

The Impact of the Expanded Public Works Programme on Poverty in Amathole
District Municipality

By

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DECLARATION

I, Pamela Nkonki (212380087), declare that the work contained in this treatise is my own original work. It is being submitted for the Degree of Master of Development Studies at the Nelson Mandela Metropolitan University, and that to the best of my knowledge this work has not been previously authored and submitted to any institution of higher learning. I further concede the copy rights of this treatise to Nelson Mandela Metropolitan University.

Ms Pamela Nkonki

November 2013

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First and foremost, all the Glory goes to God and him alone for he has proven beyond reasonable doubt that he is an able God and to him nothing is impossible. He provided me with the mental capacity, strength, and resilience throughout my studies. He's been my pillar of strength.

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ABSTRACT

The study aimed at analysis the South African government's attempt to reduce poverty through alleviation and reduction of unemployment. The study analyses this using Ngqushwa Local Municipality in the Eastern Cape. The introduction of labour intensive projects of government in infrastructural development, under auspices of the Department of Public Works, has brought a relief in addressing unemployment and poverty in the country. While the provision of these short-term based jobs is life-saving, the question is whether or not these projects (EPWP) will provide a sustainable solution to unemployment and poverty with the skills and information they provide to the employees. To achieve this aim the study used both qualitative and quantitative research methodology.

First, a literature review on the Expanded Public Works Programme was done. Secondly, policy review on poverty and conservation was done. A small sample size of sixteen people was selected using purposive sampling, targeting ten beneficiaries of EPWP, three Municipal managers and three Departmental managers that were involved in EPWP. Firstly, I wanted to know how many people participated in the EPWP initiatives in the Amathole District Municipality between 2008 and 2012. Secondly, what training was provided to people that were temporarily employed on the EPWP projects and what recruitment tools were used to recruit EPWP employees. Thirdly, to find out how many were able to find permanent employment after the EPWP projects in Amathole District Municipality communities were completed. Fourthly, has the EPWP benefited the poorest of the targeted areas and redressing racial imbalances?

It is clear that EPWP is appreciated by some of the beneficiaries who do not have better school qualifications as they make significant, short-term contribution to their livelihoods and, than those who have better qualifications especially the youth, who claimed that this programme is partly wasting their time as they were looking for permanent jobs, and in South Africa age restriction is one of the problems that the people were facing when looking for a job. The study proposes that the government should make a physical relief on poverty and employment reduction by making this programme a permanent job.

LIST OF ACRONYMS

ANC	: African National Congress
ASGISA	: Accelerated and Shared Growth Initiative
CBO	: Community Based Organisation
CMIP	: Consolidated Municipal Infrastructure Grant
DOH	: Department of Health
DPW	: Department of Public Works
DWAF	: Department of Water Affairs and Forestry
EPWP	: Extended Public Works Programme
GDS	: Growth Development Summit
HSRC	: Human Sciences Research Council
MGD	: Millennium Development Goals
MTEF	: Medium Term Expenditure Framework
NDOT	: National Department of Transport
NGO	: Non-Governmental Organisation
RDP	: Reconstruction and Development Programme
WFW	: Working for Water
ADM	: Amathole District Municipality
DEDEAT	: Department of Economic Development, Environmental Affairs and Tourism
DLGTA	: Department of Local Government and Traditional Affairs
IDP	: Integrated Developmental Programme
ILO	: International Labour Organisation
LED	: Local Economic Development
MDG	: Millennium Development Goals
MIG	: Municipal Infrastructure Grant
NGO	: Non-governmental Organisation
PGDP	: Provincial Growth and Development Programme
RSA	: Republic of South Africa

TABLE OF CONTENTS

DECLARATION	i
DEDICATION	ii
ACKNOWLEDGEMENTS	iii
LIST OF ACRONYMS	iv
CHAPTER 1: INTRODUCTION AND BACKGROUND TO THE STUDY	
1.1 Introduction	1
1.2 Economic and social context	1-2
1.2.1 Labour-intensive infrastructure programmes (LIIPs)	3-4
1.2.2 Labour-intensive infrastructure programmes in the South African context	4-5
1.2.3 Black Economic Empowerment through the LIIPs	6
1.2.4 Public Works Programmes in South Africa	7
1.2.5 Requirements for successful public works programme	7-8
1.2.6 Political consensus and accumulated experience	9
1.2.7 Labour framework	9
1.2.8 Skills development framework	9-10
1.3 Expanded Public Works Programme	10-14
1.3.1 Accelerated Public Works Programmes (APWPs)	14-15
1.3.2 Addressing unemployment and poverty through PWP in South Africa	16
1.4 Problem Statement	17
1.4.1 Aims and objectives	17-18
1.4.2 Significance of the study	19-20

1.5 Chapter summary	20
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CHAPTER 2: LITERATURE REVIEW

2.1 Introduction	29
2.2 Public Works Programme	29
2.2.1 International Experience of Public Works	30-31
2.3 Infrastructure development and LED in Sub-Saharan in Africa	31
2.4 South African EPWP policy context	32
2.4.1 Infrastructure in South Africa	33-34
2.4.2 The History of Expanded Public Works Programme in South Africa	35-38
2.5 Amathole District Municipality	38-40
2.5.1 People living in Poverty	41
2.5.2 Social Grant Dependency	41-42
2.5.3 Infrastructure	42-43
2.6 EPWP at Ngqushwa Local Municipality	43-44
2.7 Chapter Summary	45

CHAPTER 3: RESEARCH METHODOLOGY

3.1 Introduction	45
3.2 Research Paradigm and Design	45-47
3.3 Sample and Setting	47-48
3.4 Data Collection and Analysis	48
3.4.1 Questionnaires	49
3.4.2 Semi-structured Interviews	49-50
3.4.3 Document Review	50

3.5 Data Analysis	50-52
3.5.1 Validity and Reliability	52
3.6 Ethical Considerations	52-53
3.7 Chapter Summary	53
CHAPTER 4: RESULTS AND DISCUSSION	
4.1 Introduction	54-55
4.2 Responses from the provincial department of Roads and Public Works	55-56
4.3 Ngqushwa Local Municipal officials' responses and understanding of EPWP	56-57
4.4 Responses from Ngqushwa Local Municipal beneficiaries of the EPWP	58-59
4.4.1 Recruitment	59-60
4.4.2 Training	60
4.4.3 Certificate	60
4.4.4 Follow-up	60-61
4.5 Challenges facing municipalities in promoting EPWP	61
4.5.1 Monitoring and evaluation of projects	61
4.5.2 Political interference	61-62
4.5.3 Nepotism	62
4.6 General overview of the research findings:	
4.6.1 Training	62
4.6.2 Advertising jobs on EPWP programmes	62
4.6.3 Granting of certificates	62

4.7 Summary Chapter	63-64
CHAPTER 5: SUMMARY, LIMITATIONS, RECOMMENDATIONS AND CONCLUSION	
5.1 Introduction	64-65
5.1.1 Aims and objectives of the study	65
5.2 Overall Interpretation of Findings	66-67
5.3 Limitations to the Study	67
5.4 Recommendations	67
5.4.1 Recommendations to the Ngqushwa Municipality	67-68
5.4.2 Recommendations to the provincial Department of Public Works	69
5.4.3 Recommendations to future Research	69
BIBLIOGRAPHY	70-71

LIST OF TABLES

Figure 1: map of Amathole District Municipality	37
Figure 2: number of workers employed in EPWP Between 2008 and 2012	53-54
Figure 3: Perceptions of the Respondents in EPWP	55

LIST OF ANNEXURES

Annexure A: Permission to Conduct Study	72
Annexure B: Questionnaire for Municipal Managers	73
Annexure C: Questionnaire for Departmental Managers	75
Annexure C: Questionnaire for EPWP Beneficiaries	77

CHAPTER 1

1.1. Introduction

The Expanded Public Works Programme is one of the government's arrays of programmes aimed at providing poverty and income relief through temporary work for the unemployed to carry out socially useful activities. The study will assess the Impact of the EPWP on poverty in Amathole District Municipality.

1.2 Economic and social context

In the first ten years of democracy in South Africa the practices of economic drop, which were an heirloom of the apartheid era, have been upturned. Some essential conditions for better economic presentation are now in place, with macro-economic stability, sound public finances, and a healthy permitted and financial infrastructure. However, there are more to be done. South Africa has experienced a stubborn mechanical problem of unemployment, with the additional poverty and susceptibility. The speed of speculation, job creation, fruitful asset distribution and institutional growth remains insufficient to overcome the heirloom of shortcoming and marginalisation that keeps masses of people out of the normal of economic chance and development (Government's position paper on the Growth and Development Summit, (GDS) 2003).

The regime has formed a commendable background for long-term economic growth, but in the short to medium term, South Africa has to manage rational financial and social trials. Maybe the most serious of these is the high level of joblessness. Some 7.8 million South Africans are not in steady waged employment. About 5.6 million of these individuals are between the ages of 15 and 34 years. (CDE 2003).

Redundancy is a dreadful waste of human potential that causes suffering. It also donates to social pathologies, such as delinquency, and, in the longer term, could threaten political and social solidity.

Experience shown international that energetic processes of economic improvement, of the kind embarked on in South Africa, stand a recovering chance of long-term

achievement if they are reinforced by transitional methods which deliver support for economically marginalized groups. (*Business plan for EPWP, July, 2003*).

1.2.1 Labour-intensive infrastructure programmes (LIIPs)

Differentiate economically efficient LIIPs from economically inefficient labour extensive programmes is important. South Africa witnessed a number of programmes in the apartheid years, which, although they provided some impermanent employment, were extravagant, and did not lead to the formation of lasting or important assets.

Efficient LIIPs are very dissimilar economically. LIIPs are 'based on the economically efficient employment of as great a proportion of labour as is technically feasible... to produce as high average of construction as demanded by the specification. In short, labour-intensive construction techniques substitute labour for machinery, where it is technically and economically possible to do so, but do not compromise of the quality or cost of the asset which is produced' (McCutcheon 2001). LIIPs are about to turn back ordinary regimes expenditure on infrastructure to build and to design using suitable technology, and not about the working which was not normal prioritized. Labour-intensive techniques can both compete locally and internationally I cost terms with machine-intensive systems, which is full evidence. (Standish 2001; Taylor 1999). There is also a generous evidence of their success in making additional employment.

In South Africa, and elsewhere, it has been shown that labour-intensive road-building procedures produce between two and eight times as sufficient employment of unskilled labour, as equipment-based methods, liable on the construction systems used, and the type of roads being built. If it is done efficiently, this additional creation of employment is accomplished at no extra cost.

A proof is also there, that an achievement on employment can be increase in large by choosing designs for infrastructure which are more suitable for local employment group. In some circumstances, for example, there is probable for maintainable local employment formation through the local manufacture of building materials for low-cost housing programmes, or for school-building programmes. To choose brick,

slightly than pre-cast manholes, to increase home-grown employment in the civils works associated with housing projects is another example

Over the ages there have been large savings ('sunk costs') in the development of the established machine-intensive construction industry, that includes research and skills development for machine-intensive technology. Equally, in order to gadget economically efficient labour-intensive structure methods, it is also obligatory to invest in the development of a labour-intensive construction industry. The fruitful reorientation of a portion of government's expenses on infrastructure therefore requires a government-led route of industrial development.

There is also substantial proof of the macro-economic benefits of LIIPs. They produce about as much the extra national output of equipment-based procedures. Above two-thirds of this is the outcome of unforeseen effects. They have a comparable influence on household income, consumption and investment. They lay less force on fiscal operations, and protect a significant amount of foreign exchange (Taylor 1999; McCord 2002).

Together the cost advantages, and the employment producing probable, mean that, if current budgets are reoriented to labour intensive construction, a substantial development of employment will be accomplished. The statement that LIIPs will be reinforced by funds, which had been selected for groundwork, also means that a considerable amount of supplementary employment will be produced, without extra demands on the fiscus. Economically proficient LIIPs will also result in any additional funding having a significantly exaggerated influence on employment creation.

1.2.2 Labour-intensive infrastructure programmes in the South African context

In South Africa, labour-intensive infrastructure programmes are a particularly appealing option, because they can create and maintain socially useful and economically vital.

LIIPs can be used cautiously, to target unskilled folks with slight or no other income, to give them a chance to contribute in the economy, to make an impact to the improvement of the country, receive income, gain valuable experience of the workplace, and to cause the development of certain skills. South Africa, with major insufficiencies in infrastructure, especially in poor areas, with high stages of

unemployment, is especially well suited to initiatives of this kind. LIIPs will provide jobs for unskilled local people who, otherwise, have little prospect of employment. These jobs are impermanent. We use 'job' in this document to mean a period of employment of roughly six months.² LIIPs are also a suitable transitional measure, in that they can be quickly phased out, once the situations that urged their founding, have transformed.

It is imperative to recognize that an expanded public works programme will not elucidate the unemployment problem in South Africa. Such a programme should be observed as one of an arrangement of government-led involvements, aimed at addressing high ranks of redundancy and poverty, with a particular focus on able-bodied, but unskilled, adults. It cannot directly deliver for the needs of those too young, too old, too weak, or too ill, to work. Reasonable experience recommends that the basic needs of these folks have to be catered for by a wider social safety net. It was settled, at the GDS 2003, that projects would be launched to 'cover social services that are provided by social cluster departments, with a view to meeting basic needs'. Examples of projects in this category include the following:

- Club homes for people living with HIV/AIDS.
- Early childhood development (ECD), after care schools
- Old aged home.
- Distribution of food parcels.
- School feeding scheme.

These programmes will custom other mechanisms of the wider communal safety net, and will complement the EPWP.

