

**EVALUATION OF THE EXPANDED PUBLIC WORKS PROGRAMME
AS POVERTY REDUCTION STRATEGY IN BUFFALO CITY
MUNICIPALITY**

by

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Declaration:

In accordance with Rule G5.11.4, I hereby declare that the above-mentioned treatise is my work and that it has not previously been submitted for assessment at another University or for another qualification.

SIGNATURE:



DATE: February 2021

DEDICATION

This study and papers that emanate from it will always be dedicated to the memory of my late parents Mandlovandile Gladstone and my mother Fundiswa Regina Phyllis Ngumbela as well as my late Uncle and Aunt Vuyisile Vizard and Fezeka Priscilla Mnqanqeni who unselfishly gave me a foot in on the doors of learning that will always be with me until death. I also dedicate this work to all my brothers and sisters for their love and support.

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ABBREVIATIONS

BCMM -	Buffalo City Municipality
DPME -	Department of Planning, Monitoring and Evaluation
DPW -	Department of Public Works
EC -	Eastern Cape
ECP -	Eastern Cape Province
ECSECC –	Eastern Cape Socio-Economic Consultative Council
EPWP -	Expanded Public Works Programme
GDS -	Growth and Development Summit
HDI –	Human Development Index
IDP -	Integrated Development Plan
KZN –	KwaZulu-Natal
LED -	Local Economic Development
M and E -	Monitoring and Evaluation
MDG -	Millennium Development Goals
MTSF -	Medium Term Strategic Framework
NDP -	National Development Plan
NPC -	National Planning Commission
PSC –	Public Service Commission
PWD -	Public Works Department
RDP -	Reconstruction and Development Programme
SAMEA –	South African Monitoring and Evaluation Association
SDG -	Sustainable Developmental Goals
STATS SA -	Statistics South Africa

UK – United Kingdom

UNHSP - United Nations' Human Settlements Programme

USA - United States of America

ABSTRACT

One socio-economic problem that South Africa is currently facing is the youth and women unemployment rate, which is among the highest in the world. The Government of South Africa has been involved in a number of initiatives, along with the advancement of a labour-intensive Expanded Public Works Program (EPWP) to reduce unemployment and poverty. The EPWP was initiated in 2004 with the aim of putting the unemployed into productive work in the social services of the public sector where relevant training and transfer of appropriate skills are provided to EPWP beneficiaries. However, the EPWP provides only temporary job opportunities that have little impact on the beneficiaries' lives. The main objective of the study was to analyse the Expanded Public Works Programme as a strategy for poverty reduction in order to assess its effectiveness on poverty reduction in Buffalo City Municipality, and to learn best practices that can be emulated by other municipalities or other programmes of Buffalo City Municipality. The secondary aim of the study was to suggest possible solutions and ways to overcome the problems and challenges faced by the metropolitan municipality of Buffalo City in tackling poverty reduction. Another goal was to explore whether the job prospects in Public Works would improve participants' future employability after they leave EPWP. Lastly, the study forwards suggestions on how best to use the EPWP as a tool to provide disadvantaged youth and women with sustainable job opportunities. The sample comprised of ten (10) individuals, and it was arrived at using purposive sampling. The self-administered questionnaire was sent to two (2) councilors and eight (8) EPWP managers involved in the EPWP management in the Buffalo City Metropolitan Municipality. The data was collected through the self-administered questionnaire, followed by telephone follow-ups for points of clarity, because the study took place at the height of the Covid-19 pandemic, which took everyone by surprise and left the whole world astonished as it seemed no one was fully prepared for the disaster.

The study found that, overall, the design elements and implementation aspects of EPWP are not ideal for helping the unemployed to become more employable on a large scale. Other issues include the absence of advanced skills training for EPWP participants; the unsustainable essence of the administration of the EPWP, and the non-approval of the draft EPWP policy. This study suggests measures with regard to EPWP coordination, enhanced project monitoring, preparation, indigent requirements and acceptance of the EPWP regulation under the BCMM. The study also recommends, in addition to the above, properly consulted management

framework according to international best practices of programme management and evaluation to allow the EPWP to achieve its goals more effectively.

Keywords: Programme evaluation; Unemployment; Expanded Public Works Programme (EPWP); Best practices; Strategy; Poverty alleviation

CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.1 Introduction

Throughout the ages, even in Biblical times, humanity has had to deal with poverty. In Deuteronomy 28:48 (The Bible 1975(NKGV)), for example, the Bible refers to the concept of dire poverty. Globally, poverty is regarded as a major hindrance to human development and still is one of the major developmental challenges facing most third world countries, including South Africa, which is still battling with poverty twenty-five years into democracy.

The following elements are addressed in this chapter: clarification of terms, rationale and significance of the study, problem statement, background and contextualisation of the study, preliminary literature review, research paradigm, theoretical foundations and conceptualisation, research aims and objectives, research questions, research design and methodology, ethical considerations, demarcation of the study, and an outline of the dissertation chapters.

1.1.1 Clarification of terms

A local metropolitan municipality, known as the Buffalo City Metropolitan Municipality, governs the city of East London, King William's Town, Kidd's Beach, Mdantsane, Berlin, Zwelitsha and Dimbaza in the Eastern Cape Province of South Africa. The term city government is used to refer to the municipality or local authority that is responsible for a city's governance. The Metropolitan Municipality of Buffalo City is a Category A municipality located on the east coast of the Province of the Eastern Cape.

The Extended Public Works Program, widely known by its acronym EPWP, is a technique for poverty reduction and is the main focus of this analysis on poverty reduction. In other South African cities, the researcher has also carried out research-related observations.

1.2 Rationale and significance of the study

The local government plays an important role in promoting job creation and in ensuring the effectiveness of poverty reduction strategies. The results of this study might influence the methods and policy decisions in the Buffalo City Metropolitan Municipality in terms of poverty reduction strategies and planning for poverty reduction. The study can also assist the municipality in determining the needs of society and the priorities of the communities. It is also anticipated that the results of the study might assist both the management officials and politicians (councillors), as well as the citizens of the Buffalo City Metropolitan Municipality, in identifying and rectifying weaknesses in existing strategies that aim to eradicate poverty. The study is also important in its attempt to establish the effectiveness of the poverty reduction strategies employed by Buffalo City Metropolitan Municipality. The study should be able to inform a remedy in this regard in order to assist the municipal inhabitants with poverty reduction and to enable them to pay for the minimum basic services offered by the municipality.

1.3 Statement of the problem

Poverty, unemployment, joblessness and high levels of illiteracy are some of the challenges facing South Africa on a daily basis (PIAPS 2019). Finding effective ways and means of addressing such challenges means that various strategies have to be implemented by all spheres of government. According to Provincial Integrated Anti-Poverty Strategy (2019), the Eastern Cape is frequently indicated as the poorest province in South Africa. Within the province, poverty is widespread but is most prevalent within Alfred Nzo District Municipality (DM), followed by OR Tambo DM, Amathole DM, Joe Gqabi DM, Chris Hani DM, Sarah Baartman DM and lastly Nelson Mandela Bay Municipality.

As indicated in a government report (ECSECC 2012), the Eastern Cape's economic activity is concentrated in the two provincial metros, Nelson Mandela Bay and Buffalo City Metropolitan Municipalities, with the main towns being Port Elizabeth and East London; to a lesser degree, there is substantial economic activity in Mthatha too. Notwithstanding economic growth, high levels of unemployment and poverty persist, particularly in the rural areas where two thirds of the population resides. The OR Tambo and Alfred Nzo district municipalities have both a high percentage of their population below the poverty line, and greater depth and severity of adversity. The OR Tambo District is of particular concern given its population size and because

this district accounts for 32 percent of the poverty gap in the Eastern Cape. It is followed by the Amathole District, which accounts for 26 percent of the poverty gap (ECSECC 2012).

Census 2011 results (Statistics SA 2012) have shown about the index of socio-economic underdevelopment, which is based on indicators for education, that income and unemployment are higher in former Bantustan areas while levels of development are higher in the Urban parts of the province. This is a clear indication that the structural legacy of the homeland system remains, and that areas such as the OR Tambo and Alfred Nzo districts should remain targets for social as well as economic interventions. For these regions, economic measures to create jobs, self-employment and to achieve economic inclusion are paramount for any long-term solution to the problem of widespread poverty.

The low socio-economic status of the province reflects clearly in the outward pattern of migration and high levels of mortality at different age groups. However, in a surprisingly negative response to a protracted assault from poverty, fertility in the province continues to experience a declining trend. Recent interest in poverty and poverty relief strategies for poverty-vulnerable communities has included debates that have moved beyond narrow concerns about consumption and income generation. Amartya Sen's work in the 1980's has made a major contribution to the study of poverty (Vizard 2008). In places like West Bengal, India, for example, elected local governments have played a major role in the implementation of various poverty alleviation programmes. The programmes include land reform and local infrastructure projects designed to generate employment for the poor. According Williams (1998), the anti-poverty projects have been effective because several programmes that were initiated to alleviate poverty helped to eliminate famines, cut absolute poverty levels by more than half and reduce illiteracy and malnutrition.

1.4 Background and contextualisation

The purpose of this study is to evaluate the implementation and execution of the Expanded Public Works Programme (EPWP) strategy as a poverty alleviation tool in the Buffalo City Metropolitan Municipality (BCMM). Unemployment and high numbers of people living below the poverty line are some of the prevalent challenges that South Africa is facing. According to the Quarterly Labour Force Survey results released by Statistics SA, the unemployment rate was at 27,1% by the 4th quarter of 2018, with Eastern Cape (EC) recording the highest rate of

46,1% (1 210 000) unemployed people and the BCMM recording 35.1% (135 753) of its population as unemployed; youth unemployment stood at 45.1% (STATS SA 2019). At 35.1%, Buffalo City Metropolitan Municipality has the second highest unemployment rate in the province after the Nelson Mandela Bay Metropolitan Municipality, which has 46.1%. The working age of the Municipality (BCMM), which is from 15 – 64 is at 67.6% and the dependency ratio of 47.9% (STATS SA 2019), which is the highest of all the Metros in the country.

The EPWP is one of the government's initiatives to reduce unemployment and alleviate poverty. It originates from the Growth and Development Summit (GDS) of 2003 which agreed that the public works programmes '*can provide poverty and income relief through temporary work for the unemployed to carry out socially useful activities*' (EPWP, 2010). The objective of the programme is, "*To provide work opportunities and income support to poor and unemployed people through the labour-intensive delivery of public and community assets and services, thereby contributing to development*" (Department of Public Works 2014). All government spheres and entities contribute to the EPWP and are given targets over the Medium Term Strategic Framework (MTSF) period. In the Phase III (2014 – 2019) of the EPWP implementation, the BCMM was given a target of 53 390 work opportunities, with a 55% target for youth employment. It is against this background that this study was undertaken to monitor and evaluate the implementation of the EPWP in the BCMM as a job creation strategy for the youth.

1.5 Preliminary literature review

Reviewing literature is important because it establishes connections between the existing knowledge body and the issue being studied and because it facilitates learning from other scholars (McMillan and Schumbacher 2010; Lie 2011). For the current study, literature related to poverty alleviation, public works programmes and public programme evaluation is reviewed.

1.5.1 Poverty alleviation

The Millennium Development Goals (MDG's) that were launched in 2000 and which were the precursor of the Sustainable Developmental Goals (SDG's) launched in 2015 committed all nations of the world to halving poverty and inequality by 2015 were not achieved. According to the United Nations' Human Settlements Programme (UNHSP 2003), many people still live

in communities with little or no infrastructure and in social conditions which perpetuate the problems of violence and poverty (UNHSP 2003). Because of the increasing number of children, social security assistance packages from the state are not always enough in themselves to remedy the situation, because the number of children who have poor parents is growing every day and seemingly getting out of hand. Bush and Bell (2002) state that in the final decades of the twentieth century, the analysis of poverty in the countries of the South became a priority of many major institutions located in the North. This seeming obsession with poverty stems from the need to eradicate poverty.

In a wider context, the South African government has been engaged in poverty alleviation since immediately after the first democratic elections, attempting to deal with the challenges posed by apartheid in those parts of society where the rates of poverty were extremely high, with resulting high unemployment rates, illiteracy and underdevelopment, particularly in the former black-only demarcated areas. The year 1994 heralded in a new era of achieving political freedom for every citizen of the country. However, the struggle is ongoing, due to the unending poverty that was ravaging the country as a whole. According to Ngwane, Yadavalli and Steffens (2001: 77), the struggle that was left was the “second struggle”; the struggle that perpetuated the view for the attainment of economic freedom by every citizen, that is, freedom from want and poverty. To ensure that this is realised, the South African Government, through its Medium Term Strategic Framework (2009 – 2014) and various other planning frameworks set targets for poverty alleviation under the theme “Together we can do more” (DPME 2009).

De Wit (2000) and Schneider (1999) argue that for many good reasons there is much interest in issues of participation and empowerment, and, more recently and more broadly, in participatory governance which includes special attention to structures and relationships that make participation possible. A related field of enquiry involves the requirements for local government to create conditions under which communities are enabled to participate in the production and delivery of services and in meeting the basic needs of citizens.

A relevant strategy of fighting poverty, in the case of South Africa, was the Expanded Public Works Programme, a government initiative formally announced by former President Thabo Mbeki in his State of the Nation Address in February 2003. The cabinet adopted it in November 2003. The key focus of the strategy was to fight poverty and underdevelopment through job creation, infrastructure development and the stimulation of growth as well as speeding up

service delivery and improving the quality of life of the communities that were ravaged by relentless poverty. Job creation and skills development are some of the national government's top priorities. The unemployment rate at the time was reportedly at 39% for South Africa, and it remains one of the highest in the world. The Expanded Public Works Programme (EPWP) is therefore one of the national government's responses to addressing these challenges.

In terms of potential, South Africa is capable of eliminating poverty and reducing inequality within the next two decades. However, this would require a new approach and a move from being passive to being active, with people championing development for themselves and their destiny, and government effectively developing capabilities of people to lead the lives they are longing for. According to the National Development Plan (NDP 2012) and the National Planning Commission (NPC 2010), a country that is prosperous and progressive in eradicating poverty and inequality has a better chance of eventually eliminating the effects of discrimination, which have their roots in apartheid and colonialism and which have scarred the South African society over the years of landlessness and separate development. From the findings of this study, it is indisputably clear that poverty is a crisis that needs a multi-faceted approach by all stakeholders, who need to unanimously act in the interests of the citizenry.

While poverty is widespread and deep all over the world, as well as the chief target of the current government policy in South Africa, there is no official poverty line in South Africa. Hence, policy makers are still reliant on indicators like a money metric poverty rate and the HDI. Several studies have been conducted on the characteristics and spread of poverty in the Eastern Cape. These studies were carried out to improve planning, programming and targeting of antipoverty interventions. The overwhelming finding is that more than a decade into democracy, the Eastern Cape Province remains trapped in structural poverty. This shows in all aspects of its demographic, health and socioeconomic profiles. Methods, measurements and statistics vary, but from the various studies and datasets, one can estimate that between 20% and 60% of the population live in abject poverty.

More in-depth studies show that district municipalities vary considerably in terms of income and poverty. According to May and Nzimande's (2012) report on income, assets and poverty in the Eastern Cape, the Nelson Mandela Municipality and Cacadu District Council have comparatively low incidence, depth and severity measures of poverty, while OR Tambo and

Alfred Nzo have both a high percentage of their population below the poverty line, and greater depth and severity of adversity.

1.5.2 Public works programmes

The South African Government established the Expanded Public Works Program (EPWP) as one of the methods for alleviating poverty and rising unemployment. A comprehensive system encompasses both government and state-owned business domains (EPWP Guidelines 2005:1). The Code of Good Practice and Ministerial Commitment (2002) clarifies its priorities and notes that the purpose of the EPWP is to provide additional opportunities for work combined with preparation. The EPWP is a national initiative involving the reorientation of public sector spending on goods and services to draw significant numbers of the unemployed into productive employment, so that workers can develop expertise when working and thus improve their income-earning potential (EPWP Newsletter 2006).

The EPWP is aimed at generating sustainable job opportunities and bridging the gap between South Africa's first and second economies. It is for this reason that it is the Public Works Department (DPW) in its core role, namely infrastructure, implemented the system for economic investment purposes. While the system is applied in all nine provinces in South Africa, the focus of this report is on the province of Eastern Cape (EC). An assessment of the accomplishment of the EC Public Works' initial goals and objectives during the first five years of implementation of EPWP (2004-2009) was conducted, concentrating on how the system is being implemented and operationalised within the province.

The researcher hoped the study would to inform a review of the EPWP-related policy to better address the defined challenges. Poverty and unemployment rank among the most pressing problems facing South Africa. However, it is apparent that the term poverty has attracted much debate in South Africa in understanding poverty (PSC 2009). The explanation for this heated debate is that poverty can be a political problem (PSC 2007) and a disputed one, especially as to whether poverty increased or decreased during a specific government's term of office, and ascribing success or failure to the initiatives implemented by that government (PSC 2009). Consequently, some government agencies have begun conceptualising and describing deprivation in ways that represent various aspects of its existence, with particular reference to their constitutional mandate (Mahlatsi 2007). In summary, description of poverty includes

concepts such as income, relative deprivation, basic needs, impotence, vulnerability, livelihoods, capability, well-being and 'voice'.

The EPWP is a cross-cutting initiative carried out by all three government (National, Provincial and Local Governments) and state-owned enterprises (SOEs) spheres. This is a national initiative aimed at bringing large numbers of unemployed people into productive jobs, in order to acquire skills while working, and to increase their income-earning potential. "The EPWP's aim is to use public sector budgets to mitigate unemployment by creating temporary, productive job opportunities coupled with training" (Phillips 2004:7).

1.5.3 Public Works Employment in the literature

There are streams of literature by different scholars as to how the EPWP employment schemes exacerbate the current issue of casualization of labour, and whether or not public works employment can be used as an effective tool for shifting skills to disadvantaged people on the premise that these skills can help them find jobs in the formal labour market. Similar or dissenting research findings from this literature are therefore examined to identify key arguments as to whether employment in public works exacerbates the problem of labour casualisation and the extent to which public works can be used to propel and channel employees into the formal labour market once they exit these programmes. This helps answer the questions the study posed.

Two streams of literature (each with sub-clusters) are interrogated: (a) one that discusses and problematises the notion of casualisation of labour and how it increases the 'poor standard' of jobs available on the South African labour market and (b) another that investigates the characteristics of employment in public works and how they contribute to the current problem of casualisation of labour, including the question of how effective on-the-job preparation and work experience help to assess participants' exposure to a more stable labour market after they leave. The key point of the first stream of literature, illustrated by Franco Barchiesi in his numerous papers, is that wage employment as the basis of "decent life" has deteriorated as job development has tended to be more prevalent in casual, informal and precarious jobs where salaries and benefits are low and less easily distinguishable from informal sector employment. The precariousness of employment has been traced to the processes of liberalisation and informalisation, at the core of which are excessive subcontracting or outsourcing and

casualisation of labour, which in a number of ways have adversely affected the working conditions.

Analysts argue that while jobs are an important source of livelihood for the poor majority, the types of jobs mostly available to the unskilled working-age population in South Africa do not bear the official narrative of wage employment as a solid wedge against poverty, as many workers work for what are known as "poverty wages" under scarce protection conditions. Besides an existing body of literature that casts doubt on the centrality of wage jobs generated by means such as public works schemes as a solid wedge against poverty, a growing body of inquiry argues that public works jobs propagate the practice of casualisation of labour on the South African labour market. Since workers in the EPWP have restricted rights, salaries and benefits, it is argued that the abilities of labour to negotiate salaries and other conditions of full-time jobs are limited. Melanie Samson is in this regard the most influential protagonist. Based on research conducted in 2002 and 2003 for the Municipal Services Project and the South African Municipal Workers' Union as part of a wider study on waste management reform, Samson (2007) describes the various ways in which public works are propagating the issue of widespread casualisation of labour.

The second body of literature discussed in this study suggests that employment in public works does not improve participants' subsequent employability once they leave the program because the number of days and standard of job training offered is small and unlikely to have a significant effect on their labour market results (McCord 2004a 2004b 2005a).

1.6 Theoretical foundations

The theoretical framework serves as the frame and support for the study's reasoning, the problem statement, the intent, the importance, and the questions of analysis. The theoretical structure offers a basis, or an anchor, for the study of literature, methodology and analysis (Grant & Azadeh 2014: 12). In the case of this report, the assessment of the software serves as an appropriate basis for designing the study. The researcher explored hypotheses related to the management of public sector programs, project management and assessment of public sector programmess. In Chapter Two, an integrated theoretical structure is developed to assist in the preparation, execution, management and assessment of initiatives run by municipalities to alleviate urban poverty.

1.7 Research aims and objectives

The aim of this study was to assess the effectiveness of the Expanded Public Works Programme as a poverty reduction strategy. An assessment is done on how the EPWP is performing in the metropolitan municipality of Buffalo City, and the effect it has as a poverty mitigation tool on the municipality and the affected targeted groups of the municipality.

The objectives of the study were:

1. To evaluate the success of South Africa`s EPWP as a poverty alleviation Strategy.
2. To assess the effectiveness of EPWP as a poverty reduction strategy in communities in the Buffalo City Metropolitan Municipality.
3. To suggest possible solutions and means of overcoming the problems and challenges faced by Buffalo City Metropolitan Municipality in reducing poverty through the EPWP.
4. Based on the evaluation, to recommend key changes to the design and implementation elements of the EPWP to improve its effectiveness in reducing South Africa`s high unemployment rate.

1.8 Research questions

Since the Department of Public Works has been used to address poverty through the provision of transitory employment, during which workers are supposed to acquire skills that would enable them to find subsequent employment that could be sustainable, it is important to evaluate the extent to which the department helps these workers chart their access to other jobs once they leave these programmes. In addition, it is important to investigate the kind of jobs created in public works, the terms and wages attached to them in the context of, firstly, a growing body of inquiry which suggests that public works create inferior jobs akin to those obtained through sub-contracting in the general labour market, and secondly, where there is theoretical work which argues that the concern with unemployment and poverty should not be confined to the jobless but should also have much to do with the types of jobs available to the unskilled poor.

The primary research question posed in this research is:

To what extent is the EPWP effective in alleviating poverty and empowering participants with knowledge and skills that can be utilised to create income for themselves in other contexts?

The secondary research question is:

How effective is the planning and execution of the EPWP plans in the Buffalo City Metropolitan Municipality?

