UNIVERSITY OF KWAZULU-NATAL

AN EVALUATION OF THE IMPLEMENTATION OF CONSTRUCTION LEARNERSHIPS IN THE EXPANDED PUBLIC WORKS PROGRAMME: A CASE STUDY OF ETHEKWINI VUK'UPHILE I, KWAZULU-NATAL

By

CELESTIN BUSARE MAYOMBE

Student Number: 206500699

Supervisor: Mr. Mark Rieker

MASTERS DISSERTATION

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ABSTRACT

This study was based on the findings of an evaluation of the implementation of construction learnerships in the Expanded Public Works Programme (EPWP). The learnership programme in the EPWP (or Contractor Learnership Programme) forms construction firms which include one learner contractor and two site supervisors. The research focused on the eThekwini Vuk'uphile I Learnership Programme. This was aimed at developing sustainable emerging contractors and job creation.

The overall purpose of this study was to examine the effectiveness of the implementation of the eThekwini Vuk'uphile I Learnerships Programme. A survey design was used for this research, using questionnaires to gather data and which sought both quantitative and qualitative (or triangulation) information from the sample in order to bring out views from a variety of key stakeholders. The research found positive results reflecting well on the training providers involved in the implementation of the eThekwini Vuk'uphile I. The programme reached three-quarters of the target populations who were youths, women and historically disadvantaged. The local newspapers were the most effective source of knowledge about the existence of the eThekwini Vuk'uphile I Programme. Finally, the study found that the overall implementation was successful. This is because the contractors were able to sustain their firms beyond the learnership programme.

However, as a pilot project, eThekwini Vuk'uphile I experienced considerable challenges. The main problems concerning the implementation were availability of suitable projects in time, commitment and buy-in of stakeholders, mentors in short supply, and learner contractor/ learner supervisor disputes on profits.

The findings suggest that these problems need to be dealt with by (1) refining recruitment and selection, (2) involving key stakeholders during the planning stage, (3) identifying projects prior learnership implementation, (4) improving the adversarial relationship between contractors and supervisors, and (5) designing and implementing monitoring and evaluation framework.

DECLARATION

I, **Célestin Busare Mayombe**, hereby declare that this dissertation is my own, unaided work. It was conducted under the supervision of Mr. Mark Rieker, and that all the sources that have been used or quoted have been indicated and acknowledged by means of complete references. It has not been submitted before for any degree or examination in any other University. The dissertation has been submitted to professional editorial work.

Signature of Student

Signed_____ on this date_____ of _____

Signature of Supervisor

Signed _____ in this date_____ of _____

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DEDICATION

I humbly dedicate this work to my parents Byamungu Busare and Regina Ndesi, for their encouragement and support during my academic studies. They have been looking forward to seeing their beloved son completing a Master's Degree from a university. May the Almighty God richly bless you.

LIST OF ACRONYMS

CETA : Construction Education and Training Authority

CIDB : Construction Industry Development Board

DoL : Department of Labour

EPWP : Expanded Public Works Programme

IDP : Integrated Development Plan

LIC : Labour Intensive Construction (methods)

NQF : National Qualifications Framework

NDPW : National Department of Public Works

PMU : Project Management Unit

SETA : Sector Education and Training Authority

SMME : Small Micro to Medium Enterprises

SAQA : South African Qualification Authority

SDA : Skills Development Act

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CHAPTER 1: INTRODUCTION AND BACKGROUND OF RESEARCH PROBLEM

1.1 Introduction

Learnership is a structured training programme that combines theoretical training at an accredited training institution with relevant experiential training at workplace or at a simulated workplace environment. Since 1998, learnership programmes have been promoted in South Africa as a creative vehicle for addressing high unemployment and a serious skills shortage. This is achieved by fast-tracking the acquisition of skills and increasing a learner's chances of employment.

Learnership programmes are an emerging field. Because of that, there are not sufficient studies done on learnership programmes in South Africa, specifically in the Expanded Public Works Programme-Constructor Learnership Programme. The present study evaluates the implementation of the construction learnerships in the Expanded Public Works Programme. It uses the case study of the eThekwini Vuk'uhile I, which is a construction learnership programme in KwaZulu-Natal. This introductory chapter outlines the purpose and the key issues on the implementation of the learnership programme that the study dealt with.

1.2 Background of research problem

Poverty and unemployment are two key economic challenges in eThekwini (Durban), KwaZulu-Natal. These challenges are caused by, *inter alia*, low levels of literacy and skills development. "Historically, local government has invested little in developing its people" (eThekwini 2007:109). The eThekwini Municipality's Integrated Development Plan review shows that 16% of adults are functionally illiterate, or illiterate, and that, while 38% of the adult population has passed matric, only 8% have a tertiary qualification. In regard to employment, there is a gap at all levels between the skills required in the workplace and the skills available in the working population.

Structural changes in the economy, arising from integration into the global market, have contributed to this rising unemployment and a significant decline in the demand for unskilled labour. Commenting on these changes, McCord (2005: 563) points out that unemployment is structural and will not be significantly reduced in the coming decades without major state intervention. Faced with tremendous changes in the very competitive world of the workplace today, one thing that the employees and employers have to recognise is the importance of continuous skills development.

These changes not only affect South Africa or Africa in general; they have also occurred with similar results elsewhere (for example, Hong Kong). Cheung and Wong (2006:100) state that "the structural changes of the world's markets have worked in the same direction as the cyclical downturn of the economy, exacerbating unemployment, especially among youth." In order to survive, young people must possess certain competencies, identified as employability skills which are key to job survival. They point at the criticism that young people lack skills necessary for the workplace and that many employers complain that the school system does not adequately prepare youth for employment (ibid:101). The implication of this statement by Cheung and Wong in the context of South Africa is that many skills required in the workplace are not included in the mainstream curriculum. This results in a mismatch between workplace requirements and school curricula.

The identification of skills as a constraint on delivery, equity and competitiveness has led to a public debate concerning the skills shortage in South Africa, as reported in the *Mail and Guardian* (Merten & Letsoalo 2004:10). As a solution to this problem, current legislation in the form of the Skills Development Act (SDA), No. 97 of 1998, and the Skills Development Levy Act (SDLA), No.09 of 1999 (now Skills Development Amendment Act No. 37 of 2008), has been enacted in order to implement structures and processes to transform skills development in South Africa (Babb & Meyer 2005:197). Merten and Letsoalo (2004:11) in the *Mail and Guardian* explain that Skills Development, as a cornerstone of government policy, aims at assisting in fighting poverty, boosting job creation and fulfilling equity employment targets.

A cornerstone of this skills development approach has been the learnership programme (Smith *et al*., 2005:538). This programme was implemented in March 2001. Learnerships aim to provide important opportunities for those in the workplace to gain new theoretical and practical capabilities. Learnerships also provide key avenues for unemployed people to gain skills and work experience and improve their employability.

Despite the research evidence, a gap exists in understanding the way learnership programmes are implemented. In 2004, there was a 90% drop-out in learnerships. It has been revealed, as reported in the *Mail and Guardian* (Robinson 2004:3), that only one in ten learners who register for Sector Education Training Authority (SETA) learnerships finish their courses. Since its implementation in March 2001, to June 2004, National Skills Authority data show that only 9,502 of a total of 70,000 registered learners have completed their learnership (ibid). These figures equate to a completion rate of 14%. Dr. Hoosain Rasool, CEO of the textiles SETA, was quoted in the *Mail and Guardian* as saying that they are finding it very difficult to get learnerships implemented among SMMEs, because the requirement for accreditation as a training provider requires some effort (ibid).

This study evaluated the way in which the learnership programme is implemented in order to identify implementation gaps. The eThekwini Vuk'uphile I, which was a pilot project from November 2004 to August 2008, provides us with a useful case study opportunity to learn more about the implementation of the learnerships in the construction sector. We can reflect critically on 'what happened', 'what worked' and 'what could be improved' in future. The findings of the present systematic, empirical case study go some way towards filling a gap in the existing literature concerning the construction learnerships in the EPWP.

1.3 Motivation for and significance of the study

Investing in people is investing in the development of South Africa. Social issues surrounding poverty and unemployment can be overcome to an extent through skills development, thereby providing a better quality of life for South Africans (as set out in the Skills Development Amendment Act No. 37 of 2008).

There is a lack of research on how the construction learnerships are implemented and monitored in South Africa. If this gap is bridged, the transfer of implementation or monitoring expertise may be disseminated to other SETAs around South Africa. This study must be viewed as an opportunity to add to the body of knowledge of learnership programmes and their implementation.

Most studies done in South Africa on learnerships focused on the outcomes or impact of learnerships on the economic growth. The inclusion of a monitoring and evaluation of the implementation of learnerships is essential to understanding and interpreting impact findings. Rossi and Freeman (1989: 173) stress that "without monitoring information, the evaluation is engaged in 'black box' research."

1.4 Issues to be investigated in case study

This study focuses on the implementation of learnership programmes in the EPWP. It starts from the selection and recruitment of the learners to job placement. In other words, it looks at the way the programme was functioning and how it was managed according to the implementation guidelines of EPWP. First, the study describes the programmatic goals of the learnerships as set out in the Skills Development Amendment Act No. 37 of 2008. It also looks at the goals set by the EPWP.

Second, it looks at the types and levels of resources needed to implement the programme as planned. This covers the human, financial and physical resources and the implementer expertise. The third aspect looks at the way the learnership programme was managed. This entails eligibility of the applicants, learners being provided with needed supportive services and information on learners' satisfaction. Fourth, it evaluated the extent to which the programme reached the intended target population and the extent to which the programme achieved desired outcomes. The study focuses on the number of learners who become employed and in what time frame; or the sustainability of the contracting companies which were formed during the learnership process. It further focuses on different problems occurring during the implementation of the learnerships.

1.5 The purpose of the study and key research questions

The overall aim of this study is to evaluate the effectiveness of the implementation of the construction learnerships in the EPWP. Two major desired outcomes are fixed in the overall objectives: successful placement of learners after completion of their learnerships and enhanced productivity in the workplace. The entire programme, however, involves processes, products and the learners (contractors and supervisors) or direct beneficiaries. The specific objectives therefore are to evaluate:

(a) The process of the 'eThekwini Vuk'uphile I' Learnership Programme. This involves the evaluation of the trajectories of the learnership programme. It includes the recruitment and selection of learners, the process of formal training, workplace training on the projects and the final outcome, which is job placement.

(b) The products of the theoretical aspect of the learnerships. This refers to the assessment of the general training intervention in order to determine its effectiveness in providing learners with the appropriate skills to perform their duties in the projects allocated and the future workplace.

(c) The direct beneficiaries who are the learners. This refers to the level of learners' satisfaction with the EPWP learnerships' approach to training, the level of application of the skills acquired, level of job opportunities after completion of the learnerships; and the extent to which the programme is assisting target participants to sustain their new contracting companies, or to get employment.

Key research questions

The study will answer the following questions after the presentation of the research findings:

1. Were specific activities, timing, services and learners' participation applied as designed to achieve the objectives?

2. To what extent was the programme reaching the intended target population?
3. How effective were the sources used to market the existence of the learnership programme?
4. Did the training centre have the resources and capacity to implement the learnership programme as planned?
5. What were the strategies implemented to assist learners in finding employment either in the formal sector or in sustaining their existing companies?
6. To what extent the eThekwini Vuk'uphile I Programme components have contributed to the achievement of the objectives?
7. What problems were there and how can they be solved in future?

1.6 Structure of the dissertation

The dissertation consists of seven chapters, structured as follows:

Chapter One: Introduction and background of research problem. This deals with the aspects of the research regarding the background of the problem, motivation and significance of the learnership study, the purpose and objectives. In this chapter the research methodologies are discussed.

Chapter Two: Theoretical framework. This chapter deals with the conceptual framework on implementation evaluation. It helps the researcher collect data within this framework for analysis and interpretation. It sheds light on the evaluation approach of the learnerships in the EPWP using the theory.

Chapter Three: Literature review. This discusses the available literature pertaining to the research area. It examines the rationale for the provision of the learnership programme and makes a critical review of literature on learnerships in South Africa. Some of the past studies on learnerships that have relevance for this research are discussed.

Chapter Four: Background to learnerships in South Africa. This chapter attempts to explore the current legislation in the form of the Skills Development Amendment Act No.

37 of 2008 and the Skills Development Levy Act (SDLA) No.09 of 1999; legislative framework of learnerships.

Chapter Five: Learnerships in the EPWP. This starts to investigate the background of learnerships in the construction sector. The purpose and the guidelines for the implementation of the Contractor Learnerships in the EPWP are discussed.

Chapter Six: The eThekwini Vuk'uphile I Case Study. This chapter presents the findings that were collected from the sample. It provides a demographic profile of the realised sample and explores the key characteristics of contractor learnership implementation of the eThekwini Vuk'uphile I.

Chapter Seven: Discussion, conclusions and recommendations. This concludes the study, with a reflection on the implementation of learnership programmes using the case study. Recommendations are also presented. The chapter discusses the findings in light of the theoretical framework in the chapter two.

1.7 The evaluation methodology and methods used for the case study

The main objective, as outlined above, was to evaluate the effectiveness of the implementation of the eThekwini Vuk'uphile I. It focused on the components of it, as stipulated in the "Guidelines for the Implementation of Labour-Intensive Infrastructure Projects under the Expanded Public Works Programme (EPWP)" and other protocol documents. The methodology was an evaluation of three elements: the process, the product and the beneficiaries. The assessment of beneficiaries involved a survey of learners, with a view to evaluating certain relevant aspects of the other two processes as well as to determine the benefits and outcomes of the eThekwini Vuk'uphile I learnership delivery. Aspects evaluated were:

- Learner's satisfaction with the diverse training in classroom and workplace;
- Learner's opinion on meeting their expectations and ease of getting a job;

- Outcome of the learnerships with regard to job placement after completion;
- The application of learners' skills acquired during training;
- Different problems faced by implementers and learners during the implementation.

Background information and an overall perspective on the key issues regarding the EPWP-Contractor Learnerships and eThekwini Vuk'uphile Programme I was first obtained by interview with a small number of NDPW senior managers. This information from the interviews provided an overall picture of the key issues from the implementation perspective and helped to ground the research.

A combination of techniques

This triangulation of research techniques has enhanced the ability of the evaluation to assess the overall implementation of the eThekwini Vuk'uphile I by helping to reveal the complex issues involved. Triangulation is the use of several different research methods to test the same finding (Babbie 2002:275; Werner 2004:28). As Sarantakos (1998: 168) states, triangulation is used for three reasons: (1) to obtain a variety of information on the same issues; (2) to use the strengths of each method to overcome the deficiencies of the other; (3) to achieve a higher degree of validity and reliability.

The quantitative methodology was backed up by qualitative methodology. On the one hand, the use of the combination was an effective way of ensuring that no important part of the picture is missed and that views of different stakeholders are tested against each other. On the other hand, the implementation of the EPWP-Contractor Learnership Programme is not simply a managerial or administrative problem, it is a networking process. It involves multiple actors at multiple levels. Therefore, different aspects needed to be examined.

With regard to the qualitative approach, managers were interviewed to gather their descriptions of the programme's goals and rationale. This interview was also helpful in identifying actual problems faced during the implementation phase since the eThekwini Vuk'uphile I was a pilot project.

The researcher also visited and observed the work sites and offices of the learners who were part of the sample. Table 1.1 demonstrates how triangulation helped to select the population.

Population	Instruments			Sample Size
	Questionnaire	Interview	Site Observation	
Learners	√		√	17
Managers	√	√		4
Training Providers	√	√		2
Mentors	√	√		3
Total of Sample				**26**

Table 1.1: Methodologies and population

1.7.1 Population and sampling procedures

Only mentors, managers and training providers who took part in the eThekwini Vuk'uphile I Learnership Programme were considered as respondents. Learner populations and sampling units included a number of those who had completed the learnership programme in July 2008. The EPWP-Regional Learnership Programme Managers and the training providers provided the sample list containing the physical addresses and telephone contacts of the learners. The estimated number learners who completed the programme and were still alive during the survey is 43.

In the context of non-probability sampling, purposive sampling was used. The researcher deliberately selected participants who were relevant to the topic (Babbie 2002:166; Sarantakos 1998:152). The selected learners were those who were convenient for the researcher. This is because some had changed their cellphone numbers and physical addresses. Others found it difficult to participate because of the impossibility of being reached by the researcher, since they were living outside KwaZulu-Natal and could not be traced.

1.7.2 Instruments

The primary instruments for gathering data in this study were questionnaires and structured interview schedules. If properly constructed and administered, the questionnaire is the best available instrument for obtaining information from widely-spread sources (Sarantakos 1998: 228; Babbie 2002; 243; Behr 1983:150). To ensure construct validity of the survey instrument, a draft questionnaire was prepared and submitted for review to the learnership managers of EPWP, mentors, KwaZulu-Natal Department of Labour, some learners and other SETAs.

Four types of questionnaires were constructed; one for the instructors (training providers), another for the programme managers, both from EPWP and eThekwini Programme Management Unit (PMU), one for the learners (trainees) and the last for the mentors. The study used structured questions, which enabled the respondents to select their answers from a number of options. However, regarding triangulation, often when a structured question is used, a choice for "other" or "explain" is provided. This is to enable the respondents to write in responses (opinions) that the researcher may not have anticipated. Thus, the questionnaires (see Appendix 3, 4, 5 & 6) included a mix of both qualitative (open-ended) and quantitative (closed-ended) questions.

1.7.3 Data collection techniques in survey research

Interviews and questionnaires were generally used to collect data in the survey. The Data collection process was done by the researcher himself. This process lasted from 10 March to 20 June 2009. The EPWP Learnership Programme Manager assisted the researcher by phoning, and introducing him to, the respondents. The self-administration or face-to-face administration of the questionnaire allowed the researcher to visit the respondents on their work sites and in their offices for the purpose of observation. At the end of the exercise, the completed questionnaires were collected.

1.7.4 Data analysis

The quantitative data derived from close-ended questions were analysed using the software package SPSS. The open-ended data were entered into the computer, then sorted and coded for qualitative analysis. The qualitative data collected during the first-hand account and from the opinions of the learner and/or instructor were analysed using thematic analysis.

1.7.5 Ethical consideration

The researcher completed an ethical clearance form in order to comply with the Research Ethics Policy of the University of KwaZulu-Natal. He also wrote a letter requesting permission to conduct research on the topic of learnerships in the EPWP in eThekwini (see Appendix 2). This permission was granted.

Confidentiality and anonymity were factors that were taken into account for this study. Respondents were more willing to take part in the study once the researcher had explained that all information provided; including names, would be kept confidential. The informed consent of prospective participants was sought prior to conducting the research. Names of participants did not appear on the completed questionnaires. They would not be identified in any documents, including interview transcripts and research report, by names or by any other information.

1.8 Conclusion

Chapter 1 gives the overview of the study with regard to the background of the research problem, motivation and significance of the study, the purpose of the study and key research questions. Chapter 2 will focus on the theoretical framework by shedding light on the evaluation approach of the learnerships in the EPWP, using the case study of eThekwini Vuk'uphile I. Since the research involved human subjects, it is important to discuss the methodologies and methods used to conduct this research. The researcher also took into account ethical considerations in this introductory chapter.

CHAPTER 2: THEORETICAL FRAMEWORK

2.1 Introduction

The present study is limited to the implementation of the programme implementation. The focus is on the evaluation of the delivery of the learnership programme. This chapter sheds light on the evaluation approach of the learnerships in the EPWP using the case study of eThekwini Vuk'uphile I. Different definitions of public policy will be explored by interacting with some authors in the public policy field.

With regard to the implementation process, the chapter looks at some definitions and requirements for a policy or programme to be implemented. Close attention is given to two models of policy or programme implementation, commonly known as the 'top-down' approach and the 'bottom-up' approach. Finally, the subsection entitled 'Implementation evaluation' concludes the chapter. Programme monitoring is discussed, with emphasis on target population, access to the programme and specification of the services.

2.2 Defining public policy

There are various definitions of public policy; some are complex, others are simple. This means that there is no universally accepted definition of public policy. Colebatch (2002: 49) states that "policy is the pursuit of goals"; "It is the purposive course of action". Davis (quoted in Colebatch 2002: 49) defines policy as "a course of action by the government designed to achieve certain results". Denney views policy as "a declaration and implementation of intent" (quoted in Cloete and Wissink 2007: 11).

Dye (1982: 2) is of the opinion that, "public policy is whatever governments choose to do or not to do." This definition implies that even non-decision-making or action from the side of the government is a form of decision-making. This allows for consideration of the ways in which decisions are prevented from being taken by the government on potential issues

over which there is an observable conflict of interests. In other words, government inaction can have just as great an impact on society as government action.

Non-decision by government can, in itself, constitute public policy, that is, public policy involves a fundamental choice on the part of the government to do something or to do nothing. Heclo (1972) and Smith (1976) share the opinion of Dye. For Heclo (1972: 83), a policy "may usefully be considered as a course of action or inaction rather than specific decisions or actions". Smith (1972: 13) feels that "the concept of policy denotes deliberate choice of action or inaction, rather than the effects on interrelating forces." He emphasizes inaction as well as action and reminds his readers that " attention should not solely focus on decisions which reproduce change, but must also be sensitive to those which resist change and are difficult to be observed because they are not represented in the policy process by legislative enactment" (Smith 1972: 13).

Contrary to Dye's argument, Anderson (1997: 9) criticises the notion that public policy is whatever governments choose to do or not to do. He convincingly argues that this definition does not adequately recognise that what governments decide to do and what they actually do may diverge. Anderson (1997: 9) defines public policy as "a relatively stable, purposive course of action followed by an actor or sets of actors in dealing with a problem or matter of concern." This definition encompasses what is actually done, planned and intended. First and foremost, Anderson's definition implies that public policies do not just happen. In modern political systems, they are designed to achieve specific objectives and goals in a given situation (Anderson 1997: 10). Secondly, he argues that policies consist of action taken over time by governmental officials, rather than their separate discrete decisions. They include decisions to adopt not only a law but also the subsequent decisions that are to enforce or implement the law. Thirdly, public policy emerges in response to policy demands or those aims for action or inaction on some public issues made by other actors. These authors can be private citizens, group representatives, legislators and other public officials (Anderson 1997: 10).

In summary, public policy refers to a proposed course of action of government, or guidelines to follow to reach goals and objectives. Public policy, indeed, is an authoritative statement on what government chooses to do or not to do and incorporates, or implies, the authoritative allocation of values for a given society. However, for the purpose of this dissertation, is the definition by Anderson (1997).

2.3 The policy cycle

Public policy analysts have adopted a method breaking the policy up into various stages. This can facilitate the understanding of public policy. It is exemplified by the case study of the present research project on the learnerships in the EPWP, whereby the researcher focuses on one stage only of the policy cycle which is implementation.

According to Colebatch (2002: 50), there are six stages in the policy process. These are: (1) identifying the policy problem, (2) setting agenda, (3) identifying alternative solutions to the problem, (4) choosing the most feasible alternative, (5) implementing that alternative as a policy and (6) evaluating the policy. Not every policy passes through these six stages in a sequential way. However, this analytical approach is useful in identifying the different processes involved in policy- making. Figure 2.1 illustrates the policy cycle.

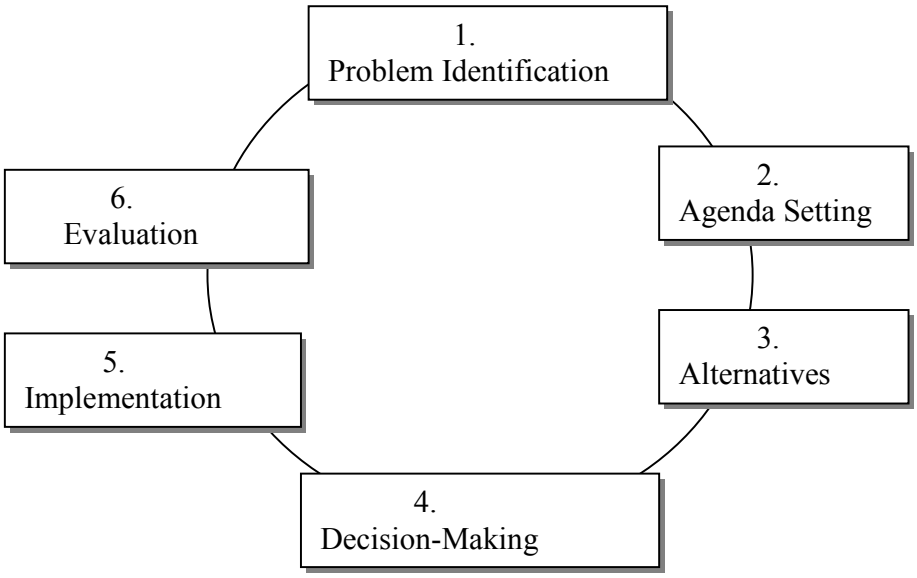

Figure 2.1: The Policy Cycle: Adapted from Colebath (2002: 50)

Close to Colebatch's (2002: 50) framework of policy cycle is that of Dubnick and Romzec (Cloete, *et al*., ed. 2007: 106). They distinguished ten stages in the policy- making process, which are: (1) problem identification, (2) problem articulation, (3) agenda setting, (4) policy formulation, (5) policy legitimization, (6) programme design and development, (7) programme implementation, (8) programme evaluation, (9) policy assessment and (10) policy change.

The present researcher preferred to incorporate these two policy-making approaches because of the focus of this study. Therefore the researcher adopted a new approach of policy analysis which more suitable for this study (see Figure 2.2 below). It is a 'policy-programme' process, which consists of eight stages, namely: problem identification, agenda setting, policy decision-making, policy design, policy legitimization, programme design and development, programme implementation and programme evaluation.