The development of LIIPs in South Africa will not posture a menace to the conventional machine demanding construction industry, or to conditions of employment in that industry. LIIP projects will be restricted within a special Public Works Programme framework which will only apply to momentary, locally employed, and unskilled labour. The special PWP conditions of employment are not permitted to apply to the everlasting workforce or to local unskilled labour employed on non-PWP projects.

Furthermore, regime's infrastructure expenditure is set to increase noticeably over the medium term, so LIIPs will not result in a shortage of work for the reputable machine intensive construction industry. And the main emphasis of the LIIP will be on reasonably small civil infrastructure projects in rural areas, and in municipalities – projects not regularly directed by big established construction companies.

Significant to the possible impact of LIIPs, will be the extent to which funds assigned to infrastructure are consumed. Although confirmation recommends that provincial governments have improved their ability to implement infrastructure expenditure, the dimensions of local governments to spend capital budgets remains of anxiety (M. Altman 2003). On the other hand, a vital resourcefulness has been undertaken by the National Treasury and the Construction Industry Development Board (CIDB), to improve an Infrastructure Toolkit aimed at ensuring that infrastructure spending at all levels of government is better accomplished, and that allocations are disbursed timeously. One of the reimbursements of this resourcefulness will be an development in the number of jobs that result from expenditure on infrastructure, simply by growing the amount of this expenditure. (*Business plan for EPWP, July, 2003*).

1.2.3 Black economic empowerment through the LIIPs

LIIPs will also sustain black economic empowerment. LIIP contracts have a propensity to be moderately small scale, and do not necessitate expensive or refined capital equipment. Small Black-owned start-up contracting firms are therefore ideal private sector partners in many LIIP contracts. They will also offer participants, some of whom never been employed, with exposure to the world of work, and the opportunity to acquire skills in construction, and training in other life and profitable, skills.

When employing people, LIIPs will also starts with the people with little or no, other income, with a focus on women and youth. The outcomes will enhance household incomes, and give chances for some of the vast number of unemployed school leavers.

1.2.4 Public works programmes in South Africa

An obligation to labour-intensive public works is not a new feature of growth policy in South Africa. In 1994, first democratic election year, a most important pre-investment analysis into their possibility was conducted, under the support of the National Economic Forum. Under the name 'National Public Works Programme' (NPWP) Reconstruction and Development Programme, Public Works were included as a critical element of job creation efforts.

The first of the two strategic thrusts that NPWP had was a long-term programme to reorientation public expenditure on infrastructure, towards labour-intensive techniques. A short-term community-based public works programme (CBPWP), proposed to provide speedy and evident release for the deprived, and to construct ability that could later be used in the longer-term programmes was the second one. Roughly 105 000 jobs were created between 1998 and 2002 under this programme.

The NPWP's objective of achieving a main reorientation of public expenditure regrettably was not realized. In a context of foremost political reformation, a tentative legal scaffold, insufficient levels of training, abundant inherited deficiencies and difficulties, and numerous demands on a new government, the programme abortive to gather thrust.

1.2.5 Requirements for successful public works programmes

In evaluating the familiarity of frequent international and local public works programmes substantial body of work involved. On the starting point of this understanding, it is probable to spot errors to be avoided. Errors to be avoided include:

- challenge to attain extra too fast;
- allowance in time to plan appropriately and in constructing the necessary ability for helpful and capable achievement;

- many small projects without a common programme, resulting in the loss of economies of scale, duplication of learning and costs, and inconsistencies in performance;
- overcapacity the programme with too many objectives, and that makes the programme in resulting with poor achievements in any of them; and
- not have of dependable political support.

Best practices to be emulated include:

- Budgeting for the programme and being supported unfailingly.
 - Assets, time given in planning the programme and to create the capability to implementations.
 - Well-built institutions in coordinating, and to administer the accomplishment of the programme.
 - Programmes that are demanding watchful on proven objectives.
 - Main concern given to valuable systems of monitoring and evaluation.
- (*South Africa.info/news/business*). [Assessed: 2013/05/24].

1.2.6 Political consensus and accumulated experience

At the moment, situation in South Africa are now more constructive for the implementation of an expanded PWP, based on the above best practices. Political and economic atmosphere steadiness exists. The Growth and Development Summit contracted that 'expanded public works programmes' should be implemented, to grant 'basic and essential infrastructure in the communities' (Growth and Development Summit Agreement 7, June 2003).

Above the last decade a number of smaller programmes have been started, at national and provincial both levels, which have resulted in the gaining of important experience. (*South Africa.info/news/business*). [Assessed: 2013/05/24].

1.2.7 Labour framework

A Code of Good Practice for Special Public Works Programmes gazette issued by the Department of Labour has been achieved in the form as a vital break- though and for labour-intensive construction this provides for a task-based payment system and for skills development by workers. This construction was created with the full participation of all the National Economic Development and Labour Council (NEDLAC) stakeholders, and is currently being used in a figure of special public works programmes, such as Working for Water (under the Department of Water Affairs and Forestry), the Zivuseni poverty alleviation programme (an initiative of the Gauteng provincial government), and the Gundo Lashu labour-intensive roads programme (an initiative of the Limpopo provincial government). (*South Africa.info/news/business*). [Assessed: 2013/05/24].

1.2.8 Skills development framework

Credentials for contractors and supervisors on labour intensive production are being developed within the National Qualifications Framework. Courses are currently being finalised at NQF level 2 for team leaders, NQF level 4 for construction process supervisors (LI), and NQF level 5 for small contractors (LI) and were offered by Wits University in Employment Creation in Construction, which are appropriate for professional engineers, managers in the public sector, and directors of construction companies.

Training services specialising in labour-intensive construction, have been reputable in South Africa and neighbouring countries. These could be expanded, although on a fairly small scale, to provide for a rising demand. (*South Africa.info/news/business*). [Assessed: 2013/05/24].

1.3 Expanded Public Works Programme

In the run-up to the first democratic election in 1994, a major pre-investment investigation into the feasibility of Public Works Programme (PWP) was conducted, under the auspices of the National Economic Forum (NEF). PWP were included in the Reconstruction and Development Programme (RDP), under the name “National Public Works Programme” (NPWP), as a critical element of job creation efforts. The

NPWP had two strategic thrusts. The first was a community-based public works programme (CBPWP) intended to provide rapid and visible relief for the poor, and to build the capacity of communities for development. At its peak, the CBPWP was allocated approximately R350 million per annum, and the programme resulted in the creation of around 130 000 work opportunities between 1998 and 2004. (Expanded Public Works Programme: *Five year report: 2004/05*)

Initially, the community-based public works programme (CBPWP) was responsible for allocating funds to community-based organizations (CBOs) to carry out projects, but after the democratic local government elections, funds were channeled to municipalities. Numerous projects were funded under the CBPWP, ranging from basic infrastructure, such as roads, to income-generating projects, such as communal agricultural undertakings. (Expanded Public Works Programme: *Five year report: 2004/05*)

The second strategic thrust on the NPWP was the reorientation of mainstream public expenditure towards infrastructure, using labour-intensive techniques. However, within the context of major political restructuring, multiple demands on a new government, and an uncertain legal framework for labour-intensive construction, this thrust of the programme failed to gather momentum. (Expanded Public Works Programme: *Five year report: 2004/05*)

Another vital piece of legislation was enacted in 2002:- namely the Division of Revenue Act. In essence, labour legislation in South Africa, for the first time, incorporated the major requisites for the implementation of labour intensive work, and, as such, provided the obligatory labour legislation on which to build Expanded Public Works Programmes (EPWP). Most of the issues which were central to the original 1993 Framework Agreement, as far as conditions of employment were concerned, were now enshrined in legislation. (Expanded Public Works Programme: *Five year report: 2004/05*).

By 1999, unemployment, and the resulting poverty were identified as the most significant threats to South Africa's new democracy. Approximately 40% of working-age people were unemployed, with a strong proportion amongst the youth. This

situation, largely a legacy of apartheid policies, was further complicated by the social and economic changes taking place at the time, by the country's exposure to the effects of the rapid globalization of capital that occurred simultaneously with the advent of democracy, and by the fact that previous education practices had left most working people either under-skilled, or unskilled.

The most important socio-economic challenge that faced government in the wake of the second democratic election was, therefore, fourfold: to reduce unemployment; to alleviate poverty; to strengthen the general skills base; and to improve social services.

At its policy conference in late 2002, the African National Congress (ANC) resolved that there should be a large-scale expansion of the use of labour-intensive construction methods, to alleviate unemployment, and to address the backlogs of infrastructure in the previously disadvantaged. Mr. Thabo Mbeki the former President in the State of the Nation address, in February 2003, stated that "*the government has decided that we should launch an expanded public works programme. This will ensure that we draw significant numbers of the unemployed into productive work, and that these workers gain skills while they work, and thus take an important step to get out of the pool of those who are marginalized...*"(Thabo Mbeki; Expanded Public Works Programme: Five year report: 2004/05).

Against this backdrop, government convened the Growth and Development Summit (GDS), in June 2003, at which it resolved that an EPWP would be established to ensure that the hundreds of billions of rand planned government expenditure be targeted for employment-intensive programmes.

Constituencies of NEDLAC realized that substantially more needed to be done to address the remaining challenges, through partnership between government, organized labour, organized business and the community. During deliberation, it was agreed that a vision for growth and development be adopted, a set of priorities for joint action identified, and a process be set in place to ensure that the identified programme of action be carried out.

"EPWPs can provide poverty and income relief through temporary work for the unemployed, to carry out socially useful activities. These EPWP projects will be

designed to equip participants with a modicum of training and work experience, which should enhance their ability to earn a living in future” the GDS Agreement stated. (Journal of Construction Management and Economics: 19)

In his State of the Nation Address, February 2004, former President Mbeki announced that the programme would create at least one million work opportunities in its first five years.

The EPWP was officially launched by former President Thabo Mbeki, on 18 May 2004 at Sekhunyani Village, Giyani, in the Limpopo Province. The choice of venue was strategic, in that the Limpopo provincial government had already taken the initiative to implement a labour-intensive provincial roads programme, called “Gundo Lashu” (which is isiVhenda for “Our Victory”). Under the EPWP, the provincial government then teamed up with all the municipalities in the province, to expand the programme to the municipal infrastructure sector. This was the “Expanded Public Works Programme, Phase 2”

The EPWP is designed to employ many people who are poor, those who were disadvantaged by the apartheid era, and those that never had jobs. These jobs, are temporary, and contract opportunities for relatively short periods of time. Once the contract expires, those people go back to their communities and families with empty pockets, and no prospects for further employment, even though the EPWP’s aim is to make a difference where it matters, and ultimately to promise a better life for all. (Expanded Public Works Programme: *Five year report: 2004/05*).

The EPWP has been designed as a broad framework, in order to allow for the diverse range of existing programmes. It was initiated after the apartheid era, in 2004 to reduce the numbers of unemployed people especially the youth. Former President Thabo Mbeki said the Expanded Public Works Programme would be the tool to meet half-way with disadvantaged families that do not have financial incomes in their homes and houses. People would be trained to get some different skills through EPWP. He added, when the programme was launched, that EPWP was there to come up with changes in peoples’ lives by creating job opportunities.

The new EPWP had to make sure that it made a speedy and important force, in order to expand accepted support. Yet, international experience also suggests that flourishing programmes, which generate momentous assets, necessitate to be developed over three to six years. In order to convene these two requirements, the EPWP would have two components.

Accelerated the programmes is one of these components, which would quickly bring a momentous amount of employment, while performing socially or economically constructive tasks. These accelerated programmes would spotlight on the development of existing best-practice PWPs in South Africa, such as Working for Water, Zivuseni, and Zibambele. These PWPs would involve work which is typically labour-intensive.

Labour-intensive infrastructure programme would be a second component which would also bring momentous amounts of employment in the context of creating important and lasting assets, such as roads and water pipelines, but would only expand as the mandatory institutional and human ability was developed. The labour-intensive infrastructure programme would fit into place on the expansion of the use of economically efficient labour-intensive construction methods in the accomplishment of government-funded infrastructure projects. This would also be based on best-practice models such as Gundo Lashu.

1.3.1. Accelerated Public Works Programmes (APWPs)

Expanded Public Works Programme would accomplish speedy and important employment creation by expanding existing programmes that involved work that is frequently labour-intensive as above mentioned. Working for Water programme involves the clearing of alien vegetation; Zivuseni involves painting public buildings, collecting recyclable materials, and once-off clean-up campaigns; and Zibambele involves routine road maintenance, such as filling pot holes, cutting grass and clearing culverts and storm water drains for example. A similar programme, known as Vukuzakhe, is currently being introduced in the Eastern Cape. (*Business plan for EPWP, July, 2003*).

The major required the implementation of labour intensive work, and as such, provided the obligatory labour legislation on which to build the Expanded Public Works Programme (EPWP). Most of the issues which were central to the original

1993 Framework Agreement, as far as conditions of employment were concerned, were now enshrined in legislation.

By 1999, unemployment and the resulting poverty were identified as the most significant threats to South Africa's new democracy. Approximately 40% of working-age people were unemployed, with predominance amongst the youth. This situation, largely a legacy of apartheid policies, was further complicated by social and economic changes taking place at the time, by the country's exposure to the effects of the rapid globalization of capital, which occurred simultaneously with the advent of democracy, and by the fact that previous education practices had left most working people either under-skilled, or unskilled.

The most important socio-economic challenge that faced government in the wake of the second democratic election was therefore fourfold: to reduce unemployment; alleviate poverty; strengthen the general skills base; and to improve social services.