1.9 Research design and methodology

Yin (2003) suggests that exploratory, explanatory, and descriptive are the styles of case study research design. The research design in this study is explanatory. The study asks the question to what extent is the EPWP successful in alleviating poverty and empowering participants with knowledge and skills that can also be used to generate income for themselves in other contexts, particularly in the Buffalo City Metropolitan Municipality in relation to youth, women, people with disabilities and indigents. Therefore, the aim of this study is to understand the causes of this ineffectiveness in the implementation and management of the EPWP within the BCMM and to recommend an effective approach which will allow the BCMM to achieve its poverty reduction targets. Hancock et al. (2006) argue that explanatory designs attempt to create relationships of cause and effect. Their main aim is to decide how events occur and which ones can affect specific results. Qualitative approaches were primarily used in this study. In order to gather data from the BCMM managers and councilors, an interview schedule was used. The analysis, however, integrates some aspects of the method of quantitative testing. Full questionnaires were sought from the EPWP champions in the form of managers in the BCMM departments who were implementing the EPWP and from councillors whose wards were benefiting from the EPWP ventures. In this analysis, a case study approach was employed. The single case examined is the BCMM.

This study used qualitative research methods, as the focus was on the ideas and thoughts of the various role players in the EPWP. The EPWP was evaluated as a single programme during a particular timeframe, using specific sources of data. A case study research design was therefore applied. The timeframe focused on was the last ten years, from 2011 up to 2020.

1.9.1 Research methods

Surbhi (2016) defines research methods as different measures used to determine answers to the research problem. Qualitative (interviews, observation and focus group), quantitative (surveys and structured questionnaires) and the mixed-method approach are three methods used in

research. The qualitative research method was used to gather new points of view from insiders to understand the phenomenon of interest, as well as grasp what happens locally. The method further allowed the testing of objective theories by investigating relationships amongst the variables (Creswell 2014) and underlying factors of EPWP. The organisational effectiveness of the Buffalo City Municipality poverty alleviation strategies were explored.

1.9.2 Research population of the study

The population of this study was made up of public representatives and employees of the Expanded Public Works Programme in the Buffalo City Metropolitan Municipality, as a third and local sphere of the state. The target population was both the councillors whose wards benefitted people through engaging them in EPWP projects, and managers responsible for the programmes. The managers were employees of the municipality working under the EPWP determination by the Minister of Labour. The case study is thus located at Buffalo City Metropolitan Municipality in the Eastern Cape Province, South Africa.

1.9.3 Sampling

The researcher used purposive sampling, due to the Covid-19 scourge that has taken the world by storm during 2020 and the subsequent lockdowns by the president. Participants were drawn from both the people who are already employed and have been working as EPWP managers for more than two years, and councillors who have been recipients of EPWP projects in their wards, and are known by the managers responsible for the programme. The sample for this study was comprised of a total of ten participants.

Table 1.1: Participants in the study

Category of participants	Number of participants	Method
EPWP Managers	6	Online questionnaire
HR Official	2	Online questionnaire
Councillors	2	Online questionnaire
TOTAL	10	

Data for the study have been generated in the following ways:

- a) Right from the onset, it has been clear that studying various documents, existing research, and the policies that informed the programme is a good approach for insight

into the EPWP. Data for the study was generated from those programme and policy documents created pre-, during and post- implementation of the programme by the Buffalo City Metropolitan Municipality. The exercise of studying programme and policy documents leads to a broader understanding of, and gives insights into, the decisions made with regard to the focus of the EPWP on the infrastructure sector, as well as the inclusion of all the other sectors of the EPWP.

- b) Managers and public representatives (Councillors) at Buffalo City Metropolitan Municipality who are currently responsible for planning and implementation of the programme were interviewed by the researcher through the help of a questionnaire (please see interview questions attached).

The data collected for this study were analysed through and presented in a thematic form. A six-step thematic analysis framework by Braun and Clarke (2006) was applied in order to extract the themes which are vital in evaluating the EPWP impact. Thematic analysis also assisted in answering the evaluation questions accurately, precisely and extensively. The questionnaires were in English and were mainly administered in English (one of the main the languages spoken by residents Buffalo City Metropolitan Municipality) and it seems all the respondents seem to have understood.

1.10 Ethical considerations

Researchers more often than not work independently and have significant freedom in the planning, design and execution of their research projects. However, the need to observe research ethics during the research process remains important. The involvement of human beings as objects of study in the social sciences may bring with it a peculiar ethical dilemmas that are not as relevant in the natural sciences. However, this is not to imply that there are no ethical issues to be considered in the natural sciences.

The cardinal ethical consideration in social sciences is that data should not be obtained at the expense of human beings. According to Lutabingwa and Nethonzhe (2006:124) there are three broad areas of ethical conduct in terms of the design and execution of research of which a researcher should take note, namely: the ethics of data collection and analysis, the ethics of treatment of participants, and the ethics of responsibility to society. In this research study, the instrument for data collection will be questionnaires that have been approved by the NMU Faculty Committee for Research Ethics – Humanities. (See Annexure 1 for examples of the

questionnaires.) Permission from various stakeholders and municipal authorities was sought. The aim of the research was always fully explained to respondents prior to them completing the questionnaire. This is in line with the principle of informed consent, as outlined by Strydom (2011:112) and as a requirement by the Nelson Mandela University's higher degree Committee on academic research protocols and etiquette.

1.11 Overview of the geographical case study area

The research study was carried out at Buffalo City Metropolitan Municipality (BCMM), situated on the east coast of the Eastern Cape Province. The municipality is classified as a Category A municipality and encompasses an area of 2 536 km². The boundaries of the newly established municipality now include a large area characterised by very different features. Two former municipalities, the transitional local councils of East London and King William's Town, have merged into one municipal entity presently known as Buffalo City Metropolitan Municipality. Consequently, areas that were previously not included in these two towns now form part of Buffalo City.

The municipality is named after the Buffalo River, at which mouth lies the only river port in South Africa, and was established as a local municipality in the year 2000, after South Africa's reorganisation of municipal areas. Buffalo City Local Municipality (LM) was separated from Amathole District Municipality (ADM) on 18 May 2011, when it was converted into a fully-fledged metropolitan municipality. The area has a well-developed manufacturing base, with the auto industry playing a major economic role. The municipality enjoys year-round sunshine and a mild climate, with an average annual rainfall of 850mm. The main cities/towns that make up the Buffalo City Metro Municipality are: Bisho, which is currently the seat of the Eastern Cape's Provincial Government, Dimbaza, East London, Kidd's Beach, King William's Town, Mdantsane (the second largest city after Soweto in Gauteng), Berlin, Phakamisa and Zwelitsha. The main economic sectors are community services, finance, manufacturing, trade and transport.

With its world-wide renowned manufacturing base, where the auto industry plays a major role, the analysis of Buffalo City Metro Municipality must be contextualised globally. The map below shows Buffalo City Metro Municipality with its cities, towns and wards.

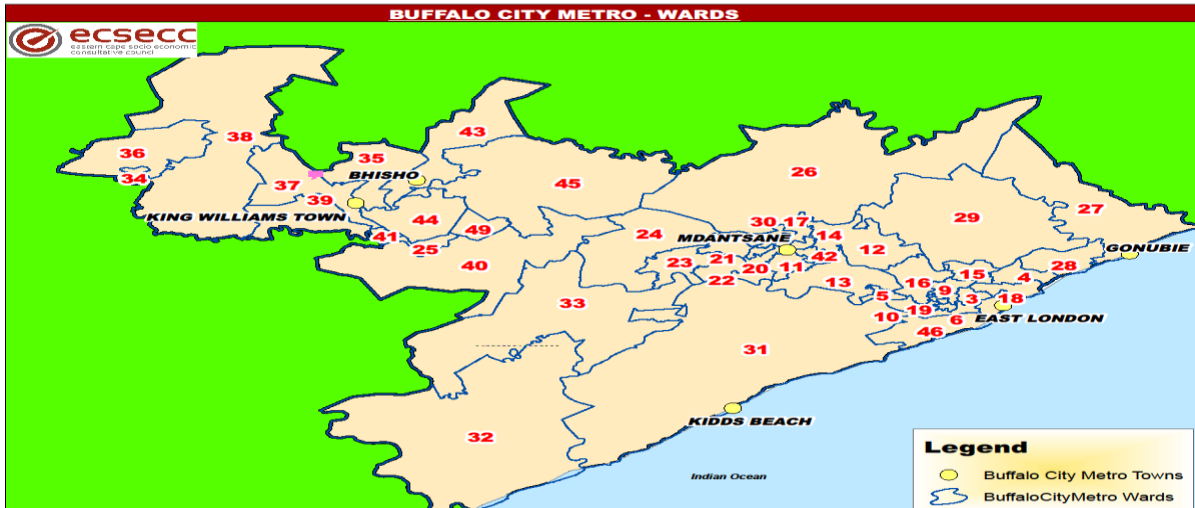


Figure 1.1: Map of Buffalo City Metro Municipality by Cities or Towns and Wards

Source: Eastern Cape Socio-Economic Consultative Council (ECSECC)

BCMM has identified ten priorities that the municipality will focus on for the remainder of the current term of the municipality. The priorities are represented in the diagram below:

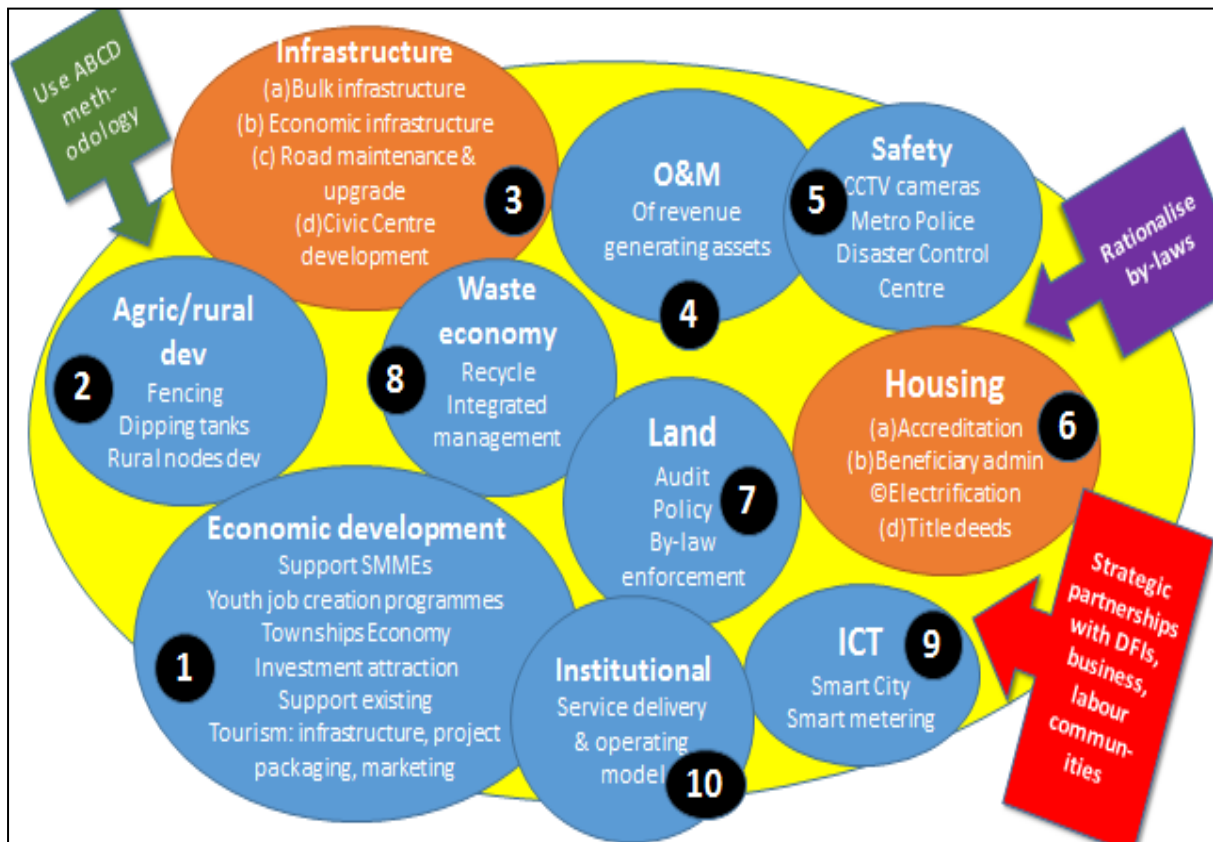


Figure 1.2: Buffalo City Metropolitan Municipality's priorities

Source: Buffalo City IDP (2017-2018)

Although the municipality has not clearly stated on its priority list that poverty is one of its utmost priorities, the problem of poverty is progressively getting out of hand. As can be seen from the diagram above, priorities one and two point to a need for both economic and agricultural development, which are both necessary to try and help in the reduction of poverty.

1.12 Limitations and delimitations of the study

Abrahams (2003: 14) as quoted by Heradien (2013) postulates that in programme evaluation, there is always a concern as to how measurable the effectiveness of the programme is. Furthermore, the programme should be measured against its set objectives. This research study and the theory-based approach of any evaluation is focused on both the pre- and post-implementation phases.

The focus of this study was the thinking and planning that were invested into the formation of the Expanded Public Works Programme as a poverty-reduction strategy. The timeframe therefore does not play as important a role as it would in mainstream programme evaluation, which is focused on the achievement of programme goals in relation to the objectives of a programme. A limitation the study may incur is the size of the EPWP. The EPWP is an extensive programme which stretches over various sectors. Implementation varies from municipality to municipality and is also affected by which particular sector of the programme each project forms a part of. The study will thus be limited if the focus is too broad. Hence, EPWP impact at a particular case study municipality has been assessed.

1.13 Outline of the study

The study is segmented into five chapters. A synopsis of what is to be discussed in each chapter is provided below.

Chapter One

Chapter one serves as an introduction to the study and simultaneously provides an outline of the study. The chapter primarily provides background information and sets the scene for further discussions in subsequent chapters. The problem statement, research questions and objectives of the study are provided, as well as a brief overview of the study area itself (Buffalo City Metropolitan Municipality), all of which make up the axis around which the study revolves. Brief outlines are given on the methodology that will be used to gather data, which will be used

at a later stage to reach the scientific findings of the study. The potential limitations and contributions of the study are also captured in this chapter.

Chapter Two

Chapter two deals with the contextualisation of the study through the reviewing of literature on the legislative environment of the Expanded Public Works Programme. A theoretical framework with reference to programme evaluation will be developed. The main concepts are defined and clarified (conceptualisation). Existing research (where available) from other studies that evaluated the EPWP were discussed to further assist on the understanding of the subject matter. A gap in scientific research was demonstrated, hence the need for the current study.

Chapter Three

This chapter addresses research methodology as a form of investigation and analysis that assisted the researcher in arriving at sound conclusion and judgement about the phenomenon under investigation. The data generation methods and instruments are presented, as well as the approaches to be followed when performing data analysis.

Chapter Four

In this chapter, the collected data and analysis thereof - relating to the Expanded Public Works Programme as a strategy for poverty reduction in the Buffalo City Metropolitan Municipality - will be presented. The chapter is concluded with the findings as derived from data analysis.

Chapter Five

This chapter presents conclusions from the study, as well as recommendations that could be considered by the planners and implementers of the programme. Conclusions will relate to the objectives of the study with recommendations for further research.

1.14 Conclusion

This chapter has provided a structure for this research study. First, background was provided in the introduction. This was followed by the three aspects which guides the study to its end, namely; layout of the problem statement, research questions and objectives of the study. These aspects effectively form the axis around which the study revolves.

Furthermore, this chapter has also provided motivation and justification for the study, by giving the researcher's perspective on how, and from where, the study emanated. A brief synopsis on the methodology and limitations of the study are also provided. More importantly, the major contributions of the study to the field of public administration and governance discourse on programme evaluation are captured.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

In this research study the literature review will not only seek to contextualise the research, but to also illustrate how the subject has been studied previously. In addition to that the study will also ensure that the research is not a replica of previous studies on the same subject matter. This chapter will present the literature that brings to the fore both the historical background, the current debates and the theory behind the expanded public works programme. The history will be presented into two folds discussion, both the international and local (South African) context of the programme, as well as its intended results for South Africa.

The Expanded Public Works Programme (EPWP) is one of the South African government's key strategic intervention programmes in dealing with poverty and unemployment of especially but not exclusively youth and the women. The EPWP programme aims to provide short term work opportunities and on the job training to both the unemployed and unskilled youth and women who are ravaged by poverty and lacking skills at the same time. The Expanded Public Works Programme is a government run programme which is implemented through the department of Public Works. Although the programme is run through Public Works, it is a government wide programme for all the three spheres government i.e. national, provincial and local government, the latter through municipalities committed to creating employment opportunities for the vulnerable groups (Mfusi 2014)

According to Boote and Beile (2005) literature review can be defined as an evaluative report of studies found in the literature related to a selected area. The review should describe, summarise, evaluate and clarify this literature. It should give a theoretical basis for the research and help determine the nature of the research. In addition, the scholars aver that the basic purpose of literature review is to:

- Provide a context for the research;
- Justify the research;
- Ensure the research hasn't been done before (or that it is not just a "replication study");
- Show where the research fits into the existing body of knowledge;
- Enable the researcher to learn from previous theory on the subject;

- Illustrate how the subject has been studied previously;
- Highlight flaws in previous research;
- Outline gaps in previous research;
- Show that the work is adding to the understanding and knowledge of the field; and
- Help refine, refocus or even change the topic.

A similar approach will be utilised by the researcher in the current study. In this chapter it will be demonstrated that the researcher is aware of existing research findings in relation to the theme at hand, and that he also understands the theoretical underpinnings of programme evaluation (assessment). The other purpose of a literature review – namely to identify gaps in existing scientific research – will also be fulfilled in this chapter of the dissertation.

2.2 Key concepts and review of literature

The following concepts are key and are herewith defined and explained in order to ensure clear understanding by the reader of the meaning the researcher attaches to the concepts.

2.2.1 Poverty and poverty alleviation

Interestingly, poverty seems to be a disputed term and is being debated with good reason, as the Studies in Poverty and Inequality Institute (SPII) (2007) states. Arguments on the conceptualisation, interpretation and calculation of deprivation go beyond semantics and scholarly hair splitting. According to SPII (2007), the conceptualisation, interpretation and calculation of deprivation in a society is like a mirror image of the society's values. Therefore, it is important for the principles, meanings and indicators of deprivation to be relevant for the community in which they are applied.

Poverty is often political as it relates to resource allocation or distribution, and represents the effect of past and present policy decisions (Meth 2006). There are very divergent and complex origins in social, political and philosophical discourses about how governments, people and experts use the idea of poverty. In Meth's view today's discourse on poverty draws on complex and sometimes contradictory underlying assumptions about what people are supposed to need to live a minimally human life, on the obligations between individuals and society, on the relationship between having and lack, ill-being, well-being and suffering; and on social life and individual agency. These underlying discourses and narratives however are not neatly aligned

as recorded by Meth (2007), and this means that the concept of poverty as it exists in ordinary language has an inherent 'messiness' about it.

South Africa faces a high rate of unemployment within its working age population with a large proportion of this population lacking the skills and or opportunities to earn a living and participate actively in our economy. Recent official estimates from the South African Statistical services place the unemployment rate in the country at about 29.1 % with Eastern Cape sitting at 39.5 % (Statistics SA: midyear estimates; 2019) of the working age population which amounts to nearly 10.4 (Statistics SA: midyear estimates; 2019) million people. This is higher than the other past measures, unemployment keeps proving to be the main challenge facing the South African Government after the attainment freedom in 1994. The expanded public works programme (EPWP) was initiated in 2003 to draw significant numbers of the unemployed into productive work so that workers gain skills while they work and increase their capacity to earn an income.

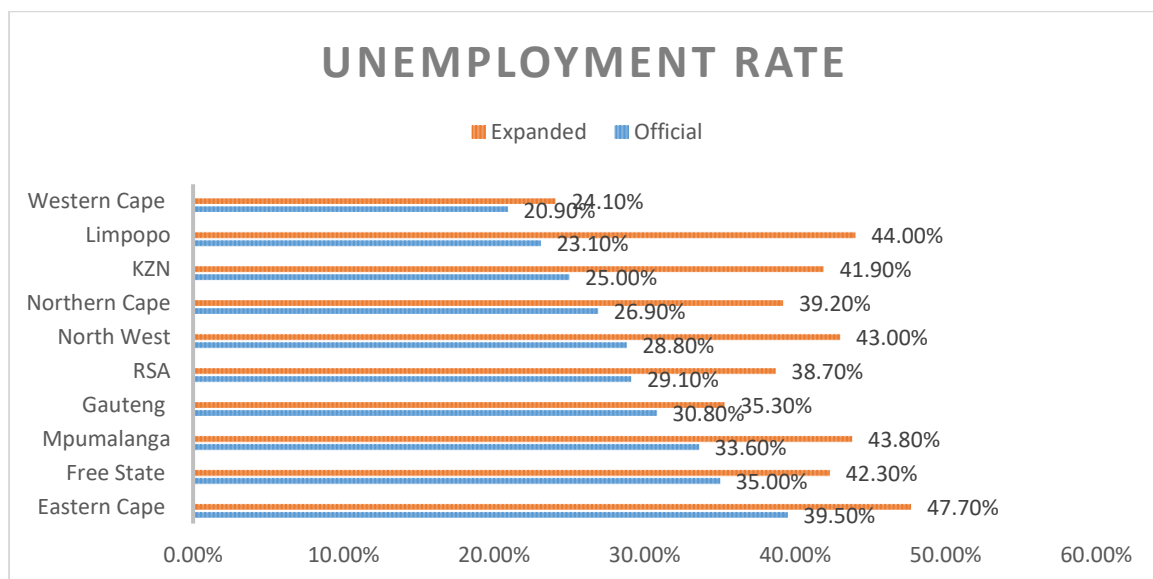


Figure 2.1: Provincial unemployment rate; official vs expanded

(Source: Stats SA Midyear estimates 2019)

Note: In the above chart Eastern Cape recorded highest official and expanded unemployment rate. Limpopo, KwaZulu-Natal and North West provinces all have more than 14 % points difference between their expanded and official unemployment rates.

The EPWP framework has been built on existing job creation programmes focused on introducing labour intensive methods which can still maintain cost efficiency and quality of output. Based on the fact that most unemployed people are relatively unskilled as well as the

principle that the causes of unemployment in South Africa are structural rather than cyclical, the EPWP aims to provide additional and mostly temporary work opportunities which are combined with training in all spheres of government and state owned enterprises. The training element has been considered to be crucial in the current situation where the large majority (70%) of the unemployed youth have never been employed and 69 % of all unemployed have never had a job before.

Two major questions have been raised by Sinding (2009) pertaining to the use of public works in trying to overcome the hurdles associated with poverty. During difficult times, people often look to the government to solve difficult socio-economic problems. What becomes the big question is; should the government take an active role to help the poor and underprivileged? Public works suggest that the state should be a participant in development and poverty reduction: is this a justifiable position especially in the light that neo-liberalism has become a dominant notion in development and attacks state intervention in public investment? Another question is; is there a correlation between poverty and unemployment since public works experience suggests that poverty can be addressed through employment creation? This research tries to find out the answers to these questions in the discussions below.

