

The impact of Extended Public Works Program (EPWP) on job creation in local government: A case study of Thulamela Local Municipality

By

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A mini-dissertation submitted in partial fulfilment of the requirements of the degree of Master in Public Management in the

O.R. Tambo Institute of Governance and Policy Studies

SCHOOL OF MANAGEMENT SCIENCES

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February 2020

Declaration

I hereby declare that this research report titled: The impact of Extended Public Works Program (EPWP) on job creation in local government: A case study of Thulamela Local Municipality, submitted for the Degree of Master in Public Management at the University of Venda, is my own original work and has not previously been submitted to any other institution of higher education. I further declare that all sources cited or quoted are indicated and acknowledged by means of a comprehensive list of references.

Signature:  _____ Date: 27/05/2021

ACKNOWLEDGEMENTS

I am grateful to the following individuals whom through their different efforts have made my project to be where it is today:

Professor Nghamula Nkuna, whose supervisory expertise, patience and encouragement has truly helped me to improve my research skills and capabilities, I would also want to thank him for not giving up on me.

Dr Mahole for his patience and all the encouragement that him gave me, it helped me to realise that there is still hope in my project.

I would like to give thanks to my Spiritual parents, Mom Prophet Mauna and Dad Apostle Mauna, words alone cannot express the excitement that they have brought into my life, thank you for all the encouragement and also their prayers, they have made me what I am today.

My sincere appreciation goes to my dear husband, my better half, my friend, and also the father of our three beautiful daughters, Mokwebo Aubrey, thank you for all the inputs that you gave in my project, for your emotional support, if it was not because of your support I would have been given up on completing this studies, I am truly thankful.

I would like to give thanks to my three beautiful daughters, Vhugalahawe, Arehone and Vhuthuhawe thank you very much my kids, for allowing me to have time for my studies even though you are still young but thank you for the time you allowed me to do my project.

I would also like to extend words of appreciation to my siblings Nndwammbi, Ndifelani and Takalani, thank you so much for believing in me that I can be able to complete this project.

I would also like to give thanks to my late Mom whom through her God has given me the opportunity to live in this life, thank you Mom.

I would like to thank all my participants, beneficiaries of the EPWP programme who have positively responded to my research questionnaire and provided me with the data required for this project.

I would also like to give thanks to the Almighty God who gave me life, and provided me with wisdom and knowledge to complete this project.

DEDICATION

To my family, my dear husband Mokwebo Aubrey and my three daughters Vhugalahawe, Arehone, and Vhuthuhawe.

ABSTRACT

The purpose of the study was to investigate the impact of Extended Public Works Programmes (EPWP) project on job creation in the Thulamela Local Municipality. The main aim of EPWP is to create job opportunities for disabled persons, women and youth. The reviewed literature provided the investigated challenges that were faced when creating job opportunities in Thulamela Local Municipality. In this study, some employees from different sections were sampled and a questionnaire administered to them. The data was collected through use of self-administered questionnaires to EPWP beneficiaries within the Thulamela Local Municipality. The quantitative method was used to analyse the responses to the data in this study. A non-random sampling technique was used as a probability sampling method to collect data. The responses collected from the participants was used as the primary source of data. A descriptive statistics tool, Statistical Package for the Social Science (SPSS) was also used to analyse the data.

In order to achieve this, the theory of unemployment and job creation theory as the theoretical framework underpinning the study was also adopted. From the results revealed by the research on the short duration of employment training, this means the training is not accredited. With the length of training being less than six months in most cases, one can conclude that the jobs created by the Expanded Public Works Programme in the Thulamela Local Municipality are not sustainable. The respondents in the Thulamela Local Municipality received a gross household income of less than R1000 per month. Since the unemployment level is so high, one can conclude that most of these households' income is in the form of government grants. This means that the majority of the people living in the Thulamela Local Municipality are living below poverty line. The results revealed that the average wage paid per day is R88.00. This equates to R1760.00 per month which is below the living wage. These people are not economically active and on that level of income, they are forced to just survive.

The study provided further insight about the challenges affecting EPWP, poor implementation, reviewing existing policies and crafting of communication strategy. The main research findings were that the EPWP had improved beneficiaries career opportunities. It highlighted the need for training, monitoring and evaluation of implementation, developing new policies, crafting a communication strategy and allocating resources according to the specifications for each project. The results indicated that improvements need to be put in place for the smooth implementation and monitoring and evaluation of the EPWP. Recommendations are made to the Department of Public Works and Roads and all three spheres of Government.

Key Words: Expanded Public Works Programme (EPWP), Poverty, Unemployment, Job creation, Local government

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CHAPTER ONE: INTRODUCTION

1.1 Introduction

The Extended Public Works Program (EPWP) is viewed as South Africa's largest active labour market intervention (Meth, 2011) and it was introduced as a policy response to the high incidence of unemployment amongst young South Africans who are "unemployable" due to their lack of skills (McCord, 2002).

Fox and Meyer (1995:107) define policy as "authoritative statements made by legitimate public institutions about the way in which they propose to deal with policy problems." Of importance is the fact that policy can never be static. Public Works Programmes (PWP) can serve as one of a variety of interventions that can be deployed to solve the problem of high unemployment rate in a country such as South Africa. According to McCord (2007: 13), PWP are implemented in a range of contexts, which may be generalized into two broad labour market situations; namely: acute, short term falls in labour demand or livelihoods disruption (resulting from for example drought, flood, financial crisis, or recession), and chronic high levels of under- or un-employment and poverty. PWP have differing institutional implications, while sharing common ground in terms of the provision of employment with some form of social protection objective.

Internationally, four types of PWP are commonly used with each adopting a different conceptualisation of public works, while sharing common ground in terms of the provision of employment with some form of social protection objective (McCord,2007:13). These four types are; PWP offering short-term employment, those promoting labour intensification of government infrastructure spending, large scale government employment programmes which tend offer some form of employment guarantee, and programmes which enhance employability (McCord, 2007)

In 2004, when unemployment was at 26% (StatsSA, 2012:35), the government embarked on a special nation-wide public works programme (PWP), called the Expanded Public Works Programme (EPWP) (Department of Public Works, 2004). This is achieved by increasing the labour-intensity of production to promote various types of economic activity such as building and maintaining roads, and developing agricultural land (Fourie, Mohr & Associates, 2004) The EPWP intended to draw significant numbers of unemployed South Africans into productive work and assist these workers to gain skills while they work, thereby increasing their capacity to earn an income (Department of Public Works, 2004). This goal was to be

achieved by generating work opportunities in four sectors of the economy: infrastructure, environment, social and economic (McCutcheon and Parkins, 2012).

The EPWP is a national programme covering all spheres of government and state owned enterprises. The ultimate goal of the EPWP has been to contribute to governments' efforts of creating employment opportunities that require minimal technical skills and are short-term, labour intensive, temporary jobs. An important component of the programme is the skills development and training offered to beneficiaries. The process is aimed at ensuring that beneficiaries use the skills acquired to enter into longer-term employment after working on any EPWP project (McCord, 2005).

While in some international cases of PWP, such as India's Maharashtra Employment Guarantee Scheme (EGS), reducing poverty or addressing structural unemployment through PWP has been successful (Kostzer, Lal, Lieuw-Kie-Song & Miller, 2010), the role of PWP is generally seen as a short-term safety net (Subbarao, 1997).

At the national level, the EPWP was conceived by the South African government in 2003. Prior to this period the majority of the population was excluded from economic participation, and were poorly skilled despite large investments in education since 1994. As a response to these conditions, government initiated the EPWP (Levy Institute, 2009: 2). Despite this, active labour market programmes have been found to be the most potent in combating chronic unemployment (Bree & Fuess, 2007:28) in numerous countries around the world, such as India and the United States of America. The fundamental strategies to increase employment opportunities in the economy are aimed at increasing economic growth so that the number of net new jobs being created, starts to exceed the number of new entrants into the labour market. This study will guide to investigate the impact of Extended Public Works Programmes (EPWP) project on job creation in the Thulamela Local Municipality.

1.2 Contextual Background

In developmental states such as South Africa where unemployment is high, increase in population usually translates to rising unemployment rates. In the context of South Africa, the youth, women and people with disabilities tend to suffer the most from the rising unemployment rate. Inadequate economic growth and lack of investment have resulted in unemployment hikes. This, combined with the legacy of the past has led to high numbers of unskilled or fewer opportunities for the skilled to participate effectively and efficiently in the economy to earn a living. Previously, men used to get the lion's share of employment

opportunities at the expense of women, youth and people with disabilities (McCutcheon, Parkins and July, 2012: 4 - 6).

According to the NDPW (2004); the EPWP sought to alleviate unemployment for a minimum of one million people in South Africa, at least forty percent (40%) should be women, thirty percent (30%) youth and two percent (2%) disabled by 2009. As contained in the Code of Good Practice for employment and conditions of work for special public works programmes phase 2 of the programme (2009 - 2014) will target sixty percent (60%) women, twenty percent (20%) youth of between age 16 - 34 according to the Youth Commission's definition) and two percent (2%) people with disabilities. Although men are also welcome to participate in the EPWP, the programme mainly targets the stipulated groups. The EPWP is an expansion of the National Public Works Programme (NPWP). The NPWP was defined as an instrument for asset and employment creation by promoting community based public works programmes and increasing the labour intensity of infrastructure programmes across all government departments (Adato, Haddad, Horner, Ravjee, Haywood, 1999 in McCord, 2005: 572).

Slabbert and Ukpere (2009) state that high global unemployment can be attributed to globalisation. The competitive profit-making management techniques of outsourcing, corporate migrations, downsizing and widespread automation have left millions of people around the world jobless over the last three decades (Slabbert & Ukpere, 2009). In addition, the current information age provides cheap access to information but has created job losses in other sectors of the global economy (Slabbert & Ukpere, 2009). The idea that public works programmes (PWPs) can provide sustained employment was ruled out when the Code of Good Conduct for PWPs was drafted during tripartite negotiations between the union movement, the state and the public sector. The code permitted the payment of lower than minimum wages for PWP employees only on the condition that the employment offered under government PWP schemes was of short- term duration and those workers were given training to compensate for the reduced wage. This conditionality made employment guarantee inadmissible showing the inherent tension between protecting the rights of the workers and promoting a PWP which can serve an effective unemployment alleviation function (Kingdon & Knight, 2005:3 - 8)

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 (Kingdon and Knight, 2005:34). 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. The no special budgets:

additions to existing budgets and conditional intergovernmental mechanisms and mobilization for provincial and municipal government to use their own budgets as well:

- Employment creation to be mainstreamed in core function of government, not a parallel/ peripheral function;
- Limit establishment of separate/ parallel institutions for implementation; and
- Focus on maintaining productivity and limit risk of make work-programmes (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).

1.3 Problem Statement

Slabbert and Ukpere (2009) state that high global unemployment can be attributed to globalisation. The competitive profit-making management techniques of outsourcing, corporate migrations, downsizing and widespread automation have left millions of people around the world jobless over the last three decades (Slabbert & Ukpere, 2009).

This is confirmed by Banerjee, Galiani, Levinsohn, McLaren and Woolard (2008), who assert that changes in labour supply and stagnant labour demand produced unemployment rates that peaked during the period 2001 to 2003. According to them, this resulted in unemployment levels that were unlikely to self-correct without government intervention.

In addition, another reason for the aggravation of unemployment in South Africa is that the demand for unskilled labour has declined over the years due to a changing structure of the economy after apartheid (Burger & Von Fintel, 2009). They claim that for most black recent-market-entrants, a strong surge into unemployment can be attributed to overage education policies. These policies have, since 1996, forcefully and prematurely sped up the transition of young adult students from school into the labour market. Their analysis reveals that this segment, which makes up a large part of the South African population, has a lower probability of finding employment than others. As a result, large groups of individuals have been added to a long job queue of unskilled people (Burger et. al., 2009).

Manjoro (2013) states that most rural communities in South Africa are dependent on the EPWP projects. Thus exiting or escaping people from disadvantaged situation through EPWP often result in poverty. Expanded Public Works programmes can provide Skills and income through temporary work for the unemployed to carry out socially useful activities. These EPWP was designed to equip participants with a modicum of training and work experience, which enhanced their ability to earn a living in the future (GDS Agreement, June 2003).

Provinces and municipalities serve as the primary implementing agents of the EPWP by utilizing the infrastructure development allocations such as the Municipal Infrastructure Grant (through the Division of Revenue Act), and other budgets in social services (DPW, 2005: 13). By their nature, provinces and municipalities follow the same institutional arrangements as those established at the national level particularly in the implementation of EPWP.

According to Thulamela IDP (2017/18) the Thulamela Local Municipality, like other municipalities in South Africa has the responsibility of creating work opportunities for its citizens. Some of the temporary work opportunities are created in partnership with other spheres of government and private entities. Within government, and the municipality in particular there are various programmes that are targeted towards unemployed individuals. These programmes include the Expanded Public Works Programme (EPWP) and the Community Work Programme (CWP).

The Thulamela Local Municipality (TLM) has been implementing the EPWP since 2009. Through the EPWP, the municipality has managed to create work opportunities for the unemployed individuals, amongst them youth, the disabled and indigents. However, the TLM has not been able to meet its work opportunities targets (TLM IDP, 2017-18). This inability to achieve targets may be one of the reasons that may lead to the ineffective implementation of the EPWP programme leading to the creation of lower than expected work opportunities.

Thus, the structure of the South African economy is such that unemployment cannot be significantly reduced without major government intervention in the creation of employment opportunities (McCord, 2003). This research focuses on the impacts of Expanded Public Works Programme (EPWP), a government intervention policy in South Africa that seeks to promote employment creation through public works and labour-intensive projects.

Therefore, it is necessary to investigate the impact of EPWP's participant exit strategy or the way of escaping the disadvantaged from their poverty situation, and to assess if the training

offered enables the beneficiaries to generate an adequate and secure standard of living and long-term employment opportunities. The purpose of this study is to investigate the impact of Extended Public Works Program (EPWP) on job creation in local government using a case study of Thulamela Local Municipality.

1.4 Aim and Objectives

1.4.1 Aim

The aim of the study is to assess the impact of EPWP on job creation in Thulamela Local Municipality.

