



**CHALLENGES FACED BY THE PUBLIC WORKS PROGRAMMES (PWPS) ON
POVERTY ALLEVIATION AND ITS IMPACT ON THE SERVICE DELIVERY: THE
CASE OF THULAMELA MUNICIPALITY**

BY

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A mini dissertation submitted at the school of management sciences of the
University of Venda in partial fulfillment of the requirements for the degree of
Master of Public Management

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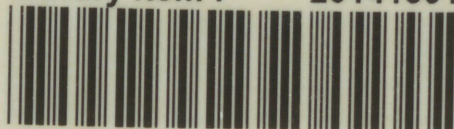
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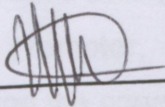
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DECLARATION

I Maswanganye Rose Basani, student at the University of Venda hereby declare that the dissertation for the degree of Master of Public Management at the University of Venda, hereby submitted by me, has not been previously submitted for a degree at this or any another institution and that this is my own work in design and execution. All reference materials contained therein have been duly acknowledged.

Signature: _____



Date: _____

17 June 2014

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DEDICATION

I dedicate this work to my parents, my husband Mr Rudzani Shane Rasilinwgwani and my childrens Tshilidzi, Rudzani and Wanga, your valuable contribution have born fruits.

ABSTRACT

The general objective of the study is to investigate the challenges faced by the Public Works Programmes (PWPS) on poverty alleviation and its impact on the service delivery: The case of Thulamela municipality. Government has to protect its citizens, regulate the interaction among them, develop its society and care for the poor and the weak. Public services and facilities cut across these four categories. The discriminatory apartheid development legacy resulted in extremely skewed public services and facilities. Infrastructural facilities, services officials, standards and results in more affluent 'white' communities were in many cases on par with similar situations in more developed countries, while the state of these facilities and services in traditional poor black communities were non-existent or very rudimentary. There are major challenges for the post-apartheid government in South Africa after 1994 to upgrade the quantity and quality of facilities and services in poor black communities while simultaneously maintaining the quality of these facilities in more affluent white communities at previous levels.

The study used both quantitative and qualitative techniques for data collection and analysis. Quantitative techniques were mostly used in that they provided the researcher with an understanding of investigate the challenges faced by the Public Works Programmes (PWPS) on poverty alleviation and its impact on the service delivery: The case of Thulamela municipality. Random and purposive samplings were used for selection of sample for the study. Both primary and secondary data were used for analysis in this study. Secondary data were obtained from government publication, research publication, and report. Primary data were obtained through questionnaires and interview.

Major Findings of this study are the following:

- The research findings indicate that participation by the youth is higher because they have a great interest in working in the EPWP projects.

- The research reveals that EPWP projects are sustainable in the Bushbuckridge area because they are lasting for an average period between 2 and 4 years.
- External clients also indicated their dissatisfaction with the work that the project managers are doing in the field.
- The research findings indicated that project members were receiving a minimum of R1400 and a maximum of R2400, which project members take home.
- According to the respondents, these salaries were not enough for the project members to support their families.

Major recommendations to address the findings these included the point that:

- The beneficiaries should form part of monitoring and evaluation of the programme to solicit comments and inputs from the poor beneficiaries.
- Programme and project community participation should be encouraged government through municipality to enable the community to take ownership of the final product.
- Poverty summits should be organised on annual bases to enhance programme and project planning processes.
- Programme implementation process should be consultative with the people that seek to benefit from it.
- The programme design should in the main address human basic needs related infrastructural projects. Labour intensive programmes can create a greater demand for local products and services than do high technology programmes which are reliant on imported technology and equipment.

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LIST OF ACRONYMS

ANC	African National Congress
ASGISA	Accelerated and Shared Growth Initiative
CBO	Community Based Organisation
CH & DW	Community Health and Development Worker
CMIP	Consolidated Municipal Infrastructure Grant
DBSA	Development Bank of Southern Africa
DEAT	Department of Environmental Affairs and Tourism
DME	Department of Mineral and Energy
DOH	Department of Health
DPLG	Department of Provincial and Local Government
DPW	Department of Public Works
DTI	Department of Trade and Industry
DWAF	Department of Water Affairs and Forestry
ECD	Early Childhood Development
EPWP	Extended Public Works Programme
GDS	Growth Development Summit
HSRC	Human Sciences Research Council
HWSETA	Health and Welfare Sector Education Authority
MGD	Millennium Development Goals
MTEF	Medium Term Expenditure Framework
NDOT	National Department of Transport
NGO	Non-Governmental Organisation
PES	Payment for Ecosystem System
RDP	Reconstruction and Development Programme
WFW	Working for Water

CHAPTER 1: ORIENTATION OF THE STUDY

1.1 Introduction

Public services are not a privilege in a civilized and democratic society; they are a legitimate expectation. That is why meeting the basic needs of all citizens is one of the five key programmes of the government's Reconstruction and Development Programme (RDP). It is also one of the reasons why government's Growth Employment and Redistribution calls among other things, for the reduction in unnecessary government consumption and the release of resources for productive investment and the redirection of these resources to areas of greatest need. This means that government institutions must be reoriented to optimize access to their services, within the context of fiscal constraints and the fulfillment of competing needs (White Paper on the Transformation of Public Service Delivery, 1998: 2).