2.2.2 Poverty reduction – whose responsibility?

It is of paramount importance to understand what ‘poverty reduction’ means. According to Poverty and Inequality Studies (2007) of the independent South African Poverty Reduction Institute, the term can be explained as ‘a series of strategies and policies used by government or civil society to reduce the number or percentage of people living in poverty’, reducing the severity of the impact of poverty on poor people's lives.

As a follow up to debates raised by neo-liberalism, questions have been raised about the involvement of the state in poverty reduction. What role can the state play in poverty reduction? Is the state not part of the cause to this problem? It is quite helpful to justify why the state involves itself in poverty reduction by identifying legitimate stakeholders in poverty reduction. Swanepoel and De Beer (1998: 18) define a stakeholder as a person or institution who performs a certain task. They identify four stakeholders in rural poverty reduction, which the public sector represented by the state's organs, the private sector, the Non-Governmental sector and the popular sector (the local community).

Having the state as an actor in poverty reduction has been viewed with a degree of suspicion. Novak (1988) argues that state intervention in the problem of poverty seems to have never been intended to abolish poverty. He further claims that it has rarely had the reduction of poverty as its primary aim. Novak questions the authenticity of the role of the state in poverty reduction and suggests a hidden agenda, where state involvement will be in most cases a political strategy by politicians to remain in power.

According to Marx, in as much as the state would want to wear a social face it is capitalist in nature. He views the state as an executive secretary of capitalism whose ultimate goal is satisfaction of certain powerful individuals (Marx 1974). Poverty is a direct by product of capitalism, which continually recreates it.

However, state-led development is one of the most common forms of progress in developing countries regardless of the contestability of the matter. Scholars have tried to construct debates around the idea of state-led development canvassed within the rubric of the developmental state. Mbambazi and Taylor (2005) strongly maintain that the definition of a developmental state runs the risk of being tautological since the evidence that the state is developmental is drawn from economic performance. They proceed to define it as one state whose ideological underpinnings are developmental and one that seriously attempts to deploy its administrative and political resources to the task of economic development.

What appears to be a general notion in neo-liberal debates is that the state should not take part in development. Against this, advocates of developmentalist states believe that it is the role of the state to invest in public institutions and to deploy its resources towards progress. While this has been widely contested, the greatest bone of contention has been the fact that it is difficult to distinguish between state and government in Africa. The question of state intervention in poverty reduction is complicated therefore, by the need for this justification of the state.

Mafeje (2005) has suggested that putting aside the question of whether we can, with level-headedness, speak of the state in Sub-Saharan Africa, ...it would appear what is at risk is poverty reduction and the role therein of the powers that be irrespective of whether they pass as states or governments.

The state and government in this discussion will be treated synonymously for the sake of upholding the focus of the discussion. This research appreciates that most efforts at progress in the developing countries are led by the governments; be it social, economic, or political

development. This has seen governments investing in projects aimed at improving the economy as well as uplifting the social standards of the general populace. Public works can also be located within this same context.

State intervention in poverty reduction has been pushed forward by the idea that economic growth will end poverty through trickle down effects. The claim of economic growth to be the basic objective of human endeavour is mainly based on this infamous trickle-down effect, magnified by the modernisation discourse. From a review of modernisation models of progress, it has been concluded that the expectation to find growth in Gross Domestic Product and the Gross National Product leading to a trickle-down of benefits to the poor has been narrowly realised. The cases of the 20th Century Great Depression in Europe and America however, have shown the involvement of the state in development bringing about socio-economic change. The Hoover administration advocated for the use of public works programmes in the United States of America. Massive investments in infrastructure led to the revival of the economy. However, the model used in this case is different from the one prescribed for Africa. In the African project, emphasis is laid on more allocation of funds to project equipment and less on salaries and wages. In America, the wages were high for the participants. The African model believes in cutting state expenditure by making the people responsible for their own development expenditure. (Mboweni 2019 Budget Speech).

This researcher sees the model as exploitative since it argues that the participants should not have to have double benefits. Their main benefit is the infrastructure; the cash is just a token of appreciation. This disparity makes the African scholar suspicious about the perceived impact of public works on poverty. Public works expects the people to benefit after taking a long route through a trickle down of benefits from the infrastructure; the wage is just a motivation for the labourer to return to work the next day. It is quite clear that while public works embrace the neo-liberal principles of decentralisation, it can be criticised for failing to be people-centred in its approach. Public works lays too much emphasis on the creation of infrastructure. Public works' view of the relationship between the creation of infrastructure and poverty reduction is myopic.

2.2.3 Expanded Public Works Programme (EPWP)

The EPWP is one of many socio-economic policy interventions that the government of South Africa has introduced to employ the unemployed and largely unskilled individuals. However, the EPWP has precursors and is not the only development programme of its kind. Other development programmes aimed at absorbing the unemployed individuals and enabling cash transfers to the poor include the Reconstruction and Development Programme (RDP) which was in operation between 1994 and 1999, and the Special Poverty Relief Allocation which commenced from 1999 and ended in 2004 (Lieuw-Kie-Song 2009: 6).

Another government programme which provides an employment safety net is the Community Work Programme (CWP). The CWP was started in late 2007 as a pilot project. The CWP is an area-based programme intended to be ongoing and this allows it to target the poorest areas where market-based jobs are unlikely to come any time soon. 'Work' is decided in Ward Committees or local development fora; the CWP is multi-sectoral and contributes to public/community goods and services. The start-up scale is 1,000 participants per site (Philip 2009: 2). Although the CWP is rooted in communities, it is part of the EPWP and complements the other components. The CWP aims to supplement existing livelihood strategies such as the EPWP without disrupting or displacing them (Phillip 2009: 3). As a result of initial performance during the 2007 pilot phase, the CWP was accepted in 2008 as a new element within the second phase of the EPWP, and provisionally located within its new 'non state' sector (Department of Cooperative Governance and Traditional Affairs 2010: 2).

At its core, the EPWP's main objective is to provide income and training to enable people to move into other work (exit) through provision of infrastructure and services. The EPWP uses Special Employment Framework to distinguish from public service and other formal employment: maximum duration of employment, allowance for lower wages, training entitlement, and no unemployment insurance. (Lieuw-Kie-Song 2009: 6).

It is important to note that the EPWP's design impact is not separate from the Millennium Development Goals (MDG) related investments. Firstly, its conditional infrastructure grants are meant for basic infrastructure, as well as education and health facilities (MDG 2, 4, 5). Secondly, the Early Childhood Development (ECD) and Home Community Based Care (HCBC) activities contribute to health, education and gender equity objectives of the MDG's (MDG 2,3,4,5 & 6). Lastly, the environmental sector programmes promote environmental sustainability - MDG 7 (Lieuw-Kie-Song 2009: 10).

2.2.4 Programme planning

The Department of Planning, Monitoring and Evaluation (DPME: 2019) defines programme planning as the process through which a program is conceived and put into effect. Programme planning involves multiple steps including identifying a problem, selecting desired outcomes, assessing available resources, implementing the program and evaluating it. Programme planning is sometimes referred to as programme design.

Programme planning for this research study can best be defined as bridging the gap between where we are today and where we want to reach in the future. It involves developing a shared vision, and working towards specific goals. In addition, programme planning should be viewed as a continuous process involving decisions or choices made by South African government departments and officials on alternative ways of using available resources with a view to achieving future expanded objectives of the public works programme. This ongoing process involves decision making during the formulation and implementation of policies, practices, and systems aimed at achieving government development goals.

Any successful intervention programme is built on a well-informed plan. The Association of Family Health Teams of Ontario (AFHTO 2016) defines a programme as a collection of resources in an organisation that are geared to accomplish a certain goal or set of goals. A programme is made up of inputs (resources), activities (processes/services), outputs (tangibles) and outcomes (impacts on clients) with ongoing feedback among the parts. Programme planning is one of the key developmental tools for any government intervention to execute its developmental role. In contrast to the role planning has played in the past, integrated development planning has been seen in the past as a function of the municipal management as part of an integrated system of planning and delivery. Programme planning however is not only informing the programme management it will also guide the activities of any programme from the other government intervention programmes, corporate service providers, NGOs and the private sector within the programme (Mufamadi 2005).

What is a plan? A plan is a road map of action and it should therefore state what we want to achieve or rather what should be the destination of the programme at hand and how the programme seek to achieve its route. And in the case of EPWP the planned destination is the eradication of poverty, skilling of youth and women. Programme planning must also take into consideration all the challenges faced as well as opportunities that might manifest themselves to the people that are being recipients of the intervention.

At the planning stage problems that are identified are weighted according to their urgency and/or importance to come up with those to be addressed first i.e. priority issues. This stage of the programme entails setting out the desired objectives and development of preferred set of actions for achieving them. In the case of the EPWP the objectives were identified as opportunities for implementing the EPWP have been identified in the infrastructure, environmental, social and economic sectors.

Benefits of programme planning are numerous, as argued above. According to UNDP (2009) as quoted by Ile et al. (2012) the main benefits that make planning a worthwhile endeavour include the creation of knowledge about what should be done and when it should be done as well as determining what successful performance looks like right from the planning phase of the programme. The programme also aids the mitigation and management of problems that might arise on the route to the desired destination of the programme right from the onset to avoid pitfalls.

2.2.5 Programme execution

Programme execution, according to Aguinis (2009), is a process that involves effective and efficient management of the programme team and the work that they are supposed to do. When you put it into action, the programme execution then is a strategy which is like the execution of a game plan on the field of a football team. It may also mean the style in which a project is being executed, like the innovative execution of a ballet. Aguinis further argues that programme management has a process of programme execution that lists managers or supervisors' criteria in an attempt to improve quality efficiency.

Program implementation is about making a program work. It includes who, what, where, and how a program is set up and run. Expanded Public Works Programme initiatives work within contexts that are complex, fragmented, and often vulnerable to changes in political and economic climates and all things that can work with or against a program's ability to achieve results. Effective implementation is more than a contributing factor in setting initiatives up for success. Research shows that the quality of implementation plays a significant part in bringing about outcome in any programme. If a program is implemented poorly or even moderately well, its goals are unlikely to be achieved, or the results will be less significant and might end up not meeting its objectives as was planned and in this case poverty eradication and skilling of the youth and women. However it is clear that a smoothly implemented program will fit the

needs of its target population especially if it is well positioned to achieve its desired outcomes and address challenges in its path. Effectively planning and implementing a program takes time and commitment (Ile et al; 2012)

Although the EPWP so far seems to show some high-quality implementation on paper, success is not so evident on the ground. An effectively implemented programs stand a better chance of achieving intended outcomes and producing positive results for its recipients. According to Ile (2012) - and also supported by Childcare (www.childcare.acf.hhs.gov) - numerous frameworks can guide implementation. Two of the most widely recognised in the human service and education fields are Plan-Do-Check-Act and also referred to as Plan-Do-Study-Act (PDSA) or the Deming Cycle—and the National Implementation Research Network’s implementation stages. Cross-cutting themes that unify these frameworks include the determination of the desired result and major to that is planning that should take into consideration all stakeholders right from the onset to avoid unforeseen technical misunderstandings that might evolve in the long run. Programme management should make use of feedback loops, monitor and learn continuously and at all levels to strengthen programme coherence and smooth running where it should also recognise that work occurs simultaneously; implementation is not a linear process with the collect and use data is flexible and adaptive.

According to programme planning commentators programme planning, implementation and evaluation issues should be at the centre if the programme is to attain sustainability, and sustainability is at the heart of both private and public sector interest. The English word “sustainability” has two connotations being in one sense it means “to support,” and in another “to be on-going”. According to Mkhathshwa-Ngwenya (2016) the term sustainability is used in the literature on Expanded Public Works Programme, both connotations are present.

Typically, South African government contributed a start-up monies with the understanding that, once started, the program will be on-going, but with the need for the government or sponsor to provide some continuing, additional assistance. From the perspective of a private-sector investor however, the concept of “*sustainability*” has a more demanding meaning. If a private-sector investor installs generating capacity, it is requisite for the customer community to pay for the electricity it consumes in an amount sufficient for repayment of capital costs as well as operations, maintenance and fuel expenses, plus a reasonable profit. Sustainability may be achieved through a series of logical steps.

Community education, technology selection, collection, maintenance and the development of in-country technical capacity are threads that are interwoven into the fabric of program implementation. The following sections discuss the institutional issues which affect sustainability from three different, but complementary, perspectives: program management, social factors and information programs as they relate to program implementation (Mkhatshwa-Ngwenya 2016).

Although various definitions of implementation exist, the one presented by Damshroder and Hagedorn (2011:195) is used here: “Implementation refers to efforts designed to get evidence-based programs or practices of known dimensions into use via effective change strategies”. Extensive experience indicates that when evidence-based programs are attempted by a new organisation, in a new setting, or by new staff, they are not automatically reproduced or replicated with the quality intended by the program developers. For a variety of reasons, major changes can occur, so that the new program may not be an accurate reproduction of the core components of the original version.

The gap between how a program is intended by its designers to be delivered and its actual delivery in practice is referred to as implementation variation. Implementation may vary from strict adherence to program protocols as designed to subtle or major changes in program protocols. The challenge is to implement a program with sufficient quality to obtain the outcomes found in original trials.

In other words, implementation exists along a continuum and one can think of poor, medium, or high-quality implementation. The emphasis here is on high quality because implementation to this degree increases the chances of obtaining the outcomes found in original trials.

2.2.6 Programme evaluation

Programme evaluation essentially is about measuring the value and impact of a programme against its stated goals. Government in general has been working hard in institutionalising monitoring, evaluation and reporting as part of strengthening accountability. The South African government and all its intervention programmes, like EPWP, so far established monitoring, evaluation and reporting units to coordinate and drive accountability objectives.

According to Durlak (2013) programme evaluations report no difference in outcomes between persons given a program and those not given the program. Is this because the program does not work, or because it was poorly implemented? Achieving high quality program

implementation is critical to achieving anticipated outcomes, and researchers have made considerable progress in clarifying its importance in the past several decades. This brief defines program implementation, highlights the importance of high-quality implementation, identifies key factors that affect implementation, presents the steps involved in achieving quality implementation, and specifies who has responsibility for quality implementation.

The focus should be on evidence-based programs, although implementation is relevant in all programme operations and evaluations. Whenever any program is being conducted, it is important to monitor the level of implementation that has been achieved so its impact can be interpreted appropriately (Mkhatshwa-Ngwenya 2016).

Likewise, the EPWP has developed monitoring, evaluation and reporting framework aimed at facilitating and coordinating the efforts of the South African government in monitoring, evaluation and reporting progress in the implementation of its key policy directives and strategic priorities that are articulated in the aims and objectives of EPWP. The need to develop a continuous, well-functioning monitoring, evaluation and reporting system that yields accurate, objective and reliable information has currently been prioritised by the EPWP (Goldman 2015).

EPWP is initially focusing its scarce resources on developing and supporting a monitoring, evaluation and reporting system which is serving as conduit for programme information right from a project at a municipal level right up to high level of administrative and political structures of the Province to National Department of Public Works and to cabinet level of the country. Programme evaluation as a specific discipline is aimed at making value judgements about the success of the EPWP programme has been incrementally factored within the government wide monitoring, evaluation and reporting at Department of Policy Monitoring and Evaluation (DPME) right from its inception in 2004 (Goldman 2015).

When South African government adopted an outcomes-based approach to monitoring and evaluation, the EPWP maintained a specific focus on the outcomes of skills transfer and poverty eradication while simultaneously tracking key and strategic outputs, activities and inputs. Through monitoring, evaluation and reporting the EPWP focussed on the number of municipalities implementing EPWP projects for jobs creation for the unemployed youths and women who were at the forefront of poverty eradication in the household's levels. All the municipalities and government departments are key partners in coordinating, implementing the monitoring, evaluation and reporting of EPWP ensuring its success and the partnerships that are central to the design and implementation of its Monitoring and Evaluation Framework.

2.3 International experience with Public Works Programmes

Public works programmes came a long way in the history of development. Today's industrialised countries used them as a counter cyclic policy instrument during the 20th Century Great Depression. The worldwide economic crisis of 1929-33 was so decisive about the subsequent events. It affected people's lives, shattered prevailing social structures and the stability of European and North American industrial societies. It had adverse effects on the world economy but well documented cases of its effects are available on Great Britain, Germany, and the United States of America. Keynes, as quoted by Michael Casey and Paul Vigna (2018), suggested the use of labour-intensive public works programmes to try to rebuild the depression-torn economies in his publication *The Theory of Spending*. In response, government funds were being channelled into public investment programmes in order to create work for people. This in turn helped in the recovery of the economies of these countries like Germany and the United States of America (Derjardin 1996). In Asian countries like China and India, such schemes have been used and advocated for alleviating chronic and transient poverty (Ravallion 1990). In Africa, the concept of public works dates back to the colonial period around 1903 where governments mobilised indigenous labour for road, dam, and land conservation. Most postcolonial states have implemented labour-intensive public works projects in regions of drought and famine as a tool for crisis mitigation (Webb 1995). Whilst Teklu (1995) argues that employment programmes in Sub-Saharan Africa, particularly labour-intensive public works, have a long history dating back to the 1960s. The programmes expanded rapidly in the 1980s and early 1990s, especially in countries that experienced sharp declines in employment.

According to Phillips (2004) there is wide international experience of public works programme which ranges from small programmes to very large scale initiatives. The scholar also advises that mistakes can be avoided if one does not attempt to achieve too much too soon, which is seen as a weakness of the most third world countries implementing the programme. Internationally the expanded public works was operated under various programme such as the New Deal Programme during the great depression in United States of America and the Maharashtra Employment Guarantee scheme in India which, according to Nzimakwe (2008), absorbed up to 30% of the unemployed citizens of the respective countries. Nzimakwe further reveals that the lessons learnt from the international experiences is that the impact of a Public Works Programme (PWP) on unemployment levels fully depends on the sale of the Expanded

Public Works Programme. And seemingly, if Nzimakwe's assertion is anything to go by, it is possible to identify mistakes to be avoided and learn best practises to be emulated in order for other countries to be successful in implementing regardless of their scale.

According to Nzimakwe (2008) when the great depression reached its nadir more than 15 million Americans had already lost their employment and sources of income with banks completely failing to provide for the situation. The incessant situation forced the American president of the time President Franklin D. Roosevelt to put in place relief and reform measures into practice to help lessen the devastating effects of the great depression in the 1930s'.

Seemingly EPWP, as announced by the former South African President Mbeki (2003) tends to be a major Policy initiative focused on the use of Labour intensive infrastructure construction and maintenance techniques, whilst concurrently accommodating the need for transfer of skills, creation opportunities for unemployed to tackle the stubborn poverty that appears to be a challenge for South Africa as a whole. Beneficiaries although not enough as we have witnessed in Buffalo City seem to be empowered to enhance their long-term capacity to earn a living and to be productive members of society. Poverty reduction is an important aspect of the programme, because of the difficulty of unemployment of youth and women which should not be underestimated, particularly amongst our young people. Remember, for example, as Bogopane-Zulu (2009) had said that 70% of young South African people between the ages of 16 and 34 have never worked and 59% of unemployed have never worked. And so I consider this to be a significant problem for our society and our country's goal of making sure that all our people can have happy and successful lives. Of this reason, I have a deep personal dedication to poverty programs such as the EPWP and others of this kind. The programme, as it appears, is a brave effort to meet the needs of society by means of labour intensive means that are almost counter-intuitive in a World Economy concentrated on cutting costs and optimising technological capital, but we can win the war on poverty if both heads can be on the deck and handled properly. And, so far here in Buffalo City looks like it reaches deep into the fabric of our neighbourhoods, making a difference to many lives in many ways as it is shown in the discussion below in the chapter while looking closely at the status of EPWP take-up in Buffalo City.

So far EPWP is an effort to move towards a way of working that represents the needs of the people of South Africa, focussing on initiatives as diverse as road building and maintenance,

vegetable farming, waste management, Home-Based treatment, maintaining the environment and protecting wetlands. In my view, by looking at the Buffalo City Municipality, just like anywhere in the country, unemployment and poverty remain one of the greatest threats to stability in South Africa, and the EPWP is moving some way towards mitigating this danger.

2.4 The South African Expanded Public Works Programme

The Expanded Public Works Programme (EPWP) commonly known by its acronym EPWP was first mooted by the South African government in 2003's State of the Nation Address by President T. M. Mbeki (Mbeki, 14 February 2003). President Mbeki simply put it as a means "to address this investment in social infrastructure, 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 marginalised". According to Mbeki (2003) the envisaged strategy was to address issues of higher rates of investment, job creation, economic restructuring and improved efficiency and productivity, and greater social equity. Further to the planned strategy was that all the social partners were to indicate what they will contribute to the common effort to tackle these various challenges that were facing the country and were seemingly difficult to tackle as government alone. And admittedly Mbeki made mention that, for its part, the South African government has been working on its own contribution where he ended his state of the national address speech by urging all social partners to positively contribute to the strategy as social partners are strategically placed in the quest to stabilise poverty and unemployment in the country.

Right from the onset the Expanded Public Works Programme (EPWP) which was then formally launched in 2004 was hailed by development practitioners and business as one of an array of government strategies aimed at addressing unemployment and poverty in the country. The causes of unemployment in South Africa are manifold and complex. While a discussion of the research and debates in this area lies beyond the scope of this overview, it is important to note that there is substantial agreement that the cause of unemployment is structural rather than cyclical, Bureau of Labour Statistics (<http://data.bls.gov/timeseries/LNS14000000>), accessed on the 27 March 2019.

The magnitude of South Africa's unemployment crisis is such that in September 2003, 4.6 million people were unemployed in terms of the strict definition and 8.3 million in terms of the

broad definition. High and growing rates of unemployment are a consequence of dynamics on both the demand and supply sides of the labour market. On the supply-side, increasing rates of labour force participation have significantly expanded the number of job seekers. On the demand side, there has been some growth of employment between the years 1995 and 2002, but this has not been sufficient to absorb new labour market entrants or to provide jobs for those people who experienced job losses due to shrinking demand for labour. The unemployment rate has thus been growing by 1% to 2% per annum, reaching 30.7% by September 2002. To reach government's target of halving unemployment by 2014 (i.e. reducing the unemployment rate from 30% to 15%) 546 000 new jobs would have to be created each year (<http://data.bls.gov/timeseries/LNS14000000>), accessed on the 27 March 2019. The Expanded Public Works Programme (EPWP) is a second economy programme which was initially launched in 2004 to create 1 million job opportunities to reduce poverty and unemployment by 2014. This target was reportedly been increased to 4.5 million (short and ongoing) job opportunities when the EPWP Phase II was launched in April 2009. The 4.5 million jobs was to be created through special programmes under the four sectors of the programme namely, Environment & Culture Sector; Infrastructure; Social and the newly instituted Non-state Sector. Public bodies from all spheres of government (as part of their mandates and budgets) and the Non-State sector supported by government financial incentives, will deliberately optimise the creation of work opportunities through the delivery of public and community services. During this Phase II, Enterprise Development will form part of sector specific programmes and will also enhance service delivery and beneficiary well-being, Government Communication and Information Services (GCIS 2016). The EPWP programme has a four-pronged approach - which is commonly called four sectors and is divided into infrastructure, environment, social and economic.