1.4.2 Objectives

- To assess the prevalence of gender equity on the employment process of EPWP participants.
- To evaluate the relationship between skills obtained by the EPWP participants and the employability of the participants.
- To establish the challenges encountered by the EPWP participants in executing their duties.

1.5 Research Questions

1.5.1 Main research question

To address the above main research question, the following sub-questions have been developed

- What is the state of EPWP in Thulamela Municipality?
- What impact does the EPWP have on job creation in Thulamela Local Municipality?
- What are the socio-economic benefits of these EPWPs to the local communities?
- How do EPWP as an active labour market programme impacts on job creation in Thulamela Local Municipality?

1.6 Significance of the study

In 2004, the EPWP was launched and is currently still being implemented. The EPWP is a nationwide programme covering all spheres of government and state-owned enterprises. The Programme provides an important avenue for labour absorption and income transfers to poor households in the short to medium-term. It is also a deliberate attempt by the public sector bodies to use expenditure on goods and services to create work opportunities for the unemployed. EPWP Projects employ workers on a temporary or on-going basis either by government, by contractors, or by other non-governmental organisations under the Ministerial

Conditions of Employment for the EPWP or learnership employment conditions (National Department of Public Works, 2012).

The significance of this study is to highlight on the impacts of EPWP projects on poverty alleviation, skills development and job creation in Thulamela Local Municipality, Limpopo Province. The findings of this study will help the Department of Public Works to improve EPWP strategies, policies and implementation approaches. It is also crucial to carry out this kind of studies as it contributes to the literature framework of public services and poverty alleviation programmes.

1.7 Limitations and Delimitations

Bloomberg and Volpe (2012) explained that limitations and delimitations are issues that deserve some clarification. They further explained that delimitations clarify the boundaries of the study, while limitations expose the conditions that may weaken this study. The limitations are related to the accessing of appropriate data, possibly not receiving honest opinion of individuals, and the sources of who answered the questionnaires. The research was limited to the EPWP workers and therefore should not be generalised to all other spheres. The researcher could have encountered some limitation in the study due to the area in where EPWP beneficiaries are based. Roads in the North West province could make it difficult to access EPWP beneficiaries as they are scattered in the villages around the province. One of the limitation of the study is that during the three weeks after the distribution of the questionnaire there was strike of all EPWP's worker regarding renewal of their contracts, so most participants didn't return their questionnaire on time. Delimitations include concentrating only on EPWP beneficiaries who were appointed by the DPWR. Considering other Departments will increase the population, but will make it difficult to manage the research effectively.

1.8 Definition of key terms

- **Unemployment:**

Unemployment as defined by (Schiller, 2000:106) is those participants who are not currently working but are actively seeking paid employment. The labour force includes everyone aged 16 and older who is actually working as well as all those who are not working but who are actively seeking employment. Individuals are also counted as employed in a particular week if their failure to work is due to vacation illness, labour dispute (strike), or bad weather. All such persons are regarded as "with a job but not at work". Unpaid family members who work in a family enterprise (farming, for example) are counted as employed. People who are neither

employed nor actively seeking work are not counted as part of the labour force. They' are referred to as "nonparticipants". (Schiller, 2000:106) The strict definition of unemployment is the status in which individuals are without a job but are looking for one (EconomyWatch, 2010). The broad definition of unemployment is the status where people are without a job and are either looking for a job or have lost motivation to look for one. Stats SA (2012: xx) refers to the unemployed as members of the economically active people who (a) were not employed in the reference week and; b) actively looked for work or tried to start a business in the four weeks preceding the survey interview and; c) were available for work, i.e. would have been able to start work or a business in the reference week or; d) had not actively looked for work in the past four weeks but had a job or business to start at a definite date in the future and were available to work.

- **Poverty**

Poverty is a state or condition in which a person or community lacks the financial resources and essentials for a minimum standard of living

- **Expanded Public Works Programme (EPWP):**

The EPWP was established as a programme for the creation of jobs, focussing mainly on the introduction of labour-intensive methods to maintain cost effectiveness and quality of production. Given that a large percentage of unemployed people are unskilled, and that the causes of unemployment in South Africa are structural rather than cyclical, the EPWP aims to provide additional and mostly temporary work opportunities, combined with training, in all spheres of government and state-owned enterprises (Hemson, 2007). In addition, EPWP is a short term employment programme designed by government aimed at addressing unemployment and skills shortages (McCord,2004:7. The Expanded Public Works Programme is one of government's key programmes aimed at providing poverty and income relief through temporary work for the unemployed. The EPWP is a nationwide programme covering all spheres of government and State-Owned Entities (SOEs).

1.9 Structure of the research

Chapter One: This chapter introduced the concept of EPWP and poverty reduction in South Africa and internationally. The chapter discusses the critical problem which motivated the undertaking of this study, as it is aligned to the objectives and the study area respectively.

Chapter Two: This chapter provide a synopsis of the relevant literature relating EPWP and its impact on job creation, skills development and poverty alleviation. It a foundation for a better understanding of the context of this study, the theories and models that integrate the study.

Chapter Three: This chapter will provide the guideline or, more typically, the description of the method used to achieve the aim of the study. This chapter links objectives to the type of research data collection instrument that will be used to achieve it.

Chapter Four: This chapter will present the results and an analysis of the collected data will be done thereafter. This chapter will present the collected data as objectively and completely as possible for each of the research questions provided in chapter one.

Chapter Five: This chapter will contain the discussions and major conclusions of the study. It will also discuss the strengths and weaknesses of the study, as well as the researcher's view on how the results should be used, together with suggestions for further research.

1.10. Conclusion

This chapter covered the following elements. These are the motivation of the study, problem statement, objectives of this study, research questions, significance of the study, and definition of key concept. The next chapter will contextualise the EPWP within the broader challenges affecting Expanded Public Works Programmes. Most importantly, the chapter will also discuss the theoretical perspectives of the EPWP within the international and South African context, and the Expanded Public Works Programme in different Sectors.

CHAPTER TWO: LITERATURE REVIEW

2.1 INTRODUCTION

This chapter examines three primary objectives which seek to understand the research problem with the view to interpreting the findings of this study. Philip (2009:12) the literature review is a critical analysis or systematic evaluation of a particular subject, issue, topic or theory, and analyses the body of existing scientific knowledge and provides holistic views. A literature review can be defined as a compilation and evaluation of an already existing body of knowledge on a particular research topic and provides information from different authors who have already produced such knowledge (Kennedy, 2007 :45). This literature review is guided by the problem statement with regards to the impact of the Expanded Public Works Programmed in reducing unemployment and creating sustainable job opportunities. The International Labour Organisation (ILO)"s Declaration on Social Justice for a Fair Globalisation (2008) identifies employment, social protection, social dialogue and rights at work as the four pillars of the Decent Work Agenda. The research terms that were used include; unemployment, job creation and Public Works. The compilation of a concept matrix was used in order to categorize the various sources consulted into categories which were appropriate for this research. The sources consulted comprised journal articles, legislation and various sources. The sources were found by using some of the electronic data bases to which the University of Venda library subscribes and these included, Ebsco Host and Sabinet. A number of library books were also consulted.

2.2 THEORETICAL FRAMEWORK

The researcher adopted the theory of unemployment and job creation theory as the theoretical framework underpinning this study. As with most economic concepts, unemployment and job creation could also be explained by supply and demand. Therefore, unemployment is the situation where the supply of labour exceeds its demand. Unemployment could also mean the price of labour is too high. Wages are very difficult to push downwards and therefore high levels of unemployment can persist in the long run. It is also possible that significant vacancy rates and high unemployment rates can co-exist due to the lack of a suitably skilled labour force, which is also the case in South Africa (King, 2009). Of the two main economic "evils" – inflation and unemployment – the latter has the most devastating impact on society, and is the cause of problems such as poverty, crime, social disunity and political uprisings. Research has indicated that education, skills training, health services, access to opportunities and transport have a positive impact on economic development and employment (Kooros, 2008). Jobs are created by the private sector within enabling environments created by governments. Government policy should be based on three pillars namely, firstly the provision of a

foundation or fundamentals such as a macro-economic stability, rule of law and human capital development, secondly, the formulation and implementation of acceptable labour regulations, and lastly, setting of developmental priorities. Mal-functioning labour regulations will prevent economic growth and job creation. Globally the private sector creates nine out of every ten jobs. Factors such as demographics, urbanisation, globalisation, technology and macro-economic failures create job challenges. The main benefit of the creation of jobs is increased living standards (World Bank, 2013). Traditionally, rapid and sustained economic growth has been seen as the solution to job creation. It was also thought that rapid growth would automatically lead to increased quality of life and social cohesion. But, it has been proven that economic growth, an increase in living standards, and social cohesion changes grow at different rates. Economic growth, therefore, does not necessarily lead to a reduction in poverty levels. An economic development strategy needs to ensure inclusive growth and have a “pro-poor” focus (World Bank, 2013). Okun’s Law (Okun, 1962) explains the theory behind the relationship between economic growth and employment growth. This law from the 1960s states that a one percent increase in the GDP will result in a 0.3 percent decrease in unemployment. Recent studies have indicated that jobless growth is the norm, especially if labour regulations are not flexible. Another theory to predict employment growth is the growth elasticity of employment theory. This theory relates to the ratio between the percentage change in employment and the percentage change in GDP (World Bank, 2013; Fuhrmann, 2013).

2.3 THE HISTORY OF EPWP IN SOUTH AFRICA

The EPWP was introduced as a policy response to the high rate of unemployment amongst young South Africans who are unemployable due to their lack of skills (McCord, 2002). The sole purpose of the EPWP is to make the unemployed more employable. The mandate of the EPWP is to draw significant numbers of unemployed South Africans into productive work and assist them to gain skills while they work, thus increasing their capability to earn an income in future (Department of Public Works, 2004). EPWP thus serves the dual purpose of increasing and preserving the future employability of young adults while also providing needed public services and infrastructure (DPW, 2004). This is particularly relevant in the South African situation given the unfair distribution of infrastructure due to the apartheid dispensation and the political commitment to extensive infrastructure provision (McCord, 2003).

Lieuw-Kie-Song (2009:6) asserted that 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).

Philip (2009:2) argues that 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).

2.4 CHALLENGES AFFECTING EXPANDED PUBLIC WORKS PROGRAMMES (EPWP)

In this section the researcher will discuss the challenges of the Expanded Public Works Programmes as they are outlined in this study.

2.4.1 Poverty Rate

The rate of poverty has decreased in comparison to the rate in the apartheid area, but it still remains critical. Most South Africans are living in poverty and it is difficult for them to make ends meet their needs. The two critical leading factors to poverty is the increasing population of the South and high unemployment rate. Population growth leads to the higher rate of unemployment which increases the poverty rate and affects the development of the country. UNDP (2015) noted that the rate of population is standing at 51.8 million and the poverty is 58.6%. September (2007) claimed that unemployment contributed to poverty. He indicated that the rate of unemployment is directly associated with deep poverty at household level, which mostly affects children. The children are most affected by poverty as they depend to their parents for support and taking initiative toward providing for the family.

Manjoro (2013) indicated that poverty is caused by lack of service delivery, isolation toward the resources, inadequate infrastructure and the consequent lack of access to goods. SADC (2008) elaborated that an "effective strategy for poverty reduction must therefore help to achieve pro-poor and sustainable economic growth, pro-poor governance, and inclusive social development. Further SADC (2008) stated that poverty eradication is one of the priority interventions under the cross-cutting group.

The rate of poverty increases daily and affects the entire country and universe. The rate of poverty can be curbed with more developmental programmes. Government need to ensure that they increase poverty alleviation programmes. Petersen (2014) explained that the aim of EPWP is to reduce poverty and income relief through temporary work for the unemployed to carry out socially useful activities at the EPWP. Lanchovichina *et al.* (2013) stated that in the Middle East and North Africa (MENA) job creation from infrastructure is an essential strategy as it can add to the expected benefits of infrastructure expansion in the region. They further stated that MENA is using public investment to stimulate growth and jobs, including infrastructure. To ensure successful implementation of EPWP projects, the government needs to look at the problematic areas increase the rate of employment and sustain existing projects.

The EPWP aim is to create jobs for the disadvantaged by introducing more sustainable projects. To ensure successful implementation of EPWP, these projects will be required to increase the rate of employment and sustain existing projects.

2.4.2 Reviewing of existing policies and amendments of policies for EPWP

The existing policy of the EPWP applies the following laws and regulations: The Constitution of the Republic of South Africa, Labour Relation Act 66 of 1995 (LRA), Occupational Safety Health Act 85 of 1993 (OSHA), Municipal Finance Act (MFA), Skills Development Act of 1998 (SDA), Construction Regulations, 2014 of the on the 7th February 2014, EPWP Infrastructure Manual DPW (2008) and (2005), as per RSA (2011). Zuma (2014) indicated that government will have to strengthen existing laws to ensure change in employment equity in all workplace by enforcing an accelerated implementation of employment equity targets. Zuma (2014) further indicated that macroeconomic policy will back accelerate growth in terms of economic stability. Redesigning of EPWP policies will assist most importantly in ensuring that the temporary employment can benefit the involved communities and its beneficiaries in the long term.

The importance of policy is supported by a quick review of current regulatory issues facing companies. While regulations, whether governmental or industry driven, are typically on the "grey" side when prescribing control requirements, the need for defined policy within the organisation is always included. Odhiambo (2015) stated that "government should design complementary policies and programmes that promote long term investment". Redesigning policies will close the gaps that are indicated as challenges and create more improved lasting opportunities. SADC (2008) indicated that the policy will improve the environment for private sector business, investment and trade for the benefit of the poor. The government should

revisit the policies and reinforce the challenges that EPWP is experiencing at present to improve the implementation process.

2.4.3 Poor Implementation

Government is experiencing serious challenges with regard to implementation and management of the EPWP. Poor management and implementation of EPWP has serious implications for the smooth running of projects. The implementation process shouldn't only be about reducing poverty temporarily it should further extend to ensure sustainable job creation within the existing projects and ensure that monitoring and evaluation is done continuously. Nzimakwe (2008) stated that there are a number of implementation challenges which everyone will have to overcome with regard to EPWP. He elaborated on the major challenge for EPWP to mobilise all three spheres of government: namely local, provincial and national toward implementing the EPWP. Further he also indicated that this will be a platform to address all implementation challenges. Even though the EPWP meets its target to offer employment they are numerous challenges that need to be addressed like training offered, high rate of poverty, monitoring and evaluation.

