors. According to the Municipal Official.

Mentors are there to assist contractors on site. They help the contractors on pricing the document and also guides the contractors when they encounter problems on site. When the mentor sees the contractor struggling a little bit on the site, we call that Intensive Care Unit (ICU). (MO, Male aged about 40)

He stressed that the mentors ensure that when the contractors are struggling then they are put into Intensive Care Unit (ICU). He continued:

We put them into ICU so that they do not fail in that project, so that they come out of it successful. The mentor then does an assessment from project management, finance management, programme management, staff, ordering of material that sort of thing. That's ensuring that the staff gets paid. They capture all the details of the staff. There is temporal person too that works with them. He/she is from the community and he/she has got a contract for a period of time so that he is covered as well. What happens in a lot of the projects is that sometimes the contractor does not have the Identity Document (ID) of that person and he/she just pays them in cash at the end of the day. So we train the contractors to follow contacting procedures correctly because as eThekweni we see that contracting is the right thing to do but also it is important for us to train the upcoming contractors. It's no use having to develop big companies while we are not developing our young contractors (MO, Male aged about 40).

The municipality ensures that they provide their beneficiaries with skills development programmes including mentoring. They are given these programmes as their tool of self-development. Some of the workers have reached that point of getting permanent employment. In one of the responses, the participant explained that she has staff that she got through EPWP who works for her permanently now. When answering the question what the beneficiaries have achieved as self-development and participation in the EPWP, she responded thus,

So basically it's temporal employment which is guided by the laws as I have just said. I have seen it help the communities in massive ways. As we speak I now have permanent staff in both companies, who are the people we got through EPWP and are now skilled. Those are the ones we go with to whichever site that we go to. I have recruited about three people so they alternate in these companies. In every site that I go to, I do let them know. I tell them 'guys I am here to work, and if I see that you are willing to work based on the effort that you put in, I will continue with you on other sites'. I then give them examples of the names of the people that I work with on my other sites at that particular time. (C, Female aged 33years).

In terms of empowering the community this programme has played a big role. The beneficiaries are being empowered and that is self-development. The contractors have their expectations when they hire workers. Apart from income assistance the EPWP beneficiaries are eager to

obtained skills for future opportunities. They want the workers to gain skills and experience. This is as much as they employ them so that they can feed their own families. One participant said:

When we contractors leave the site, we leave the workers with skills. (C, Male aged 39 years)

When this participant made this response, he basically meant that when they train the employees to ensure that they come the skills to do the job. They specialize in skills development, develop the beneficiaries to become better in what they do. What is important to them is developing the labour that is willing to learn and that is career driven. The following pic below will show the proper work done by the EPWP workers on the site. (See pic 4 below):



Pic 4: The Gabions: Taken by the researcher.

The other participant stressed how these mentors provided by the municipality's skills training have helped and motivated them as beneficiaries. The participant confidently said that most of them are now basically linking what they know and their experiences to what is taught in the construction industry. They are going to have both the theory and practical side of the construction industry. The Construction industry has taught the participants skills that they can use even after the project. A picture below shows that a participant can even use the skills

gained from this programme as self-help. The participants can render such services within their communities. They can for example make blocks and sell or make drive in's (Unnamed roads) for their community members. (See Pic 5 below).



Pic 5: A worker mixing cement. Taken by the researcher

#### **4.5.2 Education and training**

Regarding the question which was asking about the skills that the beneficiaries can use as self-development at the end of the programme, the responses indicated that the beneficiaries do get skills through this programme. They receive skills through education and trainings where they attend workshops and campaigns. One participant said this:

I have received a lot of knowledge through this programme. We have attended campaigns to be taught how to keep our environment clean all the time. It was a green economy campaign. We learnt a lot from that campaign and right now to keep our community clean all the time and to control littering everywhere. Right now I believe I can also be a contractor (laughs) and hire workers and teach them all that I have learnt through this programme. (SP, female aged 39 years)

The response supports Paisey and Paisey, (2010), who believes that a wider set of skills and educational topics should be included into the curriculum to develop the skills needed by employers. The knowledge the beneficiaries acquired on EPWP workshops are influenced by the skills that are needed by the employer. They apply to the workplace what they have learned in workshops or trainings. Another said:

We do go to trainings, regarding the knowledge about how other jobs are done. For example, how to make speed humps, making of roads etc. A lot of us came without such knowledge so I have learnt a lot from this programme. Right now I feel like I can also become a contractor and employ my people too. I have acquired so much knowledge of cleaning and of making the roads. Right now I can draw pavements, I can make speed humps and I can make passages etc. as you can see the passage we have just completed. (W, Female, aged 29 years)

This response supports the statement by Moet (2014), which articulates that EPWP focused in the provision of employment opportunities, training of the beneficiaries and a launch pad for trainees into the job market. This response also supports the learning theory. The learning theory states that learning happens mostly when people are active in constructing physical objects in the real world. The students learn through engaging in project-based learning where they build connections between dissimilar ideas and areas of knowledge accelerated by the teacher through coaching (Bandura, 1969). The beneficiaries have been active in constructing physical objects. They have learnt how to make pavements, speed humps and passages etc. The following figure is showing the type of passage the participants have completed (See Pic 6 below).



Pic 6: Passage constructed under the EPWP: Taken by the researcher.