2.4.1 Economic

This sector is mainly focussed on developing small business cooperatives using the current government expenditure to provide the work experience component of small enterprise learnerships and incubation programmes. This led by the department of Trade and Industry, the department of Labour, Development Bank and varied SETA's are also involved in this economic sector (GCIS 2016).

2.4.2 Infrastructure

This sector is aimed at increasing labour intensity of the government funded infrastructure projects and driven by the department of Public Works. Quite a number of other entities are also very involved here including the department of Transport, Human Settlements and Sanitation, Cooperative Governance and Traditional Affairs, Public Enterprises, Basic Education, Mineral and Energy and Agriculture and Fisheries (GCIS 2016).

2.4.3 Environment

The Environment sectors is aimed at creating work opportunities in the public environmental programmes and driven by the department of Environmental Affairs and Tourism. The department of Water Affairs and Forestry, Arts and Culture and Agriculture also plays an important here (GCIS 2016).

2.4.4 Social

The social sector is mainly dealing with creation of work opportunities in public social programmes primarily within community and Home Based Care and Early Childhood Development. This area is mainly led by the Department of Social Development and is supported by the department of Health and Education respectively (GCIS 2016).

Whilst EPWP provides an important avenue for labour absorption and income transfers to poor households in the short to medium-term, it must not be seen as a policy instrument designed to fully address the structural nature of the unemployment crisis bedevilling the country. Rather, as merely one out of many elements within a broader government strategy to reduce poverty through the alleviation and reduction of unemployment.

2.5 Existing evaluations of expanded public works programme in South Africa

McCord et al. (2007) argues that the skills transferred during participants' brief period of EPWP employment are not consistent with the skills required in the economy, since the limited period of training included in most EPWP employment opportunities, prohibits the acquisition of the artisanal and other skills in short supply. For these reasons the employment impact of the EPWP training component is likely to be limited, resulting primarily in substitution rather than significant increases in aggregate employment.

Hemson (2008) argues that based on his analysis, it is clear that the EPWP succeeded in Phase 1. The programme reached the target of 1 million work opportunities. The targeted proportion of work opportunities as for women and youth (although not for the disabled) as recorded by Hemson (2008) has been reached; and in getting departments to take EPWP seriously by allocating funding to Public Works. However, according to Hemson the EPWP falls short in five other important ways like the decent work: minimum standards for length of a job are not being reached whilst on Training its only 19% of training targeted has been met. The actual spending of the programme is reportedly at 59% of the funds allocated over 3 years have been spent with Wages, overheads and other costs rising while wages are static; and the Earnings: earnings per job are declining over time (Hemson 2008). Whilst Bogopane-Zulu maintains that EPWP is aligned with the South Africa Accelerated and Shared Growth Initiative (ASGISA), which aims to halve poverty and unemployment by 2014. With regard to this programme, the government is committed to increasing the capital budgets of the public sector at a rate of 10 % to 15% per annum and to increasing Gross Domestic Fixed Investment from 15 % to 25% of Gross Domestic Product (GDP) over the next five years.

Betcherman et al. (2004) argues that in evaluating the impact of the EPWP the major difficulty facing the analyst is that of attempting to determine the counterfactual .i.e. to answer the question of what would have happened if the participant had not taken part in a programme (to the participant and in the economy more generally). The central point of this argument is that real net effects of programmes cannot be established by tracking participants' post-programme experience.

Contrary to Betcherman et al., McCord (2004) found that there was a real measurable impact on the participants of two EPWP programmes undertaken in both KwaZulu-Natal (Zibambele), and Limpopo (Gundo Lashu programme). The main findings in her comparative study between the two EPWP programmes are that as found out by McCord (2004) found that neither programme significantly reduced headcount poverty. Training, skills transfer and experience were not sufficient to impact on labour market performance. The short-term nature of the EPWP does not permit the accumulation of surplus for investment in income earning activity. In general, impacts were less significant in Limpopo and were not expected to have a sustained impact.

The Bushbuckridge municipality's EPWP study revealed that there was economic and social impact on the participants. From the economic perspective, the EPWP has enabled the participants to earn an income and being able to fulfil the basic needs such as food, shelter and

school fees for the kids. In addition, the researcher also observed that the income earned enabled participants to buy televisions and radios. Furthermore, the level of social capital in the communities where the EPWP projects are located had improved. Social networks, norms and mutual trust among the community members had improved because of the pro EPWP project beneficiaries, who were receiving wages which enabled them to join community investment clubs (Stokvels) and burial clubs to help one another pay for funerals of the dead (Mothapo 2011: 53).

In the eThekweni municipality's Vukuphile EPWP contractor learnership programme, Mayombe (2009: 82) found that of those who were unemployed (47%) and expecting to get jobs after the eThekweni Vukuphile 1 learnership programme, 17.6% (3 out of 17) of them owned construction companies able to tender. Another 11.8% (2 out of 17) were immediately employed; one 5.9% was employed after 3 months and another one (5.9%) was employed after 5 months. The remaining 5.9% (one out of 17) was finally employed after a year. In general, in this learnership programme, 87.5% of the respondents previously unemployed had found employment after 6 months. Within the Zululand District Municipality it was found that the beneficiaries in one (Phongola) of the five local municipalities .i.e. Dumbe, Ulundi, Abaqulusi, Nongoma, and Phongola in the district, had sustainable EPWP employment (1 year or longer). This represented only 9.42% of the total beneficiaries initially employed in the EPWP projects. 90.58% of the beneficiaries had worked on the EPWP projects for an average period of 6 months, which meant that they were temporary jobs and not sustainable. With regard to training of beneficiaries and skills gained, only 46.97% respondents received training and 53.04% did not receive training. This low rate of training amongst respondents may have the effect that the jobs that created were not sustainable and they were unable to have an exit strategy from the Expanded Public Works Programme. One of the possible exit strategies would be for the workers to use the skills gained during training to get permanent employment or open their own businesses (Khanyile 2008: 80-86).

Magebula's study of the Madibeng (2006: 124) local municipality's water reticulation EPWP projects (installation of pipes, site clearance and earthworks), revealed that women labourers displayed more interest in the work than the men. They expressed a lot of excitement over the opportunity to work and they were intrigued by performing work that is traditionally reserved for men.

With regard to the effectiveness of the EPWPs in enhancing employability once exiting the programme, Moyo (2013: 52) conducted a study in the North West Province (Modimola Village) which revealed that:

- Once the participants exited the EPWP projects they were employed on, the employment opportunities in implementation areas disappeared. However, this finding should be viewed within the nature and design of the EPWP projects .i.e. EPWPs are an emergency and a poverty-alleviation programme not meant to provide long-term employment opportunities to the unskilled poor;
- While the training provided in the Modimola Integrated EPWPs was useful to beneficiaries, it did not enhance their employability once they exited the projects;

From the above-mentioned scholars, EPWP should have an exponential impact, not only providing short-term jobs for many of the most disadvantaged people of South Africa, but also offering greater long-term opportunities. As argued by the various EPWP commentators poverty is rooted not only in the lack of resources, but also in the lack of access to opportunity in both skill development and the labour market. Having this in mind, the plan not only appears to have a set of specified and tangible targets but also seeks to regain the dignity of the unemployed by providing incentives for them to play an active role in the nation's economy and life.

2.6 Existing research findings regarding EPWP in BCM

Maliti (Daily Dispatch: 2019) reveals that Buffalo City Metro was only able to hire just over a quarter of the 8,664 unemployed, adding that it would get jobs over the last financial year through the Expanded Public Works Program (EPWP). According to Maliti, the percentage of disabled people in BCM seeking work through the EPWP has also fallen over the years, from 7% to 1% now. This, as stated by both Maliti and a study compiled and published by SA Cities Network (2019), comparing how each metro's EPWP performed during the financial year 2017-18.

The sphere of local government pays the SA Cities Network for carrying out research on their behalf (SA Cities Network 2019). Only 2,307 EPWP jobs were created by BCM out of the promised 8,664. The SA Cities Network points City of Cape Town did the best, reaching just

under three quarters of the job target it set. The EPWP, which provides for the poor and the unemployed, provides temporary employment across the infrastructure, social, environmental and cultural sectors. The system pays workers a minimum R88 a day. The actual wages charged however varied from city to city. In a breakdown, the study, entitled "The Status of the Expanded Public Works System in SA Cities," states that BCM has generated 1,617 jobs in the infrastructure sector, 614 in the environment and culture, and 76 in the social sector, paying R35,5 m in wages in 2017-18. The program aims at creating employment opportunities over longer periods, known as "full-time equivalents" in program jargon. BCM employed a mere 922 people in this category. The metro had pledged 2,814 of these more sustainable jobs. Cape Town employed 3,871 jobs out of a possible 8,390 with long-term prospects and Johannesburg managed to create 3,482 out of 8,925. When it came to rating metros on their overall EPWP performance, BCM was one of the worst, scoring only 16% against Cape Town (87%), Johannesburg (51%), eThekweni (48%), Nelson Mandela Bay (46%) and Tshwane (29%). According to researchers from the SA Cities Network, the Duncan Village Revitalization Program has been noted as "novel and unique"-it is a way to target young people in and out of school. The researchers lauded, in a ray of hope, the fact that BCM youth accounted for 43 percent of beneficiaries of the program while 46 percent were women, up 14 percentage points from the 2013-14 financial year. BCM spokesman Samkelo Ngwenya (2019) stated, in response to the low EPWP low uptake figures that as the municipality also takes the study seriously as it affects the condition of municipal households in terms of welfare and service payments. "In fact, according to SA Newt Cities members, the reason is that it provides them with a platform for learning and sharing where we can interact with our peer metros." The reason that municipalities are members of SA Network Cities is that it gives us (according to Ngwenya, S.) a 2019 Samkelo Ngwenya Buffalo City Municipality spokeswoman on SA Cities Network survey, Daily Dispatch 2019.

Table 2.1: 2018 BCM EPWP; Employment (all sectors)

Jobs targeted	8664
Jobs Found	2307
Success Rate	26%

Source: BCM: EPWP Unit; 2019.

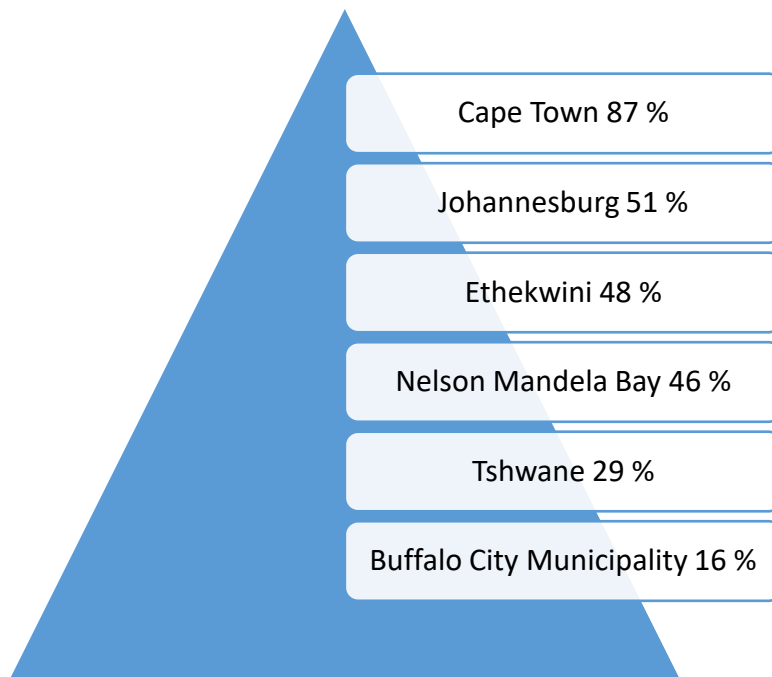


Figure 2.2: Overall EPWP Performance of the Municipalities in percentages

Source: SA Cities Network; 2019 EPWP Report

It seems that the program has finally taken off although, according to Mbali and Maliti (2019), it is still not doing well as expected in the municipality of Buffalo City. According to Mbali (Daily Dispatch, June 7 2019), the Expanded Public Works Program (EPWP) employed forty unemployed people from ward 43 in Buffalo City Metro to work in the latest cleaning and recycling project at Bhisho Precinct.

The cleaning project was officially launched at the Buffalo City Civic Center in Bhisho by BCM Executive Mayor Xola Pakati and shows that the program helps the municipality to eradicate poverty as the mayor, despite being a drop in the ocean as Stats SA's 2019 mid-year unemployment statistics further emphasise. Pakati (2019) said the subway aimed both to help the unemployed and to keep the town safe. According to the Mayor of the City of Buffalo (2019), the initiative needs to focus on the green and clean city, improve the image of the city and create job opportunities for the underground residents who are unemployed.

The BCM senior program manager Simphiwe Dunjane (2019) further claimed in support of the mayor's assertion that the program is primarily aimed at cleaning and embellishing our community, tackling trash, clearing scrub, cutting grass and clearing illegal dumps.

Although the recorded number of beneficiaries of Buffalo City Municipality are low, the implementation of the programme nevertheless seems to bear witness to the commitment made by the government to improve the lives of all the people of the country. This particularly as the

system does not operate in a vacuum, but is a vital component of a national people-centred initiative aimed at drawing into meaningful jobs a large number of currently unemployed people. Until now, the EPWP represents both an end and a new start. This is the end of deprivation and the beginning of the development of skills to which the nation has dedicated itself with the energy and excitement born of our success so far.

The EPWP seems to be even more relevant today than it used to be when launched a few years ago; it remains important not only to achieve development goals but also to alleviate the growing burden on the welfare system.

2.7 Conclusion

It is clear that the literature does not contain sufficient information on how the EPWP has been implemented ‘effectively’ in metropolitan municipalities. However, there are several cases of EPWP implementation in district and local municipalities. This limitation or gap in the literature gives an opportunity for this study to investigate how EPWP is implemented in a metropolitan municipality, and contribute towards literature by proposing an effective implementation approach. This also provides an opportunity to contribute towards more understanding on the subject, particularly in relation to metropolitan municipalities. Furthermore, it is clear from the literature presented above that EPWP projects do have socio-economic impact on the beneficiaries. However, in most cases the impact is short-term and thereby compromising sustained accumulation of surplus of investment in income earning activity. Gender is also key in the EPWP projects. Women tend to show more enthusiasm at the opportunity of being employed in traditionally male-dominated labour intensive EPWP projects. Therefore, the EPWP programme needs to be designed in a way that places sustainability at the core of its operations and at the same time targeting mainly youth and women beneficiaries, for impact purpose. In addition, for South Africa, it is prudent that given the chronic unemployment and inequality we learn how other countries such as the East Asian countries have used the developmental state model in dealing with their socio-economic challenges. The developmental state debate is of importance as this study seeks to propose a model that will assist in dealing effectively with chronic unemployment through the EPWP, within an organ of state like Buffalo City Municipality. Lessons learnt from the literature review conducted in this chapter will be integrated into the data generation instruments for this study. The next chapter will present information on the research methodology that was utilised by the researcher.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

Methodology applies not only to data collection methods but also to topics like a researcher's voice, ethics, principles, and rigor. The chapter on methodology introduces the reader to the basic research approach used by the researcher to collect information from the ten respondents in the analysis.

This chapter stipulates research designs, methods of data collection, sampling methods, and methods of data analysis used in the study. The argument is further strengthened by Maphazi (2012:191), as cited by Conradie (2020), who identified general steps in the research process as: defining the research problem; reviewing existing academic literature on the problem and phenomenon; identifying research intent and research question or hypothesis; producing data; analysing and interpreting data; and presenting the results as a scientific response to the initial hypothesis or research issue.

An exposure to a wide spectrum of literature, and the research objectives, prompted the researcher to use specific research instruments - questionnaires - in the case of this study. The survey method, mainly questionnaires, was used to collect data to eventually achieve the objectives of the study on implementation of the Expanded Public Works Programme as poverty reduction strategy for Buffalo City Metropolitan Municipality in the Eastern Cape Province of South Africa.

The study has further drawn on the case study research method, as it has an unparalleled ability to unpack complex questions, as argued by Schell (1992). The case study here is Buffalo City Metropolitan Municipality in the Eastern Cape Province of South Africa.

This chapter begins by explaining the research objectives, then move on to research questions, research design, and instruments to generate data.

3.2 Research design

Research design means many things to many researchers however for the purpose of this research study design is explained as the specification of methods and procedures for acquiring the information needed to solve problems. It is the overall operational pattern or framework of the project that stipulates what information was collected, from which sources, and with what procedures. If it is a good design it will ensure that the information obtained is relevant to the research problem and that it was collected through objective and economical procedures.

This study followed a qualitative and exploratory approach. According to Babbie and Mouton (2001) exploratory research examines a new interest or a relatively new topic of study. The design of this study was phenomenological in nature. Daher, Carré, Jaramillo, Olivares, and Tomicic (2017) all argue that phenomenological studies mainly focus on the experiences or the meaning of the experiences to the participant. This design was found appropriate for the current study since the researcher was interested in the lived experiences of the EPWP employees. Additionally, there has been a lot of studies conducted on the Expanded Public Works Programme however very minimal done looking at evaluating the programme in the Eastern Cape Province.

3.2.1 Qualitative research

Today qualitative research is a significant research approach in the social sciences, covering a wide variety of phenomena. Qualitative studies share a naturalistic and situated interest as the basis of their investigation: they aim to study phenomena from the viewpoint of an individual, paying attention to the context in which they emerge, as recorded by Daher, Carré, Jaramillo, Olivares and Tomicic (2017). Qualitative research is an effort to view the social system and global outlook in terms of the ideas, attitudes, expectations and accounts of the people who live there. It may also be described as a research that collects data using qualitative methods, such as interviews and observations. In view of this purpose, perception and context emerge as essential concepts for a deeper comprehension of the viewpoint of a participant, thereby enhancing the qualitative understanding of the social and psychological phenomena being examined. Qualitative work examines a phenomenon's existence, and attempts to explain a phenomenon. The treatment is focused on defining the underlying causes, investigating decision-making mechanisms and mapping contributively elements. This generates thoughts, hypotheses, and methods and it is hypothesis testing scenario. Qualitative work according to

Guy and Farmer (2001: 66) is focused on constructive theory that is future focussed as well as correcting the current situation for a better desired futuristic situation. An example of a qualitative study is a study that aims at learning more about the emotions and living conditions of prisoners sentenced to life, using interviews as a means of collecting data in this form in research. Examples of qualitative research methods include structured interviews, semi-structured and unstructured, as well as observations.

According to Bellenger, Bernhardt and Goldstucker (2011) quantitative research is definitive in its intent, as it seeks to measure the issue and understand its prevalence by analysing the projectable effects of a larger population. When conducting quantitative research, you collect data through click streams, purchase transactions, purchase points, audit, and paper phone or online surveys. Chang, Kauffman, and Kwon (2014) further argue that quantitative analysis compares the connections between an object and the other. Many subjects may be included in research. For example, the numbering in the hundreds or thousands may be used by a lot of people in a report. These studies are descriptive and are also considered experiments. Nicol and Humphreys (2002) state that, in descriptive studies, a natural environment is used which means the researcher does not modify the circumstances or actions in any way. Nicol and Humphreys further stress that scientists also modify the atmosphere in an environmentally sustainable analysis. Quantitative analysis does collect data in a numerical form which can be calculated in units of measurement, placed into categories or placed into numerical form (Lewin 2005). This type of data can be used for constructing raw data tables or for making graphs (Wu and Krajcik 2006). They further aver that experiments typically yield this type of data, as they are concerned with measuring things. Nevertheless, Kaplan and Duchon (1988), reveal that other research methods such as questionnaires and observations that yield both qualitative and quantitative information. Kaplan and Duchon (1988) also note that experimental approaches restrict the ways a study subject can socially communicate and respond to the right behaviour. Consequently, Altricher, Feldman, Posch and Somekh (2005) conclude that results are likely to be bound by history and merely a representation of the theories the researchers carry to the investigations.

Quantitative analysis seeks to validate those findings which a qualitative study could have provided. Typically it studies the magnitude or location of the phenomenon. The diagnosis is based on statistical analysis, differential variable detection, and causal modelling. It is based on predictive modelling, and numerical hypothesis testing. This is also focused largely on positivist reasoning and is more relevant where hypothesis can be formulated and checked, and

sample-to-population inferences (Farmer 2001: 67). Scales and questionnaires are examples of quantitative investigative approaches.

The current study performed both of the above two forms of analysis. The qualitative research was conducted through the filling in of self-administered research questionnaires by the ten respondents that were used to perform the qualitative analysis, with results presented in chapter four of this research study. Interview schedules were created for the EPWP managers to close some data gaps. From the review of the collected data the interview schedules were created. Firstly, literature research themes and dimensions were spelt out with their example statements being provided; then a query from each dimension was formulated. It was displayed in a table of three columns, where measurements were spelt out in the first column from the left, the second or middle column had sample statements for each dimension, and the last column had the various questions derived from the different dimensions. So, there were two separate panels, one for the councillors whose wards had benefited from the programme and one for the managers of the programme.

3.3.2 The case study method

One of the most commonly utilised approaches in qualitative research is the case study (Yazan 2015). A qualitative case study is a research methodology that aids in the analysis of a phenomenon within a specific context using a number of data sources, and it does so via a variety of lenses to show numerous features of the phenomenon (Baxter & Jack 2008). In a case study, a real-time phenomena is investigated in its natural setting, with the understanding that context makes a difference (Kaarbo & Beasley 1999).

The Buffalo City Metropolitan Municipality was chosen by the researcher as the case study for this research study. The Buffalo City Metropolitan Municipality is thus the unit of analysis for this research. The institutional frameworks and policies relating to poverty reduction within the local area were scrutinised to better deepen the understanding of the existing relationships between the lack of institutional action and poverty. Case study research allows the researcher to fully investigate. Buffalo City Metropolitan Municipality's poverty reduction strategies and identify and strengthen policy gaps to come up with best practices that will enhance poverty reduction in the country.

The case study method was chosen as it is typically thought to be an appropriate research method to gain a more in-depth understanding of qualitative research as argued by Yin (2003).

According to SAGE Publication (SAGE 2020), it is the most flexible research design and allows the researcher to maintain the holistic overview of events while investigating empirical events. This method of research, as argued by Baxter and Jack (2008), is the most preferred research methodology in African contexts due to its flexible and in-depth ability to communicate institutional, environmental and socio-economic complexity. The case study methodology is an important method to use when conducting research in the Global South as most research is undertaken in the context of the Global North, which is contextually different in many forms and settings. The types of research questions also helped me to confirm the use of the case study method. Yin (2003) identified that the case study method is appropriate to answer the “Who”, “What”, “Where”, “How”, and “Why” questions in research. All the questions seeking an answer to “what” are more exploratory whilst those seeking to answer “how” or “why” questions are more explanatory. Explanatory questions will often lead to the use of case studies to draw a better understanding of the research. This case study method was most suitable to answer the above questions because this qualitative research requires a thorough and in-depth interrogation of the context.