At its policy conference in late 2002, the African National Congress (ANC) resolved that there should be a large-scale expansion of the use of labour-intensive construction methods, to alleviate unemployment, and to address the backlogs of infrastructure in previously disadvantaged areas. Former President, Thabo Mbeki In his State of the nation Address in February 2003, stated that *"the government has decided that we should launch an expanded public works programme. This will ensure that we draw significant numbers of the unemployed into productive work and that these workers gain skills while they work, and thus take an important step to get out of the pool of those who are marginalized..."*

Against this backdrop, government convened the Growth and Development Summit (GDS) in June 2003, at which it was resolved that an EPWP would be established to ensure that hundred billions of rands planned government expenditure would be targeted for employment-intensive programmes.

Constituencies of NEDLAC realized that substantially more needed to be done to address the remaining challenges, through partnership between government, organized labour, organized business and the community constituency. During deliberation, it was agreed that a vision for growth and development be adopted, a

set of priorities for joint action be identified, and a process set in place to ensure that the identified programme of action be carried out.

“EPWPs can provide poverty and income relief through temporary work for the unemployed to carry out socially useful activities. These EPWP projects will be designed to equip participants with a modicum of training and work experience, which should enhance their ability to earn a living in future” the GDS Agreement stated.

1.3.2 Addressing unemployment and poverty through public works programmes in South Africa (Four years on: assessing South Africa's Expanded Public Works Programme (EPWP) from 2004-2008)

In an effort to meet the Millennium Development Goals (MDGs), the government of South Africa implemented a number of programmes that addressed the country's high rates of unemployment and poverty. One key initiative has been the Expanded Public Works Programme (EPWP), launched in May 2004 for a period of five years. Towards the end of its first phase, how well had the programme performed?

Implemented at a cost of R100 billion, the EPWP aims to provide a million short-term work opportunities, and training for unemployed and unskilled individuals (at least 40% women, 30% youth and 2% disabled). Workers are usually employed on a temporary basis (either by government, by contractors, or by NGOs) under employment conditions governed by the Code of Good Practice for Special Public Works Programmes, or by the Leadership Determination for Unemployed Learners. Jobs are delivered, primarily, through employment-intensive infrastructure projects, and attempts are made to identify and develop exit strategies for workers when they leave the programme.

Research finds that the programme has in fact created and sustained one million short-term jobs over the four years, from 2004-2008. However, was criticised for providing too few days' work for people to learn sufficient skills to equip them for formal employment. Also, only 19% of training targets had been met, only 59% of the funds allocated over the first 3 years were spent, overheads and other costs continued to rise, while wages are static and earnings per job had declined over

time. The EPWP is unlikely to contribute significantly to halving unemployment in South Africa by 2014. The programme claims that it also needs to be stimulated in some of the poorer regions of the country, working more closely with local government. (<http://www.eldis.org/go/display>) Assessed 2013/05/29.

1.4 Problem statement

If the Expanded Public Works Programme was initiated as the resolution in creating work and fighting poverty, what made the government thought that the EPWP could made the citizens happy about its implementation, as our South Africa have a big problem of unemployed citizens especially the youth. How could the Government initiate such kind of a programme where people are working only as temporary workers whereas the programme was designed to diminish scarcity through the improvement and decline of unemployment?

1.3.1 Aims and objectives

The overall aim of the research is to assess the effectiveness of Expanded Public Works Programme among communities in the Amathole District in the Eastern Cape Province. An assessment will be conducted on how EPWP in the Amatole District Municipality has been implemented, and the impact that it has had on the affected communities.

The research objectives are to evaluate the success of Expanded Public Works Programmes in targeting the poorest areas, where unemployment is high and permanent jobs are difficult to create.

The evaluation of its success, and its effectiveness, will be based on the following indicators under the two objectives mentioned:

- How many people participated in the EPWP initiatives in the Amatole District, between 2008 and 2012?
- What training was provided to people that where temporarily employed on the EPWP projects? and
- How many were able to find permanent employment after the EPWP projects in Amathole District Municipality communities were completed?

- Has the EPWP programme benefited the poorest of the targeted areas and redressed racial imbalances?

Looking at how this programme is recruiting its employees, what recruitment tools do they use to import workers from different communities?

1.4.3 Significance of the study

The government had agreed to strengthen cooperation among all the social partners to implement the agreements of the Growth and Domestic Product (GDS), which were ultimately aimed at creating work, and fighting poverty. One of the resolutions was to implement an EPWP as one of the many initiatives aimed at creating work opportunities and improving the skills levels of the previously disadvantaged.

If this EPWP was initiated as the resolution for creating work and fighting poverty, what made the Government think that this Expanded Public Work Programme could make the citizens happy about its implementation? Our country (SA) has a huge problem of unemployed youth, and all kinds of people, how could our Government initiate this kind of programme where people were only working as temporary workers on contract, and the programme was designed to target the poorest areas that do not have any kind of income? How could EPWP be an effective and efficient programme for the country, whereas there were still gaps in such jobs, and poverty?

“The high levels of unemployment and poverty remain issues of grave concern in our country, and the debate continues on how to address this situation in the most effective way” stated Ms Henrietta Bogopane-Zulu”

The EPWP model made it worse by giving people skills for them only to implement in the short term. It was such a fruitless expenditure to the country, because those people that were trained under this programme had only temporary a job, and under contract. After the contract expired, they left the programme and went back to their world of poverty, unable to use their skills. This programme was the government’s best tool to fight poverty through employment, but the problem started when people were not employed permanently, and when their contracts were not renewed. This system did not work, and the government was losing every year by training people,

giving them the required skills, but with no permanent place of work to implement the skills. They would then train another group, whilst the previous groups of people were at their homes struggling to get permanent jobs, because they did not have enough experience, since the experience nowadays extends from three to five years.

Summary

The Expanded Public Works Programme is a tool to fight poverty through job opportunities which has been used by the government since democracy was introduced in South Africa, and our country is still facing the challenge of not having jobs while large numbers of people are living in poor areas. South Africa has many areas that are disgruntled with poverty. EPWP's aim is to alleviate poverty, but seemingly, people are only happy for a short term, and sad for longer, as the programme is only for contract work, and not for permanent employment. It does not function. Government must work at making the programme create permanent work opportunities, because the projects that are under this programme are always there: - the projects are in need, like care centers for the aged, HIV counseling and counselors.

The fact that the EPWP is not a solution to the unemployment problem has been stressed in these case studies. The creation of employment, which will result from the EPWP, is small in comparison to the scale of the unemployment.

An attempt is made in this study to analyse the impact of the Government's attempt in the Amathole District's to reconcile poverty reduction and the creation of jobs, in the context of the Expanded Public works Programme (EPWP). Here there is no attempt to measure poverty. This section of the chapter focuses on the background of Public Works, problems encountered, and specific methods used. This research was conducted primarily through qualitative research methods. This included reviewing of some literature on poverty reduction and job creation projects. More specifically, a secondary literature review was done, including an internet search for more information on poverty reduction and the creation of jobs, and a review of other government documents, historical documents and journals.

CHAPTER 2

Literature Review

2.1 Introduction

This chapter examines what the literature says about labour intensive programmes, and their ability to create jobs, in an endeavour to alleviate poverty in poor communities of South Africa. The Expanded Public Works Programme (EPWP) is, in essence, a poverty alleviation programme which is not the Local Economic Development (LED). Any programme that improves infrastructure may be considered part of LED.

This chapter covers the review of literature on the Expanded Public Works Programme.

2.2 Public Works Programme

A public works programme (PWP) covers the provision of employment, by the creation of predominantly public goods at a prescribed wage, for those unable to find alternative employment. This functions as a form of social safety net. PWPs are activities which entail the payment of a wage (in cash or in kind) by the state, or by an agent (or cash-for work/CFW). One particular form of public works, what of offering a short-term period of employment, has come to dominate the practice, the particularly in regions such as Sub-Saharan Africa. Applied in the short term, this is appropriate, as a response to transient shocks and acute labour market crises.

2.2.1 International Experience of Public Works Programmes

According to McCord (quoted by Phillips 2004) there is wide international experience of Public Works Programmes (PWPs). This ranges from small programmes, to (very large-scale initiatives such as the Maharashtra Employment Guarantee Scheme in India and the New Deal programme, during the Great Depression, in the USA, both of which absorbed up to 30% of the unemployed. The lesson from the international experience is

that the impact of a PWP on unemployed levels will sometimes depend on the scale of the EPWP. Based on the international experience, it is possible to identify

mistakes to be avoided, and best practices to be emulated, in order for PWPs to be successfully implemented, regardless of their scale. Phillips (2004) maintains that the following mistakes must be avoided: An attempt to achieve too much, too soon (this usually sacrifices at least one of the goals of the PWP: - for example, providing quality services, or using labour-intensive methods).

Not allowing time for proper planning and building the required institutional and management capacity for effective and efficient implementation:-

- *Many small projects without a common programme, resulting in loss of economies of scale, duplicating learning and training costs, and inconsistencies in performance.*
- *An overload of the programme with too many objectives, with the result that the programme fails to achieve any of them.*
- *Lack of consistent political support*

According to Phillips (2004) the best practices to be adopted

Include:

- *Consistent political support and multi-year budgeting for the programme.*
- *Resources and time allocated to planning the programme, and to developing the capacity to implement it.*
- *Planning of programmes to ensure that the pace of implementation is linked to the pace of development, to meet the required implementation capacity.*
- *Strong institutions set up to manage, or coordinate, the implementation of the programme.*
- *High priority given to effective systems of monitoring and evaluation.*

International and local experience has shown that, if there is well-trained supervisory staff, and an appropriate employment framework, labour-intensive methods can be successfully used for infrastructure projects, involving low volume roads and sidewalks, stormwater drains, and trenches. Based on this experience, and due to high levels of unemployment, the South African government has decided that these infrastructure projects must be carried out labour-intensively (EPWP Guidelines, 2005). (Thokozani, Ian, Nzimakwe, 2008).

2.3 Infrastructure development and LED in Sub-Saharan Africa

Sub-Saharan Africa is, geographically, the area of continent of Africa that lies south of the Sahara. Politically, it consists of all African countries that are fully, or partially, located south of the Sahara.

According to researchers at the Overseas Development Institute (*ODI; 2010/06/09*), the lack of infrastructure in many development countries represents one of the most significant limitations to economic growth and achievement of the Millennium Development Goals (MDGs). Less than 40% of rural Africans live within two kilometers of an all season road, the lowest level of rural accessibility in the developing world.

Spending on roads averages just below 2% of GDP, with varying degrees among countries. (*ODI; 2010/06/09*). This compares with 1% of GDP that is typical in industrialized countries, and 2-3% of GDP found in fast-growing emerging economies. Although the level of effort is high, relative to the size of Africa's economies, it remains little in absolute terms, with low-income countries spending an average of about US\$7 per capita, per year.

Infrastructure investments and maintenance can be very expensive, especially in such areas as landlocked, rural and sparsely populated countries in Africa. It is argued that infrastructure investments contributed more than half of Africa's improved growth performance, between 1990 and 2005 and that increased investment is necessary to maintain growth and tackle poverty. (*Overseas Development Institute; 2010*).

2.4 South African EPWP policy context

The Constitution of the Republic of South Africa, 1996, envisages a fundamental transformation of the local government system. The Constitution of the Republic of South Africa mandates local government to provide democratic and accountable government, which will ensure the provision of services to communities in a manner

that would stimulate sustainable social and economic development. Equally important, to meet these goals, local citizens, community organizations and groups within the communities will have to be involved in all matters of local government. (*Vol4;No1;the white Paper on local government*).

Government's social and economic development mandates emanate from the Constitution of The Republic of South Africa, 1996. It is therefore government's duty to work progressively towards ensuring that all South Africans have access to basic services, facilities and infrastructure on a progressive basis. (Part 2 of the National housing code, 2009).

2.4.1 Infrastructure in South Africa

Since 2003, social infrastructure has been the fastest-growing class of spending yet the country, according to the 2009 General Household Survey, motionless faces an accumulation, most strictly in rural areas, and in urban casual settlements. (*Statistics South Africa 2010b*). In 2009, admittance to drinkable water has improved from 84.5 percent in 2002 to 89.3 percent. Even though the gap is lessening, spatial differences are still important (in the Eastern Cape, for example, only 75 percent of households have admission to clean water, even if this is sharply up from 56.8 percent in 2002). Good development has been made with sanitation, with the national percentage of households without toilet services reducing from 12.6 percent in 2002 to 6.6 percent in 2009. Admission to electrical energy is, perhaps, the area in which regional discriminations continue the extreme, 27.3 percent of households were not connected to the electricity grid (this varied from 13.9 percent in the Western Cape, to 41.1 percent in the Eastern Cape) the Department of Mineral and Energy Affairs indicating that in 2008.

Mostly, the services specified above are provided by municipalities, with the value of service largely linked to the strength, or otherwise, of the municipality. The map underneath provides a composite picture of admittance to services, specifying strategies of spatial difference and mostly, by national and provincial government, present a diverse set of challenges, education and health are provided, Department

of Basic Education performance on school infrastructure in 2011 (cited in Equal Education 2011) details a continuing crisis:

- 1 727 schools nationwide (7 percent of schools) shortage harmless drinking water
- 706 schools (3 percent) shortage acceptable sanitation
- 2 799 (11 percent) schools are still lacking electricity
- 2 753 (11 percent) schools are not fenced
- 412 schools (2 percent) are completely mud structures

Regardless of enormous escalations in budget distributions for school infrastructure over the past 17 years, and some development in addressing these trials, the growth has been both insufficient and rough; with a dangerous surfeit still outstanding (*Department of Basic Education 2011, cited in Equal Education 2011*). The 2011 Budget allocated R8.3 billion for school infrastructure over the three-year spending period (*National Treasury 2011a*), and so, optimistically, the bulk of the physical accumulations in educational abilities will be abolished by 2014. The challenge will then be in the repairs and process of these services.

