

**UNIVERSITY OF KWAZULU-NATAL**

**“IMPACT OF EXPANDED PUBLIC WORKS PROGRAMME ON  
SOCIAL DEVELOPMENT WITHIN eTHEKWINI MUNICIPALITY:  
A CASE OF KWAMASHU HOSTEL”**

**By**

**Zamazulu Cherity Zwane**

**203000101**

**A dissertation submitted in partial fulfillment of the requirements for the degree of  
Masters of Public Administration**

**School of Management, IT and Governance  
College of Law and Management Studies**

**Supervisor: Mr B.Qwabe**

**December 2012**

### **Supervisor's permission to submit for examination**

Date : December 2012

Student Name : Zwane Z.C.

Student no : 203000101

Dissertation Title : **“Impact of Expanded Public Works Programme on Social Development within eThekweni Municipality: A case of Kwamashu Hostel”**

As the candidate's supervisor I agree to the submission of this dissertation for examination. To the best of my knowledge, the dissertation is primarily the student's own work and the students have acknowledged all references sources.

The above student has also satisfied the requirements of English language competency.

Name of Supervisor: Mr B.Qwabe

Signature:

## **Acknowledgement**

It is a great honour to thank God for granting me an opportunity to further my studies and giving me strength and guidance to have this project completed.

My special thanks and acknowledgement also go to my Supervisor, Mr Bongani Qwabe for his input, assistance and moral support in my work. His constructive comments and advice fulfilled my dream.

I also want to express my sincere thanks to Professor B. Mubangizi and Dr T. Nzimakwe who paved the way when the doors were closing in front of me, giving words of encouragement, motivation and also giving me freedom to explore throughout this study.

To Mr C. Kortjass: I appreciate your contribution, words of advice and moral support you extended during my studies;

Mrs Bongi Hadebe: I will always be grateful to have a friend like you who stood by me in times of sorrow and happy moments. My degree would not have been completed if you were not part of my life and a pillar of strength. Thank you;

Mr Mannie Naidoo: I have known you for the past decade and you are a source of inspiration in the work environment. God bless you for your contribution to my studies and in my life. It is greatly appreciated. Thank you.

## **Dedication**

To my late father, Mntwana Mandlenkosi J. Zulu, who was my role model, mentor and who molded me to be person I am today; you will always be in my heart and memories till we meet again. Thank you. I will always love you.

To my late husband Thamsanqa, for your generosity, love and unqualified support in this journey. Your encouragement will always be appreciated. May your soul rest in peace.

My children Ayanda, Nompumelelo and Ndumiso for allowing me to further my studies in spite of all the challenges and tribulations. Thank you for your encouragement and providing an unwavering support system.

Mr Alson and Mrs Victoria Zwane: Thank you for the support, prayers and words of encouragement in my studies. I will always love you.

Lastly, I would like to thank the congregation of the Mahon Evangelical Church for the love, prayers, wisdom and blessings.

### **Declaration**

I, ZAMAZULU CHERITY ZWANE, declare that

1. The research work in this dissertation, except where otherwise indicated, is my original work.

2. This study has not been submitted in any form for any degree or diploma to any tertiary institution.

Signed \_\_\_\_\_

Date

### **Abstract**

The South African government launched the Expanded Public Works Programme (EPWP) in 2003. The programme is intended to provide communities with training and work experience in order to enhance their ability to earn a living in the future. In broad terms, EPWP is a poverty-alleviation mechanism through which people are provided

with income and skills to sustain themselves in the future. The programme is implemented in all three spheres of government.

Since its inception, unemployment and poverty in the country still remain rife. This study therefore provides an analysis of the EPWP and its failures to address unemployment and poverty in the country. From a methodological standpoint, the study was based on the information gathered through interviews in communities that are still trapped in poverty. Furthermore, questionnaires were administered with municipal and government officials and hostel dwellers in order to ascertain their perceptions about the programme. KwaMashu, within the eThekweni Municipality, was selected as a study area. The KwaZulu-Natal Provincial Government, in conjunction with the municipality, identified this area as a recipient of the EPWP given the magnitude of the unemployment and poverty rate in the area.

In the final analysis the study reflects a host of challenges regarding the implementation of the programme. The study therefore provides some recommendations for the improvement of the programme in order to have the desired effects.

<b>TABLE OF CONTENTS</b>	<b>Page No</b>
Maps-----	9-10
Figures-----	113
Tables-----	76-131
Acronyms and abbreviations-----	xiv-xv
Appendices-----	5-171

## **CHAPTER ONE: Introduction and overview of the study**

1.1	Introduction-----	1
1.2	Background-----	2-11
1.3	Motivation of the study-----	3
1.4	Objectives of the study-----	3
1.5	Key research questions-----	13
1.6	Problem statement-----	3-16
1.7	Structure of the study-----	16
1.8	Clarifications of terms-----	16-17
1.9	Limitations of the study-----	17
1.10	Conclusion-----	18-19

## **CHAPTER TWO: EPWP and public administration: Conceptual and contextual framework**

2.1	Introduction-----	20
2.2	Public administration-----	20-22
2.3	Public administration and Millennium Development Goals	23-26
2.4	Budget, service deliver and EPWP-----	26-28
2.4.1	Budget review-----	28-32
2.4.2	Review of the current budget in line with the EPWP	32
2.4.3	Summary outline of the National budget-----	32-33
2.5	Public administration and Batho Pele-----	33
2.6	Public administration and political mandate-----	34-36
2.7	Administration, public works and project management---	36-37
2.8	Public service delivery-----	37-40
2.9	Pro-poor growth-----	40-41
2.10	Public management-----	41-42
2.11	Public policy-----	42-47
2.12	Co-operative government-----	47-48
2.13	Conclusion-----	48

### **CHAPTER THREE: EPWP Balancing growth and development: A focus on EPWP**

3.1	Introductions-----	49
3.2	Governance and public administration-----	49-50
3.3	Public Administration Reform-----	50-51
3.4	Political governance-----	51
3.5	NEPAD and good governance-----	51-52
3.6	Public service management-----	53
3.7	Policies and legislation relative to the EPWP-----	53
3.8	EPWP and Batho Pele Principles-----	53-56
3.9	Public Finance Management Act-----	57
3.10	EPWP and BEE-----	57-58
3.11	EPWP and municipal service partnership-----	58
3.12	Role of local government in EPWP-----	59-60
3.13	Role of provincial government training in EPWP-----	60-62
3.14	Legislative roles of local government-----	62-63
3.15	Poverty alleviation, administration and EPWP-----	63-64
3.16	Conclusions-----	64

### **CHAPTER FOUR: Research methods**

4.1	Introductions-----	65
4.2	Research approaches-----	65-66
4.3	Qualitative approaches-----	66-67
4.4	Quantitative approaches-----	67
4.5	Population study and sampling-----	67-68
4.6	Sampling technique for data collection-----	68-70
4.7	Why simple random sampling? Justification-----	70-71
4.8	Tools for data collection-----	71
4.9	Designing of questionnaire for the study-----	72-73
4.10	Face to face interviews-----	73-
4.11	Research ethics and Human Research Science-----	74-75

4.12	Conclusions-----	75
<b>CHAPTER FIVE: Presentation of data analysis</b>		
5.1	Introductions-----	76
5.2	KwaMashu hostel dwellers-----	76-84
5.3	EPWP and community participation-----	85-89
5.4	EPWP and community employment-----	89-93
5.5	EPWP and poverty alleviation-----	93-99
5.6	Project budgeting and implementation -----	99-104
5.7	Tendering and performance monitoring-----	104-114
5.8	Municipal officials-----	114-116
5.9	Community consultation and training-----	117-121
5.10	EPWP, Employment, and Poverty Alleviation-----	121-129
5.11	Procurement or tendering processes services-----	129-132
<b>CHAPTER SIX: Conclusion and recommendations</b>		
6.1.	Introduction-----	133-134
6.2.	Conclusion and Findings-----	134
6.2.1.	Unemployment-----	134
6.2.2.	Skills Development-----	135
6.2.3.	Poverty Alleviation-----	135
6.3.	Recommendations-----	135-137
<b>REFERENCES-----</b>		138-144
<b>APPENDICES-----</b>		145-172

## List of Maps

1. Location of Ethekewini municipality-----	9
2. Location of Kwamashu hostel-----	10

## List of Figures

Figure 1: Unemployment rate (%) chart-----	3
Figure 2: Unemployment in Durban. -----	4
Figure 3: Unemployment rate by gender in South Africa-----	5
Figure 4: South Africa's unemployment rate. -----	7
Figure 5: Unemployment by provinces. -----	8
Figure 6: Pre - and post - 1994 development issues in South Africa.	14
Figure 7: Interprovincial migrations. -----	15
Figure 8: The South African hierarchy of government institutions.	22
Figure 9: Job creation in KwaZulu Natal between 2004 -2007-----	25
Figure 10: Flow chart of EPWP funding. -----	35
Figure 11: An illustration of the Cloete-Schwella approach. -----	40
Figure 12: Schwella's public management model. -----	42
Figure13: Public administration model. -----	44
Figure 14: Employment status of the hostel dwellers. -----	80
Figure 15: The level of education of hostel dwellers. -----	81
Figure 16: The income levels of Kwamashu hostel dwellers. -----	83
Figure 17: Composition of household members. -----	84
Figure 18: Awareness of the EPWP in Kwamashu hostel. -----	85
Figure19: Response of hostel dwellers regarding consultation meeting.	86
Figure20: Hostel dwellers' participation in the programme. -----	88
Figure 21: Training received by hostel dwellers. -----	90
Figure 22: Percentage of household members involved in EPWP. --	91
Figure 23: Training periods for hostel dwellers. -----	91
Figure 24: Employment issues. -----	92
Figure 25: Views of hostel dwellers in relation to EPWP providing services and employment.-----	95
Figure 26: Income provided by EPWP. -----	96
Figure 27: Strength of EPWP in poverty alleviation. -----	97

Figure 28: Awareness of EPWP in different communities. -----	98
Figure 29: Budget availability from Department of Transport. -----	99
Figure 30: Frameworks and budgeting. -----	101
Figure 31: Training of government officials and municipalities. ----	102
Figure 32: Policies governing EPWP. -----	105
Figure 33: BBEE scorecards. -----	106
Figure 34: Training of contractors. -----	107
Figure 35: Statistics regarding recipients of EPWP. -----	112
Figure 36: Challenges faced by municipalities. -----	113

## List of tables

Table 1: Single people according to age. -----	76
Table 2: Married people according to age. -----	77
Table 3: Divorced people according to age. -----	78
Table 4: Widowed people according to age. -----	78
Table 5: Ages and genders of hostel dwellers. -----	79
Table 6: Employment status in relation to the educational level of hostel dwellers.82	
Table 7: Consultation and communication. -----	86
Table 8: Hostel dwellers' opinion about EPWP. -----	87
Table 9: Employment information from hostel dwellers. -----	89
Table 10: Level of poverty. -----	93
Table 11: Views on unemployment issues from hostel dwellers-----	94
Table 12: EPWP selection procedures and involvement of municipalities.	100
Table 13: Training for municipalities. -----	103
Table 14: Funding from government. -----	104
Table 15: Type of tendering system. -----	104
Table 16: Policies governing EPWP. -----	105
Table 17: Corrective measures-----	108
Table 18: Monitoring system. -----	108
Table 19: Types of monitoring system. -----	109
Table 20: Key performance indicators. -----	110
Table 21: Support mechanism for municipality. -----	110
Table 22: Coordination committee. -----	111
Table 23: Competency of contractors. -----	113
Table 24: Age group of respondents. -----	114
Table 25: Marital status of respondents. -----	115
Table 26: Educational level of respondents. -----	115
Table 27: Employment status of respondents. -----	116
Table 28: Community consultation by officials. -----	117
Table 29: Consultation with hostel dwellers. -----	117
Table 30: Community participation. -----	118
Table 31: Rating of community participation. -----	118
Table 32: Municipality training for contractors. -----	119
Table 33: Educational requirement of EPWP participants. -----	119

Table 34: Types of training for contractors. -----	119
Table 35: Joining fee to participate in training-----	120
Table 36: Training language. -----	120
Table 37: Training outsourced or in-house. -----	121
Table 38: Employment after training. -----	121
Table 39: Selection criteria for training for EPWP. -----	122
Table 40: Gender average in employment from the Kwamashu hostel area	122
Table 41: Educational requirements to enter EPWP. -----	123
Table 42: Wage disputes-----	123
Table 43: Funding for employment of youth and disabled people----	124
Table 44: Home based community projects and EPWP-----	124
Table 45: Implementation strategies-----	125
Table 46: Recruitment to learnership programme of EPWP-----	125
Table 47: Challenges faced by EPWP to alleviate poverty-----	126
Table 48: Deliverables-----	126
Table 49: Room for improvements-----	127
Table 50: Selection criteria-----	127
Table 51: Monitoring Team for EPWP in KwaMashu-----	128
Table 52: Targeted group involved in EPWP-----	128
Table 53: Procurement committee-----	129
Table 54: Preferential Procurement Policy-----	129
Table 55: Contractors tendering for jobs-----	130
Table 56: Gender composition of contractors-----	130
Table 57: Contractors and their BBEE score cards-----	130
Table 58: Limits to preferential procurement policy-----	131
Table 59: Award of tenders: time frame-----	131
Table 60: Payments to contractors-----	131

## **Lists of Acronyms and abbreviations**

ANC – African National Congress

ASGISA – Accelerated and Shared Growth Initiative for South Africa

AU – African Union

BBBEE – Broad based Economic Black Empowerment

BEE – Black Economic Empowerment

BRIC – Brazil, Russia, India, and China

CBO – Community Based Organization

CETA – Construction Education and Training Authority

DFDI – Department for International Development

EPWP – Expanded Public Works Programme

GEAR – Growth, Employment and Redistribution

HRDS – Human Research Development Strategy

IDP – Integrated Development Plan

ILO – International Labour Organization

KZN – KwaZulu Natal

MDG's – Millennium Development Goals

NEGP – National Education Goes Panel

NEPAD – New Partnership for African Development

MSP – Municipal Service Partnerships

NGO – Non Governmental Organization

NSDS – National Skills Development Strategy

NSF – National Skills Fund

NQF – National Qualifications Frameworks

PAR – Public Administration Reform

PFMA – Public Finance Management Act

PSC – Project Steering Committee

PWP – Public Works Programme

RDP – Reconstruction Development Programme

SAQA – South African Qualifications Authority

SDF – Skills Development Framework

SETA – Sector Education and Training Authority

SME – Small Medium Enterprise

SONA – State of the Nations Address

UNDP – United Nations Development Programme

UNECA – United Nations Economic for Africa

## **Lists of appendices**

ANNEXURE A – Ethical clearance approval no: HSS/0564/07M

ANNEXURE B – Rectification approval 2012-2013

ANNEXURE C – Project Supervisor

ANNEXURE D – Request for information on EPWP: Dept. of Transport

ANNEXURE E – Gatekeeper consent to KwaMashu hostel

ANNEXURE F – Request of information from eThekweni Municipality

ANNEXURE G – Questionnaires of the study

## **CHAPTER 1**

### **INTRODUCTION AND OVERVIEW OF THE STUDY**

#### **1.1 INTRODUCTION**

The broad objective of the Expanded Public Works Programme (EPWP) is the creation of opportunities for human development. It is a national programme and was officially launched by former President Mr. Thabo Mbeki in February 2003 for implementation by all spheres of government. EPWP is the programme for everyone irrespective of colour, age and education because the intention is to create employment and skills development to alleviate poverty in the country. Within the programme projects are created to accommodate youth, women and men. dent Mr T.Mbeki the former President of the country in his budget speech of 2003 said that “EPWP will concentrate on the section amongst the working people that is marginalized by virtue of low education and skills level.

The basic principle of the programme is to target previously- disadvantaged communities which include women, youth and rural communities and to enable learners to acquire the necessary skills, training and competences required for them to successfully participate in the labour market which is the primary purpose of the programme. This will concentrate on the section among working people that is marginalized by virtue of low educational and skills levels. It also looks at the government’s essential services which form part of the EPWP in that the provision of such services creates employment (SONA; February 2003).

The broad objective of the programme, which is to create opportunities for human development, is addressed in the study. It is also significant for the purpose of the study to examine the involvement of the kwaMashu community in the implementation of the programme. The chapter further details the background information of the African National Congress (ANC). This is important because it highlights the role and influence of the ANC in the government’s social policies post 1994. Amongst other issues, capacity building is discussed. This is important as it

directly addresses how unemployment can be tackled. The objectives of the study are also looked at. This will indicate which other issues need to be addressed.

## **1.2. BACKGROUND**

In 1994 the African National Congress (ANC) took over the reins from the apartheid regime. The 27<sup>th</sup> April 1994 national elections were recorded as the first democratic elections in the country. The ANC, however, inherited a society beset by a number of social and economic inequalities as well as serious racial and social divisions. Such a state of affairs included an economy that did not allow for growth thus it was imperative for the new government to focus on the process of transformation. It was difficult to ensure that public goods and services were delivered to all communities equally, and in an all-inclusive process.

The Bill of Rights Chapter 2 in The Constitution of South Africa of 1996 was the first step by the government to equalize access to public goods and services for all communities. To list a few: citizens of this country have the right to human dignity, equality and freedom. In addition, Section 26 and 27 state that:

- Everyone has the right to have access to adequate housing;
- Everyone has the right to have access to health care, food, water and social security (Constitution of South Africa of 1996).

Based on the above, the government has placed a great deal of emphasis on programmes that will benefit citizens of this country in terms of creation of employment starting from the Reconstruction and Development Programme, (RDP) Growth, employment and redistribution(GEAR), Accelerated and shared growth initiative for South Africa(ASGISA) and EPWP. If jobs are created, the need for human dignity is fulfilled as people can look after their families and have adequate housing.

Section 195(1) of the Constitution further highlights the importance of principles that need to be maintained to improve sustainable service delivery. Below are basic values and principles governing public administration as enshrined in the Constitution of South Africa:

- A high standard of professional ethics must be promoted and maintained;
- Efficient, economic and effective use of resources must be promoted;
- Public administration must be development oriented;
- Services must be provided impartially, fairly, equitably and without bias;
- People's need must be responded to, and the public must be encouraged to participate in policy making;
- Public administration must be accountable;
- Transparency must be fostered by providing the public with timely, accessible and accurate information;
- Good human resource management and career development practices, to maximize human potential, must be cultivated;
- Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the past to achieve broad representation (Constitution of South Africa 1996).

The above values and principles will guide government employees to perform their duties with care and integrity, without compromising the lives of the people, and to redress the imbalances of the past in order to achieve broad representation. The Constitution of South Africa 1996 is based on a number of issues such as social, environmental, infra-structural and economic aspects which are to address the unemployment crisis and try to increase the economic growth of the country. Although the crisis is severe, rural immigration to urban

areas increases the rate of unemployment in the country. Below, clearly indicated in figure 1, are the high unemployment rates. It is the task of the government to come up with ideas to reduce these figures and create more employment using different institutions within the government.

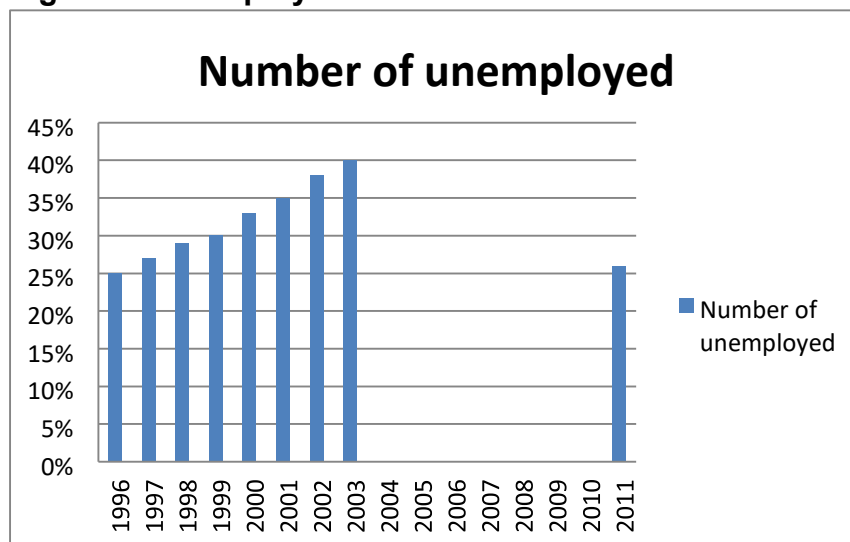
**FIGURE 1.1: UNEMPLOYMENT RATE (%) CHART**

Country	1999	2000	2001	2003	2004	2005	2006	2007	2008	2009	2010
South Africa	30	30	37	37	26.2	26.6	25.5	24.3	22.9	24	23.3

Source: CIA World Fact book

The fluctuation in figures regarding the unemployment rate from 1999 to 2010 clearly shows that the country is unstable. From the definition given by the International Labour Organization, unemployed workers are those who are currently not working but are willing and able to work for pay, are currently available to work, and are actively searching for work. The gender group that suffers most is women as they have to look after the children at home whilst their husbands have to look for employment ([www.ilo.org.index](http://www.ilo.org.index)).

**Figure 2: Unemployment in Durban**



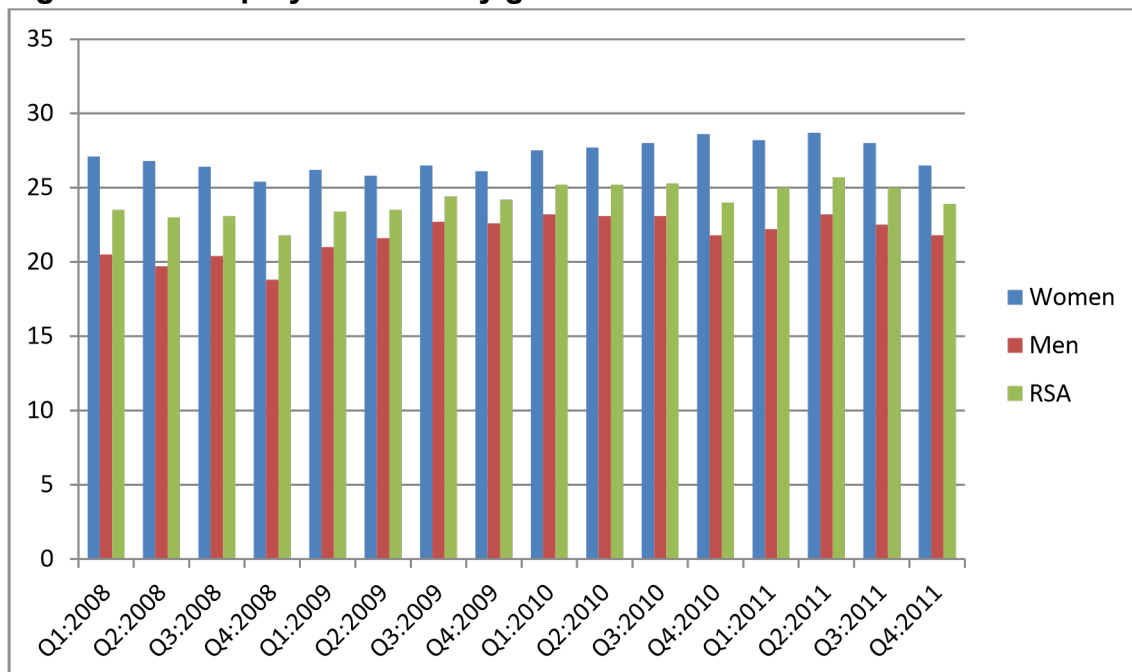
Source: **Statistics of South Africa: 2004 and 2012**

The above statistics in the graph give an indication of unemployment in the eThekweni area. Between 1996 and 2003 the unemployment rate in eThekweni was 40%. In 2005 it was recorded as that 40.9%, which means government

needed to implement programmes and policies that would assist in creating jobs. That is the reason local government in KwaZulu-Natal was determined to implement the EPWP to create jobs that would alleviate poverty. The EPWP was not designed for one province but instead the whole of South Africa. In 2008 the programme did make a difference in the unemployment rate which was seen to decline to 19.1% in the region of eThekweni. Unfortunately the economy in the last quarter of 2008 to 2009 in the country was hit by a recession and, consequently, many job losses.

The following graph highlights the statistics of women who need employment and who look after their families whilst husbands have migrated to urban areas. The high rate of women (25.4%) who sought employment, according to the statistics recorded in quarter 2 of 2011, show that not only men go out and seek employment. For women it is difficult because they have to leave their children behind and a major obstacle to securing jobs is lack of skills and education (Statistics South Africa: 2011: Quarterly Labour Survey).

**Figure 3: Unemployment rate by gender in South Africa**



**Source: Quarterly labour force survey: Quarter 4.2011**

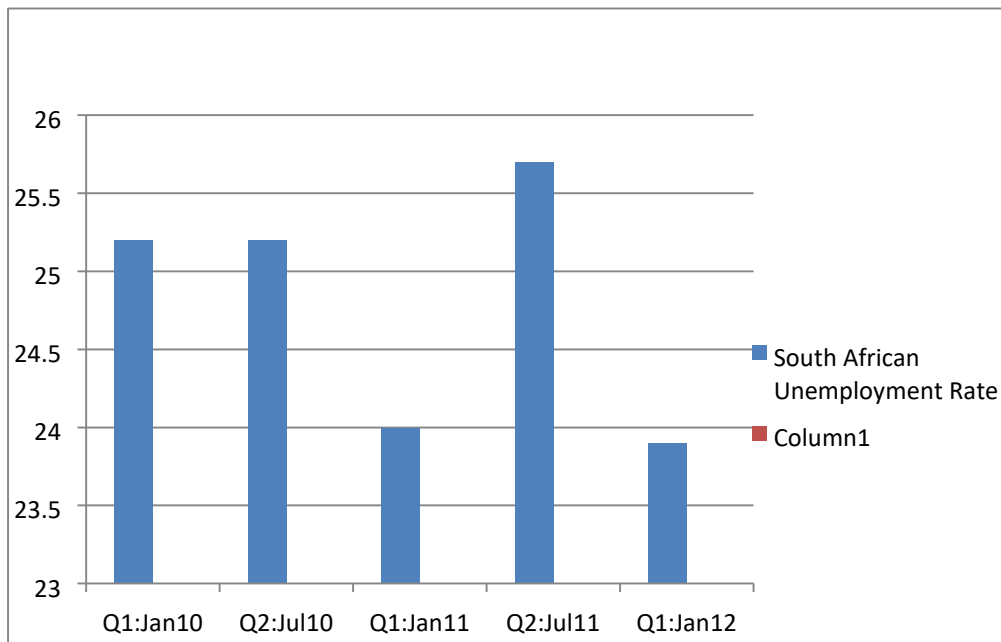
In South Africa, the Public Works Programme started in 1980 when the government launched ambitious initiatives to combat unemployment and poverty. The target for the programme was to create employment but was not successful because the objectives of the projects were not clearly defined. The programme was therefore reviewed; the objectives were to create long term job opportunities, skills generation and infra-structure provision. These changes were made at short notice which made proper planning and coordination difficult (McCord 2003:28-29).

McCord (2002:25) states that, "The primary purpose of PWPs is poverty alleviation through labour absorption, and this is frequently achieved through the creation of public assets using labour intensive methods". He later reports, however, that PWPs were not sufficient because work lasted for a few months so the main effect was only to churn the unemployed, replacing one cohort of the unemployed with another in short-term employment projects removing them temporarily from the pool of unemployed labour, rather than addressing either the underlying problem of employment or having a significant or sustained impact on the livelihoods of participants. In this context, prolonged public works schemes are needed that will offer sustained employment" (McCord: 2003, 28:29). Unemployment was never resolved through PWPs therefore new strategies were implemented in the Reconstruction and Development Programme (Phillips, 2004:3).

According to statistics in South Africa the unemployment rate average reached an historical high of 31.20 percent in March 2003 and a record low of 23.00 percent in September 2007. It was last reported at 23.9 percent in the fourth quarter of 2011.

The unemployed population was approximately 3.9 million persons unemployed in South Africa and rapidly rose to 4.2 million, due to the world economic crisis, between 2008 and 2009. From the year 2010 to 2011 there was a slightest decrease in unemployment which indicated sign that government was doing something to combat poverty in the country (Statistics South Africa:2006 :2009:2011).

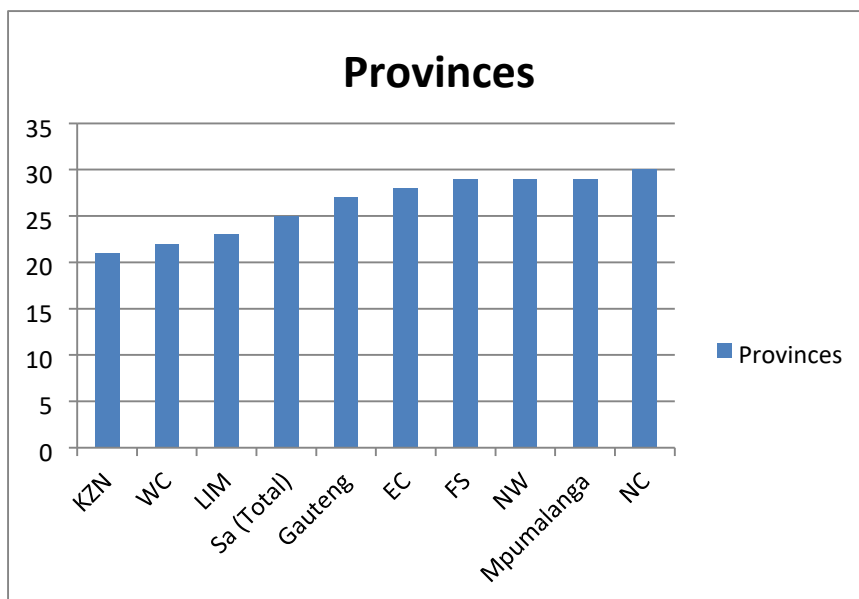
**Figure 4: South Africa's unemployment rate**



**Source: Statistics South Africa: 2009**

After thorough research the government came up with a new strategy whereby communities would be involved and gain skills and training. The Expanded Public Works Programme (EPWP) was then introduced and launched in 2003. The Department of Public Works was entrusted with the task of implementing the programme. The challenge of the EPWP was not just to create new job opportunities for people to exit from the programme better equipped and better skilled, but also to assist in human needs and people-centred development (McCord: 200). EPWP, therefore, started as an initiative for communities to take full charge and of controls their lives as they would be able to be agents of their own development.

**FIGURE 5: UNEMPLOYMENT RATE BY PROVINCE**



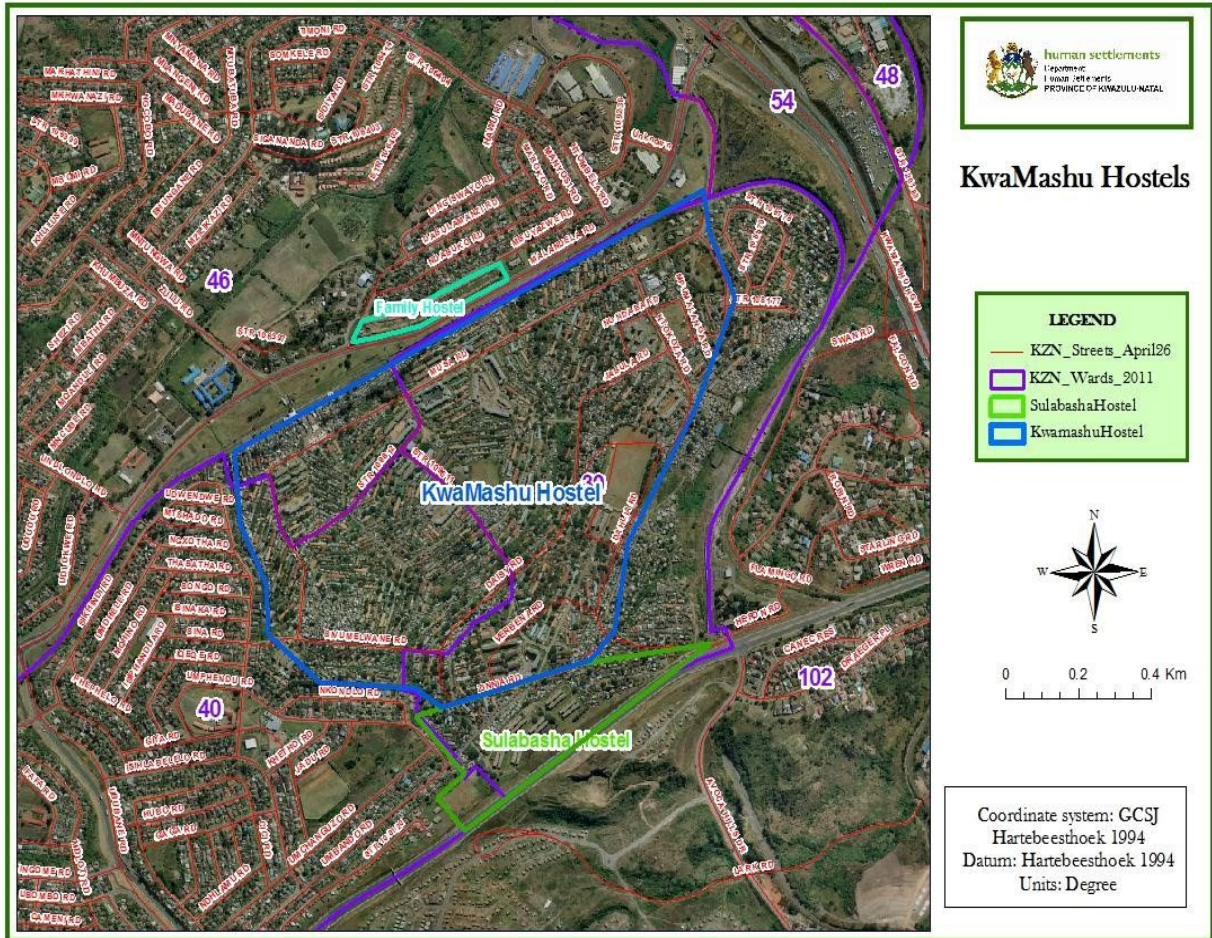
**Source: Statistics South Africa: 2011**

Due to the unemployment rate of 24.9% recorded in 2011, it is important to note why the Kwazulu-Natal poverty rate is 54.3% and clearly higher than the national average. eThekweni was rated at 24.6%. Comparing these figures indicates that KwaZulu-Natal is a largely rural province hence has a high poverty rate. EPWP, as a programme of poverty alleviation; will not in itself eliminate poverty it is merely a temporary solution (Statistics South Africa: 2011).