Another participant said:

We have learnt a lot through workshops and training. I have that in writing in my CV. After this, I will apply for construction work at the big companies. I believe I can also be able to be a contractor and hire my community members. I would basically give back to my community. I can even be a supervisor now with the level of knowledge I have received from this programme. And I even want to be a contractor at this point. (Laughs). (W, male aged 27 years)

These educational training and workshops that the participants attend are of great help. The way the participants have put it clearly shows that they are happy with the programmes. In response to the question which was asked about the benefits that the beneficiaries have obtained through this programme. The respondents indicated that the beneficiaries get benefits from this programme such as being sent for trainings and workshops for free. They do not pay for those classes. This question was adopted to unpack the non-monetary benefits they get but in a form of growth and empowerment.

One participant said this:

I came into this programme when I had already started working with tendering. But on my side, what I have achieved is experience and more skills which we get through these trainings offered under this programme. Before a contractor is given a job he/she gets to be trained first. Now I work for big projects. On the side of the labourers, I have taught them cab laying, how to use measuring tapes, tools and equipment (operating plants) etc. Basically, we have artisans who are there to teach our labour too. In this case we give our labour training first before the job is done. (SP, Male aged 26 years)

There were approaches that were developed to assist the beneficiaries in this programme. The response supports these approaches. These integrations focused on improving the education system and access to trainings in a way that better equip the workforce and to take up the largely skilled work opportunities which the economic growth would create (Bendix 2010). These findings are in line with the findings the study by Moyo (2013), who indicated that as per the EPWP policy objective, it would be useful for the people to be exposed to the ways of developing themselves. The EPWP would achieve this objective by working with the municipalities to facilitate community development workers in assisting the youth in communities. This will help them to obtain relevant information that is useful to uplift the people by offering them with trainings and skills development programmes. There are community members that are sitting at home and not getting anything. If they obtain skills from EPWP, they can use them to find employment opportunities. The Business Trust (2005),

report also indicates that the impact of the EPWP should be increased, and this will require additional funding to empower the youth with skills and training.

## **4.6 Conclusion**

This chapter presented and analysed the data which was collected in the field through interviews. The data has revealed that the beneficiaries are indeed benefiting from this programme. There might be problems in the implementation process, but the programme is necessary and helpful to the community as indicated by the findings. They want the programme to continue even though they feel like some of the projects are of a short period of time. South African government has developed policies which focus on poverty alleviation and improving the economy of the country, and in light of this, the findings show that the government is slowly making progress in alleviating poverty. Unemployment in South Africa is a foundational problem and the policies needed to address such type of unemployment lies in the labour market (Wale, 2014). The country's unemployment rate depends on the labour market. EPWP along with the government is also fighting to decrease the unemployment rate. However, there are challenges that are hindering this process but despite the challenges, findings showed that beneficiaries appreciate the EPWP programme and want it to continue and to have its time frame extended. In other words, want the contracts to be longer. The next chapter discusses the findings of this study and provides policy implications and recommendations.

# **CHAPTER 5: DISCUSSION OF FINDINGS AND RECOMMENDATIONS**

## **5.0 Introduction**

The main aim of this study was to investigate the implementation of EPWP in eThekweni Municipality, KZN. The study focused on the benefits of EPWP to its beneficiaries and the skills they can obtain and use in future after the programme has ended. This chapter firstly presents the overall summary of the dissertation. The research findings and recommendations are also discussed in this chapter as well as the limitations and suggested areas for future research. Lastly, all the summaries from chapter 1 to chapter 5 are presented in this chapter.

## **5.1 Summary of the Study**

This dissertation was divided into five chapters. The first chapter introduced the study by providing the background, objectives and the research questions. Chapter 5 gave an understanding of the Expanded Public Works Programme, and of what benefits the beneficiaries received from the programme. The benefits received were not in form of income alone but it included the skills or tools that prepared the beneficiaries for future opportunities after the programme has ended. The problem statement of this research explained what really initiated the interest for the study to be undertaken.

The second chapter gave a broad understanding of the Expanded Public Works Programme theories used in this study. It is clear that the concept of EPWP is a complex issue with different theories trying to explain it, therefore, there is a need to combine different theories to better understand the EPWP concept. Emphasis was made on the impact of poverty and unemployment, the benefits received by the beneficiaries and the impact of EPWP. There are different types of benefits the beneficiaries received but more importantly is a skills training development which is a tool they can use as self-development at the end of the project.

The third chapter represented the research methodology that was used in this study. This chapter gave a detailed description of how the field research was done which also included a

detailed clarification of the research design, study area, sampling of participants and data collection methods that were used in the research. The principles and ethical considerations that were adopted in the research were also explained in this chapter.

The research followed the procedures in chapter three, the data from the research was then presented and analyzed in chapter four. Thematic data analyses was used to analyse the data collected during the research.

Finally, the concluding chapter presents the discussion of research findings, recommendations and the limitations of the study. Some of the areas that need further research are also highlighted.

## **5.2 Research Findings and Discussion**

### **5.2.1 Impact on Poverty Alleviation**

One of the objectives of the study was to establish how the EPWP beneficiaries view the relationship between poverty alleviation and the programme itself. Basing on the findings of this research, the beneficiaries confirmed that indeed EPWP alleviates poverty to a certain extent although the contracts are only for a short period of time. It can therefore, be argued that the purpose of the programme is being accomplished which include developing the social and economic infrastructure, developing the human resources and alleviating poverty (Mbeki, 2004). But at the same time, according to Mbeki, this programme should not be seen as the ultimate solution for unemployment. The Expanded Public works Programmes are not the solution to the unemployment problem in South Africa, but should rather be distinguished as one of the mixed bags of short to medium interventions that are in position to alleviate poverty.