2.4.2 The history of Expanded Public Works Programme (EPWP) in South Africa

In 2002, following lengthy negotiations at NEDLAC (National Economic Development and Labour Council), the Minister of Labour gazetted a Code of Good Practice for Special Public Works Programmes. This Code allowed for special conditions to facilitate greater employment on Public Works Programmes. In exchange for exemption from normal labour legislation, it was agreed that “good practice” in public works programmes would require that higher levels of training would be given to participants than they would normally receive in labour-intensive projects. The intention was that participants would be employed in the Programme for a limited duration, after which they would be better equipped to seek full time employment. The Code guides the EPWP and provides for a training entitlement of at least 2 days per month of service for workers in this programme. (*Friedman I, and Bhengu L; 25 March 2008; page 19*).

Such training must be linked to possible exit opportunities for workers. Based on these principles, and given the experience with the Community Based Public Works Programme, The Expanded Public Works Programme (EPWP) was formally announced by President Thabo Mbeki during his State of the Nation Address in February 2003, and adopted by Cabinet in November 2003. The aim was to create “a million jobs over a period of five years.” The EPWP is defined as a nation-wide programme, drawing significant numbers of unemployed people into productive work, accompanied by training, so that participants increase their capacity to earn an income. Essentially from a strategic perspective, the EPWP is envisaged as a short-, to medium term programme that aims to provide work opportunities, coupled with training. It is a national programme covering all spheres of government and state-owned enterprises.

The EPWP is part of an overall government strategy to reduce poverty through the alleviation and reduction of unemployment. It superseded the Community Based Public Works Programme which, under the Department of Public Works, focused mainly on infrastructure and environmentally related work opportunities. An important difference is that the EPWP included the innovative expansion of the concept of employment intensive work, in the social and economic sectors, implemented by a variety of Government departments.

It forms part of Government’s medium-to-long-term programmes to address unemployment, increase economic growth, improve skills levels through education and training, and enable the environment for industry to flourish. It is intended that the EPWP will continue to exist until these medium-to-long-term programmes are successful in reducing unemployment. The programme involves reorienting line function budgets and conditional grants, so that government expenditure results in more work opportunities, particularly for unskilled labour. EPWP projects are funded through the normal budgetary process, through the budgets of line-function departments, provinces and municipalities. (*Friedman I, and Bhengu L; 25 March 2008; page 20*).

As a Programme aimed at unemployed persons, it is intended not to displace existing workers and contracts. As with the CBPWP, the programme is intended to target the same vulnerable groups, focused on men and women who are:-

- unemployed, and willing to work,
- largely unskilled,
- do not receive social grants,
- among both the urban and rural poor

In terms of progress, it has been emphasized by programme implementers (Phillips, 2004), that the EPWP was not conceived as a total solution to the unemployment problem in South Africa. The employment creation planned for the EPWP was small, in comparison to the scale of total unemployment. The main reason for this was that the EPWP was largely constrained by the budgetary constraints of the medium term expenditure framework (MTEF). Within these constraints, the EPWP was initially planned to create approximately one million work opportunities or 500,000 person-years of employment in the five years from 2004 to 2009, based on approximately R4 billion worth of expenditure per annum.

Although this was more than ten times bigger than the CBPWP at its peak, in 2003, 4.6 million people were unemployed, in terms of the strict definition and 8.3 million in terms of the broad definition. In order for the EPWP to reduce unemployment by 30%, it would have needed to create at least 8 million person-years of employment over its first five years. Assuming that funds had been allocated to the various sectors, in the same proportions, this would have required expenditure of some R64 billion per annum. The EPWP recently reported that by the end of year 3 (2006/7), good progress was being made in implementation, and it was on target to achieve the goal of creating one million work opportunities for unemployed unskilled individuals over a five year period (200,000 work opportunities per year (*Friedman I, and Bhengu L; 25 March 2008; page 20-21*)).

Unemployment in South Africa is structural, chronic and massive (McCord2003). This is occurring against a backdrop that the demand for unskilled labour has been falling steadily since the 1970s, due, largely to a decline in the importance of primary industry sectors, trade technological advances, trade liberalisation and South Africa's

entry into the global economy. The South African agricultural sector, alone, shed 29 percent of its jobs from 1985 to 2005 according to the DBSA (2005). McCord (2004) has emphasized that only sustained employment, rather than the intermittent and temporary kind offered by the EPWP, is likely to have any significant anti-poverty impact. The respondents to McCord's survey overwhelmingly indicated that the programme had not improved their economic standing (McCord 2004), as the labour market had few jobs matching their limited skills. She recommended that skills training be afforded to PWP participants, appropriate with local labour demand. *(Friedman I, and Bhengu L; 25 March 2008; page 21).*

In an effort to meet the Millennium Development Goals (MDGs), the government of South Africa is implementing a number of programmes that address the country's high rates of unemployment and poverty. One key initiative has been the Expanded Public Works Programme (EPWP), launched in May 2004 for a period of five years. Towards the end of its first phase, how well has the programme performed? Implemented at a cost of R100 billion, the EPWP aims to provide a million short-term work opportunities and training to unemployed and unskilled individuals (at least 40% women, 30% youth and 2% disabled). Workers are usually employed on a temporary basis (either by government, by contractors or by NGOs) under employment conditions governed by the Code of Good Practice for Special Public Works Programmes, or by the Leadership Determination for Unemployed Learners. Jobs are delivered primarily through employment-intensive infrastructure projects and attempts are made to identify and develop exit strategies for workers when they leave the programme.

Research finds that the programme has, in fact, created and sustained one million short-term jobs over the past four years.

However, it has been criticised for providing too few days' work for people to learn sufficient skills to equip them for formal employment. Also, only 19% of training targets have been met, and only 59% of the funds allocated over the first 3 years were spent. Overheads and other costs continue to rise, while wages are static and earnings per job have declined over time. The EPWP is unlikely to contribute

significantly to halving unemployment in South Africa by 2014. The programme also needs to be stimulated in some of the poorer regions of the country, working more closely with local government. (Thokozani Ian Nzimakwe, 2008).

2.5 Amathole District

The Amathole District Municipality is situated within the Eastern Cape Province, between Port Alfred and Port St. John's, and includes the city of East London. The district stretches from the Indian Ocean coastline in the south, to the Amathole Mountains in the north. The District includes large parts of the former Ciskei and Transkei homeland areas, which means the district has large disparities within its borders. It is bordered by the Cacadu, Chris Hani, and OR Tambo municipalities. The District covers a land area of roughly 21 229km².

The Amathole District Municipality's area of jurisdiction is made up of 7 local municipalities, as follows:

- Amahlathi Municipality, comprising the towns of Stutterheim, Cathcart, Keiskammahoek and Kei Road, and numerous peri-urban and rural settlements;
- Nxuba Municipality, comprising the towns of Bedford and Adelaide and surrounding rural areas;
- Nkonkobe Municipality, comprising the towns of Alice, Fort Beaufort and Middeldrift, the smaller towns of Hogsback and Seymour, and numerous peri-urban and rural settlements
- Ngqushwa Municipality, comprising the town of Peddie, the coastal town of Hamburg, and numerous peri-urban and rural settlements;
- Great Kei Municipality, comprising the town of Komga, the small coastal towns of Kei Mouth, Haga Haga, Morgan Bay and Cintsa, and a number of rural settlements;
- Mnquma Municipality, comprising the main town of Butterworth, the small towns of Ngqamakwe and Centani, and numerous peri-urban and rural settlements; and

- Mbashe Municipality, comprising the towns of Idutywa, Elliotdale and Willowvale, and numerous peri-urban and rural settlements. (*Amathole District Municipality IDP 2012-2017*).

Map of Amathole District Municipality

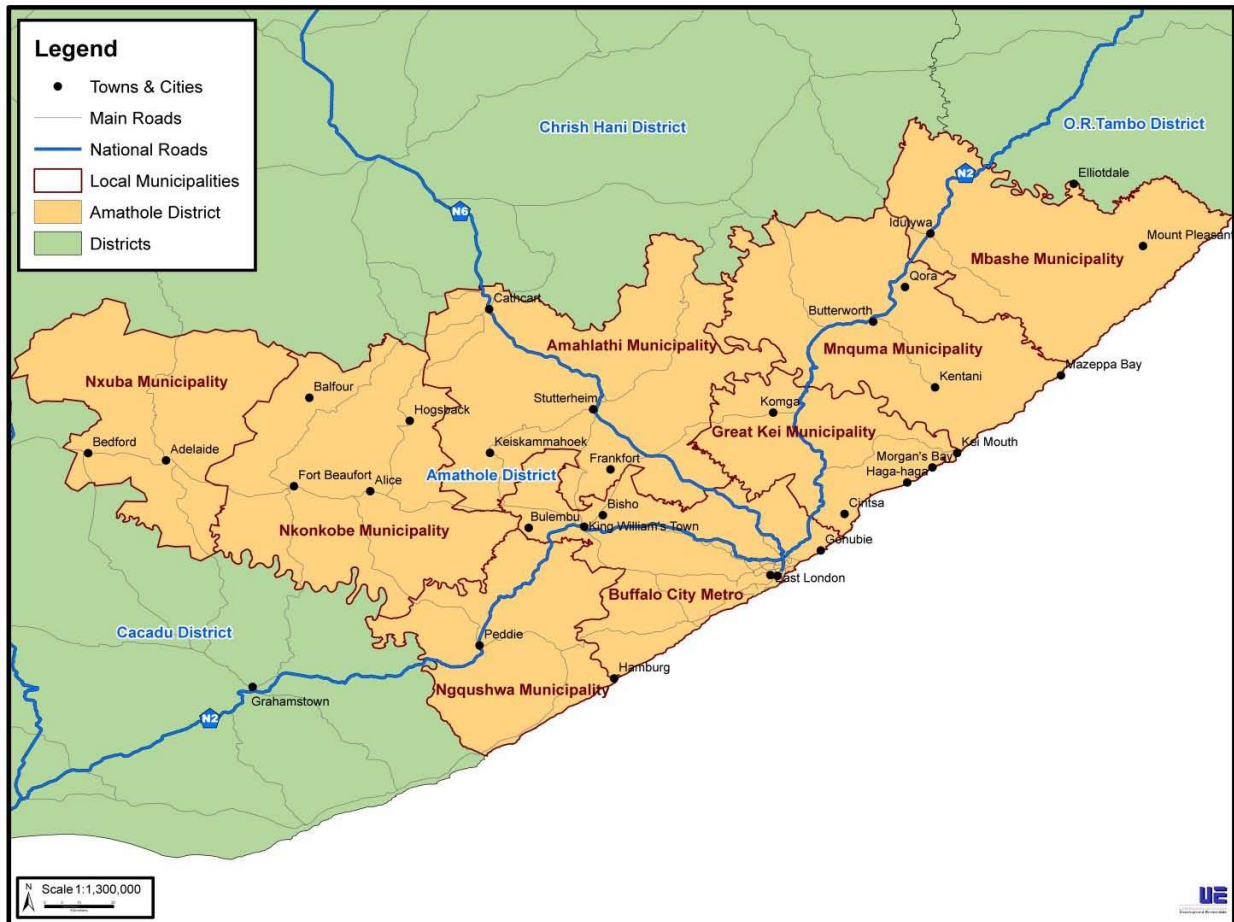


Figure: 1

The Amathole DM currently has a population consisting of children from age 0-14 constituting 34%, while it has a teen and early adulthood population of the age group 15 – 24 constituting 23% of the total population. The working population of the age group “25 – 64” constitutes 36%, whilst the older population of 65 and above constitutes 7% of the population. The current age profile implies that the active labour-force (25-64) which constitutes 36% of the population, has to work and support 64% of the population, as the age groups of 0-14, 15-25 and 65 and above, are an economically dependent burden in the sense that they are nonproductive members of the society and must be supported by the economically active labour

force, and the state, in the case of old age grant earners. . (Amathole *District Municipality IDP 2012-2017*).

2.5.1. People Living in Poverty

Poverty and unemployment mean that some people receive basic services, such as access to electricity, phones and, water, but are unable to pay for these. To address this problem, the government has introduced an indigent policy for the poorest sections of the population. Since 2001, government started a programme to provide a basket of free basic services (electricity, water, sanitation) for every citizen.

The district saw a rise in the number of people living in poverty, between 1995 and 2005, before it fell to 55.1 percent of the total population in 2009. Despite this decrease, more than half of the population is still categorized as poor, in the second-largest economy in the province. The total population living in poverty was sitting at 54% of the estimate population, with Black Africans counting for 53%, and Coloureds at 1%. The poverty levels have decreased by 1% from 2009, and 2% from 2008, for both races. The level of poverty within the ADM is in keeping with its human development index and dependency ratio. With half of the population (54%) in 2010, living in poverty, the poverty level is considered widespread.

The current level of poverty, together with the HDI, implies that a big percentage of the ADM population has no access to credit, are unable to finance their children's education, and use child support grants as a source of income. These factors also contribute to a lower per capita growth because of the income disparities. If the high poverty rate remains unabated, it will result in aggravated levels of poor health, child malnutrition and lower levels of education. These factors will jointly lower economic productivity, and result in a slow growth economy. (Amathole District Municipality IDP 2012-2017).

2.5.2 Social Grant Dependency

Social grant dependence is higher in Amathole (66%) than the average for the Eastern Cape (64%) as a whole. Only Nxuba (59%) falls below the district and provincial averages, with the remaining local municipalities recording 2/3 and more of households which depend on at least one social grant. The number of people who receive social grants gives an indication of the numbers who earn a household income below thirty five thousand rand per annum and therefore qualify for social grant support. Child support grants are by far the most common type of social grant support received by ADM residents

(18.8%), followed by Old Age Pension at 7.9%. With 32% of the ADM's population being children under the age of 14, and currently on child support grants, this again alludes to a high dependency ratio in the region, with a negative financial impact on the economically active population.