According to Yin (2003) a major strength of the case study method is the opportunity to use multiple sources when conducting research. Multiple sources were in fact central to the success of this research method. Yin (2003) further argues that the use of multiple sources is important to triangulate the findings. Seemingly according to him there is no single source which has got a simple complete advantage over all others. In fact the various sources are highly complementary of each other and a good case study will therefore want to use as many sources as possible as mentioned by Yin. He (Yin) further defines triangulation to be the intersection of different sources that all confirm a similar outcome. Converging lines of inquiry that validates the outcomes of the research. Another noted strength of the case study method as noted by Yin (2015) is that it can provide the researcher with an in-depth understanding of the research. He also avers that case studies allow a researcher to collect a lot of detail which is not usually available in other research methods. Expanded Public Works Programme which has been recognised as a critical poverty alleviation strategy in many countries of the world. If we are to fully understand the extent of the issue and develop strategies to combat it, it is essential to investigate how other cases succeeded or failed to address the issue and use such examples to inform policy and contextual approaches in dealing with the merging issues for future citizens to avoid development pitfalls. Therefore examples from other countries of the

world serves as cornerstone in developing framework for poverty mitigation strategies. Despite the case study's credible strengths, the case study method is heavily critical of generalisability. Yin (2014) again caution's that the generated data cannot be generalised to the larger population or in this case to other municipalities' poverty reduction strategies. The outcome of each case study cannot be retrofitted into another context as the ideas are context specific. Seemingly here each case study research is criticised as it is generally perceived to be more subjective than other methods because there are no external factors in this method that keep the researcher from developing a personal opinion of the topic. That is why researchers, according to Riege (1998), are required to make a concerted effort to refrain from subjective judgements but guided by the case study itself without being judgemental or prejudicial.

3.3.3 Fieldwork/research team set up

A research team was composed of a student researcher as well as the writer/researcher as project leader. The student researcher being the only field worker had its own advantages in that the student researcher is familiar with the languages, culture and geography of the area, which contributes to the quality of the research. The exercise also helped since there was one common source of information without distortion.

3.3.4 Study population

According to Brynard, Hanekom and Brynard (2017) a study population in a research study is a group of persons or objects that are of interest to the researcher or in other words that meet the criteria the researcher is interested in studying. In this research study, the chosen population for this study was eight EPWP programme managers working at Buffalo City Metropolitan Municipality and two councillors whom are regarded as policy holders and implementers of the programme on the ground. The ten chosen participants and two councillors are individuals who were employed by EPWP sector specific projects that fall within the jurisdiction of Buffalo City Metropolitan Municipality in the Eastern Cape Province.

3.3.5 Sampling method and sample

Sampling is the statistical method of choosing a subset of a population of interest (called a "sample") to make observations and statistical inferences about that population. Research in social science is usually about inferring behaviour patterns within specific populations. Due to

feasibility and cost constraints, we cannot study entire populations and therefore we have to select a representative sample from the population of interest for observation and analysis. Choosing a sample that is genuinely representative of the population is extremely essential, so that the inferences drawn from the sample can be generalised back to the population of interest. Improper and biased sampling is the primary explanation for the often divergent and incorrect inferences made by various polling groups in opinion polls and exit polls. The sampling process consists of multiple stages. The first stage is where the target demographic is established. A population can be identified as all persons or objects (analysis unit) with the characteristics one would like to research. The analytical unit can be an individual, community, organisation, region, object, or any other entity from which you wish to draw scientific inferences (Royle and Dorazio 2008).

It is not always possible to collect data from everyone in a community in order to get valid findings hence the researcher opted for a sample. The sampling method followed in this research study was purposive sampling. Burns and Grove (2010: 153) describe purposive sampling as judgemental or selective and involves the conscious selection by the researcher of certain participants, elements, events or incidents to include in the study. In purposive sampling, researchers select typical or atypical cases that are likely to provide them with rich information about the phenomenon of study. In supporting Burns and Grove (2010) is Brynard, Hanekom and Brynard (2017) who also postulated that a sample consists of a selected group of the elements or units from a defined population. In this case study the criteria chosen allow this research study to focus on people that would be most likely to experience, know about or have insights into the research topic. Then according to Mack (2005), we go into the community and using recruitment strategies appropriate to the location, culture and study population find people who fit these criteria until we meet the prescribed quotas. A purposive sample for this study was eight EPWP managers employed at Buffalo City Metropolitan Municipality and two councillors participated in the study. The questionnaires as the main tool of data investigation was followed by interviews that were conducted until saturation was reached.

3.3.5.1 Inclusion criteria

The participants were:

- EPWP programme managers employed by Buffalo City Metropolitan Municipality,
- Councillors who are responsible for EPWP Programme

- The participants had to be within employment of the EPWP programme; and
- Directly involved with any of the EPWP sectors.
- All the participants were Africans who are IsiXhosa speaking and who declared that they have a working understanding of the English language
- They all have more than two years working experience both in the EPWP and the Municipality as well
- The respondents are two females and eight males
- They can be described as two middle aged males with eight being in youth category

3.3.5.1 Exclusion criteria

- Project Managers.
- Currently employed individuals working in the Buffalo City Municipality.
- Reportedly sick employees and those on leave due to the heightened COVID-19 period during the data collection.

3.3.6 Data collection method

Data collection is the process of selecting subjects and gathering data from the subjects that are being researched. The process of data collection is of critical importance to the success of any research study. Without high quality data collection techniques, the accuracy of the research conclusion is easily challenged. It is therefore of the utmost importance that the researcher should be well aware of the various data collection techniques including their advantages and disadvantages as argued by Rule and John (2017). The researcher collected data through self-administered questionnaires and with interviews after finding some data quality gaps during analysis.

A qualitative interview is an interaction between an interviewer and a respondent in which the interviewer has a general plan of inquiry but not a specific set of questions that must be asked in particular words and in a particular order. A qualitative interview is essentially a conversation in which the interviewer establishes the general direction at the conversation and pursues specific topics raised by the respondent. Ideally the respondent does most talking (Babbie & Mouton 2001:289). This method of data collection enabled the researcher to gain a deeper understanding of what it was like to work within the Expanded Public Works Programme in the Buffalo City Municipality and the challenges that they face if any.

3.3.6.1 Measurement

In this research study the researcher collected data by means of a questionnaire developed by the researcher and approved by both the supervisor and the Higher Degrees Committee of the Nelson Mandela University as well as the Ethics Committee of the University. The designed questionnaire had eighteen probing questions.

3.4 Qualitative data analysis

Data collected via self-administered questionnaires followed by clarity-seeking telephone interviews with EPWP managers and councillors were analysed using the five qualitative data analysis steps. The steps are:

Step 1: Planning for recording of data

The researcher forwarded the self-administering questionnaire to the purposively chosen respondents, who are primarily the EPWP managers and two councillors, and followed up with telephone interviews to close knowledge gaps that the researcher had during data analysis that represented in chapter four. The telephone interviews were conducted following the Covid-19 protocols where face-to-face interviews were banned during the outbreak's lock-down period as advised by the senior degree committee at Nelson Mandela University.

Step 2: Data collection and preliminary analyses

Data with all interviews with administrators and recipients of the Expanded Public Works Program (EPWP) were collected as follows: with administrators, the researcher collected the data by providing them with an e-mailed self-administered questionnaire and at the same time followed it through a telephone interview. It was straightforward as the researcher clarified that the researcher would be taking some notes whilst they were answering questions over the phone. The same practice with the councillors by writing down some notes what the recipients were saying when I was interviewing them over the phone. After the telephone interview, the data was just evaluated to make some meaningful sense.

Step 3: Managing (organising) data

The researcher took the transcripts from interviews with the respondents while processing the collected data and placed them separately from those for the councillors. After that even a verbatim report was written down separately for the administrators and the councillors. The

verbatim reports included identifying some details about the programme and the poverty strategy of the municipality.

Step 4: Reading and writing memos

Throughout this step the researcher will read carefully through the verbatim reports until they are familiar with the details. Then classified the data into different themes that were written to the paper for further review according to themes that emerged for analysis and conclusions to be drawn later that are presented in chapter five of this study.

Step 5: Generating categories, themes and patterns

The categorisation of the data obtained can be defined as numbering and colouring (Babbie 2005: 393). As the researcher reads through the verbatim reports, the topics in the data were finally identified and categorised into various themes that emerged. Such trends were for both the councillors and managers as administrators to infer from what both respondents have shared.

Trochini (2006) describes data analysis as a process of data review, cleaning, transformation and modelling, with the objective of seeking useful information, drawing conclusions and supporting decision-making. Data analysis has many dimensions and methods in various business, scientific, and social science fields, encompassing diverse strategies under a variety of names. The difficulty of rigorous research is that there is a large amount of raw data to be processed. Thorne (2000) unquestionably shows that data analysis is the most nuanced and enigmatic of all phases of a qualitative project, and the one that receives the least reflective review in the literature. According to Jorgensen (1989:107) at this point the researcher sorts and sifts them, searching for forms, groups, sequences, procedures, patterns. This method is aimed at assembling or reconstructing the data in a coherent or understandable manner. Therefore, a plan is required to minimise the raw data and identify trends and details that can be used, for example, and inform decisions taken by both the Metropolitan Municipality of Buffalo City and the Department of Public Works as project managers. For this research, qualitative methods of analysing data were primarily used to collect, evaluate, analyse and interpret the raw data to arrive at rational scientific findings. Qualitative data quality analysis included the comprehensive review of raw data produced and collected during in-depth interviews with the municipal councillors and specific Buffalo City Municipality EPWP program managers.

The researcher has followed Cohen, Manion, and Morrison's (2007:184) 7-Step Model for Qualitative Data Analysis to assist in this method, as it provides a systematic approach by condensing a mass of collected data into coherent themes. Those were then connected to questions about the study. The 7-step Qualitative Data Analysis model comprises:

- 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 study started in the initial stages of data collection, to avoid knowledge from overburdening the researcher. The approach was initially to lean more on inductive analysis in order to discover patterns, themes and categories in the data (Patton 2002:425). Since more data is collected, however, a deductive approach has been used since frames or general patterns should have been identified (Patton 2002:425). The researcher used thematic analyses because this involves greater participation and interpretation, and also because reliability is more of a concern for thematic analysis in general. Thematic analyses go beyond explicit terms or phrases and concentrate on both tacit and data recognition and definition. Codes are then usually created to represent the defined themes and used as summary markers for later analysis, or linked to, raw data.

3.5 Ethical considerations

Prior to conducting this research I was required to apply and submit an ethics consent form to ethics committee at the Higher Degrees committee of the Nelson Mandela University to ensure that the research content was not sensitive or harmful to people and or animals during the research process. I was given consent application forms by the department of Development Studies of the Nelson Mandela University to apply for before conducting my research as it was a right thing to do although my research was not considered a sensitive or harmful research but adding to body of knowledge. The study was granted ethics clearance and the reference number

is **H20-BES-DEV-135** where the study was classified as a low risk study by the Faculty Ethics Committee of the Faculty of Business and Economic Sciences (14 August 2020)(Annexure 09). All ten respondents had voluntarily participated in the research study and were not coerced or bribed in anyway as it was made clear that the study is for academic purpose only. Each of the respondents was cordially requested to sign a consent form which is attached as an appendix on the research questionnaire. This was done in the light of confidentiality and anonymity if they wished to remain anonymous. However all the names of the respondents are deliberately anonymised as an ethics rule, to protect their identity and integrity.

3.6 Limitations

At first the researcher thought the field work was going to be easy since he was familiar with the study area as well as it is he area of residency but soon realised that knowing the area and researching about it are two different sides of the same coin. The failure of the previous researchers and Non-Governmental Organisations to keep their promises resulted in both the officials and members of community reluctant in accepting to fill-in the researcher's questionnaire as well as it was during the heightened period of the Covid-19 virus. And therefore this research has been limited by strict time constraints which have limited the methods chosen to conduct this research since this research was to be done within the confines of Covid-19 virus that took the world by storm and resulting in the country being locked down for thirty five days to flatten the infection curve. As a result it became crystal clear that feelings of mistrust and fear, bitterness and sometimes even aggression towards researcher's and other outsiders were prevalent in the study area. The researcher had to email the questionnaire to management to assist me in order to gain some data to analyse. Not only access was difficult the area was also unsafe as there were many people coming in and out of meetings since some of the identified respondents were used as tracing teams for the gathering within the municipality. So for the above reason the researcher had to stop collecting data through researcher administered questionnaire but use self-administered questionnaire which was entirely dependent on the mercy of the respondent who were also overwhelmed by their own tracing work and fears of touching papers. So for the researcher the primary research was mainly restricted to filled questionnaires and therefore have to heavily rely into secondary data research like reports.

The researcher have also been unable to conduct a municipal multi-departmental participation process to inform the policy framework part on this research. The involvement of various

stakeholders could have strengthened my proposals and provided suggestions as to how other municipal departments may get involved in the participating in EPWP poverty reduction strategy instead I had to rely on case studies and information provided both in the questionnaire and telephone interviews to develop what I considered to be comprehensive poverty reduction strategy.

3.7 Conclusion

This chapter of the dissertation presented research methodology, in which our research designs, methods of data collection, sampling methods and methods of data analysis were stipulated and clarified. As mentioned above, this chapter provides the whole research with structure and direction. This chapter has described various types of research instruments that were used in order to pursue this study. The chapter drew on case study method to conduct this research. This chosen method allowed the researcher to gain an in-depth understanding of Buffalo City Metropolitan Municipality (as the case study) and to use this understanding to develop informed and effective poverty reduction strategy with replicable best practises. The next chapter presents data that was collected through means of questionnaires', annual performance plans, operational plans, programme performance reports (monthly, quarterly and annual), various documents, interviews and group discussions.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.1 Introduction

The purpose of this chapter (chapter four) is to present the data that was collected for this research study, the analysis, and interpretation.

The ultimate purpose of this study was to assess the effectiveness of the Expanded Public Works Programme as a poverty reduction strategy. An assessment will be done on how the EPWP is performing in the Metropolitan Municipality of Buffalo City, and the effect it had as a poverty mitigation tool on the communities and the affected groups. The research goals were to assess EPWP as a tool for poverty reduction in targeting the poorest areas where unemployment is high and where permanent jobs are hard to develop for the youth and women. One of the poorest municipalities in the Eastern Cape Province is indeed the Buffalo City Metropolitan Municipality.

4.2 Qualitative data analysis approach

According to Sindelo (2019:50) supported by Miles and Huberman (1994:9) cited by Mugobo (2013:207), the qualitative data analysis process follows the following steps:

- Earmarking codes to data capture from interviews;
- Recognising themes, patterns, similar phrases, sub-groups and sequences;
- Recognising cohesions and dissimilarities and;
- Elaborating on a small set of generalisations.

This assertion is endorsed by Bogdan and Biklen (2003:67), who describe the study of qualitative data as “working with the data, organising it, dividing it into manageable units, coding it, combining it, and looking for trends.” The purpose of qualitative data analysis is to establish patterns, thoughts, themes and meanings. Data came from questions raised, and in line with the recommendations of the authors listed above, the researcher searched for themes. The researcher made sense of the raw information in this way.

4.3 Presentation of results

The researcher will link the previous three chapters with the research data and findings in this chapter. This chapter will present the data analysis of the self-administered questionnaires completed by the 10 purposely selected respondents. The data analysis findings will be compared with the theories of sustainable strategies for poverty reduction and will be connected to the hypothesis as set out in Chapter One. This chapter will present the key findings from the data review. Then, in the light of the respective findings, a decision to discard or recall the hypothesis will be made. The findings are summarised in one linked segment, as extracted from self-administered questionnaires from both councillors and managers that were carefully selected by the researcher.

Table 4.1: Seven (7) Step Model for Qualitative Data Analysis

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	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

Source: Cohen, Manion, and Morrison's (2007)

The seven-step model for the organisation of qualitative data analysis is followed (see Cohen, Manion, and Morrison 2007). According to these authors, this model is a very helpful way of organising data, since it puts together all the appropriate data for the researcher's exact issue of concern and retains the material's coherence. It returns the reader to the study's guiding issues, thereby 'closing the loop' on the research questions that were usually posed in the early part of an investigation. In this method of analysis all the relevant data from different data sources (interviews, observations, questionnaires etc.) are gathered in this method to provide a collective response to a research question. There is typically a degree of systematisation here, such that the numerical data for a specific research query, accompanied by the qualitative data, will be provided, for example, or vice versa. This makes it possible to analyse trends, relationships, similarities and credentials easily and explicitly through data types.

On the other hand, holistic approaches to qualitative data presentation will want to catch the wholeness of individuals and groups, and this may lead to a more narrative, almost case study or story style of reporting with issues emerging as they arise during the narrative! Neither approach is better than the other; researchers need to decide how to present data with respect to their aims and intended readership. A major conflict may emerge from the use of contrasting holistic and fragmentary / atomistic modes of analysis in the analysis of qualitative data. Clearly atomistic, the example of teaching English in Macau breaks down the study into smaller parts and units. It may be argued that this violates the wholeness of the evidence of the respondents, and there is some validity to this, although one has to wonder whether or not this is an issue. The sectionalisation and fragmentation of the study will make easy reading possible.

However, Weber (1990: 9) considers the aims of content analysis to include the coding of open-ended questions in surveys, the disclosure of the focus of individual, community, institutional and social issues, and the definition of communicative content patterns and trends. The latter suggestion indicates the role of statistical techniques in content analysis; indeed, Weber (1990: 10) indicates that both quantitative and qualitative analysis of texts (texts described as any type of written communication) are used by the highest quality content-analytical studies. In order to create or evaluate a hypothesis, content analysis takes texts and analyses, reduces and interrogates them into summary form with the use of both pre-existing categories and emerging themes. For the implementation of those categories, it uses systematic, replicable, measurable and rule-governed modes of study in a theory-dependent system.

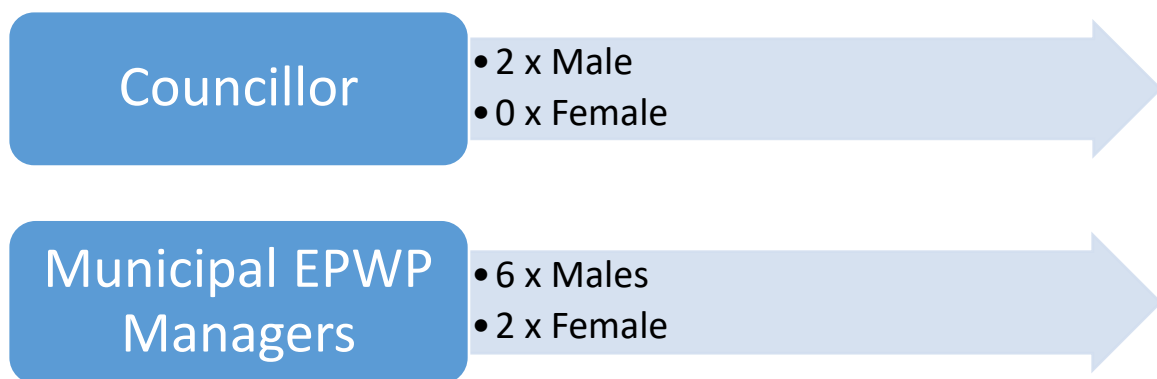


Figure 4.1: Interviewee summary

Source: Authors' own creation

The data to be presented here is from the questionnaire that was distributed to the Expanded Public Works managers for their views and understanding of EPWP. The self-administered questionnaire were conducted in order to get answers from the participants to the research study questions that were asked in chapter one. Those questions were the following:

1. To what extent is EPWP effective in alleviating poverty and empowering participants with knowledge and skills that can be utilised to create income for themselves also in other contexts?
2. The secondary research question is, how effective is the planning and execution of the EPWP in Buffalo City Metropolitan Municipality?

The research questionnaire was designed to collect information that will respond to the key research questions mentioned in chapter one of this thesis. While the researcher made every effort to ensure key officials answered the questionnaire, it should be noted that the process was voluntary and without any financial benefit apart from the promised policy contribution.

The questionnaire was designed in such a way that data on respondents' experiences in implementing the EPWP was fully gathered. Coordinators and administrators of the EPWP programme as programme implementers in the wards of the municipality have answered eighteen questions each. The contents of the questionnaire ranged from their general interpretation of the EPWP, issues facing the existing approach to implementation, the effect

of the EPWP on the participants, and potential solutions and strategies to resolve issues. Most questions have been open-ended. The aim was to provide the respondents with an opportunity to express themselves without constraints, based on their experiences.

This chapter (four) describes the effects of putting into action the aims of the research methods discussed in chapter three. In other words, the aim of this chapter is to process data so that general conclusions can be drawn for this study (Miller and Wilson 1983: 29); that is, the chapter will attempt to address the questions listed in the introduction chapter (chapter one).

The self-administered questionnaire was emailed to all the respondents due to adherence to Covid-19 protocols (Annexure F). Where permission was given, the interviews were recorded and transcribed by means of a self-administered questionnaire, with follow-up telephone clarification questions. Where permission was not given, interview notes were taken in handwritten form. Interviews were conducted with twelve people directly involved in managing and administering the EPWP. The details of the interviewees are summarised in Table 4.1. The researcher generated data during the second semester of 2020 by conducting semi-structured interviews with selected councillors and senior managers in the Metropolitan Municipality of Buffalo City. The goal was to interview two councillors and ten managers with mandates that could have an impact on addressing problems related to the Expanded Public Works Program and poverty reduction programmes of the Buffalo City Metropolitan Municipality. Twelve (12) questionnaires were distributed and the response rate was 83 %, which was deemed acceptable; Williams (2003:251) argued that a 75% response rate is required for an adequate questionnaire survey. The final sample size of 10 comprised of 8 EPWP Management Team, 2 councillors whose wards are amongst those who benefited from the Programme. Due to the work schedules of officials, it was not possible to interview all of them as planned, but eight of the planned ten respondents were available in total, reflecting a satisfactory response rate. The questionnaire was filled in by participants in their formal setting, at municipal offices, and in written forms; the data was thus obtained via a self-administered questionnaire and by telephone follow ups. All participants interviewed are from the Buffalo City Municipality and are existing incumbents in councillor and managerial portfolios of the municipality.

The interviews focused on how functionaries encounter EPWP-related issues as a strategy for poverty reduction, collecting their insights into ways in which EPWP implementation and management problems can be effectively monitored. EPWP is one of the main elements of the

government's campaign to alleviate South Africa's poverty and unemployment. The programme seeks to provide unemployed and unskilled individuals with short-term job opportunities and training.