Various people and organisations criticises the Expanded Public Works Programme and Anna McCord (2003), was among the critics as she wrote that Expanded Public Works Programme had only begun after the expiration of the National Community – Based Public Works Programme which created 20,000 temporal jobs in its short life. She further argued that millions of South Africans are jobless and people live in poverty, the Expanded Public Works Programme represents a weak response to a tremendous social and political problem. According to the findings of this study, it is clear that there are changes that have occurred on the programme from when it started to until now. Although people are still suffering and living

under poverty, the responses of the participants were able to talk about how this programme has been of such help in their lives even though they are unhappy about the duration of the contracts.

The finding of this study also revealed that even though there are challenges that are faced by the beneficiaries there is progress as the challenges are being overcome. It really showed that the workers are indeed grateful for such opportunity they are given as they claim that they feed their families and take children to school with the income they receive through EPWP. The findings support Mfusi (2014)'s findings which showed that the majority which was 80% of the respondents specified that the EPWP was successful in alleviating poverty, which is also in line with the EPWP's objectives which states that the poverty alleviation impact should include employment creation. The author further states that considering that one of the objectives of the EPWP is employment creation, it was satisfying to note that all the respondents agreed that job opportunities had been created. This is therefore noted as a positive achievement. In some families, EPWP wages assisted as an addition to other sources of income, including social grants and wages earned by other members of the family. The money the EPWP workers earned played an important role in reducing poverty overall.

### **5.2.2 Impact on unemployment**

The problem of unemployment and poverty has been a continuous challenge South Africa is facing since 1994. The South African government designed economic policies to help solve the increasing unemployment and extreme poverty amongst the poor. One of the objectives of this study was to assess whether this Expanded Public Works Programme is reducing unemployment in the communities. The findings showed that the beneficiaries are certain that the programme does reduce unemployment. The programme is indeed providing the communities with contractors who employ them for a wage. The findings also show that they need more work so that they can work for a longer period of time in the field. The findings further reveal that although there is high unemployment rate in South Africa, they were thankful and they appreciate EPWP as some of the communities of eThekweni Municipality are benefiting from it. The participants confirmed with confidence that EPWP plays a role in reducing unemployment. The Department of Public Works was clear about the EPWP's main objective which is to employ public sector budgets to reduce unemployment by creating temporal productive job opportunities coupled with training (Department Public Works, 2012).

However, the researcher has stated above that, this improvement is being impeded by the country's recent low economic growth prospects (World Bank, 2018a).

According to the findings, it is clear that EPWP is making a difference within the communities as it is absorbing the youth that is at home and doing nothing and giving them opportunities to develop themselves. Ngoma (2005), argues that the labour market is increasingly demanding highly skilled labour, while the demand for semi-skilled and unskilled labour is decreasing therefore due to that there was a shift from labour-intensive to capital-intensive modes of production. Employment opportunities for semi-skilled and unskilled workers is, therefore, decreasing. The attainment of higher education qualifications among the youth is very low. The youth from disadvantaged backgrounds cannot afford to go to universities. The findings, also revealed that the programme has been giving the opportunities not only to the skilled youth but also the unskilled youth that are at home and cannot afford to go to universities. In fact, both the skilled and unskilled are being exposed to these opportunities as they are taken to trainings and workshops and are exposed to a combination of different skills within the projects.

### **5.3 Challenges the Beneficiaries Are Facing**

Sometimes the people work on site without proper uniforms for the job. There were incidents where the labour that was on duty was not wearing proper working uniform. The Expanded Public Works Programme had an open-ended perspective towards the level of wages. The average was paid on EPWP projects have crucially stayed within the wage band of about R40.00 to R55.00 per day since it was launched in 2004. According to the findings, eThekwini Municipality was not prepared to pay its people these low wages. The municipality believes that if it employs a person, it employs him/her according to eThekwini standards. The eThekwini municipality felt that it was unfair to employ a person below a minimum wage. The findings also show that there has always been a problem with wages in the EPWP. Wages are clearly crucial to EPWP beneficiaries as it allows them to buy the necessities. The indication of the beneficiaries revealed two compelling trends. The EPWP beneficiaries appreciated the fact that they were earning an income from eThekwini Municipality, which allowed them to start meeting livelihood difficulties and support their families. In some cases, beneficiaries felt strongly that the wages of EPWP work is low, as they have to deal with the rising cost of living (Bruce, 2015).

### **5.3.1 Working Conditions**

The labour force is expected to do a proper job in terms of the quality of work when they are hired. They are bound to finish the tasks given to them on time and the work should be done properly even though they may not have proper uniforms for the job. In terms of supervision, the findings showed that what makes things work between employees and management, is that they work together in order to reach the same goal. It was highlighted that the workers get along well with their supervisors which creates a healthy environment. The findings are also in line with the Human Relations Theory. This theory states that the informal organisational structure should by all means be managed so that it will extend effectiveness in a workplace. The prime way to notice the employee's potential is to make their work essentially more satisfying and their relationship with the fellow workers and supervisors more supportive. One of the supervisor participants seemed to care about her fellow worker's safety. She was worried about the safety of her workers. The researcher did not witness any difficulty in the sites.