DPW (2009) stated that there was a gap between policy and implementation and lack of clarity regarding the key objective of employment creation. They further raised their concern about insufficient commitment from the top management and lack of capacity for both government and professional service provider. Leadership by top management should be shown by their taking the lead in all departmental activities. Auditor General (2012) indicated that coordination with the provinces is required to monitor and guide the EPWP implementation process and that there is instability of leadership that needs to be dealt with in order to ensure smooth coordination.

Auditor General (2013) raised a concern that the DPWRT was unable to fully implement its action plan. Auditor General (2015) emphasised that there is a lack of policies guiding the EPWP implementation. It is clear that EPWP experienced challenges since implementation stage and they need to be attended to before they create more serious challenges that will affect overall implementation and process. In 2015 the situation is that the DPWR is cutting the contracts of their beneficiaries. This has affected them drastically as they add to the unemployment rate. This is a clear indication that the challenge is on the implementation of EPWP and that needs to be dealt with by all relevant stakeholders.

Chakwizira (2010) indicated that the effective implementation of EPWP can address both the short-term income generation needs of poor communities and economic growth in the long

term. This will assist to sustain the economy of the country and ensure that communities will still receive the offered services continuously. Implementation should not only be about compliance purposes as this will reflect on the quality of the job. The existing challenges need to be dealt with so that it improves the services delivery entirely.

2.4.4 Allocation of funds

Funds are allocated annually for the implementation of EPWP; National Public Works is the coordinator. Nzimakwe (2008) noted that EPWP objective is to ensure that they utilise public sector budgets to alleviate unemployment by creating temporary productive employment opportunities. The government needs to consider inclusion of reward system in the wage act for EPWP beneficiaries to encourage them and ensure that they continue to work hard and offer better services to their communities.

The National Department of Public Works, provinces and municipalities will be allocated funds through normal budgeting process for implementation of expanded public works programme. The allocation is shared among the provincial departments. Nxesi (2013) indicated in his article that the departmental budget allocation was reduced by 20 percent for the financial year 2012/2013 and 2013/2014. The reduction of funds toward the project is a challenge that affects the entire implementation process and set target. The funding for EPWP should be increased yearly to maintain and cover the stipulated project costs and sustain the existing operating projects. Reducing of funds will pose serious challenges for EPWP. Funds should be increasing to improve the status quo.

DPW (2009) noted that the North West province performed poorly during the first phase, consequently affecting its allocation for 2009/2010 so that the incentive grant was less than 5%. Fewer budgets affected the implementation plan drastically and made it difficult to reach the set target. According to Lanchovichina *et al.* (2013), Public Works consists of different types of subsidised employment programmes (municipal infrastructure grant, poverty relief fund, provincial infrastructure grants) that have been used widely to make it easier for people who cannot find unsubsidised jobs to find employment and acquire skills on the job. He further argued that subsidies to create jobs in the sectors of infrastructure and construction will have to be designed to make the most of employment opportunities for low-skilled workers. Lanchovichina *et al.* (2013) further elaborated on this by explaining that short term subsidies should be used efficiently toward facilitating inclusion in the labour market.

Nene (2015) stated in his budget speech that the government must continue to prioritise creation of job opportunities, on skills development and employment programmes. Government cannot continue to offer temporary skills that will not have positive impact to the

future of the country; the government needs to ensure that value for money is adhered to by offering skills that will benefit an individual. Nene (2015) further argued that government will create partnership with private sector for development and creation of new employment, support work-seekers and address structural constraints to more inclusive growth, they will spend R4 billion. Government's aim is clearly on creation of more job opportunities and they need to ensure that there is sustainability and monitoring of all the implementation. Further to ensure that existing EPWP is maintained regularly for productiveness and benefiting the communities. Value for money should be accounted for always. For more projects to be developed, more funds will be required. The government need to look into funds allocations and means of ensuring fair increase it alleviating poverty.

2.4.5 National Development Fund (NDP)

The main concern of NDP (2011) is to reduce poverty and inequality by broadening job opportunities, creation of employment, education and skills. NDP funding can be effectively utilised by ensuring that some of the created jobs are not temporary, but permanent job opportunities. NDP (2011) further indicated that its purpose is to eliminate poverty and reduce inequality by 2030. Government and all relevant stakeholders need to develop strategy that will assist with more improved job opportunities and further expand it to create more permanent jobs. The NDP needs to take into consideration the existing challenges with regard to implementation of EPWP with their 2030 plan. The aim of EPWP is eradicate poverty and provide work and training opportunities for more than 6 million communities in 2019. The NDA has 2030 mandate to increase employment. To further ensure that employment is offered for a longer term and those skills will be improved relevant to the needs and benefits of the entire community. NDA (2011) argued that economy should be supported with fulltime employment, equipping skills, ensure ownership of production and provide the resources to pay for investment in human and physical capital.

2.4.6 Role Players or Stakeholders

There are a number of role players/stakeholders involved in the implementation process of the expanded public works programmes and they all need to be considered and utilised effectively. The EPWP role/stakeholder are as follow: National Public Works, Provincial Public Works and Roads, Local Municipality and IDT among others. The national DPW is responsible for playing a strategic role on the implementation of EPWP and the provincial DPWR role is to implement, monitor and evaluate the implementation process. Schwalbe (2010) commended that service delivery depends on a fairly wide range of other people, groups and organisations for its success. Schwalbe (2010) further indicated that stakeholders have very different

requirements and outlook. Implementation of the project doesn't have to depend on the other lap, but the entire involved stakeholder each taking their position.

The stakeholder's role needs to be clearly outlined, understood and monitored. Schwalbe (2010) indicated that each stakeholder must understand their role. Stakeholders' needs and expectations must be known and met accordingly so that they are complete, implemented and complete the projects within the scope. The third phase of the EPWP as stated by Peters and Lecay (2014) will improve target participants through community participation. Stakeholders should be involved and share responsibility in ensuring that information is provided and there is improvement on the EPWP. Stakeholder's involvement should be from the planning process until implementation and go further to monitoring and evaluation for ensuring proper involvement and engagement through the entire programme.

2.4.7 Importance of training in expanded public works programmes

For each project needs to search for the best possible training solutions to invest in the employees' career/development. Training is to have a development training to close the skills gap for better performance of employees and success of the project. Training is defined by Dessler *et al.* (2011) that it gives employees the skills they need to perform their jobs better. They further emphasised that training is a characteristic of good management, and a task that managers ignore at their peril. Training is the skills given to employees in ensuring that they perform their duties better with more understanding. The Government Gazette No. 34032 2011 indicated that training is regarded as an important component of EPWP. The EPWPs beneficiaries are encouraged to have a clear training programme in place that strives to improve that workers with any obstacles skills required to complete their work or tasks. The EPWP beneficiaries need to receive relevant skills to enable them to perform their daily tasks and become productive in what they are doing.

Training should be both formal and informal to ensure that they are well and fully equipped to perform their jobs. As indicated by Mozambique DWCP (2011) that the Decent Work Country Programme provides training in productivity improvement and gender equality. It is further indicated that lack of essential bargaining skills and this is an obstacle to achieving mutual gains and benefits. The Namibian DWCP (2010) elaborated on skills development and training programmes that enhance entrepreneurial development and self-employment by targeting the youth, women, people with disabilities and the informal sector operators.

Mahumapelo (2014) in his address at Montshioa stadium, reported that in December 2014 the province launched a provincial youth skill development centre in Dr Kenneth Kaunda District,

which immediately absorbed 1000 young people to be trained in various skills and link them to opportunities of jobs available in the markets and can further create employment. To ensure that skilled labourers are produced the implementers of sectors must ensure that appropriate training must be given to benefit the smooth running of each sector. The given training must ensure sustainability of beneficiaries and their communities upon exiting the projects. To thoroughly ensure that through development, skills are gained and implemented towards particular projects for effective and efficient implementation and clear management toward their skilled trained workers.

This provincial youth skills development centre can form part of the EPWP project to ensure that that youth are trained as per four sectors of the EPWP toward ensuring improved innovative projects within the communities. The training should also be prioritising both technical and soft skills interventions which are accredited by registered SAQA. To formalise the training in a way that they will be recognised in different educational institution which will be accredited and to ensure that the trained youth receive certificate or diploma etc, it will depend on the credits of a particular course. DPW (2005) state that CETA and DPW established a labour intensive construction learnership to produce small contractors qualified. This are the kind of training that expanded public works programme should consider as they equip employees.

The purpose of training is to enhance skills and improves general performance. More of relevant training that will even help with sustainability of the projects will be required. Training should be allocated according to what the individual is performing.

2.5 INNOVATION/IMPROVEMENTS FOR EXPANDED PUBLIC WORKS PROGRAMME

The existing projects need to be improved continuously to ensure growth and development. The EPWP has improved their programme and implement new innovative ways. The National Public Works together with their stakeholders must revisit and consider bringing new and improved innovative ways within the expanded public works programmes. To have a new strategy that will create projects that will sustain the communities in the long work on and ensure that beneficiaries/workers will run those projects. Project that will deal with unemployment within different communities and involve communities to lead them. DRPW (2015) indicated that during phase 3 the changes that will take place is that “provincial coordination commission (PCC) will enhance coordination across all sectors, foster compliance within EPWP guideline and adherence to the EPWP minimum wage and employment condition”. “The selection of works will be based on clearly process and criteria.”

Mabuza (2014) stated that the EPWP phase 3 would focus on increasing the EPWP contribution to development. This would be achieved by improving the strategic and operational aspects of the EPWP, introducing a greater degree of uniformity and standardization across the various EPWP programme through the introduction of universal principles, improving targeting of participants through community participation, improving the monitoring and evaluation of qualitative aspects, and strengthening the collaboration and synergies among lead departments and other stakeholders.

The Premier of North West province Mhahlepe (2014), in his address at Montshioa stadium, mentioned that a total of 7407 job opportunities would be created through the infrastructure development, green economy and the social economy during the financial year 2014/2015. He added that the province would render youth mobilisation programmes to 7600 youth, and 195 youth be linked to Community Development Work opportunities. In improving social cohesion and employability of youth, 300 youth will participate in skills development programmes. In her speech, Dlamini (2013) emphasised that CWP is one programme that promotes active citizenship and it aims to provide employment safety net, by providing regular employment to participants, with predictable number of days of work per month.

According to his address more jobs will be created through three sectors of EPWP. More youth will be mobilised through the community development work. This is an indication that the province will create more employment and youth and ensuring development programmes. The province has estimated the number of the EPWP beneficiaries that needs to appoint yearly for the implementation of the programme. To have a clear strategy on how to develop projects that will not only eradicate poverty, but also create both permanent and temporary jobs for communities.

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).

2.5.1 Comparison of three existing programmes

Government has three other bodies that also work toward job creation; namely community work programme (CWP), community development workers (CDW), and expanded public works support programme (EPWSP).

2.5.2 Community Work Programme (CWP)

Phillips (2013) stated that in 2007 the CWP was launched to provide an employment safety net for the unemployed and under-employed women and men. He stated further that the main aim of this programme is to address poverty and unemployment. It provides regular work and income for communities. It addresses unemployment as follows:

- Strengthening community participation in local development planning and community development.
- Creates an institutional mechanism that facilitates integrated development for local communities.
- Strengthens the economic agency of poor people in marginal areas.

2.5.3 Community development workers (CDW)

- Provide active information to communities.
- Collect information on needs, problems and opportunities.
- Identify resources, persons and organisations that can add value to government programmes.
- Facilitate implementation coordination of intergovernmental programmes.
- Monitor and evaluate programme implementation.
- Assist with HIV/AIDS programmes.
- Assist in implementing the people's contracts, and
- Liaising with other role players to ensure that projects are implemented and properly managed.

2.5.4 Expanded Public Works Support Programme (EPWSP)

Nzimakwe (2008) explained that the main aim of the EPWSP is to support the implementation and coordination of the EPWP to enhance the creation of jobs and reduce unemployment. The EPWSP is established by the business trust. The EPWSP will provide technical and strategic support to implementing officials in a manner that seek to address key challenges innovatively. EPWSP need to bring an improvement and better the EPWP.

These three programmes need to be merged as one big cluster that will be responsible for the development within the RSA. To ensure efficient and effective smooth running of all projects. Since the CDW are permanently employed, they can be the project coordinators in ensuring that all planned projects are properly implemented, and both the EPWP and CWP to ensure

implementation of projects. These three if they are properly managed can bring a marked difference with regard to job creation and fighting poverty within the communities.

2.6 THE EFFECTIVENESS OF THE EPWP

According to Phillips (2005) asserts that labour-intensive public works programmes are not a new phenomenon and have been carried out in many countries for many years. There is a huge diversity in these programmes. Some focuses on relief, while others focus in economically efficient employment creation, resulting in the delivery of good quality, and cost-effective public services. The International Labour Organisation supports economically efficient public work programmes in many developing countries, which include 24 African countries. Through the EPWP, employment opportunities were created in government funded infrastructure projects, environmental and cultural programmes, and social programmes involving home-based care and early childhood development.

This study assent with Kostzer (2010) that PWPs are generally viewed as short-term emergency responses to cyclical shock in labour markets and are not generally considered an appropriate response towards addressing structural employment challenges and chronic poverty (Kostzer et. al., 2010). Despite this notion, other international experience shows that large-scale PWPs can be successful in substantially reducing unemployment. This is evident in the examples of the Maharashtra Employment Guarantee Scheme (EGS) in India and the New Deal Programme during the 1930`s Great Depression in the USA, which both absorbed up to 30% of the unemployed in their respective countries (McCord, 2003: Phillips, 2004).

According to Phillips in Samson (2007), the programme will spend at least R15- billion on labour-intensive jobs over the years. This, he said, would translate into the building of 37 000km of roads, 31 000km of pipelines, 1 500km of storm water drains and 150km of urban sidewalks. Those taking part in the programme receive training funded and arranged by the Department of Labour, as well as a stipend of R35 a day on average, depending on the nature of the project. Phillips in Samson (2007) further argues that government spends billions of rand creating and maintaining civil infrastructure (roads, water pipelines, etc.). Under the EPWP, labour is used instead of machines where it is technically feasible and economically viable. Stocking and Lande (2009) state that employment can provide an escape from poverty, provided workers have decent pay and conditions and an opportunity to learn and progress. In the first year, 3 483 projects were implemented employing some 223 000 people.