Each phase will not be discussed in detail. Emphasis will be placed on programme implementation and programme evaluation. Nevertheless, it is crucial to note that all stages are important as parts of the policy-making process.

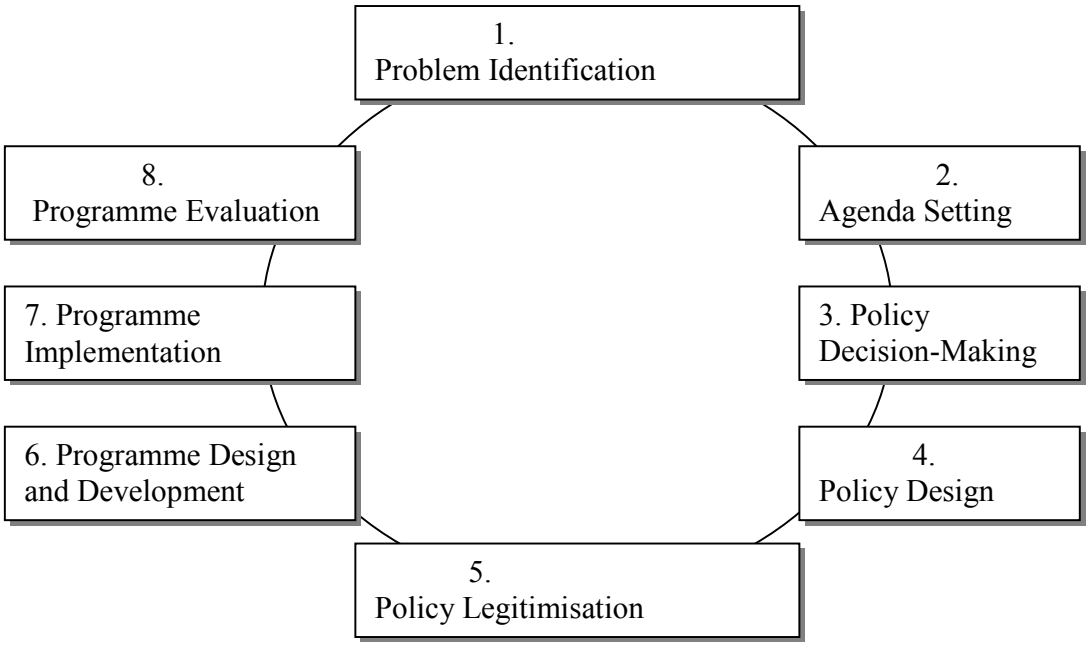

Figure 2.2: The 'Policy-programme' Process

The policy cycle starts with **problem identification.** Many potential policy issues exist in a society, but not all make it on the policy-making agenda. This means that some issues are considered by the government as more crucial than others. Kingdon (1996: 3- 4) explains that the policy agenda "involves a variety of definitions, but can be defined as the list of issues or problems to which government officials, and people outside government closely associated with those officials, are paying some serious attention at any given time." According to Kingdon, a problem can reach the attention of governmental officials through indicators, focusing events, crises, disasters, symbols, feedback and personal experiences (war, violence, abuse).

Once the policy problem has been given official recognition, **agenda setting** is the next process. Agenda setting is the process of narrowing problems/subjects so that they actually become the focus of attention (Kingdon 1995: 3). The agenda setting process narrows this set of conceivable issues which become the focus of attention. Problem recognition and definition are critical to agenda setting. Governmental officials do not consider all the problems on their agenda. The role-players in the agenda setting are elected political office-bearers, appointed officials, courts of law, interest groups and the media.

After a problem has been considered by policy-makers as a priority and defined, a process of **policy decision-making** takes place. "Decision-making means choosing a preferred action from two or more alternatives" (Brynard 2007: 167). Before the correct action can be taken, it is important to identify a problem, develop alternatives, analyse the alternatives and choose the best path of action.

Once a problem has been identified, the agenda set and a decision made from different alternatives, the government officials move on to the **policy design process**. Schneider (in Rabin 2005: 205) states that policy design consists of a set of common elements which include lines and every-day practices of implementers. He further points out that the policy design process entails the following elements:

(1) Goals or problems to be solved;

(2) Target population (those impacted directly or indirect by the policy);

(3) Allocation of benefit or burden (both material and symbolic);

(4) Tools (the devices used to insure the behaviour needed by the policy);

(5) Rules (who is to do what, when, with what resources, to who, with what constraints);

(6) Implementation structure (agencies, constructors, street-level,..).

The proposed policy has to go through a critical stage called **policy legitimisation**. To make progress with the implementation, key decision-maker must view the proposed policy as legitimate. Brinkerhoff and Crosby (2002: 25) argue that, "to acquire legitimacy, some individuals, groups, or organisations must assert that the proposed policy reform is necessary and vital, even though it will present serious costs." This stage involves designation of a policy champion or group with credibility, political resources and willingness to support the policy. These groups can include the legislature, the executive, the administrative agencies, the courts, interest groups and political parties.

So far the first five stages of the policy-programme process have been discussed. However, Figure 2.2 presents a shift of terms from "policy" to "programme". Since the word "programme" will frequently be used in the following chapters, it is important to clarify the difference and the relationship between "programme" and "policy". Doing so will help us understand other elements of the process.

There is a relationship between policies, programmes and projects. Policies determine the environment and frameworks within which change interventions (or development) take place. Baalen and De Coning (in Cloete *et al*., 2007: 215) clarify this relationship by stating that "National goals and strategies, which are implemented through various policy instruments and institutions, have an effect on society through a series of sequential feedback linkages." They explain that *policies* are frequently implemented through *programmes* (in Cloete *et al*., 2007: 215: 16). In this sense, programmes consist of different activities of the government implemented in a formally co-ordinated way through ongoing activities and projects. Kent and McAllister make the relationship among these three terms (policies, programmes and projects) much clearer:

> A policy is a relatively detailed statement of government objectives in a sector and a general statement of the methods to be used in achieving those objectives. Details about the methods come in the programme and project plans that are adopted to carry out the policy. Policy is thus a formulation of concepts and ideas for actions. It provides guidelines within which programme are formulated and projects designed (Kent and McAllister quoted in Cloete *et al*., 2007: 215).

After the problem has been identified, the policy agenda has been set, a decision made, policy has been designed and legitimised and the concerned department or institution has designed and developed the programme, the next stage is the **implementation process**. The policy is not concluded once a decision has been expressed in statutory or other official form. Rather, attention is focused on the policy or programme implementation (or administration), which Anderson (1997: 214) defines as, "what happened after a bill has become law". He states out that the implementation consists of those players, organisations, procedures, techniques and target groups that are involved in carrying out policies, whether of legislative, executive or judicial origin, in an endeavour to accomplish their goals.

The final stage in "policy-programme" process is the **programme evaluation**. The term encompasses the estimation, assessment, or appraisal of a programme, including its content, implementation, goal attainment and other effects. The evaluation may also try to view the factors that contribute to the success or failure of a programme (Anderson 1997: 272). As will be discussed in the Section 2.8, the evaluation draws on experience in assessing the effect a policy or programme has on the public need or problem at which it is directed. It gives the response to the questions: is this policy achieving its stated objectives? Who are its beneficiaries? What happened as a consequence of the policy or programme that would not have happened in its absence?

2.4 The implementation process

Implementation occurs after the legitimisation of the policy and the design and development of the programme. The verb to *implement* means, in its most basic sense, to carry out, to fulfil, or to accomplish. Bowman (2005: 209) explains that, "when applied to public policy, implementation is the process of putting into effect or carrying out an authoritative decision of government." The implementation puts the objectives of the policy adopters through programmes, in an effort to accomplish the desired results.

Implementation can be viewed as policy in action. The process of implementation has often been interpreted as the translation of policy goals and objectives into actual programme outcomes. It is concerned with steering a course of action and seeing that it is followed over time. Parsons (1995: 462) stated that traditionally there has been a demarcation between policy design and implementation. The interaction between politicians, administrators and service providers has been neglected. This is a missing link in the policy process.

According to Pressman and Wildavsky (1973: 143), faulty implementation may happen when the objectives between each causal link are not met. This could happen because of a lack of funds to carry out the tasks, the lack of political will, the lack of capacity to carry out policy or programme aspiration, an inappropriate policy or the causal chain being too long, which leads to unpredictability in implementation. They examined policy or programme implementation in the context of six variables for the implementation to be effective: first, goals and objectives have to be clearly defined and understood; second, resources must be made available; third, the quality of inter-organisation relationships, political, economic and social environment; fourth, the chain of command should be capable of assembling and controlling the resources; fifth, the system should be able to communicate; and sixth, the disposition of the implementers (Pressman and Wildavsky 1973: 143).

Another implementation theory of variables close to that of Pressman and Wildavsky (1973) was developed by Brynard and De Coning (in Cloete *et al*., 2006:196-203). There are five interlinked variables known as the 5-C protocol (content, context, commitment, client and coalition), which affect how a policy or programme is implemented. The 5-C protocol provides important elements that the implementers should consider when implementing a successful policy or programme. It can be argued that this 5-C protocol can explain why good policies fail.

The five variables are linked and influenced by each other. First, the content of the policy refers to the type or categories of policy. They are: substantive and procedural policies, distributive policies, regulatory policies and redistributive policies (Cloete *et al*., 2006:196-198). Second, the context refers to the environment of the policy. A policy is not implemented in a vacuum. O'Toole is quoted as saying that " the field of implementation has yet to address, as part of its research strategy, the challenge of contextuality, beyond fairly empty injunctions for policy-makers, implementers and researchers to pay attention to social, economic, political and legal settings" (Cloete *et al*., 2006:196- 198). Third, the commitment of those responsible for carrying it out is crucially needed. The commitment is important at lower-level, middle level and top level management.

Fourth, the policy makers and implementers look at the capacity or ability of the government sector to deliver, effectively and efficiently, the service to the target population. Cloete *et al*., 2006:199 feel that "It obviously refers to the availability of and access to the concrete of tangible resources (human, financial, material, technological, logistical, etc.)." Not only tangible resources, they further argue, but also intangible resources such as leadership, motivation, commitment, willingness, courage and endurance. Fifth, the participation or support of clients in the programme and coalition of interest groups has the power to achieve the objectives of any given programme. In other words, the stakeholders play a crucial role in the implementation of the policy.

2.5 Models of programme implementation

2.5.1 Top-down approach

Top-down models of implementation focus on the authoritative decision and the formal actors (decision-makers) in an almost hierarchical fashion. Bowman (2005: 210) stipulates that the questions flowing from this model include: What did the law specify? What decisions were made? Did compliance (directive statute) occur? Were the policy goals met?

Parsons (1995: 565) earlier pointed out that implementation is seen as a process of goal setting and directing of actions towards achieving those goals. Goals are set by those at the "top" of an organisation. Their instructions then flow down a chain of command and are carried out by the relevant subordinates. The top-down researchers argue that successful implementation is more likely if that condition exists (ibid).

However, the rational top-down approach has been criticised for placing too much emphasis on the definition of goals by the top, rather than on the role of the workers on the ground. Parsons (1995: 457) also supports this view because the top-down model excludes any consideration of how real people actually behave.

2.5.2 Bottom-up approach

The bottom-up approach is a reaction to the top-down view of policy implementation. It focuses on the implementation activities of the public servants. "Starting from the opposite end, bottom-up models focus on the existing problem and the actors connected to it" (Bowman 2005: 210). To understand the implementation, bottom-uppers look to the target population and the implementing environment. In this sense, the implementation is mapped from the bottom-up at the micro level. Bowman (2005: 210) feels that, to achieve implementation, local actors should adapt policies or programmes to fit local conditions.

The bottom-up approach has been criticised for the amount of autonomy that the local implementers possess. The bottom-uppers should not neglect the importance of the chain of command from the hierarchy. The absence of authority in the decision- making process can lead to corruption and lack of accountability. Simon (1997: 8) adds that there is a need for considering hierarchy (vertical specialisation). The "vertical specialisation" deals with the division of decision-making duties between operative and supervisory personnel.

Chapter 6 will focus on the eThekwini Vuk'uphile I case study. The implementation of the EPWP-Contractor Learnership Programmes requires the synthesis of both approaches of programme implementation. This is because it involves multiple actors at multiple levels. This includes the commitment of those responsible for carrying it out. The stakeholders who can make the implementation succeed or fail varied from learners to community councillors, mentors, trainers, line managers and top management, from both the National Department of Public Works (NDPW) and the eThekwini Municipality.

2.6 Programme implementation stages

As it has been mentioned above concerning implementation process, policie*s* are frequently implemented through *programmes*. In this sense, programmes consist of different activities of the government, implemented in a formally co-ordinated way through ongoing activities. Chen (2005: 48-51) distinguishes four stages in a practical programme implementation. There are: planning, initial implementation, mature implementation and outcomes. He cautions that "it is often assumed that a programme will move sequentially through these stages" (Chen 2005: 49). In reality, programmes could go back and forth between stages. The programme can be troubled by different problems with service delivery. Its stakeholders can decide to revise the programme plan and return to the initial implementation stage. The following paragraphs describe the characteristics of each stage.

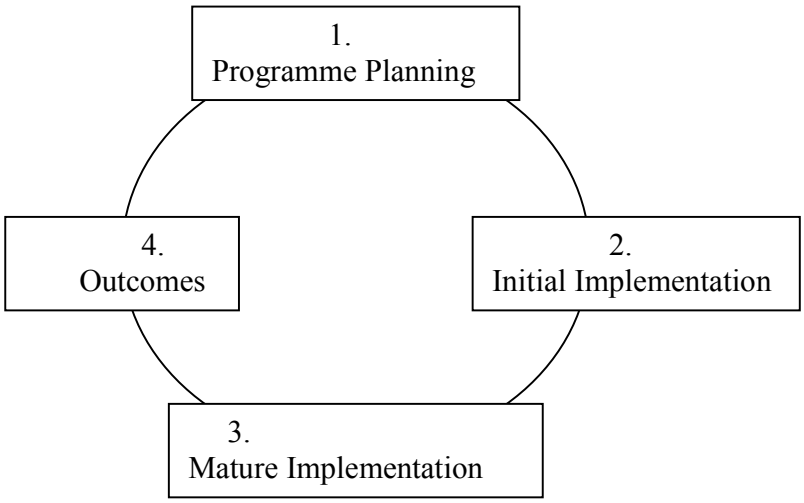

Figure 2.3: **Programme Implementation Stages, adapted from Chen (2005: 48)**

Programme Planning Stage: This provides pertinent information and assistance to help stakeholders in developing programme rationale and plans. Most of the programmes are planned at national level and give guidelines for provincial or municipal authorities to implement them, according to their context.

The programme planning stage, at the local level, includes more details on the activities, timing, responsibility, allocation of the funds and monitoring and evaluation of the plan. Moreover, it is assumed that the public body will appoint a consultant to design the works and to administer the contract of the learners. In the present this is referred to as 'service protocol'. At this stage, the stakeholders, who can also be the programme designers at the local level, are developing a plan that will serve as a foundation for organising and implementing the programme at a future date.

Failing to plan a programme is planning to fail. Early in the introductory chapter, it was mentioned that evaluation often focused on outcomes. However, Chen (2005: 50) points out that lessons from the field have plainly taught that programme failures are often essentially *implementation* failures. The current view is that a major part of implementation failure can be traced to poor programme planning and development.

Therefore, at this stage, all stakeholders from lower and top levels should be considered as having equal importance in carrying out the programme.

In this regard, Chen (2005:110- 28) mentions six elements which are the backbone of the programme planning stage. First, the implementing organisation is the main stakeholder. programme relies on an organisation to allocate resources, co-ordinate activities, recruit the clients and supervise implementers and other staff. Second, the programme implementers are responsible for delivering services to clients. Chen (2005: 25) states that "The implementers' qualification and competency, commitment, enthusiasm, and other attributes can directly affect the quality of service delivery." Thus the implementers' competency and commitment have a direct effect on the quality of the intervention delivered to the clients and, therefore, the effectiveness of the programme largely depends on them.

Third, the associate organisation and community partners which profitably collaborate with the implementing organisation on service delivery. These are the entities involved in the state (at local or municipal level) supportive of the programme. The implementing organisation has to develop strategies for working with the associate organisation to facilitate service delivery.

Fourth, the ecological context of the programme is the portion of the environment that directly interacts with the programme. It helps identify whether or not the support of clients and co-workers can be counted on. The support entails the motivation and commitment of both clients and individual implementers of the programme.

Fifth, the intervention and service delivery protocols clarify the extent of the intervention. The intervention protocol is a curriculum or prospectus stating exactly the nature, content and activities of a programme. It gives details of the operating procedures. This is viewed in terms of activities, time and frequency. It should specify the setting for service delivery and the procedures to use in the field for delivering the service to the clients. Lastly, there should be sufficient incentives in place to persuade the target population to participate in the programme.

Initial Implementation Stage: Chen (2005: 50) cautions that as the programme plan begins to be put into action, much can go wrong. Therefore, during this stage, a programme's course can be highly unstable. This stage provides timely information on implementation problems and their sources in order to assist stakeholders to solve the problem and stabilise the programme.

Mature Implementation Stage: This stage follows the initial implementation stage; at this point the implementation of the programme has settled into the routine activities. Chen (2005: 50) adds that "Rules and procedures from conducting programme activities are now well established." Monitoring progress of the implementation takes place at this point. Data determining the effectiveness of the implementation or the efficiency of service delivery are useful to the stakeholders.

Outcome Stage: At this point the stakeholders inside and outside the programme want to know whether or not the programme is achieving its goals. Chen (2005: 51) states that evaluators may be asked for help in the building the programme's "evaluation capacity" or they may seek to gain more detailed information on the programme effect so as to expand to other people or settings.

2.7 Implementation evaluation

2.7.1 What is evaluation?

Programme evaluation makes for a good tool for stakeholders who want to ensure that the implementation of their programme is being carried out as intended. There are various definitions of programme evaluation. Worthan and Fitzpatrick (1997: 5) prefer the definition by Scriven, who defined evaluation as "judging the worth or merit of something". Scriven means that evaluation is the systematic determination of the quality or value of a policy, programme or project.

For the purpose of the present study, the definition given by the United Nations Population Fund (UNFPA) will be used. By definition, evaluation is "a time-bound exercise that attempts to assess systematically and objectively the relevance, performance and success, or the lack thereof, of ongoing and completed programmes and projects." (UNFPA, tool 5, part II: 3). It commonly aims to determine the relevance, effectiveness, efficiency, impact and sustainability of a programme or project.

The evaluation of process is implementation evaluation. Chen (2005: 165) calls implementation evaluation fidelity implementation. This is because it seeks to gauge the degree of congruency between intervention and target population, as planned, and intervention and target population as implemented. The fidelity evaluation or implementation evaluation determines congruency between the setting, mode and procedure of service delivery as planned and as actually manifested. This kind of evaluation asks the question: Is the prescribed 'dose' of the intervention being administered at one time? It also helps measure the intensity of a programme. This means counting the number of sessions or times the intervention was carried out. For example, in the context of the learnership programme in the EPWP, the evaluator can assess the number of class sessions and the content of each session and the number of projects allocated to every learner contractor, including the time spent on each.

2.7.2 Programme monitoring

Programme monitoring is useful for the implementation evaluation to be effective. Monitoring is a process of collecting, analysing and reporting data on inputs, activities, outputs, outcomes and impacts, as well as external factors, in a way that supports effective management. Monitoring aims to provide managers, decision-makers and other stakeholders with regular feedback on progress in implementation (UNFPA, tool 5, part II: 3).

Rossi and Freeman (1989: 170) define programme monitoring (also referred to as process evaluation) as "the systematic attempt by evaluation researchers to examine programme

coverage and delivery." They point out that assessing programme coverage consists of estimating the extent to which a programme is reaching its intended target population. Programme delivery consists of measuring the degree of congruence between the plan for providing services and its application.

2.7.2.1 Target population

Clearly identifying the targets of a policy or social programme is vital to implementation. Rossi and Freeman (1989:97) state that "during both planning and implementation phases of a programme, the challenge is to define with precision who or what the targets are." The target population is defined as the unit, individual, family or community at which a programme intervention is directed (ibid: 69). "Targets may also be direct or indirect, depending on whether treatments are delivered to the targets immediately (directly) or eventually (indirectly)" (ibid: 98). In the present study of eThekwini Vuk'uphile I the targets are directly serviced.

In looking at the target population, there are three elements that the evaluator pays attention to. There should be validly established eligibility criteria, the feasibility of reaching the eligible and effectively serving them and willingness of potential clients to become committed to, or co-operative with, the programmme. Some of the criteria can be, for example, family size, age, gender, race, income, social group, geographical location, or education. This helps reduce the size of the target population to manageable proportion. Therefore there is a need for a clear and concrete boundary for eligibility.

Once the target population is defined, it is a question of knowing how the clients will gain access to the programme. The implementing or co-ordinating organisation will market the presence of the programme.

2.7.2.2 The access to the programme and the specification of the services

The present study concerns the evaluation of the delivery of programme services. Rossi and Freeman (1989:196-201) stress that access and specification of the services are very important elements of delivery systems. Access refers to the structural and organisational arrangements that facilitate participation in the programme (Rossi & Freeman 1989:197). In the context of eThekwini Vuk'uphile Learnership Programme, access will refer to the way the learners are informed about the programme and whom they can contact for the application process.

Programmes should have a strategy for providing services to the appropriate target population. Five conditions characterise good access:

1. Specified access operation should be consistent with the programme design;
2. Participants should remain in the programme and terminate as planned;
3. Access should match potential targets with appropriate services;
4. Access should encourage equity for all potential targets;
5. Assessing access entails evaluating the participant's satisfaction with the programme (Rossi & Freeman 1989:197).

Similarly, common strategies of recruiting target populations include systematic marketing, using mass media (TV, radio, newspapers, and magazines), pamphlets and road shows. Another strategy consists of using the former clients of the programme.

Specification of the services is critical in the implementation phase. Rossi and Freeman (1989: 199) explain that "programme elements may be defined in terms of time, cost, procedures, or product." The specification of the service refers to the 'service delivery protocol', which consists of the particular steps to be taken in order to deliver the intervention in the field. This is viewed in terms of activities, time and frequency.

2.8 Conclusion

Six elements have been covered in this chapter. These are definitions of public policy, policy cycle, implementation process, models of programme implementation, programme implementation stages and criteria of evaluation of a programme implementation. For the purpose of this study, public policy has been defined as a proposed course of action of government, or guidelines to follow to reach goals and objectives.

The present researcher has adopted a policy cycle called the "policy-programme" process which consists of eight stages, namely: problem identification, agenda setting, policy decision-making, policy design, policy legitimisation, programme design and development, programme implementation and programme evaluation. These elements suit this kind of the study. The implementation process depends on five variables that are linked and influenced by each other: the content of the policy, the context of the policy, the commitment of those responsible for carrying it out, the capacity or ability of the government sector to deliver effectively and efficiently the service to the target population, as planned, and clients' participation or support in the programme and coalition of interest groups.

To evaluate an implementation of a programme, the evaluator seeks to gauge the degree of congruency between intervention and target population, between the setting, mode and procedure of service delivery as planned and as actually manifested. It is through this conceptual framework that data will be collected and interpreted.

CHAPTER 3: LITERATURE REVIEW

3. 1 Introduction

There is an abundance of literature on vocational education, but little on learnership programmes specifically. Given the importance of learnerships to alleviate poverty and unemployment in South Africa and elsewhere, researchers have attempted to investigate its impacts on the socioeconomic development of poor people.

The intent of this chapter is twofold: first, to examine the rationale for the provision of learnership programmes and second, to carry out a critical review of literature on learnerships in South Africa. Some of the past studies on learnerships that are relevant to this research are discussed. However, the effectiveness of learnerships cannot be assessed in isolation from other modes of training. Rather, it can be understood and judged within a broad context of debates focusing on rationale for provision of learnerships. The two sections of the literature review that constitute this chapter are therefore conceptually interlinked.

3.2 Rationale for providing learnership: social equity

A major rationale for the provision of learnership has been the equity consideration. "Equity factor is closely related to the belief that this type of education considerably improves the employment and income opportunities of individuals" (Barasa 2006: 44). public provision of learnerships which ensures an equitable access to training opportunities by the various groups (socio-economic, gender and ethnic) in South Africa would provide access to income-earning opportunities and lead to the distribution of income/wealth and the economic growth.

The rationale for the provision of learnerships may also be viewed as a strategy for inclusion to those with low educational achievement and those from disadvantaged socio-

economic backgrounds. Learnerships aim to provide important opportunities for those in work to learn new theoretical and practical capabilities (Smith *et al.,* 2005:538).

3.3 Past research studies on learnerships

There are few reported studies on South Africa's learnership programmes. The Skills Development Act No.97 of 1998 (now Skills Development Amendment Act No. 37 of 2008) was signed by then president Thabo Mbeki and published for general information on 2 November 1998. Many of the authors tended to examine two major aspects: the rationale of its provision and the assessment of its impacts.

The first reported work on South Africa's skills development emerged as the Department of Labour (March 1999) publication: *Skills Development Strategy: Demarcation of Sector Education and Training Authority: Research Report.* The research describes the role and function of SETAs in terms of development and administration of learnerships. Some of the functions of SETAs are:

- the design, piloting and evaluation of learnership programme at various levels within the National Qualification Framework (NQF);
- the dissemination of models and best practice;
- ensuring that Education Training Development Practices programmes are established, particularly for front-line supervisors and those involved in the workplace and practical elements of the learnership programme;
- the identification of off-job provisions, to provide learners with the theoretical knowledge to underpin their practical experience and ensure that generic skills issues are addressed;
- the promotion of learnerships.
- the administrative capacity to distribute model agreements, register learnerships and to monitor the progress of individuals and the providers of practical and off-the-job training and education (Department of Labour 1999: 17).