4.3.1 Data presentation and pre-coding

The critical responses of the participants are given, per interview question, in this phase (step two). In order to function with reduced and sufficient data, the relevant text is displayed in the tables below, indicating that unrelated comments and clutter have been omitted. Some of the notable verbatim quotes ('gems') were included in these tables, while open coding was mostly implemented by the researcher, not in vivo (verbatim) coding. (see Conradie 2020: 118). As per the research proposal, the number of interview questions were seventeen; the reason for such a number of issues was the need for respondents to give full feedback and the fact that they suggested time constraints and difficulties faced as a result of the Covid-19. The most interesting participant responses (some verbatim) were captured in the related text and are displayed in italics in the tables below while using pre-coding and open coding methods, also known as the first stage of coding. A significant step in the initial data reduction was the establishment of this relevant document, as opposed to the entire raw data set or the complete transcript of all the data produced (including irrelevant or obsolete remarks). Pre-coding, with a view to more coding and analysis, helped minimise the lengthy raw data transcripts to the most relevant pages and paragraphs. The 'first large brush strokes on a clean canvas' were given by pre-coding as an early sense-making phase (Vincent 2019, in Conradie 2020: 118). The investigator considered this approach to be beneficial, shifting from a large volume of text to a smaller, more manageable body of relevant data. It is important to note that although the answers shown below were grouped separately as those collected respectively from executive councillors and responsible top managers, there was no need or purpose for the researcher to compare the responses of these two 'classes' of leaders in the municipality of the case study. Instead, as these functionaries represent the highest leadership in the Metropolitan Municipality of Buffalo City and should cooperate closely in efforts to address the needs of communities, the research objective was to obtain collective insights and expertise from this top leadership level and then assess the efficacy of their program management efforts, as they relate to the government's drive to alleviate poverty and unemployment in South Africa. The Extended Public Works Programme seeks to provide unemployed and unskilled individuals with short-term job opportunities and training. The program is introduced within the existing systems of

government and through the current budgets. It is a policy of the South African government as a whole. It is not just a programme for the Public Works Department.

4.3.2 Data reduction

A distilled and consolidated version of the most popular, recurring responses from participants during the semi-structured interview process is presented here, showing some trends and moving from the details to emerging themes. *Questions related to the effectiveness of the strategy, sustainability and innovations related to the problem in solving poverty in the municipality.*

- 1. Are you aware of any research studies that have been performed with reference to the effectiveness of the EPWP, nationally, or in your municipality?**

Responses: Yes, it seems the programme has been evaluated by different researchers in order to better understand it whether it is making any inroads in so far as the poverty reduction is concerned.

- 2. How many persons have participated in EPWP programmes at your municipality over the past 10 years – please try to provide a figure per annum?**

Responses: Although the respondents gave different points of view on the question it is however clear that the programme so far has managed to give work opportunities to +80 000 individuals per annum.

- 3. From your experience, what are the main managerial problems that arise during planning and implementation of EPWP in your municipality?**

Responses: Poorly conceptualised and rushed projects and the policy being conceptualised as a short-term and unsustainable programme. No clear strategy for EPWP personnel as there is conflicting needs of EPWP personnel by Municipal managers.

- 4. What managerial solution would you propose to each of the problems you mention?**

Responses: Proper planning of periodic programmes (for three years, maybe) by all actors, taking into consideration the geographic allocation of resources and benefiting. There are many ideas that the units can do or apply especially in following the current trends on industrial

revolution by establishing the space for youth and give them the necessary skills. On labour intensive projects, the unit can introduce training to capacitate the participants that are in those projects. In summary I will emphasize in proper planning that will have a clear vision without the idea that EPWP is for poor people to have food on take but to capacitate and build.

5. Have you as a municipality ever measured the satisfaction of EPWP participants (beneficiaries) in regard to their participation of the programme?

Responses: Yes,

6. Does your municipality have a designated person responsible to manage the EPWP? Where in the organogram is this person placed?

Responses: Yes, EPWP is headed by the Municipal Manager that reports to Mayor.

7. How many beneficiaries have been included in your EPWP programmes, annually?

Responses: 80 000

8. How much have they earned, on average per person?

Responses: 8 days R900 per month and 20 days R1900 per month

9. How much funds have thus annually been paid out to beneficiaries, in total?

Responses: R802 993 882 (according to Mr S. Dunjana who is EPWP Senior Manager, reading from his 4th Quarter Report and Corroborated by South African Cities Network, Annual Report 2018-19(page 28)

10. What type of work have these beneficiaries been doing?

Responses: Road Maintenance (Household Contractors), Supervisors, Data Captures, Road Rangers, Walking Bus, Scholar Transport Monitoring, Animal Crossing, Stray Animals Shut Up, Road Safety Check Points, Airport Maintenance, National Youth Service, Fencing, Labour Intensive (Construction), Taxi Rank / Office Cleaners, Transport / Bus facilitators, Safety Patrollers.

11. For how many months of the year have the beneficiaries been employed in the EPWP?

Responses: 12 months

12. What type of skills have beneficiaries acquired?

Responses: Waste management, Front line desk management, Office administration, Tourism Management, Technical skills in road related matters, Business and financial planning, Skills such as brick layer, plumbing, artisan.

13. Can one regard waving a red flag at a road construction site the entire day a skill? In other words, can EPWP work be regarded as dignified and meaningful, in your view?

Responses: Yes both from the monetary aspect of the gain and the community contribution of the action. EPWP phase 4 actually is explicit in analysing this aspect as being why we claim creation of work opportunity.

14. Has a study been performed over the 10 year period to assess the EPWP experience of these beneficiaries?

Responses: Yes, I would believe that the Implementation study that was commissioned by department of Public Works in 2019 was in a position to assess the EPWP experience even though it was directed on youth involvement in the programme.

15. As a political representative or public manager, what would you say are the problems (and causes there-of) and the proposed solutions in regard to the programme?

Responses: Mismanagement of these workers and for political benefit though it's for poverty alleviation.

16. How and by who has the income and expenditure of the programme been monitored?

Responses: The municipal manager as the accounting officer.

17. Has there been corruption reported to be taking place in the programme, e.g., wasteful or fruitless expenditure? Are financial records available to the public?

Responses: No, Yes anyone can ask to view them anytime

18. If the programme should proceed, what changes would you propose?

Responses: Sustainability, Professionalisation of officials, Improve recruitment, management of the programme and introduce technological advancement.

4.3.3 Researcher observations

As can be seen above, the first coding step was carried out after the initial pre-coding. Codes were identified through an open coding process from the responses of councillors and top executives, and extensive comprehensive raw data transcripts, and these are integrated above. In the process of enabling the meaning of the data to surface, the research-generated codes were important construction blocks. Open coding requires the summary and marking of essential concepts and then the creation of categories based on the properties and dimensions of the codes. It is used routinely to evaluate qualitative data and forms part of methodologies, such as grounded theory, for qualitative data analysis. Open coding as mentioned in (www.ucalgary.ca/University) - as cited by Conradie - focuses on summarising the exact words of the respondents and the phrases they used to convey their views on a specific topic or study issue of the interview. Khandkar (2019) argues that the definitions derive from the raw data in the Open Coding process and are then grouped into conceptual categories. For later analysis, the objective is to construct a descriptive, multi-dimensional preliminary structure. The process itself guarantees the authenticity of the job, since it is constructed directly from the raw data. In addition, open coding can be defined as an analytical method by which concepts (codes) are attached during qualitative data analysis to the observed data and phenomenon. Open coding is done by segmenting knowledge into coherent expressions and representing them in short sequences of words in a single phrase. It may also be argued that the context of sentences or paragraphs and broader parts of text are thus chosen and summarised to reflect specific terms and phrases.

4.3.4 Data categories and emergent themes

The researcher identified data categories and emerging trends from the further reduced data set provided as part of the first coding stage, Step 3 above. The categories and themes correspond closely to the outcome of the first coding cycle, ensuring that a simple and logical line of analysis is seen where there is no step away from the initially created results. The emerging trends were established from the suggested definitions, triggers, solutions and implementation activities of the respondents in relation to the implementation of the Expanded Public Works Programme as a Poverty Reduction Strategy. The themes as applied to the Buffalo City Municipality case study have a clear relation and inference to whether there is currently any cohesive municipal programme to address the problems of the EPWP.

The main data analysis categories identified by the researcher are the following:

General Fundamentals i.e. Prioritising Poverty Reduction and dealing with the inextricable link between the strategy and the effectiveness of EPWP; the management of the programme and its impact on poverty reduction.

This table is a presentation of some of the main emerging themes found by the researcher the table is followed by a more detailed account related to some of the key emergent themes:

4.3.4.1 Emergent Theme 1: Poor management and coordination of EPWP

Reducing poverty is a phenomenon with different aspects and challenges. Challenges should not be solved strictly at the level of local government. With no at all there is no dedication and potential for a strong mandate for local government, its inclusion in the scheme of Extended Public Works. Leadership problems often spill over to inconsistencies in engagement and partisan claims, contributing to inability to execute and organise. In selecting beneficiaries, the lottery system developed in 2016 is successful in restricting nepotism and partisan-based allocation of opportunities (Matsena 2017). Furthermore, management failure, as seen in quarterly site visits, revealed that through subcontracting, the city lost job opportunities generated in the infrastructure sector (SACN 2017:57).

Proposed solution

- 1) For an effective service delivery and management of the programme in implementation, different parties should be involved in collaboration. Furthermore, the management of

the Expanded Public Works Programme, it must be transparent and unambiguous, displaying transparent lines of control.

- 2) Via change management, the program can better fulfill all its responsibilities by prioritising priorities and strengthening policy execution, as well as by constantly reviewing and assessing the programme as a whole.

4.3.4.2 Emergent Theme 2: lack of exit strategy and post-EPWP follow up

- 1) There is a noted lack of an exit strategy to assist young people in obtaining access to post-EPWP training, skills growth and jobs, leading participants into the unemployment cycle and reliance on the EPWP.
- 2) There is simply no clear picture of how post-EPWP employment is carried out by former participants. Lack of awareness of how EPWP impacts the lives of participants.

Proposed solutions

- 1) For each sector, a simple and practical exit strategy should be created.
- 2) There is a need to expand supervision and assessment to all participants who have left the EPWP.

4.3.4.3 Emergent Theme 3: Poor training and skills development

Waving of flags that is regarded as work at EPWP, many young people did not obtain training or skills development. Many who did complete training were not given completion certificates at all and training given was not necessarily accredited.

Proposed solutions

- 1) Training programs at the induction or basic level will be especially important in projects located in more rural settings where it is more difficult to obtain training.
- 2) Training should be offered by accredited organisations for competency training. Relations and collaborations need to be developed with existing education and vocational training facilities to provide training for young people, women and people with disabilities.
- 3) Education needs to be delivered in the largest industries and in projects or programs in which the largest number of participants are working as a means of reward.

- 4) It is important to use preparation, skills development and capacity building tools effectively right from the ward level, straight to the municipal level as well as the level of the public body.

4.3.4.4 Emergent Theme 4: Fit for purpose

In what the EPWP claims its priorities are, and the aspirations of the youth, there seems to be a disconnection. Young people expect more than just poverty reduction and want to use EPWP to learn skills and valuable marketable knowledge to set themselves up for a career.

Proposed solutions

- 1) Refocus and prioritise current under-utilised programmes, such as Working for Tourism, Heritage Facilities, Creative Industries, and Violence Empowerment Initiative, education initiatives, etc., to increase youth engagement.
- 2) Develop links with other departments and the private sector to innovate and design projects aimed at developing skills such as technical IT, plumbing, electrical work, steel work and other crafts.
- 3) In order to either emulate them across other districts or expand initiatives to involve more youth, initiatives that have been shown to succeed in attracting youth need to be scaled up in a sustainable manner.

4.3.4.5 Emergent Theme 5: Negative perceptions

- 1) Non-participating young people felt like they had no access to information on the EPWP, the programs or even the EPWP workers who were willing to answer their questions. In hiring and choosing participants for ventures, there was a fear that excessive power was in the hands of ward councillors.
- 2) Lack of coordination between the management of the EPWP and municipal political leadership, which leads to poor understanding by non-participants of the EPWP and criticism by some participants of the EPWP

Proposed solutions

- 1) Repositioning of the EPWP with a view to changing those negative connotations and program perceptions

- 2) Establish an active schedule for marketing and communication.
- 3) The role of those selecting and recruiting should be more transparent and subject to scrutiny through audits or other monitoring instruments.

4.3.4.6 Emergent Theme 6: Awareness and poor communication

- 1) 1) The response of the respondent indicates a strong absence of correspondence and testimony that the payment amounts given to EPWP employees differ in degree.
- 2) 1) Most managers seem to be unaware of existing EPWP documentation, leading to a lack of understanding and different EPWP expectations.

Proposed solutions

- 1) In order to reach more young people, women and disabled people with project information and EPWP in general, more effort is required.
- 2) To increase the understanding of EPWP among the youth, align EPWP contact across established community-based organisations.
- 3) In order to illustrate the possibilities available in the program, it is also important to increase EPWP understanding and knowledge within the municipality itself.
- 4) Increase coordination between the municipal government, its systems and municipal directorates in which these EPWP recipients are put to prevent misunderstanding
- 5) Familiarise youth participants and implementing agencies with the content of current legislation, manage expectations and ensure that the programme is fully understood.
- 6) Rebranding of the EPWP in order to change those negative program connotations and expectations

4.3.5 Data interpretation

Data analysis is defined by Marshall and Rossman (1999:150) as the process of bringing order, structure and meaning to the mass of data collected. It is described as messy, ambiguous and time-consuming, but also as a process that is imaginative and fascinating. Broadly speaking, it is the task of making sense of, analysing and theorising data that signifies a quest for general statements between data categories, although it does not continue in a linear fashion (Schwandt

2007:6). Therefore, one might assume that some kind or form of logic applied to research is needed for data analysis. In this respect, Best and Khan (2006:354) specifically argue that data analysis and interpretation constitute the application to the research of deductive and inductive logic. On the other hand, Verma and Mallick (1999:29) and Morrison (2012:22,24) claim that the interpretive method (cf. par. 5.2.1.3, p. 307), which requires deduction from the data collected, depends more on what it feels like to be a participant in the qualitative research behavior under review. To be able to read the details given by the subjects participating in the study, researchers quite often depend on their knowledge of specific environments.

Antonius (2003:2) succinctly notes that the word data points to information that is collected and organised and documented in a structured way to allow the reader to correctly interpret the information. As such, information is not gathered haphazardly, but in response to certain questions that the investigator needs to know. Schostak and Schostak (2008:10) well capture the essences of data capture when they further add that knowledge is not presented as a fixed, but is open to reconfiguration and thus alternate ways of seeing, seeking answers to questions that one wants to answer. The two methods used to evaluate data, namely qualitative and quantitative, are implicated in the previous views of Antonius (2003:2) and Schostak and Schostak (2008:10).

4.4 Foundational interventions required

In order to strengthen the implementation of EPWP, a number of strategies need to be initiated, which include removal of the ceiling of 12 months of employment, changing employment provision from an individual to a household entitlement, ensuring running of the scheme in federal manner, undertaking capacity building of locally elected bodies through advocacy efforts, incorporating skilled activities into EPWP, incorporating project mapping for the entire municipality in the next 3-4 years, evolving of a EPWP household employment calendar to tap the supply of labourers during the agricultural slack season, ranking EPWP districts using appropriate performance evaluation criteria, developing recognition and reward mechanisms for NGOs, social actors, animators, civil society organisations.

Although there has always been a debate about the effectiveness of the Expanded Public Works Programme in terms of coverage of the targeted groups, and also it is criticised on two grounds that it is expensive and political interference will not allow it to succeed, the findings of this research shows that it is partly true as according to both the managers and the councillors who are politically elected public representatives. The programme can be successful in terms of

asset creation, watershed development, prevention of draught, large scale administration of rural public works and reduction in large scale poverty if can be properly managed. The programme is also successful in terms of coverage of weaker sections of the society.

However, the major problem relates to the employment generation as the number of employment opportunities generated and the number youths and women provided with employment are quite low in almost all the districts of the Province. With the sole exception of providing employment opportunities to the weaker sections of the society, the programme has not been able to succeed in any of its other provisions. The wages offered under Expanded Public Works Programme are low in several districts of the state, which could be due to improper methods of measurement of productivity. The other problems relating to wages encompass lack of information on the part of workers about wage rates for different kinds of work in different types of terrain, lack of their bargaining power, fudging of muster rolls leading to low wage payment, difficulty in understanding the mode of payment-mix of cash and kind as prescribed in the ministerial determination by the minister of labour. However, the Expanded Public Works Programme is much better scheme than any other employment related programmes. It has still to do a lot of catching to make its presence felt in different parts of the country. The linking of employment guarantee schemes with other schemes of public works will certainly improve skill levels among workers, though this will require improved levels of coordination in the public sector.

In order to strengthen the implementation of EPWP, a number of strategies need to be initiated, which include removal of the ceiling of 24 months of employment, changing employment provision from an individual to a household entitlement, ensuring running of the scheme in federal manner, undertaking capacity building of locally elected bodies through advocacy efforts, incorporating skilled activities into EPWP, incorporating project mapping for the entire municipality in the next 3-4 years, evolving of a EPWP household employment calendar to tap the supply of labourers during the agricultural slack season, ranking EPWP districts using appropriate performance evaluation criteria, developing recognition and reward mechanisms for NGOs, social actors, animators, civil society organisations.

Though wages offered under the scheme were higher than wages in other existing sectors like agricultural wages, several sectors within the country offered wages below par than the

prescribed wages under the department of labour. For instance, wages offered in rural areas are less than Rs.60 per day. Some community healthcare workers also showed lower wages on offer. However, an increasing trend was noticed in terms of wages offered under EPWP across various municipalities of the country. There could be several reasons for lower wages on offer. The improper methods of measurement of productivity led to low wages on offer. Lack of information to the workers about wage rates for different kinds of work in different types of terrain, lack of bargaining power of workers, fudging of muster rolls leading to low wage payment, difficulty in understanding the mode of payment-mix of cash and kind as prescribed in labour minister's, determination etc. were some other problems relating to wages offered under EPWP in the Buffalo City Municipality.

4.5 Programme management

Poverty alleviation, also referred to as poverty reduction, is a series of economic and humanitarian measures undertaken to enhance food security by the government and non-governmental organisations. Examples of poverty alleviation strategies are the jobs portion of the EPWP, livelihood support grants and implementation of the national minimum wage standard. These play an important role in improving the status of a nation's food security (Van de Merwe 2017).

In order to ensure that government policies and programs are developed, it is necessary to hire and cultivate trained and competent public sector officials, as well as to make reliable, effective and economic use of public resources, which are visible challenges and recurring problems in the public service of South Africa. Commitment by local authorities is crucial to achieving the goals and objectives of the programme. In terms of recruitment and employment of the EPWP staff, the problems stemmed from the procedures followed. The obstacles included nepotism, political intervention and cronyism, according to Hlatshwayo (2017:4-5), resulting in the failure of the city to meet the job goals. Owing to the flawed recruitment processes, the inability to meet the set goals led to the review of the EPWP's recruitment process by the Buffalo City Metropolitan Municipality and, in 2017, a revised EPWP recruitment drive was initiated to encourage accountability in the EPWP's employment processes. Lastly, the EPWP cannot provide all economically active unemployed households with jobs. The program is defined not by the need for jobs (demand driven) but by the ability to generate job opportunities (supply driven) (Peres 2019).

In order to strategically motivate young people, women and disabled people to rectify the situation, a coherent, integrated job development programme needs to be initiated. In the Buffalo City Metropolitan Municipality case study, a cohesive and organised policy was not found to be in place to spearhead anti-poverty prevention initiatives.

4.6 Stakeholder management

If it is not possible to achieve positive stakeholder collaboration and management, none of the drives described in D, C and B can be successful. Visionary leadership is called for. To a large degree, stakeholder involvement will rely on establishing positive personal relationships (rapport), attaining executive and other managers' buy-in and cooperation, bi-lateral agreements and funding commitments. A partnership model that will be sustainable in the long run is required. Where, as revealed by the SACN (2018), bad management and low employee absorption in the Eastern Cape Municipalities are the key characteristics of poor management and understanding of the program, the case study municipality stakeholder management is even more complicated, because the task then becomes to market, according to the ministers de launch it new to work.

4.7 Overview of the EPWP in the Buffalo City Metropolitan Municipality

Buffalo City Metropolitan Municipality (BCMM) started introducing the Enhanced Public Works Program in the 2013-14 financial year, according to South Africa's Cities Network (2019). The EPWP was based in the Directorate of Executive Support Services at the time. The directorate led and steered the implementation of the program, including the formation and development of the first EPWP Policy of the BCMM. In 2018-19, as reported in the 2019 annual report of the South Africa Cities Network, the municipality initiated various projects, such as Municipal Services, Engineering Services, Human Settlement Services, Economic Development Agencies and Directorates of Development Planning. In 2013, the Buffalo City Metropolitan Municipal Council adopted the Phase III EPWP Policy through a Council Resolution, according to the council report and minutes. The council reports further reveal that the policy has been used to direct and control the EPWP's implementation as a legal structure. The municipality also drafted a Phase IV coordination policy, which was introduced to the Mayoral Committee and to the Steering Committee of the EPWP. Furthermore the Council proposed that each directorate make a concerted effort to target the unqualified and unemployed and create a strategy to use their budgets to attract large numbers of the

unemployed into meaningful work in such a way that employees are given the opportunity to learn life and job-specific skills while working to improve their chances of getting out of the disadvantaged pool. The Executive Mayor provides the EPWP with political leadership and is responsible for nominating three Mayoral Committee (MMC) representatives to champion and direct the BCMM programme. It is the responsibility of the MMCs to ensure that the EPWP is entrenched within the IDP and main policies and programmes of the city. The EPWP Unit of the city falls under the City Manager's office and reports directly to the City Manager through the Operations General Manager.