This is 175 000 more people than would have been employed if this was not done labour-intensively and is equivalent to 71 000 person years of work. It is under these projects that

people who would otherwise have been out of work earned approximately R823-million. The programme does not necessarily absorb all unemployed people, but adds to the range of initiatives designed to tackle unemployment. Mbeki, speaking at the launch of GundoLashu last year (2010), said the success of the programme would depend on strong partnerships between the government, labour, business and communities. The programme, Mbeki said, focused on the unemployed, particularly those who were marginalised from the mainstream of the economy. "We want workers to gain skills while they are employed and increase their capacity to continue working elsewhere once they leave the programme," he said. Although funded through the department of public works, the EPWP will involve all spheres of government and state-owned enterprises and will look to the private sector for additional support. The Business Trust, an initiative of South African companies in partnership with the government, has set aside R100 million for the programme.

In addition, ABSA, one of the country's major banks, has offered to provide financial assistance to contractors taking part in the programme. Phillips in Samson (2007: 245) points out that public works programmes have featured as a critical part of government's job creation efforts since the Reconstruction and Development Programme (RDP), and various programmes, which have been put forward since 1994. The government of South Africa acknowledges this fact that the Expanded Public Works Programme (EPWP), which consolidates and expands on preceding public works programmes, was announced in president Mbeki's February 2003 state of the nation address, and subsequently agreed to by all parties at the June 2003 Growth and Development summit (GDS) (EPWP, 2005).

Phillips (2004) further argues that the EPWP is intended to provide poverty and income relief, bring the unemployed into productive work, and provide participants with training to assist them in moving into productive employment. One million 'work opportunities' are to be created by the EPWP in its first 5 years (Mbeki, 2004). It is repeatedly claimed within government documents, such as EPWP newsletter and speeches that the work experience and training received in EPWPs will help workers move from the second to the first economy (McCord 2004).

McCord (2004) cleverly observes that long-lasting negotiations between government, labour and the private sector on the EPWP had a profound effect on the form and nature of the programme. Government and business were ideologically opposed to increasing long-term public sector employment. When public works programmes create 'second economy' conditions, the union movement rejected the creation of second-class public works employees with lower wages, benefits and labour protection, as they argued that this would contribute to the development of a two-tier labour market. It was then agreed that minimum wages for

EPWPs would be reduced, but that the employment would be short-term and workers would be given training as compensation (McCord, 2004).

The training component and the assumption that it will enable workers to find employment after the end of the EPWP are central to the casting of the EPWP as a mechanism to reduce unemployment. As McCord notes, the 'EPWP is fundamentally a supply-side intervention, since the direct labour market impact of the EPWP in terms of the number of jobs 'created' is extremely limited, and the average duration of employment on the programme is only 4 months' (McCord, 2005). The most insightful critiques of the EPWP have been developed by McCord in a series of publications rooted in extensive empirical and documentary analysis (2004a, 2004b, 2005).

McCord's primary intervention is to establish that there is a fundamental mismatch between the goals and rhetoric of the EPWP and the South African context within which it is being implemented. McCord highlights that while similar public works programmes have been effective in addressing transitional unemployment often encountered in developed countries, 'as a short-term policy instrument the EPWP is not an appropriate response to the chronic labour market crisis in South Africa (McCord, 2004). She further emphasises that whilst there is a need for intermediate and high level skills in the South African economy, the EPWPs will not provide workers with this level of skills.

Learnerships remain the preserve of contractors and will only be available to a small fraction of EPWP workers. The 8 days of formal training planned for most workers on EPWPs focuses primarily on life skills, and McCord found that several workers who have participated in EPWPs did not know whether or not they had even received training (McCord, 2005). Owing to the structural nature of unemployment, a small number of workers have been successful in securing other employment after the EPWPs, that Working for Water and Working for Wetlands keep workers on for many years rather than returning them to joblessness (McCord, 2005). As the training component is so limited, wages so low, and employment brief, McCord concludes that whilst EPWP employment may temporarily lessen the depths of poverty experienced, it will have little impact on the number of people living below the poverty line, unemployment or future labour market participation (McCord, 2004).

McCord (2004) therefore, disagrees with the assertion that the EPWP will provide a bridge between the second and first economies and assist the unemployed in moving into secure, formal sector employment. On the other hand, she does not extend her analysis to look at whether the EPWPs, which she evaluates, shed any light on the theoretical conceptualisation

of the two economies. Nafziger (1994) assert that as compared to universal unemployment levels, South Africa is facing an excessive situation with regard to unemployment, with levels extensively in excess of those found in other developing and developed countries. Coetzee, Graaf, Hendricks & Woods (2001) agree by arguing that South Africa's labour market situation has been regarded as one of high unemployment and negligible job creation.

The programme would help to move people off social grants into public employment. In February 2004, in Parliament the President of the Republic of South Africa Thabo Mbeki made an announcement in his State of the Nation Address that the programme would create at least one million opportunities in its first five years. Islam (2006) concurs with the Minister of finance's statement by saying that the benefits of growth time and again do not reach the poor, and therefore the need for targeted interventions, for example, through microfinance, and similar micro level programmes aiming at the poor.

2.7 EXPANDED PUBLIC WORKS PROGRAMME IN DIFFERENT SECTORS

According to President Thabo Mbeki in his State of the National address, the ambitious EPWP is set to develop the social and economic infrastructure, build human resources, boost enterprise and lessen poverty (Mbeki, 2004). The implementation of EPWP is through four lead departments, which are Department of Environment and Tourism, Department of Water Affairs and Forestry and Department of Arts and Culture. These departments managed to utilise their poverty relief funding for the financial years between 2001-2004 for the following departmental functions; tourism infrastructure and product development; environmental conservation; waste management and coast care.

Teklu and Asefa (1999) state that EPWP's target is the poor and the vulnerable, as their earnings, together with social protection, should allow them to achieve a sustainable and acceptable standard of living. EPWPs also concentrate on creating work opportunities through labour-intensive public funded projects, either in infrastructure projects, environmental protection projects or the social service sector. An amount of R715 million, allocated to the department for this programme, was utilised to create 19,910 jobs. As training is a requirement in EPWPs, 268,920 training days were given. A total of 1024 Small, Medium and Macro Enterprises were also created (Department of Environmental Affairs and Tourism, 2004).

2.7.1 The Department of Water Affairs and Forestry (DWAF)

The Department of Water Affairs and Forestry managed to use its poverty relief funding for the financial years 2001-2004 for departmental functions such as the Working for Water, working on Fire and Working for Wetlands programmes. These entailed removal of persistent

alien plants, treatment of wetlands and veld and forest fire management. An amount of R950 million was allocated from the departmental resources, including R22 million through the Department of Labour. These funds were utilised to provide 38,403 jobs annually and 362,870 training days. A total of 1000 SMMEs were also created (Department of Environmental Affairs and Tourism, 2004).

The Department of Agriculture utilised its R120 million allocation in the Land Care Programme and the Special Programme for Food Security during the 2001-2004 financial years which are addressing the degradation of natural resources and improving the socio-economic status of rural communities, as well as to ensure food security. A total of 4000 job were created annually, 63, 000 training days were given and 36 SMMEs were created (DEAT Plan, 2004). Environment and Culture sector has clustered its programmes into a number of core programmes, namely Sustainable Land Based Livelihoods, working for the Coast, People and Parks, working for Tourism and Working on Waste.

2.7.2 Department of Environment and Tourism (DEAT)

The Department of Environmental Affairs and Tourism managed to use its poverty relief funding for the financial years 2001 to 2004 for the following departmental functions: tourism infrastructure and product development; environmental conservation; waste management and coast care. An amount of R715m, allocated to the department for this programme, was utilised to create 17,910 jobs. As training is a requirement in EPWPs, 268,920 training days had been set aside for this purpose. The sector had created 1024 Small, Medium and Macro Enterprises (SMMEs) by the year 2004, (DEAT, 2004).

2.7.3 Department of Water Affairs and Forestry

A second division is the Department of Water Affairs and Forestry. This department managed to use its poverty relief funding for the financial years 2001-2004 for departmental functions such as the Working for Water, working on Fire and Working for Wetlands programmes. These involve the removal of invasive alien plants, rehabilitation of wetlands and veld and forest fire management. An amount of R950 million was billed to the department for this programme, together with R271.2 million, allocation from other departmental resources, including R22 million through the Department of Labour. These funds were utilised to provide 38,403 job annually and 362,870 training days. This sector also created a total of 1000 SMMEs (DEAT, 2004).

2.7.4 Department of Arts and Culture

The Department of Arts and Culture managed to use its poverty relief funding for the financial years 2001–2004 for departmental functions such as craft production, community arts and music, cultural infrastructure and tourism and heritage development. An amount of R97m had been allocated and utilised to create 2870 job annually, both temporary and permanent. Unaccredited training was given, resulting in 161,763 training days. The department created 150 SMMEs (DEAT, 2004). The Department of Agriculture utilised its R120 million allocation in the Land Care Programme and the Special Programme for Food Security during the 2001–2004 financial years which are addressing the degradation of natural resources and improving the socio-economic status of rural communities, as well as attempting to ensure household food security. In total, a target of 4000 jobs annually were envisaged, 63,000 training days were given, and 36 SMMEs were created (DEAT,2004). Along the lines of these lead departments, the EPWP programme is divided into the four sectors, namely, environment and culture sector, infrastructure sector, social sector and economic sectors.

2.8 Conclusion

This chapter reviews the literature on challenges of the efficient implementation of EPWP projects and a comparison is also made with similar projects in other countries. Different topics relevant to this study are discussed. Some topics are more related to the EPWP. The literature shows that poverty and unemployment is affecting the growth of the economy. The EPWP is contributing toward fighting for creation of temporary jobs. Local Government departments take responsibility for providing free basic services, public works and other measures affecting the very poor. The war on poverty campaign has a unique approach which is based on its experience of other initiatives such as the Urban and rural development strategy, the consolidation of projects and imbizo in order to effect the maximum impact in targeted communities (DSD, 2013:4).

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 Introduction

The purpose of this chapter is to present the research methodology, design and the specific procedures that will be used in conducting this study. This includes the discussion of the sampling method, data collection, data analysis, trustworthiness, and limitations of the study. The quantitative method used to analyse the response to the research questions. This research used the quantitative techniques in order to answer the research questions. This was achieved by using the data that was derived from the questionnaires. The study sought to find out from individuals (personnel employed as beneficiaries for EPWP), what are the challenges to the efficient implementation of EPWP programme projects in Thulamela Local Municipality.

3.2 Descriptive Research

According to Khorati (2004) a research methodology is a way of systematically solving the research problem. In this study research methodology that will be adopted in solving the research problem includes: research approach, research design, participants, sampling procedure, data collection plan and procedure and data analysis preparations.

Creswell, Ebersohn, Eloff, Ferreira, Ivankova, Jansen, Nieuwenhuis, Pietersen, Plano Clark and van der Westhuizen (2016) refers to the descriptive research as it is to describe and interpret the current status of individuals, settings, conditions or events. In descriptive research methods we try to the way things are, the researcher is simply studying the phenomenon of interest as it exists naturally, no attempt is made to manipulate the individuals, conditions or events. In addition, McMillan and Schumacher (2014) indicated that the main aim of descriptive research is to provide an accurate and valid representation of the factors or variables that pertain/ are relevant to the research question.

The descriptive research method was used because the researcher wants to describe the subject of the research, and not to find out why it happens. The study described the impact of Extended Public Works Program (EPWP) on job creation in local government.

3.3 Research Method

Saunders et al. (2007) defined the research design as the layout that will be followed by the researcher to fulfil the research objectives and answer the research questions. Bloomberg and Volpe (2012) explained that the main objective of the research design is to elaborate on the current and collected data. The quantitative research design was chosen to analyse the responses to the research questions of this study.

3.3.1 Quantitative Research

According to Tustin, Martins, Ligthelm and Wyk (2005) the aim of quantitative research is to be able to simplify about a specific population, based on the results of a representative sample of that population. Leed and Ormrod (2001) further emphasised that quantitative research has a particular, pre-specified focus. It focuses on certain aspect of behaviour, behaviour is quantified in some way and each occurrence of behaviour is counted to determine in some way. Therefore, the behaviour is rated for exactness, intensity, maturity or some dimension. In this study the researcher has to establish the opinions of EPWP beneficiaries in order to establish the actual challenges that are creating a barrier for the efficient implementation of EPWP projects in Thulamela Local Municipality.

3.4 Study Area

The study area is located in Limpopo Province, under Vhembe District in Thulamela Municipality office.

3.5 Population of the study

According to McMillan and Schumacher (2014) population of the study is a group of individuals or events from which a sample is drawn and to which rules can be generalized. In this study the EPWP employees from Thulamela Municipality both males and females were used as the population of the study.

3.6 Sampling

According to Kumar (2011), sampling is the process of selecting a few representatives from a bigger group of the population to become the basis for estimating or predicting the occurrence of an unknown piece of information, situation or outcome. The advantage of the sampling is that it saves time as well as financial and human resources. The disadvantage is that the information only provides estimates or predictions about the population's characteristics. The sample size for this study was one hundred and the questionnaires were distributed to the individuals that were employed as EPWP beneficiaries which involved both semi-skilled and unskilled EPWP's at the Thulamela Local Municipality. According to Bloomberg and Volpe (2012), the research sample aims to identify a representative sample of the population. For this study the EPWP workers provided the sample for the collection of data.

3.6.1 Sampling Method

The sampling method describes in detail the methods utilised to select the research sample. There are different types of sampling methods: non-probability and probability sampling. According to Saunders, Lewis and Thornhill (2012), the probability sampling is connected with

surveys research strategies where inferences are made from the sample about a population to answer the research questions and meet the objective of the study.