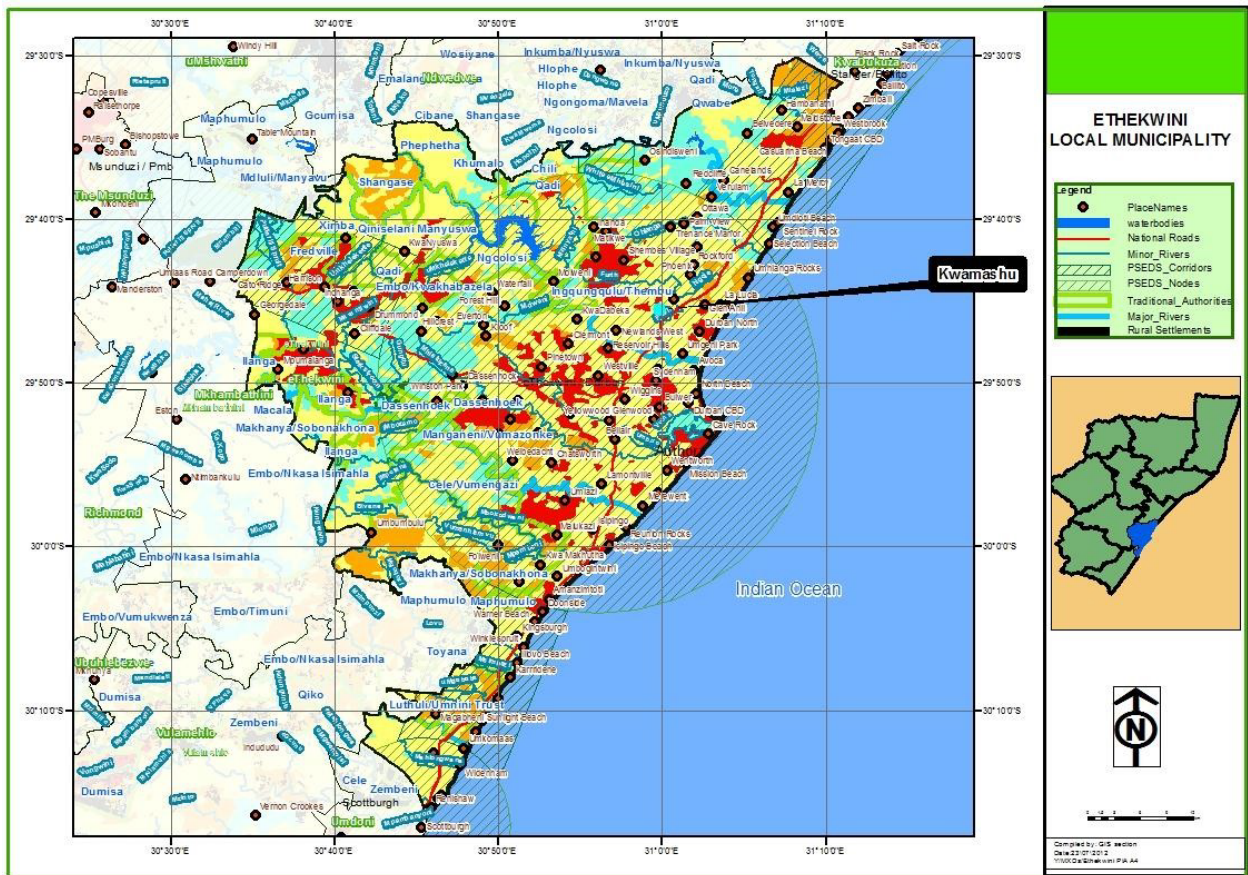
Government has to drive the process of poverty reduction as it refers to strategies and policies that will reduce the number of people living in poverty. Millennium goals aim at poverty reduction by 2014; the South African government has aligned itself with these goals and is committed to halving the number of people living in poverty by 2014.

Local government, through municipalities, has to identify projects and use their capital budgets to build their infra-structure and provide labour-intensive work. It became important to look at the impact of the EPWP on the kwaMashu hostel within the eThekweni Municipality as one believes proper implementation of the programme will change the lives of many hostel dwellers.

**MAP 1:DETAIL OF KWAMASHU HOSTEL: ETHEKWINI MUNICIPALITY**



**MAP:2 ETHEKWINI MUNICIPALITY IN KWAZULU-NATAL**



Source: Coordinate system: GCSJ Hartebeesthoek 1994; Department of Human Settlement KZN.

Many jobs can be created for the people who have been unemployed for a long time. The programme will also provide skills for many people which will be used after completing the programme. Their rights will be respected in the sense that they will have decent shelter, human dignity, equality and freedom.

The Department of Labour will assist all the municipalities in terms of human development in training. Skills development has always been placed high on the national agenda as a result of South Africa's history of discrimination, segmentation of the labour market, separation of education and training, insecure jobs and the high unemployment rates.

Various policies have emerged over the past few years in order to improve the low skills base of the South African population. The aim of these policies is to establish sustainable mechanisms for ensuring the availability of relevant skills

to the national economy, and to provide opportunities so that people will be able to upgrade their skills in order to obtain access to the labour market. At the core of these policies lies the National Qualification Framework (NQF), a nationally-regulated and standardized system of opportunities without discrimination. Measures like the Further Education and Training Act 1998, and the Education White Paper 4 promote a cost-effective and efficient further education system. The Human Resource Development (HRD) strategy is the overarching framework that directs the South African government's approach and commitment to skills development in the workplace.

The National Skills Development Strategy (NSDS) was launched in February 2001 and some of the primary problems that the NSDS are trying to address are current and past discrimination in access to education and training opportunities along racial and gender lines, and the extremely high levels of unemployment, particularly among blacks, women and rural communities. One of the main objectives of the NSDS is to assist new entrants into employment. The mechanisms that were developed to achieve the objectives of the NSDS are the Skills Development Act and the Skills Development Levies Act. The primary aims of these acts are to introduce new institutions, and programme and funding mechanisms to increase investment in skills development that is linked to economic and employment growth ([www Department of Labour 2001.gov.za](http://www.DepartmentofLabour.gov.za)).

### **1.3 MOTIVATION FOR THE STUDY**

Many programmes have been created from the EPWP that will assist the government to reduce unemployment in the country. Policies are clearly formulated and programmes are on target in an innovative manner. EPWP is looking at a broad framework in order to allow diversity of existing programmes and to utilize public sector budgets which will allow departments to undertake poverty-relief programmes in their core functional areas. EPWP is funded by earmarking funds from the budgets of line-function departments, provinces and municipalities. The Millennium Development Goals (MDGs) were created to reduce the number of people who live in extreme poverty. The South African government endorses these goals.

The creation of employment is designed under five sectors, namely:

- Social sector
- Environmental sector
- Economic sector
- Infrastructure sector
- Training sector

The government has increased its capacity by introducing different SETAs, FETs and resources to address poverty and unemployment through skills capacitation. The motivation to conduct this research was a result of the realization that, despite the noble intentions of the state (which is to relieve poverty and unemployment, which remains rife in the country because of the lack of skills required in the business sector) it is important to take a critical look and examine this commitment by government. Furthermore, it is critical to examine the adequacy of the delivery process in alleviating poverty.

It is necessary to have mechanisms to monitor the impact of policies very closely to ensure that the marginalized communities receive adequate skills in order to compete in the economic growth of the country. In noting the disparities between those who have and those who do not, the government embarked on the Skills Development Framework (SDF). The focus of the state was to meet the basic needs of the majority of South Africans through job creation and the provision of services. Central to the Reconstruction and Development Programme (RDP) delivery strategy, there was a set of principles, one of which was “a people-driven process” that promotes development through the active involvement and growing empowerment of the people (RDP; 1994:25).

#### **1.4. OBJECTIVES OF THE STUDY**

The institutional framework of job creation and the poverty alleviation programme such as EPWP emphasizes partnering and networking between

private organizations and the public sector. In this regard the objectives of the study are as follows:

- To identify implementation strategies of the programme;
- To identify the role of various stakeholders in the delivery of the EPWP;
- Reviewing current legislation and policies that impact on EPWP;
- Identify and analyze challenges encountered by municipalities in terms of delivery; and
- To make recommendations with regard to efficiency of the service delivery process of the EPWP.

### **1.5 KEY RESEARCH QUESTIONS**

The key questions of the research are as follows:

- How does the KwaZulu-Natal province intend to fast track the EPWP?
- In what manner and to what extent does the province assist the eThekweni municipality in rolling out EPWP successfully?
- What institutional arrangements are in place to work with the KZN EPWP PSC?
- Does the EPWP reach the poorest of the poor in terms of service delivery?
- What measures should be taken to evaluate and enhance development to increase skilled labour and creation of jobs to minimize unemployment?
- What are the current problems hindering the roll out of EPWP?

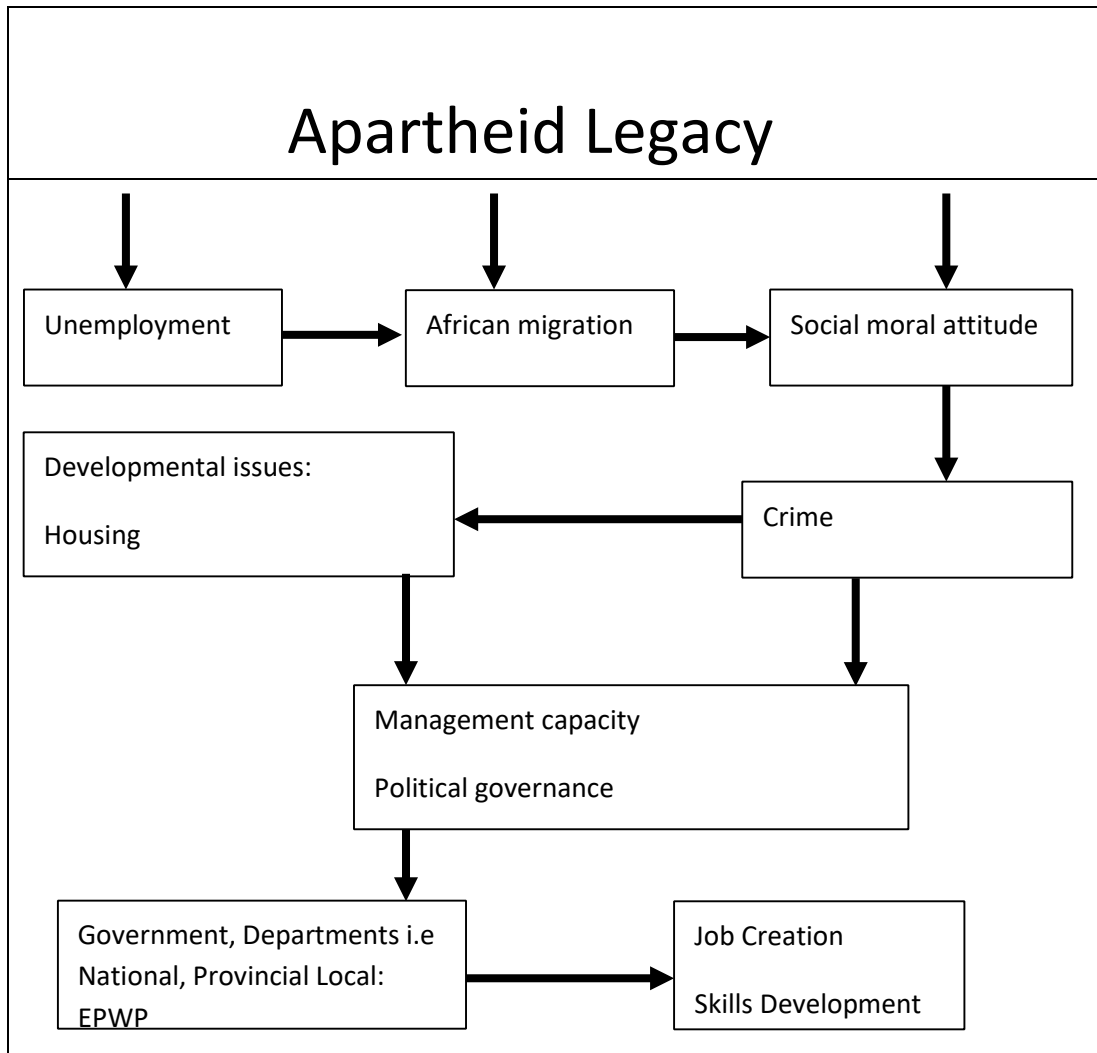
### **1.6 PROBLEM STATEMENT**

Immigration of people from rural to urban areas was the major concern. There are a number of issues which are aggravated by the following circumstances such as:

- Unemployment

- Developmental issues
- Education and Training

**FIGURE 6: PRE-1994 AND POST-1994 DEVELOPMENTAL ISSUES IN SOUTH AFRICA**



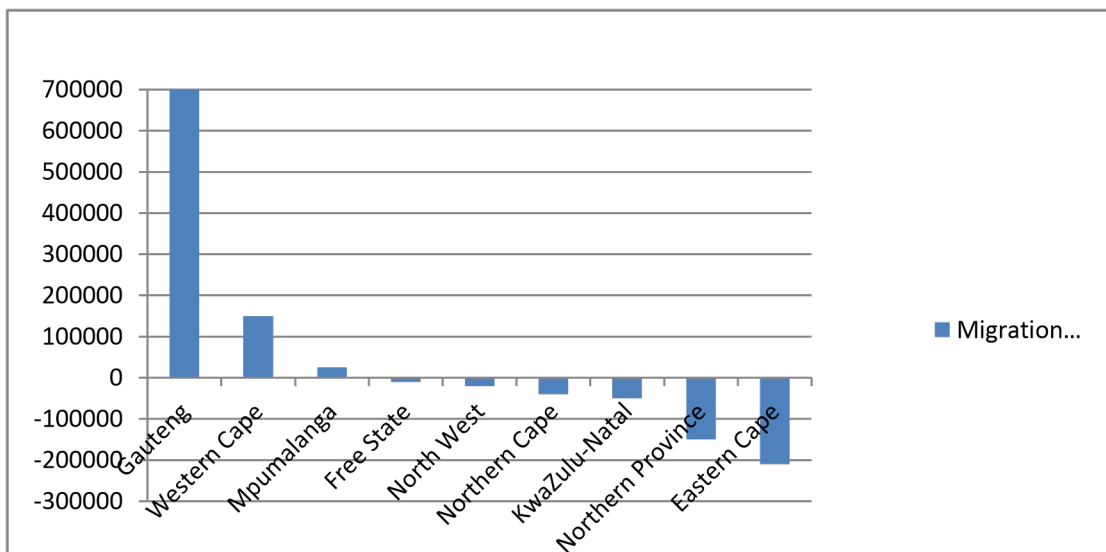
**Source: Own**

The above is a massive challenge faced by the government; it is a situation that was inherited from the past apartheid regime. Government needs to have a strategy that will involve political ideas and leadership from all spheres of government. The apartheid government had divided people according to colour. These segregated hostels were formed because that was the place to keep all those who migrated from rural areas and had no place to stay.

If people are unemployed there are issues of crime, health, social and moral attitudes. The EPWP was regarded as the programme that was the most suitable in order to reverse the situation at the KwaMashu hostel. eThekweni Municipality applied for funding from provincial government to upgrade the hostel and, in turn, jobs and skills development were to be created. Temporarily, poverty would be alleviated which could decrease the rate of crime in the area.

According to Minaar (1993: xi), “The hostels’ population is by no means a static one. Hostels are, for many, the point of entry into urban life. They function as a halfway house between the rural and urban communities and job seekers who often use hostels as a temporary place of residence while looking for a job”. He further argues that high levels of unemployment cause many hostel residents to turn to petty crime to support them (Minaar .1993).

**FIGURE 7: INTERPROVINCIAL MIGRATIONS**



**Source: Statistics South Africa: 2000**

The influx of people from rural areas to urban areas who migrate with the hope of finding employment in the cities has contributed a great deal to the population explosion witnessed in urban areas. Unfortunately a large number of these people do not find employment because they lack the skills required in different sectors of employment. The unemployment rate has increased as have these people who cannot find decent shelter. Most of them have ended up crammed

into hostels which were set aside for migrant labourers. Figure 7 is a good indication of rural immigration to urban areas.

As the projects are labour intensive, it is undoubtedly true that many people will benefit in terms of getting employment and improving their standard of living. The issue of poverty alleviation is therefore addressed as people can afford basic needs like food and shelter. Potential entrepreneurs could be born out of this programme when provided with knowledge and an understanding of how projects are sustained (<http://www.epwp.gov.za./guidelines.htm>).

## **1.7 STRUCTURE OF THE STUDY**

The study will be classified into 7 chapters as follows:

- Chapter 1: Introduction and overview of the study
- Chapter 2: EPWP and public administration: Conceptual and Contextual Framework
- Chapter 3: EPWP Balancing growth and development:
- Chapter 4: Research Methods
- Chapter 5: Presentation of data and analysis
- Chapter 6: Conclusion and recommendations

## **1.8 CLARIFICATION OF KEY TERMS**

### **Public Administration**

Public administration is the alignment of functions and activities of government officials using different approaches to promote service delivery effectively, efficiently and economically.

### **Expanded Public Works Programme**

EPWP is a programme that seeks to create work and training opportunities for the unemployed so as to do productive work and get work experience, develop skills and receive generic life skills training (<http://www.epwp.gov.za./gudelines.htm>).

### **Integrated Development Plan**

IDP is a conceived tool to assist municipalities in achieving their developmental mandates, and as planning and implementation instruments designed to bring together the various functions and development objectives of municipalities (eThekweni Municipality; economic review/IDP 2006-2007).

### **Service providers**

Service providers are professional teams such as Engineers, Project Managers, Social Facilitators, Architects and Town Planners that undertake the packaging of work required in the project.

### **Project Steering Committee**

This is a committee appointed from all levels of government departments to facilitate the Expanded Public Works Programme in the KwaZulu-Natal Province.

## **1.9 LIMITATIONS OF THE TUDY**

1. The study was limited because the sampling covered only seventy percent of KwaMashu hostel dwellers due to political dynamics within these communities.
2. A high rate of illiteracy also contributed as people were not interested in answering these questionnaires; even one-on-one questioning was a problem for some individuals.
3. KwaMashu hostel dwellers demanded some incentives in terms of cash if they were to respond. Because there was no cash reward they were not interested.

## **1.10 CONCLUSION**

It is clear that poverty is a multi- dimensional and multicultural issue. Attempts to eradicate poverty are best executed by local level structures which coordinate efforts of various sectors into one common vision of poverty alleviation and creation of employment. From the objectives of the EPWP, implementation

strategies should be identified. Looking at the scale of unemployment, government has to work hard to combat crime that is perpetuated by job loss and the decline in the economy.

Chapter 2 of the Constitution's Bill of Rights, which stresses the rights of people in the community, affirms the democratic values of human dignity, equality and freedom. Furthermore, Chapter 10 also promotes service delivery through public administration which must be governed by democratic values and principles; it must be development oriented, accountable and a career development practice (Constitution of S.A, 1996).

EPWP will improve the lives of the people through job creation and skills development. The government is working, inter-alia, with other countries through MDGs to decrease the poverty rate. EPWP, with its five sectors in KZN, can alleviate unemployment even temporarily and restore a measure human dignity. People can receive skills development using the different SETAs

The apartheid legacy can be rooted out by involving political theories and societal theories to change the mindset through good political governance. The Constitution confirms the point that all are equal and everyone has the right to life. Evaluation focuses on ensuring adequate quality, more community ownership and greater collaboration with the districts and local councils which can enhance the final output considerably as they are closer to the people.

Local government departments and other stakeholders have to commit themselves to ensuring that South Africa utilizes all its available human capital to build the economy to its maximum potential as people are its chief assets. They need to be brought into the economic mainstream. To achieve good results in the programme, it is envisaged that issues of transparency, accountability and development require greater attention in the implementation of the EPWP in all spheres of government.

## **CHAPTER TWO**

### **EPWP AND PUBLIC ADMINISTRATION: CONCEPTUAL AND CONTEXTUAL FRAMEWORK**

#### **2.1 Introduction**

This chapter will conceptualize public works programmes and their role in social development within the discipline of public administration and development, and

unpack important conceptual issues that are necessary in the understanding and operation of administrations and the public programmes initiated for solving problems that arise in the communities.

It will explore the linkages between public administration and political mandates, the issues surrounding public service delivery, reforms, the policy-making roles, the management of government projects and government procurement services.

## **2.2. Public Administration**

Prior to 1994 before the first democratic elections were held, hostel dwellings were much neglected. The perception that was created during the apartheid era was that these dwellings were meant for people who were second class citizens. Development projects that were introduced did not cater for these dwellings. Following the transition to democracy, the notion of development was embraced by the ANC government.

In the new era the scope of the EPWP also covers hostel dwellings. The EPWP addresses a significant issue: that everybody residing in South Africa is entitled to descent shelter irrespective of colour, race or creed. This therefore has an important bearing on the EPWP since it is a government initiative aimed at providing services and also improving the socio-economic status of the public.

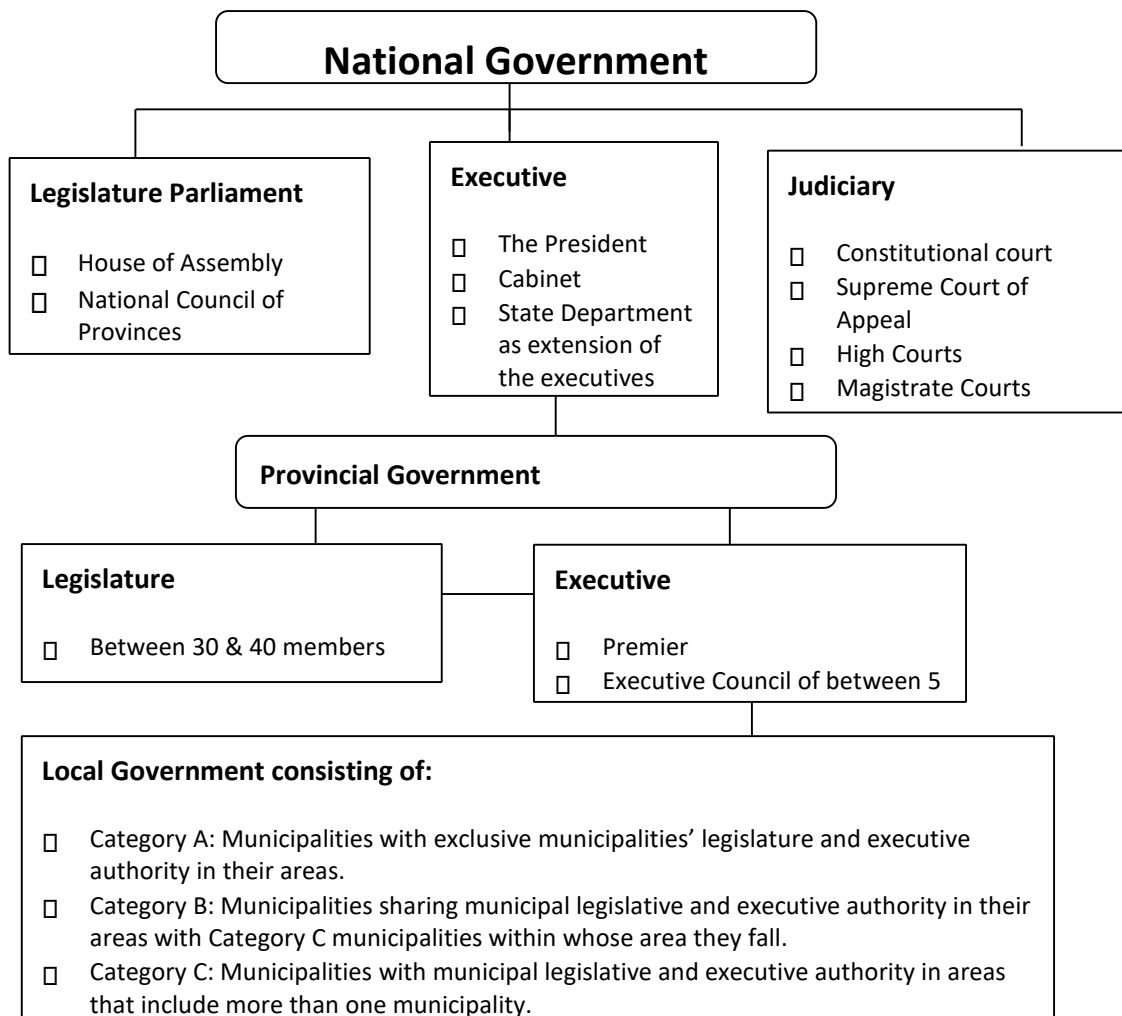
It should be emphasized therefore that poverty alleviation is one of the key challenges facing government. This implies that poverty alleviation should not be perceived as a challenge to be tackled by government alone, but more role players like non-governmental organization, community-based organizations and the private sector be involved in addressing the foregoing challenges.

According to Du Toit and Van der Waldt (2002:61), there is a need to understand where the emphasis is in the public sector and in the study of public administration. It is equally important to know which aspects of the activities of the public sector are emphasized in public administration.

Every institution and organization is a system in its own right that results in products and services. They all consist of a number of subsystems. The government consists of the legislative authority, executive authority and judicial authority, all of which are subsystems of government. These systems and subsystems are depicted in figure 8: The national government is the umbrella body of all activities that take place in terms of service delivery. The legislature comprises the political office bearers where issues are being discussed and which are received from local government. The executive is the office of the state where the President and the cabinet take resolutions that will promote the wellbeing of the people. The judiciary is the office that constitutes of constitutional, supreme, high and magistrates courts of the law in the country.

Basically, the Constitutional Court is the Supreme Court which protects the rights of individuals. Provincial governments interact with local governments in terms of service delivery. Service delivery involves important discussions at different levels in order to promote the country in terms of developing the economy. The EPWP is a programme that alleviates poverty through promotion of skills within the youth and, in fact, for all individuals. The composition of all these categories work together to decrease unemployment through strategies and programmes that are implemented throughout the country.

**Figure 8: The South African hierarchy of government institutions:**



**Source: Own**

The above gives a clear view of how the government works. The EPWP is a programme devised by the national government that cascades down to provincial departments and then to local government. Service delivery is carried out local governments as they are closer to the people. Funds are kept by national government and transferred to provincial departments who will then distribute them according to the needs of their municipalities. Municipalities utilize their funds according to the Integrated Development Plan (IDP) through the Medium Term Expenditure and Long Term Expenditure as informed by the Millennium Development Goals (MDGs) of National government.

### **2.3 PUBLIC ADMINISTRATION AND MILLENUM DEVELOPMENT GOALS (MDGs)**

The partnership is a commitment between Europe and African countries which aims to get rid of poverty and to place the African continent on a path to lasting growth and development. The continent needs much attention to be given to the empowerment process such as education, training and cultural development to the provision of adequate health care services and also infra-structural and industrial development to decrease the rate of unemployment. This behoves African governments to embrace democratic principles and practices and to deliver comprehensive programmes of action with projects linked to specific time frames.

Developing countries in the year 2000 established the Millennium Development Goals designed to reduce the unemployment rate which causes people to live in extreme poverty. Below are the eight MDGs:

1. Eradicate extreme poverty and hunger.
2. Achieve universal primary education.
3. Promote gender equality and empower women.
4. Reduce child mortality.
5. Improve maternal health.
6. Combat HIV/AIDS malaria, and other diseases.
7. Ensure environmental sustainability.
8. Develop a global partnership for development. **Source: Adapted from UN (2005)**

The development of skills has also been very significant in order to ensure a relatively smooth implementation of the MDGs. The inception of the Sector Education and Training Authorities SETAs in the year 2000 was very important for such programmes to succeed. In the case of KwaMashu, the focus is on the Construction Education and Training Authority (CETA). It is undoubtedly true that the role played by such a body is very important. The provision of proper skills lies at the door of this body which will ensure that service providers adhere to the stipulations of the South African Qualification Authority (SAQA). The skills provided to people in the construction sector will ensure that the project

implementation meets the required standards. According to the African Business, “The lack of adequate, reliable infra-structure is surely one of the biggest disincentives to investments in Africa. Poor transport links and irregular power supplies have stunted the growth of domestic companies and discouraged foreign firms from setting up manufacturing plants on the continent” (African Business, July 2005).

Among African countries, South Africa has been at the forefront amongst other countries which has been as committed to fulfilling its constitutional obligations to deliver socio-economic rights within the context of its national plan; vision 2014 is to promote equality and eradication of poverty. Gradually there has been a decline in poverty due to the introduction of different programmes by government because of the commitment to MDGs. The EPWP is one amongst these programmes that create employment through five sectors which are infra-structure, social, environment and culture, economics and training. Below is a summary of jobs created in KwaZulu-Natal through the EPWP:

**Figure 9: Job creation in KwaZulu Natal between 2004 - 2007**

KwaZulu-Natal	4 <sup>th</sup> Quarter 2004/05	4 <sup>th</sup> Quarter 2005 /06	4 <sup>th</sup> Quarter2006 /07
No of projects	138	847	1014
Budget(2005/06)	295.445.511	448.638.584	1.781.930.590
Expenditure	261.504.003	346.477.207	1.008.126.463
Person yrs of work including training	11.165	14.068	23.894
Gross no. of job opportunities created	41.313	48.607	117.965
Calculated net no. of work opportunities created	41.162	46.993	115.628
Person years in training	0	0	1.144

**Source: Statistics South Africa: 2009**

The EPWP has played a significant role in the reduction of unemployment and in job creation. According to figure 5 in 2003 when the unemployment rate was

recorded as 31.20% compared to 2007 when it was reduced to 23.00% in the 1st quarter of 2011 it was reported to be 23.9%. Jobs created in KwaZulu-Natal between 2004 to 2007 were not permanent. In the fourth quarter of 2007 statistics show that 115.628 jobs were created and training was conducted. People of the KwaMashu hostel were empowered to improve their lives through their engagement in these projects. The EPWP now also aims to address infrastructure backlogs in the vicinity of the KwaMashu hostel (Statistics S.A:2009).

Many critics insisted that the South African government had set an ambitious target when it said one million jobs would be created over five years. They have, however, been proved wrong as the target was reached ten months ahead of the March 2009 cut-off date. As announced by the Public Works Minister and EPWP champion, "The target was achieved almost a year ahead of the scheduled five years" (*City Press EPWP Supplement, September 2008*).

The EPWP Deputy Director pointed out that the challenge of unemployment and poverty remained a key priority of government and the targets for the next phase should be adjusted and increased to respond to the MDGs plan of halving poverty and unemployment by 2014. The Constitution of South Africa, Section 152, encourages community participation in social and economic development as one of the aims of local government (de Beer 2001): This is in line with the fact that it is important to ensure that for development projects to be sustainable, local communities have to be involved.

#### **2.4. Budget, service delivery and EPWP**

The vision that has inspired the South African government for the past ten years remains the guiding light for the decade ahead, yet from one year to the next, adaptations to plans have to be made in order to progress further. Economic growth in 2003 lagged behind expectations, but nonetheless a course has been steered to build on the spending and tax plans announced the previous year. In 2002 a budget of R63 billion went to national departments, provinces and

municipalities. Furthermore, R44.5 billion was added to the priority public delivery programmes. Over the decade ahead, investment in the quality of education and promotion of work-related training opportunities will remain amongst the foremost priorities of government (Minister of Finance Budget Speech: 2002.gov.za).

A large proportion of the budget is now being spent by provincial and local government agencies and entities signaling significant progress in decentralizing budget and accountability. "Government expenditure on capital and infrastructure is rising as share of spending, contributing towards increased access to services and facilitating economic development. South Africa can now break the cycle of under development, poverty and social strife that has for so long held this continent from achieving its real potential" (Bowes;2002).

South Africa has steadily eased exchange controls in line with progress in achieving macro-economic stability resulting in strengthening of the balance of payments and financial sector development. Since the democratic government has taken over, South Africa has slowly but steadily shown an improvement in public services. The focus has been to shift to policies geared to achieving job creation, skills development, attracting foreign investment and building international competitive industries. The new industrial policy framework is based primarily on improving competitiveness.

The increase in the budget for the South African government's programmes shows real commitment to job creation. The South African New Growth Path was released in December 2010 by Mr. Ibrahim Patel who is the Minister of Economic Development. The main objective aims to create five million jobs by 2020 and to bring down unemployment at a rate of 15 percent per annum.

There are six fixed priority areas to job creation. They are:

- Infra-structure development
- Agriculture
- Mining

- Manufacturing
- The “green” economy and
- Tourism

Already the first phase of the EPWP has created more than 100.000 work opportunities around the country. KwaZulu-Natal is exceptional because the province managed to create 55 036 work opportunities in 2011 and thus exceeded the target. The above also involves partnering with the private sector (BuaNews: 2012).