2.5.3 Infrastructure

South Africa is facing many challenges to improve infrastructure for economic development, and municipal service delivery. To ensure an increase of access to services for South Africans, public infrastructure programmes are being implemented. Despite the efforts from government, there is still a backlog of municipal infrastructure development in certain communities, because of the apartheid legacy, and the communities growing needs for basic services. Apartheid policies resulted in the underdevelopment of black communities and settlements. As a result, we face a huge backlog in all areas of infrastructure. There are different types of infrastructure:

Physical	water pipes, roads, storm water drains
Social	houses, clinics, sports grounds, schools
Economic	business districts, transport systems, telephones

The unequal levels of development are easy to see in any South African town, rural area, or city: – Formerly white areas have well-kept roads, sports grounds and

recreation spaces, everybody has clean water and electricity, there are tree-lined pavements, and farms have irrigation schemes. Rural roads in these areas are also well maintained. Black townships, settlements and former Bantustans, however, are just the opposite. Changing this legacy will take a long time. However, since 1994, the democratic government has put policies and programmes in place to begin to turn things around. There are still millions of people who do not have access to clean running water, sanitation, telephones or electricity. Infrastructure programmes for the next decade must ensure that we get rid of these backlogs, so that every citizen can enjoy these services.

2.6 Expanded Public Works Programmes in the Amathole District at Ngqushwa Local Municipality

Ngqushwa Local Municipality falls within the jurisdiction of the Amathole District Municipality, which is situated in the Eastern Cape Province. The Amathole District Municipality covers an area of 23 573km², and the Ngqushwa municipal area covers 2245 square kilometres, which accounts for 10% of the district.

The administrative seat of the Municipality is in Peddie, and the municipal area is divided into 14 wards. Ngqushwa is located to the west of the Amathole district, and consists of two towns Peddie and Hamburg, portions of King Williams Town villages. Ngqushwa is one of eight municipalities that fall within the Amathole District Municipality. It consists of 118 villages. Ngqushwa is bordered by the Great Fish River to the west, and the Keiskamma River to the East. The southern boundary consists of part of the coastline of the Indian Ocean.

According to Census 2011, Ngqushwa Local Municipality has a total population of 72 190. Nearly all of the people (99,2%) in the municipality are black African, 0,2% are coloured, with the other population groups making up the rest. Of those aged 20 years and older, 8,7% have completed primary school; 35,2% have some secondary education, 15% have completed matric, 3,9% have some form of higher education; and 13,7% have no form of schooling. There are 21 384 households in the municipality, with an average household size of 3, 2 persons per household. Just over half of households (51%) are headed by females. A very high proportion of

households (91, 4%) have access to electricity; while only 6, 1% of households have access to piped water inside their dwellings.

There are 13 443 people that are economically active (employed or unemployed but looking for work), and of these 25, 8% are unemployed. Of the 6 030 economically active youth (15–34 years) in the area, 64, 1% are unemployed.

Nggushwa Local Municipality has developed more policies, which are primarily guidelines for the planning and implementation of services by the working staff, and also serve as guidelines for its stakeholders, involved in supporting the municipality for service delivery initiatives

Nggushwa Local municipality, for a long time, has not been capacitated with critical Positions. Now NLM has populated the organogram with Local Economic Development

(LED), an improved IT system, and a movement towards establishing Internal an Audit Unit. Indeed, opportunities abound: The IGR forum has a formed concrete partnership with the Department of Economic Development and Tourism, with regards to the Small Town Revitalization Programme (STRP), which seeks to beautify the two towns, Peddie and Hamburg. Moreover, there is a significant move towards handing over of the Public Works properties to the institution.

Though the municipality remains largely rural, major projects have been planned and executed, which leave us with an appreciation of the roles participated in by other spheres of government. The following projects were achieved:

- Re-construction of the N2 road,
- Construction of the Hamburg Artist Residency which is almost 80% complete,
- New Municipal Office Building in Hamburg and
- Peddie 710 Housing Project (*Nggushwa Local Municipality Annual Report; 2010/2011*).

2.7. Conclusion

In this chapter an attempt was made to explain what the Expanded Public Works Programme is. The chapter addresses and presents an overview of the international

experience of public works programmes, both in Africa and South Africa. It looked at the Amathole District Municipality location, distribution of the population, and the municipalities that were using EPWP to address the twin issues of infrastructure backlogs and poverty relief.

The next chapter will define the methodology of the study that the researcher will use to obtain the information that will form the basis of the analysis to find the answers that the study posed in Chapter 1.

CHAPTER 3

RESEARCH METHODOLOGY

3.1 Introduction

This chapter aims to give an insight into the approach used in assessing the research problem. It also discusses the research design that was utilized in the study, and gives a detailed report of the study area and population. The sample selection method and size are also outlined herein together with the data collection methods that were used to collect data.

3.2 Research Paradigm and Design

"Research and experimental development (R&D) comprise creative work undertaken on a systematic basis, in order to increase the stock of knowledge, including knowledge of man, culture and society, and the use of this stock of knowledge to devise new applications." (OECD (2002) Frascati Manual: proposed standard practice for surveys on research and experimental development, 6th edition.) It is used to establish or confirm facts, reaffirm the results of previous work, solve new or existing problems, support theorems, or develop new theories. A research project may also be an expansion on past work in the field.

To test the validity of instruments, procedures, or experiments, research may replicate elements of prior projects, or the project as a whole. The primary purposes of basic research (as opposed to applied research) are documentation, discovery,

interpretation, or the research and development of methods and systems for the advancement of human knowledge. Approaches to research depend on epistemologies, which vary considerably, both within and between, humanities and sciences. There are several forms of research: scientific, humanities, artistic, economic, social, business, marketing, practitioner research, etc. (Creswell, J.W; 2008).

Polit and Hungler (1999:155) describe the research design as a blueprint, or outline, for conducting the study in such a way that maximum control will be exercised over factors that could interfere with the validity of the research results. The research design is the researcher's overall plan for obtaining answers to the research questions guiding the study. Burns and Grove (2001:223) state that designing a study helps researchers to plan and implement the study in a way that will help them obtain the intended results, thus increasing the chances of obtaining information that could be associated with the real situation. (Mbambo;2009).

This paper will use both the Qualitative and Quantitative approaches. Sampling methods will be used where random sampling could be influential in identifying the projects as units of analysis.

According to Van Maanem (1979: 520), qualitative research is an “umbrella” phrase “covering an array of interpretive techniques which seek to describe, decode, translate and otherwise come to terms with the meaning of naturally occurring phenomena in the social world”. Therefore, the qualitative methodology is also fundamentally a descriptive form of research. Qualitative field studies can be used successfully in the description of groups, (small) communities, and organisations (Welman, Kruger, Mitchel. *Research Methodology*: 188). Qualitative research is presented in language instead of numbers. The researcher tries to understand the significance, which respondents attach to their environment (*Welman, Kruger, Mitchel. Research Methodology*: 8).

The types of Qualitative Methodology are as follows: Case Study, Participant Observation, Unstructured in-depth interviews and Focus groups. On the other hand, Quantitative Research does not involve the investigation of processes but emphasises the measurement and analysis of causal relationships between

variables, within a value-free context (Denzin & Lincoln, 1994). Stainback and Stainback (1984) allege that both quantitative and qualitative researchers aim at reliable and valid results. Quantitative researchers, however, focus more on reliability, that is, consistent and stable measurement of data as well as replicability. As far as qualitative data is concerned, validity is considered as more important, because the objective of the study must be representative of what the researcher is investigating.

The purpose of both these approaches is to try to understand the subject's point of view. Quantitative researchers do it by means of controlling the situation and using remote, empirical, and inferential methods. Qualitative researchers, on the other hand, use unstructured interviewing and detailed observation processes to gain better information about the views of the subject (*Welman, Kruger and Mitchel. Research Methodology: 9*).

3.3 Setting and Sample

The study is based on rural areas of Amathole District Municipality. Amathole District Municipality is situated in the central part of the Eastern Cape, stretching along the Sunshine Coast, from the Fish River Mouth, along the Eastern Seaboard, to just south of Hole in the Wall along the Wild Coast. It is bordered on the north by the Amathole Mountain Range. It is comprised of eight local municipalities: Mbhashe, Mnquma, Great Kei, Amahlathi, Buffalo City, Ngqushwa, Nkonkobe and Nxuba.

Four heritage routes have been developed, which have been named after isiXhosa kings and heroes. They are the Maqoma Route, the Makana Route, the Sandile Route and the Phalo Route. These intertwine with the other tourism routes located within the district, namely the Sunshine Coast Route, the Wild Coast Route, the Amathole Mountain Escape Route and the Friendly N6 Route.

A 55.1% unemployment rate has been recorded in the area, with 77% of the population living below the minimum living level threshold. High levels of poverty and inequality exist, especially in the eastern part of the district. There is a substantial

need for investment in social and economic infrastructure throughout the district, but especially in the former homeland areas.

(PGDP, 2001:18)

The municipality with EPWP funded projects was chosen for the purpose of this study. It was Ngqushwa Local municipality. LoBiondo-Wood and Herber (1998:250) describe a sample as a portion, or a subject, of the research population, selected to participate in a study, representing the whole research population.

3.4 Data collection and analysis

Research, data collection and analysis are critical to effective advocacy efforts, and to resource mobilization, programme development, policy implementation and monitoring of interventions. Data can be disaggregated for more detailed information, by age, residence (urban v. rural) and other characteristics (e.g. ethnicity/race or socio-economic level). Data was collected from households of beneficiaries of these projects (EPWPs), which targeted youth, officials of the municipality (managers), community leaders, CBOs and traditional leaders, through semi-structured interviews. In other words, the method of data collection was characterised by the interviewer who posed open-ended questions that allowed both the interviewer, and the interviewee (respondent) to discuss the given topic in detail (Nkatini2005:30).

The following data collection methods were used: questionnaires, semi-structured interviews, and a review of documents to collect data.

3.4.1 Questionnaires

Questionnaires are used in a wide range of settings to gather information about the opinions and behaviour of individuals. As with any other branch of science, the validity and reliability of the measurement tool, i.e. the questionnaire, needs to be rigorously tested to ensure that the data collected is meaningful. The design and method of administration of a questionnaire will also influence the response rate that is achieved, and the quality of data that is collected.

Both open-and closed-ended questions were used, enabling respondents to fully express themselves, and to give full and specific information. Twenty questionnaires were distributed to the identified community members. Assistance, in the form of explanations to the certain questions, was provided to those who experienced difficulty and troubles with the general understanding of the questions. Wonderfully, personal delivery and collection of the questionnaires ensured a high return rate of completed questionnaires, and respondents were given only one day to complete the questionnaires before they were collected. All of the questionnaires were returned.

3.4.2 Semi-structured interviews

A semi-structured interview is open, allowing new ideas to be brought up during the interview, as a result of what the interviewee says. The interviewer in a semi-structured interview generally has a framework of themes to be explored.

However, the specific topic, or topics, that the interviewer wants to explore during the interview should usually be thought about well in advance (especially during interviews for research projects). It is generally beneficial for interviewers to have an interview guide prepared, which is an informal grouping of topics and questions that the interviewer can ask in different ways for different participants. Interview guides help researchers to focus interviewees on the topics at hand, without constraining them to a particular format. This freedom can help interviewers to tailor their questions to the interview context/situation, and to the people they are interviewing. (*Hoffman, A, 2003*).

In collecting the information from the municipal officials in the local municipalities, the researcher made up semi-structured interviews that included planned and detailed questions beforehand. In this study, the interview schedule had five questions, arranged in such a way those interviewees could give lengthy or short answers. 15-20 minutes interviews were conducted with managers responsible for EPWP in the district and local municipalities.

3.4.3 Document Review

These documents are easily available and are factual (Cohen, Manion, and Morrison (2007:182). Archival material of the district and the identified local municipalities, such as the Amathole Integrated Development Plan and Strategic Plan, were reviewed. The Expanded Public Work Programme has been, and continues to be, a subject of research surveys by government and external researchers. Other documents reviewed included the Provincial Growth and Development Plan, as well as the Growth and Development Summit reports. Apart from gathering more information, these documents were reviewed to draw lessons that can be learnt, and to identify gaps, where such exist.

Furthermore, published material such as written articles/ papers and relevant pieces of legislation, were explored in gathering the required data for the research. For the purposes of conducting an objective impact assessment of the impact of EPWP within Amathole District Municipality, the researcher deemed it fit to visit certain funded projects. Accordingly, one project was visited in each of the identified municipalities.

3.5 Data analysis

Analysis of data is a process of inspecting, cleaning, transforming, and modelling data, with the goal of discovering useful information, suggesting conclusions, and supporting decision making. Data analysis has multiple facets and approaches, encompassing diverse techniques, under a variety of names, in different business, science, and social science domains. (Trochini, W, M, K, 2006).

Unquestionably, data analysis is the most complex and mysterious of all the phases of a qualitative project, and the one that receives the least thoughtful discussion in the literature. (*Thousand Oaks, CA: Sage, 1994:23–43*).

The researcher sorts and sifts them, searching for types, classes, sequences, processes, patterns. The aim of this process is to assemble or reconstruct the data, in a meaningful or comprehensible fashion. (*Jorgensen, 1989: 107*).

To assist in this process, the researcher has adopted Cohen, Manion, and Morrison's, (2007:184) 7 Step Model for Qualitative Data Analysis, as it presents a sequential approach by condensing a mass of data collected, into meaningful themes. These were then linked to the research questions. The 7 step model includes:

Step 1, Establishing a unit of analysis of data, indicating similarities and differences;

Step 2, Creating domain analysis where related items are clustered;

Step 3, is identifying relations and linkages between domains;

Step 4, Making speculative inferences, involving the researcher in making elucidations for findings.