Andre Paterson and Jacques Du Toit (2005), of the Human Sciences Research Council, were commissioned to collect data through the National Skills Survey of 2003 (NSS 2003). The article, "Uneven South Africa Private Training: the National Skills Survey 2003", shows that in South Africa, unevenness in the pattern of access to training opportunities is not necessarily a bad thing (Paterson & Du Toit 2005: 478). The survey focused on training rates by enterprise size and SETA, training expenditure, registration of the establishment with SETA, submission of workplace skills plans and training rate and size. The NSS 2003 points out the need to further investigate, in detail, the apparent low levels of training in the professional and technical occupational categories (ibid: 495).

In 2003, the Department of Labour commissioned the Human Sciences Research Council (HSRC) to measure the impact of the government's National Skills Development Strategies (NSDSs) on enterprise training in the post-apartheid era. Kraak (2005) compared data accumulated by the HRC and the report of the Department of Labour on the National Skills Development Strategy 2005. The findings were published under the title: "The Challenge of the 'Second Economy' in South Africa: The Contribution of Skills Development". The findings demonstrated that, after the NQF, learnerships constituted the second pillar of the new skills development policy in South Africa.

By March 2004, a total of 69,306 learnerships were registered. This number reached 80,000 by March 2005. Most learners were previously unemployed and under the age of 35 (Kraak 2005: 444). From an implementation point of view, Kraak (2005: 445) concluded that the overall results of learnerships were positive in the main, with disappointing outcomes in the upgrading of formal qualifications for workers seeking NQF Level 1 training. Moreover, equity targets were not met during this implementation period from April 2003 to March 2004.

Simon McGrath *et al*. (2005) in "Skills Development in South Africa's very small and Micro Enterprise Sector" examined the relationship between skills and small enterprise development. They reported that there is a concern that the interface between these two

policy areas has been characterised by poor policy coherence and weak delivery (McGrath *et al.,* 2005: 499).

Cherry (2003) examined how mentoring in a wholesale and retail learnership can be managed effectively. Her rationale was based on the perception that companies failed to identify mentors when the learnership was initiated. They lacked the time and direction to do justice to their mentoring functions. Cherry (2003) cites some of the key challenges to mentoring such as the lack of education about mentorship and learnership, the disinterested attitude of most employers towards establishing a learning environment that would encourage and support learning and the lack of proper structure for the implementation and support of mentoring.

Her view is that a participatory approach to the management of mentoring in a learnership should be introduced and that mentoring actions should display team effort, support and commitment. The findings of this study are relevant, in that the creation of supporting learning is an important element for any learning process. In the context of the evaluation of learnerships in EPWP- eThekwini, the researcher agrees with Cherry (2003), who supports a participatory management of mentoring and commitment in a learnership programme.

Smith *et al.* (2005), in "Perspectives in Learnerships: a Critique of South Africa's Transformation of Apprenticeships", examined the learnerships using some SETAs as case studies. They used data from the 2004 Baseline Survey of the learnership programme in South Africa. The aim of the survey was to assess the internal and external efficiency and effectiveness of learnerships. Information was collected from 12 SETAs, related to 5767 completed learners and 655 employers. Two central questions of this paper were: To what degree have learnerships served the needs of the economy; and to what degree have SETAs contributed to the success or otherwise of learnerships?

An important finding was that eight out of 10 learners (77%) selected the learnership that best suited their career path, 15% did so to gain qualifications and work experience and

improve their prospect of future employment. Ninety-four percent of the respondents were satisfied with the availability of the information that they received at the beginning of the learnership on issues such as the curriculum, how the programme is to be delivered and how learners are to be assessed.

The data suggest that learnerships provide important opportunities for those in work to learn new theoretical and practical capabilities and thus deepen the skills base of the South African economy (Smith *et al.,* 2005: 537). They came to the conclusion that learnerships provide key avenues for unemployed people to gain skills and work experience and improve their employability.

The evaluation research of learnerships carried out by Smith *et al.* (2005) confirmed that there were generally positive results. The positive findings of their study indicated that learnerships were meeting their three-fold purpose, namely:

- that many learners were being provided with workplace learning by an accredited provider;
- that learners were being afforded the opportunity to make the link between structure learning and work experience;
- that learners were receiving training that culminated in a nationally recognised qualification (Smith *et al.,* 2005: 556).

The research identified some failures on the side of companies. During the learnerships, a supervisor is appointed to help the learner in order to support him/her and give advice. A mentor is supposed to be appointed from outside the place of work to provide support and advice from a different perspective. One in eight (13%) of the learners claimed that they did not have a supervisor appointed to assist them at work. Seven percent of employers stated that they had not appointed a supervisor to assist their learners.

Three SETAs were not successful in implementing learnerships. When requesting information from SETAs on the number of learners that had completed a learnership, the

Construction, Education and Training Authority (CETA); the Food and Beverages Manufacturing Industry Sector Education and Training Authority (FOODBEV) and the Forest Industry Sector Education and Training Authority (FIETA) stated that none of their learners had completed a learnership (Smith *et al.,* 2005: 540).

Although this was an implementation research of learnerships using the quantitative approach, it leaves some gaps. It does not provide any information on the selection criteria, access to the target population according to the Skills Development Act No.97 of 1998 (now Skills Development Amendment Act No. 37 of 2008), equity achievement and how the learners were helped to get jobs.

The positive results cannot be generalised to all sectors. The question is on why the other three SETAs had no learners who completed the learnership programme. This implies that there are implementation problems in some of the SETAs. In the context of this study, the focus is on the Construction, Education and Training Authority (CETA) that works with the EPWP. According to a report of 18 March 2008, from the Master Builders and Allied Trades' Association (MBA), Western Cape, published by Eclipse Public relations <http://llnw.creamermedia.co.za/Articles/attachments/ceta>, the **"**Construction Industry Learnerships have not achieved the desired foundations for skills development."

Concerning learnerships in South Africa in a general sense, Babb and Meyer (2005) state that one of the key obstacles to economic growth and social equity is the lack of skills. In their book, *Perspective in Learnerships: South African Case Studies*, they outline the way learnership programmes have had positive results by helping the unemployed youth to get jobs. However, there are obstacles that still need to be overcome. The case study of the Clothing, Textile, Footwear and Leather (CTFL) Sector outlines different obstacles or challenges facing learnership service delivery (Babb & Meyer 2005:74). Some of these obstacles were:

- learners were not offered a job after the learnership;
- learners were abandoning the programme;

- allowance did become an obstacle;
- mentors were a resource in short supply (Babb & Meyer 2005:74).

Davies and Farquharson (2004) examined a series of pilot projects implemented between 1997 and 2001 in KwaZulu-Natal. These projects were set up with the specific purpose of testing the effectiveness of the National Learnership Programme. A key finding of their study was concerned with how learnerships are managed: the effective delivery of a learnership programme and its outcomes required the involvement of key stakeholders from the outset, to clarify stakeholder roles and accountabilities, to put in place an effective contract management system for Lead Service Providers and to monitor learners appropriately (Davies and Farquharson 2004: 190-3).

A major rationale for the provision of a learnership programme in eThekwini has been the equity consideration. Equity is one of the motivations to research this topic. Babb and Meyer (2005: 3) point out that in South Africa, 56% of the unemployed are 30 years of age or younger. People are often marginalised from the mainstream economy. Emphasizing the criteria of learners' selection, Babb and Meyer state that "the process of identifying potential needs to be rigorous: it should not exclude people because of current disadvantage, nor should it include people who do not have the potential to succeed in a particular learnership" (ibid). The present researcher holds the view that, through learnership, it is possible to address sectoral transformation, employment equity, unemployment, youth development and skills development.

More recent dissertations have centred on skills development in general. This literature emphasises the implementation of the Skills Development Act No. 97 of 1998 and Skills Development Levies Act No. 09 of 1999. Among these studies are those of Moodley (2005), Singh (2006) and Nkosi (2007). They all found that skills development programmes have a positive impact on poverty alleviation among the youth and marginalised people.

The theses of Barasa (2006) and Naicker (2006) have made an important contribution to the study of learnerships on informal learning. Both employed the qualitative approach to evaluate learnerships. Barasa investigated the effectiveness, efficiency and reliance of the informal Jua Kali sector in Kenya. Naicker studied factors that influence learners in a footwear learnership programme in Pietermaritzburg, South Africa.

Naicker (2006) conducted a qualitative study on learnerships and found positive and negative factors in footwear industry. Naicker (2006: 141) concluded that there were approximately eight dominant factors that not only positively enhanced the performance of learners during the footwear learnership, but also impacted on the programme. Some of these factors were manifested in different ways. "Factors such as adequate learning provision, recognition of past learning experiences, problem-solving and reframing during familiar (routinised) tasks and unfamiliar (non-routinised) tasks, collaboration and teamwork, coaching and mentoring, value and recognition of future opportunities and communication were enhanced by initiatives and intervention of the training provider" (Naicker 2006:141).

Naicker found other factors that impeded informal learning in the learnership programme in the footwear industry. These factors had a negative impact of the performance on the learners during the footwear learnership programme. The three most distinctive factors were:

- supervision and control during familiar tasks
- teamwork
- use of electronic communication.

She concluded that these factors were an important delimiter to the performance of the learners during the footwear learnership programme (Naicker 2006: 141).

The overview of the literature shows that more research should be carried out on the topic. These past works have gaps in the study of implementation of the learnership programmes.

For instance, not enough attention has been paid to access, criteria and procedure for selection of learners into various skills training, target population, specification of the service and how the learners are helped from the admission stage to job placement after graduation.

3.4 Conclusion

Chapter 3 examined the rationale of providing learnership programmes and presented a critical review of past studies on learnerships in South Africa. The learnerships are the alternative way for the government to bring equity and increase the chance of employability to those who could not be employed due to their level of education. The studies conducted in different areas and sectors show that there some positive results. The findings suggest that are necessary improvements in some aspects of the implementation of learnerships. These include mentorship, supervision and job placement.

CHAPTER 4: BACKGROUND TO THE LEARNERSHIP PROGRAMME IN SOUTH AFRICA

4.1 Introduction

The previous chapter focused on past studies on learnerships in South Africa. Chapter 4 attempts to explore the skills development policies which led to the emergence of the learnership programme. The discussion starts with the Skills Development Act No. 97 of 1998 (now Skills Development Amendment Act No. 37 of 2008) and its purpose. It then explores the four key elements of the new skills development policy, which are the National Qualification Framework (NQF), the Skills Development Levies Act (SDL) No.09 of 1999, the Sector Education and Training Authorities (SETAs), and the learnerships.

Particular attention will be paid to the learnerships. There are some important and distinctive characteristics of the learnerships; these will be examined. In the context of learnership, a mentoring process at the workplace can influence the success or failure of the implementation. Chapter 3 concludes with a subsection on learnership and mentoring.

4.2 The Skills Development Act No.97 of 1998 (SDA)

The Skills Development Act No. 97 of 1998, now Skills Development Amendment Act No. 37 of 2008, which provides the legal underpinning of learnerships, was signed by the then president of the republic of South Africa, Thabo Mbeki, on 20 October 1998 (Erasmus and Van Dyk 2003: 34). It introduced a new approach to the promotion and development of work-related skills in South Africa. It also made many changes and created new forms of professional vocational education and training. The Act created new structures for training, created new funding incentives to encourage more training, created new forms of learning programmes and proposed new ways of assisting all people acquire skills and jobs. The overall vision is of an integrated skills development system, which promotes growth in employment, social development and the economy, through focusing on integrated education, training and employment opportunities. This approach is located within the

national priorities within South Africa, which are indicated by various policies, including those on macro-economic, industrial, labour market, science and technology issues as well as the declaration of the Presidential Job Summit in 1998 (ibid).

4.2.1 The purpose of the Act

The Skills Development Act 97 of 1998, a cornerstone of government policy, aims at assisting in fighting poverty, boosting job creation and fulfilling equity employment targets. As Merten and Letsoalo (2004: 10) point out, "the goal is that by skilling workers and the jobless, the lot of employees will be improved." Skills development has been identified as a key requirement for economic growth in South Africa and for the economic empowerment of the previously disadvantaged majority.

Section 2 of the Act reveals the various purposes of the Act:

(a) "to develop the skills of the South African workforce;
(b) to increase the levels of investment in education and training in the labour market and to improve the returns on that investment;
(c) to encourage employers to use the workplace as an active learning environment, to provide employees with the opportunities to acquire new skills, to provide opportunities for new entrants to the labour market to gain work experience and to employ persons who find it difficult to be employed;
(d) to encourage workers to participate in learnership and other training programmes;
(e) to improve the employment prospects of persons previously disadvantaged by unfair discrimination and to redress those disadvantages through training and education;
(f) to ensure the quality of education and training in and for the workplace;
(g) to assist work-seekers to find work, retrenched workers to re-enter the labour market, employers to find qualified employees, and
(h) to provide and regulate employment services" (Republic of South Africa 1998).

To these ends, the National Skills Authority proposes the following mission statement: "To equip South Africa with the skills to succeed in the global market and to offer opportunities to individuals and communities for self-advancement to enable them to play a productive role in society" (Erasmus and van Dyk 2003: 28).

Erasmus and van Dyk (2003) feel that to fulfil this mission five objectives have been identified to drive the national skills strategy:

- To develop a culture of high quality, life-long learning;
- To foster skills development in the formal economy for productivity and employment growth;
- To stimulate and support skills development in SMMEs;
- To promote opportunities for skills acquisition in development initiatives;
- To assist new entrants into employment in the labour market.

There are four key elements of the new skills development policy: First, the National Qualification Framework (NQF); second, the Skills Development Levies Act (SDL) No.09 of 1999; third, the Sector Education and Training Authorities (SETAs); and fourth, the Learnerships. In the present study, focus will be on the learnerships.

4.2.2 The National Qualification Framework (NQF)

The first priority in building the new South African education and training is the National Qualification Framework (NQF). Appendix 1 illustrates the outline of the various levels of the NQF and their equivalent status in traditional schooling and the further and higher education hierarchy. The NQF consists of eight levels and three identified bands.

4.2.3 The Skills Development Levies Act (SDL) No.09 of 1999

The Skills Development Levies Act was introduced in 1999 and serves as the funding mechanism for training and development. The purpose of the Skills Development Levies

Act 9 of 1999 is to provide for the imposition of a skills development levy (DoL 2006). In terms of the Skills Development Act, one percent of the payroll goes to the Department of Labour and to the South African Revenue Service (SARS) which can be claimed back as a skills development incentive. Companies with a payroll of more than R 250,000 (two hundred and fifty thousand Rand) per annum had to pay a levy of 0.5% of total remuneration in the first year (2000) and 1% from 1 April 2001 (DoL 2b, 2006: 25).

The South African Service Revenue then disburses 20% of company contributions to the National Skills Fund (NSF). This is to be used as training grants for companies that require additional skills funding, as advised by the National Skills Authority (NSA). The remaining 80% company contribution is disbursed to each Sector Education and Training Authority (SETA), minus 20%, which is used for administration purposes, while the remaining 60% is refundable to companies upon submission of a workplace skills plan and an Implementation of Training Report (ibid).

4.2.4 Sector Education and Training Authorities (SETAs)

The third pillar of supporting the new skills development policy is the 25 SETAs. The enactment of the Skills Development Act made provision for the establishment of 25 SETAs for specific economic sectors, in March 2000 (Kraak 2005: 439). Subsequently the SETAs have been streamlined to 23. The companies of the two SETAs that are no longer in existence have been incorporated into the remaining twenty-three SETAs. As mentioned above, the SETAs receive 80% of funds generated through the payment of the skills development levy, 20% of which may be used for their own administration.

The core function of SETAs, as defined by the Skills Development Act No.97 of 1998, is to:

- develop and implement a skills development plan within its sector;
- promote learnerships;
- register learnerships agreements with the Department of Labour;
- collect and disburse the skills development levies in the sector;

- report to the Director General of Labour on income, expenditure and the implementation of the Sector Skills Plan; and
- improve information flow concerning employment opportunities in the labour market. (Republic of South Africa, 1998: 12-14).

4.3 Learnerships

The fourth pillar of the Skills Development Policy in South Africa is 'learnerships'. Of all the elements of the skills development system, it is the one that is the focus of the present study. Learnerships were introduced through the Skills Development Act 97 of 1998 and amended as the Skills Development Amendment Act No. 37 of 2008. Chapter 4 defines learnerships as follows:

Section 16 of the principal Act is hereby amended
"A SETA may establish a learnership if:
(a) the learnership includes [consists of] a structured learning component;
(b) the learnership includes [practical] a structured work experience [of a specified nature and duration] component;
(c) the learnership would lead to a qualification registered by the South African Qualifications Authority [and related to an] associated with a trade, occupation or profession; and
(d) the intended learnership is registered with the Director-General in the prescribed manner" (Republic of South Africa 2008).

4.3.1 The learnership concept and purpose

The term 'learnership' describes a particular model of workplace training in South Africa. According to De Jager (in Davies & Farquharson 2004: 181), a learnership is a structured training programme that combines theoretical training at an accredited training institution with relevant experiential training at a workplace or in a simulated workplace environment. In other words, it is a work-based approach to learning and gaining qualifications and

includes both structured work experience (practical) and structured institutional learning (theory).

Learnership is defined in the context of the National Qualification Framework (NQF). For a learnership programme to be nationally recognised it must combine work-based experience with structured learning and must result in a qualification that is registered within the National Qualifications Framework (NQF) by the South African Qualification Authority (SAQA). A learnership requires that a trainer, a coach, a mentor and an assessor assist the learner (Department of Public Works, 2004).

Learnership programme is the backbone of the Skills Development Act. A critical look at how employers and training providers have provided education, training and work experience in the past indicates that education and training provision has not always linked theory and practice. Learnerships are intended to address the gap between current education and training provision and the needs of the labour market. They are often seen as the crux of skills upliftment in terms of the Skills Development Act (Smith *et al.,* 2005:538).

Another purpose of the learnership programme is to assist in fighting poverty, boosting job creation and fulfilling equity employment target. Thus, by enrolling jobless people in the learnership programme, the lot of employees will be improved. The learnership programme aims to economically empower those previously disadvantaged in South Africa.

4.3.2 Learnerships and mentoring

According to Van Rensburg and Roodt (2005); and Meyer and Fourie (2004), quoted in Stanz (2007: 2), mentoring is a process involving a dynamic and reciprocal relationship in a work environment, whereby a more advanced and wiser career incumbent assists a less experienced person to develop in some specified category.

In line with this definition, it is concluded that the mentor is a person appointed to provide guidance to a learner. In the case of the learnership programme, the fact is that the success of the learnership depends on the implementation of related knowledge in the workplace. In

this regard the mentor plays a vital role. Suzanne (2008: 4) mentions six areas in which mentors can contribute to the success of the learnerships:

First, mentors should monitor the learners' progress throughout the learnership, e.g. in attendance records, submission of assignments and assessment results, and follows up where there are problem areas.

Second, they should timeously identify obstacles hampering learning, such as personal/family or transport problems, learning difficulties, or language problems.

Third, mentors must alert the relevant people in the organisation (and the training provider) to the problem areas identified, assist in finding solutions and follow up to ensure that these issues are addressed.

Fourth, mentors can play an important role in reducing the high drop-out rate of learners from learnerships. They should be working with learners who are considering dropping out to motivate them to stay in the programme. They should interview learners who have dropped out to determine their reasons, so that problem areas can be addressed.

Fifth, mentors can play a supportive role in the learning programme, for example by identifying resources, persons or processes in the organisation that would support the learning process. They should then open doors in the company for learners, e.g. by arranging for learners to observe a particular work process, to visit a plant, or to interview a company executive.

Lastly they can also play a career planning role, for example by helping learners to identify further learning opportunities and planning learning and career pathways.

Mentors could perform a coaching role in learning areas of a learnership in which they have the necessary technical expertise. They could participate in formative or summative assessment, if they meet the requirements.

4.4 Conclusion

From their emergence from the Skills Development Acts No.97 of 1998, learnerships were intended to provide an alternative of vocational training for a high unemployment and low skills context. Chapter 4, the related skills development policies have been discussed. It has been shown that the other three elements of the policies namely the National Qualification Framework (NQF), the Skills Development Levies Act (SDL) No.09 of 1999 and the Sector Education and Training Authorities, were promulgated by the government to sustain learnerships.

Learnerships are the backbone of the Skills Development Act because they were planned and intended to address the gap between current education and training provision and the needs of the labour market. In the context of the learnership programme, their success or failure depends on the implementation of related knowledge in the workplace. In this regard the mentor plays a vital role.

CHAPTER 5: LEARNERSHIPS IN THE EXPANDED PUBLIC WORKS PROGRAMME

5.1 Introduction

Chapter 4 dealt with learnerships in a general way with regard to the Skills Development Act No.97 of 1998. Chapter 5 will deal especially with the crucial aspects of the learnerships in the EPWP, with special attention to the contractor learnership programme implementation, as specified or planned in the learnership delivery protocols.

Some of the components of programme implementation discussed in the theoretical framework chapter are included in this chapter 4. This repetition forms a link between the chapters. However, these components or elements are now taken in the context of the EPWP contractor learnerships. These elements are criteria specifications for the EPWP Contractor Learnership Programme, access to the learnerships and the selection process.

5.2 Background of the Expanded Public Works Programme

The Expanded Public Works Programme (EPWP) is a national government initiative aimed at drawing a significant number of unemployed people into productive work. The EPWP's strategy is to create work opportunities coupled with training to ensure that workers gain skills while they work, and increase their capacity to earn an income in the future (DPW, January 2005: 5).

The EPWP is one of government's arrays of programmes aimed at providing poverty and income relief through temporary work for the unemployed to carry out socially useful activities. It was launched in April 2004 to promote economic growth and create sustainable development. The immediate goal of the EPWP Phase 1 was to help alleviate unemployment by creating at least one million work opportunities, of which at least 40% of the beneficiaries would be women, 30% youth and 2% people with disabilities (DPW, January 2005).

The EPWP is made up of four sectors: infrastructure, environmental, social and economic. The infrastructure sector incorporates a large-scale initiative to use labour-intensive methods to upgrade rural and municipal roads, municipal pipelines and storm-water drains. In addition, 500 emerging contractors would participate in the Construction Education and Training Authority (CETA) - registered learnerships to gain the necessary skills to build this infrastructure labour-intensively (DWP, August 2005).

5.3 The EPWP Contractor Learnership Programme

The EPWP Contractor Learnership Programme is a joint initiative between the Department of Public Works (DPW) and CETA. The aim of this learnership programme is to train small contractors to be qualified to execute work in accordance with the EPWP guidelines. The EPWP Contractor Learnership Programme is a CETA- registered learnership that emphasises labour intensive construction so that graduates are able to meet the requirements of the EPWP (DPW, August 2004: 6).

As part of the EPWP, the National Department of Public Works (NDPW) initially applied to CETA for 750 learnerships for individuals to become (or work for) labour-intensive contractors. Each contracting company involves the training of one contractor at NQF level 2 and two site supervisors at NQF level 4, resulting in the establishment of 250 contracting companies.

The DPW documents state that the learnership programme is a partnership between the Construction SETA, the DPW and the Public Body where (see Figure 4.1) the CETA provides the trainer, the DPW provides the mentor and the Public Body provides the projects (work place opportunities) for the Learner Contracting Company to gain experience. In addition, the Financial Service Provider plays a supporting role, along with the consulting engineer appointed to design and supervise the project.

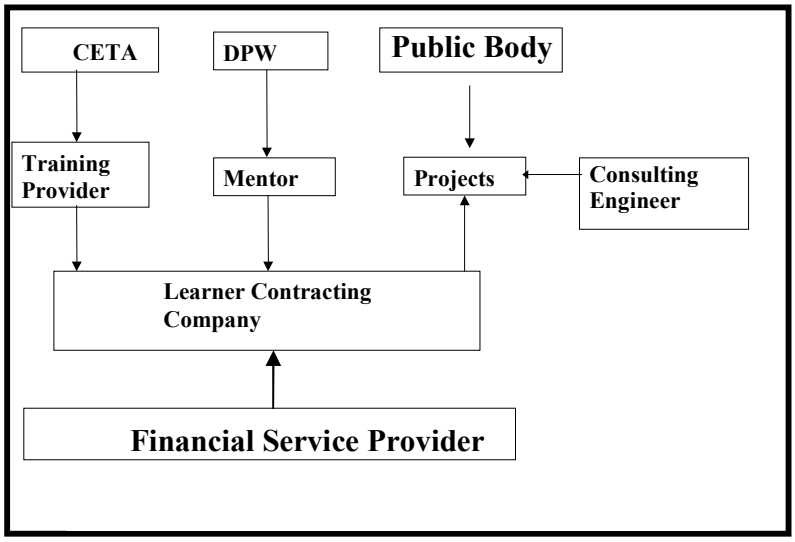

Figure 5.1: The EPWP learnership structure (source: DPW, August 2004: 6).

In addition to what is depicted in Figure 5. 1, learnerships are structured in such a way that the Learner Contracting Company must apply as a team of three persons, comprising one learner contractor, who will enter at NQF level 2 contractor learnership, and two learner site supervisors, who will enter at NQF level 4 site supervisors (DPW, January 2005: 5).