The eThekweni Municipality’s Integrated Development Plan key development challenges are in line with the MDGs which are to eliminate:

- Low economic growth and unemployment;
- Poor access to basic household services;
- High levels of poverty;
- Low levels of literacy and skills development;
- Sick and dying population affected by HIV/AIDS;
- Exposure to unacceptable high level of crime and risk;
- Unsustainable development practices; and
- Ineffective, inefficient, inward-looking local government (IDP by eThekweni municipality :2007)

The hostels within the eThekweni Municipality are surrounded by illiterate communities that migrate from rural areas to seek employment in urban cities. If the IDP lists these key development changes it means they have to upgrade the lives of people in terms of skills development, job creation etc. EPWP in KwaMashu will, however address these issues in a manner that sees that communities benefit from the programme.

#### **2.4.1. Budget review**

The high rate of unemployment in South Africa is still unsatisfactory, although there is significant change in job creation. More departments are involved in turning around the situation in terms of skills development. From different budget speeches the intentions of government to improve job creation are clear.

Trevor Manuel, the former Minister of Finance, in his speech of 2008 placed the focus mainly on job creation in several areas of public service delivery. He then allocated one billion for the EPWP. He further outlined the view that monitoring measurement tools were required; Statistics South Africa would have to introduce an official Poverty Line Index which would determine the rate of poverty in South Africa compared to the 1<sup>st</sup> world.

By 2009 Trevor Manuel, the former Minister of Finance, allocated R238 billion altogether to provinces and R46 billion was a baseline for each of the next three years to fight poverty through job creation. This was a huge increase for the EPWP.

His budget speech was guided by five principles for planning:

- Protecting the poor;
- Sustaining employment growth and expanding training opportunities;
- Building economic capacity and promoting investment;
- Addressing the barriers to competitiveness that limits an equitable sharing of opportunities;
- In so doing the government was required to maintain a sustainable debt level so that actions today did not constrain development tomorrow (Finance budget speech 2008).

Vice President Motlante supported the Finance Minister by responding to the crisis and committed himself to:

- Investing R787 billion in the infrastructure needed for future growth and development;

- Accelerating the EPWP and working with business to mitigate job losses and accelerate skills development; and
- Strengthening development finance institutions, and supporting industrial restructuring and agricultural development (Finance; Treasury.gov.za).

He also proposed that participating departments, provinces and municipalities should be challenged to exceed their targets for creating EPWP jobs over the period ahead; consequently the contingency reserved in 2008 was increased to allow for additional funding of employment projects in the 2009 Adjustments Appropriation, if sufficient progress had been made.

Even the State President J.G.Zuma committed himself to job creation in South Africa: in his State of the nation address of 2009 he said “Another important element of our drive to create job opportunities is the EPWP. The initial target of one million jobs has been achieved. The second phase of the programme aims to create about four million job opportunities by 2014. Between now and December 2009, we plan to create about 500 000 job opportunities. Since the implementation of our programme will take place in the face of the economic downturn, we will have to act prudently-no wastage, no rollovers of funds every cent must be spent wisely and fruitfully. We must cut our cloth according to our size” (State of the nation’s address 2009).

The above commitment by the President was proof that he acknowledged the crisis of poverty because of the high unemployment rate in the country. He stated that it was not the budget that could solve the crisis but working together and putting others before oneself.

In 2010 Minister Pravin Gordhan changed the strategy and in his budget speech introduced challenges that government needed to focus on. His focus was purely on the following:

- South Africa’s Structural economic challenge;
- Economic transformation and social cohesion;

- Global recovery and South Africa's economic outlook;
- Towards a new growth path;
- Industrial policy;
- Measures to promote youth employment;
- Tax administration;
- Reprioritization of spending towards targeted outcomes; and
- Infrastructure investment and development finance (Minister of Finance Budget Speech: 2010).

The above turnaround strategy was accompanied by the increased budget to (R907 billion and R112 billion added to the baseline of departmental budgets). From this budget an estimated total of R52 billion was made available for various EPWP projects over the next three years. The MTEF allocations included an additional R2.5 billion that would support labour-intensive projects in the social, non-state and environmental sectors, largely targeted at rural areas. This was to be the second phase of the EPWP was due to run from 2009 - 2014.

Looking at the above budget and new strategies, the Finance Minister had focused on how to face the biggest challenge, and that being how to resolve the crisis of unemployment in the country. The budget increases yearly to combat the crisis but it has still not yet reached the poorest of the poor.

In 2011 Pravin Gordhan's speech highlighted the progress made over the previous year's budget although there was not as much progress as anticipated: unemployment had not yet been reduced. South Africa was invited to join Brazil, Russia, India and China (BRIC) this will increase economic growth and developmental strategies that will create jobs and compete on the global stage. Government is making an enormous effort by interacting with other developed countries to determine how they managed to decrease their rate of unemployment in their countries. The New Growth Path will also accelerate growth and employment, focusing on the following key drivers:

- Continuing and broadening public investment in infrastructure; and
- Targeting more labour-absorbing activities in the agricultural and mining, value chains, manufacturing, construction and services sectors (Minister of Finance Budget Speech.2011).

In developed countries machines have taken over from manual labour. The South African government encourages labour-intensive projects to reduce unemployment. EPWP is labour intensive and more funding is being transferred to these sectors to drive the process.

In 2011, the budget was increased and the following proposal was tabled to accelerate employment creation: An amount of R9 billion over the next three years for a Job Fund to co-finance innovative public and private sector employment projects and over R20 billion went to Sector Education and Training Authorities and R5 billion to the National Skills Fund which have key responsibilities for training work seekers. The EPWP continued to make progress and as a result, R73 billion was set aside for projects including community-based projects, environmental and social programmes, maintenance of roads and infra-structure. Government is focusing on changing the situation and creating an accessible environment for disadvantaged communities. In closing, Gordharn said, “With jobs comes dignity.

With dignity comes participation. And from participation emerges prosperity for all”. It is clear that without improvement in job creation and skills innovation there is no dignity in South Africa (Minister of Finance Budget speech: 2011).

#### **2.4.2. Review of the current budget in line with the EPWP**

From an economic perspective, the loss of output to the economy and the loss of income for families is the concern of the government; it has to change the strategy. The cause of concern is youth development in terms of guidance starting from lower grades, discrimination, segmentation of the labour market and separation of education and training. The Finance Minister took the initiative

to add R20 billion to Sector Education and Training Authorities (SETAs) and R5 billion to the National Skills Fund. These funds will be a means to bridge the gap in the economy in terms of skills development. He further increased the budget for the EPWP by R73 billion which was to include community-based projects, especially in rural areas, and environmental and social programmes through maintenance of roads and infrastructure. From the above information, it is clear that government is serious about poverty alleviation and job creation (Minister of Finance Budget speech 2011).

### **2.4.3. Summary outline of the National budget**

The South African budget clearly reflects the importance of job creation, skills development, education, health issues etc. Every minister is concerned about the issue of unemployment, job creation and seeks ways to unlock them. From the budget of 2008 to 2011 there has been an increase in the budget to combat poverty due to unemployment and lack of skills.

The current budget (2012) has new directive in terms of expenditure. Mr. Pravin Gordhan introduced his strategy which will accelerate growth and employment instead of putting more funds into the EPWP. He wants citizens of South Africa to be involved through infra-structure, agriculture, mining, manufacturing and construction, community-based projects, training etc. Based on his strategy South Africa has been invited to join other countries that show economic growth as reflected in his New Growth Path. All these projects are in line with the EPWP. Challenges are being addressed to boost the economy in the country. The National budget is not only focusing on the four sectors of the EPWP but on all spheres of government where the targets should be monitored and valued.

## **2.5 Public Administration and Batho Pele**

Public officials are bound by the Batho Pele principles in order to facilitate good governance for the citizens of South Africa. These principles include

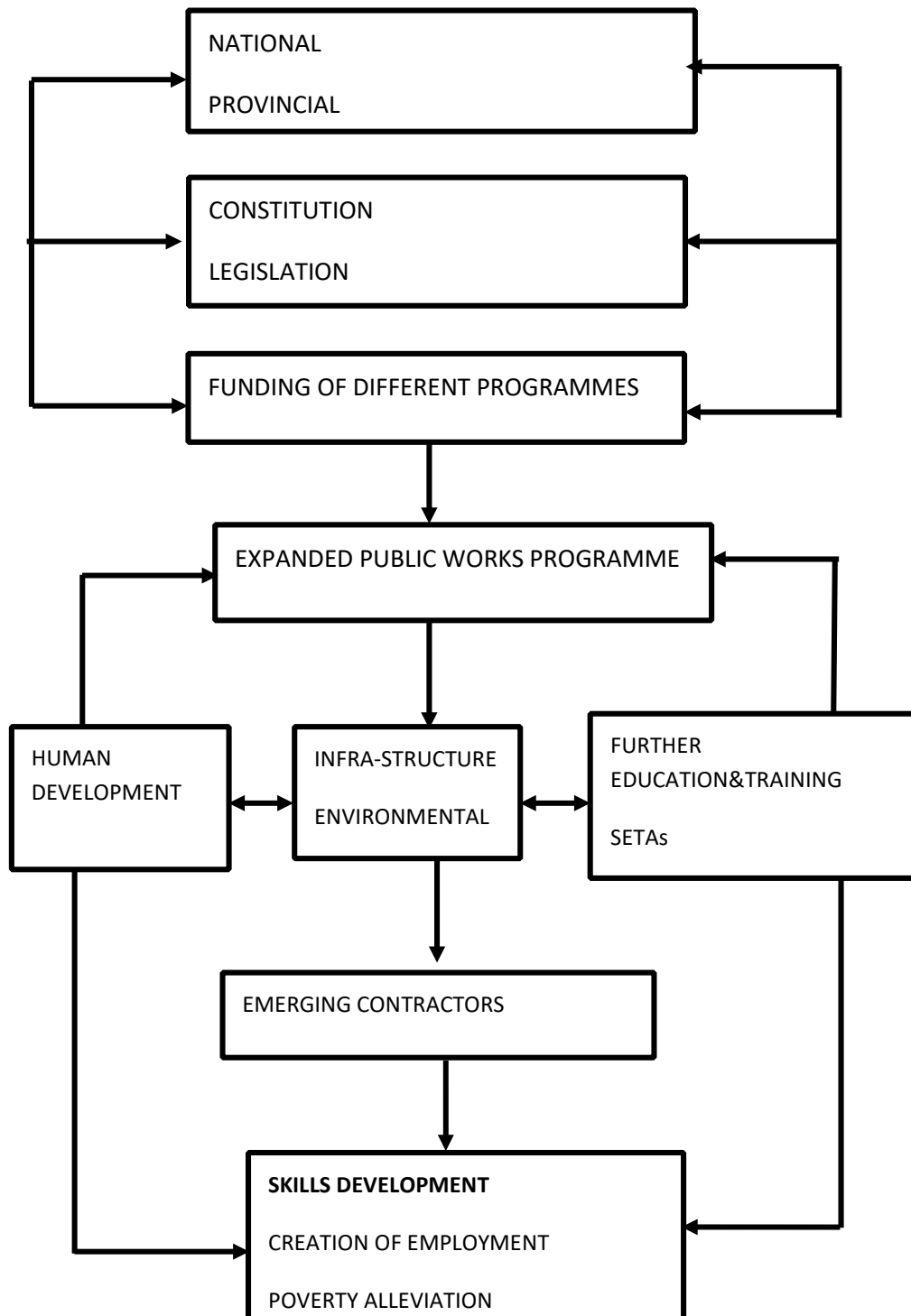
1. **Openness and Transparency:** This is the principle that gives the community trust in government institutions and officials so that they can be involved politically and developmentally.
2. **Deliberation and Consultation:** The foundations of a democracy are based on the ability of politically-elected office bearers to deliberate and consult with the electorate on the issues that affect their daily lives. Deliberation and consultation can assist in ensuring that the true needs, wants and desires of the people are identified and correctly prioritized (RSA,1997).

## 2.6 Public administration and political mandates

Efficient delivery of services within this programme becomes an important concern for public administrators, who through their role within governance and the current political dispensation must ensure accountable and procedurally-equitable delivery of service, in line with South Africa's public service delivery ethos, enshrined in the *Batho Pele* document.

Mohan (1998:70), on the other spectrum of the public administration discourse, states that during the last two decades there have been some fundamental changes in the working of government that have resulted in major and visible management innovations in organizational structures and systems with the aim of delivering greater efficiency, and a more responsive and flexible public service (Mohan: 1998). It is therefore important for government beauroucrats to always ensure that they keep abreast of changes taking place in management principles. The issue of capacity building should be one of government's significant priorities to ensure good governance. This will yield positive results in service delivery.

### Figure 10: Flowchart of EPWP funding



**Source: Own**

Above in Figure 10 clearly shown how national government interacts with other stakeholders to improve the lives of its citizens. As the government's contribution to the income of the poor, the target for 1 million work opportunities through the EPWP was attained in 2008. This however, is still a serious and a critical problem that faces South Africa because of the following reasons:

- The economy has not grown fast enough to create enough jobs;
- The manufacturing sector is using more machines instead of people to produce the end product;
- Changes in the mining sector have seen large numbers of workers being retrenched; and
- There are insufficient skills because of apartheid education (Own thoughts).

Sector Education and Training Authorities (SETAs) for human skills development was introduced in order to combat poverty. Further Education and Training Facilities (FET) are now being promoted at high school level to highlight the importance of training in order to pursue a career.

## **2.7 Administration, public works and project management**

It is also important to look at the administrative role of public works initiatives. Government projects are expected to touch base on the implementation and the ministerial targets. Local communities should be involved in project implementation at different levels via employees, service providers and consultants. The involvement of local communities at service provider level should be regulated to ensure quality and growth.

McCord (2003:28-29) state that “If Public Works Programmes (PWP) are composed mainly of short-term projects, each lasting for only few months, their main effect may be only to churn the unemployed, replacing one cohort of the unemployed with another in short-term employment projects removing them temporarily from the pool of unemployed labour, rather than addressing either the underlying problem of unemployment or having a significant or sustained impact on the livelihoods of participants...In this context prolonged public works schemes are needed that will offer sustained employment” (McCord;2003).

Government, organized labour and the construction industry generated a Framework Agreement with the principles which later became part of the Code of Good Practice that was gazetted in 2002. PWP were later included in the Reconstruction and Development Programme under the name “National Public Works Programme” (Phillips, 2004:3).

Public Works is divided into an administration unit and three departments, viz Engineering, Public Service and Public Works Administration. The department provides construction, maintenance, engineers, overall operations including, among others, water, storm-water, potable water, reused water and sanitation. The department also provides engineering services to other departments. Functions include the regulation of public and private development and the protection and enhancement of the natural environment ([www.clear-fl.com](http://www.clear-fl.com)).

In KwaZulu-Natal, the EPWP was entrusted to the Department of Public Works. It has all the guidelines, policies and mandates to process applications for funding from national government. Moreover, they are in consultation with the Department of Labour in terms of skills and training as EPWP is a programme designed to alleviate poverty and unemployment through skills and training. Municipalities identify projects within their jurisdiction and interact with the Department of Public Works so as to get support and guidance in terms of funding from the national department. Public Works can drive and manage the projects through the guidelines, norms and standards of the EPWP. It is also their duty to capacitate all provincial departments as well as municipalities on how to action the programme.

## **2.8 Public service delivery**

Public service is not merely a privilege in a civilized and democratic society like South Africa; it is a legitimate expectation hence meeting the basic needs of all citizens being one of the five key programmes of the Reconstruction and

Development Programme (RDP). Consequentially government's macro-economic strategy called Growth, Employment and Redistribution (GEAR) calls, among other things, for the reduction in unnecessary government consumption and the release of resources for productive investment and their redirection to areas of greatest need. This means that government institutions must be reoriented to optimize access to their services by all citizens, within the context of fiscal constraints and the fulfillment of competing needs (White Paper on Transforming Public Service Delivery, 1997:27).

Based on the above policy statement, shaping the public service sector, approach to service delivery means that the EPWP, in its conceptual and implementation state, must deliver services in line with the new public service delivery principles within South Africa.

The main objective of government is to ensure good governance by improving its citizens' quality of life through the role played by local government in addressing developmental issues. EPWP is a programme that is aimed specifically at job creation and poverty alleviation: officials have to establish a very clear vision which will guide the programme in achieving the intended objective. From the government's perspective, officials have to stick to accountability, transparency, fairness, reasonableness, balanced decisions, ethical norms and values in order to respond positively to public demands. These roles are played by all spheres of government in order to fulfill public needs, wants and desires.

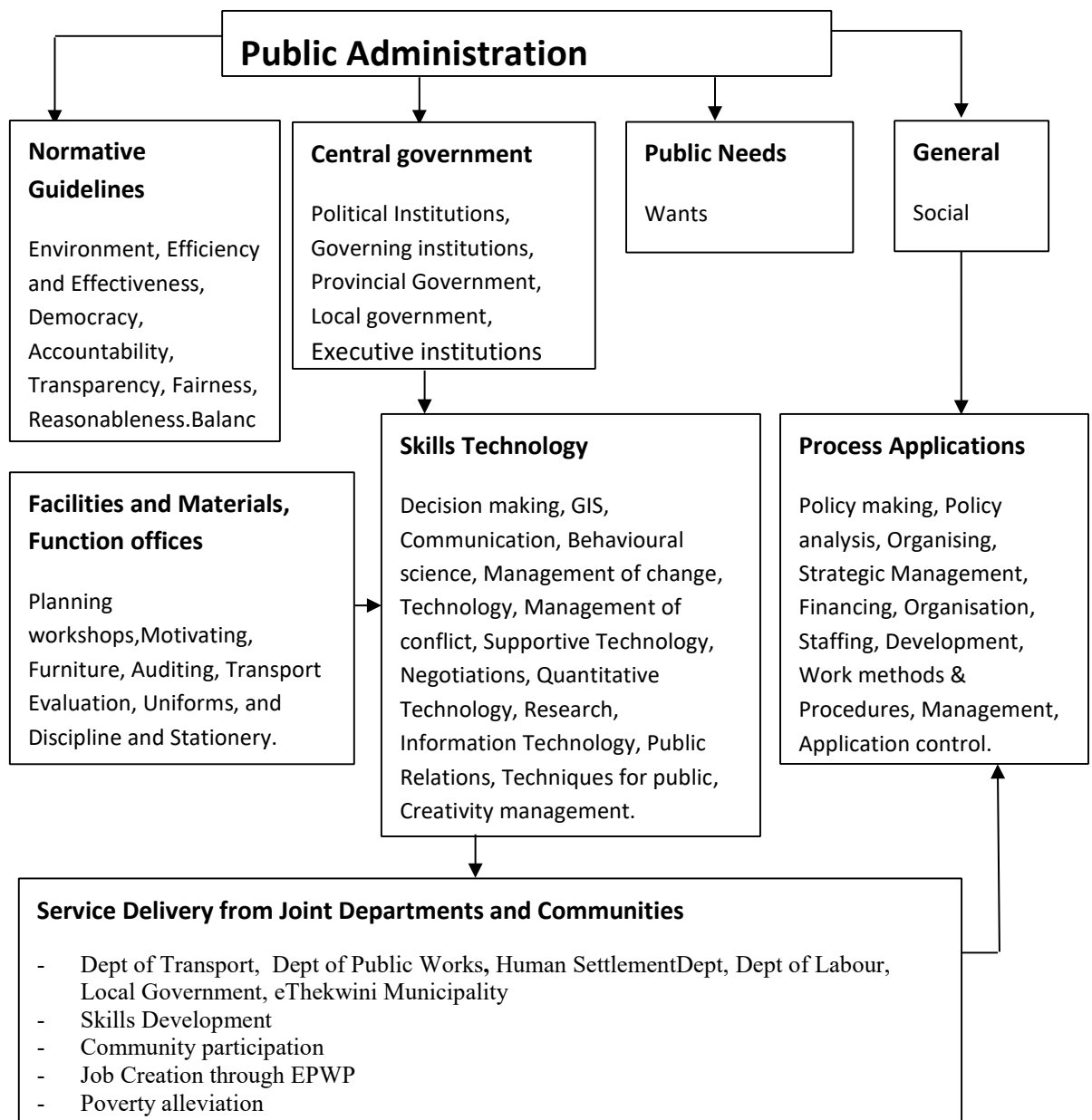
Local Government has a special role as it is closer to the people. This is done through the municipalities that plan around the demands of the community using the Integrated Development Plan (IDP). It is the municipalities under Local Government structures that will implement the EPWP by following through using policies and guidelines with the intention of promoting job creation, skills development and poverty alleviation.

The upgrading of the hostel in KwaMashu received funding to the tune of R1billion. The aim is to improve the living conditions of the people. The surrounding community is part of the project in terms of poverty alleviation. The municipality has to see to it that the community is empowered through skills development and job creation. The process will be implemented by monitoring and evaluating the project regularly to involve all the relevant community members by allowing them to own the project and value it. The officials' main role is to develop work methods and procedures to be followed by Project Managers so as to maintain ethical norms and values by applying fairness, accountability and transparency in balanced decision making (Klandermans, 2001).

An illustration (Figure 2) known as the Cloete-Schwella approach indicates how different institutions should interact with one another through public administration to promote service delivery. Public officials ought to be guided by the Constitution of South Africa, need to focus on the country's future through ensuring economic growth. The South African government is an umbrella in terms of service delivery. Different policies were enacted as nominative guidelines to respond to public demands. Transformation of the public service was adopted to improve efficiency in the rendering of service. Affirmative action was introduced to ensure that the right person was placed in the right job and to promote black employees, however, some had no qualifications and proper training. Many lacked the ability for achieving success.

The Skills Development Act was initiated to develop the country and its people and to concentrate on market-related skills and job creation. The Labour Relations Act ensures labour market flexibility and promotes foreign investment as well as ensuring that black South Africans get fair and equal access to economic opportunities. Without these policies and prescripts administration in the public sector will not achieve the best service delivery which it wants and needs for the public at large. The EPWP is one of the programmes that were introduced to reduce unemployment, alleviate poverty and develop skills to improve the quality of the lives of the people.

**Figure 11: An illustration of the Cloete-Schwella approach**



**Source: Cloete; 1989**

## **2.9 Pro-poor growth**

Alleviation of poverty within African countries is carried out after a clear analysis of the sources of growth. According to the Department for International Development (DFID) pro-poor growth considers only the incomes of the poor people and is closely related to the speed at which absolute poverty is reduced. Pro-poor growth is useful because it aligns economic growth with changes in the well-being of the poor. Policies of pro-poor and pro-growth overlap because most are effective in reducing poverty and also increasing growth. Pro-poor growth

strategies therefore enable poor people to participate in, as well as benefit from, the growth ([growth@dfid.gov.uk](mailto:growth@dfid.gov.uk)).

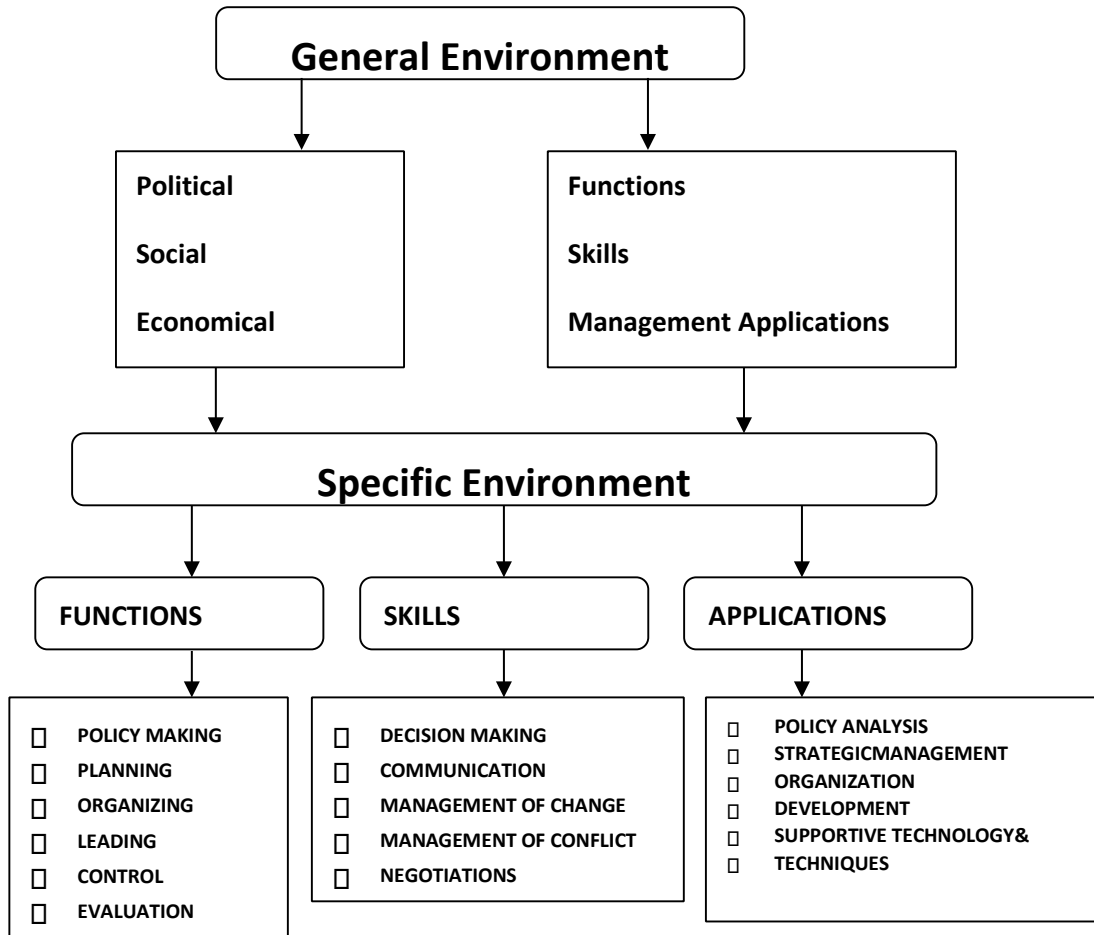
The initiative by government to introduce a policy for poverty reduction is in line with the MDGs it is a sign of a commitment to the effort to increase job creation. The EPWP will assist in the sense that the poor that live below R1a day survive through creation of jobs and development of skills. When these people acquire skills at the end of the programme they will enter the pool of employed people who contribute to the economic growth of the country.

## **2.10 Public management**

Public management applications attempt to incorporate a wide spectrum of management knowledge and skills into integrated and systematic approaches, to improve the quality of particular aspects of public management. The EPWP is undoubtedly a programme that involves different scenarios in order to produce good results in terms of poverty alleviation. Government needs to overcome the situation through implementation of comprehensive processes and functions which include policy-making, planning, organizing leadership, motivation, control and evaluation.

Schwella's Public Management Model shows how aspects of the environment should communicate with one another; this will lead to government fighting poverty using the strategies formulated.

### **Figure 12: Schwella's Public Management Model**



Source: Cloete; 2000

## 2.11 Public Policy

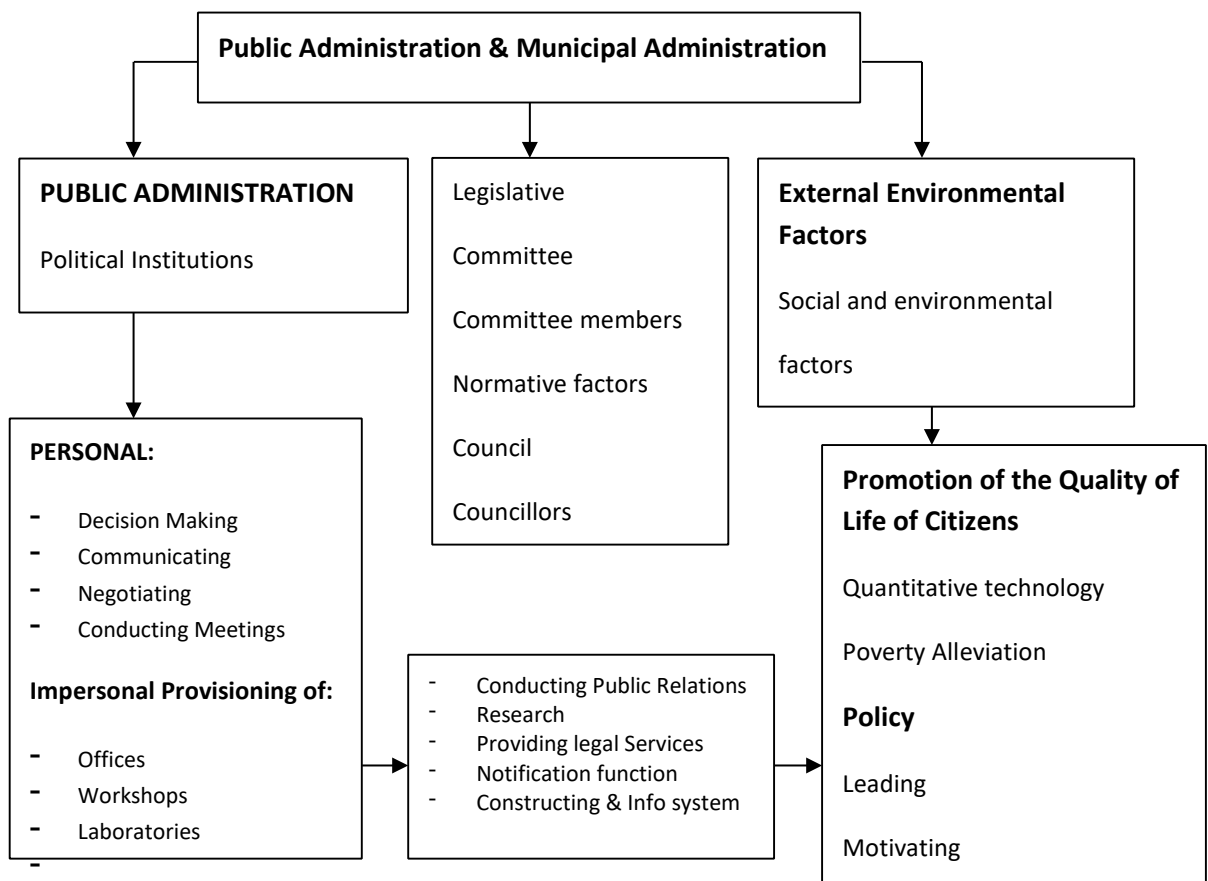
Reference to the EPWP formed part of opening speech of President Thabo Mbeki during the opening of Parliament in 2004 because of the alarming rate of unemployment in the country. It is still an issue of concern although seven years has passed. More jobs were lost because of the decline in the economy. In 2009 the economic depression in the world was a blow to the developing countries. Countries that survived the depression were those that enforced labour-intensive programmes projects and skills development.

It is important to contextualize the Public Works Programme within the axis of public policy as it will be further discussed in literature. Policy is larger than a decision; a policy is typically generated by interactions among many more or

less conscious decisions. The policy gives direction on how the programme will be directed in terms of infrastructure, environmental, social and economic sectors. The policy aimed to provide provinces and municipalities with the necessary tools such as the Public Finance Management Act, Tender Evaluation Processes, Construction Education and Training Authority (CETA) and Code of Good Practice for Special Public Works Programmes.

The illustration presented below clearly demonstrates how interaction amongst different role players and government entities should communicate with one another. The aim of the programme was to address skills development and, training and creation of employment in order to decrease the rate of poverty in the country. Government's priority is to promote the quality of lives of its citizens through government, as espoused by the Constitution of South Africa in the Bill of Rights, Chapter 2.

**Figure 13: Public Administration Model**



**Source: Cloete; 2006**

All public policies emanate from the Constitution of South Africa. The constitution specifies the basic principles to be pursued in attaining specific goals as it interprets the values of society and is usually embodied in the management of pertinent projects and programmes. These policies are formulated because they involve the environmental background such as social, political, cultural, psychological, economic and global environments and ethical issues. These are all external environmental factors which are the instrument of service delivery to the public. The EPWP cannot function properly without the consideration of these factors. Public policy also is about the input which identifies the needs of the public; the institutions have to process and prioritize and this results in the outcome of implementation.

Chapter 2 of the Constitution in Section 27 refers to;

- (1) Housing: Everyone has the right to have access to adequate housing; the state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realization of this rights; and
- (2) Health care, food, water and social security:

Everyone has the right to have access to:

- (a) health care services, including reproductive health care;
- (b) sufficient food and water; and
- (c) social security, including dependents if they are unable to support themselves, and appropriate social assistance (Constitution of South Africa;1996).

Although poverty is basically political it relates to the allocation or distribution of resources which reflects the impact of past and present policies. The Constitution is required to address the imbalances of the past and protect the well-being of all individuals.

Job creation is one of the measures needed to combat poverty through different programmes such as the EPWP. Fig 4 shows how government has to attend to external environmental factors which are social and political. Policies are enacted in the legislature and are cascaded to provincial and local governments. Each individual has the right to decision-making through bottom-up communication. All programmes that are established, including the EPWP has one goal and that is to promote the quality of the lives of citizens.

Chapter 10 of Section 195(1) of the Constitution of South Africa of 1996 clearly stipulates unambiguous norms and standards which the public service should strive to achieve and maintain at all times. The following principles will enhance the EPWP and encourage the public to participate in service delivery through the appointed officials, including heads of the state, in order to play a role in being accountable for their acts to improve the quality of life of all citizens and to help realize the potential of each person:

- A high standard of professional ethics must be promoted;
- Efficient, economic and effective use of resources must be promoted;
- Services must be provided impartially, fairly, equitably and without bias;
- People's needs must be responded to, and the public must be encouraged to participate in policy making;
- Public administration must be accountable; and
- Good human resource management and career development practices necessary to maximize human potential, must be cultivated (Constitution of South Africa; 1996).

Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, fairness and the need to redress the imbalances of the past in order to achieve broad representation. The EPWP is a vehicle for the relief of poverty through skills development. Contractors who are employed in the infrastructural sector must assign duties impartially, fairly and without bias. Officials who award tenders must be accountable and be capable of good human resource management and career development practices to maximize human potential.

Public policies should be evaluated in terms of their effectiveness, efficiency and adequacy in satisfying the needs of the recipients of benefits; there should be equity in distribution of services amongst the public. According to Anderson (2000:35), public policy is good if it bears the following characteristics:

- It must delineate clearly the objective from which it is derived;
- It must be in understandable writing;
- It must prescribe criteria for current and future actions;

- It must be stable and amendable to change consistent with economic conditions;
- It must be a canon from which precept of conduct can be derived;
- It should prescribe methods of accomplishment in broad terms, but allows for the discretion of those responsible for preparing the precept of conduct;
- Its edicts must be capable of being accomplished;
- Its derivatives rules of conduct must not be subject to the discretion of those who are governed by them (Anderson, 2000:35).

## **2.12 Co-operate government**

The Constitution of South Africa Section 41(1) states that, “All spheres of Government and all organs of state within each sphere must co-operate with one another in mutual trust and good faith by:

- Fostering friendly relations;
- Assisting and supporting one another;
- Informing one another at, and consulting with one another on matters of common interest;
- Co-ordinating their actions and legislation with one another;
- Adhering to agreed procedures; and
- Avoiding legal proceedings against one another. Co-operative government ensures that duplication is avoided and that co-ordination between the various spheres of government takes place to ensure the optimal use of resources” (Constitution of South Africa; 1996).

In order to meet the basic needs of all citizens, the government ought to be dedicated to ensuring that all programmes are implemented and monitored through the various levels of state organs. Local governments are closer to the people; therefore they are the implementers of the programmes.

The National Department of Public Works is entrusted with the EPWP, and in the Province of KZN is entrusted to the Department of Transport which clearly states that, “All spheres of government and all organs of state within each sphere must cooperate with one another in mutual trust and good faith” Every institution must establish a customer service centre which represents a shift away from a centralized service towards a more localized administrative orientation. This is a way of showing recognition of the value of accessibility, transparency and accountability in governance beyond the traditional domain of financial performance. This means that officials must align the local government system, organization, strategy, budget and implementation of programmes with those of other spheres of government (Department of Transport Infra-structure Sector Plan;KZN).

### **2.13 Conclusion**

The study has defined and conceptualizes concepts that are important in the government’s Expanded Public Works Programme within the scope and ambit of the discipline of public administration together with its elementary sub-disciplinary components such as public management. The analysis of the concepts, as laid out in the discipline, shows how deeply embedded in the functionalities of public administration, the EPWP is. Without sound administrative practice and strategic management of government initiatives, the EPWP cannot reach its desired objects and goals as laid out in state or ministerial policies. EPWPs are expected to generate employment, diversify the economy, stimulate investment, encourage entrepreneurship, enhance technological change, activate competition and stimulate economic development.

## **CHAPTER THREE**

### **EPWP BALANCING GROWTH AND DEVELOPMENT:**

#### **A FOCUS ON EPWP**

##### **3.1 Introduction**

This chapter will present the theoretical base of the study, and will trace the important development of certain sectors aligned to the administration of public or government institutions, and how these carry out their mandates of delivering services to the people. Again, we will also look at the South African policy environment relative to policies that have implications for project initiatives under the EPWP, and lastly, the role played by the programme in poverty alleviation.

##### **3.2 Governance and public administration**

Governance is the process whereby authority is exercised in the management of a country's economic and social resources for development. Furthermore it includes the capacity of government to design, formulate and implement policies and discharge functions; hence it is also a continuing process through which conflicting and diverse interests may be accommodated followed by co-operative action which may be taken. Good governance can be reflected in public service delivery in the implementation of public policies aimed at providing concrete services to the citizens (Mhome;2003).

Democracy plays an important role in the governance as different views and ideas come from all corners of the state. The economy can grow in a democratic environment. Sustainable governance requires a chain of events which can be summarized as the effective implementation of the best practices of strategic management within the context of the network analysis model of governance.

According to the United Nations Development Programme (UNDP) (1994), governance can be seen as the exercise of economic, political and

administrative authority required to manage a country's affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences (UNDP:1994).

Good governance is grounded in certain predicates, which are that citizens and their government enter into a pact in which the citizens of any polity expect returns from their rulers for the enormous power vested in them. They expect the government to respond to their material and non-material needs through a systematic process of accountability, transparency and checks and balances. In essence, good governance is imperative for development (UNECA, 2004).

### **3.3 Public Administration Reform (PAR)**

According to United Nations Development Programme (UNDP), in spite of the influential neo-liberal arguments of the 1980s and 1990s which sought to roll back the state, recent surveys find that citizens want state institutions that are democratic, efficient in the use of public resources, effective in delivering public goods, but also strong, and capable of standing up to powerful global forces. Furthermore, people want the state and its public administration to act as a social and economic promoter, capable of ensuring equitable distribution of opportunities, sustainable management of resources and equitable access to opportunities such as employment (UNDP 1994).

Hung (2005:66) asserts that there was a time when the ruling function of the state was emphasized. This led to a situation in which the state was seen as almost having to do everything: performing both policy making and policy implementation. The state was therefore involved in a vast majority of production and business activities. The focus of the role of the state has shifted more to service orientation and seeing citizens as customers; thus, delivery of public services has become one of the key contents of state reform.

### **3.4 Political governance**

Governance is a form of political regime that can be achieved and agreed upon through a national vision and attainable action plans in strategic policy sectors. It is a process of political management that aims at maintaining order, ensuring population legitimacy and responding to problems through appropriate mechanisms and strategies. Sustainable governance can be achieved if there is committed, honest political and administrative leadership which includes formal institutions which either have agreed to, or are perceived to be serving public interest. It is a process of political management that aims at maintaining order and responding to problems through appropriate mechanisms and strategies in order to exercise political, economic and administrative authority so as to manage a nation's affairs (Venter;2001).

### **3.5 NEPAD and good governance**

The New Partnership for African Development (NEPAD) framework documents suggest that African leaders have recognized the salient importance of good governance for achieving sustainable development in Africa and they have set out principles pertaining to the strengthening of democracy and political governance as well as economic and corporate governance(Hope 2003;55). Hope adds that on the issues of democracy and political governance, development is impossible in the absence of democracy, respect for human rights, peace, and good governance(Hope 2003;55).

In an attempt to promote good governance, as well as to address Africa's post-cold war legion of challenges, the successor organisation, the African Union (AU) and its attendant development programme, the NEPAD, were established. These projects embody an innovative peer review mechanism by which African governments are assessed in terms of their progress towards good governance (Hope 2003).

Hope (2003:93) states that the NEPAD framework document has identified institutional reforms in order to strengthen political governance in Africa which will need to focus on:

- (1) The administrative and civil services;
- (2) The strengthening of parliamentary oversight;
- (3) The promotion of participatory decision-making;
- (4) The adoption of effective measures to combat corruption and embezzlement; and
- (5) The undertaking of judicial reforms (Hope; 2003).

These five areas of focus have been exhaustively discussed elsewhere. Suffice to say here that for the first time in post-independence Africa, African leaders themselves are pointing to the shortcomings of the institutional structure over which they preside directly and /or in which they have much say.

Good governance is conceptualized prescriptively as sustainable achievement of the developmental policy objectives of a participatory democratic government by utilizing all available resources effectively. It can also be achieved through the availability and the best resources which are people, monies, supplies and information when there is organizational culture and work ethics. Good governance can also be achieved and agreed upon through a nation's vision and attainable action plans in strategic policy sectors. Sustainable governance requires a chain of events which can be summarized as the effective implementation of the best practices of strategic management within the context of the network analysis model of governance (Hope; 2003).

### **3.6 Public services management**

Mohan (1998:32) asserts that, as government moves from a concern to do towards a concern to ensure that things get done; the managerial focus is increasingly directed away from formal processes towards results. This very

striking managerial shift has been the strongest in developed and newly-industrialized countries.

(Mohan; 1998).

### **3.7 Policies and legislation relative to the EPWP**

Before any discussion of policies that govern the EPWP in the country takes place, it is also important to understand the policy framework under which this initiative was conceived. It is also important to discuss issues relative to the management of public funds and how Broad Based Black Economic Empowerment (BBBEE) links with this programme or how it advances the principles of BBBEE in the quest for addressing inequalities and public services backlogs. President Thabo Mbeki (2003), in his State of the Nation Address (SONA), stipulated clearly that the EPWP would be used to provide job training for the workers involved in this programme, and that it has, as one of its focuses, the sector of the South Africa population that has been marginalized by virtue of low educational and skills levels (State of the Nation Address 2003).

### **3.8 EPWP and Batho Pele Principles**

According to the Batho Pele principles, improving the delivery of public services means redressing the imbalances of the past and, while maintaining continuity of service to all levels of society, focusing on meeting the needs of the 40% of South Africans who are living below the poverty line and those, such as the disabled, and black women living in rural areas, who have previously been disadvantaged in terms of service delivery. Improving service delivery also calls for a shift away from inward-looking, bureaucratic systems, processes and attitudes, and a search for new methods of working which put the needs of the public first, in a better, faster and more responsive way (*Batho Pele Principles*).

The above policy statement gives a directive on how the EPWP should go about its role as an initiative of the state that focuses on providing services in four sectors, namely; infrastructure, economic, environmental and social

development. The EPWP in its current form is an answer to the Batho Pele Policy (1997) stipulations regarding putting the needs of the people first in service provision. How does the EPWP do this in practice then? Firstly, people are trained to acquire skills that are necessary to undertake work within the programme. Through the economic sector focus, learner ships are structured in a manner that wills skill the people participating. It will also enable them to start their small enterprises, which will later help in the economic advancement of the country. It will generate income and also becomes enterprises that will also attract other people to be trained for active participation in the economy. More income will be generated by the state through tax and other means which will eventually translate into increased budgets for certain public services.

The Batho Pele Policy stipulates that all national and provincial departments must, regularly and systematically, “consult not only about the services currently provided but also about the provision of new basic services to those who lack them”. Consultation will give citizens the opportunity of influencing decisions about public services by providing objective evidence which will determine service delivery priorities. Furthermore, it can also help to foster a more participative and cooperative relationship between the providers and users of public services. It further states that there are many ways to consult users of services, including customer surveys, interviews with individual users, consultation groups, and meetings with consumer representative bodies, Non-Government Organizations (NGOs) and Community Based Organizations (CBOs), including bodies representing previouslydisadvantaged groups. The method or methods adopted must be chosen to suit the characteristics of the users and consumers concerned. Whatever method is chosen, consultation must cover the entire range of existing and potential customers. It is essential that consultation should include the views of those who have previously been denied access to public services (*Batho Pele Principles*).

Batho Pele encompasses eight principles that should be observed by any government entity or individual offering public services. Each principle will be outlined and their link to the EPWP explained.

- **Consultation** – citizens should be consulted about the level and quality of services they receive and, wherever possible, should be given a choice about the services they are offered (*Batho Pele Principles*).

What this principle might mean to the EPWP is that, before its implementation in a chosen municipality or community, the residents need to be told about it and what it seeks to achieve for them on a broader development scale.

- **Service standards** – citizens should be told what level and quality of services they will receive so that they are aware of what to expect (*Batho Pele Principles*).

The implication of the above principle on the EPWP is that, firstly, during the selection of a contractor or a preferred, bidder local residents be told of what quality the municipality expects from the services to be rendered to its inhabitants by the contractor, and, secondly, the type of skills that will be developed in the community and how they will help the empowered individuals of that particular community long after the project has been finished.

- **Access** – all citizens should have equal access to the services to which they are entitled (*Batho Pele Principles*).

This principle affirms the constitutional rights of citizens to which they are entitled which are and relative to the EPWP. This might mean that the municipalities within which public utilities have been refurbished or built, people must allow all to have access, irrespective of colour, political alignment or religion. For example, building of a school through the EPWP in an area dominated by members of other parties, means the use of such services does not, and must not, exclude people from rival parties to use or benefit from such utilities.

- **Courtesy** – citizens should be treated with courtesy and consideration (*Batho Pele Principles*).

The implication this principle has for EPWP is that, in the process of planning, implementation and evaluation of initiatives of this programme, people's needs and their role must be considered and they need to be treated with courtesy in all the processes of the programme.

- **Information** – citizens should be given full, accurate information about the public services they are about to receive (*Batho Pele Principles*).

This principle, in the context of the EPWP, can be understood when linked with the first principle of consultation, and that is in what phase people should be given all relevant information about the initiatives of the programme, and how it will benefit them. They also need to know of their expected role in its implementation, because these are all factors linked to the poverty alleviation strategy of government.

- **Openness and transparency** – citizens should be told how national and provincial departments are run, how much they cost and who is in charge (*Batho Pele Principles*).

This principle encourages those officials working on the EPWP to provide information about their decisions when required, the costs of projects linked to the programme and means taken to explore alternative cost-effective ways of providing such services.

### **3.9 Public Finance Management Act (PFMA), Act: 1995**

This is an important piece of legislation pertaining to the management of public funds and also in trying to maximize service delivery. Its key objectives may be summarized as being to:

- Modernize the system of financial management in the public sector;
- Enable public sector managers to manage, but at the same time be held more accountable;
- Ensure the timely provision of quality information; and
- Eliminate the waste and corruption in the use of public assets (PFMA.gov.za).

The aforementioned objectives of the PFMA locate services provision through the EPWP on the accountability spectrum and the use of modern-day systems in the management of finances of projects initiated through the EPWP. Since this programme also aims at empowering emerging companies in the industry, most of the work is outsourced therefore serious consideration in reviewing the principle of dealing with corruption also needs attention in reviewing the awarding of tenders or contracts in the programme.

### **3.10 EPWP and Black Economic Empowerment (BEE)**

The former Minister of Public Works, Stella Sigcau, in 2003, stated that “Currently these disposals are being carried out in terms of the Preferential Procurement Policy Framework Act and its Regulations, which provides for the allocation of either 10 or 20 preference points for Black Economic Empowerment (BEE) during the tender adjudication process”. She further stated that her departments was working with the Department of Public Enterprises on a new disposal policy with the aim of increasing the contribution of the state’s disposals to BEE companies and to addressing inequities in the property market (McCord,2002).

The Minister’s speech focused on the role that her department was expected to play in the advancement of BEE in the country (through the EPWP) whereby certain contract work would be awarded to black-owned companies. Her department would also play a role in the growth of SMMEs. The Preferential Procurement Policy Act (Act No.5 of 2000) encourages government

departments to advance equity in the economic sector through awarding government tenders to designated groups (Preferential Procurement Policy).

### **3.11 EPWP and Municipal Services Partnerships (MSP)**

The Municipal Service Partnership paper stipulates that efficient, competitive, transparent and socially-equitable procurement and contracting arrangements are essential to ensure that MSPs actually improve service delivery. There is also a need to ensure that the historically disadvantaged can participate fully and effectively in municipal procurement and contracting. Existing procurement legislation and regulations are geared to conventional procurement activities such as civil works construction and the purchase of equipment and services. Because of the larger number of risk implications that need to be considered in an MSP arrangement, a correspondingly more sophisticated approach to procurement is required (MSP; 2000).

This paper also stipulates that procurement is the stage in the MSP cycle when the municipal council takes its proposed MSP “to the market”. A sound procurement process will be one that achieves “value for money” for the council and its residents and promotes important societal goals such as empowerment. The remainder of this section outlines the policies to be adopted for municipal planning and procurement of MSPs. Existing procurement legislation and regulations are geared to conventional procurement activities such as civil works construction and the purchase of equipment and services (MSP, 2000).

### **3.12 Role of local government in EPWP**

There are millions of South Africans who, in the past, did not receive basic services but have since had services extended to them. This must mean that there is some capacity that was unleashed to ensure that services are being extended to such sections of society. The Former President Thabo Mbeki acknowledged that some municipalities did not have adequate capacity to deal

with the task set for them in the constitution and other statutory policy documents.

Former President Thabo Mbeki, in the magazine SONA (2006), pointed out the need for local governments to be empowered so that they are able to discharge service delivery and developmental obligations. In this regard, it is clear that local government, to fully deliver on its constitutional mandate, will meet challenges. Since local government is the governance structure closest to people and the level at which the EPWP is implemented, it becomes imperative for local governments to have people highly skilled in handling projects of the scale as that of the EPWP (SONA 2006).

National, Provincial and Local government need to come up with a strategy of how to improve the employment prospect in this country, especially as EPWP is shortterm employment. According to the study done by the Centre for Development and Enterprise, it is stated that policy makers should start to focus on the following:

- Work to achieve higher rates of economic growth to absorb more young people into the formal economy;
- Dramatically improve education and training and look at how vocational counselling can improve job preparedness so that young people develop a realistic assessment of their capabilities and the realities of the labour market;
- Make it easier for young people to find jobs through job search assistance by, for example, providing fax, internet or photocopying facilities;
- Reduce the tax, regulatory, infra-structure and crime barriers that hamper the development and survival of small businesses and that deter young people from creating new enterprises; and
- Significantly enlarge the existing expanded public works scheme and link it to economic reforms that will measurably reduce unemployment (Centre for Development and Enterprise).

Mobilization is required to overcome the tendency for the EPWP to be seen as a Department of Public Works programme rather than as a programme of the whole of government. The above stipulations have an important bearing on the role municipalities have to play. The stipulations imply an active role in the delivery of services through the EPWP, and also challenges for the National Department of Provincial and Local Government (Cogta) together with other departments to play a critical role in clarifying to municipalities what is expected of them with respect to project implementation under the programme. Partnership with business in the mainstream will be ideal if providing incentives for private companies and the private sector to expand the number of jobs.

According to research by the NEGP, it is clear that under-spending of allocated funds to provincial and local governments is also the cause of unemployment. EPWP have funds allocated for the programme in various provincial and local governments and if these funds are not utilized properly then it leads to loss in job opportunities. In 2011 the eThekweni municipality lost about 9 057 job opportunities compared to other provinces where the outcome doubled the number. Even though these are not permanent jobs, at least they do provide minimum remuneration to the public (NEGP).

### **3.13 Role of provincial government training for the EPWP**

The South African population has been deprived of education by its history of segmentation of the labour market, separation of education and training, insecure jobs and the high unemployment rate. Government has tried various policies in order to improve the aspect of low skills in the economy of South Africa. A national regulated and standardized system of certification called National Qualification Framework (NQF) has been introduced to close the gap between education and training through the provision of opportunities without discrimination (Report by Minister Blade Nzimande.gov.za).

The Further Education and Training Act, 1998, promotes a cost-effective and efficient further education system. Further Education and Training (FET) are

being promoted so that the youth of today can alleviate the skills shortage. Amongst the strategies that have been introduced, there is also the Human Resource Development Strategy (HRDS) which is committed to skills development in the work place. There are four main objectives:-

- Improving the foundation for human development by ensuring access to basic education;
- Improving the supply of high-quality skills by identifying scarce skills and promoting their development;
- Increasing employer participation in lifelong learning and addressing youth unemployment and general unemployment;
- Supporting employment growth through industrial policies, innovation, research and development (DoL, 2001:200).

From the above objectives, the importance of youth and public education is the priority of the government. The National Skills Development Strategy was formulated in order to address current and past discrimination in access to education and training opportunities along racial and gender lines, and the extremely high levels of unemployment, particularly among blacks, women and rural communities. The Skills Development Act focused mainly on the introduction of new institutions, programmes and funding mechanisms to increase investments in skills development that is linked to economic and employment growth through learnership programmes.

The Department of Labour funds the training programmes to meet the training entitlement for workers employed on EPWP projects. Every sector has to produce its plan in terms of planning training and qualification frameworks. The intention of government is to expand beyond the traditional focus on infrastructure, social, environmental and economic work activities. The Department of Public Works and CETA have worked together to have labour-intensive contractor and supervisor learnership programmes. Government is fighting tooth and nail to create employment as generations of young people are

caught in an inhumane dilemma that affects all spheres of their lives. Youth cannot yet integrate into a socioeconomic system.

### **3.14 Legislative roles of local governments.**

The duties of municipalities are outlined in Section 6 and its subsections of the Local Government: Municipal systems Act (32 of 2000) and its subsequent amendments (Section 6).

(1) A municipality's administration is governed by the democratic values and principles embodied in section 195(1) of the Constitution. The administration of a municipality must:

- (a) Be responsive to the needs of the local community;
- (b) Facilitate a culture of public service and accountability;
- (c) Take measures to prevent corruption;
- (d) Establish clear relationships, and facilitate co-operation and communication between them and the local community;
- (e) Give members of the local community full and accurate information about levels and standards of municipal services they are entitled to receive; and
- (f) Inform the local community how the municipality is managed, of the costs

involved and the persons in charge (The Constitution of South Africa.gov.za).

The other important piece of legislation is the Local Government: Municipal Finance Management Act 56 of 2003 which deals with issues ranging from the management of public funds, cooperative governance, and municipal workers' obligation to serve the public with respect and within the confines of the Constitution, to budgeting and service delivery mechanisms. This legislation is important because many municipalities will have a task in dealing with the huge funds for the EPWP that will be taking place within their area of jurisdiction. This

Act therefore plays a huge role in ensuring that public funds are spent for what they are budgeted for, and it also proposes measures to deal with corruption.

### **3.15 Poverty alleviation, administration and the EPWP**

Reduction of unemployment through job creation will be the answer to poverty alleviation. Even a Non-State Sector Programme will assist the government as it is a pioneering initiative in helping the unemployed people to receive wages while getting involved in key societal programmes which need to ensure that people are trained to be absorbed into full time sustainable jobs. Government's mindset has dramatically changed as now they are looking into sustainable jobs which can succeed if the private sector can team up with the public sector and join forces in the EPWP through partnership with the Non State Sector Programme. Again, the focus must be on rural areas to promote the EPWP in order to create sustainable jobs which will stop the exodus of rural people to urban centres. Youth is being encouraged to enroll at Further Education and Training colleges and Sector Education and Training Authorities for early education and training in relevant skills that are required by industry.

The EPWP budget is entrusted to the provincial authorities and is mostly allocated to the infra-structure sector. Labour-intensive methods were the intention of the government to alleviate poverty even in rural areas. Guidelines for the Implementation of labour-intensive Infrastructure Projects under the EPWP were introduced so that the municipalities and provinces could amend their existing contracts to ensure that certain activities were now designed to maximize the use of labour instead of machines. Guidelines further elaborate by stating that:

- Company owners, managers and supervisors of labour-intensive sites also have to have accredited training;
- Standard clauses have to be included in the contracts, which now compel and ensure the use of labour-intensive methods (Guidelines of the EPWP).

From the beginning, the budget was R21 billion and by the end of the first phase of the EPWP by 2009, R40.8 billion had been spent. This study focused on the upgrade of a KwaMashu hostel through the use of labour contracts. More jobs were created and bigger numbers of employees were trained in different skills so that by the time they exited the project it was easy to sustain them by joining ventures undertaken by big companies. Although the EPWP did create employment, it was only temporary as the training was not as extensive as expected and therefore at the end of the project people were still unemployed. Only a small percent exited and had sustainable jobs thereafter.

### **3.16 Conclusion**

This chapter discussed theoretical developments and issues in the administrative, political and governance that are deemed relevant or seen as having an implication for the study. It also provided a graphic model of the public policy-making process. It is clear judging by the literature that has been reviewed that administration plays a huge role in the management of government initiatives and that public service delivery stands or falls made successful or a failure based on the model of governance and the type of people employed in the public sector, together with an array of other factors.

## **CHAPTER FOUR RESEARCH METHODOLOGY**

### **4.1 Introduction**

This chapter will discuss and explain the research approaches that informed the methods and techniques that were used in this study and will provide justification for why they were chosen as opposed to other data collection and analysis plans. KwaMashu hostel has approximately forty thousand people residing within the demarcation of the hostel. Initially the number of occupants who were registered formally was eighteen thousand. Due to the influx of people from rural areas to urban areas seeking employment the number has grown to approximately forty

thousand people. The study relates to people residing in the hostel whether informal or formal. The sampling that was used involved to 300 people who responded through questionnaires

## **4.2 Research approaches**

This study used a methodological triangulation of both qualitative and quantitative approaches. Neil (2004:53) states that in quantitative research the researcher classifies features, counts them, and constructs statistical models in an attempt to explain what is observed; the researcher uses tools such as questionnaires or equipment to collect numerical data. De Vos (2005:361) describes triangulation in qualitative research as the convergence of multiple perspectives that can provide greater confidence in that what is being targeted is being accurately captured. Thus the concept of triangulation is sometimes used to designate a conscious combination of quantitative and qualitative methodology.

Based on the above assertions, it is justifiable that, in conducting this study, both these approaches were used. It is evident that since marketing deals with people's perceptions or shapes their behavior's towards a certain brand or product, qualitative methods are more relevant. On the other hand, statistical data need to be objectively evaluated, which is why quantitative methods were also employed so as to get a balanced comprehension of the processes that unfolded in the study.

## **4.3 Qualitative approaches**

EPWP is an initiative of government introduced to alleviate poverty through creation of employment; there are therefore a number of questions that need answers to determine whether the objectives are being achieved by this programme. Mack (2005:6) states that qualitative research is a type of scientific research; in general terms, scientific research consists of an investigation that:

- seeks answers to a question;

- systematically uses a predefined set of procedures to answer the question;
- collects evidence;
- produces findings that were not determined in advance; and
- produces findings that are applicable beyond the immediate boundaries of the study.

Qualitative research shares these characteristics. Additionally, it seeks to understand a given research problem or topic from the perspectives of the local population it involves. Qualitative research is especially effective in obtaining culturally-specific information about the values, opinions, behaviours, and social contexts of particular populations.

Mack (2005:8) further points out that the strength of qualitative research lies in its ability to provide complex textual descriptions of how people experience a given research issue. It provides information about the “human” side of an issue – that is, the often-contradictory behaviours, beliefs, opinions, emotions and relationships of individuals. Qualitative methods are also effective in identifying intangible factors, such as social norms, socio-economic status, gender roles, ethnicity and religion, whose roles in the research issue may not be readily apparent. When used along with quantitative methods, qualitative research can help one to interpret, and better understand, the complex reality of a given situation and the implications of quantitative data.

#### **4.4 Quantitative approaches**

Black (1999:216) states that, in conducting quantitative research, individuals have little interest in situations, since predicting individual behavior is unlikely to be very successful. Mariampolski (2001:24) further states that quantitative approaches are called for when the objectives demand strict enumeration of the phenomena or when probabilistic projections are demanded. EPWP was planned for KwaMashu hostel to alleviate poverty in the area although it was not

going to cover the entire community in providing jobs. Figures in terms of payment of wages were calculated guided by the Department of Labour. Statistics were also done to determine the demand of employment comparing to the level of unemployment in the area.

(Mariampolski; 2001).

#### **4.5 Population of the study and sampling**

The target population in this study was selected from the KwaMashu hostel and the surrounding community within the hostel vicinity, and to supplement this data, interviews were also conducted with municipal and provincial officials responsible for the implementation of the EPWP. Bless & Claire (2000:84) point out that the subset of the whole population, which is actually investigated by the researcher, and whose characteristics will be generalized to the entire population, is called a sample (Bless & Claire; 2000).

According to Babbie (2004:110), the population for a study is that group of people about whom one wants to draw a conclusion. This is based on the fact that it is impossible to study the whole population that interests one. In every case, a sample is drawn from the sampling frame. Based on this information, it means the hostel; the provincial Department of Works and also the municipal office were the sampling frames from which the sample of the study was drawn. Welman (1999:147) further state that the population is the study of object which may be individuals, groups, organizations, human products and events, or conditions to which they are exposed. The size of the population usually makes it impractical and uneconomical to involve all the members of the population in a research project; consequently, one has to rely on the data obtained from the sample of the population.

Sakaran (2003:294) points out that it is now possible to see how sampling design and the sample size are important in to establishing the representativeness of the sample for generalizability. If the appropriate sampling design is not used, a large sample size will not, in itself, allow the findings to be generalized to the

population; hence, one's sampling decision should consider the sampling design and sample size.

A sample of 300 respondents was selected from the hostel and its immediate environment. Questionnaires were administered to all three parties. There are two officials from the Department of Transport who participated in the study because they are the champions of EPWP in KZN. In addition three officials from the municipality participated in the study. These municipal officials are those working closely with the implementation of the programme or projects linked to KwaMashu hostel. Welman (2005:46) state that the sample should be representative of the sampling frame, which, ideally, is the same as the population, but which often differs due to practical problems relating to the availability of information (Welman;2005).

#### **4.6 Sampling technique for data collection**

Since the research methods of the study are informed by both the qualitative and quantitative approaches, in the collection of data quantitative measures were followed, and the sampling techniques were based on probability sampling methods. Hair (2000) stipulates that with probability sampling, the choice of sampling method and the use of a sample of an appropriate size are critical in order to be able to generalize the findings from the sample of the population. Ideally, samples are selected, usually by some random process, so that they represent the population of interest. In real life, however, populations are frequently best defined in terms of samples, rather than vice versa; the population is the group from which the researcher is able to randomly sample (Hair;2000).

To choose the sample for the study in the hostel and the immediate surroundings, a map of the area was used which indicated the hostel and the nearby community within a kilometer radius of the hostel. The hostel rooms/flats were numbered together with the households surrounding it; after that, a random table of numbers was used to select the 300 households from which the

participants were going to be chosen. Hair (2003:212) states that simple random sampling is a straightforward method of sampling that assigns each element of the target population an equal probability of being selected. Furthermore, Hair (2003:212) stipulates that drawing names from a hat or selecting the ticket from a container in a raffle are examples of simple random sampling. Babbie (2004:190) states that in random sampling selection of each element has an equal chance of selection, independent of any of the events in the selection process. Strydom (2005:197-198) provides a step-by-step guide on how to conduct or draw a random list sample.

### **1. Step one**

Identify and list the research population. When drawing a random sample, the researcher must have a complete list of the research population from which he/she wants to draw the sample. This can be a list drawn from a voters' roll, a telephone directory, the files of a welfare organization, all children in the school, or any relevant source whatsoever.

### **2. Step two**

At this stage the researcher has the tedious task of assigning numbers to all members of the research population. The researcher can start anywhere in the list, but will have to assign 01 to the first person or item, 02 for the second, 03 to the third and so on up to 99. If the population is larger than 100, the researcher continues with 100 up to 999. Computer software can also perform this task for the researcher.

### **3. Step three**

Decide on the size of the sample i.e. what percentage of the population one want to study. Some methodologists suggest that drawing a 10% sample of a known population has become a convention which serves as a handy rule of thumb.

### **4. Step four**

The size of the population determines the number of digits that will be used from the random table. If the population, from which the sample is to be drawn, is, say, 50, 70, 80, there are only two digits, and therefore only two digits from the random table of numbers will be used.

#### **5. Step five**

Select any column (with the correct number of digits as indicated in step 4) from any list of random numbers, but stick to the selected column. The researcher is now ready to start drawing the sample.

#### **6. Step six**

Go strictly down the column and mark every number as large as, or smaller than, the population until the desired size of sample is obtained.

### **4.7 Why simple random sampling? Justification**

The sampling technique used for the study was informed by probability methods, but there are also other techniques informed by non-probability methods. This section will provide justification as to why they were not chosen and why simple random sampling was chosen instead. According to Hair (2003:208), non-probability sampling, typically, is used in the exploratory phase of the study and the objectives in such situations are to collect data quickly and inexpensively. Researchers usually are not interested in generalizing the findings to the population. Hair (2003:11) states that the inclusion of elements in the sample is left to the discretion of the researcher. In other words, not every element of the target population has a chance of being selected into the sample, whereas with probability sampling, if done properly, it ensures that the sample is representative.

Based on the above information and coupled with the one provided for with respect to the use of probability sampling, it is evident that the objectives of the study seek to find certain relationship between existing variables. The use of probability sampling was therefore seen as a substantive base for the sampling technique. Strydom (2005:196) states that all methodologists agree that random sampling is the only technique available that will ensure an optimal chance of drawing a sample that is representative of the population from which it was drawn. Bless and Claire (2000:84) stress that an adequate sampling frame should exclude no elements of the population under investigation. An even stricter requirement would be that all elements have the same chance of being drawn into the sample or at least that this probability can be specified (Bless and Claire: 2000).

#### **4.8 Tools for data collection**

Questionnaires were a primary tool for data collection of the study that followed the literature survey which provided the theoretical background, and served as the information against which the results of the study will be evaluated. Denscombe (2004:46) states that for a questionnaire to qualify as a research instrument it should be designed to collect information that can be used subsequently as data for analysis; It must consist of a written list of questions for gathering information by asking people directly for information concerned with the research. Hair (2003:184) states that before developing a questionnaire, the researcher must be clear as to exactly what is being studied and what is expected from the study. This means the research problem must be clearly defined, project objectives must be clarified, and research questions agreed upon (Denscombe; 2003).

#### **4.9 Designing of questionnaire for the study**

According to Hair (2003:187), developing research questions is one of the critical early tasks in questionnaire design. When an initial list of research questions is developed, they must be evaluated to determine if answers to these questions

will provide the information needed to make a decision, understand a problem or test a theory.

Questionnaires were administered to respondents; and were inclusive of rating questions, closed and open-ended questions. Those who did not understand were helped in face-to-face interviews. Sakaran (2003:239) states that open-ended questions allow respondents to answer them in a way they choose. An example of an open-ended question is asking the respondent to state five things that are interesting and challenging in the job.