Step 5, Writing a preliminary summary of the main findings;

Step 6, Seeking negative and discrepant cases to weigh their significance.

Step 7, The theory generation from the data.

The analysis commenced in the initial stages of data collection, to prevent the researcher from being overburdened by information. Initially, the approach was to lean more on the inductive analysis to discover patterns, themes and categories in the data (Patton, 2002:425). However, as more data was gathered, a deductive analysis was used since, frames, or general themes, would have been established (Patton, 2002:425).

The researcher used thematic analyses as this required more involvement and interpretation, and also because, generally speaking, reliability is of greater concern for thematic analysis. Thematic analyses move beyond counting explicit words or phrases, and focuses on identifying and describing, both implicit and within the data. Codes are then typically developed to represent the identified themes, and applied, or linked, to raw data as summary markers for later analysis.

3.5.1 Validity and reliability

Burns and Grove (1999:191) describe external validity as “the extent to which the results can be generalised beyond the sample used in the study”. This usually depends on the degree to which the sample represents the population.

Reliability refers to the degree of consistency or accuracy with which an instrument measures the attribute which it is designed to measure (Polit & Hungler 1997:296; Uys & Basson 1991:75). Reliability is concerned with establishing the dependability and consistency of the data gathered while validity within the qualitative research approach is concerned with establishing a fair and balanced view of reality, from the perspective of the research participants (Nueman, 2006:188).

Patton (2002:552) identifies three areas to enhance credibility of a research.

These are:

- Employing rigorous methods for doing field-work and systematically analysing the data,
- Credibility of the researcher, which depends of training, experience, track record, status and presentation of oneself, and
- Appreciation of naturalistic inquiry, qualitative methods, inductive analysis, purposeful sampling and holistic thinking (Patton, 2002:552)

3.6 Ethical Considerations

Given the importance of ethics for the conduct of research, it should come as no surprise that many different professional associations, government agencies, and universities, have adopted specific codes, rules, and policies relating to research ethics. Ethics can also be defined as a method, procedure, or perspective for deciding how to act and for analyzing complex problems and issues. (*What is Ethics in Research & Why is it important? David B. Resnik, J.D:2011*).

Importantly, before this study could be conducted, ethics clearance was sought from the NMMU Ethics Research Committee. In essence, participants were informed that information obtained from this study would be treated as strictly confidential and that under no circumstances would it be used for any reason, other than academic for purposes. Letters were written to the Amathole District Municipal Managers, as well as to the identified local municipality, requesting permission to conduct research on EPWP. Letters stated expressly that information obtained would be used only for the purpose of the study, and permission was granted. Before each interview, a project information sheet accompanied by a consent form was sent to the participants. The information sheet consisted of all the information relevant to the study. Respondents were assured that participation was voluntary. If a respondent decided to participate,

he/she had to sign the consent form and return it to the researcher. On the basis of the consent, data collection then followed. All of the participants used in this study were informed volunteers, and were aware that their responses would be used for this research.

3.7 Chapter summary

This chapter provided a discussion on the research methodology that was employed in the fieldwork. This study chose both qualitative and quantitative research design methods. Population from identified where the sample was derived, was identified. Sampling techniques ensured representation and relevance of the target group of this study. Data collection techniques and data collection tools were also discussed. The last section of the chapter discussed the ethical considerations.

CHAPTER 4

RESEARCH FINDINGS, ANALYSIS AND INTERPRETATION

4.1 Introduction

The purpose of this chapter is to present the research findings, analysis and interpretation of results. The purpose of the research was to assess the impact of EPWPs on poverty alleviation, in Amathole District Municipality. Consideration will be given to the research aims and objectives as presented in Chapter-1 of the study.

The overall aim of the research is to assess the impact of Expanded Public Works Programmes in the Eastern Cape. An assessment will be conducted on how the EPWP in the Amathole District Municipality has been implemented, and the impact that it has had on the affected communities.

The research objectives are to evaluate the success of Expanded Public Works Programmes in targeting the poorest areas, where unemployment is high, and permanent jobs are difficult to create. One of the poorest municipalities in the

Amathole District is the Ngqushwa Local Municipality. The case study will focus on the impact of two EPWP projects in that municipality.

The two projects were funded by the Department of Public Works in the Amathole District Municipality (ADM). The presentation of the results was obtained direct from the beneficiaries of the following projects; Re-construction of the N2 Road, and the Bush Clearing programme.

The first section deals with three (3) Public Works managers' views and understanding of EPWP in Bhisho. The second section is the provision of qualitative analysis in the form of the presentation the results based on interviews that were conducted with three (3) Amathole District Municipality respondents and ten (10) EPWP beneficiaries in Ngqushwa Local Municipality. An analysis of the responses from the EPWP managers, the Department of Public Works, Ngqushwa Local Municipality and the EPWP projects beneficiaries from Ngqushwa Local Municipality provided. The interviews were conducted in order to get answers to the researcher study questions that were asked in chapter 1. Those questions were the following:

1. How many people participated in the EPWP initiatives in the Amathole District between 2008 and 2012?
2. What training was provided to people who were temporarily employed on the EPWP projects, and what recruitment tools were used to recruit EPWP employees?
3. How many were able to find permanent employment after the EPWP projects in Amathole District Municipality communities were completed?
4. Has the EPWP benefited the poorest of the targeted areas and redressed racial imbalances?

This chapter will present, and discuss, the findings in light of the above five questions. The headings used below will seek to give insight, and to respond to, the questions to which the researcher sought responses.

4.2 Responses from the provincial Department of Roads and Public Works

The three managers (Senior Manager, Manager and Assistant Manager) from EPWP component reported that there were guidelines in place on how the Municipalities should recruit EPWP beneficiaries. These guidelines were relevant to the points that related to gender, age, race, targeting of local people, and targeting of the poorest of the poor. The Managers mentioned that they were directly involved in this and how it supported the municipalities in the planning phase and, training phases, monitoring and evaluation. All the beneficiaries were supposed to have been trained, as part of their participation in the EPWP project, according to the provincial department's three respondents.

The training provided was formal and structured. Certificates were awarded to those that completed their training. Paving and bush clearing were the most common skills that EPWP beneficiaries were trained for, according to the respondent from the Department. The Department mentioned that no follow-up was made, and no mechanism was in place for staff who were responsible for that, after the completion of an EPWP project. The interviewer from the Department also believed that the follow-up should be an important part of the evaluation of the EPWP projects, to ensure that it met all its objectives. According to the views expressed by the respondents, the Department had met the objectives of the EPWP, which included not only short-term employment, but also the acquisition of skills. They also mentioned that EPWP should be randomly monitored, to keep its objective alive.

4.3 Ngqushwa Local Municipal officials' responses and understanding of EPWP

The study proved that Ngqushwa Local Municipality's managers had a fairly good understanding of what the Expanded Public Works Programme was all about. It is vital that the managers have a good understanding of EPWP, as it will positively impact on its implementation. Their ability to improve the quality of life, create new economic opportunities and fight poverty depends upon their being able to understand the processes of EPWP.

Below are some of the definitions of EPWP, given by the local municipality's coordinators in this study:

- “The EPWP is a crucial policy priority of our government in reducing poverty and unemployment, and while the Department of Public Works is tasked with the enormous responsibility of coordinating the programme, the success of this programme depends largely on the unwavering and concerted effort of cooperation in implementation across national, provincial and local spheres of our government.”
- “EPWP can, and does play a vital role in ensuring that municipalities achieve their undertaking as signed in the delivery agreements. A significant aspect of these delivery agreements speaks to the successful implementation of the Community Works Programme, which is directly intertwined with EPWP in its nature and customised design. The signing of the Delivery Agreement for Outcome 9, which is “*A responsive, accountable, effective and efficient Local Government System*” further boosts our effort of ensuring that we work closely with municipalities to do more for our communities.”

From the explanations above, the respondents understand that EPWP is partnership driven and that it ensures growth in our local economies. The Ngqushwa officials consider partnership between the provincial government and the municipality as crucial to ensure the success of EPWP.

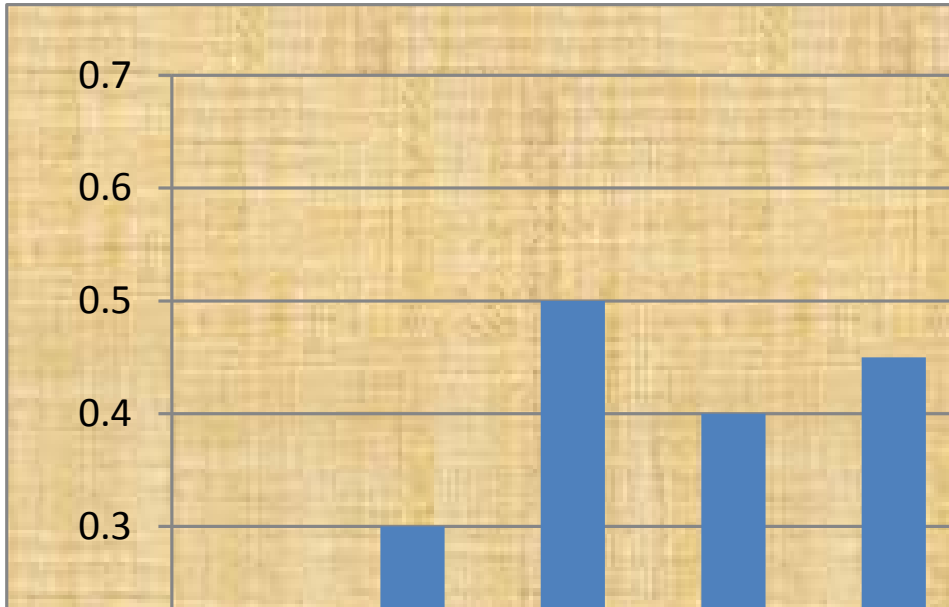
Section 153 of the Constitution mandates the municipalities to promote the development of local economies in their area of jurisdiction. This includes creating a favourable environment for business opportunities, thus contributing to the economic growth and development of the area. The implementation of the EPWP in the district was assessed. The following graph illustrates the trends of the respondents in the number of workers being employed in various years of EPWP in the district.

Years	Numbers in %
2008	35
2009	50

2010	30
2011	40
2012	55

Figure 2: Number of workers employed in EPWP at Ngqushwa Local Municipality

Percentage of workers that were employed between 2008 & 2012



Source: Beneficiaries of the Ngqushwa Local Municipality, (Research Questionnaires, October 2013).

The above table illustrates the number, or the percentages of EPWP beneficiaries, employed between 2008 and 2012, in Ngqushwa Local Municipality.

4.4 Responses from Ngqushwa Local Municipal beneficiaries of the EPWP

It was deemed fit to visit bush clearing and road re-construction projects in the area of the municipality. This was done to provide responses to the questions raised earlier in this study, thus conducting an objective impact assessment of EPWP in the district. The beneficiaries were from Ngqushwa Local Municipality for both projects. Ten beneficiaries had worked for the projects from 2011 and 2013; two had work since 2011, three in 2012 and five this year i.e. 2013.

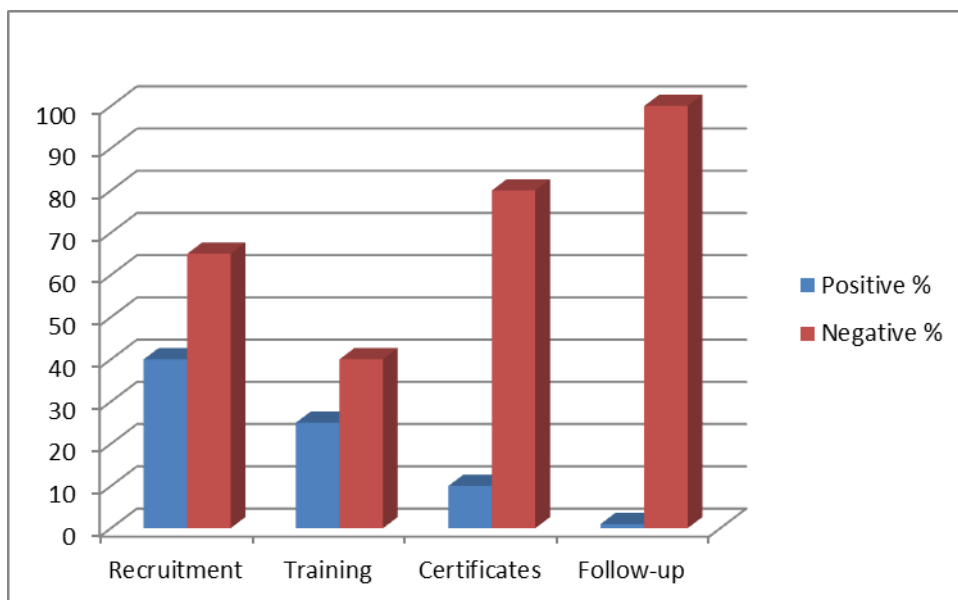
The graph below illustrates the perceptions of the project beneficiaries, of the impact of EPWP initiatives on the district, by depicting the respondents' opinions of the following:

- Recruitment technique used
- Training skills offered
- Certificates awarded to the beneficiaries
- Follow up after completion of the programme

Perceptions of the beneficiaries under the following:	Positive %	Negative %
Recruitment	40	65
Training	25	40
Certificates	10	80
Follow-up	1	100

Figure 3: Perceptions of the Respondents on aspects related to their participation in EPWP (Research study, October 2013)

Perception of the Respondents in EPWP



Source: Beneficiaries of EPWP in Ngqushwa Local Municipality (Research questionnaires, October 2013).