5.3.1 Objectives of the EPWP Contractor Learnership Programme

The CETA and DPW have common objectives in running the Contractor Learnership Proramme. The additional means of addressing the capacity in the labour-intensive construction sector involves a joint force formed between these two stakeholders. The aim of this learnership programme is to produce small contractors qualified to execute work in accordance with the guidelines (DPW, July 2005: 4). Towards this overall objective, the CETA is paying for the classroom training of the contractors. As part of this learnership programme, learner contractors need to execute projects to gain practical experience. Partnering provinces and municipalities may allocate projects, identified and designed using these guidelines, to the learner contractors on a negotiated price basis.

There are also specific objectives to this programme. To reach these objectives, the learnership allows for strict selection of the learners in an attempt to ensure that candidates who participate have a high likelihood of succeeding. It is mentioned in the document 'EPWP – Learnership Programme: Mentor Terms of Reference' revised in January 2006 that the objectives of the contractor learnership programme are:

- to provide a contracting entity that is able to sustain itself in the open market after the two- or three- year learnership.
- to provide a contractor who has experience in labour intensive construction technology;
- to provide a contractor who is able to operate locally and further afield;
- to create sustainable contractors who are able to compete in the open market once they complete the programme;
- by the end of the learnership, the contractor will be able to tender for, build and maintain low-volume roads, storm-water drains, pipelines and side- walks, using labour-intensive methods.

5.3.2 Criteria specification for the EPWP Contractor Learnership Programme

The criteria specification and selection process of the recruited learners are stipulated in detail in the delivery protocol called the 'Management Plan for Labour Intensive Construction Learnership' (DPW, August 2005). According to this document, the applying Learner Contracting Company should apply as a team of three persons:

- one learner contractor, who will enter at NQF Level 2 contractor learnership, and
- two learner site supervisors who will enter at NQF Level 4 site supervisor.

The lower NQF Level 2 applies to the contractor who is approaching the learnership as a 'business entrepreneur', whereas the supervisors are a higher NQF 4 as they target the technical execution of the works (DPW, August 2005).

The EPWP Contractor Learnership Programme seriously considers the affirmative action criteria. The selection criteria include the listed targets below. These targets may be amended in accordance with the provisions of the advertisement in the event of the receipt of insufficient target applicants (DPW, January 2005). The selection criteria shall endeavour to meet the following targets:

- at least 85% of the selected learners should be historically disadvantaged individuals;
- at least 50% of the selected learners must be women and/or disabled;
- at least 50% of the learners must be youth (younger than 35 years);
- the learners applying as a contractor must provide proof that they have at least 51% ownership of a registered business. A valid original tax clearance certificate must be supplied with the application forms;
- the learners applying as higher level supervisors must have at least Grade 12.

It is crucial to note that the EPWP Contractor Learnerships do not specifically target the unemployed or unskilled. Both delivery protocols state that these people are targeted as workers in the EPWP (DPW, January 2005 & August 2005: 8, 7). Because of this, the following characteristics of applicants will count in their favour in the selection process:

- Experience in the construction or contracting sector;
- Higher qualifications than the minimum specified;
- Experience in owning/running or managing a business (for contractors);
- Access or ownership of capital or assets that would be useful for the contracting company (DPW, January 2005 & August 2005: 8, 7).

5.3.3 Access to the EPWP contractor learnerships and selection process

All learners are selected through an open and transparent advertisement and selection process. “The learnership opportunities must be advertised in the local media- for a municipality, this means at least media which operate in the area of the municipality; for

provinces, this means at least media which operate in the area of the province" (DPW, August 2005: 9).

The selection steps consist of an interview and a written test. For the applicants who applied as learner contractors, these assessments cover four areas, namely business, finance, entrepreneurial ability and numeracy. For the applicants who applied as learner supervisors the assessment covers numeracy and language skills. Based on the written assessments applicants are ranked on their numeracy and communication skills.

During the selection process every stakeholder plays important roles in recruiting candidates who have a chance to complete the learnerships and succeed (DPW, August 2005: 12). Section 4.4 will discuss the responsibility of each stakeholder, including the Public Body.

5.4 Role and responsibilities of the Public Bodies

This section examines the roles of every stakeholder involved in the implementations of the EPWP Contractor Learnership Programme, as specified in the learnership delivery protocols (DPW, January 2005, July 2005 and August 2005). The following are identified as role-players in the learnership: the Public Body (that has indicated a willingness to participate in the learnership), training provider, consulting engineer, community facilitator, learner, financial service provider, mentor, DPW and CETA. The Public Body in the context of this study refers to a department, trading entity, constitutional institution, municipality, public entity or municipal entity. "NDPW, together with CETA and the Public Bodies, will form an Executive Committee to oversee and manage the implementation of the learnerships through formulating ongoing guidelines and processes" (DPW, August 2005: 5).

i. The CETA and training provider

The CETA is custodian of the Construction Contractor - NQF Level 2 (LIC) and Construction Supervisor – NQF Level 4 (LIC) learnerships and is therefore the custodian of the learning guides, learning programmes and assessment instruments for use by the construction industry at large. The CETA is responsible to:

- fund the learnerships in terms of the CETA learnership funding model;
- supply a list of accredited training providers to the EPWP to facilitate the training;
- provide adequate project management to ensure effective quality assurance throughout the training and/or assessment of the learners;
- ensure that implementation is carried out in accordance with the contents of this management plan (DPW, August 2005: 6).

The training provider is responsible for classroom training, site checks on performance, assessing the learner contractor and providing training to suit the type of project and gaps in the learners' performance.

ii. The NDPW

The NDPW must ensure that the NQF qualifications framework for the labour-intensive construction, learning guides, learning programmes and assessment instruments are put in place to facilitate the NQF accreditation of training providers against their qualifications (DPW, August 2005: 7). It is responsible for the overall co-ordination, management and implementation of the learnerships. Roles and responsibilities are to:

- together with CETA and the public bodies, formulate ongoing guidelines and processes for the selection of learners and for the provision of on-site training projects to the Learner Contracting Companies;
- facilitate the selection process of learners together with the appointed accredited training provider, CETA and Public Body (DPW, August 2005: 7,

DPW, January 2005, DPW, July 2005 and DPW, August 2005).

iii. Public Bodies

The roles and responsibilities of the participating Public Body is first, to act as "Lead Employer" in terms of the Learnership Agreement; second, together with other members of the selection committee, to select contractor and construction supervisor learners according to the selection criteria and selection process as formulated by NDPW and CETA; third, to arrange and to launch the programme locally (DPW, August 2005: 8; DPW, July 2005: 12).

At the heart of the labour-intensive learnership implementation, which requires more workplace training, the Public body plays a crucial role. The Public Body is required to provide projects which can be executed by the contractors on the learnerships. These projects must be funded by the Public Body and can be funded out of equitable share infrastructure budgets or out of Provincial Infrastructure Grant and Municipal Infrastructure Grant funding. In addition, "the projects should fit the scope of the learnership programme" (DPW, August 2005: 8, 17).

iv. Financial service provider

NDPW entered into an agreement with ABSA Bank to provide access to credit and financial services to those learners who require it. This enables the learners to purchase the hand-tools, vehicles and light construction equipment which they need to carry out the work and to have access to working capital until they receive their progress payments (DPW, August 2005: 16). The Guidelines of the Learnership Implementation stipulates that as soon as the learners are selected for the learnership programme, the NDPW Regional Programme Managers, together with ABSA Bank officials, will obtain all relevant information from the Learner Contractors in order to register new close corporations (CCs) for all Learner Contractors. This includes opening bank accounts, in the name of the newly formed CCs.

v. Mentorship and construction support services

Mentors work hand in hand with the Public Body in workplace training. The success of the learnership depends on the implementation of related knowledge in the workplace, therefore, the mentor plays a vital role in this regard, because mentorship involves the transfer of knowledge and experience (DPW, August 2005: 17). The main role of the mentor is to support the learner contractor and to impart knowledge that will enable the contractor to compete independently as soon as possible.

The protocol cited above stipulates that the mentor needs to act as the learner's trustworthy partner and needs to be trusted by the learner to act in his/her interest at all times. In order to reach the objectives of the Public Body, the mentor shall use his skill and knowledge to:

a) develop a Learner Contracting Company's skills in the technical, managerial, administrative, contractual and commercial areas;
b) assist the Learner Contracting Company to identify at an early stage any potential problem areas which, if unattended, may result in costly rectification measures or the inability to hand over the works timeously to the Public Body;
c) enable the Learner Contracting Company to work independently as quickly as possible and ultimately to compete for work outside of the Learnership Agreement in an open market (DPW, August 2004: 3).

5.5 Duration and contents of the EPWP Contractor Learnership Programme

After the selection process of the learner, and prior to the commencement of the classroom training, the learner, the Public Body (Lead Employer - as per the MOA) and the selected accredited training provider will sign a Learnership Agreement, which will specify the terms and conditions of the agreement of each of the parties (DPW, August 2005:14). The duration of the learnerships is for a period up to:

- Construction Contractor – NQF Level 2 (LIC) - 24 months
- Construction Supervisor – NQF Level 4 (LIC) - 39 months

At the end of these learnerships, the successful learners will obtain an NQF Level 2 Construction Contractor (labour-intensive construction) qualification and the contractor's supervisors will obtain an NQF Level 4 Construction Supervisor (labour-intensive construction) qualification. The instructional learning component will be provided through three separate classroom sessions and the structured workplace experience will be provided through three separate and independent on-site training projects provided by the Public Body (participating province or municipality).

The EPWP Contractor Learnership Programme is typically structured as follows (DPW, August 2005:15):

- the 1st classroom component will be approximately 6 - 8 weeks
- the 1st project will be approximately 3 to 4 months
- the 2nd classroom component will be approximately 6 - 8 weeks
- the 2nd project will be approximately 6 to 12 months
- the 3rd classroom component will be approximately 6 - 8 weeks, and
- the 3rd project will be approximately 6 to 12 months.

5.6 Conclusion

Chapter 5 discussed the crucial components of the Contractor Learnership implementation in the EPWP. The aim of this learnership programme is to produce contractors qualified to execute work in accordance with the guidelines. The programme therefore targets learners who are historically disadvantaged individuals, women and youth between the age of 18 and 35 years. It was required that they had experience in the construction or contracting sector and experience in owning/running or managing a business (for contractors).

Beside the recruitment and selection process of the learners, the implementation of this learnership programme is a complex task because it involves different stakeholders. For the Contractor Learnership programme to be successful, the following are identified as role players in the learnership: Public Body, training provider, consulting engineer, community facilitator, learner, financial service provider, mentor, DPW and CETA.

The literature review in chapter 5 will attempt to provide a critical examination of literature on learnerships in South Africa. Some of the past studies on learnership programmes that have relevance for this research will be discussed.

CHAPTER 6: THE ETHEKWINI VUK'UPHILE I CASE STUDY

6.1 Introduction

This chapter 6 presents the findings that were collected from the sample. A brief description of the programme and objectives are provided, using document analysis and information from interviews with managers. It provides a demographic profile of the realised sample and explores the key characteristics of contractor learnership implementation, such as recruitment and selection, cost during learnerships, human and physical resources, the theoretical and on-job training received, job placement, the support after the completion of the eThekwini Vuk'uphile I Learnership Programme and finally the major problems experienced in the learnership implementation.

These characteristics will help answer the seven key research questions which are:

1. Were specific activities, timing, services, and the participation of learners applied, as designed, to achieve the objectives?
2. To what extent was the programme reaching the intended target population?
3. How effective were the sources used to market the existence of the learnership programme?
4. Did the training centre have the resources and capacity to implement the learnership programme as planned?
5. What were the strategies implemented to assist learners in finding employment in the formal sector, or in sustaining their existing companies?
6. To what extent did the eThekwini Vuk'uphile I Programme components contribute to achievement of the objectives?
7. What problems were there and how can they be solved in the future?

6.2 The eThekwini Vuk'uphile programme description

The *eThekwini Vuk'uphile* Programme *or Vuk'uphile EPWP* Construction Learnership was a three-year learnership aimed at developing sustainable emerging contractors needed to address the basic service delivery challenges that the metropolitan municipality faces. The eThekwini Municipality was one of the public bodies that have participated in the implementation. It was a pilot project representing the first example of construction learnership implementation in KwaZulu-Natal. The name *Vuk'uphile*, or "Wake up and live", is an injunction that urges young South Africans to take decisive action in improving their personal prospects by acquiring skills and knowledge (www.epwsp.co. za/ email_ epwp).

The learnership programme was launched by the Project Management Unit (PMU) of the eThekwini Municipality in November 2004 and concluded in July 2008. Each contractor was trained to NQF Level 2 and each supervisor to NQF Level 4 in labour intensive construction principles (eThekwini 2008: 7). A total of 24 construction companies were formed during the process of the programme implementation. Nineteen of these still survive and, in the case of the other five, the owners passed away. The contractors behind these companies were provided with classroom training on how to run their business. Support staff was trained in the form of supervisors in labour-intensive construction methods.

6.3 Programme objectives

The aim of the programme was to develop the businesses of entrepreneurs in the construction sector (DPW, Sept 2008: 5). In other words, it sought to build emerging contractor capacity to execute the increasing amount of labour-intensive works under the EPWP, with the goal of creating sustainable contractors who are able to compete in the open market once they exit the programme. Since the eThekwini Vuk'uphile I is the contractor learnership programme, it includes the objectives mentioned in the previous chapter 5. It was discussed that those objectives are the following:

- to provide a contracting entity that is able to sustain itself in the open market after the two or three year learnership.
- to provide a contractor who has experience in labour intensive construction technology;
- to provide a contractors who are able to operate locally and wider;
  to create sustainable contractors who are able to compete in the open market once they complete the programme;
- by the end of the learnership, the contractor will be able to tender for, build and maintain low-volume roads, storm-water, drains, and pipeline and side walk using labour-intensive methods (DPW, January 2006: 10; DPW, Sept 2008: 5; eThekwini 2008: 7).

In the context of eThekwini Municipality, and contrary to the specification criteria under the EPWP contractor learnership programme, it is important to note that the eThekwini Vuk'uphile does not only target employed or skilled people. The learnerships also targeted unskilled and previously unemployed learners (eThekwini 2008: 7). During interviews with the managers, it was stated that the objectives are oriented towards poverty alleviation, job creation and developing sustainable skills within communities through EPWP training programmes by accredited training providers. People with disabilities were also targeted, but no one applied.

Managers were asked to elaborate on specific activities and stakeholders of the learnership programme that were designed to ensure that each of the objectives is attained. In this regard, five components of programme implementation were put in place.

First, the implementing organisation, or the main stakeholder, is the National Department of Public Works (NDPW). The programme relied on this government department to allocate resources; co-ordinate activities and recruit the learners (contractors and supervisors). It had to make sure that the mentors were doing their jobs at the workplace with the learners. During an interview, a manager in the NDPW stated that their role in the

eThekwini Vuk'uphile I programme was to build and sustain collaboration or linkages with related organisations to facilitate delivery of the intervention.

Second, the programme implementer was the Project Management Unit (PMU) of the eThekwini Municipality. The PMU was responsible for monitoring and evaluating of the programme, including reporting to the NDPW in terms of specific Key Performance Indicators. The eThekwini Municipality provided projects which were executed by the contractors participating in the learnership (Manager: 20/07/2009).

Third, the associate organisations, which profitably collaborate with the implementing department on service delivery, were the training providers. The training providers are accredited by CETA. There were two training providers: Charles Khumalo Dlamini (Pty) who was training the contractors; and Construction Resource Development Centre was training the supervisors. The implementing organisation had to develop strategies for working with the associate organisation to facilitate learnership delivery.

Fourth, the intervention and service delivery protocols clarified the dosage of an EPWP contractor learnership programme intervention. The "Guidelines for the Implementation of Labour Intensive Construction Projects under the Expanded Public Works Programme (EPWP)" and the "EPWP-Learnership Programme Management Plan for Labour Intensive Construction" served as service delivery protocols to show the stakeholders how to implement the eThekwini Vuk'uphile. These gave details of the operation procedures in terms of activities, time and frequency.

Lastly, according to the managers both from NDPW and PMU, the eThekwini Vuk'uphile I targeted individuals previously disadvantaged, particularly women and the disabled. Since it was a pilot learnership programme in eThekwini, the age was not specified. However, there was some selection bias towards youths aged from 18 to 35 years old.

Motivation, commitment and confidence are the key drivers of any learning process. These derive from the training providers who are in charge of classroom sessions and mentors

who deal with learners at the workplace. For this reason, training providers and mentors were asked to give the main reasons for entering this teaching and mentorship profession. Among the reasons given were the passion for imparting knowledge and developing the capacity of the trainees and the experience in the construction industry for several years which should be passed over to young Africans, thus contributing to the successful emergence of black-owned and managed businesses (Mentor).

6.4 Demographic profile of the learners

This section describes the population involved in the programme, according to the characteristics of gender, age, race, type of area and educational qualifications. Since only a small number of learners could be traced, the researcher had access to 17 respondents. Data from programme managers regarding gender is given in Table 6.1.

	Male		**Female**				
Learners	Registered	Percent	Registered	Percent	Total	Dropout/ death	Completed
Contractors	19	79%	5	21%	24	5	19
Supervisors	36	75%	12	25%	48	12	36
Total	55	76%	17	24%	72	17	**55**

Table 6.1: Gender ratio of the learners on the programme

Source: Interviews with the managers and training providers.

More than three-quarters (76%) of the learners were males. The male contractors were represented by 79 % and supervisors by 75%. The percentage of females on the programme was 24% (17 out of 72) of the total number of registered learners. Women contractors were represented by 21% and supervisors by 25%. Although female learners were under-represented, 24 % is a reasonable number. This means that there are few women in eThekwini Municipality in the construction industry. Many of them could have applied, but the selection criteria of having from one to three years of work experience in construction disqualified them. However, only 55 learners completed the programme.

The age of the learners in the survey varied from 26 to 60 years. The average age (mean) of the respondents was 38.6 years. More than half (53%) of the 17 respondents were in the age category 18 to 35 years, this being the age range in which individuals are "normally" socio-economically active. The persons in the sample in the age category 36-50 years represented 35%. Respondents of 50 years and over were 12%. However, young persons were supposed to be represented by more than three-quarters (75%), according to the policy underpinning EPWP contractor learnership programmes. The following Figure 6.1 illustrates the situation.

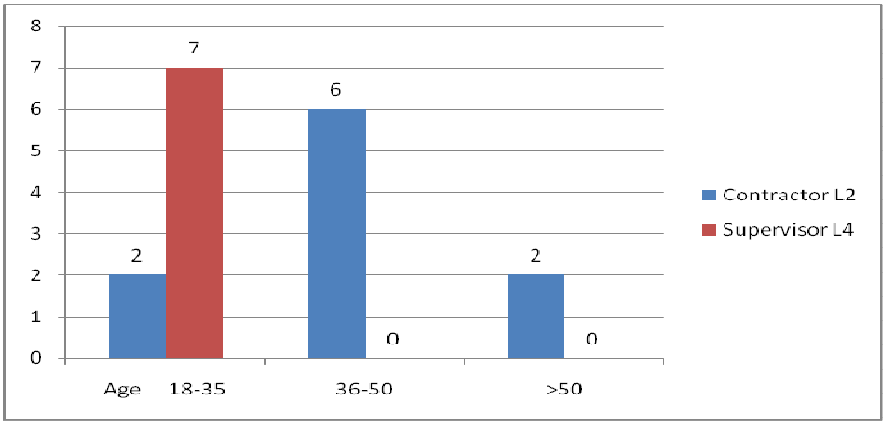

Figure 6.1: Comparison between age and NQF Levels

Only two of 10 respondent contractors (out of 17) were in the category of 18-35 years. The majority of contractors (six out seventeen) were in the range of 36-50 years and two were over 50 years old. The rest of all the youth (seven) were supervisors. This indicates that it is difficult to find persons in the category of 18-35 years who own a company. Yet this was one of the major criteria of selection for the emerging contractors. They would, however, be eligible for other selection criteria such as educational qualification and experience in the construction industry.

Residence Areas

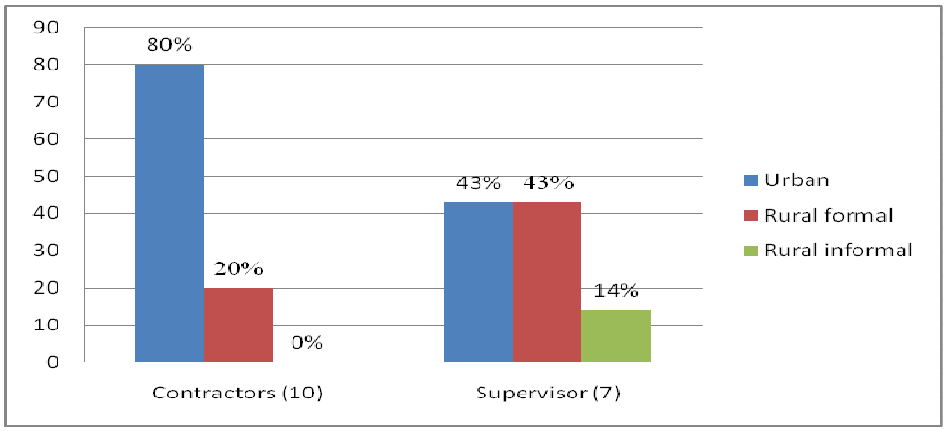

Figure 6. 2: NQF Level by residence areas of the respondents

There were significant differences in the NQF Level distribution of the learners by area, although not necessarily between rural and urban areas. The highest number of contractors (NQF L2), representing 80% (8 out of the 10 respondents) was found in urban areas, while the rural areas had the lowest (20% or two out of ten). No contractor was found in the informal rural areas. Supervisors came from urban (43% or three out of seven), rural formal (43% or three out of seven) and rural informal (6% or one out of seven) areas. Many of the poor and unemployed people are located in the rural areas. These are often previously disadvantaged people.

The analysis of the Figure 6.2 and the prevalence of NQF L2 in the urban areas shows that there were no eligible contracting companies to the Vuk'uphile I programme from the rural areas. There are few contracting companies in the rural areas. This means that the eThekwini Municipality relies on urban contractors to deliver infrastructure services in the rural communities.

In modern society a person's occupation and general standard of living (socio-economic status) are largely determined by his or her educational level. Figure 6.3 shows the educational level of the respondents in terms of their place of residence.

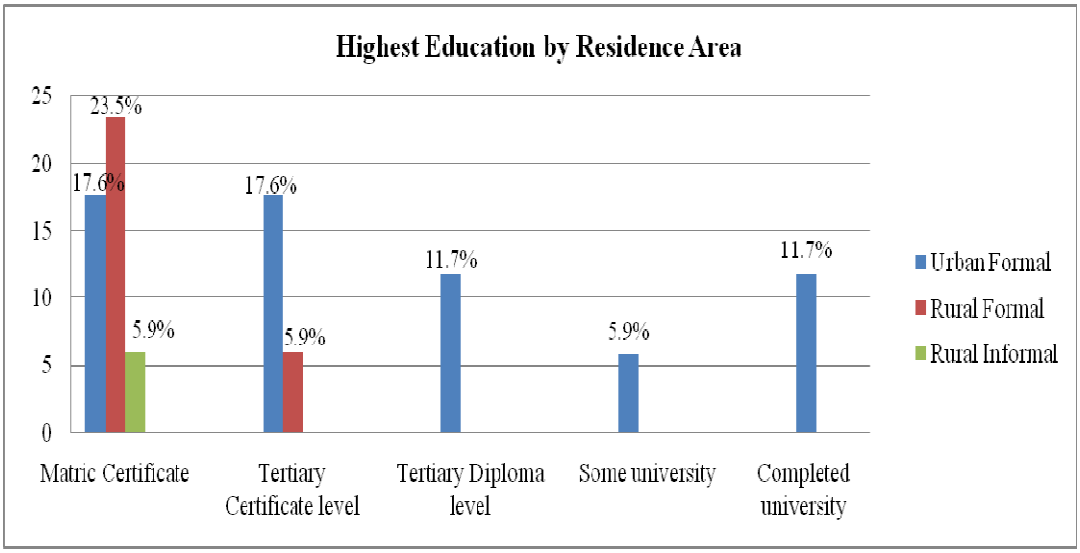

Figure 6. 3: Distribution of educational levels by area of the respondents
Total number: 17

Figure 6.3 indicates that, with regard to Matric Certificate holders, 17.6% (three out of 17) were from urban formal, 23.5% (four out of 17) from rural formal and one (5.8%) from rural informal areas. In total, those respondents holding Matric Certificate were 47% (eight out of 17). In terms of tertiary certificates, 17.6% (three out 17) of the respondents were from urban formal and only one (5.9%) from rural formal areas. All tertiary diplomas and university level respondents were from urban formal areas. The total percentage of respondents holding tertiary certificate was 23.5% (four out of 17). Two respondents (11.7%) with tertiary diploma, one with some university level (5.9%) and two others (11.8%) were all from urban areas.

The data confirm the differences in education levels by residence areas, namely that the respondents from urban areas tended to be considerably better educated than those from rural areas. This is likely to be linked partly to variation in education opportunities and facilities in KwaZulu-Natal. The variations in education levels by areas do not only reflect differences in access to educational facilities, but also differences in income levels between urban and rural areas. Figure 6.3 reveals that the prospective learners from rural areas were the most historically disadvantaged.

6.5 Economic status before EPWP– eThekwini Learnerships

In addition to the educational level, the economic status of the respondents was investigated, as this might provide a good indication of the historically disadvantaged individuals. This would imply that a poor socio-economic background might be a factor directly influencing the learner's entry into the learnership programme. This can be one of the factors causing the learners to stay in to or drop out from the programme. In the context of EPWP- Contractor Learnships, the economic status of the contractor will influence the sustainability of the emerging contracting company after completion of the programme.

In this section the economic status of the learners will receive attention. It will explore the employment and the type of job or occupation, including the work experience of the respondents and the occupation of their parents.