A closed question, on the contrary, would ask the respondent to make choices from a set of alternatives given by the researcher. For instance, instead of asking the respondent to state any five aspects of the job that he/she finds interesting and challenging, the researcher might list 10 or 15 aspects that might seem interesting and challenging in the job and ask the respondent to rank the first 5 amongst these in order of their preference (Sakaran; 2003:239).

There were three different questionnaire instruments developed; one was designed specifically for hostel dwellers and people within the immediate environment of the hostel; the second focused specifically on officials at the local government offices and the third and final questionnaire was designed to source information from a provincial official about his/her role in the implementation and evaluation of the projects under the EPWP. The questions for the questionnaires and of the hostel dwellers were separated into four sections, namely, socio-economic profile, EPWP and community participation, EPWP and community employment.

Sakaran (2003:136) postulates that questionnaires are an efficient data-collection mechanism when the researcher knows exactly what is required and how to measure the variables of interest. A questionnaire can be administered personally, mailed to the respondents or electronically distributed. When a study is conducted in a local area, a good way to collect data is to personally administer the questionnaire. The main advantage of this is that the researcher, or members

of the research team, can collect data or completed responses within a short period of time. Any doubts that the respondents might have can be clarified on the spot. Welman (1999:171) state that when an interviewer poses questions contained in a structured questionnaire to a respondent in a personal interview or a telephonic interview, such as a previously-compiled questionnaire is also known as an interview schedule.

#### **4.10 Face-to-Face interviews.**

Face-to-face interviews were conducted to hostel dwellers who did not understand questions. This was also done with those who were not willing to write because of different reasons. The sample sizes for face-to-face interviews numbered approximately 100 respondents. Sakaran (2003:232-233) points out that the main advantage of face-to-face interviews is that the researcher can adapt the questions as necessary, clarify doubts, and ensure that the responses are properly rewarded by repeating or rephrasing questions the researcher can also pick up non-verbal clues from the respondent. The main disadvantage of this technique is the limitations that might be imposed by the geographical elements in the surveys and the vast resources needed if such surveys are done nationally or internationally.

The cost of training interviewers to minimize interview biases is also high.

#### **4.11 Research ethics and human Research Science**

Strydom (2005:69) defines ethics as a set of widely-accepted, moral principles that offer rules for, and behavioural expectations of, the most correct conduct towards experimental subjects and respondents, employers, sponsors, other researchers, assistants and students. Bless and Claire (2000:100-101) state that social research often invades a person's privacy. An interviewer may want information of a private nature or a scientist may want to observe people in situations that are harmful or at least uncomfortable for participants, therefore, participation in research must be voluntary and people can refuse to divulge certain information about them.

They further state that this right to privacy demands that direct consent for participation be obtained from adults, and in the case of children, parents or guardians. Moreover, this consent must be informed, in the sense that participants must be aware of the positive and negative aspects or consequences of participation. Respondents must be assured that the information given will be treated with confidentiality. That is, they must be assured that data will only be used for stated purposes of the research and that no other person will have access to interview data.

The researcher in this study applied for ethical clearance to have the topic approved and ethical considerations of the study evaluated by the University's Higher Degree Committee. This is done as a requirement for higher degrees by the University. A form outlining the ethical considerations or implications of the study was submitted to the research office for approval. Yates (2004:113) defines the key ethical issues, such as informed consent and right to privacy, as follows:

- i) Informed consent: This is about how the researcher tells the respondents about the research; it also includes issues of voluntary participation in the study, and that respondents can withdraw at any stage of the interview. With respect to this assertion, the respondents for this study were informed of the aim of the study and their role in ensuring its success and their choice to either be part of, or not be a part of, the study.
- ii) Right to privacy: This includes issues of confidentiality and anonymity in order to ensure that data collected will not be relayed to third parties with the identification of individuals who provided such information.

Strydom (2005:60) points out that, based on the fact that situations differ from one another, it is important to develop an appropriate, informed procedure of consent for each investigation. Ethical guidelines about informed consent cannot

anticipate all possible problems. The researcher must handle unforeseen situations in the most ethical manner possible.

#### **4.12 Conclusions**

The use of research methods and techniques are informed by clearly-defined aims and objectives. This chapter has provided an explanation and discussion on the research design of this study and how data was collected and instruments of data used. The combination of approaches in the form of methodological triangulation has helped greatly in uncovering information with respect to certain variables in this study. The justification as to why the methods or sampling technique were used was also provided in this chapter. After obtaining data from respondents, it will then be analyzed to produce the conclusion and recommendations of the study. EPWP will be assessed through these methodologies and a proposal will be forwarded to the policy evaluators for improvement of the programme.

### **CHAPTER FIVE**

#### **PRESENTATION OF DATA AND ANALYSIS**

##### **5.1 Introduction**

This section presents the descriptive statistics based on the demographic information/socio-economic profile of the study. Tables and graphs below will be able to clarify the position of the EPWP and the role it will play in the KwaMashu hostel. The purpose of the EPWP is creation of employment to alleviate poverty in the community. The questionnaire that was distributed in this community was designed as an investigation to determine if the EPWP was fulfilling its intended function. After analyzing this data, concluding remarks and recommendations will be formulated to assist government in improving its policies and programmes.

## 5.2 SECTION A: KwaMashu hostel dwellers

**Table1: Single people according to age**

Marital status			Gender		Total
			Female	Male	
Single	5 – 14	Count	2	0	2
		% of Total	2.2%	0.0%	2.2%
	15 – 24	Count	21	6	27
		% of Total	23.1%	6.6%	29.7%
	25 – 34	Count	30	28	58
		% of Total	33.0%	30.8%	63.7%
	Age group 35 – 44	Count	2	2	4
		% of Total	2.2%	2.2%	4.4%
	Total	Count	55	36	91
		% of Total	60.4%	39.6%	100.0%

**Source: Own based on data collected**

Table 1 above indicates the age groups of respondents in the KwaMashu hostel. Amongst these single respondents, 60.4% were females and 39.6 % were male. The largest number of the respondents (63.7%) was aged 25-34 years; 2.2% represented the youngest respondent in the KwaMashu hostel. This person did not form part of the analysis. The smallest numbers were between the ages of 35-44 years (4.4%) who took part in the survey.

Immigrants were mostly males who were work seekers in the urban areas from rural areas. The KwaMashu hostel was one of the areas that were identified by the apartheid regime for work seekers. In Chapter one, statistics show that a 40% unemployment rate was recorded in eThekweni and in South Africa it was 37%. These are the highest rates of unemployment in the country. Figure 5 of Chapter one shows the influx of people from rural areas to different urban areas, especially to Gauteng (because of the gold mines).

**Table 2: Married people according to age**

Marital status			Gender		Total
			Female	Male	
Married	15 – 24	Count	0	1	1
		% of Total	0.0%	1.7%	1.7%
	25 – 34	Count	12	12	24
		% of Total	20.0%	20.0%	40.0%
	35 – 44	Count	7	25	32
		% of Total	11.7%	41.7%	53.3%
	Age group 45+	Count	0	3	3
		% of Total	0.0%	5.0%	5.0%
	Total	Count	19	41	60
		% of Total	31.7%	68.3%	100.0%

Source: Own based on data collected

According to Table 2, above married males from age 35-44 comprised 41.7% and the female group made up 11.7%. Males and females between 25-34 years were equal at 20%. In total, married men (68%) compared to females comprised 31.7%.

**Table 3: Divorced people according to age**

Marital status			Gender		Total
			Female	Male	
Divorced	25 – 34	Count	0	3	3
		% of Total	0.0%	15.0%	15.0%
	Age group	Count	9	8	17
		% of Total	45.0%	40.0%	85.0%
	Total	Count	9	11	20
		% of Total	45.0%	55.0%	100.0%

Source: Own based on data collected

Table 3 above shows the percentage of divorced women (45.0%) aged between 35-44 was higher than the divorced men (40.0%).The percentage of divorced males and females was 15% between the ages of 25-34 which is a small percentage compared to the 35-44 age group.

**Table 4: Widowed people according to age**

Marital status			Gender		Total
			Female	Male	
Widowed	15 – 24	Count	1	0	1
		% of Total	4.2%	0.0%	4.2%
	25 – 34	Count	4	2	6
		% of Total	16.7%	8.3%	25.0%
	35 – 44	Count	6	7	13
		% of Total	25.0%	29.2%	54.2%
	45+	Count	1	3	4
		% of Total	4.2%	12.5%	16.7%
	Total	Count	12	12	24
		% of Total	50.0%	50.0%	100.0%

Source: Own based on data collected

The Table 4 above represents widowed respondents between 35-44 which stood at 54.2% and was a large number considering the ages in the above table. Females aged between 25-34 recorded 16.7% compared to 8.3% of males. Widowed men aged 45 years and older comprised 12.5% compared to females which stood at 4.2%

**Table 5: Age and gender of hostel dwellers**

Marital status	Gender		Total
	Female	Male	

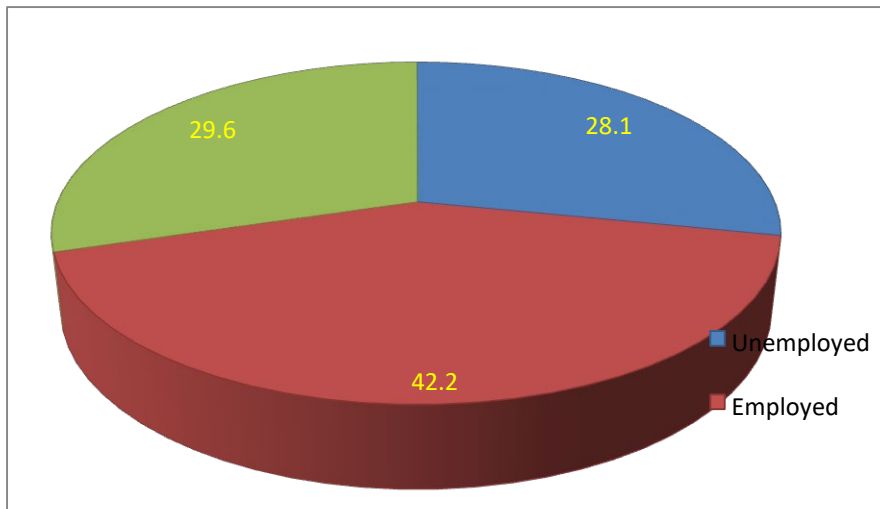
Total	5 – 14	Count	2	0	2
		% of Total	1.0%	0.0%	1.0%
	15 – 24	Count	22	7	29
		% of Total	11.3%	3.6%	14.9%
	25 – 34	Count	46	45	91
		% of Total	23.6%	23.1%	46.7%
	35 – 44	Count	24	42	66
		% of Total	12.3%	21.5%	33.8%
	Age group 45+	Count	1	6	7
		% of Total	.5%	3.1%	3.6%
	Total	Count	95	100	195
		% of Total	48.7%	51.3%	100.0%

Source: Own based on data collected

At the KwaMashu hostel, 46.7% of people are aged 23-45 years; compared to 33.8% for ages 35-45. Males and females aged between 15 and 24 comprise 14.9%. In total males are dominant in that particular age group (51.3%) while females form 48.7%.

The unemployment in this age group is very high. Age statistics show that youth were seeking employment without skills. Although the EPWP provides short-term employment, training in terms of skills will allow this youth group to seek employment elsewhere.

**The figure below indicates the employment status of the respondents**  
**Figure 14: Employment status of the hostel dwellers**



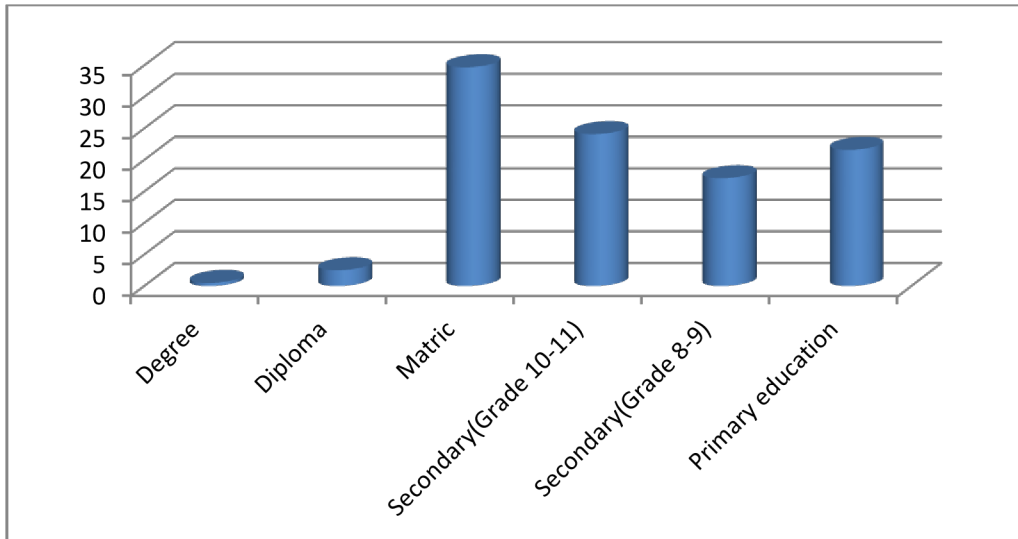
**Source: Own based on data collected**

The majority of respondents were employed (42.2%) by the programme. The above graph also indicates self-employed respondents, recorded at 29.6% compared to 28.1% who were unemployed.

Government has to come up with a programme that will employ people permanently. Within the hostel precinct there were no schools, crèches, clinics, social amenities etc. If government departments can come together and identify all these gaps unemployment can decrease because of the implementation of other programmes. In Chapter one of this document, there are figures which depict unemployment in South Africa and also in different provinces. eThekweni is noteworthy because of its unemployment rate.

**The figure below represents different levels of education**

**Figure 15: Level of education of hostel dwellers**



**Source: Own based on data collected**

Only 2.5% of the respondents had a post-school qualification. Matric respondents comprised 34.7% compared to secondary education which came in at 24.1% (almost equal to primary education which was 21.6%). These statistics clearly depict a low level of education in the previously disadvantaged areas if one considers Kwa Mashu as a microcosm of these societies.

The level of education in KwaMashu is very low as indicated; it would therefore be difficult to increase employment for these people. Education for the people is the key to alleviating poverty. The unemployment rate in KwaMashu is the result of a lack education and skills which needs to be promoted for the youth. Only 2% of hostel dwellers were graduates. Even graduates were not employed due to a lack of training or job opportunities. The Department of Education could promote education in the area by constructing a FET college within the area. EPWP however provides training only for individuals who are employed by the programme.

**The table below indicates the employment status of the respondents by education level**

**Table 6: Employment status in relation to the educational level of hostel dwellers**

		Employment status			Total	
		Unemployed	Employed	Self employed		
Educational level	Primary education	Count	18	12	13	43
		% of Total	9.0%	6.0%	6.5%	21.6%
	Secondary(Grade 8-9)	Count	18	7	9	34
		% of Total	9.0%	3.5%	4.5%	17.1%
	Secondary(Grade10-11)	Count	8	21	19	48
		% of Total	4.0%	10.6%	9.5%	24.1%
	Matric	Count	10	42	17	69
		% of Total	5.0%	21.1%	8.5%	34.7%
	Diploma	Count	1	2	1	4
		% of Total	.5%	1.0%	.5%	2.0%
Degree	Count	1	0	0	1	
	% of Total	0.5%	0.0%	0.0%	0.5%	
Total	Count	56	84	59	199	
	% of Total	28.1%	42.2%	29.6%	100.0%	

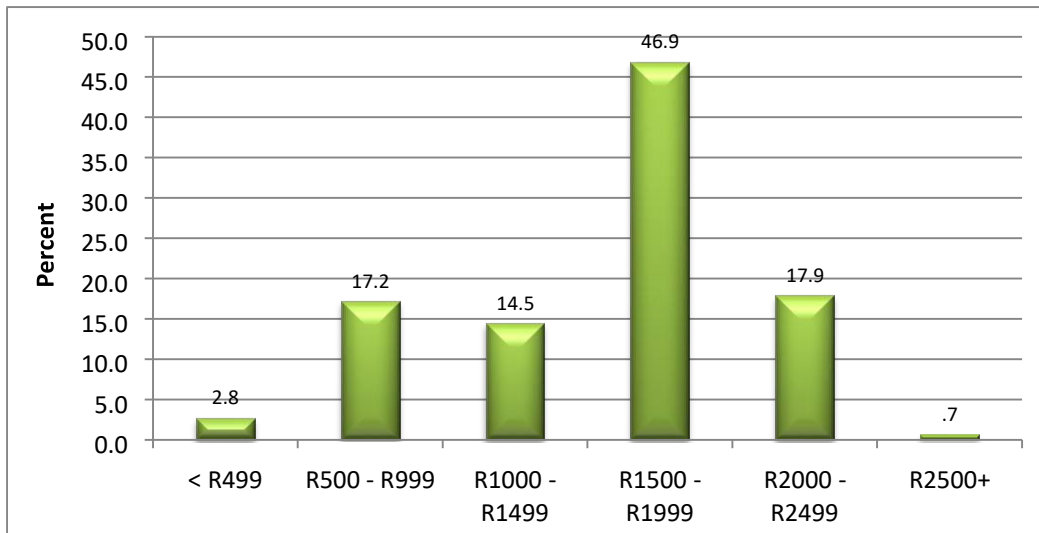
Source: Own based on data collected

Table 6 above notes that the degree respondents were not employed whilst of the 0.5% who had diplomas 2.0% were unemployed. Matric respondents in total comprised 34.7% but only 21.1% were employed in the programme. Table 6 shows the same results as the graph (Figure 14) where, in total, the number of respondents who were unemployed comprised 28.1%; 29.6% were self-employed and 42.2% were employed.

The lack of education in the KwaMashu communities increases the rate of unemployment and poverty. In KwaMashu, the income level was less than R2500 because of the level of education, which was low. Only 5% of graduates who were identified were not employed.

**The figure below indicates income levels of KwaMashu hostel dwellers.**

**Figure 16: The income levels of KwaMashu hostel dwellers.**



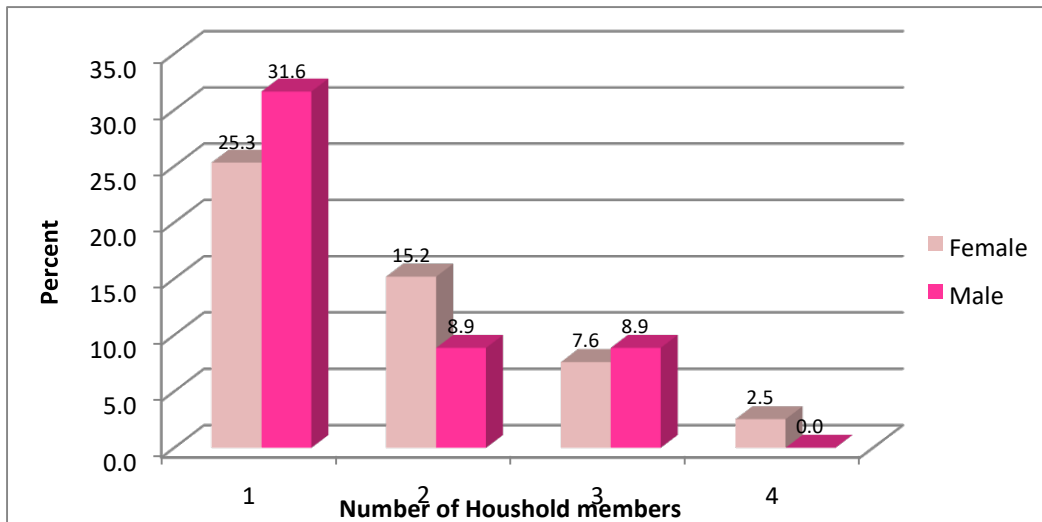
**Source: Own based on data collected**

Figure 16 above indicates income of respondents (46.9%) who earned between R1500 and R1999 per month. Level of income between R500-R999 was recorded at 17.2% (the same as the income level between R2000-R2499). The highest income was earned by 0.7% of respondents (R2500) compared to the number of respondents living in the KwaMashu hostel who earned only R1500-R1999.

The construction industry pays low rates to its recipient because no education level is required for its employees. Those with a trade are paid more but the majority are general workers. That is the reason why graduates are not employed in the EPWP. Poverty will remain high in KwaMashu, when looking at the rate of payment workers receive in the programme. Government needs to evaluate its guidelines together with the Department of Labour that determines wages and training in the industry.

**The household composition by percentage is given in the figure below.**

**Figure 17: Composition of household members**



**Source: Own based on data collected**

Figure 17 above shows the composition of household members. Male are dominant by 31.6% than female who are recorded at 25.3%.

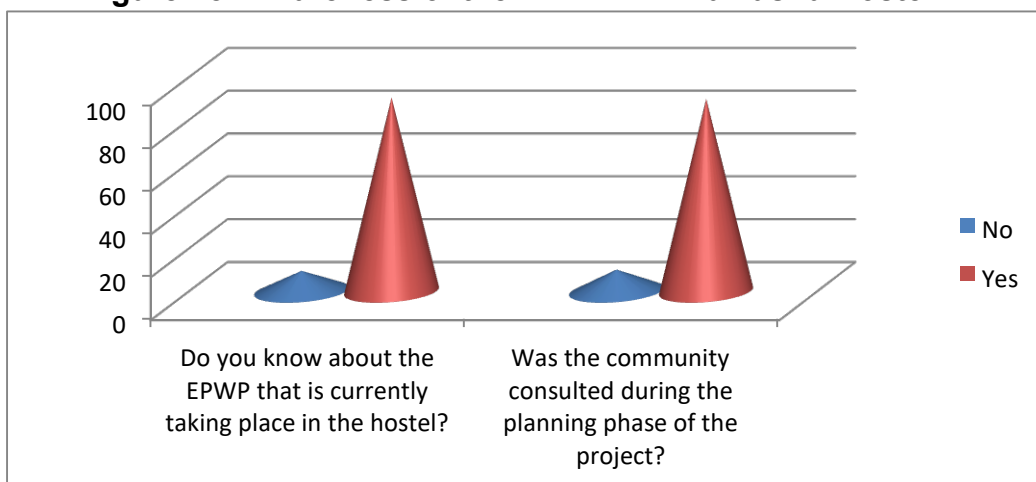
#### **5.4. SECTION B: EPWP and Community Participation**

This section is concerned with the involvement of the communities in the area to and whether they participated from the start of the project until the close-out. If

the communities are not involved in the project from the start they were likely to reject it or strike, making it impossible for the construction to take place. It is wise to inform them before the start so that they become part of the projects and feel that they are the owners and understand the process from the beginning. The figure below indicates the level of awareness and consultation regarding the EPWP currently taking place in the hostel.

The figure below indicates awareness of the EPWP in the KwaMashu hostel.

**Figure 18: Awareness of the EPWP in KwaMashu Hostel**



**Source: Own based on data collected**

Regarding awareness: 90% of respondents were aware of EPWP. Less than 10% were not aware nor were they part of the programme. A small percentage were not aware of the process either because they were employed elsewhere, had no time to attend meetings or were less interested in the programme for unknown reasons. These programmes will not be successful if the potential recipients are not to be involved in the planning stage. The municipality and Councilors did involve the community so that they could own the project rather than boycott the programme.

**The table below indicates the methods used to communicate and consult residents**

**Table 7: Consultation and communication**

	Frequency	Percent
--	-----------	---------

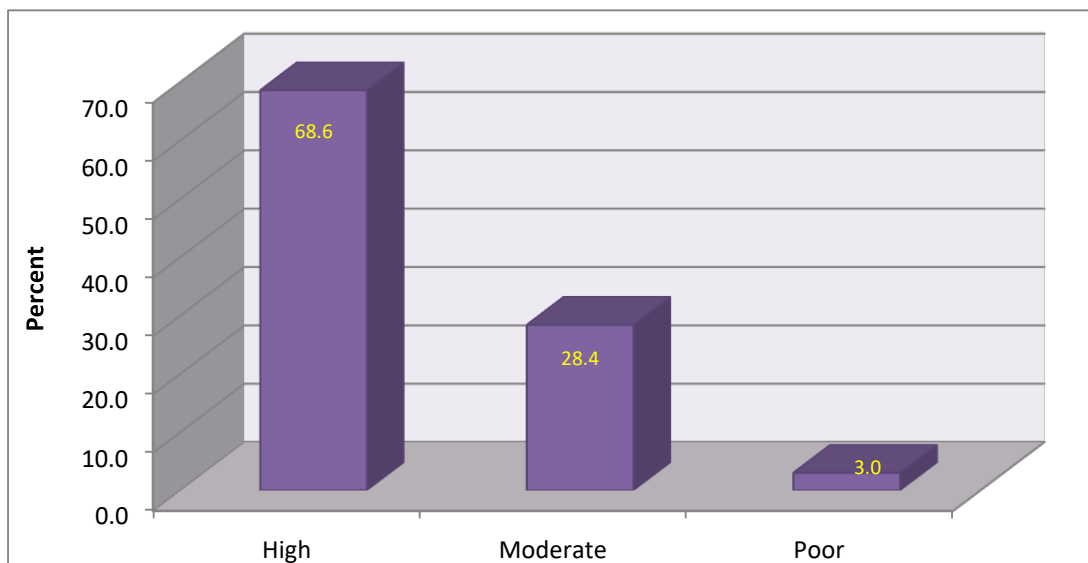
Community meeting convened by ward councillor	180	90.9
Workshop organised by the eThekweni municipality	10	0.5
Don't know	17	8.6

**Source: Own based on data collected**

Table 7 indicates how the consultations were arranged in the Kwamashu hostel. Respondents (90.9%) agreed that community meetings were convened by the ward councilor. Only a few respondents did not know how the information was cascaded to the community.

The figure below identifies the levels of response regarding consultation amongst hostel dwellers.

**Figure 19: Response of hostel dwellers regarding consultation meeting**



**Source: Own based on data collected**

More than two-thirds (68.6%) indicated that there was a positive response from the hostel dwellers. One third of respondents (28.4%) were moderate in attending consultation of the programme but were not interested. A small percentage (3%) indicated that the response was poor because they were not part of the project hence their response being referred to as “poor” when asked about attending meetings. Since the positive responses above amounted to two thirds it means the project was acceptable to the community. Those who did not

attend workshops and meetings had their own personal reasons and were not necessarily against the project.

**The table below clarifies the people’s opinion about the programme.**

**Table 8: Hostel dwellers opinion about EPWP**

	Percent
It will decrease unemployment	75.3
Poverty alleviation for the community	19.4
It will help people to gain new skills and income	1.2
Alleviates poverty and job creation	1.2
Assists people with employment but not all	.6
Excited	.6
I don’t know anything about of the programme	.6
Unsure if it will help to reduce poverty	.6
Should add more projects	.6

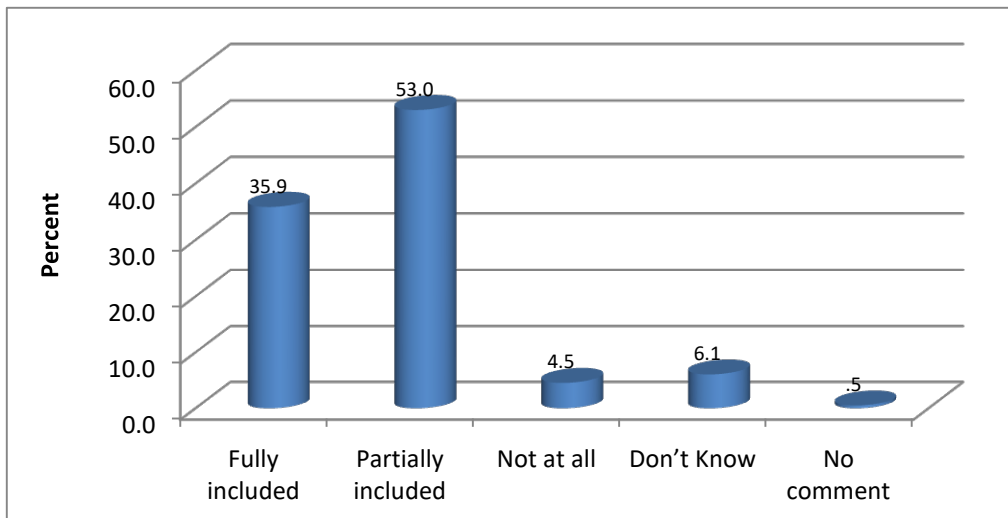
**Source: Own based on data collected**

Many respondents (75.3%) were adamant that EPWP would decrease unemployment, while other respondents (19.4%) were of the view that poverty would be alleviated. The rest of the respondents were not sure of the programme or whether it would help them or not to achieve what was expected.

The over-riding reason given by the hostel dwellers (75.3%) related to job creation, so most of the communities were aware that the EPWP would create jobs for the entire community since they were included in the planning stage. Poverty alleviation ranked second (19.4%) because those who were to be employed were informed that poverty would be alleviated temporarily.

**The figure below identifies different views from the hostel dwellers to ascertain whether they felt included in the programme from the planning and implementation point of view.**

**Figure 20: Hostel dwellers participation in the programme**



**Source: Own based on data collected**

According to the graph above some hostel dwellers (53.0%) felt that they were partially included in the programme whilst 35.9% of respondents confirmed that they were fully included. A few respondents (6.1%) did not seem to know whether they were included or not while 4.5% said they were not included at all.

Those who attended meetings of the ward councilor would know of the processes but those who chose not to attend definitely would feel excluded. It was not clear why 53.0% felt they were partially included; 40% of respondents felt that they were fully included in the planning and implementation stage which indicates that they did attend workshops and meetings. Only a small percent of respondents did not bother to attend workshops and meetings. EPWP is a programme that creates employment and facilitates skills development with the intention of alleviating poverty. Without the involvement of the community from the planning stage the project will not be successful.

#### **5.4 SECTION B: EPWP and Community Employment**

This section is concerned with the community and their involvement in terms of employment in the programme. Density within the hostels makes it difficult to

employ all hostel dwellers; the programme allows as many as possible to take turns to work.

**Does the programme employ hostel dwellers?**

**Table 9: Employment information from hostel dwellers**

	Frequency	Percent
Yes	194	98.0
No	4	2.0

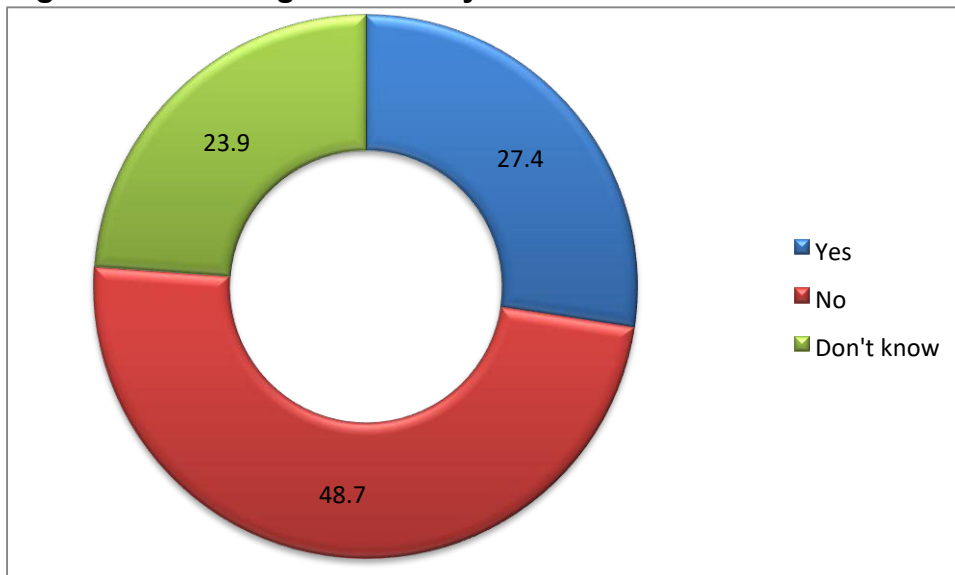
**Source: Own based on data collected**

Table 9 above indicates that 98.0% thought they would be given EPWP employment while 2% said they would not be given work.

A high percentage of respondents indicated that the programme did employ hostel dwellers. The number of hostel dwellers is very high so it was decided that general workers would take turns to be employed instead of getting permanent employment.

**Did the people employed receive any training prior to working in the programme?**

**Figure: 21 Training received by hostel dwellers**



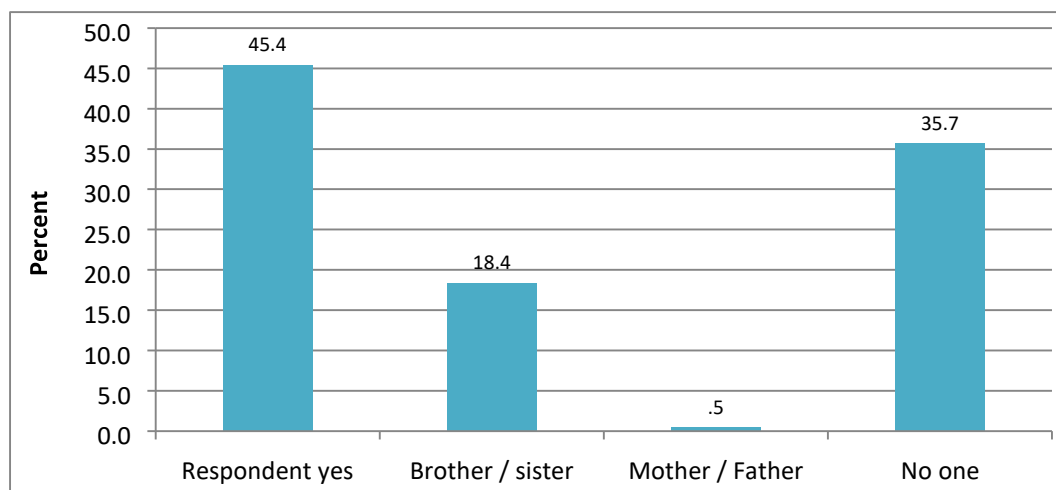
**Source: Own based on data collected**

Training status in Figure 21 clarifies the question of training and what hostel dwellers thought. Nearly half of the respondents (48.7%) indicated that hostel dwellers were not trained, while 27.4% responded by saying they were trained before employment. A small number (23.9%) did not know.