4.4.1 Recruitment

Amathole District a recruiting policy that serves a tool to recruit the employees of the EPWP; it ensures that EPWP objectives are fulfilled. 70% of the beneficiaries reported that they had heard about the job through their friends, cousins and community meetings and that had lead them to be employed, with the help of their friends. They added that the recruitment process did not target the poorest of the areas. Being a fan of the ruling party, and attending local meetings would have a huge impact on being employed. 30% reported that they had been recruited according to the recruitment policy, because they had also undergone interviews, prior to their appointments.

4.4.2 Training

According to the objectives of the EPWP, all the beneficiaries should be trained to have skills and be able to create jobs, or have permanent jobs themselves, as the EPWP is not a permanent job. 80% of the beneficiaries reported that they had received no training whatever, and felt that, in the projects on which they were working, they should have been trained in paving, surveying, tar-making and road construction. Contrary to this view, 20% reported that they had undergone the following training: 1. Paving, 2. Bush Clearing, 3. First Aid, 4. Occupational Health & Safety.

4.4.3 Certificates

Every training programme should have to produce a completion certificate - even if it was only a two day training course - as proof that the person had attend this kind of training. 80% reported that they did not have any certificates for their jobs, as they had not undergone any training. They were shown the work to be done, by their supervisor, everyday, and were expected to learn fast, as they were working on projects that had a specific period to finish the assigned task, 20% reported that they had certificates that stated that they had attended a course in the aforementioned skills.

4.4.4 Follow-Up

EPWP was to be a nationwide programme, aimed at bringing a significant number of the unemployed into productive employment. *“In this programme we want employees to obtain skills whilst they are working under the programme, and that will help them to have chances to work elsewhere when their term in the programme ends”* Mr. Thabo Mbeki the former President stated. (*State of the National Address, February, 2003*).

Most beneficiaries reported that there was no follow up after they had completed their term. They went back to their homes with no certificates, and struggle to get better, permanent, jobs.

4.5 Challenges facing municipalities in promoting EPWP

The promotion of EPWP by the Amathole District Municipality is not without challenges. This was confirmed by the responses provided by the respondents. All of the respondents agreed that the vision of a developmental local government was far from being reached. Below are the main challenges that were highlighted, that faced Ngqushwa in promoting EPWP:

4.5.1 Monitoring and Evaluation of projects

Monitoring and Evaluation (M & E) is the central phase in every project. Monitoring is used to assist with the on-going implementation of activities or interventions, while evaluation focuses on their impacts and benefits. M & E therefore enables the project owner and beneficiaries, to track the progress, identify problems, take corrective measures and improve service delivery. Despite the importance of M & E, 80% of the beneficiaries reported that the method of employing workers was not according to the Municipality's recruitment tool. Therefore, the municipality did not monitor the process of employing from local areas, nor target employees, according to the EPWP objectives.

4.5.2 Political Interference

Many of the respondents mentioned that the ‘politics of the day’ played a role in the implementation of EPWP projects. Managers interviewed, believed they were fully aware of what the challenges of the EPWP were, and what needed to be to addressed, but they were unable to plan and implement their plans, due to undue political pressure. This pressure was two-fold;

- The one aspect was the legitimate pressure that Parliament exerted through its Portfolio Committee on Economic Development and Standing Committee on Public Accounts (SCOPA) where the Department accounted for how it had utilized its allocated resources, in accordance with the government priority areas.

- The other aspect of the pressure was linked to corruption. Political influence therefore became a viable option for some individuals, to ensure that decisions on EPWP were weighted persuaded in their favour.

4.5.3 Nepotism

When working for a company, and favoritism is shown to someone, not based on merit or hard work, but because they are a relative or friend of the boss this is called “nepotism”.

Nepotism means the bestowal of political patronage by reason of relationship, rather than merit. In business, nepotism is the practice of appointing relatives or friends, in an organization to positions for which outsiders may be better qualified. Nepotism means that, if you are in position to do the hiring, you hire family members. Some companies do not mind this, but in politics it is frowned upon. 60% of the beneficiaries reported that some of the employees in their project were employed as siblings of extended families, and that they did not even undergo the recruitment process. Being a follower of the ruling party also helps other beneficiaries to be employed.

4.6 A general overview of the research findings

4.6.1 Training

EPWP beneficiaries reported that some of them had not undergone training but the Department stated that all beneficiaries should be trained, according to the operation they were doing. Amathole District Municipality mentioned that, when recruiting EPWP employees, they followed the mechanism, or tool to be used, that was given by the provincial department concerned. This is contrary to the opinions expressed by the beneficiaries, who said that some workers were employed through their friends and siblings, and they thought, that was the reason they had not undergone the training process.

4.6.2 Advertising jobs on EPWP programmes

The researcher found that, in all the interviewers' responses, not a single respondent mentioned that a newspaper or the radio had published the vacancies for EPWP. Local clubs were used as places to employ workers, and, if a person was not a member or a follower of the governing party, and did not attend meetings regularly, that person would not be employed, as the all communities knew each other

4.6.3 Granting of certificates

The department confirmed that certificates were awarded to the beneficiaries of the EPWP. However, the beneficiaries reported that only the supervisors (if that is the correct name for them), received the certificates but, that 95% of the workers did not have certificates, which made it appear that only the supervisors that undergone the training.

EPWP is the government system used to alleviate poverty and unemployment, but being employed in EPWP is not enough, as it is only, temporary employment, with no benefits like pension and medical aid. Besides being employed, every person needs these things. No one wants to work under conditions of employment that do not even embrace his or her basics of living. As much the programme did not employ youth only, there are parents working under the programme, raising their kids and supporting their families with the small salary that they earn from EPWP.

4.7 Chapter summary

This chapter presented the results of the study. This was done through the presentation of the biographical information of the respondents. Qualitative interpretation of the results, based on the interviews that were carried out with municipal officials, was also provided. Many of the issues identified are critical factors for EPWP in the Municipality. The study pursued, in greater detail, issues of management's understanding of the Expanded Public Works Programme as a concept, considering the; monitoring and evaluation; political interference; income security, and challenges facing the implementation of EPWP.

It is clear from this study that a number of factors need to be taught a speech, in imperative to enhance the EPWP function.

The next chapter focuses on the general conclusions of the study, and recommendations deriving therefrom.

CHAPTER 5

SUMMARY, LIMITATIONS, RECOMMENDATIONS AND CONCLUSION

5.1 Introduction

The study concentrated on the impact of the Expanded Public Works Programme (EPWP) projects on the alleviation of poverty in the Ngqushwa Local Municipality, in the Amathole District in the Eastern Cape.

In the literature review it transpired that both authors and policy makers agreed that EPWP is one of the key elements of the government's drive to alleviate poverty, and unemployment, and to introduce training skills in South Africa. It also highlighted that municipalities play an important role in the implementation of EPWP. In light of the findings presented in chapter 4, this chapter assesses the validity of the researcher's position and discusses the implications of these findings for both the conceptualisation and practice of planning in the public sector.

This chapter also focuses on drawing up conclusions, based on the research findings in Amathole District Municipality. In addition, the research question will be answered about the limitations of the study, as well as recommendations based on the findings which will be presented. The evaluation of its success and its effectiveness will be based on the following indicators, under the following five mentioned objectives below:

- How many people participated in the EPWP initiatives in the Amathole District between 2008 and 2013?
 - ✓ What training was provided to people who were temporarily employed on the EPWP projects?
 - ✓ How many were able to find permanent employment after the EPWP projects in Amathole District Municipality communities were completed?
 - ✓ Has the EPWP benefited the poorest of the targeted areas, and redressed racial imbalances?
 - ✓ What recruitment tools are used to recruit EPWP employees?

5.1.1 Aims and objectives of the study

The overall aim of the research was to assess the impact of the Expanded Public Works Programme among communities in the Amathole District in the Eastern Cape Province. An assessment was conducted on how the EPWP in the Amathole District Municipality has been implemented, and on what impact it has had on the affected communities.

The research objectives are to evaluate the success of the Expanded Public Works Programme in targeting the poorest areas where unemployment is high and permanent jobs are difficult to create.

This study chose both qualitative and quantitative research design methods. Population was identified in the areas from where the sample was derived. Sampling techniques ensured the representation and relevance of the target group in this study. Data collection techniques and data collection tools were also discussed.

5.2 Overall interpretation of fundings

From the foregoing assessment of the impact of the EPWP in Amathole District Municipality, the following conclusions may be drawn:

The area of the Amathole District Municipality is largely rural, and is located in one of the poorest provinces in the country. ADM is characterized by high unemployment rates resulting in high levels of poverty.

The following major key issues were identified in the district:

- High levels of poverty and grant dependency in Ngqushwa Local Municipality
- Implementation of the EPWP by the municipality is generally poor, as it lacks effectiveness and efficiency. This is attributable to various reasons, including inadequate advertising of vacancies, the tool used to employ workers, the training, the issue of certificates and the follow-up after completion of the project to check whether to the employees managed to find permanent jobs, after working and receiving training, on EPWP projects.
- The nature of jobs created by the EPWP projects result in only short-term incomes, so working on the EPWP does little to alleviate poverty.
- It appears from the findings of the survey, that the majority of the beneficiaries receive only on-the-job training, without certificates, so that they do not really acquired certified skills which allow them to be successful in gaining more permanent employment, after working on the EPWP projects.
- Lack of adequate institutional capacity in the coordinating department lead to poor support being provided to local municipalities, and the monitoring and evaluation of the projects involved.
- EPWP beneficiaries have unrealistic expectations, such as expecting longer-term employment and additional benefits, like medical aid.
- Because no follow-up is done among beneficiaries after the end of the EPWP project, no one can tell whether the EPWP has succeeded in equipping the beneficiaries for further employment, or whether the Programme has played any role at all in alleviating poverty.

The study concludes, therefore, that, while municipalities are mandated by the Constitution to promote social, infrastructure and economic development, there is limited evidence of the contribution being made by the EPWP projects in creating jobs and alleviating poverty in the Amathole District Municipality. It is advised that some changes should be made to the objectives of the Expanded Public Works Programme, and that the programme should create permanent jobs to alleviate poverty.

5.3 Limitations to the study

The focus of the study was restricted by a number of factors. It is important that such factors be explained: - EPWP is a very critical element in addressing the socio-economic challenges facing municipalities. It is also a crucial factor in realizing the goals of life for all. Nevertheless, the researcher has been unable to conduct a study to all municipalities in the Eastern Cape Province, due to time and financial constraints; hence this is confined to the Amathole District Municipality.

Additionally, access to academic literature requires further attention. A number of interviews could not be conducted as intended, due to time and the non-availability of the required respondents.

5.4 Recommendations

The following section provides recommendations to the municipality, Roads and Public Works Department, and for future research in this field of study.

5.4.1 Recommendations to the Ngqushwa Municipality:

The Expanded Public Works Programme (EPWP) has been identified as an important tool in alleviating poverty and unemployment in local communities. The core existence of EPWP is that it builds up the economic capacity of a local area, for the advancement of its economic future and the betterment of quality of life for all indigents. It is a process by which the public, and all spheres of government, work collectively to create better conditions for economic growth and the generation of employment.

The findings of the study recognize the efforts by the government to encourage local economies; nonetheless, a lot still needs to be done in order to realize the goal of a society, free of unemployment, inequality and poverty.

Ngqushwa Local Municipality has problems with the EPWP, about an employment technique of project beneficiaries. This municipality is facing loads of problems, thus there are still large numbers of people living in poverty. Job vacancies in the EPWP should be advertised like any other job, not the way that the Public Works is doing this, getting the Clusters of the community, or councilors to employ, or target, the workers for the project. This kind of recruiting is unfair as the people who are responsible for recruitment will show favouritism, or employ only to their friends and families.

Monitoring and Evaluations are the responsibility of the provincial department; i.e. Roads and Public Works, to ensure that the implementation of the EPWP is reaching its objective. Training of the EPWP beneficiaries in Ngqushwa Municipality is done only for the Supervisors of the projects, whilst the entire job in the project will be done by those who were not trained for the job and that will make the project to take a little more time to be complete, if the workers had been trained. M& E at Ngqushwa Municipality needs to be more effective, ensuring that every worker gets training, and to avoid fruitless expenditure of the government budget. The Municipality should engage with the coordinating government Department, so that, at least a sample of beneficiaries should be interviewed, sometime (possible six months or one year) after the completion of the project to follow up on whether or not they have managed to find employment. Preferably this should be permanent employment, and preferably jobs that make use of the skills that they acquired on the EPWP projects.

5.4.2. Recommendations to the provincial Department of Roads and Public Works

The EPWP is one portion of a general government scheme to decrease poverty, through the mitigation and decrease of redundancy. It outdated the Community-Based Public Works Programme which, under the Department of Public Works,

attentive mostly on infrastructure and environmentally related work chances. A significant alteration is that the EPWP involved the original growth of the idea of employment -intensive work in the social and economic sectors, executed by a number of Government departments. Monitoring and Evaluations are the responsibility of the provincial department i.e. Roads and Public Works, to ensure that the implementation of the EPWP is reaching its objective.

The department should ensure that government money is being piloted to the relevant project and implemented in the key issues that were budgeted for, by assisting the Municipality in checking whether the guidelines were followed during recruitment and training of the project beneficiaries.

5.4.3 Recommendations for future research

A country-wide impact assessment on the study of the EPWP is needed as the inadequate resourcing of EPWP hampers effective service delivery. Researchers should be able to provide scientific evidence that a properly resourced EPWP is able to overcome the challenges witnessed in the ADM. The study should stretch out to other municipalities within the province and target local communities as the main beneficiaries of EPWP outcomes.