Type of employment before the Learnerships

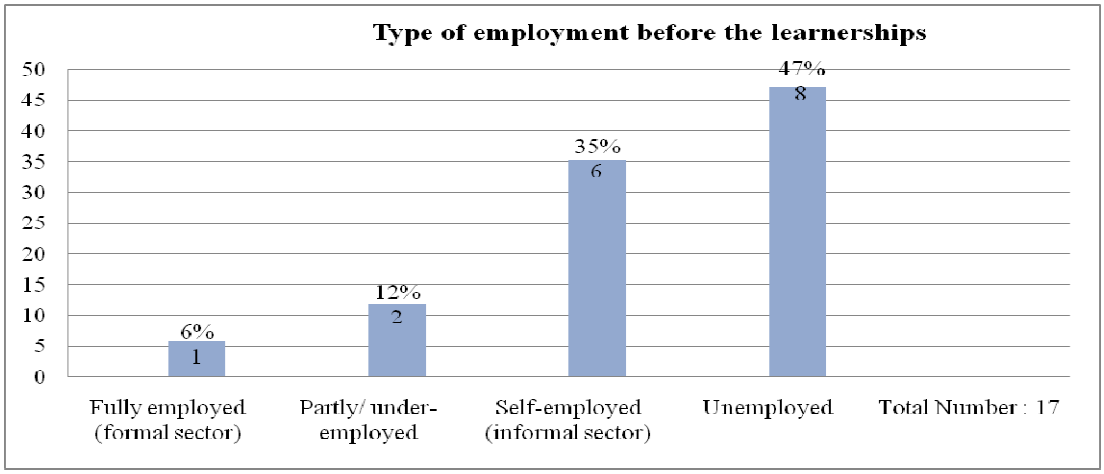

Figure 6. 4: Economic status of Vuk'uphile I learners

Figure 6.4 shows that more than half (53% or nine out of 17) of the respondents were employed. This includes 6% who were in full-time employment, 12% (2 out of 17) in part-time work and 35% (six out of 17) self-employed. The remainder, which is less than half (47% or 8 out of 17), were unemployed. This is expected, since the eThekwini Vuk'uphile targeted both the employed and the unemployed.

The NDPW have, in addition, targeted universities of technology, technikons and technical colleges to supply potential candidates who have already made a commitment to the industry. One of the managers pointed out that some of the supervisors holding tertiary certificates were selected because they did not have work experience in order to be employed. Vuk'uphile Learnership Programme could give them in-job training in order to get work experience needed by employers in the construction industry. This type of respondent confirmed this information given by the managers by saying that they were unemployed because of lack of the required work experience in the construction industry.

Type of job experience before learnerships

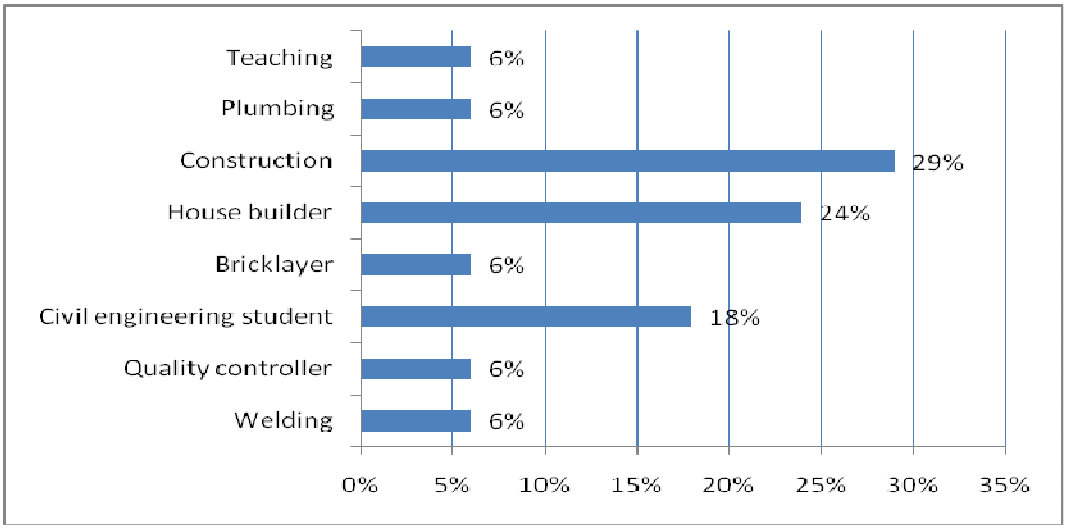

Figure 6.5: Work experience of the learners

The respondents were asked the types of expertise they had before entering the learnership programme in the EPWP. As reflected in Figure 6.5, the largest single percentage of respondents (29% or five out of 17) had experience in construction and 24% (four out of 17) were house builders. Other three respondents (18%) were new graduates from universities of technology (former technikons) majoring in civil engineering, but they were not yet employed. The other four respondents had experience in welding (6%), quality controlling (6%), bricklaying (6%) and teaching (6%).

	Father		Mother	
Occupation	Frequency	Percent	Frequency	Percent
Unskilled	5	29	4	24
Skilled	2	12	1	6
Professional	2	12	2	12
Unemployed	5	29	10	59
N/A	3	18	0	0
Total	17	100	17	100

Table 6.2: Occupation of the parents

Respondents were asked to give accurate information on the occupation of their parents. This aimed at determining the socio-economic background of the learners. Learners from educated and skilled parents would be likely to progress with their higher education. Table 6.2 indicates that 29% of the respondents' fathers were unskilled, 12% were skilled and 29% were unemployed. On the side of the mother, 24% of the learners' mothers were unskilled, 6% of them were skilled and 12% were professionals. The data further show that more that half (59%) of the respondents' mothers were unemployed.

6.6 Access and selection of learners

The data from the managers indicate that applications from the prospective learners reached 1,500. It is evident that the publicity campaign or marketing of the EPWP contractor learnership programme in the eThekwini Municipality does not need to be reviewed. According to the managers, the learnership programme was advertised in newspapers, street theatres and pamphlets to recruit learners in areas of Durban.

One problem was encountered with this method of advertisement. It contained generic information about the contractor learnership programme and did not convey enough details about EPWP-learnership structure in terms of the NQF levels. It was later found that potential learners did not understand what learnerships were and the advertisements did not

explain the respective levels. As a result there were conflicts between the contractors and supervisors on qualifications and roles in the workplace.

Learners were asked to indicate the sources of information about the existence of EPWP-Contractor Learnership Programme or the Vuk'uphile Programme in eThekwini before they joined. Figure 6. 6 shows how learners obtained information about the learnerships.

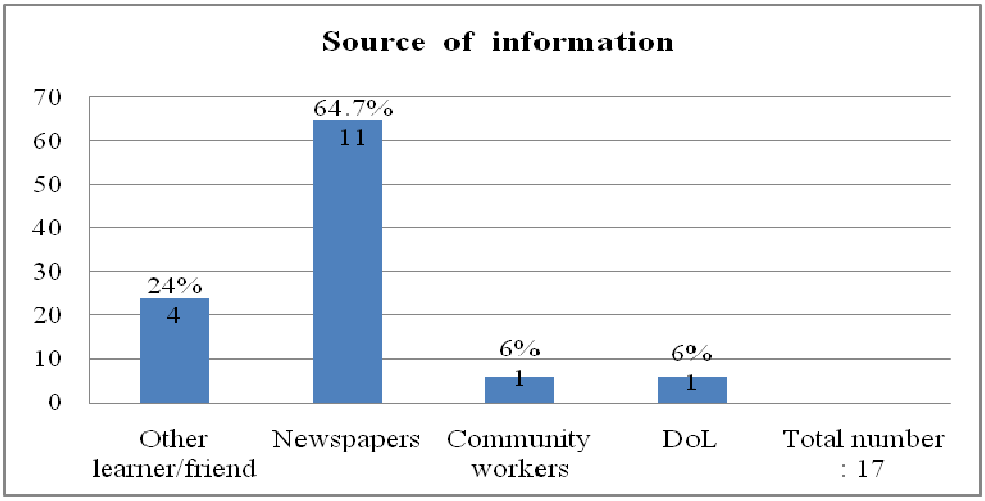

Figure 6.6: Sources of information on the learnerships

The largest portion (64.7%) of respondents (11) claimed to have read about the EPWP-contractor learnership programme in local newspapers. As with information about the Vuk'uphile Programme, for many beneficiaries newspapers appear more fruitful than local radio. Just Almost a quarter (23.5% or four out of 17) had heard about the learnership programme from a combination of sources such as word of mouth, for example from friends, other learners and relatives. Six percent of respondents were informed by the community workers and other (6%) were learnt about it from officials of the Department of Labour. The most successful mode of marketing the learnerships was the newspaper.

Once the recruitment process had been completed, the representatives from NDPW, PMU and CETA conducted the selection process. An interview with one of the managers who was involved in the Vuk'uphile I selection process indicated that, since it was the first

learnership programme, the following specific characteristics of prospective learners were taken into account:

1) Experience in the construction or contracting sector,
2) Higher qualifications than the minimum specified, and
3) Experience in owning/running or managing a business (for contractors).

The data from the survey confirm that every applicant wrote a test and underwent an interview. Written assessments were conducted for applicants that passed the selection criteria specified in the advertisement. The managers pointed out that for the applicants who applied as learner contractors, these assessments cover four areas, namely, business, finance, entrepreneurial ability and numeracy. For the applicants who applied as learner supervisors the assessment covers numeracy and language skills. After the written assessments, applicants were ranked on their numeracy and communication skills.

From the written assessments, a shortlist of candidates to be interviewed was drawn up by the Selection Committee. At the interview, candidates were assessed on their qualifications, experience in construction, leadership skills, contract management abilities, interest, commitment, communication ability and interpersonal skills. When asked to explain the focus of the interview, one of the contractors said:

> *The questions were more related to the practical experience with the construction. Things such as if you have been given a road contract, what would be the steps in order to translate what is on the draw. Of course you have to do a setting out and a survey. Those were the questions they were asking* (Learner contractor).

Managers and learners were asked to elaborate on documents required during the selection process. Beside the South African ID, CV, school leaving report and Matric Certificate with mathematics and science, the managers said that contractor applicants had to submit more documents than supervisors because they were entrepreneurs. These documents were the following:

1. Company registration documents (CK)
2. Tax Clearance Certificate
3. Construction Industry Development Board (CIDB) registration
4. Registration with eThekwini database
5. Proof of being a 100% shareholder

It is important to consider the variable 'waiting period' between final selection process and intervention of a programme when evaluating the implementation of a programme. Clients lose hope if they have to wait a long time for their application to be approved. In the case of eThekwini Vuk'uphile I no respondent complained about the waiting period because the selection committee communicated the results in good time.

The respondents were asked if they experienced any difficulties in complying with the requirements. Managers reported a lack of relevant basic skills and Matric Certificates with mathematics and science. Learners stated that the difficulties resided in fulfilling any of the above requirements, a lack of relevant documents and the stress of being interviewed. Selection criteria were very strict in terms of the interview and test. Some learners said:

> *My problem resided on the interview. This was my first interview ever undergone in life. So I did not know how to prepare myself for it* (Learner supervisor).

> *I think at this point the difficulty was whether I had to collect and compile a lot of documentation and make it presentable to the person receiving it and make sure that all documents were systematically put in order. So that when they look through into my documents, it was easy that they go through and make sure this guy knows what he is talking about. That was the difficulty I faced* (Learner contractor).

The main reason for enrolling in contractor learnerships

Concerning the eThekwini Vuk'uphile I Programme, the selected applicants would be those whose reasons and motivation coincided with its objectives. The respondents were asked their main reasons for enrolling in the EPWP- Contractor Learnership Programme. This was an important question for learners and managers who were involved in the implementation of the programme.

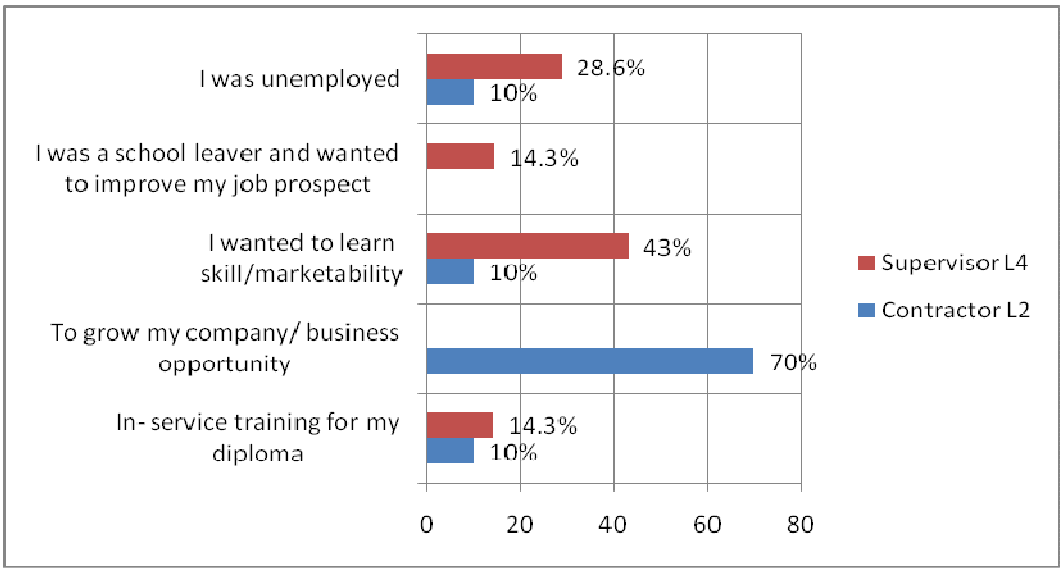

Figure 6.7: Main reasons for enrolling in Contractor Learnerships by NQF Levels

As far as the contractors are concerned (NQF L2), a comparative analysis of the main reasons for enrolling in the contractor learnership and the NQF Level, as reflected in Figure 6.7, reveals that 70% (7 out of 10) of the contractors wanted to grow their companies. This was a good business opportunity offered to them by the EPWP. Those contractors whose main reasons were that they were unemployed comprised 10% (one out of ten contractors), wanted to learn skills or marketability (10%) and to be trained in-service training for their diplomas 10%.

Concerning the supervisors, 43% (one out of seven) of them wanted to learn skills for a job; 28.6% (two out of seven) of them enrolled because they were unemployed; 14.3% (

one out of seven) of them were school leavers and wanted to improve their career prospects; and 14.3% of them wanted to be trained in-service for their diplomas. This was the category of new graduates from the universities of technology who had no work experience which would have allowed allowing them to be employed in the construction companies.

To grow the company or business, "opportunity factor" denotes those learners who joined the eThekwini Vuk'uphile Programme primarily because they considered it as providing the necessary skills, experience and prospects of the company. This is because some contractors had little knowledge of project planning and contract management. A Few contractors mentioned that the eThekwini Vuk'uphile I programme could make them known by different employers who offer tenders. This is why it was a business opportunity for the contractors.

"Marketability reason" denotes the learners who believed that their knowledge and training from the EPWP-Learnership Programme were more marketable than those of the technical colleges or universities of technology. Emphasising this point, one of the respondents said: "*I joined this EPWP-Learnership because of the bad example from my civil engineering training. I was unemployed and yet having practical skills" (*Learner supervisor).

An important issue and useful indictor of the process is whether or not respondents felt they were provided appropriate information on the process of the learnerships. This information concerns the orientation programme, identifying the learning programme and job opportunities, explanation of curriculum and training schedule. The information could help avoid problems during the process. The researcher used two means to test learners: by asking whether or not the learners had sufficient information to make their choice of learnership NQF and what was required of them; then he asked whether or not this information was satisfactory (Figure 6.8).

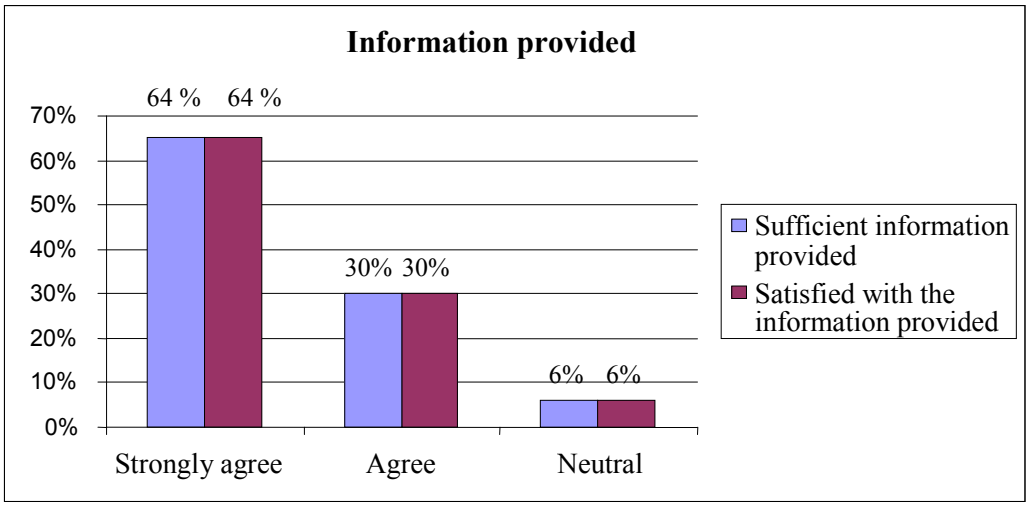

Figure 6. 8: Level of satisfaction with information provided on learnerships

Among the respondents in this survey, 16 out 17 (94%) strongly agreed or agreed that they had sufficient information to make an informed decision about the components of the learnership process and NQF level. Only one (6%) felt that he/she lacked adequate information to make informed decisions about the learnerships.

The second item was more specific, aiming at asking the learners whether or not, at the beginning of the eThekwini Vuk'uphile Learnership Programme, information on issues such as how the programme will be delivered, contract procedures, learnership agreement and how learners will be assessed was provided. The majority (94%) of respondents told the researcher they were very satisfied or satisfied. Only one respondent out 17 (6%) was neutral on the statement.

6.7 Costs during Learnership Programme

To analyse learner's adherence to the programme until graduation, it has sometimes proved useful to recognise the relationship between his or her influence and personal resources such as money. Learnerships sometimes force learners to incur monetary costs that discourage them from completing the programme. In the context of eThekwini Vuk'uphile I, the costs involved travelling to the training centre and/or project sites, accommodation

and meals. All respondent learners confirmed that they were granted bursaries from the NDPW, which covered the learnership fees. They further confirmed that stipends were given for transport and meals. Each learner received R50 per day or R250 per week or R1000 per month.

The selected respondents were asked to indicate the average monthly wage from all projects done during the learnerships. This was a sensitive question for some learners and results should be treated with caution. Figure 6.9 provides the estimated wages each individual learner was receiving from projects. These varied from one project to another and the performance of the learners. The benefits obtained from the projects were used to pay themselves and the local workers recruited from the host communities.

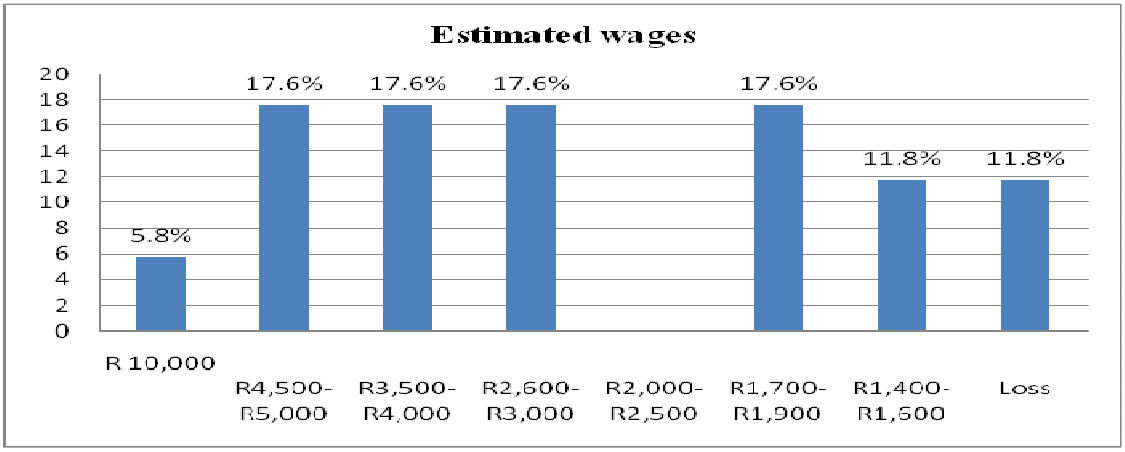

Figure 6.9: Estimated wages from the projects of individual learners per month

The average monthly wages earned by eThekwini Vuk'uphile I learners, as also reflected in Figure 6.9, were R3, 041.18. The data collected from two managers show that the average wages per month was more or less R4, 000 as profit from the projects. The figure indicates that 5.8% (one out of 17) of the respondents earned R10, 000 (ten thousand) per month; 17.6% (three out of 17) earned between R4, 000 and R5, 000 a month; 17.6% (three out of 17) of the respondents earned between R2, 600 and R3, 000. The rest (17.6%) earned between R1, 700 and R1, 900. The respondents who earned between R1, 400 and R1, 600 were 11.8% (two out of 17).

There were often losses or no gains in some projects. This is why there were no regular wages. Nevertheless, the estimated wages in the figure above were calculated by adding each amount of profit per project, divided by the total number of months spent on each project. Thus, the monthly wages of the learners are the average of all profits. Learners were constantly explaining that profits and losses on the projects were the critical aspect of the eThekwini Vuk'uphile I Learnership Programme. This will be discussed later, in the section concerning major problems experienced.

6.8 Training process

Delivery of EPW-Contractor Learnerships is complicated by the difficulty of integrating workplace-based learning with classroom-based learning. Successful delivery therefore requires the creation of a favourable learning environment by the accredited training provider and the employer, which is eThekwini Municipality. This can only be achieved through careful preparation (by training provider and employer), development of suitable training material, design of suitable training interventions (high-quality delivery in the classroom and careful mentorship in the workplace). Figure 6.10 shows the relationship between the training provider, employer (eThekwini Musicality) and the learner.

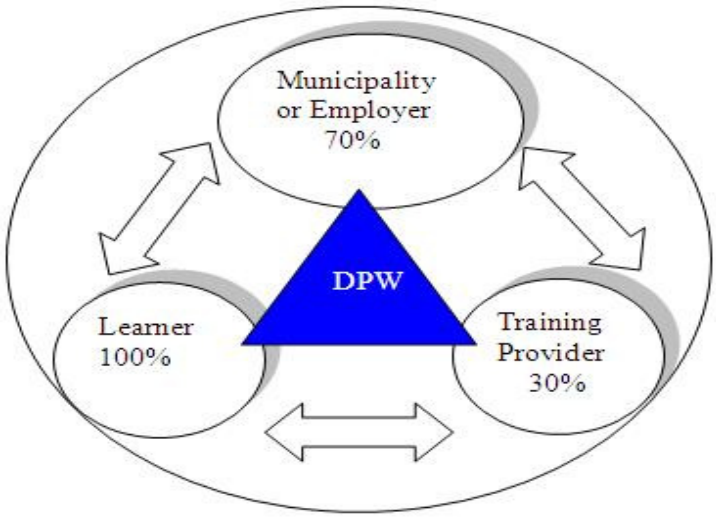

Figure 6. 10: Relationship between the stakeholders

6.8.1 Theoretical training

The respondent learners have given very high ratings for two important aspects of the theoretical training, namely the trainers and their materials. This is a positive finding, reflecting well on the training providers involved in the eThekwini Vuk'uphile I. They were asked whether or not the trainers had an excellent knowledge of the subject contents. The vast majority or 15 out of 17 (88%) of learners agreed or strongly agreed that the trainers were knowledgeable. The same proportion of learners perceived the trainers as making themselves available when required. Twelve percent of the respondents were neutral with the statement.

In terms of materials, on the whole, learners were equally enthusiastic about the materials used in the classroom training. They found the materials were well written and were applicable to future workplace situations. The majority (94% or 16 out of 17) agreed or strongly agreed that training providers used up-to-date equipment, facilities and materials during classroom sessions. One respondent, representing 6%, was neutral on the statement.

The respondents were asked about the relevance of the training. Figure 6.11 shows that more than three-quarters (76% or 13 out of 17) agreed or strongly agreed that the training focused on relevant skills. In other words, the training was related to workplace situations. Less than a quarter (12%) of learners was neutral on the statement and 12% disagreed. In terms of transferability of the theoretical skills to the application on the project site, 76% agreed or strongly agreed that the training prepared them well for construction works. More than a quarter (18%) of the respondents was neutral on the statement. They stated that there was a slight divergence between classroom training and on-the-job training. On personal level, one respondent (6%) disagreed by saying that, in their case, the classroom sessions did not prepare them well for the project works.