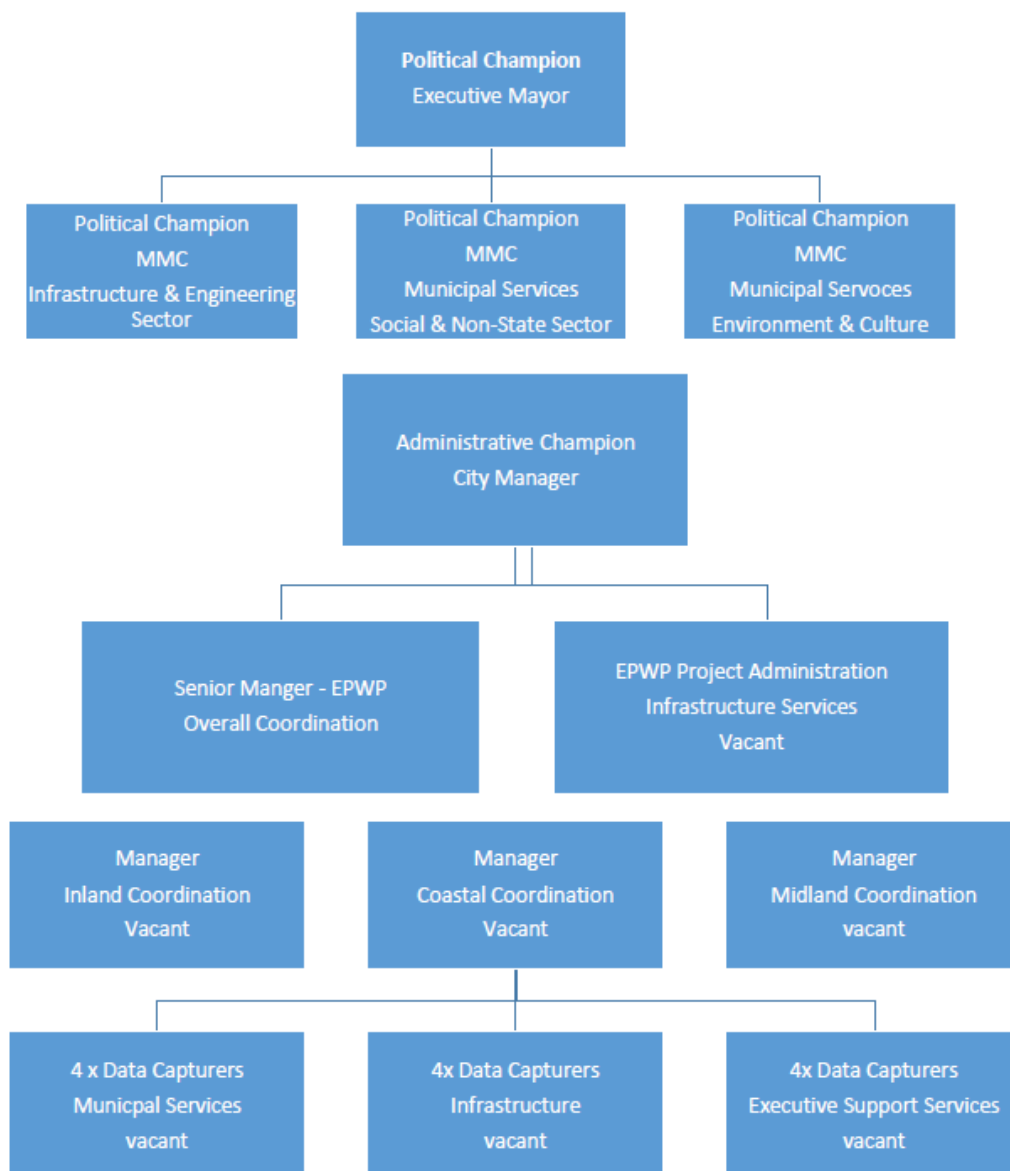


Figure 4.2: Buffalo City Metropolitan Municipality: EPWP Organogram

Source: Buffalo City Metropolitan Municipality institutional arrangements

According to the South African Cities Network report of 2018-19 (53) Buffalo City Metropolitan Municipality was allocated R802 993 882 in their grant funding for EPWP projects and activities and had spent 100 % of its grant money by the reporting time despite the noted high vacancy rate in their organogram.

The 2018-19 South Africa Cities Network Study (2019) further shows that 52 EPWP projects in the infrastructure, environment and culture and social sectors were initiated by the Buffalo City Metropolitan Municipality, generating 2 600 Work Opportunities (WO) and 994 Full Time Employment's (FTE).

4.7.1 Demographics

According to the EPWP cities are expected to target 55 % youth, 55 % Women and 2 % People with disability, however in the Buffalo City Metropolitan Municipality it is noted that the municipality is completely failing to keep up with the generally agreed norms and standards of EPWP employment standards as stated in the ministerial determination of 2012. The poor and or un-achievement on the targeted employment in the municipality can be attributed to poor recruitment strategies by the municipality and non-involvement of the councillors in trainings and recruitment of the recipients as well and this was also picked up even in chapter two of this study.

Table 4.2: Depiction of demographic employment of EPWP in BCMM

2014 - 15			2015 - 16			2016 - 17			2017 - 18			2018 - 19		
Youth	Women	PWDs	Youth	Women	PWDs	Youth	Women	PWDs	Youth	Women	PWDs	Youth	Women	PWDs
47%	38%	0%	40%	47%	6.79%	38%	49%	1.29%	43%	46%	0.74%	40%	55%	0.85%

Source: SA Cities Network 2019

It should be remembered, however, that such figures cannot be added up to represent the total number of participants. This is because both woman and youth may be a participant; or both youth and PWD; or both woman and PWD; or fall into all three classifications. The definition

of PWDs is based on the definition of the United Nations (UN) as mentioned by Schulze (2010), which states that a PWD is any person unable to ensure, wholly or partly, the necessities of a normal individual and/or social life by himself or herself as a result of a deficiency in his or her physical or mental abilities, whether congenital or not." Participants are therefore required to disclose their deficiencies in their physical or mental abilities. Furthermore, SACN (2019) suggested that this focus on self-declaration was one of the problems that contributed to PWDs being underreported. Member cities have indicated that participants are frequently unwilling to reveal their disabilities, so the statistics in Table 4.7 do not actually reflect the reality of the populations of projects in the cities. Another concern that the cities have posed is that PWDs are often addressed in politically incorrect terms, which may not only leave them feeling insulted, but also prevent them from engaging in or declaring their disabilities in the EPWP. Therefore, while it may seem that all adopting EPWP municipalities are underperforming in this respect, a lack of data collected or recorded may be the truth. It was also found that on the grounds that they obtain social funding, there are cases of PWDs being denied EPWP opportunities. Whether or not those who earn social grants count as EPWP participants is the broader conversation around this. This is a concern that the DPW can answer in the guidelines for recruitment.

On the other hand, in the first quarter of 2019, StatsSA recorded that 55.2 percent of young people between the ages of 15 and 24 were unemployed, rendering them the most disadvantaged with Buffalo City on its own with 26.6 percent of young people unemployed. President Cyril Ramaphosa described the youth unemployment crisis in South Africa as a "shame on the conscience of our country" when he was speaking at the 2019 Youth Day commemoration ceremony in Polokwane. It is therefore the responsibility of the government and the cities, according to President Cyril Ramaphosa, to put programs, strategies, processes and policies in place to tackle youth unemployment and to meet the WO goals aimed at this demographic.

4.7.2 Wage payment

The international best practices say, from the literature and as accepted by Ghiassi-Razavi (2012), that the wage rate paid should be set at a reasonably low rate to ensure the poor are self-targeting. This is aimed at minimising the odds of the least vulnerable participating in the

EPWP and thereby providing the more vulnerable groups with greater coverage. As per the 2012 ministerial determination, the EPWP Guidelines stick to this tradition of paying the minimum wage rate that is currently set at R63.18 per day. However in fact, from the insights obtained from the interviews, the stipulated minimum wage rate is not adhered to as the Buffalo City Metropolitan Municipality and other contractors set a wage rate between R100 and R120.00 a day which is almost twice the amount of the stipulated wage rate. The explanation for the high wage rate is the strike pressure from the infrastructure project participants, who argue that the low wage rate is not sustainable for their livelihoods, especially because the cost of transport to and from the project sites is high and food prices are increasing. This suggests that even the basic consumption needs of the participants and their families, let alone their human and social capital needs, will not be adequately met by the wage rate set by the EPWP. This also indicates, however that the EPWP wage scale allows for business conditions to be flexible in specific areas. For urban areas, however the EPWP might not target the most disadvantaged (poorest of the poor) classes. Accordingly, the wage rate of the EPWP infrastructure sector is considered reasonable to be able to remain flexible in order to adapt to market conditions. However it does not target the most disadvantaged groups of people in urban areas.

Piece-rate and task-based payments are favoured over time-based schemes, according to the Government Gazette (2011), because they avoid perverse labour benefits and offer greater flexibility in scheduling work. The EPWP Code of Good Practice also specifies that upon completion of service, payment should be made on a task-based basis. A daily wage rate may however, also be used. The respondents disclosed that the respondents are paid per day worked and not per assignment. However the task-oriented wage payment arrangements were based on active labour-intensive projects that started before the EPWP and were not part of the EPWP. "The EPWP's daily wage rate follows the concept of a fair day's wage for a fair day's work" (McCutcheon & Parkins 2003) and is considered acceptable, in particular as the DPW calculates the EPWP's objectives according to the number of individual days of work produced, also known as full-time equivalence.

4.7.3 Skills acquisition and exit strategies

In the absence of an appropriate exit plan, literature notes that most EPWP participants will fall back into poverty once the scheme ends. One of the purposes of the training that the beneficiaries are assigned to receive, according to the EPWP guidelines, is to help define

potential career paths open to staff exiting the PWP project (Department of Labour 2002). However, in view of the fact that the EPWP infrastructure sector participants do not undergo structured formal training, it can be inferred that there are no exit strategies for the participants after completion of the infrastructure projects. This assumption is confirmed by the interviews. One respondent stated that no exit strategies exist, but only unique sub-programmes are targeted. This respondent also stated that the cross-sectional research performed by external consultants showed that it was possible for some of the participants in these sub-programs to get a job. Consequently, engaging in the EPWP made the participants more employable.

According to the respondents who are directly involved in the implementation of EPWP-related infrastructure projects, more focus was placed on the lack of exit policies for EPWP staff, in particular because jobs on infrastructure projects had to be rotated to ensure that the benefits of the EPWP spread to as many recipients as possible. It is also claimed that employees do not have another job to go to after the project is finished, according to respondents, and that they will have to search for another job themselves or stand at a traffic light to try and sell something or ask for change. Therefore, the truth is that recipients want more permanent employment opportunities (McCutcheon & Parkins 2012), but so far none have been produced for them. In view of this, since EPWP projects seldom have exit policies for participants, it is considered inappropriate to make the unemployed more employable in South Africa in the sense of high unemployment and poverty rates.

4.7.4 Management, coordination and administration of EPWP in the municipality

Strong institutions should be placed in place to oversee and co-ordinate the implementation of the PWP, according to the literature in Chapter 2. Furthermore, Phillips (2004) stresses that successful EPWP programme preparation is essential in order to ensure that the speed of implementation is related to the pace of growth of the necessary capacity for implementation. Although the EPWP is a national initiative, the Provinces and Municipalities are implementing it. This implies that the initiative relies on the willingness of Local Government authorities to administer and execute work and on their encouragement for the use of labour-intensive work technology in their respective programmes. While these institutions are in place, the interviews showed that coordinating and planning between these different institutions and agencies is a challenge in practice. An example provided by one respondent was that, while that of the Department of Public Works starts in April like all National and Provincial Government

Departments, whilst Municipalities whose financial year begins in June. The effect of this is that none of these organisations are planning on the same schedule, making it difficult to coordinate support, training and implementation. Another coordination problem is that certain EPWP initiatives are not always designed and executed in compliance with the EPWP guidelines. Some respondents expressed concern that as the project advances to achieve those goals, many projects do not start out as labour-intensive and then become labour-intensive. This indicates that the preparation and execution of EPWP projects are inadequate and thus management and teamwork are perceived to be insufficient and are a significant impediment to the progress of the programme at large.

4.7.5 Programme governance, politics, accountability and corruption

The literature indicates that consistent political support is needed for an effective EPWP. The negative side of this, however, is that EPWP is popular with politicians because governments claim to create jobs, but projects are not always organised and based on keeping the community's best interests at heart, as Wahenga (2007) argues. Corruption, however, may be a big obstacle to the EPWP 's progress, and the poor always pay a high price for corruption. However, although all the respondents of this study argued that there are no recorded cases of corruption in the program in the Municipality of Buffalo City, governance and transparency are crucial to any EPWP 's success. According to the guidelines of the EPWP, explicitly organised institutions need to be in place in order to formally direct and guide the programme. As one respondent explained, with the premiers of the different provinces, the national Minister of Public Works signed protocol agreements with respect to the EPWP goals. These Protocol Agreements have also been signed between the Minister of Public Works and all the mayors, so that the services are also owned by these mayors. Political accountability is also taken by the members of the Executive Council (MECs). While the corruption aspects are handled by the Public Finance Management Act (PFMA). The practice, however, exposed by the interviews, is that the EPWP 's success is undermined by politics and corruption. "As one respondent argued," ... it's a concern because often the policy of the area in which projects take place results in project stoppages, and maybe the councillor in the area is not satisfied with the project, and other councillors will want something from the contractor. As they want votes and recognition, some councillors seem to want to favour some individuals within their respective wards. In the form of friends or relatives or employers, they want to put their own sub-contractors in. Government can also make projects a success or a failure because, as they

usually do, councillors have an effect on local labour as they can stop a project. Bad political leadership may also be an impediment to the effective implementation of poverty-reducing EPWP programs and strategies. What seems obvious is that a clear political buy-in from politicians is important for the EPWP. But this should not be seen as a way of safeguarding their own authority. Rather, this can be seen as job creation to support cities. To do this, we need the political will. Politics plays an immense game. It's a concern with the government, but we tend not to dwell on political problems.

4.7.6 Effective policy implementation and maintenance

Public policy is a declaration and execution of the purpose of the government, according to Gumede (2008:167). The EPWP is a government initiative that must be initiated and managed successfully to ensure the achievement of its objectives. In a policy cycle, for efficient service delivery, all stages must be coherent. To assess the achievement of defined priorities, areas for development and potential policy maintenance, the Buffalo City Metropolitan Municipality EPWP needs to be effectively assessed. A significant approach for action is benchmarking against other municipalities and taking lessons from their achievements.

4.7.7 Development of strategies to ensure employability

Employability supervision programmes and techniques should be monitored and enforced. It will help to maintain a record of the abilities acquired and to ensure that they are used to support both the government and the individual. In order to ensure that the participants are classified correctly, the Buffalo City Metropolitan Municipality has an indigence policy that requires proper implementation.

4.7.8 Monitoring and evaluation

Monitoring and monitoring of policies, services and initiatives is crucial in deciding whether targets are accomplished, food protection for households is increased and records are maintained, and this will ensure that services are altered or terminated. It is important, at all levels, to track and review every strategy, program or project in order to ensure the achievement of the goals set, as well as to revisit the goals, to allow the implementation of changes and corrective action. In ensuring that the participants can use the learned skills for potential employability, supervision and assessment should also go beyond the EPWP. In summary, the

authors are of the opinion that, in the infrastructure market, the EPWP has the ability to boost food security and to contribute to improving the lives of its members, but the income received for poverty eradication is not sustainable.

4.8 Findings

This research study aimed to decide if the design elements of the EPWP are suitable for reducing unemployed people's poverty and making them more employable in the light of the high unemployment rate in South Africa. The findings from the data analysis provided the following insights from the respondents who took part in the study:

- Poor coordination and management of the programme
- The high vacancy rate causes the EPWP unit to be poorly staffed and its ability to coordinate, monitor and report is therefore compromised.
- Programme has no council approved exist strategy for the beneficiaries
- Poor training and skills development with no Personal Development Plans for the recipients
- The programme is overcome by negative perceptions since recipients seem to be easily manipulated by the politicians
- There's a poor awareness and communication about the programme within the community itself
- Poor data management and record keep by the programme managers
- Poor programme design and implementation
- No existent Monitoring of the programme by councillors who are oversighting the programme in their respective wards.
- Poor reporting of the programmes activities and performance management system's
- CouncillorCouncillorinterference in the recruitment of participants fails to rotate participants drawn from their wards to give opportunity to others in need of employment.

In the sense of coping with poverty alleviation, stakeholder coordination and management practices are actually fragmented, incoherent and ineffective in the municipality of the case study.

To a large extent, future successful stakeholder involvement will rely on visionary leadership and the capacity of the civil, community and private sectors to promote effective collaboration

among stakeholders at different levels of cooperation. A bi-lateral and gradual approach to stakeholder engagement can serve leaders in job growth and in the fight against poverty on all fronts. In South Africa and in the Buffalo City Municipality, unemployment is the main cause of hunger and food insecurity, according to SACN (2017:57).

Rapid globalisation, lack of expertise, lack of research and development and foreign direct investment in the country's economic sector are factors influencing the ever-increasing rate of unemployment. In addition, graduates and the socially active population lack experience at work. Households' failure to achieve food security may be due to their limited access to income and buying power. The unemployment rate in Buffalo City Metropolitan Municipality worsened from 14.7 percent in 2011 to 22.3 percent in 2015, through the EPWP program. This reflects a rise of approximately 337,600 from at least 313,700 in 2011. The EPWP provides temporary jobs, without any guarantee of potential prospects for work. Via temporary jobs, stipends are given to EPWP participants to ensure that their living standards are improved. In addition, in other organisations or self-start-up firms, they are equipped with skills to make them employable. However, the demographic distribution of work prospects should be changed by the Buffalo City Municipality. The City fell short of the demographic goals for youth, women and people with disabilities in the year ending 2016/2017 (SACN 2017:57). A new service delivery model that will be sustainable in the long term will always involve new levels of cooperation among stakeholders and greater positions for development agents in private, community and civil society. Poverty reduction strategies, initiatives and services of the EPWP Metropolitan Municipality of Buffalo City must adhere to the development of policy agenda setting, policy formulation, implementation and monitoring and evaluation processes. The coordination should include different stakeholders for efficient service delivery.

Furthermore, the mandate of the central government, the provincial government and the local government must be transparent and unambiguous, indicating transparent lines of control. In ensuring effective coordination, execution, monitoring and assessment of the EPWP activities of the Buffalo City Municipality, professional human resources is important. A lack of awareness of the management of EPWP workers has hindered the efficacy of the sectoral coordination of the EPWP. To prevent misunderstanding and mismanagement, the management of EPWP workers should be carried out with standardised human resource performance management procedures.

To ensure that households have a reliable source of income, the development of permanent employment opportunities is crucial. Young people, women and the disabled should be given priority. These three classes of the population are vulnerable to food insecurity and poverty. Furthermore, both the environmental section and the Fourth Industrial Revolution (4IR) have a skills shortage. The Municipality of Buffalo City should develop programs to equip residents with Green Economy and 4IR skills.

4.9 Conclusion

This chapter showcased the study's results. That was done by presenting the respondents' biographical information. It also provided qualitative interpretation of the results, based on interviews with municipal officials. Many of the perceived issues in the Municipality are crucial factors for EPWP. The study pursued issues of management's understanding of the Expanded Public Works Program as a concept in greater detail, taking into account the; monitoring and evaluation; political interference; income security, and challenges facing the implementation of EPWP. It is clear from this study that in order to enhance the EPWP function, a number of factors need to be taught a speech.

CHAPTER FIVE

SUMMARIES, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This research focused on evaluating the Expanded Public Works Program (EPWP) as a tool for poverty reduction in the Metropolitan Municipality of Buffalo City, in South Africa's Eastern Cape Province. The researcher in this chapter draws some conclusions at the end of an interesting and enlightening research journey, and proposes some recommendations. This chapter sums up the study. The study objectives guide the summaries and the discussions. The chapter also provides recommendations for the report, grouped by improvement suggestions and those for further Studies. There is a strong hope that the findings and best practices of this research study will help not only residents and the management of the Metropolitan Municipality of Buffalo City, which is the case study municipality, but also other South African municipalities and cities around the world where they are faced with stagnation, resulting in food insecurity and poverty. The research conducted throughout the semester went well, though the researcher encountered certain problems due to Covid-19 strain. This research's purpose was to evaluate the effectiveness of the Expanded Public Works Programme (EPWP) strategy as a poverty reduction tool in the Buffalo City Metropolitan Municipality (BCMM).

Two overarching research questions were formulated and answers to them were found from the qualitative and quantitative research conducted. These questions are: to what extent is the EPWP effective in alleviating poverty and empowering participants with knowledge and skills that can be utilised to create income for themselves also in other contexts? And the secondary research question was: how effective is the planning and execution of the EPWP in Buffalo City Metropolitan Municipality? Answers to these questions were provided in chapter four.

It transpired in the literature review that both writers and policy makers agreed that EPWP is one of the main elements of the government's campaign to eradicate poverty, and unemployment, and implement training skills in South Africa. This also emphasised that municipalities have a significant role to play in implementing EPWP. Taking into account the findings discussed in chapter four, this chapter reviews the relevance of the role of the researcher and examines the implications of these results for both public sector conceptualisation and planning practice. This chapter also focuses on drawing conclusions, based on Amathole District Municipality's study findings. Furthermore, the research question

will be addressed regarding the study limitations, as well as recommendations based on the results to be presented. The assessment of its performance and efficacy will be based on the following metrics, as set out in the following five objectives:

5.2 RESEARCH PROJECT REVIEW

The research design was qualitative and exploratory in nature (Lewis & Saunders 2012). The research was carried out by making use of a questionnaire. The questionnaire was conducted with a selected number of managers (Six) and Councillors (Two), who are directly involved in the EPWP management in the Buffalo City Municipality at the municipal level. The reason for this was to get a holistic understanding of the current status of the EPWP sector in this Municipality and to identify the ways in which it can improve. The unit of analysis is the EPWP unit of the Municipality. The questionnaires were filled in by ten respondents and were followed up by telephone gap filling and zoom meeting arranged by the researcher. The collected data was then analysed manually using Excel and thereby grouped into themes and categories. Common responses were acknowledged and unusual insights were highlighted. The responses were then analysed against the literature review.

5.3 CONCLUSIONS

Although the respondents did not represent the entire population of the EPWP in the Metropolitan Municipality of Buffalo City, the findings of the research provided insight into the suitability of the EPWP for poverty reduction in the Metropolitan Municipality of Buffalo City. Overall, the design features, implementation and management dimensions of the EPWP are not ideal for reducing poverty on a wide scale. In addition, in order to help achieve its ultimate goals more efficiently, some of the best practices of international case studies of PWP around the world (as illustrated in Chapter 2) are needed as enhancements to the EPWP infrastructure market.

According to the findings from theoretical research and empirical results, the Buffalo City Metropolitan Municipality which is the study area has not successfully played its role in supporting and promoting Expanded Public Works Programme as a poverty reduction strategy. The basic staffing of the programme is largely inadequate, the position of the poverty alleviation programme is insufficient and the involvement of the community remains a serious concern at the local level. The conclusions drawn from the findings are as follow:

- Officials involved in the BCMM EPWP management and implementation can be considered to be reasonably optimistic about the overall program. Generally, they buy into the theory of EPWP and see merit in the technique. This is an essential base on which to preserve and strengthen. The program's theory and the concept are endorsed.
- Failure by the municipality to make a strong substantive and concrete contribution to the program should also constitute a priority area of awareness of the particular goals behind the general support of the program principles.
- Poor distribution of capital, both financial and human, is considered to be a major constraint to the Buffalo City Municipality's program to eventually reduce poverty. This is likely to be tackled either by re-evaluating what services to incorporate or by working on perceptions of how to use existing resources. The use of resources is often considered an indication of sincere dedication to the programme.
- Finally, the logistics relating to the implementation and administration of the EPWP, as well as the communication and coordination between role-players, were not considered to be a very significant priority area for the future of the municipal poverty-fighting program.
- The integration of EPWP operations into the Municipal Officials' Performance Agreement should appear to be of great importance. In order to have a clearer understanding and to exhibit more constructive attitudes towards the program in general, councillors and local executives should be made central to the EPWP and make the EPWP central to their mandate as well.