### **5.3.2 Projects Time Frame**

There has always been a challenge in scaling up EPWP. According to Human Science Research Council, (2007) there was considerable debate as to whether the Expanded Public Works Programme could really be called 'employment' specifically where they last for only a few months. But according to the Labour Force Survey (2007), a person is reviewed as employed if they have engaged themselves in any kind of economic activity for an hour at least per week. This basically involves unpaid family workers and subsistence farmers as well. According to the findings of this study, an adjustment should be done to the Expanded Public Works Programme. And these findings are in line with Thwala's findings as he stated that changes should have been made in EPWP along with the changes that were going to be done in the policy environment, from relief emergency and special Public Works Programme to a longer-term structured employment generation programme. The employment and investment policies and also the economic growth should be linked to the approach (Thwala, (2005). The findings show that the beneficiaries are benefiting from the programme and that the programmes time frame should be made longer. In this case the construction industry should aim to ensure that infrastructure is also planned around local needs. The HSRC, (2007) has a different view, and the view is that should EPWP shift its focus from the short-term to the longer-term opportunities, recognising the structural and long term character of employment. It would mean

that the programme would operate on a large scale and there would be a challenge in providing employment opportunities that do not draw people away from market-based employment but also do not pay outrageous low wages. HSRC also believes that market-based wages are very low (HSRC, 2007)

## **5.4 Benefits Being Received**

### **5.4.1 Skills Development**

The study investigated the implementation of the EPWP in the eThekweni Municipality, KZN. From this study, it was confirmed that the beneficiaries of EPWP are getting benefits from this programme. The findings confirm the statement by Sean (2010: 07) which contended that the considerable critical edge of the EPWP is that it is nation-wide with the desire to draw a huge number of the unemployed community members into productive work and simultaneously provide them with skills while they are appointed at a working place. The findings show that the beneficiaries have been absorbed by EPWP and it has provided them with skills. They receive the benefits not in a form of income only, as money is a basic need but in a form of skills too. These findings accord with the findings of Mfusi, (2014), she stated that it was a national programme that aimed to channel a significant number of the unemployed into productive work. This programme involved in creating temporary work opportunities for the unemployed, while ensuring that workers gain skills and training on the job, and so increase their capacity to earn an income in the future. The programme is one of an array of government's initiatives to try to bridge the gap between the growing economy and the large numbers of unskilled and unemployed people who have not yet enjoyed the benefits of economic development. The findings have also been in line with the learning theory, it states that learning happens mostly when people are active in constructing physical objects in the real world. The students learn through engaging in project-based learning where they build connections between dissimilar ideas and areas of knowledge accelerated by the teacher through coaching (Bandura, 1969). The beneficiaries have been working with the knowledge they receive in training and workshops and collaborating it with the practical one in the field.

### **5.4.2 Education and Training**

Responding to unemployment, the national policy comprised a range of approaches. These fundamental approaches were going to increase employment opportunities in South Africa to assist those who are semi-skilled. The main aim of these approaches was to increase the economic growth so that a number of employment opportunities can be created and increase the number of new entrants into the labour market. The whole idea was about creating projects after projects and increase employment opportunities. Those integrations also focused on improving the education system and access to training in a way that better equips the workforce and to take up the largely skilled work opportunities which the economic growth would create (Bendix, 2010). Local municipalities use integrated development planning as a method to plan for the future development, therefore, community development workers can be used to help the youth in communities and South Africa at large by bringing them the correct and useful information for the development of their communities and their lives. Local Municipalities uses the Expanded Public Works Programme (EPWP) programs in fighting against unemployment and poverty. EThekweni municipality was able to provide skills training for the beneficiaries of EPWP. The findings have shown that before the beneficiaries are equipped with training before they even start with executing the projects. These trainings have assisted the unskilled labour who cannot afford to get higher education qualifications. The beneficiaries are provided with education and training.

Based on the research findings, they showed that the beneficiaries have been working and acquiring knowledge at the same time. The learning theory explained how learners take in, undertake, and preserve knowledge during the learning process. The findings showed the links between learning and applying the knowledge that you have learned. Before the EPWP beneficiaries start working on a project, they start by attending class, training or workshop so that they can apply that knowledge to what they are going to be working with. Learning, psychological and environmental influences as well as previous experience play part in how 'understanding' is acquired or changed, as well as the knowledge and skills are retained. Learning happens mostly when people are active in constructing physical objects in the real world. The students learn through engaging in project-based learning where they build connections between dissimilar ideas and areas of knowledge accelerated by the teacher through coaching (Bandura, 1969). This theory has helped in understanding the process in which the beneficiaries of the EPWP received skills through this programme.

## **5.5 Realization of the Objectives**

**Objective 1:** To evaluate the extent to which employment programmes have assisted people in supporting lives from the perspective of officials on the beneficiaries

This objective was realised because the study found that the Implementation of EPWP has been a great initiative for the unemployed, unskilled and semi-skilled youth of eThekweni Municipality. In this case, the EPWP has assisted the people in supporting the lives of its beneficiaries. These individuals most of the time rely on a ‘word of mouth’ employment opportunities from friends and relatives and make a direct walk-in availability for that particular job. The word of mouth in this case means that they are employed through councillors, family or friends who heard of EPWP employment opportunities. These workers did not apply or go for an interview for the jobs. The findings have shown that beneficiaries have been benefiting from this programme. The councillors play a role of compiling a list of unemployed individuals within their communities and provide them with jobs. Based on a study done by Hlatshwayo (2017), it seemed that being a member of the ANC, actively engaging in its political activities, and being part and parcel of the ward committees was rewarded with access to work opportunities in the form of employment in EPWP projects. Nonetheless, not all EPWP labour assigned their employment to political activism and membership of the ANC.