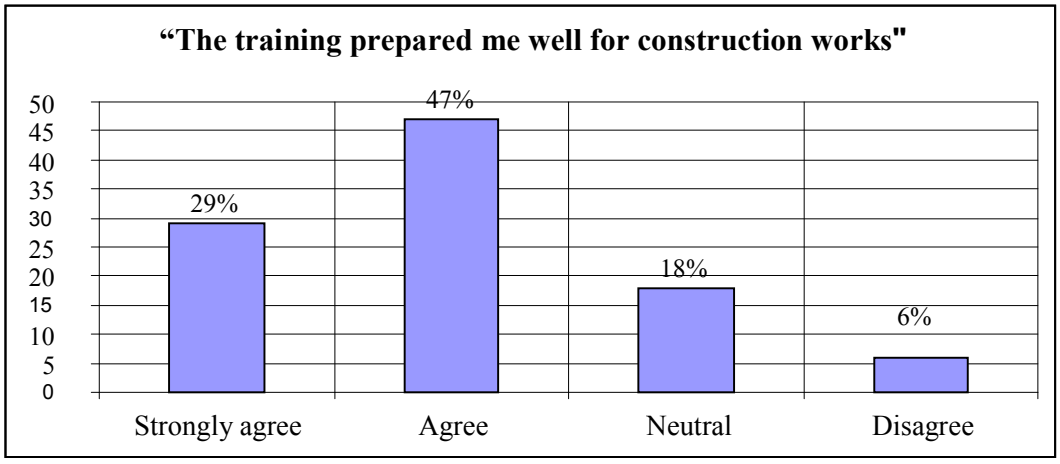

Figure 6. 11 : Learner's preparedness for construction works

With regard to the assessment in class, the learners said that the ways they were assessed concerning skills and knowledge were fair. Learners were asked whether or not the assessments in class were based on realistic activities. A large proportion (82% or 15 out of 17) of the respondents agreed or strongly agreed with the statement. The rest (18% or tree out of 17) of them were neutral. A comparative analysis of the responses to the statement and the educational qualification of the learners showed that this 18% included those who were already holding tertiary diplomas from a university of technology. A further analysis of the above data from the learners indicates that the majority of the respondents involved in the survey showed this part of the training to be satisfactory.

6.8.2 Workplace-based training

At the beginning of the learnerships the learner contractor and learner supervisor were required to register a new close corporation (CC). This means the existing company which the contractor applied with was removed from the CIDB database and the track record was transferred to the new close corporation. There were twenty-four close corporations, each headed by one contractor and two site supervisors.

Photographs 1 & 2: Learners working on water projects

Participating learners were asked about their experience in the workplace. The majority of respondents (88% or 15 out of 17) agreed or strongly agreed that the workplace-based training provided had met the identified skill needs of contractors and supervisors. This group felt that the workplace experience was applicable and covered the practical part of the learnership and that they did, in fact, gain relevant experience and develop skills. Some of the learners (12% or two out of 17) who indicated that their current jobs did not assist them to achieve the learnership outcomes stated that this was due to the fact that mentors were not available.

As shown in Figure 6.12, learners were asked their views on the perceived impact of the workplace training. In this regard, 88% (15 out of 17) agreed or strongly agreed that the overall impact of experience gained from working on the projects had increased their level of confidence. Twelve percent of the respondents were negative on the statement. This small number reported that learners were often frustrated during the workplace training.

"The overall impact of experience gained from working on the projects had increased my level of confidence."

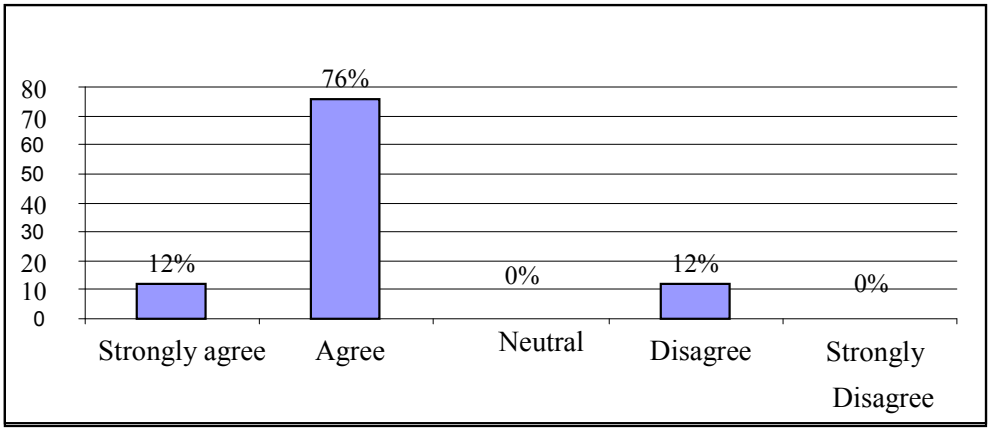

Figure 6.12: The overall impact of the workplace training on confidence level

There was inadequate number of mentors in order to assist the contracting companies in the workplace. Each contracting company was granted three projects executed in three sessions of learnership programme. During the first project, there were five mentors, which meant one mentor was assisting five contracting companies. On the second project, there were four and each one of them worked with seven contractors. During the third project only two remained, with nineteen contractors, and each mentor was in charge of ten contracting companies. This inadequate number of mentors could influence the outcome of the work-based training and the performance of individual learners on the projects.

In terms of future sustainability of the skills learned, the great majority of learners (94% or 16 out of 17) were positive that the skills learned on projects could be used for operating and maintaining projects in the future. Just over three-quarters (76% or 13 out of 17) of respondent learners felt that the skills learned on projects were highly transferable. A further 24% felt that the skills learned by learners were transferable to some extent.


Photographs 3 & 4: Learners working on road projects

With regard to how well work-based training had succeeded in giving skills to those who needed them most, 70% (12 out of 17) of learners said that the projects had succeeded " a lot", and 18 % (Three out of 17) said they had succeeded " a little". A further 12% (two out of 17) of the respondents were not sure. These are, of course, subjective evaluations. However, one manager and two mentors emphasised that the major challenges faced in this phase was the learners' high expectations from the learnership and sometimes their lack of responsibility towards learning.

6.9 Training and job placement

Learners were asked if they were employed at the time of the survey and how long it took from the time they completed the learnerships to the time they started working.

Employment before the Learnerships	**Time from Training Completion to the Current Job**				
	I already owned a company	Immediately after learnership	After three months	After five months	After one year
Yes (53%)	35.3% (6)	5.9% (1)	11.8% (2)	-	-
No (47%)	17.6% (3)	11.8% (2)	5.9% (1)	5.9% (1)	5.9% (1)
Total (100%)	52.9%	17.7%	17.7%	5.9%	5.9%
Number (17)	9	3	3	1	1

Table 6.3: Economic status before learnerships by time to the current job

Table 6.3 shows that among learners who were employed or self-employed (53%) before the commencement of the learnerships, 35.3% (six out of 17) already owned companies as contractors and one (5.9%) immediately became an independent contractor after the learnership completion. Two of this group (11.8%) immediately changed their career into the construction sector after the learnership programme.

Of those who were unemployed (47%) and expecting to get jobs after eThekwini Vuk'uphile I Learnership Programme, 17.6% (three out of 17) of them owned contracting companies able to tender. Another 11.8% (two out of 17) were immediately employed; one (5.9%) was employed after three months and another one (5.9%) found job after five months. The remaining 5.9% (one out of 17) of them was finally employed after a year. Table 6.3 shows that, in this learnership programme, 87.5% of the respondents previously unemployed had found employment within of six months of completion of learnerships. This is a positive finding, reflecting well on the eThekwini Vuk'uphile I.

Learners were asked about the way they found the current jobs. More than half (53%) reported that they already owned contracting companies after the completion of the learnerships. Among the supervisors who did not continue to work with their contractors, 6 % got jobs through friends; 6% were assisted by the Department of Public Works that was co-coordinating the learnerships. Six percent of respondents found jobs through newspaper advertisements. Still others made other efforts to look for jobs.

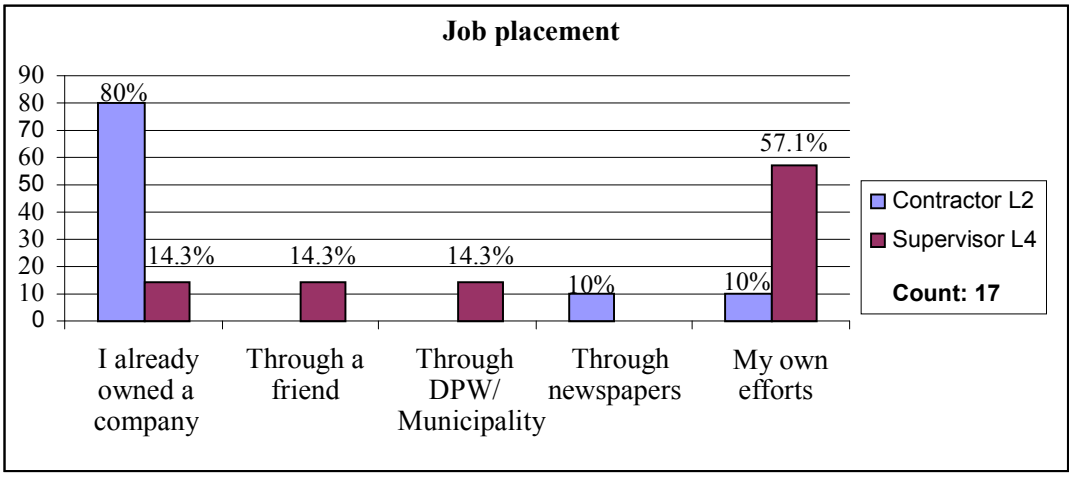

Figure 6.13: Correlation between NQF Level and the ways learners got jobs

The correlation between NQF levels and job placement (Figure 6.13) indicates that 80% (eight out of 10) of contractors continued to run independently their new companies. The remainder (20% or two out of 10) could not make their way, but got the opportunity to sustain their emerging companies through newspapers and their own efforts. Concerning supervisors, 14.3 % (one out of seven) had found construction jobs through a friend; 14.3% of them were helped by DPW or eThekwini Municipality to find jobs. More than half (57.1% or four out of seven) found employment by their own efforts.

When asked to indicate the financial support provided by the NDPW and the eThekwini Municipality after the completion of the programe, almost 35% (six out of 17) of learners reported that they did not receive any kind of support. Some learners stated that these two stakeholders informed them about job availability, projects to tender for, opportunities for learners to gain work experience, business advice and supply contacts. A few mentioned that the municipality called for learners who needed start-up capital for the companies. One of the learner contractors said:

> *Actually, when we finished with our projects, there was a bank, ABSA, which was brought into the projects to assist the contractors. After we finished with the learnerships, we have been called by the Project Management Unit (PMU), asking if we were doing the new projects and needed any assistance. I think there were some financial institutions that were willing to assist contractors* (Learner contractor).

6.10 Learners' opinions and satisfaction

This section focuses on learners' overall rating of the programme. Learners were asked whether or not the training in the eThekwini Vuk'uphile I had met their expectations.

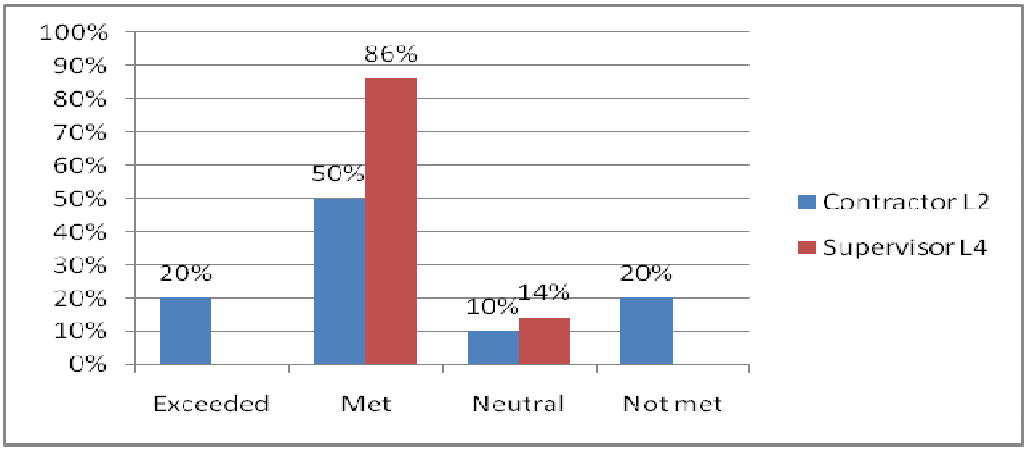

Figure 6.14: Comparison between NQF Level and training expectations being met

As shown in Figure 6.14, (20% or two out of 10) of the learner contractors said that their expectations had been exceeded and that the learnership programme was far better than they had expected; half (50% or five out of 10) reported that their expectations had been met. Ten percent of learners were neutral on the statement and the remaining 20% stated that the learnership programme did not meet their expectations. More than three-quarters (86% or six out of seven) of the supervisors said that their expectations were met; 14 % (one out of seven) of them was neutral on the statement.

Learners were asked to give an overall of rating of the eThekwini Vuk'uphile I, whether they were satisfied with the programme, since it was a pilot project. More than three-quarters (76. 5% or 13 out of 17) of them said that they were satisfied or very satisfied, 11.8% were neutral and 11.8% reported that they were not satisfied with the programme after completion.

Learners were asked if they could recommend the same type of training to a friend or relative. The majority (88%) were positive and 12% were negative. When asked if they had benefited from the programme after a long period of training, compared to the expected time, 88% of the learners said "yes, the learnership programme has paid off". The other 12% said "no". Those who were positive about the programme were asked to explain their points of view. They said:

I did benefit in terms of business plan. With regard to costing and project management, some of the modules we studied I am using them now. I would say that I use every thing learned. From the technical side of it, I benefited a lot; for example, I never worked on the road, but during the learnerships I learnt how to work on this kind of the projects. I enjoyed it. I enjoyed it to tell you the truth. Because of the learnership programme that is why I am who I am today (Learner contractor).

Yes. I think it has paid off. This is because the experience I gained from the training I am using it in my company projects. Although some of us owned already companies, we needed more knowledge and experience on how to manage projects, how to work on labour intensive projects. We did not have the qualification to do those kinds of projects. Again the other reason was that our supervisors got NQF Level 4, while we as contractor should be trained for NQF Level 2. Since I had a company before, it was just a small one. That was an opportunity to make sure I get a training required in terms of labour intensive projects (Learner Contractor).

The implication is that the learners benefited from eThekwini Vuk'uphile I programme in different ways. Each learner viewed the success from the point of his or her main reason for enrolling in the programme and his or her expectations. According to the learners, the programe had paid off in terms of four benefits. First, helping the previously unemployed learners to get jobs after completion of the eThekwini Vuk'uphile I; secondly, some have become self-employed, running contracting companies; thirdly, those who had small contracting companies had acquired skills and knowledge in business plans and construction project management. Lastly, some learners viewed the benefit in socio-economic change for their families.

Concerning the main reason for enrolling in the programme and expectations, a few learners stated that the programme had not paid off. They gave the following reasons:

*I cannot say that it has paid off because I have to work under 'icon' company. This is due to the fact that I could not compete with others in terms of tendering. It is challenging to start my own business. It is difficult to say that it had paid off because my company is not running as it should (*Learner contractor).

People who are flourishing are those who came in being well balanced. They are very successful because they were already financially OK. But those who came in financially embarrassed you will find them failures, failures. The rest of the contractors are struggling because they needed to start from scratch in terms of starting capital. For example, in terms of capital to start a project, we need a site establishment, plants, materials; and we need money for paying a labour, hiring or buying equipment. This is the reason why some of class mates are millionaires and few of us have returned to the same condition where we were, although we studied in the same class, having gone through the same training. In my case, I have never had money; I started from scratch. We can also succeed if we receive a financial support (Learner contractor).

Those who said that the programme had not paid off revealed two factors from the point of view of the learner contractors. These are the track record of the existing company and financial stability. These factors could allow the emerging contractors to sustain themselves and to compete in the open market once they had completed the programme.

It was very important during the evaluation of the implementation the eThekwini Vuk'uphile I Learnerships to look at the main reasons for learners dropping out. The success of a contractor learnerships programme depends on the fact that the learners remaining in the programme and terminating as planned. Managers, training providers (instructors), mentors and learners themselves were asked to indicate their opinions. Although all contractors remained in the programme, a small number of supervisors dropped out.

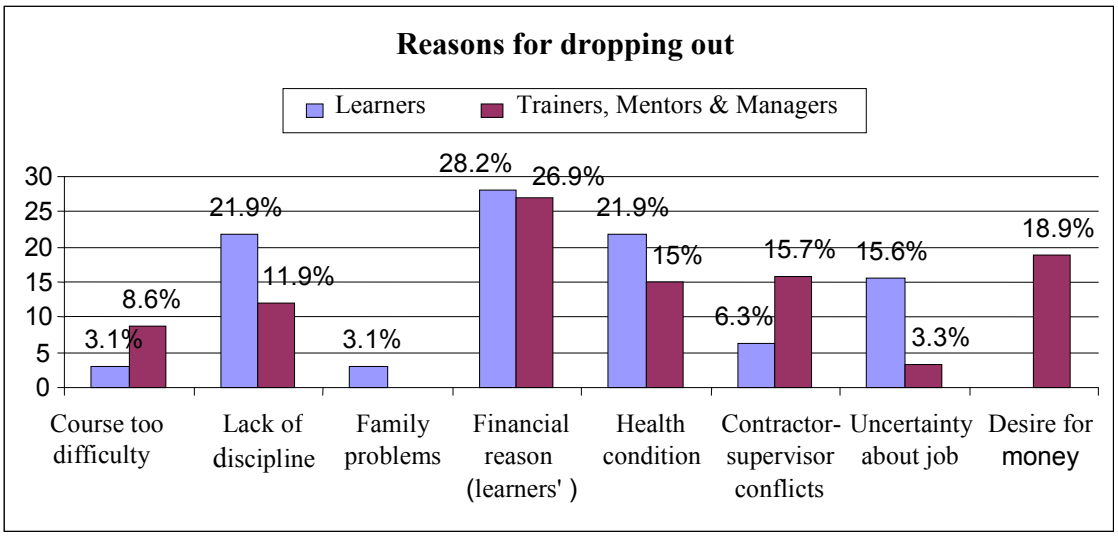

Figure 6.15: Major reasons for learners dropping out

Note: Frequency in Figure 6.15 refers to the number of times each reason or factor was mentioned as having contributed to the learners dropping out from the learnership programme. Although most learners, trainers, mentors and managers mentioned only one of the eight reasons, there were some who gave more than one reason. This was a multiple response question analysed by SPSS software.

Figure 6.15 indicates that most of the supervisors dropped out because of financial reasons (scoring 28.2% for learners and 26.9% for trainers, mentors and managers). The average for this reason is 27.6%. It relates to the desire for money (18.9%). This first major reason might have affected the effectiveness of the learnership implementation. One of the successful learners said:

> *There was a delay to start working on the projects. We stayed at home almost six months without doing anything and earning any income to support our families. Some of us could not look for employment to support the families. We needed to feed our families, pay bills; and yet we were not earning any income from the programme. Moreover, many of us lost their small jobs to join learnerships for a*

better future; while we were waiting for the projects to start, they stopped giving us the stipend which could help us (Learner).

Delay of the construction for the learners to get practical experience was the other cause of dropping out. If they do not begin early with the projects they lose interest. Another consequence of the delay of the projects is that during the time they are waiting for the projects they do not receive stipend and they drop from the programme accordingly (Training Provider).

The second major reason was the health condition of the learners. This scored 21.9% for learners and 15% for trainers, mentors and managers. The average score is 18.5%. At the time of the survey, five contractors and other supervisors had already died. The third major reason is a lack of discipline**.** Learners scored 21.9% and the others 11.9%. The average for this reason is 16.9%.

6.11 Major problems experienced during the learnership implementation

Implementation evaluation becomes more useful to stakeholders when it goes on to provide information about the sources of problem and strategies that might help resolve the problem. Managers, training providers, mentors and learners were each requested to identify and outline what in their contexts were the major problems hindering the effectiveness of the programme implementation. They were asked to suggest what they thought could be done to address the identified problems.

A summary of their responses is provided in the following tables. All respondents in the survey highlighted some common problems with regard to the workplace.

1. Learners

Problems Identified	Suggested Solutions
1. Delay on issuing and availability of the projects.	1. Learnership should not reside in the PMU but in the Project Steering Committee so as to issue projects timeously after class.
2. Loss of projects due to insufficient timing and wrong labour-intensive projects.	2. Finding suitable projects for the labour-intensive learners, giving proper timing and the right amount of money.
3. Frustration caused by lack of co-ordination and by ill-treatment.	3. Appointment of co-ordinator between class sessions and workplaces.
5. Contractor-supervisor conflicts.	5. Putting in place conflict management.
6. Disputes on NQF levels.	6. Contractors and supervisor should be trained for the same level (NQF 4)
7. Lack of commitment/buy–in by stakeholders.	7. Involvement of all stakeholders and line managers.
8. Lack of financial support after completion of learnerships.	8. Providing funds to sustain the emerging companies.
12. No recognition of prior learning.	12. RPL should be implemented.
13. Delay on issuing certificates.	13. Learners should be granted certificates after completion of the learnership.

Table 6.4: Problems raised by the learners

2. Training providers

Problems Identified	Suggested Solutions
1. Timing of issuing the contracts or projects.	1. The projects should be organised at the same time as the class training.
2. Lack of linkage of contracts to appropriate size.	3. Identifying contract sizes and allocating projects timeously.
3. Lack of proper mentorship designed to the outcomes of qualification.	3. Structuring mentorship to the standards of the qualifications.
4. Lack of collaboration between stakeholders.	4. Trainers have to spend at least 30% of the time with learners on workplaces.
5. Financing classroom training providers, trainers and mentors.	5. Payment of stipend and training fees to be done timeously.

Table 6.5: Problems raised by the training providers

3. Mentors

Problems Identified	Suggested Solutions
1 Delay on issuing projects/contracts.	1. The projects should be organised at the same time as the class training.
2. Insufficient contracts.	2. Sufficient labour-intensive projects.
3. Lack of collaboration between trainers and mentors.	3. Greater collaboration between trainers and mentors.
4. Lack of support after completion of the programme from ABSA Bank.	4. Financial provider should continue even after learnerships.
5. Link between class lessons and practice on workplace sites.	5. Better planning.

Table 6.6: Problems raised by the mentors

4. Managers

Problems Identified	Suggested Solutions
1. Learners who are not committed to the programme.	1, 2, 3, 4 & 5. Recruiting learners with interest in the programme, not job-seekers who saw the advert and since they were not doing anything they came to the programme.
2. Managing learners who have high and unrealistic expectations of learnerships.	
3. Learners' absenteeism.	
4. Termination of a learnership due to misbehaviour of the learner supervisor.	
5. Learner contractor/learner supervisor disputes mainly on profits and NQF.	
5. Passing away/ death of learners who were on the programme.	6. No suggested solution
7. Availability and timing of suitable projects from eThekwini Municipality.	7. Project Steering Committee to be established up front.
8. Communication lines with CETA, training providers and NDPW; complexity of inter-relationships at all levels.	8. Trying to have a buy-in from council officials of the programme at all levels for the municipality implementing the workplace-based training.
9. Relationship between mentors and contractors.	9. Terms of reference for mentors to be identified from the start.
10. Political interference.	10. Nominate EPWP champion council and political representative and present to all officials of the public body.

Table 6.7: Problems raised by the managers

1. Availability of suitable projects in time

The delay in issuing the project after the classroom session was one of the major problems mentioned by all respondents, including the managers. It had an impact on the motivation

of learners. Learners mentioned that the delay in issuing projects in time had two negative results: unexpected long duration of the eThekwini Vuk'uphile I and frustration.

In addition, they pointed out the lack of smooth flow of the activities and willingness of members of the public body. One of the unsatisfied learners pointed out that:

> *The key comment is that the municipality is the principal implementer of this learnership programme. Now the person heading the programme, which is to be implemented, must be someone who is willing and has courage to develop the emerging contractors. Second part of it is that there must be a smooth flow of the activities. For example, if the guys are in the class for three months, and on the fourth month they need to be on the projects, someone must be able to manage that process. So that there is no standing time between class and project as it happened to us* (Learner).

Interviews with the managers highlighted the line of communication between top managers and line managers in the municipality. The middle managers who were in charge of allocating projects to labour-intensive learnerships, were not involved in the planning process. It was too late for the middle managers to find projects in the host communities and to mobilise the councillors to work with the emerging contractors.

2. Commitment and buy-in of stakeholders

With regard to the implementation of the eThekwini Vuk'uphile I, all respondents continually pointed fingers at the lack of collaboration between the stakeholders. Learners reported that community councillors and engineers within the municipality did not know much about EPWP-Contractor Learnerships. One of the learners said:

> *We went for the projects; they* [community councillors] *did not know about us and were so frustrated when they saw us. They were just surprised to see us as EPWP-learners. On the site there were already other emerging contractors. They*

[community councillors] *were asking us "who are you?" "We do have our contractors; you have come here to take the jobs from our people!" Even the councillors were so negative, they did not like us. Some did have their own companies and we so frustrated because of that* (Learner).

3. Losses of projects due to capacity of learners and insufficient timing

Matching project size and capacity of learners to avoid loss was the other cause of frustration in learners. Both learners and mentors raised this problem. It was stated that there was the potential problem of learners being saddled with substantial debt if they failed to perform. This was caused by mismatching between the project size and the capacity of the learners. As a solution, one of the respondents suggested that workplace training of the eThekwini Vuk'uphile should reside in the Project Steering Committee:

That department will be able to identify the projects that are very easy for labour-intensive learnerships. Because what we saw is that, we were trained for labour-intensive projects, but on the workplace we were randomly given projects on the sites, rushing as well. We found out that the projects that we were undertaking were not for labour- intensive. They were done in conversional methods (Learner).

Two learners who lost two projects each explained that the causes were linked to timing and experience of the local workers**.** The calculation of timing was a problem. One of the two contractors stated:

A person is given three months to finish a project with a supervisor who is also a learner, and labour-intensive workers from the community without training. From the host community, the councillor will just bring people without experience in construction and whom the contractor did not assess. I needed to train them from scratch despite my time given to finish the project. This caused some delays to finish a project. This is why some learners lost in the projects and still owe money from the ABSA Bank (Learner).