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RESEARCH PROJECT
IMPACT OF THE EXPANDED PUBLIC WORKS PROGRAMME (EPWP) IN THE
AMATHOLE DISTRICT

Introduction

The researcher; Ms Pamela Nkonki, is a registered student in the Masters programme in Development Studies at the Nelson Mandela Metropolitan University. She will be conducting her research treatise to assess the impact of the Expanded Public Works Programme (EPWP) in selected localities in the Amathole district. Therefore the researcher kindly requests your co-operative and participation in this research.

The anonymity and confidentiality of respondents that require it is assured.

The researcher has the approval of the university, as well as other role players, such as the Amathole District Municipality, the local municipalities in which the interviews will be conducted and the government Department responsible for the roll-out of the EPWP, to conduct the research.

Thank you in advance for your co-operation.

Pamela Nkonki

EXPANDED PUBLIC WORKS PROGRAMME

AMATHOLE DISTRICT

QUESTIONNAIRE FOR OFFICIALS IN NGQUSHWA LOCAL MUNICIPALITY

NAME OF THE ORGANISATION: EPWP ROAD CONSTRUCTION PROJECT

NAME OF THE INTERVIEWER: MR Mkhontwana

POSITION: EPWP CO-ORDINATOR

1. Please state the total number of EPWP projects that were completed in the area of the Ngqushwa Municipality during 2008-2013?

.....

2. How many local people were employed on the EPWP projects during that time period (2008-2013

.....

3. What criteria are used to recruit people to work on the EPWP projects? (tick either the Yes or No boxes in each instance)

<i>Recruitment technique for the beneficiaries</i>	<i>Yes</i>	<i>No</i>
The municipality has an EPWP recruitment policy		
There are guidelines from the Department of Public Works that must be followed.		
The policy states that only people from the <u>local</u> municipality area should be employed		
The recruitment policy particularly targets the <u>poor</u>		
The policy states which <u>age</u> groups should be prioritised		
The policy states which <u>gender</u> should be prioritised		
The policy states which <u>race</u> should be prioritised		

4. Was skills training offered to all the beneficiaries of the EPWP projects?

 Yes No

5. If 'yes', what sort of training skills are most commonly offered (state particular skill, such as making tar for road construction, surveying, record keeping, etc.)?

.....
.....
.....

6. Is such training structured and formal, or does it consist only of on-the-job training?

.....
.....

7. Do the participants receive certificates after completing the training?

 Yes No

8. Does the Municipality's EPWP Unit ever follow up after the completion of the EPWP project (e.g. as part of an evaluation of the project) to find out how the beneficiaries are doing, whether they have managed to find permanent employment or started their own businesses?

 Yes No

9. If not, are you aware that any of the other institutions or departments involved in the EPWP ever follow up after the completion of the EPWP project to find out how the beneficiaries are doing, whether they have managed to find permanent employment or started their own businesses?

 Yes No

10. Do you believe that the skills that the beneficiaries acquired during the EPWP training have been useful to them afterwards, to find employment where they could use these skills or to start their own businesses (tick the appropriate box(es))?

Impact of EPWP training on lives and careers of beneficiaries	Yes	No
No, training is insufficient to meet these objectives		
Training equips beneficiaries to find employment after EPWP project		
Training equips beneficiaries to start their own businesses		

11. Do you believe that the EPWP in the area of the Municipality has met the overall objectives of the EPWP, which includes not only short-term employment, but also the acquisition of skills?

Yes
 No

12. If not, what in your opinion can be done better, to equip the beneficiaries with useful skills?

.....

.....

13. What other comments do you have on the effectiveness of the EPWP, particularly on how it can better improve the lives of the poorest in society?

.....

.....

14. Is there anything that you believe that the municipality itself can do better in this regard?

Yes
 No

15. Whether you have answered Yes or No, please explain the reason for your response:

.....

.....

.....
.....

16. Do you believe that the municipal staff needs more support from other role players, such as the Amathole District Municipality and the Department of Public Works?

<i>Support required from other role players</i>	Yes	No
Amathole District Municipality		
Department of Public Works		
Department of Labour		
Dept. of Economic Development, Environmental Affairs & Tourism		
Other (specify)		
Other (specify)		

17. Do you have any final comments, whether positive or negative, that relate to your experience with EPWP projects in the area of this Municipality?

.....
.....
.....
.....
.....

Thank you for your participation

EXPANDED PUBLIC WORKS PROGRAMME

AMATHOLE DISTRICT

QUESTIONNAIRE FOR PEOPLE WHO PARTICIPATED IN EPWP PROJECTS (BENEFICIARIES)

Instructions to fieldworker:

First confirm that the participant understands that this research refers to a particular EPWP project (you may need to explain what the Expanded Public Works Programme is).

Then confirm that the respondent has worked on this project.

If so, and the respondent is happy to answer the questions, thank him/her for their participation and continue with the interview.

1. What is the main source(s) of income for this household? (Tick the boxes that are mentioned.)

<i>Sources of household income</i>	<i>Tick</i>
Salary/wages from employed household members	
Old-age pension(s)	
Child support grant(s)	
Disability grant(s)	
Remittances (money sent home by household member(s) working elsewhere)	
Other (specify, e.g. self-employed as farmer or shop-keeper)	
Other (specify)	
Combination of two or more of the above	

2. How did you get to hear about the EPWP project?

.....

.....

.....

3. How were you recruited to work on the EPWP project (e.g. a general meeting, called to an interview, a test, etc.?)

.....
.....
.....

4. For how long did you work on the EPWP project? (State clearly whether the answer refers to number of days, weeks, months or years)

5. Explain what work you did on the project (try to get as specific an answer as possible, e.g. mixing tar for the road, surveying, bricklayer, traffic controller, general labourer, etc.):

.....
.....

6. Did you receive any training as part of the EPWP initiative?

 Yes No

7. If 'yes', what sort of training did you receive (state particular skill/s)?

.....
.....
.....

8. Was this training formal and structured (e.g. offered by a trainer in a classroom situation), or was it on-the-job training (e.g. by the supervisor), or a combination of the two? Tick only one box.

<i>How the training was conducted</i>	<i>Tick</i>
Formal and structured training	
Informal on-the-job training	
Combination of the two	

9. Did you receive a certificate that indicates what training you had completed?

 Yes No

10. Do you believe that this training has equipped you to find a job or start your own business after the end of the EPWP project?

 Yes No

11. If 'no', please explain why the training will not be useful for your future career:

.....
.....
.....

12. How do you assess your general working experience on this EPWP project? Pick only one of the following responses and tick the relevant box:

Very positive	<input type="checkbox"/>
Good	<input type="checkbox"/>
Average/fair	<input type="checkbox"/>
Not so good/poor	<input type="checkbox"/>
Very poor/negative	<input type="checkbox"/>

13. Please explain why you gave this particular answer (what was good or bad about working on the EPWP project?):

.....
.....
.....

14. Do you believe that the work experience on the EPWP project has equipped you better to find a job or to start your own business after the end of the EPWP project?

 Yes No

15. If 'no', please explain why you believe that you will not be able to apply your work experience in your future career:

.....
.....
.....

16. Are you currently employed?

 Yes No

17. If 'yes', what is your occupation (actual work the respondent is currently doing)?

.....
.....

18. Is your current occupation permanent, or only a temporary job (tick one box)?

Permanent job	<input type="checkbox"/>
Temporary job	<input type="checkbox"/>

19. Are you prepared to participate in another EPWP project should the opportunity arise?

 Yes No

20. If not, please explain why not?

.....
.....
.....

21. Finally, do you have any other comments about the EPWP programme and your experiences with working on the project, both positive (good) and negative (bad), what in your opinion could be done better, etc.?

.....
.....
.....
.....

Thank you for your assistance in completing this questionnaire.

EXPANDED PUBLIC WORKS PROGRAMME

AMATHOLE DISTRICT

QUESTIONNAIRE FOR AMATHOLE DISTRICT MUNICIPALITY EPWP STAFF

1. How many EPWP projects have been implemented in the area of the Amathole District over the past five (5) years (2008-2013)?

<i>EPWP projects 2008-2013</i>	<i>Number</i>
Amathole District	
Ngqushwa Local Municipality	

2. How many people were employed on EPWP projects in these areas over this time:

<i>Employment in EPWP projects 2008-2013</i>	<i>Number</i>
Amathole District	
Ngqushwa Local Municipality	

3. Are there guidelines in place on how Municipalities should recruit EPWP beneficiaries?

Yes

No

4. If so, do these guidelines provide pointer that relate to

<i>Guidelines</i>	<i>Yes</i>	<i>No</i>
Gender		
Age		
Race		
Target only local people		
Target the poorest of the poor		

5. Explain how the Amathole District Municipality and your department or unit is involved in, and how it supports the municipalities in the following aspects of an EPWP project (tick appropriate boxes):

<i>Extent of involvement</i>	<i>Planning phase</i>	<i>Recruitment phase</i>	<i>Training phase</i>	<i>Implementation phase</i>	<i>Monitoring & evaluation</i>
Direct involvement in particular phase(s)					
Offers support if requested					

6. Are all EPWP beneficiaries supposed to be trained as part of their participation on the EPWP project?

Yes No

7. If training is provided, is such training structured and formal, or does it consist mainly of on the job training?

<i>How the training was conducted</i>	<i>Tick</i>
Formal and structured training	
Informal on-the-job training	
Combination of the two	

8. Do beneficiaries receive certificates after completion of the training?

Yes No

9. What are the most common skills that the EPWP beneficiaries are trained in (e.g. surveying, record-keeping, working with tar or cement, etc.)?

.....

10. Is there a mechanism in place for the staff in your organisation that is responsible for EPWP to follow up after completion of an EPWP project to find out how the beneficiaries are doing, whether they have managed to find permanent employment or started their own business?

Yes

No

11. If so, does it appear that the skills that the beneficiaries acquired during the EPWP training have been useful to them afterwards, to find employment where they could use these skills, or to start their own business?

.....
.....

12. Are you aware whether any other organisation, such as the local Municipality or the Department of Public Works, follows up after completion of an EPWP project to find out how the beneficiaries are doing, whether they have managed to find permanent employment or started their own business?

Yes

No

13. If no follow up is done, do you believe that this should be an important part of the evaluation of the EPWP projects, to ensure that it meets all of its objectives?

Yes

No

14. In your opinion, has the EPWP in the Amathole District met the objectives of the EPWP, which includes not only short-term employment, but also the acquisition of skills?

Yes

No

15. If not, what in their opinion can be done better, to equip the beneficiaries with useful skills?

.....
.....

16. Do you have any other comments on how the EPWP can have a more beneficial impact on the lives and careers of the EPWP beneficiaries?

.....
.....
.....
.....

Thank you for your participation. The information that you provided will assist me to complete my research into the impact of the EPWP.

EXPANDED PUBLIC WORKS PROGRAMME

AMATHOLE DISTRICT

QUESTIONNAIRE FOR DEPARTMENT OF PUBLIC WORKS EPWP STAFF

17. How many EPWP projects have been implemented in the area of the Amathole District over the past five (5) years (2008-2013)?

<i>EPWP projects 2008-2013</i>	<i>Number</i>
Amathole District	
Ngqushwa Local Municipality	

18. How many people were employed on EPWP projects in these areas over this time:

<i>Employment in EPWP projects 2008-2013</i>	<i>Number</i>
Amathole District	
Ngqushwa Local Municipality	

19. Are there guidelines in place on how Municipalities should recruit EPWP beneficiaries?

Yes

No

20. If so, do these guidelines provide pointer that relate to

<i>Guidelines</i>	<i>Yes</i>	<i>No</i>
Gender		
Age		
Race		

Target only local people		
Target the poorest of the poor		

21. Explain how the Department of Public Works staff is involved in, and how it supports the municipalities in the following aspects of an EPWP project (tick appropriate boxes):

<i>Extent of involvement</i>	<i>Planning phase</i>	<i>Recruitment phase</i>	<i>Training phase</i>	<i>Implementation phase</i>	<i>Monitoring & evaluation</i>
Direct involvement in particular phase(s)					
Offers support if requested					

22. Are all EPWP beneficiaries supposed to be trained as part of their participation on the EPWP project?

Yes No

23. If training is provided, is such training structured and formal, or does it consist mainly of on the job training?

<i>How the training was conducted</i>	<i>Tick</i>
Formal and structured training	
Informal on-the-job training	
Combination of the two	

24. Do beneficiaries receive certificates after completion of the training?

Yes

No

25. What are the most common skills that the EPWP beneficiaries are trained in (e.g. surveying, record-keeping, working with tar or cement, etc.)?

.....
.....

26. Is there a mechanism in place for the staff in your Department that is responsible for EPWP to follow up after completion of an EPWP project to find out how the beneficiaries are doing, whether they have managed to find permanent employment or started their own business?

Yes

No

27. If so, does it appear that the skills that the beneficiaries acquired during the EPWP training have been useful to them afterwards, to find employment where they could use these skills, or to start their own business?

.....
.....

28. Are you aware whether any other organisation, such as the local Municipality or the Amathole District Municipality, follows up after completion of an EPWP project to find out how the beneficiaries are doing, whether they have managed to find permanent employment or started their own business?

Yes

No

29. If no follow up is done, do you believe that this should be an important part of the evaluation of the EPWP projects, to ensure that it meets all of its objectives?

Yes

No

30. In your opinion, has the EPWP in the Amathole District met the objectives of the EPWP, which includes not only short-term employment, but also the acquisition of skills?

Yes

No

31. If not, what in their opinion can be done better, to equip the beneficiaries with useful skills?

.....
.....
.....
.....

32. Do you have any other comments on how the EPWP can have a more beneficial impact on the lives and careers of the EPWP beneficiaries?

.....
.....
.....
.....

Thank you for your participation. The information that you provided will assist me to complete my research into the impact of the EPWP.