Guidelines of the EPWP state that people involved in the programme should be equipped with training so that when they exit the programme they have the skills necessary to sustain themselves. Even though the EPWP stipulates clearly that people who participate in the programme should be trained to gain some form of skills, it depends on the main contractor and the Project Manager; not all follow norms and standards of the EPWP. In this case half of the respondents were not trained although they were employed by the project.

**Are you or any household member employed in the programme?**

**Figure 22: Percentage of household members involved in EPWP**



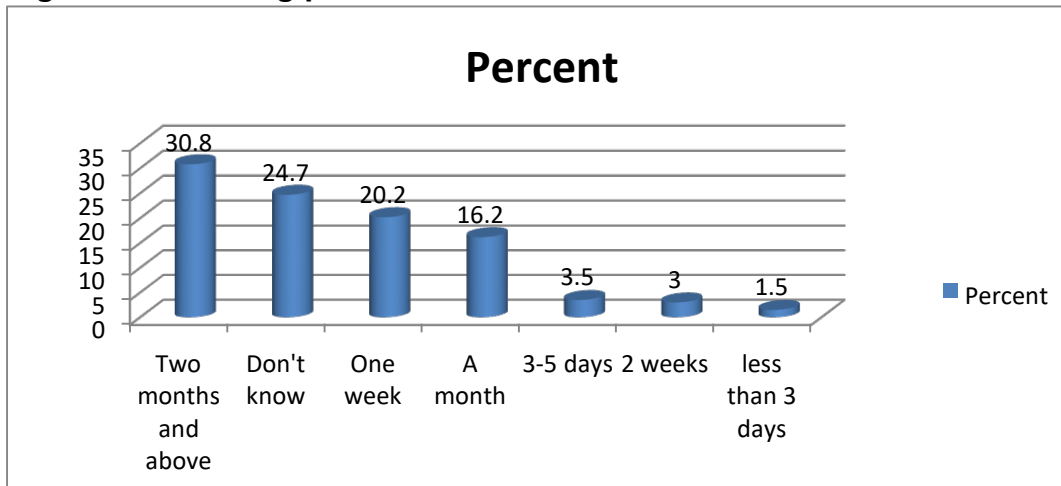
**Source: Own based on data collected**

Figure 22 above identified family members employed in the programme: 45.4% of household members were involved in the programme. About 35.7% said that

none of their family members were involved in the programme. It is interesting to note that 18.4% said brothers and sisters were part of the programme.

### How many days should be allocated to training?

**Figure: 23 Training periods for hostel dwellers**



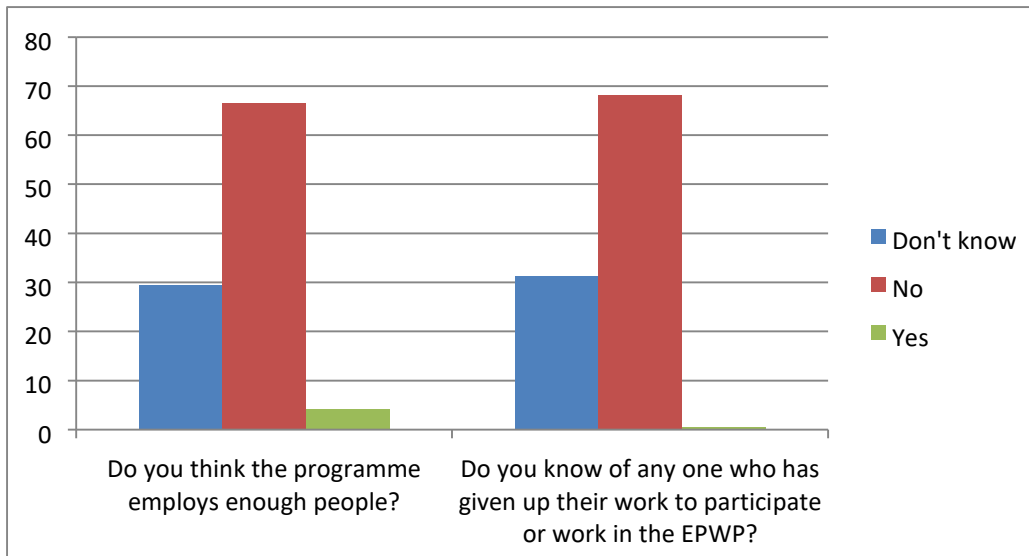
**Source: Own based data collected**

Figure 23 above indicates opinions about training periods for hostel dwellers within the programme; and 30.8% of respondents were of the view that two months for training was necessary while 20.2% stated that training should take one week.

There were also those who mentioned that training should take one month (16.2%).

In construction, training can be done according to the needs as there are many phases such as bricklaying, plastering, plumbing, painting, carpentry and ordinary labour. Training for these categories differs. The main contractor split training according to requirements recommended by the Department of Labour. Respondents (31%) felt that if they were given the opportunity to train for a period of two months, they could gain knowledge and necessary skills.

**The figure below looks at employment issues related to the project.**



**Figure 24: Employment issues**

**Source: Own based on data collected**

Figure 24 above relates to employment issues. Respondents (60.5%) thought that the programme was not employing enough people in the project and 68.2% of respondents did not know if there was anyone who had given up their work to participate in the project; 30% and 29% respectively of respondents did not have information about these issues whilst 4% thought that this programme employed enough people.

Clearly, it did not make sense to leave one’s current job to work in the EPWP project because respondents were aware that the latter did not provide permanent employment.

**5.5 SECTION C: EPWP and Poverty Alleviation**

This section deals with the outcome of the programme and whether or not it achieved the required results. Nearly all of the respondents agreed that the unemployment rate in their community was high. The reason for unemployment was mainly because these people migrated from rural areas to seek employment and they did not have experience or any form of training. Further Education in KwaMashu was difficult to access as there were no FET colleges within the hostel precinct and they felt excluded from the neighbouring community.

**Would you agree with the opinion that poverty is high in the community you reside in?**

**Table 10: Level of poverty**

	Frequency	Percent
Strongly Agree	190	96.0
Agree	5	2.5
Neutral	2	1.0
Strongly Disagree	1	0.5

**Source: Own based on data collected**

Table 10 above elaborates on opinions regarding the level of poverty. About 96.0% of respondents strongly agreed that the level was high. Only 0.5% disagreed, while 1.0% was neutral about the issue.

Most of the community within the hostel did agree that the poverty level in their area was very high.

**Do you think the EPWP is doing enough to address the issue of unemployment?**

**Table: 11 Views on unemployment issues from hostel dwellers**

	Frequency	Percent
Yes	13	6.6
No	140	70.7
Don't know	45	22.7

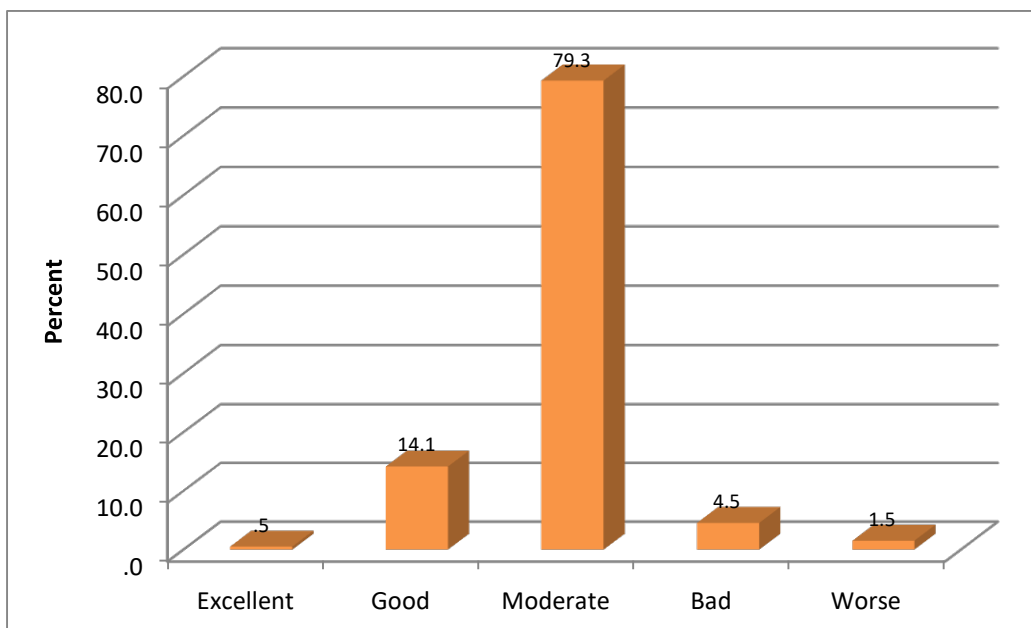
**Source: Own based on data collected**

The majority of the respondents (70.7%) indicated that the EPWP was not doing enough. It is significant to note that 22.7% of respondents did not know about the EPWP employment in their area. A few respondents (6.6%) were certain that EPWP would address issues of unemployment.

According to the hostel dwellers, EPWP did not provide permanent jobs because as soon as a project ended they were not employed again. Many were not happy about the wages they received as the pay was not enough to take care of their families. The training they received did not have recognition because certification indicated a few days training: The period of training was too limited and it did not equip employees for sustainable jobs or self-employment.

**What do you think of the EPWP’s role in providing services and employment, and how would you rate its performance?**

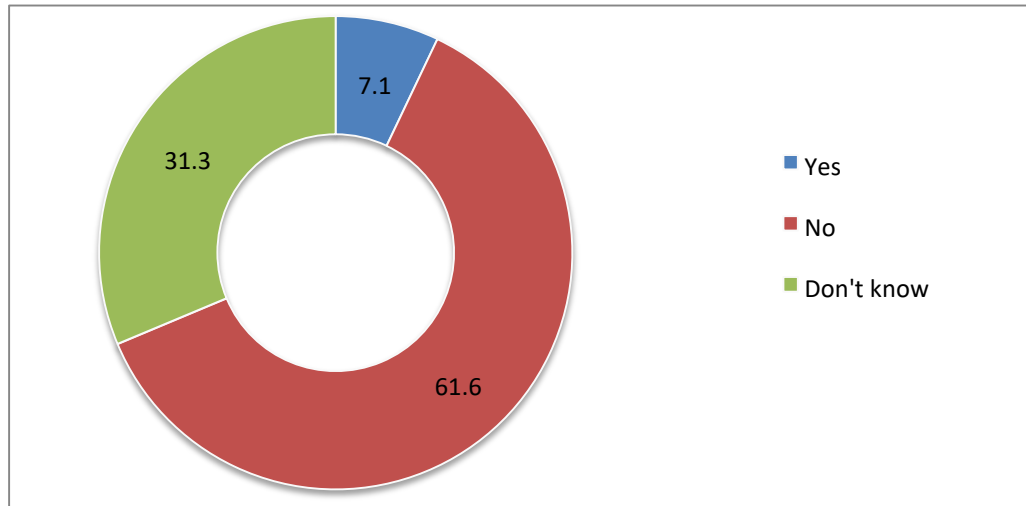
**Figure 25: Views of hostel dwellers in relation to EPWP providing services**



Source: Own based data collected

The majority of the respondents (79.3%) rated the EPWP’s effort as satisfactory. About 14.1% respondent’s views were that the EPWP would provide services and employment. A few respondents (4.5%) rated the EPWP as bad compared to 0.5% who were enthusiastic. By and large, respondents took a middle-of-the road view which indicates that expectations were not being fully met.

**Do you think the programme provides enough income for households to afford basic services? Figure 26: Income provided by EPWP**



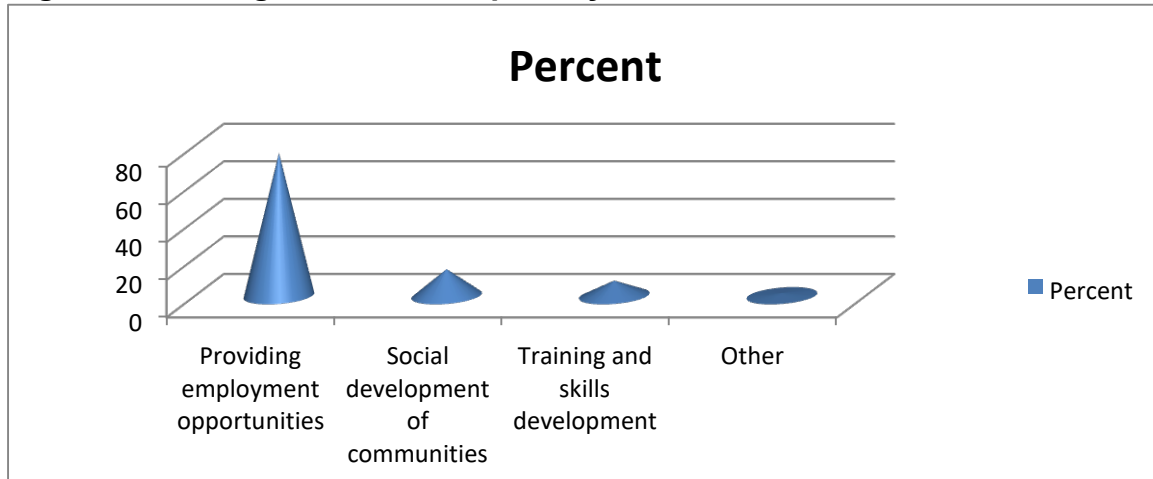
**Source: Own based on data collected**

Figure 26 above elaborates on the incomes provided by the EPWP 61.6% of respondents were not in support of EPWP in terms of income compared to 7.1% who thought the EPWP provided adequate income for households;31.3% of respondents did not know.

According to 61.6% of the participants, the programme did not provide a decent rate of payment and it was not a permanent wage. Figure 3 in this chapter clearly depicts that 47% of respondents received incomes between R1500-R1999 which they considered insufficient to take care of their needs.

**What do you think are the strengths of the programme when it comes to addressing poverty and unemployment?**

**Figure 27: Strength of EPWP in poverty alleviation**



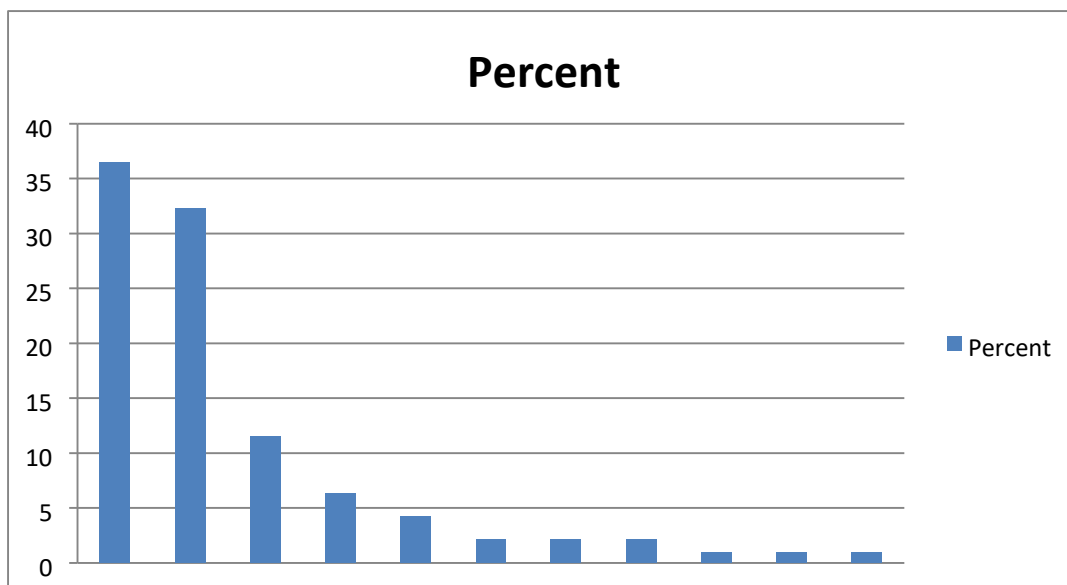
**Source: Own based on data collected**

Only 60% of the respondents supported the EPWP in terms of providing employment opportunities whilst the rest of the respondents (below 5%) did not have faith in the EPWP's upliftment benefits.

Poverty was being alleviated temporarily because of job opportunities that were created by the EPWP. Whilst the programme was in progress, job opportunities were available for individuals in the area. On the other hand, respondents were not enthusiastic about the EPWP being the answer to social development by way of training and skills development.

**How do you think the programme can attract or employ more people?**

**Figure: 28 Awareness of EPWP in different communities**



**Source: Own based on data collected**

According to the graph above the following were the comments from the KwaMashu hostel dwellers:

1. People must know about it (37%).
2. Wages must be increased (32.5%).
3. Create more jobs for employment (17%).
4. Provide skills training (7%).
5. More EPWP projects to be implemented (3.7%).
6. People should be involved in planning and implementation stages (3.7%).
7. More advertising of jobs (3.7%).
8. Inform community well (3.7%).
9. It should be easy to participate in EPWPs.(1%).
10. Municipal workers must be trained(1%).
11. Proper consultation (1%).

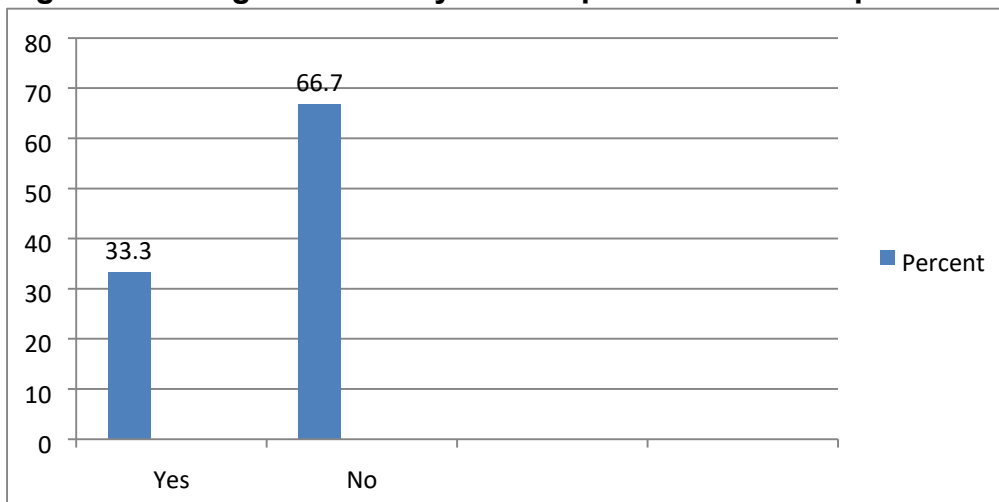
According to the views of respondents, communities must first be made aware so as to become participants of the programme. It is short-term employment; if they are aware about the programme they can then agree to take turns to

participate so that in that area, when the programme starts, all the communities benefit. All the views of the participants were of importance. Wages were also an issue for respondents as they were not happy and had reservations about the government reviewing these wages.

## 5.6 SECTION D: PROJECT BUDGETING AND IMPLEMENTATION VIEWS OF PROVINCIAL OFFICIALS

**Is the provincial Department of Transport responsible for providing budgets for the EPWP for the municipalities?**

**Figure 29: Budget availability from Department of Transport**



**Source: Own based on data collected**

Two-thirds (66.7%) of the respondents indicated that the Department of Transport was not responsible for providing budgets for the EPWP for the municipalities; 33.3% of respondents agreed that the Department of Transport was responsible for the EPWP budget.

Every Department is obliged to create job opportunities in the country. From their budget there should be allocations for EPWP funding in order to decrease the high level of unemployment in the country. Despite being temporary job opportunities, they are obliged to make funds available and follow the guidelines and policies that govern EPWP. Job creation is amongst the priorities of the

government to be fulfilled. Increasing capacity and training officials in municipalities is a dire need.

There is no selection of any specific municipality to participate in the EPWP but all government departments must be involved. There are guidelines for EPWPs that need to be followed. Municipalities can create their own guidelines which must be in line with the national guidelines.

**Please explain the procedure followed in selecting municipalities where EPWP has to be initiated.**

**Table 12: EPWP selection procedures and involvement of municipalities**

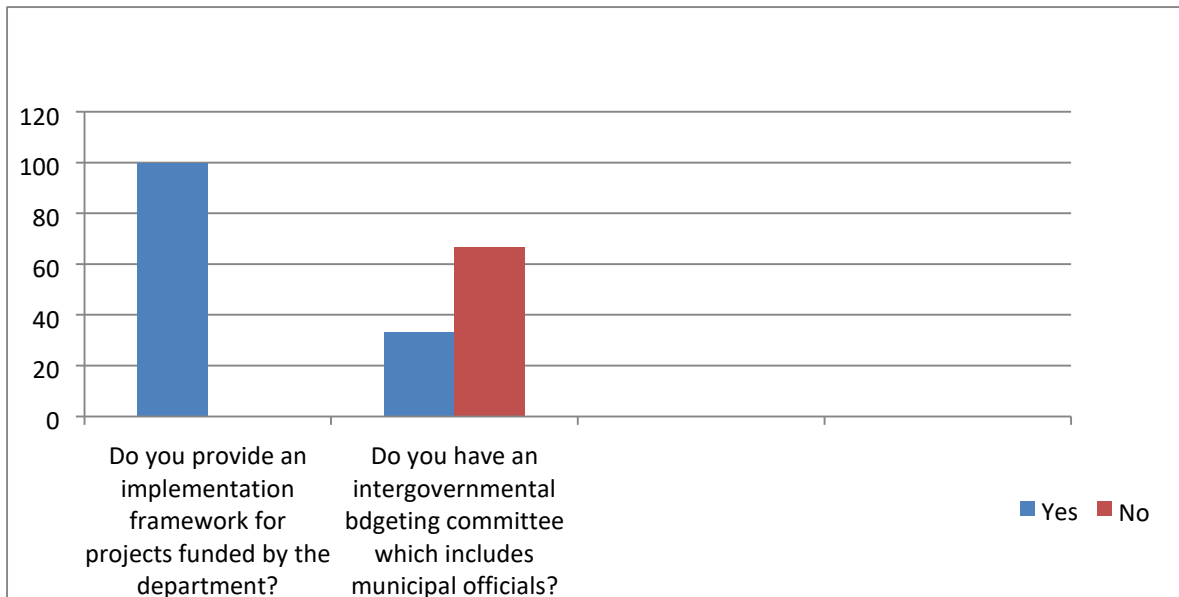
	Frequency	Percent
No procedure	1	33.3
No procedure. National government announces that all provinces and municipalities must be involved in EPWP	1	33.3
Missing System	1	33.3
Total	3	100.0

**Source: Own based on data collected**

In Table 12 above, 33.3% of respondents said that there were no procedures in place to select municipalities to participate in any EPWP; 33.3% of respondents did not know of any procedures that compelled National Government to select municipalities. About 33.3% respondents agreed that something was missing in the process which should involve all municipalities. Relevant government departments are obliged to communicate with all potential beneficiaries.

**The figure below illustrates responses to a question regarding frameworks and budgeting**

**Figure 30: Frameworks and Budgeting**

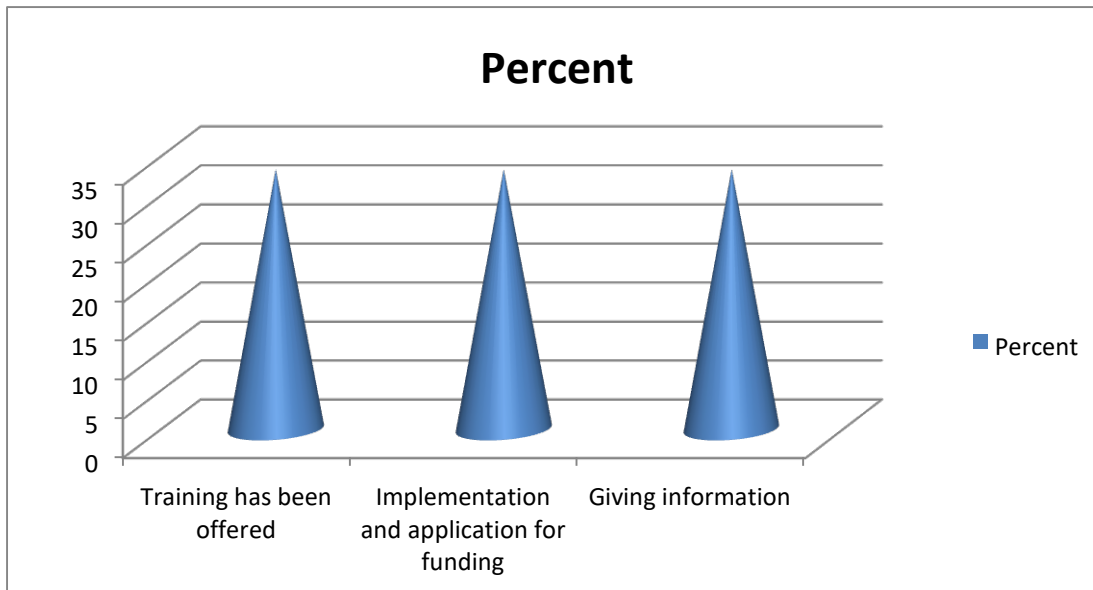


**Source: Own based on data collected**

In Figure 30 above, 100% of respondents agreed that the implementation framework and budgets were provided. About 38% of respondents agreed that there was a committee involving municipal officials; 62% did not have information on the above issues.

**Figure 31 below indicates how officials are given training and equipped with information on EPWP.**

**Figure 31: Training of government officials and municipalities**



**Source: Own based on data collected**

Figure 31 above shows that 33.3% of all respondents agreed that training, information and implementation guidelines were communicated to them.

Each response had a one-third response rate. EPWP is a programme that was initiated by the National Department of Transport. In KwaZulu-Natal the champion of EPWP was the Department of Works. It is within their mandate to train officials at provincial level and each municipality. Steering committees are appointed to monitor the implementation of the EPWP in KwaZulu-Natal.

**Does the provincial department provide training for municipalities with respect to the use of guidelines for implementation? Table 13: Training for municipalities**

	Frequency	Percent
Yes	2	66.7
No	1	33.3

Total	3	100.0
-------	---	-------

**Source: Own based on data collected**

Two out of the three respondents (66.7%) agreed that the provincial department provided training for municipalities whilst 33.3% were not in agreement with the statement.

As explained above, the problem lies with the capacity of officials. Training is only sometimes done. If assistance is required from government departments for municipalities it is offered. There are some small municipalities that are failing to implement EPWP due to lack of capacity and political interference.

**If yes, how are these training programmes provided and structured?**

When the project is identified by government or municipality, the officials then liaise with the officials from the Department of Public Works who will then avail themselves from the beginning of the project to the close. An EPWP Steering Committee will also be part of the project to oversee the smooth running of the project. If there are any gaps that are identified in terms of training, the Committee will then organize such training, guided by the norms and standards of the EPWP Guidelines.

**Does the EPWP attract funding from other funders except from government?**

**Table 14: Funding from government**

	Frequency	Percent
No	3	100.0

**Source: Own based on data collected**

All of respondents indicated that funding only comes from government.

## 5.9SECTION E: TENDERING AND PERFORMANCE MONITORING

This section is concerned with procurement and tender processes to promote EPWP in the participation through awarding of tenders in the area.

The response to the type of tendering system the department provides is given below.

**Table 15: Type of tendering system**

	Frequency	Percent
Open tendering system	3	100.0

**Source: Own based on data collected**

All 100% respondents indicated that an open tendering system was used.

**Does the provincial department have its own preferential procurement policy as envisaged by the National Act? Table 16: Type of tendering system**

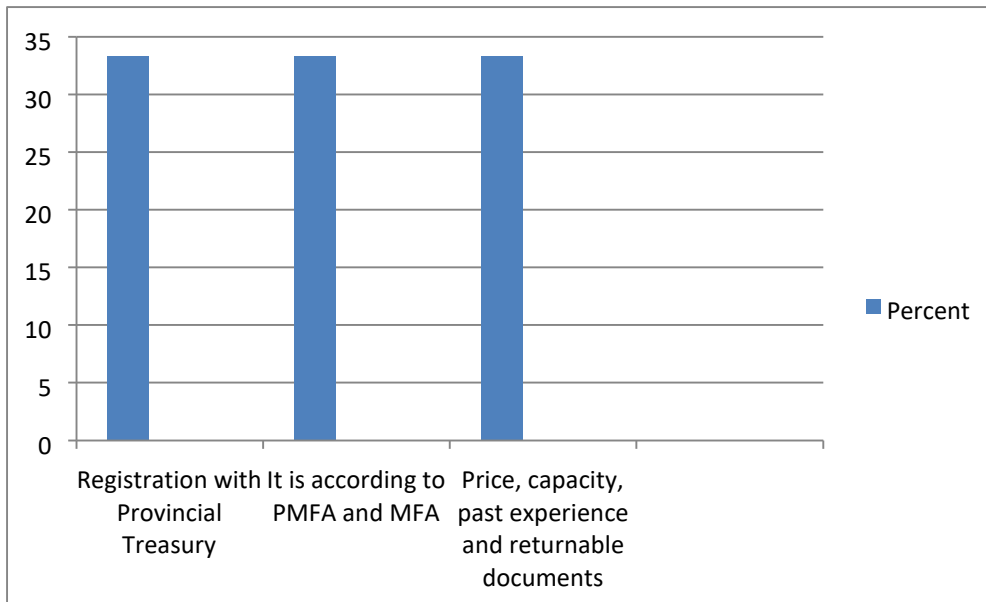
	Frequency	Percent
Yes	2	66.7
No	1	33.3
Total	3	100.0

**Source: Own based on data collected**

Two out of the three respondents (66.7%) agreed that municipalities had their own preferential procurement policy guided by the Municipal Finance Management Act (MFMA) whilst provincial department were guided by the Provincial Management Finance Act (PFMA).

**The minimum requirement by tendering companies is listed below.**

**Figure 32: Policies governing EPWP**



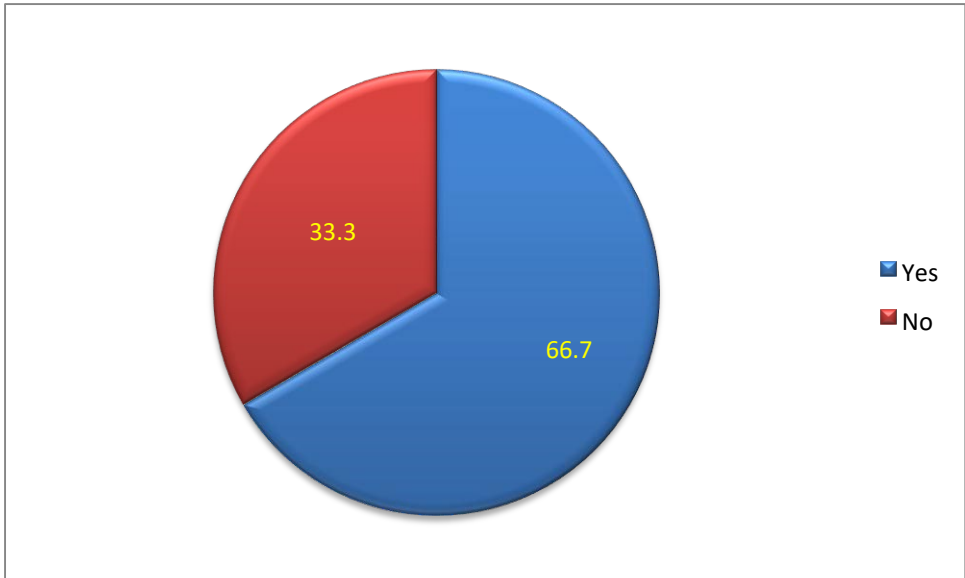
**Source: Own based on data collected**

All respondents agreed that there were minimum requirements for tendering companies.

Guidelines for the EPWP state clearly that all norms and standards that need to be followed when a tender is being awarded to the successful contractor. Without proper documentation no contractor will be awarded a tender because it will breach the Constitution of South Africa, PFMA and MFMA. Further details are indicated in figure 13.

**Do you ever emphasize the importance of BBE scorecards for contractors tendering within your department?**

**Figure 33: BBE scorecards**

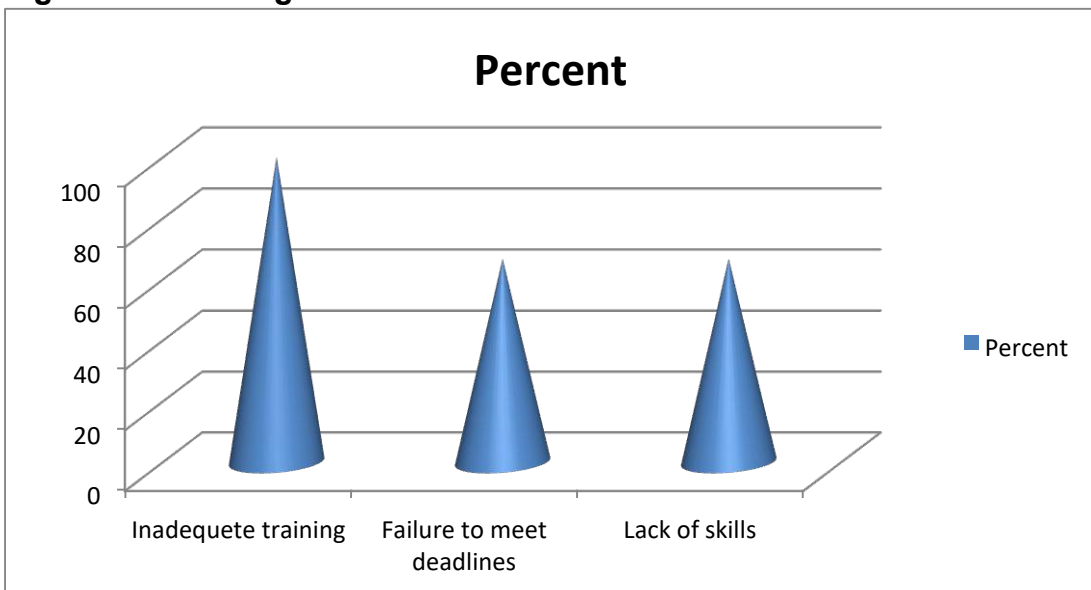


**Source: Own based on data collected**

Figure 20 above emphasizes the importance of a scorecard for BBEE and 66.7% of officials did emphasize scorecards whilst 33.3% did not know about the importance of a score card.