4. Learner contractor/learner supervisor disputes on profits, bonuses and NQF

The conflicts between a contractor and his/her supervisors resided firstly on qualifications. A contractor was trained for lower NQF Level 2 as a 'business entrepreneur' whereas the supervisors were trained for a higher NQF Level 4 as they targeted the technical execution of the works. In other words, the employees were more qualified than the employer. This fact had also consequence on sharing the profits and bonuses from projects.

6.12 Conclusion

This study is limited to the implementation of the learnership programme. The focus is on the delivery of the learnerships in the EPWP in eThekwini. The data provide evidence which confirms that there was a certain degree of congruency or fidelity between intervention and target group.

Learners emphasised a few issues that caused problems, even frustration, in the workplace. Some were major problems and others were minor problems, concerning the implementation of eThekwini Vuk'uphile I. Four major problems were identified by the learners, mentors, trainers and managers. These are: availability and timing of projects from the municipality; commitment and buy-in of stakeholders; losses of projects; and learner contractor/learner supervisor disputes on profits, bonuses and NQF.

Chapter 7 will discuss, and draw conclusions from, the findings in the light of the key research questions outlined in Chapter 1. The researcher will attempt to make a few suggestions or recommendations in this regard.

CHAPTER 7: DISCUSSION, CONCLUSION AND RECOMMENDATIONS

7.1 Introduction

The purpose of this study was to evaluate the effectiveness of the implementation of the Contractor Learnership Programme, using the case study of the eThekwini Vuk'uphile I. The specific objectives of this study were to evaluate the three components of the construction learnerships in the EPWP: first, the process of the learnership programme which involves the evaluation of its trajectories. It includes the recruitment and selection of learners, the process of formal training, workplace training on the projects and the final outcome, which is the job placement; second, the products of the theoretical training or the assessment of the general training intervention which determines the effectiveness of the learnership programme in providing learners with the appropriate skills to perform their duties in the projects allocated and in future workplaces. It includes the training providers, facilitators, training materials, assignments and exams in class; third, the direct beneficiaries or the learners which refers to the level of learners' satisfaction with the EPWP-learnerships approach of training, the learners' perception of the learnerships in this construction sector, the level of application of the skills acquired and the level of job opportunities after completion of the learnerships.

Measuring final indicators of the successful implementation leads to two major desired outcomes which are fixed in the overall objective of this study: the placement of the learners in a sustainable contracting firm and/or employment of a minimum of 50% of those who have completed the eThekwini Vuk'uphile I Learnership Programme within six months of completion (DoL 2005).

This concluding chapter brings together the previously identified findings and interprets them. However, the purpose in this section is not to provide detailed discussions of all the findings (as this has been done in Chapter 6), but to relate highlights of major findings and indicate limitations within which conclusions and recommendations are made. The first section discusses the major findings by identifying key themes. The following section takes

these findings and answers the seven research questions identified in the introduction of this dissertation. The research report concludes with lessons learnt and recommendations suggesting how future construction learnerships may be handled in order to focus on advancing EPWP-Learnerships in eThekwini.

7.2. Discussions of the major findings

7.2.1 Criteria specification of the target population

The findings revealed that the majority of the learners came from the target population. More than half (53%) of the learners were in the age category 18 to 35 years. Construction is one of the skills shortages in South Africa, to which youths have not previously had access. Research done by Smith *et al.* (2005: 543) in other learnerships shows that 96% of the learners were youths from the age of 19 to 35 years old.

The difference in findings between the present research and those of Smith *et al.* can be explained by two factors. First, youths from disadvantaged backgrounds are rarely found in the construction career due to lack of opportunities in private training and their parents are also unskilled. Second, they are from schools where the education system is not vocational, as it is in technical colleges. Poverty prevalence among the historically disadvantaged communities in KwaZulu-Natal has an impact on youth. As a consequence, many young people cannot own contracting companies.

Skills development and gender

Requirement of high levels of skills and knowledge for employment in South Africa tends to disadvantage women, due to historical limitations on access to education and training. As response to this fact, the eThekwini Vuk'uphile I Learnership Programme created a space for women. Although female learners were under-represented, 24% is a reasonable number. This low percentage of women can be explained by the fact that the construction profession was previously viewed as a male career. However, research done by Smith *et al.* (2005) in

another SETA demonstrated that women were represented by 55%. This was due to no restrictions on work experience in the field of the learnership programme.

The concerns of government and donors concerns have led to various schemes to encourage participation of women in traditionally male-dominated trades. McGrath (2002: 425) points out that there are two major challenges arising: the access of women to employment and opportunities for female access to skills development. He concludes that "there is little evidence here to date but there does appear to be the possibility of better opportunities for female access to skill" (ibid). The present findings have indicated that women can also be independent construction contractors or construction supervisors.

Residential areas of the learners

The findings demonstrated that respondents from rural areas were represented by 35% and those from urban areas by 65%. This study was able to draw a relationship between the recruitment of learners within areas of residence and NQF Levels. The highest number of contractors representing 80% of the respondents was found in urban areas, while the rural areas had the lowest (20%). Concerning supervisors, 43% came from urban and 47% from both rural formal and rural informal.

There are three possible reasons for this under-representation. First, it may be an indication that constructing companies are few and far between in the rural areas. Second, the marketing campaign on the eThekwini Vuk'uphile did not reach the target population in the rural areas. Lastly, the applicants did not meet the selection criteria.

Economic status of Vuk'uphile I learners

This study confirmed that 53% of the learners were employed or self-employed in contracting companies and 47% of them were unemployed. The eThekwini Vuk'uphile I targeted both the employed and the unemployed. The findings demonstrated that the majority of the learners had unskilled and unemployed parents.

These findings on the economic status of the learners proved that the learnership programme targeted both categories of learners. The rationale for the provision of learnerships may be viewed as a strategy for inclusion for those with low educational achievement and those from disadvantaged socio-economic backgrounds. The eThekwini Vuk'uphile I objectives provided important opportunities for those in the programme to gain practical experience.

7.2.2 Access and selection of learners

Publicity campaign and marketing

The findings revealed that local newspapers were the largest (64.7%) source of knowledge about the existence of the eThekwini Constractor Learnership Programme. This implies that, for many beneficiaries of the contractor learnership in KwaZulu-Natal, newspapers appear more informative than local radio.

Since the Vuk'uphile Programme was new in KwaZulu-Natal, attracting the target population was crucial. Thus, learnership programme managers need to be concerned with how best to motivate potential targets to seek out programmes and participate in them. With regard to access to eThekwini contractor learnerships, it can be concluded that the strategy used to market the programme was efficient.

Selection of the eThekwini Vuk'uphile I learners

It was reported by all respondents that the selection of learners was flawed. Two of the learners and one training provider complained that educational levels of the learners were unequal. Learners who already held academic qualifications or long work experience felt frustrated by the slow pace of the teaching and contents of the course. Conversely, learners who had never worked and had no idea of the expectations of the workplaces caused many

challenges during the implementation of the programme. This problem resided in the improper screening of the learners.

The findings from other research done in South Africa on the evaluation of a learnership academy model revealed the same selection problems (Du Toit *et al.,* 2005; Babb & Meyer 2005). Three challenges were identified. First, learners who were over-qualified might have been frustrated by the slower pace of teaching and/or learning in the classroom. Secondly, learners without any experience in construction found it difficult to cope with workplace training. Thirdly, learners had different expectations on the outcomes of the learnerships (Du Toit *et al.,* 2005: 56).

In addition to this, the findings from eThekwini Vuk'uphile I has revealed a fourth challenge as a result of an inappropriate selection. During the workplace training of eThekwini Vuk'uphile I, a contractor was supposed to have two supervisors appointed at the project site. However, two contractors stated that they did not have the same supervisors during the last projects. This was due not only to conflicts but also to the fact that neither contractor nor supervisors belonged to the same old company.

7.2.3 Theoretical and workplace-based training of the eThekwini Vuk'uphile I

The present study revealed that learners had satisfactory experience from this part of the eThekwini Vuk'uphile I Contractor Learnerships. These are positive findings, reflecting well on the training providers involved in the implementation of the eThekwini Vuk'uphile I. This phase is crucial because it defines the tasks and operations that can be transferred to the workplace. In other words, the knowledge and skills learnt during the classroom sessions represent what the learners need to learn to be able to do the job. The success or failure of this phase can have an impact on the performance of the project.

This study indicated that learners were not equally positive about on-the-job training as they were in the theoretical part of the training. This was due to the long interval between classroom sessions and on-the- job training. As a result, some of them even lost

enthusiasm about working on the projects. This was the shortcoming in the implementation of the eThekwini Vuk'uphile I.

The higher expectations from the learners on financial gain are an indication that there was a misunderstanding of the EPWP-Contractor Learnership Programme. With regard to the stipend and allowance given to learners on vocational training, Skinner (1998: 14) felt that these can attract candidates for financial reasons rather than for the training itself. The study done by Du Toit and others (2005) on labour-intensive learnerships in South Africa demonstrated that some learners had financial reasons for enrolment. It is suggested that the Public Bodies take an active role in the selection process. This will reduce the number of learners trying to get into learnerships solely for the monthly stipend.

Transferability of the skills gained from on-the-job training

In spite of shortcomings of the programme, and with regard to the training itself, the learners acknowledged the experience in the workplace. The study confirmed that the skills learned on projects were highly transferable. It also revealed that mentors were a resource in short supply. Some mentors left the programme and it was difficult to find replacements. This explains the reason why a few of the learners reported not getting work experience, as they had expected. This inadequate number of mentors could influence the outcome of the workplace-based training and the performance of individual learners on the projects.

The success of a contractor learnership programme implementation does not only depend on the availability of projects but also on mentorship. Suzanne (2008: 3) felt that mentors should be selected on the basis of personal qualities such as commitment to the development of people, willingness to support learners and interpersonal skills such as empathy. The findings proved that a mentor can contribute to the success of the learnerships.

The overall impact of workplace training on confidence level

There was a considerable impact of workplace training in giving skills to learners. Some driving forces can be noted in the implementation of eThekwini Vuk'uphile I Learnerships. In order to reflect on the value gained from previous experience, it is vital to discover the factors which promoted and encouraged successful implementation during projects. The first factor is on- the-job training. Although not assessed in detail during this study, the literature review has shown that on-site supervision is crucial for the successful implementation of labour- intensive construction programmes (Ngebulana 2006: 141).

7.2.4 Job placement, sustainability of the emerging company and support after the completion of the learnership programme

The unemployed learners expected to get jobs after the completion of eThekwini Vuk'uphile I. The majority (90%) of the previously unemployed learners have found employment within six months after completion of the learnerships. This was due to the recognition of the learnership programme by employers, who could now consider their qualifications. This is a positive finding, reflecting well on the eThekwini Vuk'uphile I.

The study revealed that, after completion of the programme, a few learners received support from the NDPW and eThekwini Municipality. The findings confirmed that, occasionally the public bodies could inform on job availability and projects to tender for, could arrange opportunities for learners to gain work experience, give business advice and supply contacts.

7.2.5 Major problems experienced during the learnership implementation

The identification of reasons for shortcomings in the eThekwini Vuk'uphile I Learnership Programme could help the NDPW to avoid repeating similar mistakes in the implementation of future projects. The study has identified four major problems.

1. Suitable projects were not available in time. This was the major impediment of the effectiveness of the implementation of the eThekwini Vuk'uphile I. The present study confirmed that the delay on issuing projects timeously had three major disadvantages:

(a) It implied extended periods of dormancy and therefore resulted in lack of continuity of learning;
(b) It led to de-motivation among learners, especially supervisors, who dropped out;
(c) It led to longer course duration and caused financial problems and frustration to the learners.

The root cause of this problem was the disregard of the involvement of important stakeholders in charge of the project allocation. First, there was a communication breakdown between top and middle managers of the programme implementer (eThekwini Municipality). Secondly, the Project Steering Committee and the middle managers who were in charge of allocating projects to labour-intensive learners were not involved in the planning process.

In connection with the above impeding factors, the study revealed that the implementation of the EPWP- Contractor Learnership Programm is a networking process. It involves multiple actors at multiple levels. Many studies prove that the more actors who are involved in an implementation process of a programme; the more difficult it becomes to reach agreement (Kickert *et al.,* 1997: 54). For this reason, getting an agreement from a number of actors belonging to different organisations and structures is difficult.

Secondly, it is the primary stakeholders involved in a learnership programme who will make it succeed or fail. Programmes without good stakeholder consultation are setting themselves up for failure. Those that do consult widely increase their chances of success. Therefore their participation in the planning phase is crucial. In the case of eThekwini Vuk'uphile I, the NDPW and the PMU would have included well-selected representatives from the primary stakeholders in the Project Steering Committee during the planning meetings.

2. There was no commitment and buy-in from stakeholders. The study identified 'willingness' as one essential quality required by the programme implementers to support the learning. There must be a sense of commitment to developing contractors and creating a positive team spirit. This would be demonstrated through stakeholders' relationship building and open and transparent feedback and dialogue.

The programme implementers are people responsible for delivering the workplace training to the learners. Chen (2005: 25) points out that the implementers' commitment, enthusiasm and other attributes can directly affect the quality of service delivery. Thus, the implementers' competency and commitment have a direct effect on the quality of the intervention delivered to the learners and therefore the effectiveness of the eThekwini Vuk'uphile I in large part depended on them.

3. Some learners lost projects due to capacity of learners and insufficient timing. Learners complained that they were involved in teaching the local labourers before the commencement of work on the site. The time allocation from award of tender to commencement of construction needed to be reviewed.

As far as the mentors were concerned with advising the contractor on managing projects to avoid loss, they mentioned two technical causes. They were failing to complete the project in the time agreed and the under-contract. First, contrary to the agreed time stated in the contract, failing to complete the project resulted in paying a penalty. The legislation on General Condition of Contractor Works published by the South African Institution of Civil Engineering (SAICE) (2004: 26- 27) helps understand more about this loss. It states:

> 42.1 *Subject to any requirement in the Scope of Work as to the completion of any portion of the Permanent Works before completion of the whole, the whole of the works shall be completed within the time stated in the Contract Data calculated from the Commencement date.*

> 43.1 *If the contractor shall, by the Due Completion Date, fail to complete the Works to the extent which entitles him [her] to receive a Certificate of Practical Completion in terms of Clause 51.2, the Contractor shall be liable to the Employer for the sum stated in the Contract Data as a penalty for every day which shall elapse between the Due Completion Date and the actual data of Practical Completion.*

The delay did not only result in paying a penalty, but also in increasing costs. The contractor continued to pay the workers according to the extra time spent on the project. The contractor had to borrow more money from ABSA Bank, which was not included in the project budget and not refundable from the employer.

Secondly, the study revealed that some projects were under-contracted. According to the mentors and learners, the amount of money for a project was sometimes not enough compared to the project works. This finding is not general to all contractors, but specific to those who lost the projects. Contractors did not yet have sufficient knowledge of financial and project management. As a result, they could not calculate the cost-benefit of the project according to the items required to finish the project. These items were, for example, machinery, labour, site establishment and bank interests.

4. *There were learner contractor/learner supervisor disputes on profits, bonuses and NQF Levels.* In the project execution and company operation, some disputes occurred between the contractor and supervisors regarding financial benefits. The disputes negatively affected their relationships, impeded the projects and emerging company operations. The Vuk'uphile forms the construction firm to include one learner contractor (NQF Level 2) who operates as entrepreneur and supervisors (NQF Level 4) as employees.

However, there was ambiguity with regard to the ownership of the firm. The supervisors believed they were working with the contractors as partners deserving equal share of the project profits. Some supervisors stated that their NQF Level 4 training is technical-based and the programme informed them that it is higher than the entrepreneurial-based NQF

Level 2 training for the contractors. With their higher training they perform more important technical tasks in the project execution than contractors, with less training, who only perform managerial tasks.

Egbeonu and Mc Cutheon (2008: 3) found that a source of the disputes was the fact that the site supervisors' contract of employment did not clearly state the supervisors' duties and wages. "Because of this the supervisors began to think that they are co-owners of the business and therefore must enjoy the same wages and privileges as the contractor" (ibid). The same holds true for the implementation of the eThekwini Vuk'uphile I. The supervisors felt highly dissatisfied and began to contest for higher wages, share of profit and/or business ownership. The disputes negatively affected their relationships and company operations and the objectives of the eThekwini Vuk'uphile I in general. This was one of the reasons for supervisor dropout.

7.3 Conclusion

A first question that was asked was whether the specific activities, timing, services and learners' participation were applied as designed, to achieve the objectives. During the implementation process, three classroom sessions and three workplace training sessions were held. The on-the-job training took place between sessions of classroom training. The timing was not applied as it should have been because of the availability of the suitable projects for labour-intensive methods. Timing was not achieved. This caused the programme to extend beyond the time frame.

Second, to what extent was the programme reaching the intended target population? More than half (53%) of the learners were in the age category 18 to 35 years. Women were presented by a reasonable number of 24%. Although only 20% of contractors came from the informal rural areas, the supervisors were 49% from rural areas, where a large number of people in KwaZulu-Natal are poor and disadvantaged. Furthermore, almost half (47%) of the learners were unemployed.

Third, how effective were the sources used to market the existence of the learnership programme? The EPWP-Contractor Learnership Programme is new in KwaZulu-Natal. Therefore attracting a target population was crucial. The local newspapers were the most effective source of knowledge about the existence of the eThekwini Constructor Learnership Programme.

Fourth, did the training centre have the resources and capacity to implement the learnership programme as planned? Learners were positive on the didactic materials used in the classroom. They acknowledged that the training providers used up-to-date equipment, facilities and materials during classroom sessions. Trainers had an excellent knowledge of the subject contents.

A fifth question was whether or not there were strategies implemented to assist learners in finding employment, either in the formal sector or in sustaining their existing companies. All graduates in need could not be reached because there was no system in place to track the learners after completion. However, a few learners received support from the NDPW and eThekwini Municipality. Occasionally, the public bodies could inform about job availability and supply contacts from employers. Since there was no start-up capital for the contractors, projects offered by the eThekwini Municipality to tender for could help the contractors sustain their firms beyond the learnership programme. But more financial support was needed by those who came onto the programme financially weak.

Sixth, to what extent have the eThekwini Vuk'uphile I Programme components contributed to achievement of the objectives? The objectives of the programme were to create sustainable contractors who are able to tender for, to compete in the open market once they complete the programme and to develop sustainable skills for those previously disadvantaged and unemployed through theoretical training by accredited training providers and on-the-job training. If these indicators are used, then the implementation has been successful. This is because the majority of emerging contractors visited by the researcher on the sites or offices during the data collection process were found to be successful. A

large number of contractors (80%) continued to run their new companies independently, by being offered more tenders than before, due to the new skills gained.

The majority (87.5%) of previously unemployed learners (contractors and supervisors who completed the programme) have found employment within six months of completing the learnerships. Moreover, learners had positive views on the programme.

In sum, on the basis of the above three success indicators and the findings of the present study, certain conclusions within the context of the key research questions emerged. The implementation of the eThekwini Vuk'uphile I Learnership Programme, as a pilot project, appears to have been successful. The implementation has had a positive impact on developing the emerging contractors in the eThekwini Municipality and enhancing job opportunities for those previously unemployed. It has contributed to the South African economy by, first, increasing the number of skilled workers in the labour market pool and, in particular, increasing the skills of previously unemployed learners. Secondly, it has supplied skilled workers for the infrastructure sector and, thirdly, it had enabled individuals with skills to become self-employed through SMME creation.

Seventh, what problems were there and how can they be solved in future? As a pilot project, eThekwini Vuk'uphile I experienced considerable challenges. The main problems concerning implementation were availability of suitable projects in time, commitment and buy-in of stakeholders, loss of projects due to capacity of learners and insufficient timing, and learner contractor/learner supervisor disputes on profits and NQF Levels. Suggested solutions to these problems are given in the recommendations below.

7.4 Lessons learnt and recommendations

The findings of this study have indicated key lessons learnt in implementing a programme of this nature. Although the implementation of the EPWP-Contractor Learnerships is complex, because it involves multiple actors at multiple levels, this study indicated that good work was done by the EPWP team. Recommendations, based on the major lessons

learnt and problems experienced in the programme, are made for each component of learnership implementation.

1. The importance of refining recruitment and selection

Selection of the learners needs to be refined. Data from training providers and learners indicated that the learners were not all at the same level in terms of educational qualification and experience in construction. Some of the learners were graduates from universities of technology and found the pace of learning slow. This was a problem for the trainers, who were obliged to teach at the pace of the slowest learners.

From the lessons learnt it can be recommended that:

- for a more successful implementation of the learnership, the training providers be involved in the selection process;
- the NDPW and PMU approach learner contractors who have demonstrated skills, commitment, social capital and know where to access markets;
- a measure should be included in the selection process that will reduce the number of learners trying to get into Vuk'uphile Programme solely for the monthly stipend.

2. The need to involve key stakeholders in the planning stage

Involving the stakeholders in learnership design is important for the building of partnerships, ownership and commitment needed for effective implementation of the eThekwini Vuk'uphile. The importance of the main stakeholders implementing the workplace training was underestimated by the top managers until the programme was in progress. The findings indicated that the role of the community councillor, for example, was crucial. As Davies and Farquharson (2004: 189) point out, "People tend to support initiatives they have been involved in creating and to resist those they have been excluded from." The implementation of the eThekwini Vuk'uphile I has proven this argument.

People involved in a learnership programme can make it succeed or fail. Their full participation is fundamental. Thus, opportunities to meet need to be created for the implementing partners and primary stakeholders from all organisations. Contrary to this, many people lose motivation if they are either not invited to participate or the conditions are not created for their meaningful participation. Therefore, NDPW should:

- involve all relevant stakeholders in the participatory process of the learnership programme design;
- as suggested by one of the managers, find champions within government at various levels to drive the programme implementation. The 'champions' would work together and assist in breaking down lack of communication between the various stakeholders;
- clarify stakeholder roles and accountabilities, as stated in the guidelines for the implementation of the contractor learnership programme;
- ensure that the programme gets commitment and buy-in from all role-players and stakeholders during the whole process of the implementation;
- ensure that there are closer relationships between training providers and mentors, in order to avoid the contradicting messages between theory and practice in the workplaces.

3. The need for identification of projects prior learnership implementation

Delay on issuing suitable projects was the major constraining force of the eThekwini Vuk'uphile I implementation. The findings of research done by Davies and Farquharson (2004:192) on other labour-intensive projects indicated that their implementation experienced similar problems.

Regardless of the success of the eThekwini Vuk'uphile I, there was an important lesson to be learnt about how the EPWP learnerships may be managed. Contracts should be 'signed and sealed' before a learnership begins. It was agreed that the top managers of the eThekwini Municipality would finalise with Steering Committee and middle managers to co-ordinate the workplace training by allocating suitable projects. This was agreed on the

basis of trust. However, it did not work as expected and it caused an idleness gap of six months between the first classroom session and the first projects.

On the basis of these two experiences, it is recommended that:

- an agreement should be signed with the employer before the learner is placed. The agreement must state the commitment of the employer to identify a workplace;
- a contract should be signed between a contracting company and the employer during the classroom sessions of the following project training;
- the NDPW should regularly visit the training centres and the work sites to determine the extent of learnership delivery and adherence to the agreement.

4. The need to protect learners from financial debt traps

Learners and mentors stated that, in some cases, payment was not linked to the tasks. This was coupled with the low performance of learners and local labourers. For example, a contract with a completion period of six months could go beyond this period, due this factor and the cost of labour increased accordingly. Based on the lesson learnt on loss of projects and financial debt with ABSA Bank, it is recommended in future that:

- payment has to be linked to tasks in order to avoid financial debt traps;
- sufficient time should be allocated prior to construction commencement in order to allow time for a thorough analysis of local resources;
- learners need sufficient contracts at the right time to allow them to reduce any borrowing burden before they complete a project and use the amount of money borrowed timeously.

5. The need for improving the adversarial relationship between contractor and supervisors

The conflicts between learners had a negative impact on the performance of the learners during projects. This was one of the reasons for losses, since there was no harmony between a contractor and his/her supervisors. To end the conflicts, the NDPW, together with other public bodies, should design and implement a policy on the wages of the contractor and supervisors. From the commencement of the learnership programme, they should hold a meeting with the learners and inform the policy to be adhered to. There are three options for paying the supervisor:

- Payment of a monthly salary only;
- Payment of monthly salary plus percentage of project profit; and
- Payment of a percentage of project profit on each project completed.

When deciding on one of these options, the public bodies should consider the strengths and weakness of each. For example, what will happen if there is a loss or no profit on a project? They should find a satisfactory solution for both parts.

6. The need to design and implement monitoring and evaluation framework

The findings highlighted the need for the NDPW to develop adequate systems and procedures for learnership monitoring and evaluation. Although there were quarterly reports from PMU, based on monitoring and evaluation data, it is essential that the NDPW design and implement its own. It is likely that what has not worked is not being reported.

As the findings of the present study demonstrated, problems occur on a daily basis in any set of projects. They are not the same as failure. In fact, mistakes can help in avoiding failure if they are used for learning purposes. In the context of this case study, it is common wisdom that the NDPW learns more from the mistakes discussed above than from the

positive findings. To this end, the implementation of a monitoring and evaluation framework by NDPW would:

- enable problems to be dealt with, as they arise, at an early stage;
- monitor each learner's progress;
- record the learner's achievements against the learning programme's outcomes;
- check whether or not each stakeholder is playing his/her roles timeously;
- ensure accountability of stakeholders.

Therefore, it is recommended that:

- Monitoring should be an integrated part of the learnership programme;
- The general progress by NDPW should be monitored overall;
- The NDPW should monitor of training providers and workplaces;
- Individual learners should be monitored;
- NDPW should conduct questionnaire-based monitoring and evaluation.