The probability sampling technique is used to ensure generalizability. Kumar (2011) stated that it is imperative in random sampling that each element in the population has an equal and independent chance of selection in the sample. Kumar (2011) also argued that independent means that the choice of one element is not dependent upon the choice of another element in the sampling, that is, the selection or rejection of one element does not affect the inclusion or exclusion of another. Non-random sampling can be used when the number of elements in a population is either unknown or cannot be individually identified. The quantitative research use probability sampling technique to ensure generalizability.

3.6.2 Sample size

According to Kumar (2011), sampling is the process of selecting a few representatives from a bigger group of the population to become the basis for estimating or predicting the occurrence of an unknown piece of information, situation or outcome. The advantage of the sampling is that it saves time as well as financial and human resources. The disadvantage is that the information only provides estimates or predictions about the population's characteristics. The sample size for this study was one hundred and the questionnaires were distributed to the individuals that were employed as EPWP beneficiaries which involved both semi-skilled and unskilled EPWP's at the Thulamela Local Municipality.

3.7 Data collections

Data collection is the process of gathering and measuring information on targeted variables in an established systematic fashion, which then enables one to answer relevant questions and evaluate outcomes, as stated by Saunders, Lewis and Thornhill (2012), the value of the quantitative data limited for interpretation derived from standardised data and analysis of numerical results conducted through the use of diagrams and statistics. Kumar (2011) explained that there are two major approaches that can be used to gather the information about a situation, person problem or phenomenon.

The primary and the secondary data were utilised for this study. Kumar (2011) further indicated that the secondary data is used when the information required is already available in other sources such as journals, previous reports, or censuses. Kumar (2011) argued that the primary data is explained as the information collected for the specific purpose of a study either by the researcher or by someone else. This study also utilised the primary source in the case of questionnaire that is designed to get feedback from the respondents. Kumar (2011) further

elaborated that the primary source is the data such as interviews, observations, and the questionnaires. Walliman (2011) indicated that the collected data can be analysed by using a Statistical Package for the Social Sciences (SPSS). The data is illustrated in a percentage form that is gathered, summarised and analysed through the Statistical Package for the Social Sciences.

3.8 Data Analysis

Creswell (2014) stated that the data analysis presents the information according to the steps that were involved in analysing the data. Bloomberg and Volpe (2012) further explained that each section describes and justifies all methods and tools that are used for the analysis of the data collected. Leed and Ormrod (2011) further elaborated on the need to identify common themes in people's descriptions of their experience. The data analysis will be done using the Statistical Package for Social Sciences (SPSS). The statistical analysis included descriptive statistics. This study used a descriptive research approach. Salkind (2014) described the descriptive research approach as the current state of affairs at the time of the study. This is to emphasise and to understand the present occurrence and how they will relate to the past and to other factors.

3.9 Ethical Considerations

According to Denicolo and Becker (2012) the ethical considerations were considered with reasonable practice in the past or in another context, but may not now or in the current situation be deemed appropriate behaviour for a researcher. The following ethical consideration was considered throughout the research as the study involves participation of people involved with EPWP.

3.9.1 Informed consent and voluntary participation

According to de Vos et al. (2005) emphasis is placed on accurate and complete information, so that subjects will fully comprehend the investigation and consequently be able to make a voluntary, thoroughly reasoned decision about their possible participation. Approval was received from the Head of Department to conduct this study at the workplace. The questionnaires were only distributed during lunch hours so that it did not hamper service delivery. The research participants were given a chance to ask questions concerning their involvement in the study before the study began to ensure an informed decision to participate in the study. Participants were not forced to participate, but were only asked to respond if they are willing to participate.

3.9.2 Anonymity and confidentiality

In order to ensure confidentiality and anonymity of the participants, the analyses did not use any identification of respondents. The questionnaire had a portion for the name but the respondents were not forced to put their names on the form. Their names will be kept confidential not used on the research or made known to anyone.

3.9.3 No harm to participants

According to Leedy and Ormrod (2001), the researcher should ensure that participants are not exposed to any undue physical or psychological harm. The researcher was aware of ensuring that there was no harm done to participants during the course of this study, and avoided at all costs any potential risks, both physical and emotional, that could harm the participants. The respondents will not be harmed as a result of the information that they have supplied while completing the questionnaire; the information would be only used for the purpose of this study.

3.9.4 Debriefing

According to Judd, Smith and Kidder (1991) the debriefing sessions are periods during which the subjects are given the opportunity, after the study, to work through their experience and its aftermath, this is possibly one way in which the researcher can assist subjects to minimise harm. Debriefing was given to the workers to inform them that the information will only be used for the study not to expose their view and this will not work against them. A letter of request for the study was done to the management of DPWR and in their response it was agreed that they will receive a report of the findings after the study.

After completion of the study the intention is to share the findings with the management of Public Works and Roads and EPWP section. Strydom (1998) highlighted the importance of giving sufficient information on the research aims and procedures to the respondents so that they can make informed decision on whether they want to participate in the research or not. Results were presented frankly and thoroughly. The researcher obtained the necessary consent from the respondents after they had, been frankly informed about the purpose of the interview. Questionnaires were distributed to the interviewees with a self-explanatory covering letter.

3.9.5 Rights to their privacy

Interviewees were assured of their privacy and that their identity will remain unknown. No interviewee's particulars were disclosed to the employer and any other person.

3.9.6 Justice

The researcher ensured that any risks and benefits of data collection were distributed equally among the participants.

3.9.7 Involvement of the researcher

The researcher guarded against manipulating respondents or treating them as objects rather than human beings. Unethical tactics were not used during the interviews. The researcher will not force participants to participate against their will. The safe storage of materials: interviews and other confidential material would be stored safely and securely. The questionnaires were treated as confidential information and were not disclosed to the employer. A file of questionnaire has been created for any reference that might occur.

3.9.8 Issues of Trustworthiness

Bloomberg and Volpe (2012) explained that in quantitative research the standards that are most frequently used for good and convincing research are validity and reliability. If the research is valid, then it reflects the results clearly. If work is reliable, then two researchers studying the same phenomenon will come up with compatible observations. Credibility as stated by Creswell (2009) requires that the participants' perceptions match up with the researcher's depiction of them. The research accurately represents the response of the participants. Dependability according to Creswell (2009) is the tracking of the processes and procedures used to collect and interpret the data. Transferability is the fit or match between the researcher context and other contexts as judged by the reader. Explained in simple terms, transferability refers to way in which the study has made it possible for readers to decide whether similar processes will be at work in their own settings and communities by understanding in-depth how they occur at the research site.

3.10 Research Instrument

The questionnaires were utilised as the research instrument for this study to record the respondents' responses.

3.10.1 Questionnaire

According to Kumar (2011), a questionnaire is a written list of questions that are answered and addressed by the relevant respondents with the experience concerning the topic. The structured or closed ended questions have a clear and apparent focus and call for an explicit answer, while unstructured or open ended questions allow the respondents elaborate upon responses. The questionnaire was compiled for EPWP beneficiaries.

3.10.2 Advantages of the Questionnaire

The advantages of the questionnaire are explained by Kumar (2011) in that it is less expensive and it offers greater anonymity. The disadvantage of the questionnaire is that application is limited to a study population that can read and write. Kumar (2011) stated that the response rate can be considered low, if people fail to return the questionnaires. There is a self-selecting bias as a result of questionnaires that are not returned. Opportunity to clarify issues is inadequate, if respondents do not understand some questions; there is almost no opportunity for them to have the meaning clarified unless they get in touch with the researcher. The response to a question may be influenced by the response to other questions. The data for this study was gathered through self-administered questionnaires. The questionnaires were hand delivered to the selected individuals and then forwarded to the relevant beneficiaries.

3.10.3 Disadvantages of the Questionnaire

The disadvantages of the questionnaire are further elaborated by Kumar (2011) who explained that application is limited to a study population that can read and write. The response rate is low as the people fail to return the questionnaire. Self-selecting bias occurs because not everyone who receives the questionnaire will return it. The opportunity to clarify issues is lacking respondents do not understand some questions, almost no opportunity for them to have meaning clarified unless they get in touch with the researcher. The response to questions may be influenced by the response to other questions the way their knowledge of other questions.

3.10.4 Questionnaire Design

The questionnaire is designed to provide answers to the research questions. The respondents were given a questionnaire and they participated willingly in the study. The questionnaire had two types of questions; the open-ended and close-ended. Kumar (2011) stated that the open ended (unstructured) questions do not provide the possible responses. The close-ended (structured) question provides the possible answers that are set out in the questionnaire. The type of questionnaire that was utilised for this study was a self-completed questionnaire which was completed by each of the respondents (Saunders, Lewis and Thornhill, 2012).

3.10.5 Questionnaire Layout

The questionnaires were designed with three different sections as follow:

Section A: to request permission to use responses for academic research from the respondents. **Section B:** to ask general personal particulars such the respondents: age, qualification, position and work section.

Section C: to ask for the respondent's inputs/view regarding expanded public works programmes.

3.10.6 Administrative Procedure

One hundred questionnaires were handed out personally through the EPWP supervisor to the workers in the Thulamela Local Municipality. On completion the questionnaires were sent back to the individual supervisor. Then there after the questionnaire was sent back to the researcher for analysis.

3.11 Conclusion

This chapter outlined the research methodology utilised for the study. The quantitative research method was used for this study. This chapter highlighted the type of a research design and the methodology that was utilised in the present study. The research was conducted on a group of individuals who are directly involved in the EPWP. The quantitative research method is employed in this research. The next chapter will discuss data collection, presentation and analysis of the research which consists of the interpretations and presentation of findings that were obtained from the data analysis. The questionnaires were analysed by means of the Statistical Package of Social Science (SPSS) and the results will be presented by means of tables and graphs.

CHAPTER FOUR

DATA ANALYSIS INTERPRETATION AND PRESENTATION

4.1 Introduction

This chapter presents the findings from the investigation into impacts of EPWP on Job creation in Thulamela Municipality. This analysis was done on the basis of research objectives mentioned previously in chapter one. The data collected from the field will be translated into graphs and tables. The graphs and the tables will then be interpreted and analysed. The analyses will help in reaching the conclusions and to formulate recommendations that will be addressed in chapter five of this research.

4.2 Recap of the study aim and objectives

4.2.1 Aim

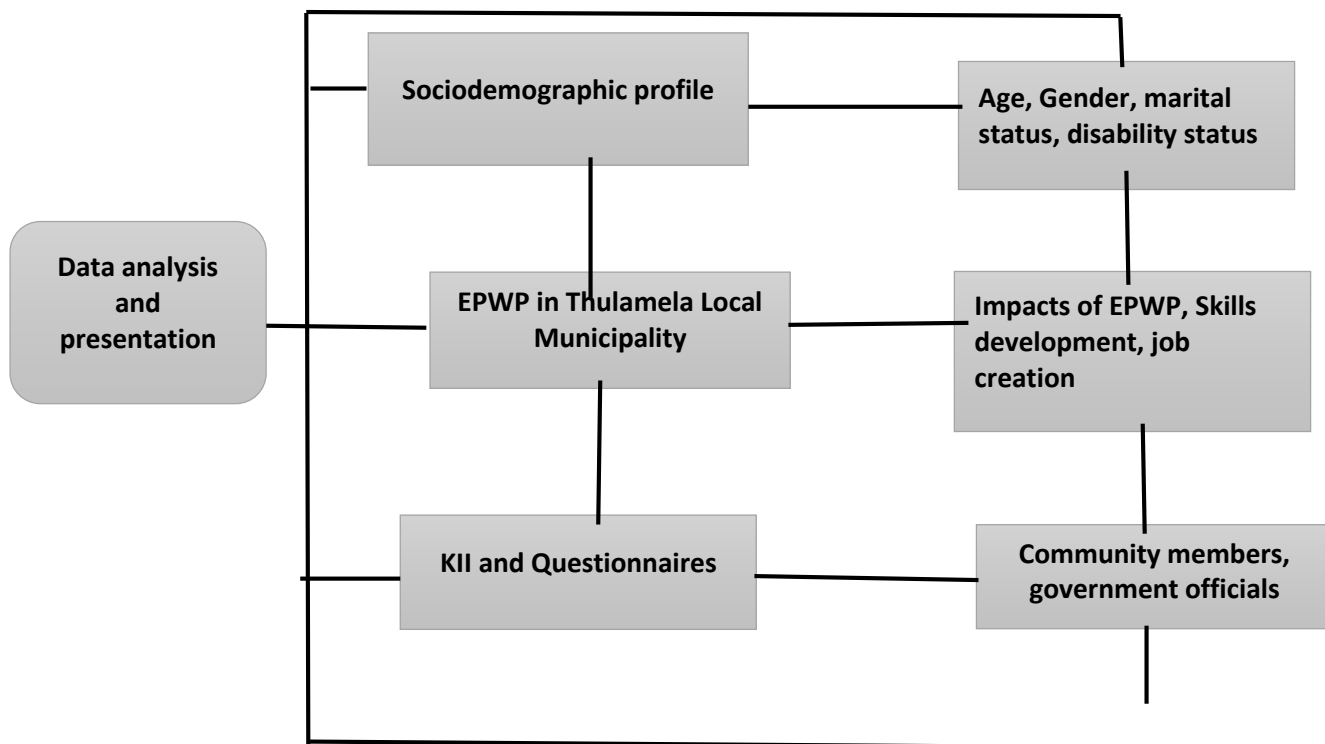
The aim of the study is to assess the impact of EPWP on job creation in Thulamela Local Municipality.

4.2.2 Objectives

- To assess the prevalence of gender equity on the employment process of EPWP participants.
- To evaluate the relationship between skills obtained by the EPWP participants and the employability of the participants.
- To establish the challenges encountered by the EPWP participants in executing their duties.

Figure 4.1 illustrates the conceptual structure of data analysis and presentation of research findings

Fig 4.1. Conceptual framework of findings and data analysis



Source: Author's field work, 2018

This chapter starts by presenting the demographic analysis, presentation and discussion of the findings based on the information gathered on impacts of EPWP in Thulamela Municipality. It discusses how the information was analysed and presented. The analysis of data was done after data collection processes were completed and all the information related to the study had been acquired from the relevant sources of information. The analysis of data is categorised according to the response given by the participants or beneficiaries of EPWP as well as government officials, heads of households, key informants and the general community. The chapter attempts to answer all the research questions provided in chapter one of this research and is according to the dictates of the questionnaires.