**Objective 2:** To explore the challenges that the beneficiaries are facing within the period of the project by doing site visit to the EPWP participants at eThekweni municipality

This objective was achieved because the research findings have shown that as much as there are challenges that the contractors, beneficiaries and the employees face on site, those problems are resolved and the construction work does take place. But these issues were addressed and they have been resolved at eThekweni Municipality. However, some issues are beyond the municipality’s control as they cannot go to the site and fight with the forums who most of the time give the contractor’s hard time on site. Such issues are bound to be resolved by the councillors and the contractors by sitting down and try to find ways to resolve their

misunderstandings. According to Karen (2019) the best way to deal with workplace conflict, is to offer conflict resolution before the workplace environment becomes aggressive. The findings shown that whenever there is a misunderstanding between the contractors, the employees and or the community, they sit down and resolve the issues face to face so that the job is done at the end of the day. Every work environment has its own ups and downs but it takes the parties to work with each other so that they achieve the same goal. This objective is also supporting the Human Relations theory which states that the informal organisational structure should by all means be managed so that it extends its effectiveness in a workplace. This theory explains the relationship in which workers should work together.

**Objective 3:** To assess the benefits that the beneficiaries receive throughout the programme

This objective was realized because the role of EPWP was to strengthen the general skills of its beneficiaries. The idea of the programme was to draw the unemployed individuals into productive work and provide them with skills and trainings. The programme has not only drawn the disadvantaged only, but it has also drawn those from rich families because of the benefits. Findings have shown that it's not always about monetary benefits but also education and pieces of training. Those from rich backgrounds are acquiring skills from this programme. They are hungry for skills as self-development. This goes to the Livelihood Framework, as it gives a conceptual framework for understanding poverty. It portrays a clear picture of those who are trying to understand the links that cause poverty (Amjad, 2005). It is a matter of understanding the links that cause poverty. Poverty may differ from one person to another. Those from rich households understand the importance of skills as self-development. As much as the disadvantaged are hungry for money they are also hungry for skills. Apart from the beneficiaries receiving benefits in forms of income, it is important that they receive skills that will help them as a form of self-development at the end of the project. It is the EPWP's priority to provide infrastructure, particularly in basic municipal and social services through work-intensive methods to stretch employment creation and skills infrastructure suitable for construction using work intensive methods which include schools and clinics, roads, storm water, houses (Bruce 2015). However, according to (McCutcheon, 2018), in relation to the creation of an alternative socio-technical system, the trust on the use of small contractors has not resulted in a remarkable increase in employment created per unit of expenditure, because Labour Intensive Construction (LIC) has not been insisted upon, despite the contractual requirements. The use of small contractors has been difficult to use and they are not producing

the desired effect. But despite that, the combination of job opportunities and training have been assisting the beneficiaries with benefits. Findings have shown that the eThekweni municipality beneficiaries have been drawn into opportunities such as work experience, training and information related to local labour possibilities, further education and training as well as Small Medium and Micro Enterprise (SMME) developments.

## **5.6 Recommendations**

The strength of the Expanded Public Works Programme comprise the progress made through the years and the site visits that are conducted, the hiring of the local labour and also the on the job skills training that is provided to the beneficiaries. The municipality needs to identify and provide long-term job opportunities rather than short-term ones. The findings have shown that the short-term opportunities are hindering the good outcomes the programme has been trying to achieve through this initiative over the years. The beneficiaries are pleading for long term opportunities. It would be of great importance if the municipality and the Department of Public Works could review the duration of the contracts so that the beneficiaries of the EPWP achieve more long lasting employment exposure in the opportunities provided. The programme should consider providing employment opportunities to the unemployed graduates. By doing so, the unemployed graduates would be gaining work experience and getting income to assist them in the job search for permanent employment.

## **5.7 Suggestions for Further Research**

The outcomes of the EPWP may differ from one municipality to another. The implications of studying this case are that the challenges other municipalities face might be the challenges that the eThekweni Municipality has faced and overcome throughout the years. For example, the challenge of the beneficiaries getting paid a small wage or the challenge of the beneficiaries not getting paid. What is evident is that eThekweni is paying better wages, but what lessons have been learnt from other municipalities? Are the beneficiaries from other municipalities happy with their wage? Or the beneficiaries getting paid below a minimum wage? Similar studies should be conducted in other South African municipalities so as to compare with these findings so that lessons can be learnt. These municipalities might learn a thing or two from this case study as to how they can overcome some of the challenges they might face. Comparative

studies can also be done so that there can be comparisons and in that case the gaps and loopholes can be filled.