Recommendations are made in relation to the issues affecting the position of the Expanded Public Works Program as a strategy for poverty reduction, as well as the challenges and constraints of preparing and executing EPWP programs and activities at the level of the Metropolitan Municipality of Buffalo City. The section below suggests structural interventions and also proposes a structure to reinforce the current approach to the planning and execution of EPWP projects and activities.

5.4 RECOMMENDATIONS

Recommendation 1: EPWP coordination

While a stand-alone EPWP division has been formed by the BCMM to manage the implementation of the EPWP city-wide, there is a need to strengthen the method. There are

steering committees within the CJMM which supervise and assist the departments in organising the EPWP projects. These steering committees are in accordance with the four sectors of the EPWP. Theoretically, the BCMM plans to imitate, as suggested in the draft EPWP policy of 2012, the same mechanism as the City of Cape Town. Actually, however the BCMM does not have steering committees that work and efficiently assist departments in the planning process of the EPWP. Successful coordination of the EPWP is important because it enables organisations such as the BCMM to be aware of the role played in the value chain by - stakeholder. Some of the champions of the EPWP have stated that they consider the teamwork within the BCMM of the EPWP as a key challenge facing the implementation process. The coordinating position also means that the EPWP division of the BCMM should be highly proactive in leading, directing and resolving key issues posed by departments. Some of the key steps that should be taken by the BCMM to ensure that the EPWP is properly organised should include, inter alia, addressing support issues within the BCMM, particularly in relation to the reporting process; ensuring that the EPWP steering committees work in four sectors; Allow a forum in which departments raise their concerns and share best practices; Understanding of the role of each stakeholder, including the contractor and EPWP consultant, in the value chain; Strengthen monitoring of EPWP projects (field visits); Encourage departments implementing the EPWP to be innovative in how to increase their goals within the limits of the EPWP policy.

Recommendation 2: EPWP poor management

The Code of Good Practice for Special Public Works Programs (2002) stipulates that EPWP recipients should undergo training in terms of the training to be provided to both recipients and management. However one of the interviewed managers claimed that they had never provided the beneficiaries of the EPWP with training; this was also verified by the beneficiaries. With regard to the management capability of the EPWP, both the management and operational personnel of the EPWP stated that staff were not adequately qualified to administer the program. It is important to remember that rigorous training is one of the key reasons for the performance of the Kenya and Botswana Public Works Programmes (Thwala 2006), so staff training is important for the effective delivery of services. Different views on the non-involvement of the community's participation in the planning phase of the EPWP revealed joint planning between management and the community, which caused uncertainty as to how the process unfolded as the departmental staff (EPWP Management and Operational Staff) was expected to engage in the joint planning process. Silo planning, which contradicts the values

of cooperative government and inter-governmental ties, is indicative of this deficiency (South African Constitution 1996)

Recommendation 3: Programme recruitment and improved uptake on targets

Project information must be disseminated to local groups and community leaders as broadly as possible so that people living in the places where services are being set up have a greater chance of being hired to work on these initiatives. The need for greater awareness among the surrounding communities where the BCMM EPWP operates was highlighted by some respondents especially the councillors. Information on the goals of such initiatives and how they are designed to reduce community poverty as well as working conditions and workers' rights needs will be disseminated at the project sites through leaflets and some other written content. The concept was the need to popularise such services through infrastructure for the distribution of community knowledge, such as community members and community development staff.

Recommendation 4: poor PWDS target uptake

The BCMM was unable, as shown in this report, to reach the 2% goal set by the DPW to include individuals with disabilities in their EPWP projects. There are many factors that could contribute to this incident, but the BCMM has not expressed explanations in this respect. Firstly, the essence of infrastructure projects is such that to complete tasks they require manual labour. As a result, departments within the BCMM can struggle with how people with disabilities should be involved in infrastructure projects. It is recommended that the BCMM find ways to involve people with disabilities in projects that do not require manual labour, but are operational and EPWP, and be innovative. Housing management and allocation programs within the housing department, for example, can be acceptable as they require minimal labour and are not highly labour intensive. In particular, all departments should be imaginative and find creative ways to engage people with disabilities in activities funded by the operating budget. Society, it is said, is judged by how its poor and helpless people are handled.

Recommendation 5: Exit strategy

While EPWP projects are short-term and temporary due to their nature, the BCMM should create exit opportunities for EPWP project exit participants. One of the main results in this

study was that the EPWP projects within the BCMM do not have an exit strategy. This may mean that knowledge on the policy design of the EPWP projects is missing for the participants. Therefore to educate the participants on the essence of EPWP programs, the BCMM should share information on the EPWP policy design issues. Most significantly, for EPWP participants leaving the program, the BCMM can build exit opportunities. In many ways, this can be achieved. First the municipality will connect the training provided to EPWP project participants to current or potential job opportunities that the BCMM has or is planning to create. Second, with external companies needing individuals who have earned accredited training in fields such as plumbing, pipe fitting, bricklaying and other general specialties of the construction industry, the BCMM may enter into an understanding. This will ensure that participants leaving the BCMM EPWP projects are at least linked to medium- to long-term jobs that enable them to earn money, as well as the opportunity to accumulate assets that are vital to combating poverty.

Recommendation 6: Monitoring and evaluation

The DPW is the overall coordinating agency for monitoring and assessment of the EPWP; progress reports to the Cabinet; promotion of interconnections between spheres and sectors; preparing exit strategies and training frameworks. This study revealed that there are insufficient human resources, particularly in municipalities, that affect project monitoring. It is important to properly track and evaluate EPWP projects especially at the site level. This research study strongly suggests that BCMM should consider appointing EPWP champions, project managers, data capturers, and improving EPWP M&E teams by adhering to the monthly in loco inspections of EPWP projects to enhance EPWP efficiency and their monitoring processes. Once every three months, the provincial M&E team should visit the municipal EPWP participants and provide a portfolio of evidence, such as attendance registers and minutes. This will encourage two-way contact on EPWP issues and accountability.

Recommendation 7: Data and record management, record and availability

In EPWP, data protection is very critical to prevent excluded projects that increase non-compliant reports. The EPWP data management mechanism should be established by the BCMM EPWP unit and the whole BCMM M&E unit, providing clarification on the roles and obligations of stakeholders in the finalisation of the quarterly reports of the EPWP. In the BCMM M&E unit, the EPWP reporting should be centralised. At present, funding for the system and the help desk should also be centralised. Participants have described the following as key challenges: lack of data quality control, some of the EPWP qualified participants are not

registered, lack of sub-directorates of municipalities and departments that devote all their attention and energy to collecting and storing data in their units, lack of provincial system support, implementation bodies do not maintain participation registers and resources. This leads to adverse audit findings from the office of the Auditor Generals. This study strongly recommends that sub-directorates be formed by municipalities and departments to devote all their attention and resources to collecting and storing data in their units. Provincial data processing should be strengthened from data collection to the reporting system, before, during and after data collection. This would eliminate non-compliant reporting and will be communicated to all trained EPWP participants. Since the office of the Provincial Coordinators can disseminate to all stakeholders the EPWP M&E data management method.

5.5 Limitations to the study

A variety of factors have limited the study's emphasis. Explaining such factors is important: EPWP is a very critical element in tackling the socio-economic challenges facing municipalities. It's also a critical factor in achieving life goals for all. Nevertheless, due to time and financial constraints, the researcher was unable to conduct a study to all wards in the Eastern Cape Province's Buffalo City Municipality; deadly Corona Virus scourge; Covid-19 protocols hence this is confined to the municipality of the Buffalo City Metro. Additionally, more effort is required to access academic literature. Due to time, Covid-19 Protocols and non-availability and safety of the respondents required, a number of interviews could not be carried out as intended.

5.6 Recommendations for future research

A country-wide impact assessment on the analysis of the Expanded Public Works Programme as a strategy for poverty reduction is required, as insufficient EPWP resourcing hampers successful service delivery. Researchers should be able to provide scientific proof that the problems faced in the Metropolitan Municipality of Buffalo City can be overcome by a properly resourced EPWP.

5.7 Conclusion

Finally, this thesis should be seen as a starting point for further studies to be adopted by South African municipalities on the topic of an innovative model to combat poverty in poor communities and vulnerable sectors of the South African population. Through the well managed EPWP as this study proposes the Buffalo City Metropolitan Municipality will position itself at the forefront of tackling poverty and creating jobs while educating women, disabled people and the youth in South Africa. A transformative solution could help other impacted municipalities, both in South Africa itself and around the world.

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APPENDICES

Appendix A: University Ethical Clearance certificate



PO Box 77000, Nelson Mandela University, Port Elizabeth, 6031, South Africa mandela.ac.za

Chairperson: Faculty Research Ethics Committee (Human)
Tel: +27 (0)41 504 2906

Ref: [H20-BES-DEV-135] / Approval]

21 September 2020

Dr F Modiba
Department: Development Studies

Dear Dr Modiba,

TITLE OF STUDY: EVALUATION OF THE EPWP AS POVERTY REDUCTION STRATEGY IN BUFFALO CITY MUNICIPALITY (MASTERS)

PRP: Dr F Modiba
PI: X Ngumbela

Your above-entitled application served at the *Faculty Ethics Committee of the Faculty of Business and Economic Science*, (14 August 2020) for approval. The study is classified as a negligible/low risk study. The ethics clearance reference number is **H20-BES-DEV-135** and approval is subject to the following conditions:

1. The immediate completion and return of the attached acknowledgement to Lindie@mandela.ac.za, the date of receipt of such returned acknowledgement determining the final date of approval for the study where after data collection may commence.
2. Approval for data collection is for 1 calendar year from date of receipt of above mentioned acknowledgement.
3. The submission of an annual progress report by the PRP on the data collection activities of the study (form RECH-004 to be made available shortly on Research Ethics Committee (Human) portal) by 15 December this year for studies approved/extended in the period October of the previous year up to and including September of this year, or 15 December next year for studies approved/extended after September this year.
4. In the event of a requirement to extend the period of data collection (i.e. for a period in excess of 1 calendar year from date of approval), completion of an extension request is required (form RECH-005 to be made available shortly on Research Ethics Committee (Human) portal)
5. In the event of any changes made to the study (excluding extension of the study), completion of an amendments form is required (form RECH-006 to be made available shortly on Research Ethics Committee (Human) portal).
6. Immediate submission (and possible discontinuation of the study in the case of serious events) of the relevant report to RECH (form RECH-007 to be made available shortly on Research Ethics Committee (Human) portal) in the event of any unanticipated problems, serious incidents or adverse events observed during the course of the study.
7. Immediate submission of a Study Termination Report to RECH (form RECH-008 to be made available shortly on Research Ethics Committee (Human) portal) upon unexpected closure/termination of study.
8. Immediate submission of a Study Exception Report of RECH (form RECH-009 to be made available shortly on Research Ethics Committee (Human) portal) in the event of any study deviations, violations and/or exceptions.
9. Acknowledgement that the study could be subjected to passive and/or active monitoring without prior notice at the discretion of Research Ethics Committee (Human).

Please quote the ethics clearance reference number in all correspondence and enquiries related to the study. For speedy processing of email queries (to be directed to Lindie@mandela.ac.za), it is recommended that the ethics clearance reference number together with an indication of the query appear in the subject line of the email.

We wish you well with the study.

Yours sincerely

A handwritten signature in black ink, appearing to read 'S Mago', with a stylized flourish at the end.

Prof S Mago

Cc: Department of Research Capacity Development
Faculty Research Co-ordinator: Lindie van Rensburg

Appendix B: Letter of Introduction to participants



LETTER OF INTRODUCTION TO PARTICIPANTS

Dear Madam/Sir

I am **Xolisile Gideon Ngumbela** a masters (Development Studies) student (**204013461**) at the Nelson Mandela University and in the process of conducting research in partial fulfilment of the requirements for the degree, Masters in Development Studies.

The title of the study to be conducted by Xolisile Gideon Ngumbela is on “**EVALUATION OF THE EXPANDED PUBLIC WORKS PROGRAMME AS POVERTY REDUCTION STRATEGY IN BUFFALO CITY MUNICIPALITY**”. Participation in this study is voluntary and anonymous. Your responses to all questions will be kept strictly confidentially kept in a safe lockable and password protected and will be used for this research (academic) only. Your participation is highly appreciated. The questionnaire is self-administered qualitative questionnaire.

Completing this questionnaire will not take more than fifteen (15) minutes of your time.

Should you have any questions, feel free to contact supervisor at:

Telephone number: 041 504 1245

Email address: florah.modiba@mandela.ac.za

I hope my kind request to you will be given your first-hand consideration.

Yours sincerely

Xolisile Gideon Ngumbela

A handwritten signature in black ink, appearing to read "Xolisile Gideon Ngumbela".

Appendix C: Research consent form



Researcher X. G. Ngumbela

11 Rochdale Road
Sunnyridge
East London
5201

Research Title: EVALUATION OF THE EXPANDED PUBLIC WORKS PROGRAMME AS POVERTY REDUCTION STRATEGY IN BUFFALO CITY MUNICIPALITY.

CONSENT FORM

This is to confirm **Xolisile Gideon Ngumbela (Student no. 204013461)** a Master’s student at the Nelson Mandela University, Faculty of Business and Economic Sciences at the school of Economics in the Department of Development Studies has approached and requested me (participant) to participate in his research project. Xolisile Gideon Ngumbela has provided me with the information sheet about his research, which I have read and clearly understood it as for an academic purpose only. He has also given me the opportunity to ask questions about the research and intended purpose, which he has answered to my satisfaction. I hereby

- Voluntary agree to participate in this research,
- Agree to have my interview recorded for an analysis that will result on a written report,
- Agree that any information from the interview can be used for academic research purposes only on condition that my privacy and confidentiality are respected by use of a pseudonym.

I also understand that I am under no obligation to take part in this research and that I have the right to withdrew at any stage of the process.

Signature of the participant:

Signature of the researcher:.....

Appendix D: Participant declaration



PARTICIPANT DECLARATION

I..... (Full names of participant) hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project.

I understand that I am at liberty to withdraw from the project at any time, should I so desire.

SIGNATURE OF PARTICIPANT DATE

.....

NOTE: Potential subjects should be given time to read, understand and question the information given before giving consent. This should include time out of the presence of the investigator and time to consult friends and/or family.

Appendix E: University affiliation confirmation letter



8 June 2020

TO WHOM IT MAY CONCERN

MASTERS 2020 – DEVELOPMENT STUDIES

FACULTY OF BUSINESS AND ECONOMIC SCIENCES

SCHOOL OF ECONOMICS

DEPARTMENT OF DEVELOPMENT STUDIES

Name of Student: Xolisile Gideon Ngumbela

Student Number: 204013461

This letter serves as a confirmation that the student was accepted as a Masters student at Nelson Mandela University.

Qualification: MA Development Studies Coursework

Module Name: Development Studies Treatise

Module Code: DEV510

I hope you find the above in order, should you have any further queries please do not hesitate to contact our office, Ms Chwayita Kani (programme Coordinator) at 041 504 1245 or chwayita.kani@mandela.ac.za

Ms Chwayita Kani

Development Studies (Programme Co-ordinator)

Faculty of Business and Economic Sciences

Tel: +27 (0) 41 504 1245

Appendix F: Research interview guide for managers



QUESTIONNAIRE FOR MANAGERS

1. Are you aware of any research studies that have been performed with reference to the effectiveness of the EPWP, nationally, or in your municipality?

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.....
.....

2. How many persons have participated in EPWP programmes at your municipality over the past 10 years – please try to provide a figure per annum?

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

3. From your experience, what are the main managerial problems that arise during planning and implementation of EPWP in your municipality?

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

4. What managerial solution would you propose to each of the problems you mention?

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

5. Have you as a municipality ever measured the satisfaction of EPWP participants (beneficiaries) in regard to their participation of the programme?

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

6. Does your municipality have a designated person responsible to manage the EPWP?
Where in the organogram is this person placed?

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

7. How many beneficiaries have been included in your EPWP programmes, annually?

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

8. How much have they earned, on average per person?

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

9. How much funds have thus annually been paid out to beneficiaries, in total?

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

10. What type of work have these beneficiaries been doing?

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

11. For how many months of the year have the beneficiaries been employed in the EPWP?

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

12. What type of skills have beneficiaries acquired?

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

13. Can one regard waving a red flag at a road construction site the entire day a skill? In other words, can EPWP work be regarded as dignified and meaningful, in your view?

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

14. Has a study been performed over the 10 year period to assess the EPWP experience of these beneficiaries?

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

15. As a political representative or public manager, what would you say are the problems (and causes there-of) and the proposed solutions in regard to the programme?

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

16. How and by who has the income and expenditure of the programme been monitored?

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

17. Has there been corruption reported to be taking place in the programme, e.g., wasteful or fruitless expenditure? Are financial records available to the public?

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

18. If the programme should proceed, what changes would you propose?

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

Many thanks for your time and effort to answer my study questionnaire!

Appendix G: Request letter for data collection permission

**11 Rochdale Road
Sunnyridge
East London
5201**

**THE CITY MANAGER
BUFFALO CITY METROPOLITAN MUNICIPALITY
PO BOX 134
EAST LONDON
5200**

Dear Sir,

RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH STUDY AT BCMM

I am a Masters student of the Nelson Mandela University pursuing research in fulfilment of the requirements of the degree: **Masters of Arts** in Development Studies in the faculty of Business and Economic Sciences. My student number is 204013461.

My proposed research topic/thesis is titled:

EVALUATION OF THE EXPANDED PUBLIC WORKS PROGRAMME AS POVERTY REDUCTION STRATEGY IN BUFFALO CITY METROPOLITAN MUNICIPALITY (EAST LONDON).

As the topic suggest, the study area will be the Buffalo City Metropolitan Municipality that is why the university requires me to get a letter of permission from you as the accounting officer of the study area.

Please do note that, for the purposes of this research study, the Ethical Code of Professional Conduct will be used. The Professional Board for Psychology, Health Professions Council of South Africa 18/5/B 26/03/200 will be used. This means then that you will be afforded an opportunity to look into the findings of the research before it is submitted to the University for Evaluation.

It is my expectation that the outcome of this research study will not only assist me in qualifying for the doctorate in development studies but can also be used by the municipality and other organs to improve on both programme, policy design and analysis thereof.

Thank you,

Yours faithfully,



Xolisile Gideon Ngumbela

(Student No.: 204013461)

Mr Andile Sihlahla

CITY MANAGER: BCMM

Approved	Not Approved
-----------------	---------------------

Appendix H: Data collection permission letter from BCMM

1

Buffalo City Metropolitan Municipality

East London | Bisho | King Williams Town
Province of the Eastern Cape
South Africa

Website: www.buffalocity.gov.za



Office of the City Manager
10th Floor Trust Centre
Cnr Oxford and North street
East London
5201

Tel: 043 705 1045
Email: Kholekas@buffalocity.gov.za

Date: 21 July 2020

TO WHOM IT MAY CONCERN

RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN BCMM:

Mr. Xolisile Gideon Ngumbela

Dear Sir/Madam

It is hereby acknowledged that **Mr. Xolisile Gideon Ngumbela**, a student at **Nelson Mandela University**, conducting research on **EVALUATION OF THE EXPANDED PUBLIC WORKS PROGRAMME AS POVERTY ERADICATION STRATEGY :A CASE STUDY IN BUFFALO CITY METROPOLITAN MUNICIPALITY EASTERN CAPE PROVINCE** has met the prerequisites for conducting data collection at Buffalo City Metropolitan Municipality (BCMM) for partial fulfillment of his studies . He has provided us with all the necessary documentation as per the BCMM Policy on External Students conducting research at the institution.

With reference to the letter to the City Manager dated 21 July 2020, permission was requested to conduct research at BCMM for his Research Report, entitled **"EVALUATION OF THE EXPANDED PUBLIC WORKS PROGRAMME AS POVERTY REDUCTION STRATEGY:A CASE STUDY IN BUFFALO CITY METROPOLITAN MUNICIPALITY EASTERN CAPE PROVINCE"** .

This request was scrutinized by the Information and Knowledge Management, Research and Policy Unit for further assistance, and approved in accordance with national and international research ethical and legal norms, standards and guidelines.



BUFFALOCITYMETROPOLITANMUNICIPALITY

A city growing with you!

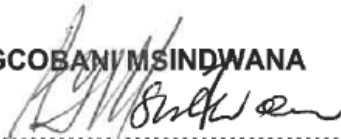


Mr. Xolisile Gideon Ngumbela was asked to provide the Unit with the necessary documentation, which he subsequently did.

The relevant Officials to assist in the research were identified and will duly be informed about the research, and the fact that **Mr. Xolisile Gideon Ngumbela** has met all the prerequisites. Their contact details will also be provided to him and he will be informed to contact them directly for assistance.

We wish Mr. Xolisile Gideon Ngumbela good luck in his research.

MR. GCOBANI MSINDWANA



.....
HEAD: IKM, RESEARCH AND POLICY

MR A SIHLAHLA


.....
CITY MANAGER

APPROVED	← NOT APPROVED
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Appendix I: Language Editor Certificate

LETTER FROM THE LANGUAGE EDITOR

TO WHOM IT MAY CONCERN

This serves to confirm that, I ..., declare that the language editing of this Treatise right from chapter one to five has been done by me for the dissertation of:

Name: Xolisile Gideon Ngumbela

Student Number: 204013461

Degree: Masters of Arts (**Development Studies**)

entitled

EVALUATION OF THE EXPANDED PUBLIC WORKS PROGRAMME AS POVERTY REDUCTION STRATEGY IN BUFFALO CITY MUNICIPALITY.

Submitted in fulfilment of the requirements for the degree of Master of Arts in Development Studies in the Faculty of Business and Economic Sciences at the Nelson Mandela University.

I cannot guarantee that the changes that I have suggested have been implemented nor do I take responsibility for any other changes or addition that may have been made subsequently.

Any other queries related to the language editing of this treatise maybe directed to me at

Yours Faithfully

.....

Appendix J: Research interview guide preamble



Dear Madam/Sir

This research is being undertaken as a Masters study conducted by Xolisile Gideon Ngumbela (Student No. 204013461) on “**EVALUATION OF THE EXPANDED PUBLIC WORKS PROGRAMME AS POVERTY REDUCTION STRATEGY IN BUFFALO CITY MUNICIPALITY**”. Participation in this study is voluntary and anonymous. Your responses to all questions will be kept strictly confidential and will be used for this research (academic) only. Your participation is highly appreciated. The questionnaire is self-administered qualitative questionnaire to be answered by managers only.

Completing this questionnaire will not take more than fifteen (15) minutes of your time.

Should you have any questions, feel free to contact me at:

Cell phone number: 060 965 7489

Office number: 040 609 6090

Email address: xolisile.ngumbela@gmail.com

I hope my kind request to you will be given your first-hand consideration.

A handwritten signature in black ink, appearing to read "X. G. Ngumbela".

Yours sincerely

X. G. Ngumbela