**Figure below indicates training of contractors.**

**Figure: 34 Training of contractors**



**Source: Own based on data collected**

Figure 34 above indicates involvements of contractors in terms of training where 90% of contractors said that training was not sufficient for contractors and 58% of them did not meet deadlines, whilst another 58% lacked skills.

The challenges facing the department in including people from disadvantaged backgrounds into the EPWP is given above. (Since multiple responses were possible, each option is rated out of 100 %). Disadvantaged people are the main candidates who are included in the programme but the problem is training. Candidates need training in terms of skills to participate in the programme.

The main contractor who is awarded a tender is fully responsible for training of small contractors. Joint Venture is being promoted for small contractors to merge with big contractors in order for them to gain experience and exposure. If these small contractors are awarded big tenders because of empowerment, they sometimes fail to meet deadlines as they lack skills.

**What corrective measures should be implemented to overcome these challenges?**

**Table 17: Corrective measures**

	Frequency	Percent
Disadvantaged contractors need training and are advised to work with experienced contractors	1	33.3
Employment of skilled personnel and training	1	33.3
Missing System	1	33.3
Total	3	100.0

**Source: Own based on data collected**

In the table above, 33.3% of officials agreed that penalties were charged as corrective measures; 33.3% of officials were of the view that only skilled contractors should be employed or the unskilled ought to be given training; 33.3% of officials felt that there was a gap that needed to be filled to overcome these challenges.

Officials do advise small contractors to work with big companies in order to gain skills and experience. Workshops are conducted for all contractors to learn the requirements of the industry. These steps are carried out done in order to improve the level of service delivery. Batho Pele Principles stress value for money.

**Does the department have a monitoring team or unit evaluating the EPWP implementation and sustainability? Table 18: Monitoring system**

	Frequency	Percent
Yes	3	100.0

**Source: Own based on data collected**

All respondents agreed there were a monitoring team within each department and also a team from the champions of the EPWP (Department for Public Works).

**If yes, what monitoring system does the department utilize?**

**The department does have Monitors, Inspectors, and Project Managers who are accountable for the project if anything goes wrong they will have to be accountable.**

**Table 19: Types of monitoring system**

	Frequency	Percent
Monitoring	1	33.3
The Department Evaluation team is on site from the start of the project to the end	1	33.3
Missing System	1	33.3
Total	3	100.0

**Source: Own based on data collected**

Table 19 above indicates that 33.3% of respondents agreed about a monitoring system whilst the other 33.3% agreed that the evaluation team was on site to evaluate value for money; 33.3% took the view that there was still a gap to be filled in terms of monitoring.

The committee from the Department of Public Works interacts with the team from each department to evaluate the work that has been done and to ascertain that value for money has been achieved. Inspection is done from the start of the project till the close.

**Please give a rating in terms of importance of the following Key Performance Indicators for the EPWP?**

**Table 20: Key performance indicators**

	Very important	Important
Work opportunities created	66.7	
Person days of employment created	33.3	66.7
Number of training days provided		100.0
Spending on EPWP projects	33.3	66.7
Demographic characteristics of workers in the EPWP	66.7	

**Source: Own based on data collected**

The Table 20 scale which rated key performance indicators were 66.7% for work opportunities being created, whereas both training and employment created scored 33.3%.

Combining the level of importance, all of the respondents for the middle three options felt that they were important. The first and last options also showed smaller levels of being important.

**Does the department have a support mechanism for municipalities?**

**Table 21: Support mechanism for municipalities**

	Frequency	Percent
Yes	3	100.0

**Source: Own based on data collected**

According to Table 21 all respondents (100%) agreed that departments had a support mechanism for municipalities in terms of funding, policies and guidelines.

**If yes, what is the co-ordination committee and how is it coordinated?**

**Table 22: Coordination committee**

	Frequency	Percent
Officials - meetings	2	66.7
There is a steering committee which involves Provincial staff and municipality staff	1	33.3
Total	3	100.0

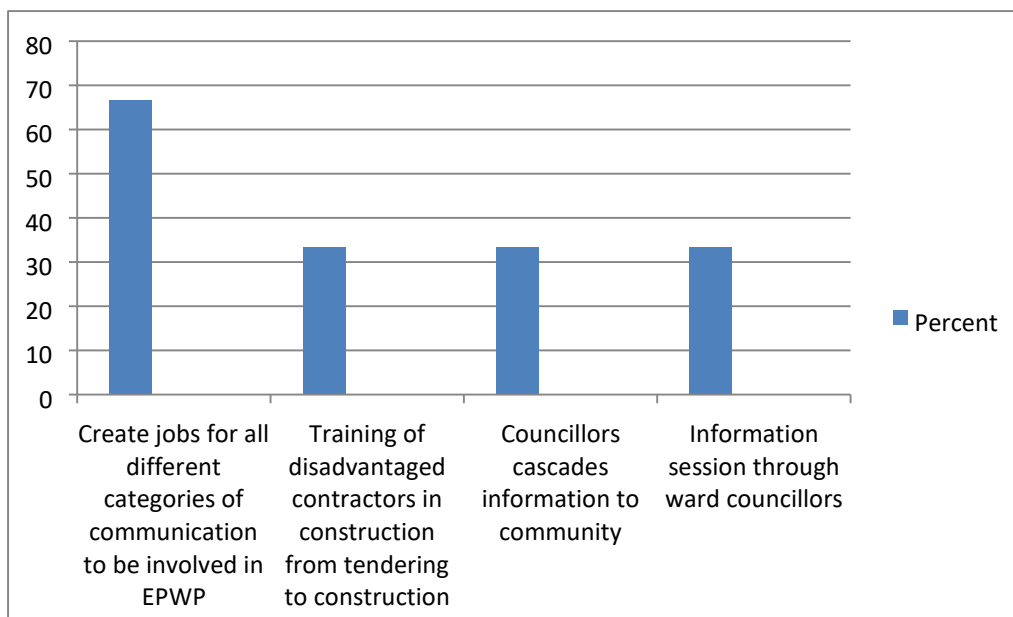
**Source: Own based on data collected**

Table 22 indicates that 66.7% of respondents said co-ordination of the EPWP was done together with department officials and 33.3% agreed that there was a Steering Committee which comprised of provincial and municipality officials.

The steering committee is formed within KwaZulu-Natal different departments. Monthly meetings are called to review the EPWP and challenges raised by other departments. The Chairperson of the Steering committee is the Manager of the EPWP in the province. All reports are sent to the committee for assessment and solutions have to be discussed by them.

**What do you do to ensure that poor communities benefit from the EPWP?**

**Figure: 35 Statistics regarding recipients of EPWP**



**Source: Own based on data collected**

From the above Figure, 35 respondents (68%) were of the view that job creation should be provided for different categories in the communities. All other respondents (32%) agreed that training of disadvantaged contractors was recommended, councilors should cascade information to all communities and, lastly, information sessions through ward councilors be continued.

Municipalities are closer to the communities therefore they easily identify poor communities through ward councilors within specific municipal areas. The municipality can then include the project in their IDP for implementation.

**Has it ever happened that the contract has to be cancelled due to incompetent handling of the project by contractors? Table 23: Competency of contractors**

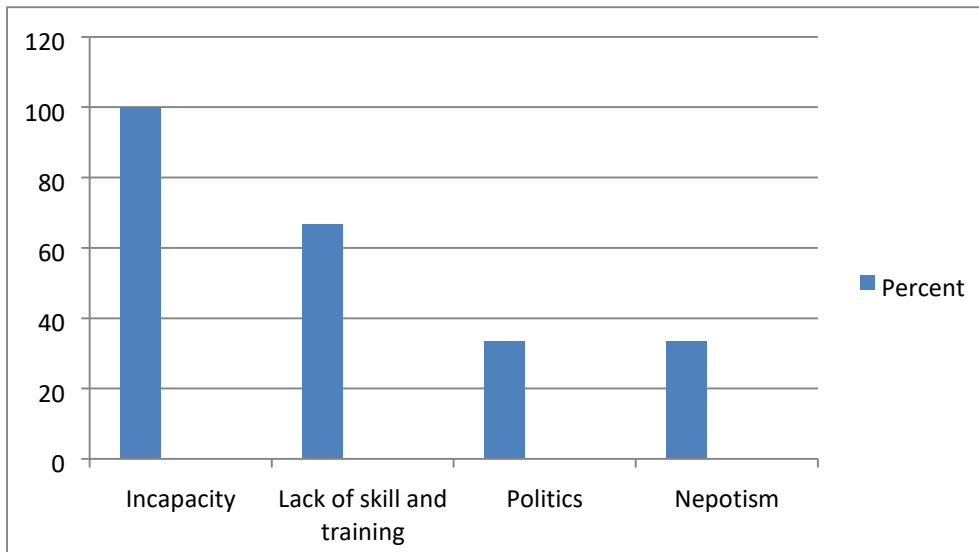
	Frequency	Percent
No	3	100.0

**Source: Own based on data collected**

In Table 23 all respondents (100%) responded in the negative. There are penalties and contingency fees that are included in the contract before contractors commence the project.

### **What challenges do you think municipalities' faces in delivering services through the EPWP?**

**Figure 36: Challenges faced by municipalities**



**Source: Own based on data collected**

The two most important challenges identified by the respondents related to incapacity (100%) and the lack of skills and training (66.7%). About 35% of respondents said that politics hampered delivery of service and 35% said nepotism was evident when awarding tenders to contractors.

These are the main challenges that hampered the delivery of the EPWP. Although there are guidelines on how to implement the EPWP when the project is identified. Knowledge of implementation was lacking and this could prevent the start. In KwaZulu-Natal there are 261 municipalities and most of these are in rural areas therefore they are not exposed to information on how to apply for funding from the province and less more so if national government is involved.

### **5.8: SECTION F: Municipal Officials**

This section presents the results and discusses the findings which emanated from the questionnaire in this study. The data collected from the responses were analyzed using the SPSS version 20.0. The results will be presented in the form of tables and cross-tabulations. This section presents the descriptive statistics based on the demographic information of the study.

The table below indicates the gender distribution of the respondents by age group.

**Table 24: Age group of respondents**

		Gender	Total
		Male	
Age group	Count	1	1
	35 - 44 % Total of	50.0%	50.0%
Age group	Count	1	1
	45+ % of	50.0%	50.0%
Total	Total	2	2
Total	% of	100.0%	100.0%
Total			

**Source: Own based on data collected**

The two age groups of respondents for this survey consisted of 35-44 year old and 45+. Both groups were males, one being below the age of 45 and the other above. These officials are the implementers of the EPWP in the KwaMashu hostel and represent the eThekweni municipality.

The table below indicates marital status of respondents.

**Table 25: Marital status of respondents**

	Frequency	Percent	Valid Percent	Cumulative Percent

Valid	Married	2	100.0	100.0	100.0
-------	---------	---	-------	-------	-------

**Source: Own based on data collected** All of the respondents were married.

The table below indicates the educational level of the respondents by occupational designation.

**Table 26: Educational level of respondents**

			Occupational designation	Total
			Project Co-ordinator	
Educational level	Degree	Count	1	1
		% of	50.0%	50.0%
	Post-grad degree	Total		
		Count	1	1
		% of	50.0%	50.0%
		Total		
	Count	2	2	
	% of	100.0%	100.0%	
Total	Total			

**Source: Own based on data collected**

Respondents had the same occupational level but qualifications differed as one respondent was a graduate and the other had a post-graduate degree.

**For how many years have you been working in the Engineering and Project department?**

**Table 27: Employment status of respondents**

Number of Years	Frequency	Percent
-----------------	-----------	---------

3 – 5	1	50.0
15 - 19	1	50.0
Total	2	100.0

**Source: Own based on data collected**

One respondent had been with the department for a short time approximately (5 years) whilst the other had been working in this department for between 15 to 19 years. The experience they had regarding the EPWP indicates success.

## **5.9: SECTIONG: Community Consultation and Training**

This section is concerned with community consultation and training in terms of EPWP. The responses to each question are shown in tables. Officials have a role to play in the project when it comes to consultation and training of the communities. If consultation were not done properly the project would be likely to fail because the community would not support or own the project if they felt excluded. In Figure 19 of this chapter, 69% indicated that the high response was due to consultation in the initial stage of the project.

**Did the municipality or your department organize a consultative forum to inform people about the EPWP in the area? Table 28: Community consultation by officials**

	Frequency	
Yes	2	100.0

**Source: Own based on data collected**

Table 28 shows that consultation by officials was done extensively as 100% is noted. The project should be successful because of the inclusion of communities through consultative forums.

**How are these consultation forums organized?**

**Table 29: Consultation with hostel dwellers**

	Frequency	Percent
Through community structures and local councilors	2	100.0

**Source: Own based on data collected**

Officials have to respect all structures that are drawn up by the communities in order for the channel of communication to be successful. The response is seen in Table 29 above reflecting of 100%.

**What challenges do you face in fostering community participation and if so have they been addressed?**

<b>Table 30: Community participation</b>	Frequency	Percent
Different party affiliations	1	50.0
The community does participate and challenges are being addressed satisfactorily	1	50.0
Total	2	100.0

**Source: Own based on data collected**

In Table 30 above, 50% of respondents took the view that different party affiliations sometimes caused a problem whereas 50% said community participation was good and challenges were addressed properly, although sometimes politics hampered participation by communities.

**How would you measure, or rate, community response to your calls for consultation?**

**Table 31: Rating of community participation**

	Frequency	Percent
Very high	1	50.0
High	1	50.0
Total	2	100.0

**Source: Own based on data collected**

Both the respondents rated the community response highly. Figure 5 is a good example of awareness of EPWP in KwaMashu. The response was positive (100%).

**Does the municipality provide training for entrants to the programme?  
(Entrants were Contractors)**

**Table 32 Municipality training for contractors**

	Frequency	Percent
Yes	2	100.0

**Source: Own based on data collected**

In Table 32 above, 100% of respondents agreed that contractors who were appointed for the project were qualified and those who needed training were assessed and trained according to the needs of the project.

**Are there any academic or educational requirements for EPWP employment?**

**Table 33: Educational requirement of EPWP participants**

	Frequency	Percent
No	2	100.0

**Source: Own based on data collected**

In Table 33 above, all respondents (100%) agreed that there were no educational requirements for working for the EPWP. All contractors brought their own professional team to run the specific project. There was no specific qualification for EPWP employees laid down.

**What types of skills are taught in the programme and for how long?**

**Table 34: Types of training for contractors**

	Frequency	Percent
Basic	1	50.0
All skills required for construction take 3 to 10 days in training	1	50.0
Total	2	100.0

**Source: Own based on data collected**

It is noted in Table 34 that 50% of respondents agreed that basic training for participants in the EPWP should be done and the other 50% stressed the view that training, in terms of skills, should take from 3 to 10 days.

There are a number of training sessions required in the construction industry. All categories of training are set and arranged by the Department of Labour. This department has to be informed and there after schedules training according to the needs of the projects and the community.

**Is there any joining or admission fee required to participate in a training programme?**

**Table 35: Joining fee to participate in training**

	Frequency	Percent
No	2	100.0

**Source: Own based on data collected**

The above (Table 35) indicates that training provided by the Department of Labour is free and the Department is responsible for funding in terms of skills development.

**In which languages are these training programmes conducted?**

**Table 36: Training language**

	Frequency	Percent
Zulu	1	50.0
Depends on the local language	1	50.0
Total	2	100.0

Source: Own based on data collected

It is noted that training is conducted according to the needs of the communities. As soon as the individuals are identified, an appropriate language is used.

**Are these training programmes conducted by the municipality or they are outsourced?**

**Table 37: Training outsourced or in-house**

	Frequency	Percent
Municipality	1	50.0
Outsourced	1	50.0
Total	2	100.0

Source: Own based on data collected

Table 37 indicates that training is done through outsourcing by the municipality according to the guidelines of the EPWP. The Department of Labour then drives the process of training in conjunction with the municipality. Construction is a specialized field therefore training has to be done by qualified personnel.

**5.10: SECTION H: EPWP, Employment and Poverty Alleviation**

This section deals with employment and poverty alleviation. EPWP creates employment from the specific project that is identified by the province or the municipality.

**Do you employ all the people who undergo your training?**

**Table 38: Employment after training**

	Frequency	Percent
Yes	2	100.0

**Source: Own based on data collected**

Respondents (100%) agreed that training was undertaken by to all individuals who were signed on for the project. No training was undertaken for people who did not participate in the project.

**What selection criteria do you use to employ or recruit people to the programme?**

**Table 39: Selection criteria for training to EPWP**

	Frequency
Capacity and potential, experience and certificates	2
Love of community upliftment	1
Level of poverty	1
Ward councillors determine the groups who will take turns to be involved in the project	1

**Source: Own based on data collected**

The main contractor that is awarded the tender to implement the project is responsible for employment of community members based on the skills they have. Some members produce certificates they have acquired elsewhere and they can be employed subject to those acquired qualifications. It depends on the number of work seekers; the contractor liaises with the ward councilor of the area in assisting with the employment of community members for the project.

**In your approximation, what is the gender average in employment in the EPWP at the Kwamashu hostel?**

**Table 40: Gender average in employment from the in KwaMashu hostel area.**

	Number	Frequency
<b>Female</b>	40	1

<b>Male</b>	60	1
	100	1

**Source: Own based on data collected**

The response was 40% female and 60%.

**Is there any education or specific skills requirement for people who want to work for the programme?**

**Table 41: Educational requirement to enter EPWP**

	Frequency	Percent
No	2	100.0

**Source: Own based on data collected**

There is no specific qualification required in the programme because the programme is also mandated to do skills development in the communities that participate in the project.

**Is there any platform in place for the municipality and the contractors to discuss wage matters?**

<b>Table 42: Wage disputes</b>	Frequency	Percent
None - except discussing in forums when programme is disrupted	1	50.0
Yes –The Department of Labour has guidelines in terms of wages	1	50.0
Total	2	100.0

**Source: Own based on data collected**

It is noted in Table 42 above that there is no platform for wage disputes. Before the project starts wage agreement is drawn up for all parties involved in the project in order to avoid a strike in the middle of the project. Norms and standards of the EPWP are in line with the Department of Labour in terms of wage settings.

**What challenges do the municipality and its contracted suppliers face in filling the posts with the EPWP targets relating to youth, women and people with disabilities?**

**Table 43: Funding for employment of youth and disable people**

	Frequency	Percent
Non-availability of funding	1	50.0
Youth not interested: women are involved but with less skills: difficult to employ people with disabilities	1	50.0
<b>Total</b>	<b>2</b>	<b>100.0</b>

**Source: Own based on data collection**

Construction is an industry that does not interest the youth and people with disabilities. There are also challenges facing the municipality such as the availability of funds from provincial departments. When planning for the project, the municipality should first interact with provincial departments to secure funds in advance before they plan it in their IDP. In most cases IDPs from municipalities are not in line with the budget of the provincial departments.

**Has the municipality initiated the Community Home-Based Care project as a means of involving more people on the EPWP?**

**Table 44: Home-Based Care projects and EPWP**

	Frequency	Percent
Yes	2	100.0

**Source: Own based on data collection**

The onus is on the municipalities to take care of all their communities; these projects assist in alleviating poverty through the employment that will be created.

**For the implementation of the programme, do you outsource or deliver the services yourselves as the municipality? Table 45: Implementation strategies**

	Frequency	Percent
Municipality	2	100.0

**Source: Own based on data collection**

The programme is implemented by the municipality, assisted by the provincial departments. The work that is outsourced by the municipalities is undertaken by the relevant professional team which will oversee the programme.

**Do you recruit people through the municipality learner shipprogramme and place them with the EPWP?**

**Table 46: Recruitment to leaner shipprogramme of EPWP**

	Frequency	Percent
Yes	1	50.0
No	1	50.0
Total	2	100.0

**Source: Own based on data collection**

It depends on the requirements of the projects. If for example, the project plans to empower youth then the municipality can recruit students from the young learnership programme to fast-track the programme.

**What challenges do you think the EPWP faces in alleviating poverty?**

**Table 47: Challenges faced by EPWP to alleviate poverty**

	Frequency	Percent
--	-----------	---------

Lack of funds	1	50.0
Tender system still a disadvantage for the small contractors. No permanent employment. Too many poor people available for projects	1	50.0
Total	2	100.0

**Source: Own based on data collection**

In Table 47 above it is noted that 50% of respondents cited problems relating to lack of funds and the other 50% based their argument on the tender system that was a disadvantage for small contractors.

The EPWP does have challenges in alleviating poverty because the programme is short term. Once the programme is complete, these communities again suffer poverty because there no permanent jobs are created by the programme. Even people, who received training and skills to sustain themselves after the project, find it difficult to obtain employment or jobs that can sustain them as the experience is not adequate enough to handle tenders unless they engage in joint ventures with big contractors. The number is also limited for those who did manage to acquire skills from the project.

### **What is the rate of delivery on the projects?**

**Table 48: Deliverables**

	Frequency	Percent
High	1	50.0
Moderate	1	50.0
Total	2	100.0

**Source: Own based on data collection**

Projects have proved to be successful but people who are involved in a project are seldom able to enter the industry once the project is complete.

### **Which areas of the EPWP do you think need improvements for it to meet its targets of one million jobs in five years?**

**Table 49: Room for improvements**

	Frequency	Percent
Cleaning of roads and buildings: more projects	1	50.0
Create more projects, training in small municipalities and more funding from Provincial departments needed	1	50.0
Total	2	100.0

**Source: Own based on data collection**

The target will be reached (to create one million jobs in five years). This will be in numbers because in reality EPWP does not create employment permanently; it is only short term. The poverty rate will remain high. Creation of employment is about permanent jobs for individuals to sustain their families. Government still has the task of coming up with another strategy that will alleviate poverty in South Africa. Education, skills development, training at different levels, involvement of the private sector, and review of private entities policies in terms of job creation could be turnaround strategy to decrease the level of poverty in South Africa.

### **How was the KwaMashu hostel community selected for the EPWP?**

**Table 50: Selection criteria**

	Frequency	Percent
Was earmarked for the Urban Renewal programme because of poor circumstances	1	50.0
The poor rate of unemployment in the area	1	50.0
Total	2	100.0

**Source: Own based on data collection**

The KwaMashu hostel was selected because of the conditions of the environment which were not conducive to habitation. Buildings were old and the number of occupants had multiplied: Unemployment in the KwaMashu hostel is huge and people are trapped in poverty therefore the municipality selected KwaMashu as the recipient of EPWP.

### **Is there a monitoring team responsible for the programme in the Kwamashu hostel?**

**Table 51: Monitoring Team for EPWP in KwaMashu**

	Frequency	Percent
Yes	2	100.0

**Source: Own based on data collection**

The monitoring team is from the Department of Human Settlements. It is the main source of funds for the programme and eThekweni municipality is the implementer of the project.

**How does the municipality ensure that the targeted group, as envisaged in the policy, is involved in the programme? Table 52: Targeted group involved in EPWP**

	Frequency	Percent
By having regular meetings to encourage participants and get views of others	1	50.0
Still difficult unless Ward Councilors are competent enough to identify these targeted groups and have the initiative	1	50.0
Total	2	100.0

**Source: Own based on data collection**

The municipality is the implementer of the project therefore it ensures that the entire targeted group is involved in the programme. Ward Councilors assist in the appointment of work seekers who are targeted by the project. Regular meetings are conducted for the officials and the participants of the project.

## **5.11: SECTION I: PROCUREMENT or TENDERING PROCESSES SERVICES**

**Does the municipality have a specific procurement committee for the EPWP?**

**Table 53: Procurement committee**

	Frequency	Percent
No	2	100.0

**Source: Own based on data collection**

There is no specific procurement committee for the EPWP as the programme is the same as other programmes in the public sector. Process and the procedure are considered to be the same.

**Does the municipality adhere to the Preferential Procurement policy in awarding contractors tenders?**

**Table 54: Preferential procurement policy**

	Frequency	Percent
Yes	1	50.0
No	1	50.0
Total	2	100.0

**Source: Own based on data collection**

Views on Preferential Procurement Policy were not the same as noted in Table 54 above. It depends on the kind of project that is identified. The Preferential Procurement Policy will not be applied all projects.

**Which contractors tender for jobs?**

**Table 55: Contractors tendering for jobs**

	Frequency	Percent
Mixture of them	2	100.0

**Source: Own based on data collection**

It is an open tender system to allow all contractors and companies to tender for the jobs. The criterion for awarding of tender applies to all companies.

**What is the gender composition of tendering contractors, in terms of ownership?**

**Table 56: Gender composition of contractors**

	Frequency	Percent
Fifty-fifty representation	2	100.0

**Source: Own based on data collection**

Government is promoting a fifty-fifty basis when awarding tenders to contractors. A score card is available to assess the representativity in terms of gender. Women are encouraged to participate in the construction industry.

**Do you expect the tendering contractors to provide their BEE scorecard?**

**Table 57: Contractors and their BEE scorecards**

	Frequency	Percent
Yes	2	100.0

**Source: Own based on data collection**

It is important for contractors to provide their BEE scorecard to determine whether all black people are adequately represented.

**What limits the municipalities in adhering to the Preferential Procurement Policy?**

**Table 58: Limits to preferential procurement policy**

	Frequency	Percent
Not limited at all	2	100.0

**Source: Own based on data collection**

There are no limits in the Preferential Procurement Policy.

**How long does it take to award a tender from the day of placing of the notice?**

**Table 59: Award of tenders: time frame**

	Frequency	Percent
3 < 5 months	1	50.0
5 < 9 months	1	50.0
Total	2	100.0

**Source: Own based on data collection**

In terms of the public sector policies relating to awarding of tenders the stipulation is that it must not take more than 9 months, irrespective of the size of tender. There are, however, categories that are stipulated in different kinds of tender, namely, those that call for quotations and those that are advertised depending on the monetary value of the tender.

**How long does it take for the first payment to be made after the day of awarding the contract?**

**Table 60: Payments to contractors**

	Frequency	Percent
< 3 months	2	100.0

**Source: Own based on data collection**

It depends on what work has been done in terms of the contract. If an invoice has been produced and work has been satisfactorily completed then government is committed to pay the service provider within 30 days from date of invoice.

## **CHAPTER SIX CONCLUSION AND RECOMMENDATIONS**

### **6.1 INTRODUCTION**

This chapter concludes the research study on the impact of EPWP on social development within the eThekweni municipality. The study looked at the role of the EPWP in poverty alleviation and job creation. The focus is mainly on the KwaMashu hostel dwellers and also the inhabitants in the vicinity of the hostel. The objectives of the study were to;

- Identify implementation strategies of the programme;
- Identify the role of various stakeholders in the delivery of EPWP;
- Review current legislation and policies that impact on EPWP;
- Identify and analyse challenges encountered by municipalities in terms of delivery; and
- Make recommendations with regard to efficiency of the service delivery process of the EPWP.

Based on the results of the study, the findings will be concerned with the following areas:

- Unemployment
- Skills development
- Poverty alleviation

The EPWP should ensure that jobs are created so that people are motivated to participate in the programmes of this nature. For the programme to be successful

and sustainable, it is important that people are equipped with skills relevant to the programme. The sampling technique is based on probability sampling methods. This method generalizes the findings from the sample of the population. There are other techniques informed by non-probability methods that can be used.

Chapter one of the study focused on the unemployment rate in South Africa, KwaZulu-Natal and within the eThekweni municipality which is the demarcation area. The problem statement of the study focused on issues of employment, developmental issues and education and training, which are the underlying factors that led to the introduction of the EPWP.

Chapter two focused mainly on public administration and the contextual framework that refers to the government adherence to MDGs which will reduce unemployment. Focus was on the budget required to accommodate the needs of the people, programmes, policies, legislations and the importance of service delivery.

Chapter three covered the role that needs to be played by government to improve the economy in the country by creating jobs through different programmes, including EPWP.

Chapter four and five dealt with how the study should be conducted in order to bring the process to a logical conclusion and the research findings which reflected the KwaMashu hostel dwellers' gender, marital status, employment status, level of education and income levels. Community participation, poverty alleviation, and implementation of the project and procurement services were also dealt with.

## **6.2 CONCLUSION AND FINDINGS**

Based on the results of the study, the findings were as follows:

### **6.2.1. UNEMPLOYMENT**

One of the primary objectives of the EPWP is to create employment. It is evident that unemployment in South Africa is widespread and stands at 23.9%. In KwaZulu Natal records shows that it is 25.3%. In Durban eThekweni recorded 19.1% in 2008. In the second quarter of 2010 the rate of unemployment in KwaZulu Natal recorded 20.8%. The overall unemployment rate at present is recorded at 24.9%. It is therefore important to comprehend the significance of the

EPWP in terms of job creation and adherence to the MDGs. eThekweni Municipality is one of the big metros in South Africa which is expected to create jobs and enhance economic development through skills training and development of its people. Views of the hostel dwellers indicated that 70% agreed that EPWP was not doing enough to address the issue of unemployment based on sustainability, because the programme does not offer permanent jobs and wages are very low.

## **6.2.2 SKILLS DEVELOPMENT**

For the programme to be successful and sustainable, it is important that people are equipped with skills relevant to the programme. Looking at the levels of education within the hostel, the statistics show that less than 5% are graduates; this is a cause for concern for the government. Low levels of education will not improve economic growth in this country. South Africa needs skills to boost economy. Surveys reveal that most people in KwaMashu are employed as general workers who do not have any qualifications or skills to perform jobs that will earn them good salaries. That is the reason why graduates were not employed in the programme: they did not possess the required skills in terms of construction.

## **6.2.3 POVERTY ALLEVIATION**

Income levels in the KwaMashu hostel are a true reflection of poverty in the country as the study shows that 46.9% of the communities earn less than R2000 per month. The programme also has challenges in alleviating poverty because of funding which was not designed to employ people permanently. KwaZulu-Natal is a largely rural province hence a high poverty rate. EPWP, as a programme of poverty alleviation, will not in itself eliminate poverty because it is merely a temporary solution.

## **RECOMMENDATIONS BASED ON THESE FINDINGS ARE:**

### **RECOMMENDATION: 1 CONSULTATION**

For any programme to be successful and achieve its intended purpose, one must engage the public in developmental and local governance issues that affect their lives. EPWP is a programme that involves all communities. Therefore it requires that they are not just consulted on issues, but are provided with the opportunity to contribute to decision-making carried out by government officials.

### **RECOMMENDATION: 2 INFORMATION AND COMMUNICATION**

It is imperative that officials be well equipped with the information in terms of funding, construction, guidelines, norms and standards of EPWP so as to be capacitated. Workshops and seminars aimed at disseminating information should be organised taking cognisance of the level of education amongst the stakeholders for easy understanding. Poor communication, many hostel dwellers were not aware of the programme. Councillors and departments should do consumer education for any programme that is approved and promoted.

### **RECOMMENDATION: 3 IDENTIFICATION OF KEY STAKEHOLDERS**

All participants in the programme need to be identified from provincial to local departments including consultants and the public for the information to be cascaded down to the intended recipients. Key stakeholders in EPWP include government officials, consultants, councillors and the recipients of the projects. If the recipients are not consulted properly it is likely that the project will fail because they were excluded from consultation and decision-making stages. Lack of communication may sabotage the project.

### **RECOMMENDATION: 4 FUNDING AND WAGES**

Projects cannot be implemented if funding is unavailable. Government should ensure that projects aimed at job creation and poverty alleviation are funded. Planning between provincial departments and municipalities should be in line with and in terms of Medium Term Expenditure Framework (MTEF) and IDP. Such funds should be properly managed so that they reach the intended beneficiaries. Wages and salaries need to be revisited because of the number of participants who were not satisfied. The Department of Labour has to review the scale of payment for those who participate in the EPWP; this should be included in the aim of improving performance in service delivery, failing which will result in labour unrest and unnecessary industrial action.

### **RECOMMENDATION 5: CO-OPERATION**

There should be co-operation between national and provincial departments and municipalities in the preparation of IDP. This will assist in service delivery being fast tracked. Incapacity within municipalities is the biggest contributors to poor service delivery.

### **RECOMMENDATION 6: TRAINING OF OFFICIALS**

Training of all officials in urban and rural areas is of necessity. It emerged that the relevant officials of municipalities were not trained to implement EPWP projects.

Training is also limited for the small contractors and communities participating in the programme. Training needs to be formalized and be at a level where certificates are recognized in the construction industry so that these communities can thus sustain themselves after leaving the project. Strategic vacant posts need to be filled as these factors affect service delivery. Without these major changes, EPWP will not fulfil its objective of human development. Training will only be meaningful if it includes:

- Project management;
- Financial management;
- Technology;
- Conflict resolution and
- Administrative dynamics and
- FET colleges

The above 5 knowledge areas of training and are the core of the construction industry in terms of social development.