The implications of this study for the developing countries vary. The less developed countries rarely have a well-organized formal means of providing support to individuals and dependents. The poorest people are the working poor rather than the unemployed. But these countries should have considered providing employment opportunities for the unemployed to alleviate poverty and decrease unemployment (McCord, 2006:8). Such Expanded Public Works Programmes are of great initiatives to even provide skills to the unskilled and the semi-skilled. There is vast developing countries experience of the EPWPs, ranging from small programmes to very large-scale initiatives such as the Maharashtra Employment Guarantee Scheme in India and the New Deal Programme during the Great Depression in the United States of America (USA), both of which absorbed up to 30% of the unemployed (McCord, 2006:8). One of the lessons from the international experience is that the impact of the EPWPs on unemployment levels depends on the scale of the EPWP. Those scales could be of small EPWPs or to very large programmes.

## **5.8 Conclusion**

This Chapter looked at the findings of the research and one of the main findings is that the beneficiaries of EPWP do receive benefits through this programme. They receive benefits in forms of income and they also receive benefits in forms of experience, skills development and education and trainings. The study focused on eThekweni Municipality beneficiaries and looked at the Vukuphile Learner Projects (VLP) that focused on construction. It was revealed that education plays a significant role in the likelihood of finding employment. It is therefore important for the youth of South Africa to be educated. One of the key conclusion is that the EPWP came in to absorb those who did not get the chance to further their education by giving them employment opportunities and also by providing them with skills development programmes, education and trainings at eThekweni municipality more especially the disadvantaged youth in townships who cannot afford to go to universities have been given a chance to develop themselves through workshops, pieces of trainings and work experience.

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## Appendices

### Appendix 1: INTERVIEW GUIDE

#### Section A: Bio-Graphical Data Questions

	18-24	25-35	36-45	46 and above
Age:	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
	Male	Female		
Gender:	<input type="text"/>	<input type="text"/>		
	Single	Married	Widowed	Divorced
Marital status:	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
	Employed	Unemployed	Part-time	Self
Employed	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
Occupation:				

#### Section B: Survey Questions

##### Objectives

- To evaluate the extent to which employment programmes have assisted people in supporting lives from the perspective of the officials on the beneficiaries
- To explore the challenges that the beneficiaries are facing within the period of the project by doing site visit to the EPWP participants at eThekweni municipality
- To assess the benefits that the beneficiaries receive throughout the programme

##### Questions to be asked

1. In your view, in what way is EPWP alleviating poverty in the community?
  - a. What role does EPWP play to alleviate poverty?
  - b. How is it assisting in reducing unemployment?

2. In your opinion, what are the achievements that must be obtained by the beneficiaries programme?
  - a. What do you regard as an achievement in the process of EPWP?
  
3. What are the EPWP's achievements since implementation?
  - a. Name a few achievements obtained since the implementation of the programme
  - b. How have these achievements have been a good influence to the beneficiaries?
  
4. What benefits have the participants of the EPWP obtained in this programme?
  - a. What do you regard as benefits in this programme?
  - b. What have you benefited, except for money from this programme
  
5. Which skills can the beneficiaries use as self-development at the end of the programme and what are the challenges that they face?
  - a. What are the skills that should be obtained through this programme?
  - b. After the end of the programme, do you think you can use the skills obtained from this programme as a self-development tool?
  - c. Name a few challenges faced by the beneficiaries in this programme?
  - d) How did the beneficiaries overcome those challenges you faced?

Appendix 2: **CONSENT FORM (English)**

**UKZN HUMANITIES AND SOCIAL SCIENCES RESEARCH ETHICS  
COMMITTEE (HSSREC)**

**APPLICATION FOR ETHICS APPROVAL**

**For research with human participants**

**INFORMED CONSENT RESOURCE TEMPLATE**

Note to researchers: Notwithstanding the need for scientific and legal accuracy, every effort should be made to produce a consent document that is as linguistically clear and simple as possible, without omitting important details as outlined below. Certified translated versions will be required once the original version is approved.

There are specific circumstances where witnessed verbal consent might be acceptable, and circumstances where individual informed consent may be waived by HSSREC.

Information Sheet and Consent to Participate in Research

Date: 17 September 2018

Greeting: Ladies and gentlemen's I greet you all.

My name is Confidence Lungile Khawula, I am a Development Studies Masters candidate studying at the University of KwaZulu-Natal, Howard College campus, South Africa. My email address is 207506211@stu.ukzn.ac.za and my contact number 08124212571/0614099195.

You are being invited to consider participating in a study that involves research in investigating the implementation of the EPWP in eThekweni Municipality, Kwazulu – Natal. The aim and purpose of this research is to investigate the benefits of the beneficiaries of the Expanded Public Works Programme at eThekweni Municipality. The study seeks to simultaneously explore the implementation of the programme and its effectiveness within eThekweni. In order to better understand the dynamics of the Expanded Public Works



## Appendix: 3 (Isizulu)

### **Uhla lwokuqala: IMIBUZO**

#### **Uhla lwemibuzo**

Umcwaningi uzozithula kumuntu ozophendula imibuzo. Ukuzithula kozoxoxisana naye kuyasiza ukuthi nikwazi ukzwana nokusebenzisana uma umcwaningi nomuphenduli sebekhuluma.