Even though this study has achieved its objectives, it has not dealt with other vital issues such as the evaluation of the social impact of the eThekwini Vuk'uphile I on the local communities in which the emerging contracting companies operate. This was beyond the scope of the present research. Further studies could be conducted to determine how these firms impact on the communities and how skills and experience acquired during the eThekwini Vuk'uphile I affected the learners and their communities.

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Appendix 1

National Qualifications Framework (NQF)

NQF Structure

Band	NQF Level	Types of Qualifications and Certificates		Locations of Learning for Units and Qualifications
Higher Education and Training Certificate – HET				
Higher Education and Training (HET)	8	Doctorates Further Research Degrees		Tertiary/Research/Professional Institutions
	7	Higher Degrees Professional Qualifications		
	6	First Degrees Higher Diplomas		Universities, Technikons, Colleges, Workplace, Private Professional Institutions
	5	Diplomas Occupational Certificates		
Further Education and Training Certificate – FET				
Further Education and Training	4	School / College / Trade Certificates / Learnerships Mix of units from all		State/Private High Schools, Technical Schools and Colleges, Private Colleges, Nursing/ Military/Police Training Centres, Industry Training Boards, RDP/Labour Market Schemes, Unions, Workplaces
	3			
	2			
General Education and Training Certificate – GET				
General Education and	1	Senior Phase	ABET level 4	Formal Urban/Rural/Farm/ Special Schools, occupational/ work-based training,
		Intermediate Phase	ABET level 3	

Training		Foundation Phase	ABET level 2	RDP/Labour Market Schemes, NGO's – churches, night schools, ABET programmes, private providers, Industry Training Boards, Unions, Workplaces, upliftment/community programmes,
		Pre-school	ABET level 1	

National Qualifications Framework (NQF); Source: Kraak (2005: 435)

Appendix 2

REQUEST FOR PERMISSION TO CONDUCT RESEARCH

Celestin B. Mayombe
P.O.Box 1759
Pietermaritzburg, 3200
South Africa

07 January 2009

The Programme Manager
Expanded Public Work Programme (EPWP)
Department of Public Works
Private Bag X 54315
Durban, 4001

Dear Sir,

Re: Request for Permission to Conduct Research

I am a student in Master's Degree Social Sciences: Policy and Development Studies at University of KwaZulu-Natal, Pietermaritzburg. I am researching on Learnership Programme. As a part of masters studies (M.SoSc), I am undertaking a study on the following topic: "An Evaluation of the Implementation of Construction Learnerships in the Expanded Public Works Programme (EPWP): A Case Study of eThekwini Vuk'uphile I." It is my intention to interview the Programme Managers and conduct a survey questionnaire to instructors/ trainers and learners who graduated in 2008.

The justification of this study is made on the basis of the growing significance of learnership programme. If South Africa is to develop and maintain economic success, an investment must be made in terms of human capital. In other words, investing in people is investing in development of South Africa. Social issues surrounding poverty, unemployment, and the like can be overcome by skills development, thereby providing a better quality of life for South Africans (as set out in the Skills Development Amendment Act No 37 of 2008).

Your department has been identified as one of the key learnership enterprise whose training experience would make important contribution to this study. The research design places considerable emphasis on quantitative data supplemented by qualitative data, including documentary analysis.

In this study I wish to talk with you and your staff about:

1. Specific activities, timing, services, and learner's participation that have been designed to ensure that each of set objectives is attained;

2. Resources and capacity available to implement the programme as planned;
3. The extent to which the programme has reached the intended target population;
4. The sources used to market the existence of the learnership programme;
5. Graduates' satisfactory preparation for employment in industry in the field relevant to their trainings;
6. Strategies implemented to assist learners in finding employment either in the formal sector or in creating self- employment.

I feel that your perspective of learnership programme is extremely important in exploring these issues. To date there has not been much research done in this area of implementation of learnership programme, and I am keen to add to our knowledge.

I would be most grateful if you could spare the time to assist me in this project by grating me an interview touching upon abovementioned aspects of the topic. All information discussed will be treated in the strictest confidentiality and anonymity, and none of the participants will be individually identifiable in the resulting report. You are, of course, entirely free to discontinue your participation at any time, or to decline to answer particular questions. The public records such as statistics, social surveys, etc. will not be photocopied. However, I will need your permission to take quotes from specified documents.

As mentioned earlier, this study is part of my dissertation as requirement for the fulfilment of Master's Degree. The Head of the Programme, Prof. Dr. Lawrence Ralph, can be contacted at: 033-260 5980; e-mail :< lawrencer@ukzn.ac.za>; or the supervisor, Mark Rieker <riekerm@ukzn.ac.za>.

Please accept in advance my thanks for your assistance.

Yours sincerely

Celestin B. Mayombe
(Researcher)
Cell: ***** [redacted].

Appendix 3

QUESTIONNAIRE FOR TRAINEE OR LEARNER

Dear Learner,

I am a student currently completing a Master's Degree in Policy and Development Studies at the University of KwaZulu-Natal, Pietermaritzburg. I am researching on the learnership programme. My topic is: "An Evaluation of the Implementation of Construction Learnerships in the Expanded Public Works Programme (EPWP): A Case Study of eThekwini Vuk'uphile I." You have been identified as a key person to make an important contribution to this study through your honest and accurate answers to this questionnaire.

The information you give will not be used for any other purposes than that stated above. Therefore, I wish to assure that all information disclosed will be treated in the strictest confidence. If you feel uncomfortable you are free to withdraw from the study. In order to ensure your anonymity, you are not required to disclose your name or identity.

Thank you so much your time.

Yours sincerely

Celestin Mayombe
(Researcher)
Cell: **** [redacted]

Mark Rieker
(Supervisor)
riekerm@ukzn.ac.za

Appendix 3

QUESTIONNAIRE FOR TRAINEE OR LEARNER

#. ----------
NQF Level: ----------

A. Demographic Profile of the Learner

1. **Gender**: Male Female

2. **Age** (years): _____

3. **Race**: African Coloured Indian White
□ Other (specify) _____

4. **Marital Status**: Single Married Divorced Widow
□ Living with partner

5. Which area are you from?

Urban formal Rural formal
Urban informal Rural informal.

7. Educational qualification. What is the highest level of formal schooling you attained?

Primary School Secondary (Not completed)
Matric Certificate Tertiary Certificate level
Tertiary Diploma level Same University
Completed University

B. Economic Status before Learnership Programme

7. Were you employed before joining the EPWP-eThekwini learnership programme?
Yes No

8. If your answer to Question 7 is "yes", please tick the appropriate work type.

Fully employed (formal sector) Fully employed (informal sector)
Partly/ under-employed Self- employed (informal sector)

9. What type of job or working experience have you had before entering the learnership programme in the Expanded Public Works Programme (EPWP)?

Job: _____

- What are the occupations of your parents (father and mother)? (See question 10 and 11.)

10. **Father:**
Unskilled Skilled Professional Unemployed N/A

11. **Mother:**
Unskilled Skilled Professional Unemployed N/A

C. Access to the EPW-eThekwini Learnership Programme

C.1.Publicity Campaign/ Marketing

12. From which of the following sources did you learn about the existence of learnership programme in EPWP- eThekwini before you joined it?

Other learners/ Friends
Career exhibition
Mass media (Radio, TV, News paper, adverts)
Local clinic
Pamphlets
Youth Advice centres
Road shows
Rural area (Radio, Flyer, TV)
Community workers
Other (specify):_____

13. What was your main reason for enrolling in the learnership programme? (Choose one)

My employer was sponsoring me
I was unemployed
I was a school leaver and wanted to improve my job prospect
To grow my company/ business opportunity
I was not accepted entry to university/technikon
I wanted to learn skills/ marketability
Parental pressure
School fees
Other_____

14. What kinds of guidance were given before you entered into the learnership programme? (Tick all that apply)

Orientation programme
Identify learning programme

Identify job opportunities
Explanation of curriculum
Training schedule
Other(specify)_____

C2. <u>Application Procedure</u>

15. What documents were you required to have for application to the programme?
Identity Document
Company registration documents (CK)
Tax Clearance Certificate
CIDR registration
Registration with eThekwini database
100% Shareholder
School leaving report
Matric Certificate with mathematics and sciences
CV

16. What were difficulties experienced when applying for the learnership? (Please explain)
_____
_____
_____
_____

17. Did you write a test? Yes No

18. Did you undergo an interview? Yes No

19. If your answer to Question 18 is "yes", what was the waiting period from the interview to the commencement of learnership programme?

Waiting period: One month two months Three months Four months

D. Cost during the Learnership Programme in the EPWP-eThekwini

20. Did you pay fees for the training? Yes No

21. Were you granted a bursary from the municipality or any government department?
Yes No

22. If your answer to Question 21 is "No", state who paid for your fees.
Myself My parents My employer/company NGO Relative/ friends

23. Who provided you with accommodation (housing) while on learnerships?

Enterprise Parents Self Others (specify) _____

24. If you stayed far from the training centre, state the means of transport that you used from your residence to training centre.

Walk Bicycle Motor cycle
Personal vehicle Public transport

25. State the amount of money (if any) that you spent on transport from your residence to the training centre and back each month.

Transport, R._____ per month

26. Did you receive any income (in form of stipend or allowance) from the public body (eg: EPWP) during your training period for transport and food?

Yes No

27. If you were receiving salary on projects (not stipend), please state the estimated amount of money you were receiving per month (average).

R._____per month/ project.

E. Theoretical Training

30. The training focused on relevant skills.

□ Strongly agree □ Agree □ Neutral □ Disagree □ Strongly disagree

31. The training prepared me well for construction works

□ Strongly agree □ Agree □ Neutral □ Disagree □ Strongly disagree

32. The trainers had an excellent knowledge of the subject content.

□ Strongly agree □ Agree □ Neutral □ Disagree □ Strongly disagree

33. Assessments were based on realistic activities.

□ Strongly agree □ Agree □ Neutral □ Disagree □ Strongly disagree

34. The training provider used up-to-date equipment, facilities and material.

□ Strongly agree □ Agree □ Neutral □ Disagree □ Strongly disagree

35. The training provider had a range of services to support learners.

□ Strongly agree □ Agree □ Neutral □ Disagree □ Strongly disagree

36. I learned to plan and manage construction projects.

□ Strongly agree □ Agree □ Neutral □ Disagree □ Strongly disagree

F. Work-based Training

37. The work-based training provided had met identified skill needs of constructors and supervisors.

□ Strongly agree □ Agree □ Neutral □ Disagree □ Strongly disagree

38. The overall impact of experience gained from working on the projects had increased my level of confidence.

□ Strongly agree □ Agree □ Neutral □ Disagree □ Strongly disagree

39. The skills learned on projects by learners could be used for operating and maintaining projects in future.

□ Strongly agree □ Agree □ Neutral □ Disagree □ Strongly disagree

40. Work-based training had succeeded in giving skills to the learners who needed them most.

□ A lot □ A little □ Unsure

G. Training and Job Placement

41. If you were employed after training, how long did it take from the time you graduated to the time you started working?

I owned a company Immediately After two months
After three months After four months After five months

42. How did you get your job?

I own a company Through training centre placement
Through the Department of Public Works Through friend
Through news paper ads Through employment agency
My own efforts

43. Is your present occupation related to your training? Yes No

44.If no, please explain._____
_____
_____

45. Are you applying in your work what you learnt during learnership in EPWP-eThekwini?

Yes No

46. In your work, are you using equipment similar to that used during your learnership?

Yes No

H. Learner's Opinions and satisfaction

47. With your training in the construction sector, how easy is it to get a job?

Very easy Easy Neutral Difficult Very difficult

48. The training in the eThekwini Vuk'uphile Learnership Programme had met my expectations.

Strongly agree □ Agree □ Neutral □ Disagree □ Strongly disagree

49. Overall, I am satisfied with the eThekwini Vuk'uphile Learnership Programme.

□ Strongly agree □ Agree □ Neutral □ Disagree □ Strongly disagree

50. Do you think that having gone through your particular type of training it has paid off?

Yes No Don't know

Please explain:

_____
_____
_____

51. Would you recommend to your friends or relatives the same type of training you took?

Yes No

52. In your opinion, what was the main reason for learners dropping out?

Course too difficult Difficulty of travelling to town/ centre
Lack of discipline Health
Financial reason Employment available before graduation
Family problems Contractor-Supervisor Conflict
Other (specify):_____

I. Support after the Completion of Learnership Programme

53. Indicate the service provided by the EPWP-eThekwini after your graduation (tick all that apply.)

Arrange opportunities for learners to gain work experience

Assist with CV preparation	Business adviced
Supply contacts	Assist with obtaining start-up capital
Inform about job/project availability	Inform about other career
No support	

54. In your own words, state how the learnerships in the construction sector at EPWP-eThekwini could be improved?

_____
_____
_____
_____
_____

55. Do you have any general comments on EPWP-eThekwini learnerships?

_____
_____
_____
_____

J. Major Problems Experienced in Learnership Implementation

56. Are they any major problems you have been experiencing with this learnership programme in EPWP- eThekwini?

Yes No

57. If your answer to Question 56 is "yes", please elaborate.

_____
_____
_____
_____

58. If you have answered Question 56, state what measure you think should be taken in order to solve each problem you have outlined.

_____
_____
_____
_____
_____

THANK YOU FOR THE TIME TO COMPLETE THIS QUESTIONNAIRE!!!!

Appendix 4

QUESTIONNAIRE FOR THE INSTRUCTORS

Dear Instructor,

I am a student currently completing a Master's Degree in Policy and Development Studies at the University of KwaZulu-Natal, Pietermaritzburg. I am researching on the learnership programme. My topic is: ""An Evaluation of the Implementation of Construction Learnerships in the Expanded Public Works Programme (EPWP): A Case Study of eThekwini Vuk'uphile I." You have been identified as a key person to make an important contribution to this study through your honest and accurate answers to this questionnaire.

The information you give will not be used for any other purposes than that stated above. Therefore, I wish to assure that all information disclosed will be treated in the strictest confidence. If you feel uncomfortable you are free to withdraw from the study. In order to ensure your anonymity, you are not required to disclose your name or identity.

Thank you so much your time.

Yours sincerely

Celestin Mayombe
(Researcher)
Cell: ***** [redacted]

Mark Rieker
(Supervisor)

Appendix 4

QUESTIONNAIRE FOR THE INSTRUCTORS

_____

A. Instructor's Opinions

1. In your opinion, are there enough instructors for learnership programme?

Yes No Unsure

2. If there are few instructors, what is the main reason? Please explain._____
_____
_____
_____

3. What is your main reason for entering this teaching profession?
_____
_____
_____

4. In your opinion, what is the level of the learners' ability in relation to the planned NQF level of the course?

Superior Inferior The same

B. Drop-out

5. In your opinion, what is the main reason for learners' dropping out?

Inability to cope with training
Difficulty of travelling to the centre
Lack of discipline/ bad attitude
Health
Financial reason
Availability of employment before graduation
Family problems
Desire for money.
Other_____

C. Physical Resources

7. Do you have enough education material (like books, etc.) for your course?

Yes No

8. Is the equipment adequate for your course and workshop?

Yes No

9. Is the equipment similar to that used in the construction industry?

Similar Superior Inferior Don ‘t know

D. Training and Job Placement

10. What is the process established to support learners in the workplace?

_____
_____
_____
_____
_____

11. Do you identify a team leader who supports on-the-job learning?

Yes No

Comments:_____
_____
_____

12. Are graduates from your learnership programme satisfactorily prepared for employment in industry in the field relevant to their trainings?

Yes No Don‘t know

13. If no, please explain.

_____
_____
_____
_____

14. How do your graduates get jobs? (Tick all that apply or choose one answer only).

Industry approaches the centre or municipality
The centre or municipality contacts industries
Personal initiatives taken by graduates
Other(explain):_____
_____
_____

E. Support after the Completion of Learnership Programme

15. Indicate the after support service provided by the Public body/centre (tick all that apply):

Arrange opportunities for learners to gain work experience

Assist with CV preparation
Business advice
Supply contacts
Assist with obtaining start-up capital
Inform about job availability
Inform about other careers
Other(explain)_____
_____
_____

F. Major Problems Experienced in Learnership Implementation

16. Are there any major problems you have been experiencing with this learnership in EPWP- eThekwini?

Yes No

17. If your answer to Question 24 is "yes", please elaborate on those major problems that a learnership would face?

_____
_____
_____
_____
_____
_____
_____

18. If you have answered Question 25, state what measure you think should be taken in order to solve each problem you have outlined.

_____
_____
_____
_____
_____
_____
_____
_____
_____

THANK YOU FOR THE TIME TO COMPLETE THIS QUESTIONNAIRE!!!!

Appendix 5

QUESTIONNAIRE FOR THE MENTORS

_____

A. Mentor's Opinions

1. In your opinion, are there enough mentors for learnership programme?

Yes No Unsure

2. If there are few instructors, what is the main reason? Please explain._____
_____
_____

3. What is your main reason for entering this teaching profession?
_____
_____
_____
_____

4. In your opinion, what is the level of the learners' ability in relation to the planned NQF level of the course?

Superior Inferior The same

B. Drop-out

5. In your opinion, what is the main reason for learners' dropping out?

Inability to cope with training
Difficulty of travelling to the centre
Lack of discipline/ bad attitude
Health
Financial reason
Availability of employment before graduation
Family problems
Desire for money.
Other_____

C. Physical Resources

7. Do you have enough education material (like books, etc.) for your course?

Yes No

8. Is the equipment adequate for your course and workshop?

Yes No

9. Is the equipment similar to that used in the construction industry?

Similar Superior Inferior Don‘t know

D. Training and Job Placement

10. What is the process established to support learners in the workplace?

_____
_____
_____
_____
_____

11. Are graduates from your learnership programme satisfactorily prepared for employment in industry in the field relevant to their trainings?

Yes No Don‘t know

12. If no, please explain.

_____
_____
_____
_____

13. How do your graduates get jobs? (Tick all that apply or choose one answer only).

Industry approaches the centre or municipality
The centre or municipality contacts industries
Personal initiatives taken by graduates
Other(explain):_____

E. Support after the Completion of Learnership Programme

14. Indicate the after support service provided by the Public body/centre (tick all that apply):

Arrange opportunities for learners to gain work experience
Assist with CV preparation
Business advice
Supply contacts
Assist with obtaining start-up capital
Inform about job availability
Inform about other careers

Other(explain)_____
_____

F. Major Problems Experienced in Learnership Implementation

15. Are there any major problems you have been experiencing with this learnership in EPWP- eThekwini?

Yes No

16. If your answer to Question 24 is "yes", please elaborate on those major problems that a learnership would face?

_____
_____
_____
_____
_____
_____
_____

17. If you have answered Question 25, state what measure you think should be taken in order to solve each problem you have outlined.

_____
_____
_____
_____
_____
_____
_____
_____
_____
_____
_____

THANK YOU FOR THE TIME TO COMPLETE THIS QUESTIONNAIRE!!!!

Appendix 6

QUESTIONNAIRE FOR PROGRAMME MANAGERS

#_____

A. Criteria Specification of the Target Population

1. Total number of applicants for 2004-2008:_____, admitted_____

2. What is the learnership programme's target population? _____
_____

3. What are the criteria of eligibility related to the programme population? For instance

a. Age (specify):_____

b. Education level:_____

c.Experience:_____
_____

d. Sponsorship by government department: _____
_____

e. Socioeconomic status: _____
_____

B. Access to the Learnership Programme

B.1. Publicity Campaign/ Marketing

4. From which of the following sources do you market the existence of learnership programme in eThekwini? (Tick all that apply).

Street theatre
Career exhibition
Mass media (Radio, TV, News paper, adverts)
Youth advice centres
Road shows
Rural areas (Radio, TV, flyers)
Community workers
Local clinic Pamphlets
Other_____

5. What is the main reason for learners' enrolment in the programme?

Employers are sponsoring them
They were unemployed
They were school leavers and wanted to improve their job prospects
To grow their companies/ business opportunity
They were not accepted entry to university/technikon
They wanted to learn skills/ marketability
Disadvantage and aspiration
School fees
Other_____

6. What kinds of guidance are given before they enter into the learnership programme? (Tick all that apply).

Orientation programme
Identify learning programme
Identify job opportunities
Explanation of curriculum
Training schedule
Other(specify)_____
_____
_____
_____

B. 2. Application Procedure

7. What documents are required (tick more than one choice)

Identity Document
Company registration documents (CK)
Tax Clearance Certificate
CIDR registration
Registration with eThekwini database
100% Shareholder
School leaving report
Matric Certificate with mathematics and sciences
CV

8. What difficulties are experienced by learners when applying for learnerships in EPWP?
Obtaining ID
Obtaining school leaving report

Credit beachlisted
Relevant basic skills
Matric Certificate
Matric with mathematics and sciences
Learnership grant from government/ industry
Contract with an employer
Other(specify)_____
_____

9. Do learners write a test? Yes No

10. Do learners undergo an interview? Yes No

11. If your answer to Question 10 is "yes", what following areas do the interviewers concentrate on?

Creative thinking	Demonstrate commitment
Communication ability	Experience in construction
Interpersonal skills	Physical appearance
Being able to identify course and work purpose	Others_____

12. What is the waiting period from the interview to the commencement of the learnership programme?

_____

13. Is there any provision for admission of disabled learners?

Yes No

14. If yes, please give details_____
_____
_____

C. Cost during the Learnership Programme

15. Do the learners in this learnership programme pay fees for their training?
Yes No

16. Does this learnership programme pay money in form of salaries or allowances to the learners during their learning period?

Yes No

17. If yes, how much do they receive? R._____per_____

D. Drop out

18. Please provide the Total Number of learners who successfully completed the learnership programme 2004- 2008.

Registered_____ Completed_____

19. In your opinion, what is the reason for learners' dropping out?

Inability to cope with training
Inadequate level of knowledge
Difficulty of travelling to the centre
Lack of discipline/ bad attitude
Health
Financial reason
Availability of employment before graduation
Family problems
Desire for money.
Other_____

E. Human and Physical Resources

20. What are job descriptions of those involved in the learnerships in EPWP-eThekwini?

1. Programme Manager: EPWP

_____
_____
_____
_____

2. Learnership Programme Manager:

_____
_____
_____
_____

3._____:_____
_____
_____
_____

4._____:_____
_____
_____

F. Training and Job Placement

21. Complete in the following table the areas, qualification titles and NQF levels you offer learnerships in (eg. House building, road works, carpentry, water and waste water, etc.)

Areas	Qualification Title	NQF Level
	National Certificate: Construction Constructor	2
	National Certificate: Construction Supervisor	4

Comments_____
_____
_____

22. Are graduates from your learnership programme satisfactorily prepared for employment in industry in the field relevant to their trainings?

Yes No Don't know

23. If no, please explain.

_____
_____
_____
_____

24. Out of the number of learners who successfully completed learnerships in 2007, in question 20 above please specify how many are:

(i) Unemployed: _____

(ii) Employed in jobs where they are directly making use of relevant skills acquired from the learnership programme that they had: _____

(iii) Employed in jobs which have no relevant skills acquired from the learnership that they had: _____

25. How many of the learners you stated in question 25 (ii) are working in

(i) Private sector _____
(ii) Public sector _____
(iii) Self-employed _____

26. Approximately what percentage of learners obtains jobs in their fields within six (6) months after finishing learnership programme in EPWP-eThekwini?

----------%

27. Approximately what percentage of learners obtains jobs in their fields within one (1) year after finishing learnership programme in EPWP-eThekwini?

----------%

28. How do your graduates get jobs? (Tick all that apply).

Industry approaches the centre or municipality
The centre or the Department of Public Works contacts industries
Personal initiatives is taken by graduates
Other(explain):_____
_____
_____

29. What percentage of learners on full-time or block release programmes was sponsored by construction companies?

----------%

G. Support after the Completion of Learnership Programme

30. Indicate the after support service provided by the Public Body/centre (tick that apply).

Arrange opportunities for learners to gain work experience
Assist with CV preparation
Business advice
Supply contacts
Assist with obtaining start-up capital
Inform about job availability/ project/tender
Inform about other careers
Other(explain)_____
_____
_____

31. Does the EPWP-eThekwini conduct surveys to determine the success of learners after completing the learnership?

Yes No

32. If your answer to question 31 is “yes”, please state how often: _____

H. Objectives of the EPWP- eThekwini Learnership Programme

33. What are the major objectives of this EPWP- eThekwini learnership programme? (List them as objectives (i), (ii), (iii) (iv), etc. starting with the most important).

(i)_____
_____
(ii)_____
_____
(iii)_____
_____
(iv)_____
_____

34. What specific activities or which specific aspects of your learnership programme do you think have been designed to ensure that each of objectives is attained?

Objective(i):_____
_____
_____
_____
_____

Objective(ii):_____
_____
_____
_____
_____
_____

Objective(iii):_____
_____
_____
_____
_____

Objective(iv):_____
_____
_____
_____
_____
_____

35. How do you determine whether each of the objectives stated above has been achieved or not? (What are your success indicators?)

_____
_____
_____
_____
_____

I. Major Problems Experienced in Learnership Implementation

36. Are they any major problems you have been experiencing with this learnership programme in EPWP- eThekwini?

Yes No

37. If your answer to Question 36 is "yes", please elaborate.

_____
_____
_____
_____
_____
_____
_____
_____
_____
_____
_____

38. If you have answered Question 37, state what measure you think should be taken in order to solve each problem you have outlined.

_____
_____
_____
_____
_____
_____
_____
_____

THANK YOU FOR THE TIME TO COMPLETE THIS QUESTIONNAIRE!!!!