## REFERENCES

1. Anderson D.R. (2000). *Modern Business Statistics with Microsoft Excel*. Thompson Learning: USA.
2. Black, T.R. (1999). *Doing Quantitative Research in the Research in the Social Science an Integrated Approach to Research Design Measurements Statistics*.Sage: London.
3. Babbie, E.R. (2004). *The Practice of Social Research*. Thomson: Wadsworth, Belmont: California.
4. Batho Pele Principle: White paper transforming Public Service Delivery
5. Bless T.& Claire B. (2000). *Fundamentals of Social Research Methods. An African Perspective* 3<sup>rd</sup> Ed. Juta.Lansdowne: Claremont.
6. Bowes B. (2002).*The Good News*; Pretoria. South Africa. Politics and government
7. Cloete. F. (2000). *Improving Public policy* 1<sup>st</sup> Edition; Van Schaik ; Pretoria
8. Cloete. F. (2006).*Improving Public Policy*.2<sup>nd</sup> edition. Van Schaik. Pretoria.
9. Cloete, J.J.N. (1989). *South African Local Government and Administration*. J. L. Schaik: Pretoria.
10. De Vos, A. S. (2005). *Research at Grassroots: For the Social Science & Human Services Preffession*.3<sup>rd</sup>ed.J.L.Van Schaik: Pretoria.
11. Denscombe M. (2003). *Ground Rules for Good Research*: Open University Press:Maidenhead.Berks.
12. Du Toit D.F.P. & Van der Walt G. (2002). *Managing for excellence in the Public Sector*; Juta. South Africa.Cape Town.
13. Hair, J.F. (2000). *Marketing Research: A Practical Approach for the New Millennium* : Irwin McGraw-Hill:Boston.
14. Hope, T. (2003). *Medical Ethics & Law: The Core Curriculum*: Churchill. Livingstone: Edinburgh.

15. Hung. X. (2005). *Web Content Delivery: Tangi Xueyam*.
16. Klandermans B. (2001). *The state of the people*. Shereno Printers. Cape Town
17. Lee, N.L. (2004). *Knowledge Management: It's Application in I T Projects*. Zytex:

Gordonview.

18. Local Government Municipal System Act (32 of 2000)
19. Mack. N. (2005). *Qualitative Research Methods: A data collectors' field guide*.

Family health international.

20. Marianmpoliski, H. (2001). *Qualitative Market Research: A Comprehensive Guide*. Sage: London.
21. Mhome, G. & Edighei, O. (2003). *Governance in the news*. S.A UCT Press: Cape Town
22. Minaar, A, Pretorius, S and Wentzel, M. (1996). *Perspectives on the clandestine on migration and illegal aliens in Southern Africa*; HSRC; Pretoria
23. Mohan K. (1998). *Introducing New Approaches: Improved Public Service Delivery*. Common Wealth Secretariat: London.
24. Neil. L. L (2004). *Knowledge and Management...its application in IT projects*.

Zytek Gardenvue. Oxford University Press.

25. Mbeki, T. (2006) *State of the Nation Address 2006 of the President of South Africa*, 3<sup>rd</sup> February 2006, Cape Town.
26. Strydom. J.W. (2005). *Applied Strategic Marketing*, 2<sup>nd</sup>ed Sandown, Heinemann.
27. Sakaran. P. (2003) *Research Methods for Business. A skilled building approach*.
28. Statistics South Africa (2000) *Measuring poverty in South Africa*, Pretoria:

Statistics South Africa.

29. Statistics South Africa (2004) *Poverty Dynamics in Post - Apartheid South Africa*, Pretoria: Statistics South Africa.

30. Statistics South Africa (2009). Job creation in Kwazulu Natal between (2004-2007).
31. Venter A. 2001. Politics in the new S.A. Van Schaik Publishers, Pretoria
32. Welman J.C. (1999). *Research Methodology for the business and administrative science*. Oxford University Press. Oxford.
33. Welman J.C. (2005). *Research Methodology 3<sup>rd</sup> ed For the business and administrative science*. Oxford University. Oxford.
34. Welman J.C. (2001). *Research Methodology for the Business & Administrative Science*: Oxford University Press: Oxford
35. White Paper on transforming Public Service delivery 1997. Transforming Public Service Delivery (*Batho Pele*).
36. Yates P. (2005). *Becoming a researcher: A companion to the research process*.

Open University Press; Maidenhead, Berks.

### **Journals**

1. Adapted UN 2005. MDG's "*Achieving the MDG: The Role of Energy Services*." UN, New York. USA Jan 2005.
2. African Business July 2005: Adopted from UN 2005. The Energy Challenge for Achieving the Millennium Development Goals, UN Energy. New York, USA.
3. African Business 2005 (9 Aug/Sept 2005 No. 312). African Business 2005 July No. 311.
4. African National Congress. (1994). *The Reconstruction and Development Programme*. Johannesburg: Umanyano Publications.
5. Coordinate system: GCSJ Hartebeesthoek 1994. Department of Human Settlement
6. Department of Education: Minister of Higher Education and Training, Dr Blade Nzimande: Issued by: Department of Higher Education and Training: 14 Nov 2012

7. Department of Finance (South Africa) (1996) *Growth, Employment and Redistribution: A Macroeconomic Strategy*, Pretoria. Department of Finance.
  8. Department of Human Settlement: Business Plan of KwaMashu hostel: KZN
  9. Department of Labour 2001 and introduction to the skills development strategy. Pretoria.
  10. EPWP from quarterly reports from 1<sup>st</sup> quarter 2004.2004 to 3<sup>rd</sup> quarter 2008, that is IE from EPWP 1<sup>st</sup> quarterly report, financial year 2004/2005, 1 April to 30 September 2004, 9 September 2004 to EPWP Annexures, A.P, 3<sup>rd</sup> quarterly report. Year for the period 1 April - 31 December 2008 financial year 2007/2008, 30 March, no text for this annexure.
  11. EPWP from the unit (2009). Expanded Public Works Programme phase 2 consolidated programme overview version.
  12. EPWP; Infrastructure Sector Plan 20 April 2006 Department of Transport. KZN
  13. eThekwini unemployment rate: Statistics S.A:1996:Piet Badenhorst.co.za.
- 14 .eThekwini Municipality, 2004 “Economic Reviewed/IDP 2006- 2007”
15. Guidelines for the Implementation of Labour Intensive infrastructure Projects under the EPWP/ UK Department for International Development. Published by European Union.
  16. IDP eThekwini. 2007- eThekwini Municipality IDP 2010 and beyond.
  17. KZN Unemployment rate- provide 2003 “*Measured Poverty and Inequity*”. A retrieve paper, “*Provide technical Paper services, 2003: 4 Provide Project*”, Elsenburg

18. MSP 200: SALGA and Common Wealth Local Government Forum, Sept 2011. PS Reddy, Malcom Wallis 2011, LED programme.
19. McCord, A. (2002) "Public Works as Response to Labour Market Failure in South Africa", *SALDRU/CSSR working paper No. 19*, University of Cape Town.
40. McCord, A. (2003) "An overview of the Performance and Potential of Public works Programmes in South Africa", *SALDRU, Paper prepared for the Dpru/Tips Forum September 2003*.
20. Minaar, A, Pretorius.S. & Wentzel. M. (1995). Who goes there? Illegals in South Africa. *Indicator SA*, 12 (winter): 33-40
21. Phillips, S. (2004). "The Expanded Public Works Programme (EPWP)". Presentation to the UNDP, HSRC & DBSA Conference on Overcoming Underdevelopment in South Africa's Second Economy, Pretoria, South Africa, 29 October 2004.
22. Quarterly Labour Survey: Statistics S.A 2011:Quater4:2011:7 Feb 2012.
23. State of the Nation's Address (2003) Sona.gov.za
24. State of the Nation's Address (2009) Sona.gov.za
25. Statistics SA. 2000. **Statistical release PO351 for June 1999**. Pretoria: Stats SA
26. Statistics South Africa, 2003, Labour Force survey. September
27. Statistics South Africa. (2006). Migration and changing settlement patterns: Multilevel data for policy (Vol. 2011). South Africa: Statistics South Africa.
28. SONA 2006: Former President of South Africa. Mr T.Mbeki.3 Feb 2006. Cape Town (Promoting Local Government)
29. South. Africa World Fact book. July 26, 2012

30. South Africa Survey 2001/2002. (2001.Johannesburg: South African Institute of Race Relations. Statistics S.A 2003, labour force survey September 2002, Pretoria).
31. Sona 2006 of the President of South Africa. 3<sup>rd</sup> February 2006. Cape Town
32. The formalisation of a community development process in an urban area. Journal Development Administration Vol. 31 No. 2.2001: Frik de Beer: Africanus 31(2)2001.
33. The Centre for Development and Enterprise (CDE). 1997. *People on the move: a new approach to cross-border migration in South Africa*. Migration Series. Johannesburg: CDE.
34. UN (United Nations) (2005) *Indicators for Monitoring the Millennium Development Goals: Definitions, Rationale, Concepts and Sources*, New York: United Nations.
35. UNDP: 1994: United Nations development Programme 1994.
36. UNECA, 2004: Economic Report: *The challenged sustainable development: unlocking People's creativity*.

### **Internet Sources**

1. ANC(2006)*Accelerated and Shared Growth Initiative for South Africa (AsgiSA)*. Available at [www.info.gov.za/asgisa.htm](http://www.info.gov.za/asgisa.htm) accessed July 2006.
2. Centre for Development and Enterprise. National e-Governance plan- [www.ASSAM Govmvt.Nic.Nipdf/negp/html](http://www.ASSAM.Govmvt.Nic.Nipdf/negp/html).
3. CIA World Fact Book: Index Mundi- 9 Jan 2012, [www.TradingEconomics.com](http://www.TradingEconomics.com).

Statistics South Africa.

4. Constitution of S.A [www.constitution.gov.za](http://www.constitution.gov.za), Chapter 2. Section 26 and 27
5. Constitution of S.A [www.constitution.gov.co.za](http://www.constitution.gov.co.za), Chapter 10. Section 195 (1)
6. Department of Finance: Preferential Procurement Policy. [www.treasury.gov.za](http://www.treasury.gov.za)
7. Department of Finance: PFMA: [www.treasury.gov.za](http://www.treasury.gov.za)
8. Finance budget speech 2002. [www.info.gov/speeches2002:Trevormanuel\\_feb\\_2002](http://www.info.gov/speeches2002:Trevormanuel_feb_2002)
9. Finance budget speech 2008. [www.info.gov/speeches2008:Trevormanuel\\_feb2008](http://www.info.gov/speeches2008:Trevormanuel_feb2008).
10. Finance budget speech 2011. [www.info.gov/speeches2011:Pravingordanh\\_feb2011](http://www.info.gov/speeches2011:Pravingordanh_feb2011)
11. Finance budget speech 2012. [www.info.gov/speeches2012:Pravingordanh\\_feb\\_2012](http://www.info.gov/speeches2012:Pravingordanh_feb_2012)
12. EPWP: Guidelines for the implementation of Labour intensive infrastructure.  
Projects under EPWP UK (<http://www.epwp.gov.za./guidelines.htm>).
13. [Growth@DFID.gov.uk](http://Growth@DFID.gov.uk). Robert Eastwood and Micheal Lipton, 2001. Programme, poor growth and poverty reduction ;Feb 2004.
14. HID Subjective, dol 2001: unemployment rate [www.tradingeconomics.com; SA\\_labourforce-survey](http://www.tradingeconomics.com; SA_labourforce-survey) 2010
15. International labour Organisation. (1998). World employment report, 1998-1999.  
Employability in the Global economy-How training matters.

Geneva. [www.ilo.org/index](http://www.ilo.org/index)

16. [www.wonkie.com/2010/18/pravin-gordahn-budgetspeech\\_byMinister\\_of\\_Finance](http://www.wonkie.com/2010/18/pravin-gordahn-budgetspeech_byMinister_of_Finance).
17. [www.-clear\\_fl.com](http://www.-clear_fl.com).
18. [www.local\\_government.gov.za](http://www.local_government.gov.za)
19. NEGP National education goes panel.  
[www.Govinfo.library.unt.edu/negp.co.za](http://www.Govinfo.library.unt.edu/negp.co.za)
20. Programme for Poor Growth Briefing Note1. Feb 2004: *Department for International development.* ([growth@dfid.gov.uk](mailto:growth@dfid.gov.uk))
21. SONA 2003: 14 Feb 2003: [www.gov.za](http://www.gov.za). Republic of South Africa 2003, towards a 10 year review. Synthesis report on implementation of government programmes. Pretoria: Presidency accessed 8/8/12.
22. [www.TradingEconomics.com](http://www.TradingEconomics.com) Source: Statistics S.A:2011, Labour force Survey 2<sup>nd</sup>, 4<sup>th</sup> quarter 2010 (Province)

### **Newspaper Articles**

1. Bua News: 2012: Kemertuna Govender (Bua News on 21 Feb 2012)
2. City Press: EPWP Supplement Sept 2008
3. The New age Business 24/4/2012- PravinGordahn.

**APPENDICES**

**ANNEXURES**

**QUESTIONAIRES**

**Impact of Expanded public Works Programme on Social Development  
eThekweni Municipality: KwaMashu Hostel Questionnaire: KwaMashu  
hostel dwellers**

Name: KwaMashu Hostel

Location: eThekweni Municipality

**SECTION A: SOCIO-ECONOMIC PROFILE**

A1. Gender

Female	1
Male	2

A2. Age Group

<5	5-14	15-24	25-34	35-44	45+
1	2	3	4	5	6

A3. Marital status

Single	Married	Divorced	Widowed
1	2	3	4

A4. Employment status

---

Unemployed	Employed	Self-employed
1	2	3

A5. Level of education

<b>Education</b>	<b>Code</b>
Primary education	1
Secondary(Grade 8-9)	2
Secondary(Grade10-11)	3
Matric	4
Diploma	5
Degree	6
<b>Post-grad degree</b>	7

A6. Income

<R499	R500-999	R1000-1499	R1500-1999	R2000-2499	R2500+
1	2	3	4	5	6

A7. Number of household members(Including children)

Female	Male	Total

**SECTION B: EPWP AND COMMUNITY PARTICIPATION**

B1. Do you know about the EPWP that currently taking place in the hostel?

Yes	1
No	2

B2. Was the community consulted during the planning phase of the project?

Yes	1
No	2

B3. If yes, how was this done?

<b>Type of consultation</b>	<b>code</b>
Community meeting convened by ward councillor	1
Workshop organised by the eThekweni	2
Pamphlets circulated to households	3
Presentation by Public Works officials	4
Don't know	5
<b>Other (specify)</b>	6

B4. How was the response of the dwellers and other community members?

Response	Very high	High	Moderate	Poor	Very poor
<b>Code</b>	1	2	3	4	5

B5. According to your experiences what were/are the people's opinion about the programme?

---



---



---



---

B6. Do you and other hostel dwellers feel included in this programme, from planning and implementation point of view?

Response	Fully included	Partially included	Not at all	Don't Know	No comment
<b>Code</b>	1	2	3	4	5

**SECTION C: EPWP AND COMMUNITY EMPLOYMENT**

C1. Does the program employ hostel dwellers?

Yes	1
No	2

C2. According to your observation which group of people is highly employed by the programme?

<b>Group/sector employed Male</b>	<b>Code</b>	<b>Female</b>	<b>Code</b>
18-34 years male	1	18-34 years female	1
35-50 years male	2	35-50 years female	2
Male and females aged 18-34	3	Male and female aged 18-34	3
Males and females aged 35-50	4	Males and females 35-50	4
Other(specify)	5	Other(specify)	5

C3. Did the people employed receive any training prior to working in the programme?

Yes	1
No	2
Don't know	3

C4. Do you or any household member work in the programme?

Response	Respondent yes	Brother/sister	Mother/father	No one
Code	1	2	3	4

C5. What estimated days would you give for such training programmes?

<b>Duration</b>	<b>Code</b>
Less than 3 days	1
3-5 days	2
One week	3
2 weeks	4
A month	5
Two months and above	6
<b>Don't know</b>	7
<b>Other(specify)</b>	8

C6. Do you think the programme employs enough people?

Yes	1
No	2
<b>Don't know</b>	3

C7. Do you know of any one who has given up their work to participate or work in the EPWP?

Yes	1
No	2
<b>Don't know</b>	3

## SECTION D: EPWP AND POVERTY ALLEVIATION

D1. Would you agree with the opinion that unemployment is high in the community you reside in?

Response	Strongly agree	Agree	Moderate	Disagree	Strongly disagree
<b>Code</b>	1	2	3	4	5

D2. Do you think the EPWP is doing enough to address the issue of unemployment?

Yes	1
No	2
<b>Don't know</b>	3

D3. What do you think of the EPWP role in providing services and employment respectively, how would you scale their performance?

Response	Excellent	Good	Moderate	Bad	worse
<b>Code</b>	1	2	3	4	5

D4. Do you think the programme provides enough income for households to afford basic services?

Yes	1
No	2
<b>Don't know</b>	3

D5. What do you think are the strengths of the programme when it comes to addressing poverty and unemployment?

<b>Strengths</b>	<b>Code</b>
Training and skills development	1
Renovations and development of infrastructure (roads, 2 hostels, clinics etc.)	
Providing employment opportunities	3
Social development of communities	4
<b>Other(specify)</b>	5

## Impact of Expanded Public Works Programme on Social Development within eThekweni Municipality: KwaMashu Hostel

### Questionnaire: Municipal official

Name: Ethekwini Municipality

Department/Unit: Ethekwini Project Management Unit

**SECTION A: OCCUPATIONAL**

**INFORMATION A1. Gender**

FEMALE	1
Male	2

**A2. Age group**

<5	5-14	15-24	25-34	35-44	45+
1	2	3	4	5	6

**A3. Marital status**

Single	Married	Divorced	Widowed
1	2	3	4

**A4. Educational level**

Education	Code
Primary education	1
Secondary(Grade 8-9)	2
Secondary(Grade10-11)	3
Matric	4
Diploma	5
Degree	6
<b>Post-grad degree</b>	<b>7</b>

**A5. Occupational designation**

INSPECTOR / COMPLIANCE OFFICER	1
Labour relations specialist	2
Manager (executive, HR and etc)	3
Financial Officer	4

Community Liaison Officer	5
Administrator	6
Project Co-ordinator <sup>7</sup>	
Other(specify)	8

A6. How many years have you been working with this department?

< 3 years	3-5 years	6-9 years	10-14 years	15-19 years	20 years +
1	2	3	4	5	6

## SECTION B: COMMUNITY CONSULTATION AND TRAINING

B1. Did the municipality or your department organise a consultative forum to inform people about the EPWP in their area?

Yes	1
No	2
<b>Don't know</b>	3

B2. How are these consultation forums organized?

---

–

---

–

B3. What challenges do you face in fostering community participation and have they been addressed?

---

–

---

–

4. How would you measure or rate the community response to your calls for consultation?

Response	Very high	High	Moderate	Poor	Very poor
<b>Code</b>	1	2	3	4	5

B5. Does the municipality provide training for entrants to the programme?

Yes	1
No	2
<b>Don't know</b>	3

B6. Are there any academic or educational requirements for the EPWP?

Yes	1
<b>No</b>	2

B7. What types of skills are taught in the programme and for how long?

\_\_\_\_\_

—

\_\_ B8. Is there any joining or admission fee required to participate in training programmes?

Yes	1
<b>No</b>	2

B9. In which languages are these training programmes conducted?

Response	Code
English	1
Sotho	2
Sepedi	3
Tswana	4
Zulu	5
Depends on the local language	6

Other (specify)	7
-----------------	---

B10. Are these training programmes conducted by the municipality or they are outsourced?

Municipality	1
<b>Outsourced</b>	2

**SECTION C: EPWP, EMPLOYMENT AND POVERTY ALLEVIATION**

C1. Do you employ all the people who undergo your training programme?

Yes	1
<b>No</b>	2

C2. What selection criteria do you use to employ or recruit people to the programme?

---

–

---

–

C3. In your approximation, what is the gender aggregate employment in the EPWP at Kwamashu Hostel?

Response	Female	Male
<b>Average</b>		

C4. Is there any educational or specific skills requirement for people who want to work for the programme?

Yes	1
<b>No</b>	2

C5. Is there any platform in place for the municipality and the contractors to discuss wage matters, please explain.

---

–

---

–

C6. What challenges do the municipality and its contracted suppliers face in filling the posts with the EPWP targets such as youth, women and people with disabilities?

---

–

---

\_\_\_ C7. Has the municipality initiated the Home Community Based Care project as means of involving more people on the EPWP?

Yes	1
<b>No</b>	2

C8. In the implementation of the programme do you outsource or deliver the services yourselves as the municipality?

Response	Code
Outsource	1
Municipality	2
<b>Partly outsourced</b>	3

C9. Do you recruit people through the municipalities learnership programme and place them with the EPWP?

Yes	1
<b>No</b>	2

C10. What challenges do you think the EPWP face in alleviating poverty?

---

–

---

\_ C11. What is the rate of delivery on the projects?

Response	Very high	High	Moderate	Poor	Very poor
<b>Code</b>	1	2	3	4	5

C12. Which area/s do you think needs improvement in the EPWP for it to meet its target of 1 million jobs in 5years?

---

–

---

C13. How was the KwaMashu hostel community selected for the EPWP?

<b>Response</b>	<b>Code</b>
Was earmarked for the Urban renewal programme	1
The rate of unemployment in the area	2
The need for infrastructural development	3
For socio-economic development in the community	4
<b>Other(specify)</b>	5

C14. Is there any monitoring team responsible for the Programme in KwaMashu hostel?

<b>Yes</b>	<b>1</b>
<b>No</b>	<b>2</b>

C15.How does the municipality ensure that the targeted group as envisaged in the policy is involved in the programme?

---

–

---

–

#### **SECTION D: PROCUREMENT OR TENDERING PROCESSES SERVICES**

D1. Does the municipality have a specific procurement committee for the EPWP?

<b>Yes</b>	<b>1</b>
<b>No</b>	<b>2</b>

D2. If yes, who constitute such a committee?

---

–

\_\_ D3. Does the Municipality adhere to the Preferential Procurement policy in awarding contractors tenders?

Yes	1
<b>No</b>	2

D4. Which contractors are tendering for jobs?

---

–

---

–

D5. What is the gender composition of tendering contractors, in terms of ownership?

Response	Code
Mostly women	1
Mostly men	2
Fifty-fifty representation	3
Don't know	4
<b>Other(specify)</b>	5

D6. Do you expect the tendering contractors to provide their BEE scorecards

Yes	1
<b>No</b>	2

D7. What limits the municipality to adhere to the preferential procurement policy?

---

–

---

–

D8. How long does it take to award a tender from the day of placing of tendering notice?

Response	< 3 months	3-5 months	5-9 months	9-12months	12+ months
<b>Code</b>	1	2	3	4	5

D9. How long does it take for first payments to be made after the day of awarding the contract?

Response	< 3 months	3-5 months	5-9 months	9-12 months	12+ months
Code	1	2	3	4	5

**Impact of Expanded Public Works Programme on Social Development within eThekweni Municipality: KwaMashu Hostel Questionnaire: Department of Transport officials**

**Name: KwaZulu-Natal Department of Transport**

**Department/Unit: Strategic Planning Unit / EPWP**

**SECTION A: GENERAL INFORMATION**

A1. Gender

FEMALE 1
Male 2

A2. Age group

<5	5-14	15-24	25-34	35-44	45+
1	2	3	4	5	6

A3. Marital status

Single	Married	Divorced	Widowed
1	2	3	4

A4. Educational level

Education	Code
Primary education	1
Secondary(Grade 8-9)	2
Secondary(Grade10-11)	3
Matric	4
Diploma	5
Degree	6
Post-grad degree	7

**SECTION B: PROJECT BUDGETING AND IMPLEMENTATION**

B1. Is the provincial Department of Transport responsible for providing budgets for the EPWP for the municipalities?

Yes	1
No	2

B2. Please explain the procedure followed in selecting municipalities where EPWP has to be initiated.

---

---

---

B3. Do you provide an implementation framework for projects funded by the department?

Yes	1
No	2

B4. Do you have an intergovernmental budgeting committee which includes municipal officials?

Yes	1
No	2

B5. How does the implementation guideline help municipalities and provinces in their EPWP initiatives?

---

---

---

B6. Does the provincial department provide training to municipalities with respect to the use of Guidelines for implementation?

Yes	1
No	2

B7. If yes, how are these training programmes provided and structured?

---

---

---

B8. Does the EPWP attract funding from other funders except the government?

Yes: If yes which sources?	1
No	2
<b>Don't know</b>	3

### SECTION C: TENDERING AND PERFORMANCE MONITORING

C1. What system does the department use in the tendering process?

<b>Closed tendering system</b>	1
<b>Open tendering system</b>	2
<b>Selective tendering system</b>	3
<b>Free contract</b>	4

C2. Does the provincial department have it own preferential procurement policy as envisaged by the National Act?

Yes	1
No	2
<b>Don't know</b>	3

C3. What are the minimum requirements by tendering companies?

---



---



---

C4. Do you ever emphasize the importance of BBEE scorecards for contractors tendering within your department?

Yes	1
<b>No</b>	2

C5 (a). What challenges faces the department in including people from disadvantaged backgrounds into the EPWP?

<b>Lack of exposure and experience</b>	<b>1</b>
<b>Lack of skills</b>	2
<b>Inadequate training</b>	3
<b>Failure to meet deadlines</b>	4
<b>Other(specify)</b>	5

C5 (b) What corrective measures are implemented to overcome these challenges?

---



---



---

C6. Does the department have a monitoring team or unit evaluating the EPWP implementation and sustainability?

<b>Yes</b>	<b>1</b>
<b>No</b>	2

C7. If yes, what monitoring system does the department utilizes?

---



---



---

C8. Please give the scaling in terms of importance of the following Key Performance Indicators for the EPWP?

<b>Work opportunities created</b>	
<b>Person days of employment created</b>	
<b>Number of training days provided</b>	
<b>Spending on EPWP projects</b>	
<b>Demographic characteristics of workers in the EPWP</b>	

1=very important, 2= important, moderate, 3=least important, 4=not important.

C9. Does the department have a support mechanism for municipalities?

Yes	1
No	2

C10. If yes, what is it and how is it co-ordinated?

---

---

---

C11. What do you do to ensure that poor communities benefits from the EPWP?

---

---

---

C12 (a). Has it ever happened that the contract has to be cancelled for incompetent handling of the project by contractors?

Yes	1
No	2

C12 (b) If Yes, please provide statistics and what corrective measure are in place to ensure contractors come out of the programme without repeating their mistakes.

---

---

---

C13. What challenges do you think municipalities face in delivering services through the EPWP?

---

---

ANNEXURE A



RESEARCH OFFICE (JOVAN MBEKI CENTRE)  
WESTVILLE CAMPUS  
TELEPHONE NO.: 031 – 2603507  
EMAIL : [kim@uqn.ac.za](mailto:kim@uqn.ac.za)

18 OCTOBER 2007

MRS. ZC ZWANE (203800901)  
PUBLIC ADMINISTRATION

Dear Mr. Zwane

**ETHICAL CLEARANCE APPROVAL NUMBER: HSS056407H**

I wish to confirm that ethical clearance has been granted for the following project:

**"Impact of expanded public works programme on social development within eThekweni Municipality: A case of KwaMashu Hostel"**

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

Yours faithfully



M.S. PHUMBELE ZOMBA  
RESEARCH OFFICE

- cc: Post-Graduate Office (Andile Ndawo)
- cc: Supervisor (Ms. BR Owabe)

ANNEXURE B1



21 November 2012

Mrs ZC Zwane 203000101  
School of Management, IT and Governance  
Westville Campus

Dear Mrs Zwane

Protocol reference number: HSS/0564/07M  
Project title: "Impact of the expanded public works programs on social development within eThekweni Municipality: A case study of KwaMashu Hostel".

**Recertification approval**  
This letter confirms that you have been granted Recertification Approval for a period of one year from the date of this letter. This approval is based strictly on the research protocol submitted in 2007.

Any alterations to the approved research protocol (i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study) must be reviewed and approved through the amendment/modification prior to its implementation. Please quote the above reference number for all queries relating to this study. PLEASE NOTE: Research data should be securely stored in the school/department for a period of 5 years

Yours faithfully



Professor Steven Collings (Chair)  
Humanities & Social Sciences Research Ethics Committee

cc Supervisor Mr B Kwabe  
cc Academic leader Professor KK Govender  
cc School Admin. Ms Angela Pearce

Professor B Collings (Chair)  
Humanities & Social Sc Research Ethics Committee  
Westville Campus, Govan Mbeki Building  
Postal Address: Private bag 954011, Durban, 4001, South Africa  
Telephone: +27 (0)31 260 3537/6350 Facsimile: +27 (0)31 260 4469 Email: zimhop@ukzn.ac.za / zimhop@ukzn.ac.za  
Founding Campuses: ■ Edgewood ■ Howard College ■ Medical School ■ Pietermaritzburg ■ Westville

INSPIRING GREATNESS



ANNEXURE 21



30 August 2005

**To Whom It May Concern:**

This serves to confirm that Mrs. Z Zwane (203000101) is currently a registered Masters student in the School of Public Administration and Development Management at University of Kwa-Zulu - Natal.

In part fulfillment of the Masters degree, she is required to complete a research project undertaken within any public service department. For this purpose, she is currently undertaking a survey on Expanded Public Works Programme in Kwa-Zulu Natal. It is, therefore, requested that you assist her with any relevant information. This could be in the form of internal reports and other related information.

Your assistance will be highly appreciated.

Thank you,

Yours Sincerely,

[Redacted signature]

BR Qwabe (Project Supervisor)

**SCHOOL OF PUBLIC ADMINISTRATION  
AND DEVELOPMENT MANAGEMENT  
Westville Campus**

Postal Address: Private Bag X64001, Durban 4009 South Africa

Phone: +27 31 260 7756

Fax: +27 31 260 7577

Email:

Website: [www.ukzn.ac.za](http://www.ukzn.ac.za)

Founding Companies:

Edgewood

Newland College

MARSHALL

ANNEXURE 'D'



PROVINCE OF KWAZULU - NATAL - ISIFUNDAZWE SAKWAZULU - NATALI

DEPARTMENT OF TRANSPORT  
UMNYANGO WEZOKUTHUTHA

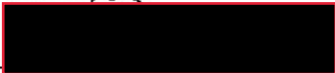
Enquiries :	Mr D. Naidoo	Reference :	
Telephone :	033 - 355 8734	Your reference :	
E-mail Address :	den.naidoo@kzntransport.gov.za	Date :	14 June 2006

Ms Z. Zwane  
44 Glen Aml Street  
Glen Aml  
4051

**REQUEST FOR INFORMATION ON EXPANDED PUBLIC WORKS PROGRAMME**

1. Your letter dated 01 September 2005 in respect of the above subject refers.
2. As per the previous correspondence addressed to you last year, the General Manager: Strategic Planning has sanctioned your request to obtain information on the Expanded Public Works Programme.
3. Thank you.

Yours sincerely,

  
MR D. NAIDOO  
Deputy Manager: Administration  
Office of the Head: Strategic Planning

ANNEXURE 'E'

## **S.L. BALAKISTEN CONSULTING cc**

(P.O. NO. 101/2019/25)  
Civil and Structural Engineers  
Project Managers and Community Based Consultants

Att  
Ms Z. Zwane  
44 Glen Aml Street  
4051

03 October 2006

Dear Madam

**Request for Information On Expanded Public Works Programms**

This is to confirm that you are granted the permission to obtain information on the Expanded Public Works Programme relative to the Kwa-mashu Hostel project. Please do contact us should you require any assistance thereof.

We trust that the above will assist you in your programmes.

Your's faithfully

  
S.L. Balakisten

Cell 083 625 0378  
Office 563 8180

209 UMHLANGA ROCKS DRIVE  
UMHLANGA ROCKS  
4051

PHONE NO. 031-5635180  
FAX NO. 031-5637912  
CELL NO. 0836250378

ANNEXURE 'B'

05/10/2005 11:30 PROJECT MANAGEMENT UNIT (PMU) 031-7182412 0, 569 091

**ETHEKWINI MUNICIPALITY**  
**Procurement & Infrastructure Cluster**  
**Project Management Unit (Engineering)**

M. J. DUB LIND  
Pretoria 5010  
PO Box 344  
Pretoria 5000  
Tel: (051) 758 2074  
Fax: (051) 701 2938  
Web: <http://www.ethekwini.org.za>



To whom it May Concern

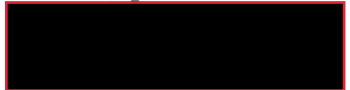
**RE: REQUEST FOR INFORMATION ON THE EXPANDED PUBLIC WORKS PROGRAMME.**

As per the letter of request from the University of Kwazulu-Natal regarding the survey to be done by Mrs. Z Zwane on the Expanded Public Works Programme.

The above request has been sanctioned by the Mh J Pieterse, Head, eThekweni Project Management Unit.

Please assist and support Mrs Zwane in all aspects of her survey.

Yours sincerely



Mr C Andersen  
eThekweni Project Management Unit  
031-7182412  
3 October 2005

Amashu 'g'

**Zama Zwane**

---

**From:** Jill <jilideramo@telkom.net>  
**Sent:** 13 December 2012 07:13 PM  
**To:** Zama Zwane  
**Subject:** Proofreading

#### PROOFREADING

I recently proofread the dissertation on the impact of the EPWP on social development: KwaMashu hostel area. The name of the student who submitted the work is Ms Zama Zwane.

I read the work once and suggested changes to language use in each paragraph. One reading, however, is never really sufficient to guarantee the elimination of all errors.

Jill D'Eramo

Tel: 031 765 35 80