Imininingwane

Igama

Iminyaka

Ubulili

Ulimi

Ushadile /awushadanga

Iphosishini okuyona emsebenzini

1. Ngokubona kwakho IEPWP iyayiqeda inhlupheko emphakathini?
  - a) Idlala yiphi indima IEPWP ukuqeda inhlupheko
  - b) IEPWP ikuqeda kanjani ukungasebenzi
2. Ngokwakho ikuphi esebekuzuzile abasebenzi beEPWP ?
  - a) Ikuphi okuthatha njengenzuzo kulomusebenzi weEPWP?
3. Iziphi izinzuzo asebezitholile abasebenzi bale projekthi selokhu yaqala?
  - a) ungabala okuncane okuyinzuzo selokhu yaqala leprojekthi?
  - b) Lezinzuzo ngabe zinhle ?
4. Ikuphi asebekuzuzile abasebenzi baleprojekthi?
  - a) Ikuphi okuzuzile ngaphandle kwemali kule projekthi?
5. Iliphi ikhono osolizuzile lokuthuthukisa impilo yakho njengomsebenzi weEPWP?
  - a) Iliphi ikhono okumele balithole kulephrojekthi?
  - b) Iziphi izingqinamba abasebenzi ababhekana nazo kulomsebenzi?
  - c) Mase uphelele lomsebenzi yiliphi ikhono abalitholayo ukubathuthukisa uma usuphelile?

**Uhla lwesibili: ISIVUMELWANO**

**KZN HUMANITIES AND SOCIAL SCIENCES RESEARCH ETHICS COMMITTEE  
(HSSREC)**

ISICELO SOKUGUNYAZWA UKWENZA UCWANINGO

LOKUSEBENZISANA NABANTU

ULWAZI NGEMVUMO

OKUZOSEBENZA NGEZIGABA

Bacwaningi: Kuyisidingo ukuthi konke kwenziwe ngobuchule noma ngokucophelela ngokomthetho, ukuthi konke okwenziwayo kube ulwazi olucacileyo ngokolimu olwaziwayo, futhi kungabi bikho ulwazi olubalulekile oluzokweqiwa kulokhu okungenzansi. Ulwazi oluhunyushiwe luzodingeka emva kokuthi ulwazi lokuqala selugunyaziwe.

Ngezizathu ezithile ulwazi lungamukelwa ngokukhuluma kudingeke ukuthi kube nobufakazi noma ngezizathu ezithile Ulwazi ngemvumo yomuntu ngayedwa lunqatshwe noma lususwe ikomide(HSSREC).

Ulwazi oluqokethwe ngokuzibophezela ukuba yingxenye yocwaningo

Usuku: 17 Mandulo 2018

Isibingelelo: Ngiyakubingelela lunga lomphakathi

Igama lami ngingu Confidence wakwa Khawula ngisuka kwisikole sezentuthuko.izinombolo zami zocingo zithi-0814212571 enye ithi 0614099195 ikheli lami le-imeyili lith 207506211@stu.ukzn.ac.za

Uyamenywa ukuba ube ingxenye noma ukusebenzisana nathi kucwaningo mayelana nokuthi iprojekthi eyakelwe ukwakha amathuba omsebenzi nokulwa nobubha iyawenza yini umzenebzi eyayisungulelwe yona kumasipala wethuku.

Lesisifundo asinabo ubungozi futhi akukho lapho ozozizwa ungenakho ukukhululeka. Siyethemba lolucwaningo luzosisiza ukwazi kangcono ngabantu abantu asebeke bayithola lemisebenzi ekhishwa ngumasipala wethuku. Okunye okumele ukwazi ngalolucwaningo akukho muhlomulo ngokusebenzisana nathi ngalesisifundo.

Lesisifundo sibhekiwe ngokwenkambo yobulungiswa sagunyazwa ikomide lesikhungo sasenyuvesithi UKZN Humanities and Social Sciences Research Ethics (inombolo yokugunyaza Lesisifundo sibhekiwe ikomide elimele ubulungiswa sagunyazwa isikhungo sesenyuvesithi yakwaZulu Natali (inombolo egunyazayo

## HUMANITIES & SOCIAL SCIENCES RESEARCH ETHICS ADMINISTRATION

Research Office, Westville Campus

Govan Mbeki Building

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4000

KwaZulu-Natal, SOUTH AFRICA

Tel: 27 31 2604557- Fax: 27 31 2604609

Email: [HSSREC@ukzn.ac.za](mailto:HSSREC@ukzn.ac.za)

Uma kukhona izinkinga obhekana nazo noma kukhona imibuzo ungaxhumana nomcwaningi kwi-nombolo yocingo ethi 0814212571 enye ithi 0614099195, ikheli lami le-imeyili lith [207506211@stu.ukzn.ac.za](mailto:207506211@stu.ukzn.ac.za) ningaxhumana futhi nekomide elimele ubulungiswa lase UKZN Humanities & Social Sciences kuleminingwane elandelayo

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KwaZulu-Natal, SOUTH AFRICA

Tel: 27 31 2604557- Fax: 27 31 2604609

Email: [HSSREC@ukzn.ac.za](mailto:HSSREC@ukzn.ac.za)

Ukusebenzisana nathi kulesisifundo awuphoqelekile, unalo ilungelo lokushintsha umqondo noma ngasiphi isikhathi uhoxe. Ngasesayidini lethu njengoba senza lolucwaningo asinawo umuhlombulo esizowunikezela kuwe kodwa singakunika uma sesiqedile ukwenza ucwaningo iphepha ukuze ulifunde noma ubeke umbono ngalo.