4.3 Sample Profiles

The profiling of respondents puts into context the characteristics of the sample giving credibility to the results gathered

4.3.1 Thulamela Local Municipality Senior Manager

Amongst other tasks, the senior manager was tasked with coordinating the implementation of the EPWP within Thulamela Local Municipality departments, especially service delivery departments.i.e. Water & Sanitation, Roads & Transport, and Electricity. The process included

setting and finalizing targets for all departments implementing EPWP, in line with the Thulamela Local Municipality annual target and the Executive Mayors' term target.

4.3.2 Departmental EPWP Champions

The champions are representatives of EPWP for their respective departments. They also serve as project managers of various projects which fall within the EPWP. They coordinate the overall implementation of the EPWP in different projects within their departments. They are responsible for the compilation of monthly, quarterly and annual reports on behalf of their departments.

4.3.3 EPWP Projects beneficiaries

The respondents were sampled from various different infrastructure projects, in different locations in the within the parameters of Thulamela Local Municipality ie. Thohoyandou CBD and Sibasa town. Data gathered from 75 respondents revealed the following profile of participants sampled.

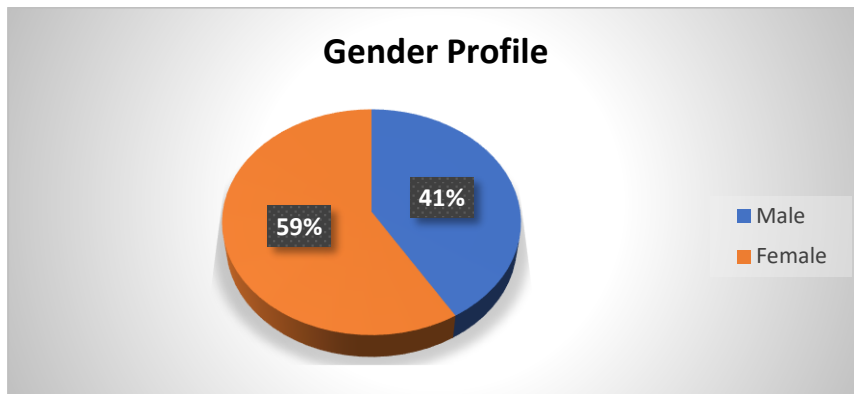
4.4 Socio-demographic profile of the respondents

In line with the objectives and aim of the research formulated in chapter one as well as the methodology and reviewed literature on projects under EPWP, outlined in this chapter are data mainly from the field study. The data focuses mainly on targeted EPWP beneficiaries and local government officials. The sociodemographic profiles of the respondents were analysed to confirm what current literature says about the general status of EPWP participants in Thulamela Municipality.

4.4.1 Gender Profile of EPWP beneficiaries

The gender profile of respondents was analysed. The majority (59%) of respondents are female while male respondents constitute 41% of the population in the study area as shown in figure 4.2. below.

Fig: 4.2. Gender Profile of respondents



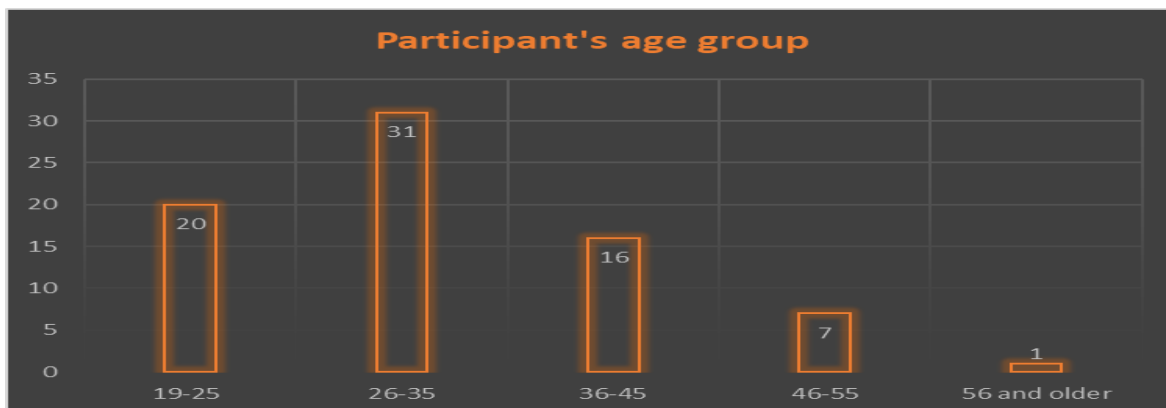
Sample size: N = 75

Source: Author's field data, 2019

From the study area, a total of 75 questionnaires were administered to the participants of EPWP in Thulamela Municipality. The study revealed that majority of participants are female which were 41 (59%) and males were 33 which made 41%.

4.4.2 Age group

Fig: 4.2: Participant's age group



Sample Size, N=75

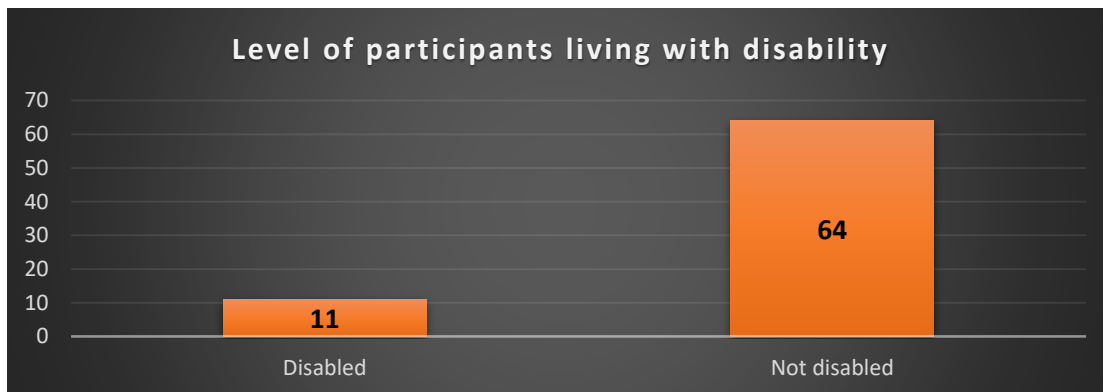
Source: Author's field work, (2019)

The graph above indicates that majority of the beneficiaries from the selected respondents (31) are between the age of 26-35, followed by beneficiaries of between the age of 19-25. Respondents between the age of 36-45 was represented by 7 beneficiaries while there was only one respondent over the age of 56. The data on participant's age group reveals that majority of EPWP participants in Thulamela Municipality are youths.

4.4.3 Beneficiaries living with disability.

The study also sought to reveal the level of people living with disability who are beneficiaries of EPWP projects in Thulamela Municipality.

Fig 4.3: Disability



Sample Size, N=75

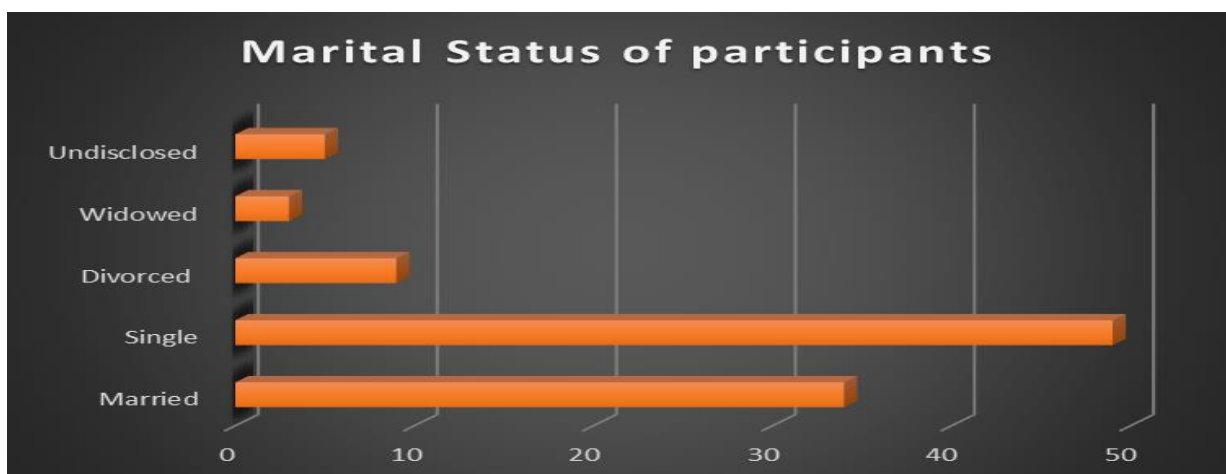
Source: Author's field work, (2019)

From the 75 respondents interviewed by the researcher, 11 (15%) of the participants revealed that they live with varying disability condition while 64 participants (85%) indicated that they do not have any form of disability

4.4.4 Marital Status of respondents

The study also attempts to understand the marital status of EPWP respondents in relation to the effectiveness of the projects in improving beneficiaries' lives in Thulamela Municipality

Fig 4.4: Marital Status



Sample Size, N=75

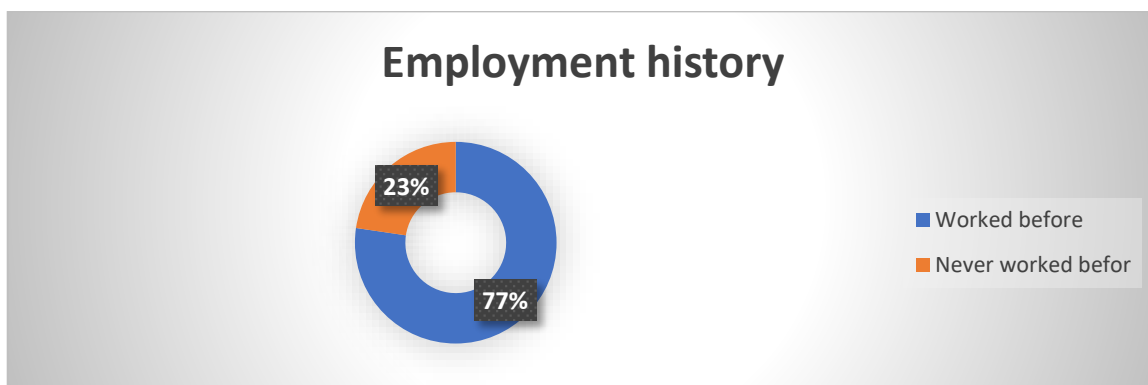
Source: Author's field work, (2019)

Data gathered revealed that 49 of the total respondents are not single compared to 34 respondents who indicated that they are married. 9 of the participants states that they have lost their spouses and never married again while only 3 respondents did not disclose their marital status. The above table shows that a number of beneficiaries of EPWP are married and they are still staying with their spouse, and the less number of the beneficiaries are no longer staying with their spouse and some of them never got Married.

4.4.5 Employment History

The results show that in terms of whether the beneficiaries have been employed before they worked on their respective EPWP projects or not, 58 respondents indicated that they have worked before as compare to 17 who did not. The respondents who worked before joining the EPWP projects constitutes 77% of the total. This finding is important as it sheds the light on the calibre of participants joining EPWP projects.

Fig 4.5: Employment history



Sample Size, N=77

Source: Author's field work, 2019

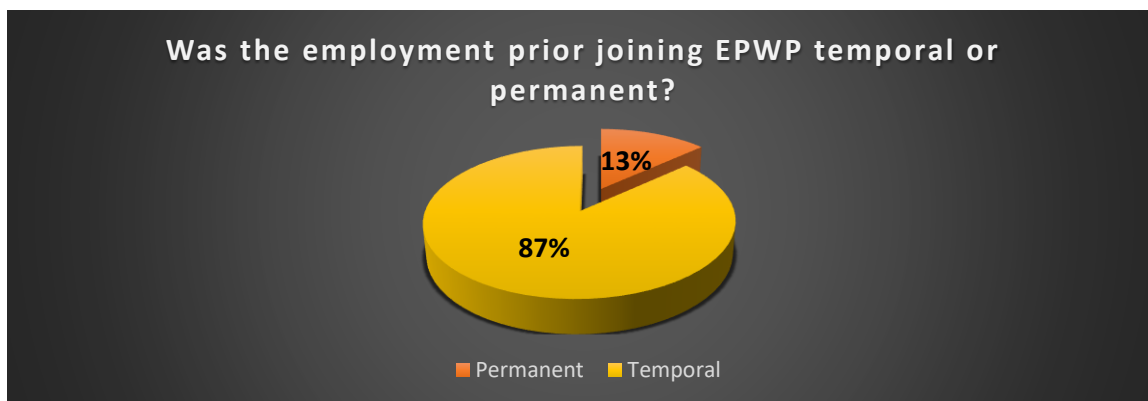
This finding is important as it sheds the light on the calibre of participants joining EPWP projects. The finding also indicates that contractors may prefer individuals who have practical experience and a certain level of skill. Although contractors bring along a core group of skilled individuals to work on a particular infrastructure project, they are encouraged to work with and mentor EPWP participants to enable the transfer of skills between them.

Having practical experience is vital to the project as it may imply that the participants have certain knowledge on how for example to make pipe fitment. And this is also important to contractors as it means that the project timeframes may be met as participants would not need to be trained first before they can start working. However, these important points do not exempt contractors from employing individuals who have not worked before.

4.5 Response on whether participants were employed temporarily or permanently before.

The data gathered from questionnaires indicates that 65 (87%) respondents were in temporary employment prior to their participation in the current EPWP projects. 10 (13%) of the respondents were in permanent employment.

Fig 4.6: Duration of employment prior joining EPWP projects



Sample Size, N=75

Source: Author's field work. 2019

This finding is important as it links to the structural nature of unemployment in South Africa. It is argued that during high economic growth rates the economy may not be able to absorb all of the unemployed. This may also indicate a skills mismatch between what the labour market demands and the skills the unemployed have to offer (Chadha, 1994: 23). The temporary employment of participants prior to them joining EPWP may indicate the following:

- Were involved in temporary work requiring minimal/lower level skills.
- They do not have the necessary skills to sell for permanent work. The labour market may not be currently requiring their level of skill for permanent employment.
- As a result, the EPWP projects serve as 'employer of last resort'.

