

A CRITICAL EVALUATION OF PRE- AND POST- 1994  
LARGE-SCALE DEVELOPMENT PROGRAMMES  
IN SOUTH AFRICA WITH PARTICULAR  
FOCUS ON EMPLOYMENT CREATION

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University of the Witwatersrand, Johannesburg, in fulfillment of the  
requirements for the degree of Doctor of Philosophy in Engineering.

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## DECLARATION

I declare that this thesis is my own unaided work. It is being submitted for the degree of Doctor of Philosophy in Engineering in the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other University.

.....  
Wellington Didibhuku Thwala

.....day of ..... 2009

## **ABSTRACT**

In South Africa, the levels of unemployment and poverty are extremely high and these are two of South Africa's most pressing problems. Over the past 28 years several major programmes have been initiated in South Africa to counter unemployment and poverty. Between 1980 and 1994, the former government spent billions of Rands on large-scale development programmes with the stated objective of using labour-intensive methods during the provision of physical infrastructure, to create employment and alleviate poverty. However, this did not solve the unemployment problem. Since 1994 the African National Congress (ANC) government has implemented large-scale programmes with similar objectives to those before 1994. After an analysis of the theoretical premises and implementation of labour-intensive public works programmes in Africa, the thesis critically evaluated several pre - and post - 1994 large-scale development programmes in South Africa. Major conclusions are that very little sustainable employment was created and there was no long-term programme approach to address poverty alleviation. Furthermore, lessons that could have been learnt from pre – 1994 have not been applied in the post 1994 period. Shortcomings in programme planning and implementation of large-scale development programmes in South Africa still exist. Another major conclusion is that the pre-1994 lessons were not taken into considerations in the post-1994 programme planning and implementation. Based on the research, the author has derived a six phase Programme Management Framework for Development Programmes. This framework embodies a long-term programme management approach to the planning and implementation of large-scale, labour-intensive development programmes.

**KEYWORDS:** Labour-intensive, public works, employment creation, large-scale development programmes projects, poverty, and infrastructure.

To my Father and Mother  
Samuel Mpini Thwala and Nester Phahlakati Thwala

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## ABBREVIATIONS AND ACRONYMS

CASE	Community Agency for Social Enquiry
CASP	Clean and Green Programme
CBPWP	Community-Based Public Works Programme
CETA	The Construction Education and Training Authority
CIM	Capital-Intensive Methods
DBSA	Development Bank of Southern Africa
DoA	Department of Agriculture
DoL	Department of Labour
DOT	Department of Transport
RSA/KNDP	Republic of South Africa/ KwaZulu-Natal Development Programme
DWAF	Department of Water Affairs and Forestry
CIM	Capital Intensive Methods
EIC	Employment Intensive Construction
EIEC	Employment Intensive Engineering Consultants
EIM	Employment Intensive Methods
EPWP	Expanded Public Works Programme
GDP	Gross Domestic Product
IDT	Independent Development Trust
ILO	International Labour Organisation
ISRDP	Integrated Sustainable Rural Development Programme

LIM	Labour-Intensive Methods
LITE	Labour-Intensive Training and Engineering
KRAAP	Kenyan Rural Access Roads Programme
KSAB	Keep South Africa Beautiful
M&E	Monitoring and Evaluation
MI	Machine-Intensive
MIP	Municipal Infrastructure Programme
NEF	National Economic Forum
NGOs	Non-Governmental Organisations
NDPW	National Department of Public Works
NPWP	National Public Works Programme
RARP	Rural Access Roads Programme
RDP	Reconstruction and Development Programme
SAB	South African Breweries
SADC	Southern African Development Community
SAICE	South African Institution of Civil Engineers
SAACE	South African Association of Consulting Engineers
SASS	South African Statistical Service
SANCO	South African National Civic Organisation
SDIs	Spatial Development Initiatives
SECP	Special Employment Creation Programme
SORF	Strategic Oil Reserve Fund
SPWP	Special Public Works Programme
SOWETO	South Western Township
RDP	Reconstruction and Development Programme

UN	United Nations
UNPD	United Nations Development Programme
WB	World Bank
WEP	World Employment Programme