Umcwaningi akukho lapho ezothatha khona igama lakho futhi konke ozobe usitshela khona akukho lapho oyokubona khona ukuthi uwena. Konke ozokutshela umcwaningi kuzogcinwa kahle kukhiyelwe ekhabetheni. Esizobe sikugcine kwicomputha nakho kuvikelekile ngoba kuba nenombolo yemfihlo uma uyivula. Emuva kweminyaka emihlanu siyokushabalalisa lolulwazi osinike lona.

ISIVUMELWANO (gcwalisa njengoba kudingeka)

Mina ngazisiwe ngakho konke, ngizobe ngenza ucwaningo ngokuthola impumelelo yeprojekthi IEPWP eyasungulelwa ukwakha amathuba emisebenzi nokulwa nobubha. Umcwaningi ngu Confidence Lungile Khwaula.

Nginikeziwe ithuba lokuthi ngiphendule imibuzo bayelana nalolucwaningo noma isifundo futhi ngiphendule ngendlela engineliseka ngayo

Mina ngiyamemezela ukuthi ukuba kwami ingxenye yalolucwaningo angiphoqiwe futhi ngingayeka noma nini ngaphandle kokuphazamisa lesisifundo.

Uma ngabe ngiba nemibuzo noma yini ephathelene nalolucwaningo ngingaxhumana nomcwaningi.

Uma ngabe ngiba nemibuzo noma ngifuna ukwazi kabanzi ngamalungelo ami ngokusebenzisana nani kulolucwaningo noma okumayelana nalolucwaningo noma ngabacwaningi ngingaxhumana nonobhalo wesikhungo esibhekene nobulungiswa bokwenza ucwaningo

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4000

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Tel: 27 31 2604557 - Fax: 27 31 2604609

Email: HSSREC@ukzn.ac.za

Okwengeziwe ngemvumo okudingekayo

Nginyanikezela ngemvumo ukuthi

Ukusebenzisa isiqophamazwi : YEBO

Ukusebenzisa ivido kucwaningo: CHA

Ukusebenzisa izithombe zami ngenhloso yocwaningo: YEBO

---

Sayina ukuzibophezela

Usuku

---

Kusayina ufakazi uma ekhona

Usuku

---

Kusayina ochazayo uma ekhona

Usuku

Appendix 4: GATEKEEPER'S LETTER



**City Manager's Operations  
Mayoral Parlour-EPWP Department**

750 Mary Thiphe Street, Cato Manor Durban, 4001  
PO Box 680 Durban, 4000  
Tel: 031 311 1111 Fax: 031 311 7225  
Website: <http://www.durban.gov.za>

Mr. Sibusiso Chamane  
Head Deputy: EPWP

Enquiries : M. Sithole  
Telephone: (031) 311 6280  
Date : 23 October 2018

Ms Confidence Lungile Khawula  
Howard College  
UKZN  
Email: [207506211@stu.ukzn.ac.za](mailto:207506211@stu.ukzn.ac.za)

Dear Ms Khawula

Re: **PERMISSION TO CONDUCT RESEARCH**: Investigating the implementation of the EPWP at eThekweni Municipality.

Gatekeeper's permission is hereby granted for you to conduct your research at eThekweni Municipality, provided ethical clearance has been obtained. We note the title of your research:

**Investigating the implementation of the EPWP at eThekweni Municipality.**

EtheKwini Municipality gives permission to **Ms. Confidence Lungile Khawula**, ID Number: **881122 0430 088**, from University of KwaZulu Natal, Howard College to undertake interviews with the current Vukophile Learner Contractors for research purposes only as titled above.

ID No. 881122 0430 088 Student No. 207506211

Master of Development Studies, School of Built Environment and Development Studies

Yours faithfully

DEPUTY HEAD: EPWP

## Appendix 5: ETHICAL CLEARANCE



**INYUVESI  
YAKWAZULU-NATALI**

14 January 2019

**Ms Confidence Lungile Khawula 207506211**  
School of Built Environment Development Studies  
Howard College Campus

Dear Ms Khawula

Protocol reference number: **HSS/2034/018M**  
Project title: Investigating the implementation of the EPWP in eThekweni Municipality, KwaZulu-Natal

**Full Approval – Expedited Application**

In response to your application received 31 October 2018, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and the protocol has been granted **FULL APPROVAL**.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment /modification prior to its implementation. In case you have further queries, please quote the above reference number.

**PLEASE NOTE:** Research data should be securely stored in the discipline/department for a period of 5 years.

The ethical clearance certificate is only valid for a period of 3 years from the date of issue. Thereafter Recertification must be applied for on an annual basis.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully



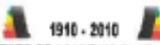
.....  
**Dr Rosemary Sibanda (Chair)**  
Humanities & Social Sciences Research Ethics Committee

/pm

cc Supervisor: Professor Oliver Mtapuri  
cc Academic Leader Research: Professor Oliver Mtapuri  
cc School Administrator: Ms A Msomi

---

**Humanities & Social Sciences Research Ethics Committee**  
Dr Rosemary Sibanda (Chair)  
Westville Campus, Govan Mbeki Building  
Postal Address: Private Bag X54001, Durban 4000  
Telephone: +27 (0) 31 260 3587/8350/4557 Facsimile: +27 (0) 31 260 4609 Email: [sibanda@ukzn.ac.za](mailto:sibanda@ukzn.ac.za) / [smmaem@ukzn.ac.za](mailto:smmaem@ukzn.ac.za) / [mohunol@ukzn.ac.za](mailto:mohunol@ukzn.ac.za)  
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