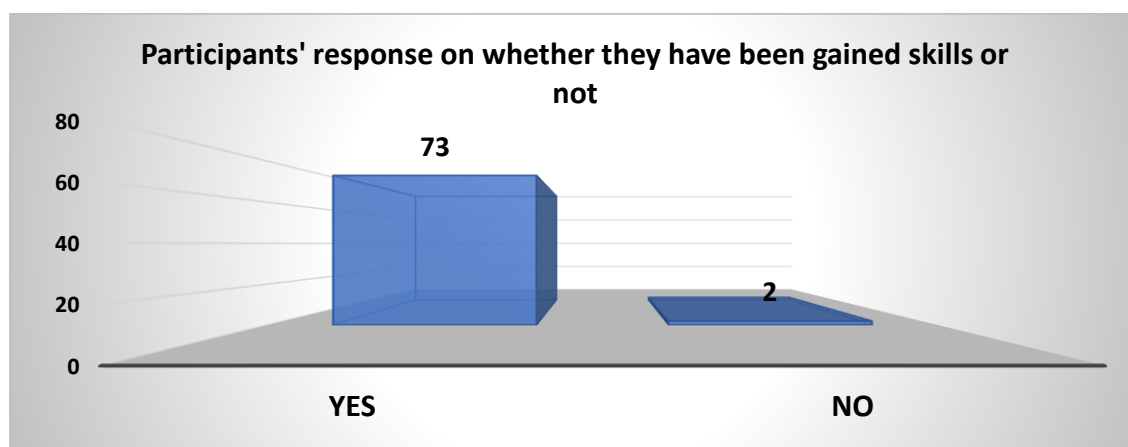
Also, the 18% of the respondents who indicated that they were in permanent employment prior to them joining the EPWP projects may indicate the following:

- Their skills are no longer relevant to enable them to work permanently.
- They may have had lower level skills which can be sold in retail sector, construction, and manufacturing sector.

4.6 Response on whether participants gained skills in EPWP projects or not

The importance of training and skills development on EPWP projects is one of the key elements which forms part of the country's broader skills development strategy. The DPWP (2008:10) acknowledges that the issue of training and skills development has its own challenges. One notable challenge is that many EPWP projects are by their nature short term or too small to enable effective integration of training and work for all beneficiaries. However, training of beneficiaries should take place as it is intended to equip workers so that they exit from the EPWP work opportunity with skills which assist them to be more employable in the labour market

Fig 4.7: Response on whether participants gained skills or not



N=75

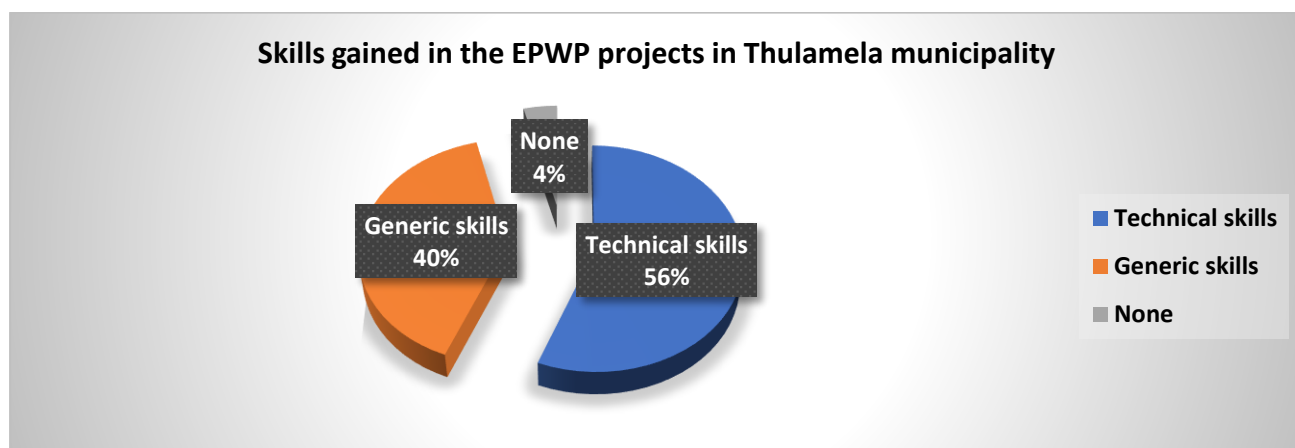
Source: Author's field work, (2019)

The 75% of the respondents indicated that they have gained some skills they didn't have before from their current EPWP projects. The importance of training and skills development on EPWP projects is one of the key elements which forms part of the country's broader skills development strategy. The DPWP (2008:10) acknowledges that the issue of training and skills development has its own challenges.

4.7 Skills gained by respondents in the EPWP projects

Moeti (2013) argues that one notable challenge is that many EPWP projects are by their nature short term or too small to enable effective integration of training and work for all beneficiaries. However, training of beneficiaries should take place as it is intended to equip workers so that they exit from the EPWP work opportunity with skills which assist them to be more employable in the labour market.

Fig 4.8: Skill gained in the EPWP projects



Sample Size, N=75

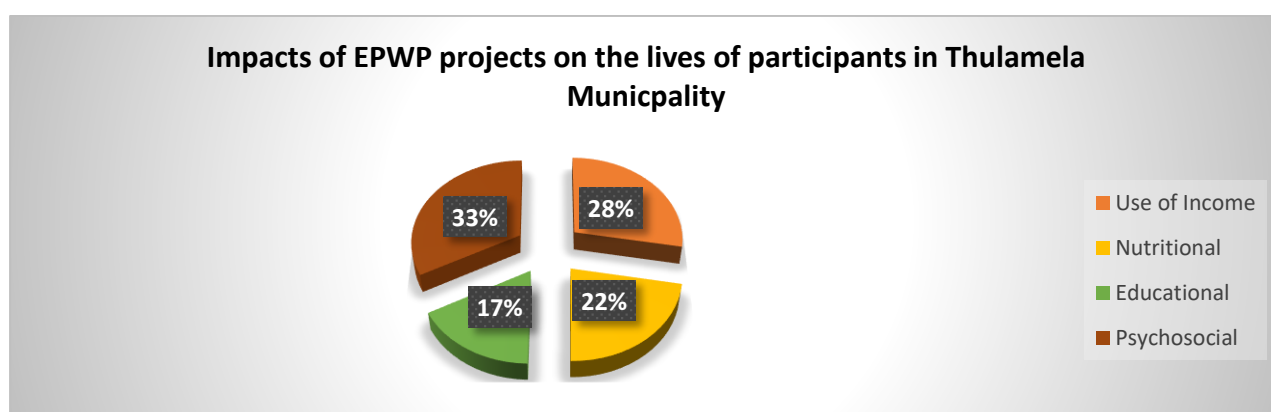
Source: Author's field work, (2019)

About 56% (42) of the respondents indicate that they have gained only technical skills since joining their projects. While 40 % (30) of the respondents indicated that they have gained only generic skills. The remaining 4% (3) state that they have not gained any skills since they joined the EPWP projects in Thulamela Municipality.

4.8 What Impact does EPWP projects have on the lives of EPWP participants?

All the 75 respondents indicated that their participation in EPWP projects has improved their lives in one way or the other. Respondents could choose more than one answer during the conduct of the survey.

Fig 4.9: Impacts of EPWP projects on the lives of beneficiaries



Sample Size, N= 75

Source: Author's field work, (2019)

- **Use of income** (buying food, clothes, furniture) – 61 (28%) of the respondents indicated that their participation in the EPWP projects in Thulamela Municipality has had an impact on their lives as they can currently earn an income. The respondents use their income to buy food, clothing for themselves and their school going children and can afford to buy furniture during the duration of the project. It is also worthy to note that besides earning an income, assets (material assets) accumulation such as furniture is regarded as one of the main elements in the fight against poverty.
- **Nutritional** (eating food that could not be afforded before) – 49 (22%) of the respondents regarded the fact that they can now afford to buy food that they could not before, as the main impact that the project has had on their lives. This finding is of high importance and cannot be underestimated. Nutrition has a direct link with poverty. Malnutrition is an impediment to productivity, economic growth and poverty eradication. It is estimated that 32% of the global burden of disease would be removed by eliminating malnutrition, including micronutrient deficiency (DBSA, 2008:4). In addition, studies have also shown that poor nutrition affects the ability of children to learn: Studies have shown that stunted children (children who are short for their age) are less likely to enrol in schools, and if they enrol, are more likely to drop out (UNESCO EFA, 2006: 111).
- **Educational** (children attending school than previously) -More than half of the participants (37) indicated that education is the foremost benefit that their participation in the project has enabled. Poverty and education are interrelated. Poor people are often unable to obtain access to an adequate education, and without an adequate education people are often constrained to a life of poverty (Van der berg, 2008:9). The work of Sen (1992, 2001) also indicates that inadequate education could in itself be considered as a form of poverty in many societies.
- **Psychosocial** (clothing, feeding children and participating in community activities) – 33% of the respondents indicated that they have experienced psychosocial impact since participating in the EPWP projects.

4.9 Challenges currently experienced by EPWP participants in Thulamela Local Municipality

Generally, respondents alleged that the DPW and the Thulamela Local Municipality does not do monitoring or site visits in projects that they are currently working in.

Fig 4.10: Challenges experienced by EPWP beneficiaries



Sample Size, N= 75

Source: Author's construct, (2018)

- Training** – 44 (58%) of the respondents indicated that the lack of accredited training was the main challenge that they face in their specific EPWP projects around Thulamela Municipality. The main concern they had is that without unaccredited training no employer will recognize their skills even though they have practical experience. The absence of accredited training limits the potential of EPWP participants to access other exit opportunities within the labour market, once they leave the programme. The DPW (2013: 10) asserts that training is essential for a project as skilled labourers will ensure efficient and effective implementation of a project. In addition, training is also important as an exit strategy as beneficiaries will be able to make explicit choices about the occupation/ trade that they wish to enter and the nature of education and training that they will require
- Working Conditions-** Generally the data collected in this study shows that the majority of the respondents (79%) were satisfied with their working conditions. Only 19% (14) of the respondents were dissatisfied with the working conditions they find themselves in. In addition, respondents indicated that contractors generally ensured that they adhered to basic conditions of employment

- **Lack of EPWP branded working attire** – 5 (7%) of the respondents were not satisfied with their working attire or uniform. However, 70 (83%) of the respondents were satisfied with their working attire or uniform they use at EPWP projects in Thulamela Municipality.



EPWP participants at Sibasa, Mbilwi

Source: Author's fieldwork (2019)

- **Late payment of wages** – Most of the respondents (73%) of the beneficiaries did not regard late payment as an issue. They were satisfied with the frequency of payment of their wages. The beneficiaries indicated that they were paid per fortnight and their wages were calculated on an hourly rate per day. The other 13% were not satisfied with the payment of wages. In this regard, the beneficiaries raised several issues related to the payment of wages.

4.10 Conclusion

In this chapter, information was presented based on findings from the research done on the effectiveness of the EPWP within the Thulamela Local Municipality. The research was mainly in the form of documentary evidence, interview and questionnaires. A section on the interview with the Senior Manager within the Thulamela Local Municipality was covered with a view to get a perspective of the EPWP from the Thulamela Local Municipality management. This was based on themes that emerged from the research. Finally, a section containing data on the profile and experiences of the participants working in the Thulamela Local Municipality EPWP projects was presented

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

At the beginning of the research study, the aim was stated as being to assess the impact of EPWP on creation in Thulamela Local Municipality in order to make recommendations based on the findings as to how the EPWP can be revised and reconceptualised for improved performance. The results of the study were to be used to guide the government in developing a policy that will assist in the formulation of future sustainable job creation programmes. The conclusions and recommendations of this study are guided by the objectives of the study as set out in Chapter One. The literature review in Chapter Two guided the conclusions and recommendation of this chapter with regard to the views of other writers and researchers. Chapter Three highlighted the methodology used in order to reach the conclusions and recommendations in this chapter. The findings of Chapter Four are the foundations or facts upon which the conclusions and recommendations of this study are based.

5.2 CONCLUSIONS

From the results revealed by the research on the short duration of employment training, this means the training is not accredited. With the length of training being less than six months in most cases, one can conclude that the jobs created by the Expanded Public Works Programme in the Thulamela Local Municipality are not sustainable. The respondents in the Thulamela Local Municipality received a gross household income of less than R1000 per month. Since the unemployment level is so high, one can conclude that most of these households' income is in the form of government grants. This means that the majority of the people living in the Thulamela Local Municipality are living below poverty line. The results revealed that the average wage paid per day is R88.00. This equates to R1760.00 per month which is below the living wage. These people are not economically active and on that level of income, they are forced to just survive. Any cash earned has to be used to purchase clothing and other essentials but would be inadequate to afford respondents a real change in lifestyle. Although 87% of the respondents were employed on Expanded Public Works Programme projects (on temporary basis) and 13 percent on permanent, these jobs worked for less than six months and their jobs were not sustainable. The training that was given to people working on these projects were not accredited and therefore would contribute to reduce the skills shortage in line with Joint Initiative Priority Skills Acquisition. One can then conclude that the Expanded Public Works Programme is currently not having any noticeable impact on the economic growth in line with Accelerated Shared Growth Initiative of South Africa and Joint Initiative Priority Skills Acquisition. The results show that most people agreed with and

supported the Expanded Public Works Programme as a successful programme that gave them hope for job creation. However, the reality is that, the productivity and impact of the Expanded Public Works Programme on skills training, monthly gross household income, daily wage, sustainable jobs and reduction in unemployment was shown to be minimal or with a barely noticeable impact. The results of the study shows that the Expanded Public Works Programme does not have much impact on job creation in the Thulamela Local Municipality. This is as a result of the limited number of days of employment being offered and that the fact training is not being conducted in most projects. Training is also not accredited, a low daily wage, or below living wage, is being paid and in addition, the size and length of the construction period for most Expanded Public Works Projects needs to be looked at.

5.3 Recommendations

It is recommended that:

- People should be employed in the Expanded Public Works Programme projects for at least three and more years. If the projects last less than three years, people should be allowed to continue to work on other projects that are taking place in order to accumulate sufficient experience so that they can exit the programme with the possibility of securing sustainable jobs.
- Only accredited training service providers should be appointed to run training on Expanded Public Works Programme projects and such training should be linked to the recognized accredited institutions.
- There should be a strict monitoring mechanism for service providers that provide training on Expanded Public Works Programme projects.
- The execution of Expanded Public Works Programme be encouraged in all Public and Private sector institutions in order to increase the impact of the Expanded Public Works Programme on the reduction of unemployment.
- The Expanded Public Works Programme should be implemented on a large scale with major projects and should include non-governmental organizations and the involvement private sector.
- There should be no job rotation on projects as this does not give sustainable jobs to the people but instead gives false statistics of the number of jobs created.

- Where the project lasts for less than one year, a number of projects should be combined to cover a longer period of construction and the same people should be employed in these projects in order to get sustainable jobs and accredited training.
- Monitoring and evaluation systems should be put in place as a priority to measure the impact of the programmes on the lives of people.
- The monitoring of programmes should be done at least twice a month and the results should be monitored on a three-monthly basis to assess and analyse the development on the influence of the programmes.
- Items to be monitored should include amongst other things, number of jobs created, duration of employment training, and wages paid to workers.

5.4 FURTHER RESEARCH

Further research needs to be conducted on the other groups of the Expanded Public Works Programme, such as Economic Sector led by the Department of Economic Development, Social Sector led by the Department of Social and Welfare and the Environmental Sector led by the Department of Public Works.

5.5 CONCLUDING REMARKS

This research has revealed the good results associated with the implementation of EPWP in terms of job creation. The Programme will contribute more to changing the life style of the people if it is fully implemented in line with the recommendations made on this research. These job creation programmes are the implementation of EPWP with great importance on increasing its impact on the economic growth of the Limpopo Province. Recommendations have been made which could add value to the Expanded Public Works Programmes and thus ensure that the programme becomes likely to achieve government's goals of job creation and poverty reduction.

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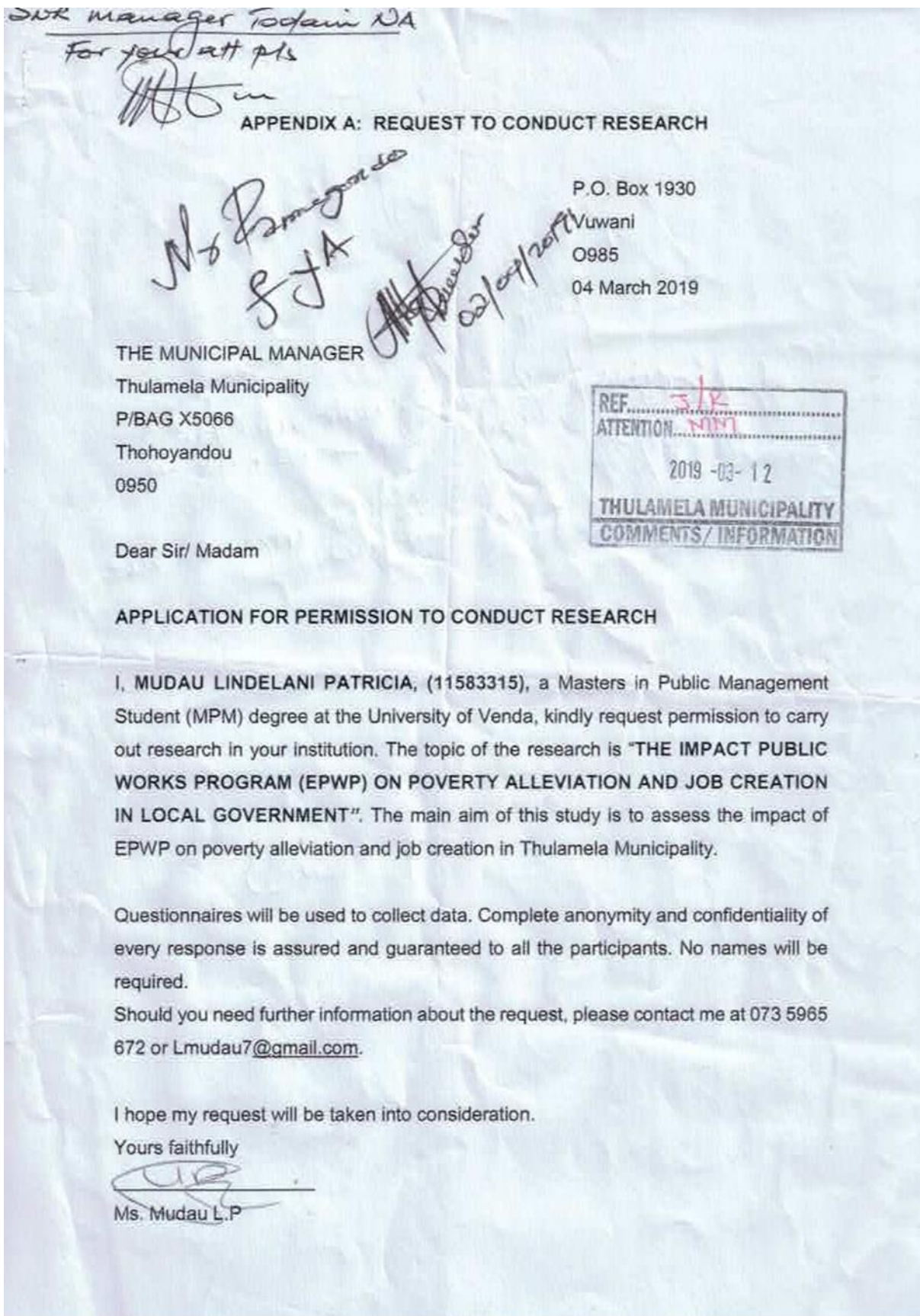
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APPENDIX A: A REQUEST TO CONDUCT RESEARCH



APPENDIX B: PERMISSION TO CONDUCT A STUDY



Private Bag X5066
Thohoyandou
0950
Limpopo Province
Tel: 015 962 7500
Fax: 015 962 4020


**THULAMELA
MUNICIPALITY**


Ref : 4/3/4/1
Enquiries : HR OFFICES
Tel : 015 962 7514
Fax : 015 962 4020

To : MUDAU LINDELANI PATRICIA
From : THULAMELA MUNICIPALITY
Date : 02 APRIL 2019

SUBJECT: PERMISSION TO CONDUCT RESEARCH AT THULAMELA MUNICIPALITY

1. The above matter refers.
2. Kindly note that permission to conduct research has been granted.
3. Contact Human Resources Section for more information.
4. Hoping that this will meet your favourable considerations.


MUNICIPAL MANAGER: MALULEKE H.E



APPENDIX C QUESTIONNAIRE

Questionnaires to the participants or beneficiaries of EPWP

You are systematically selected to participate in the study. There is no risk associated with participating in this study. Participation is voluntary, if you don't participate; you suffer no penalty or loss of benefits. You may also stop the interview anytime. Being part of this will not cost you any money.

My name is Mudau Lindelani Patricia. I am a doing Master's in Public Management at the University of Venda. The topic of my study is the impact of Extended Public Works Program (EPWP) on job creation in local government. The aim of the study is to assess the impact of EPWP on job creation in Thulamela Local Municipality. This research questionnaire is comprised of three (2) sections (Section A and Section B). Section A has questions of socio-demographic characteristics. Section B includes questions that relating to the effectiveness of EPWP on poverty alleviation in Thulamela Municipality.

Administrative (For Office use only)

Date: _____

Place of interview: _____

Interviewer name: _____

Questionnaire number: _____

INSTRUCTIONS

- Please complete the whole questionnaire
- Where you have been provided with a choice to the question, please indicate your choice by ticking or with the letter X or tick and where they are no answers please write your own view.

1. SECTION A (DEMOGRAPHICS)

1.1. Gender

Male		Female	
------	--	--------	--

1.2. Age Group (years)

19-25		26-35		36-45		46-55		55 >	
-------	--	-------	--	-------	--	-------	--	------	--

1.3. Marital status

Married		Single		Divorced		Widowed	
---------	--	--------	--	----------	--	---------	--

1.4. Monthly Gross Household Income

<R2000		R2000-R3500		R3600-R4500	
R4600-R5500		R5600-R6500		>R7000	

1.5. Do you have children?

Yes		No	
-----	--	----	--

1.5.1. If yes, how many?

1 kid		2 kids		3 kids		4 and more	
-------	--	--------	--	--------	--	------------	--

1.6. Do you have any physical disability?

Yes		No	
-----	--	----	--

2. Section B: Questions on EPWP

2.1. Have you Been employed before?

2.1.1. Was employment temporary or permanent?

Yes		No	
-----	--	----	--

Permanent	
Temporal	

2.2. How long have you been working in EPWP?

1-3 weeks		1 months		6 months		6 months+	
-----------	--	----------	--	----------	--	-----------	--

2.3. Wage paid per day at EPWP

R0-R30		R31-R40		R41-R50	
R51-60		R60-70		R71-90	

2.4. Have you received any skills training since started working in EPWP Thulamela Municipality?

Yes		No	
-----	--	----	--

2.4.1. If Yes, was it accredited?

Yes		No		Not sure	
-----	--	----	--	----------	--

2.5. Length of training

1-2weeks		1 months		2-4 months		4-12monts	
----------	--	----------	--	------------	--	-----------	--

2.6. Did skills obtained during EPWP training helping you find a better job?

Yes		No	
-----	--	----	--

2.7. What skills have you gained on the current EPWP project?

Technical skills (e.g. pipe fitting, plumbing)	
Generic skills (e.g. communication, health & safety)	
None	

2.8. Have you tried to use them elsewhere in other projects, or to start your own income-generating business?

Yes		No	
-----	--	----	--

2.9. What motivated you to join EPWP?

Employment opportunity		Obtaining skills		Other	
------------------------	--	------------------	--	-------	--

2.9.1. Other, specify _____

2.10. Do you feel that EPWP is assisting in reducing poverty?

Yes		No	
-----	--	----	--

2.11. Do you feel that EPWP is contributing to job creation and skills development in Thulamela Municipality?

Yes		No	
-----	--	----	--

2.12. Has your participation on the EPWP project improved your life?

Yes		No	
-----	--	----	--

2.13. In which ways has your participation on the project (EPWP) improved your life (Can choose more than one option)

Use of income (buying clothes, furniture)	
Nutritional (eating food that could not be afforded before)	
Educational (children attending school than previously)	
Psychosocial (clothing, feeding children, participating in community activities)	
Other	

2.13.1. If other, please specify _____

2.14. What are the successes of EPWP in Thulamela Municipality?

--

2.15. What should EPWP keep doing to achieve sustained employment and poverty reduction?

--

2.16. How has this project (EPWP) impacted your/family life positively? Has your/family life improved positively?

Yes		No	
-----	--	----	--

2.17. What challenges are you currently experiencing in the project EPWP in Thulamela municipality?

Training	
Working conditions	
Lack of EPWP branded working attire	
Non-payment of wages on time	
Any other? Please state:	

2.18. General comments

THE END!

THANK YOU FOR YOUR TIME!

Appendix D: Expert Interview Schedule 1: Executive Mayor of Thulamela Local Municipality, Mr. Mushoni Tshifhango

You are systematically selected to participate in the study. There is no risk associated with participating in this study. Participation is voluntary, if you don't participate; you suffer no penalty or loss of benefits. You may also stop the interview anytime. Being part of this will not cost you any money.

My name is Mudau Lindelani Patricia a doing Master's in Public Management at the University of Venda. The topic of my study is the impact of Extended Public Works Program (EPWP) on poverty alleviation and job creation in local government: The aim of the study is to assess the impact of EPWP on poverty alleviation in Thulamela Local Municipality

Administrative (For Office use only)

Date: _____

Place of interview: _____

Interviewer name: _____

Questionnaire number: _____

Expert Interview Schedule 1: Executive Mayor of Thulamela Local Municipality, Mr. Mushoni Tshifhango

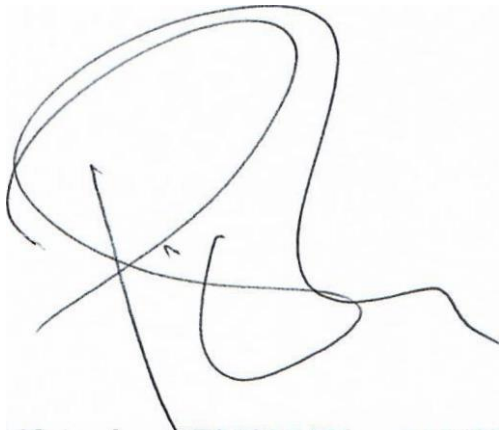
1. What role does the EPWP play in addressing South Africa`s high unemployment and poverty rates?
2. What have the successes of the EPWP been?
3. What have the challenges of the EPWP been?
4. What are the designed elements of the EPWP in terms of?
 - The wage rate paid
 - The wage payment arrangements
 - The timing and duration of employment
 - The skill and labour-intensity
 - Exit policies
5. Are labour intensive approaches to infrastructure projects adopted in the infrastructure sector of the EPWP?
6. Are labour intensive approaches to infrastructure an appropriate tool for addressing South Africa`s high unemployment and poverty levels?
7. Which infrastructure projects in the EPWP have so far incorporated labour intensive approaches?
8. What training did the participants of these projects receive?
9. Were the participants of these projects lifted out of poverty and were they able to find job opportunities after the projects were completed?
10. How are participants kept track of after the project is completed?
11. What should these projects keep doing to achieve sustained employment and poverty reduction?
12. What are the targets/plans of the infrastructure sector of the EPWP in the future?

APPENDIX E:

CERTIFICATE OF LANGUAGE EDITING

16 March, 2020

This is to indicate that I, **Dr. P. Kaburise**, of the English Department, University of Venda, have proofread the research report titled - **THE IMPACT OF EXTENDED PUBLIC WORKS PROGRAM (EPWP) ON JOB CREATION IN LOCAL GOVERNMENT: A CASE STUDY OF THULAMELA LOCAL MUNICIPALITY** – by **Mudau Lindelani Patricia** (student number: **11583315**). I have indicated some amendments which the student has undertaken to effect, before the final report is submitted.



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