Du Toit and Van der Walt (1999:22) state that ample proof exists that service delivery to citizens originated thousands of years before the birth of Christ. Because people were prepared to live in close proximity with others and to be subjected to a form of governing body, this gave rise to service delivery. Service delivery includes protection by an accepted governing body. In exchange for being governed and protected, citizens accept the governing body to maintain an orderly community. This agreement confirms the governing body's responsibility to govern on behalf of the citizens of such communities and to protect their interest.

This responsibility further implies that the governing body is responsible for service delivery in the community (Hattingh, 1986:1). According to Du Toit and Van der Waldt (1999:24), the responsibility for service delivery denotes the delivery of some kind of collective or common services. Originally, services delivered were collective and basic, e.g. defending the community and members of the community against aggression and turmoil. As communities grew and became more sophisticated, so the need for more

and better services increased. It became increasingly difficult for some of their needs to be met. This problem stemmed from the increased restrictions placed on growing communities with more needs to satisfy and from trying to maintain an orderly community.

Government has to protect its citizens, regulate the interaction among them, develop its society and care for the poor and the weak. Public services and facilities cut across these four categories. The discriminatory apartheid development legacy resulted in extremely skewed public services and facilities. Infrastructural facilities, services officials, standards and results in more affluent 'white' communities were in many cases on par with similar situations in more developed countries, while the state of these facilities and services in traditional poor black communities were non-existent or very rudimentary. There are major challenges for the post-apartheid government in South Africa after 1994 to upgrade the quantity and quality of facilities and services in poor black communities while simultaneously maintaining the quality of these facilities in more affluent white communities at previous levels. High expectations for improvement, scarce resources and bad management are major challenges that complicate the achievement of these goals (Cloete, 2008; 16).

The South African public service is faced with challenges from different fronts to deliver services. Much has been achieved, especially in the area of policy implementation and performance improvement. The major challenge is that, despite intense endeavors directed at improving service delivery, lack of, or mediocre delivery continues to plague the public services (Luthuli, 2009: 1).

1.2 Background of the study

History has shown that labour-intensive methods of work have, for a long time been used to create remarkable infrastructure. Labour intensive programmes can create a greater demand for local products and services than do high technology programmes reliant on imported technology and equipment. Thwala (2008: 103 –104), argues that

investment in infrastructure has a huge potential to redress the high unemployment and poverty levels in South Africa and also to correct the skill deficits in disadvantaged communities. She further points that commitment to alleviation of poverty has become very high on the government agenda and will stay one of the focal points of government. This is motivated by the fact that, currently around 24% of the population lives on less than \$1 a day, below the poverty line defined by the World Bank (2007:88).

creation and poverty alleviation through the Expanded Public Works Programme.

McCutcheon in Thwala (2008: 104) argues that the levels of unemployment have been rising steadily over the years hence the need for labour intensive Public Works Programmes in South Africa. Statistics South Africa (2003) concurs by saying that the level of unemployment was 7% in 1980, 18% in 1991 and 28% in 2003. Thwala (2001) further maintains that the high unemployment rate can undermine democracy if it is not reduced. She continues to say that over the past 25 years, several projects were initiated in South Africa to counter unemployment and poverty.

entrepreneurial skills and offer employment opportunities through labour intensive

From a theoretical perspective, there are reasons for considering that properly formulated employment creation programmes based on the use of labour-intensive methods can be established to construct and maintain the required physical infrastructure, thus creating employment, skills and institutional capacities. The initiation of the National Public Works Programmes followed a mandate provided by the Reconstruction and Development Programme (RDP) in 1994 to link reconstruction with development through an infrastructural programme, as a key area where special measures to create jobs could link to building the economy and meeting basic needs to redress apartheid-created infrastructural disparities (African National Congress, 1994).

One of the qualifying RDP statements points out the need to “co-ordinate with and link to other job creation and labour-intensive construction initiatives” (African National Congress, 1994:6). For that reason, commitment to the alleviation of poverty was very high on the government agenda and stays one of the focal points of government.

1.3 Statement of the Problem

In terms of the Constitution of the Republic of South Africa, 1996, the premier in terms of Section 125 (2) (e) established the Department of Public Works to provide and manage provincial land and buildings through the building of new infrastructure and the maintenance of the existing ones as well as to contribute to the provincial goal of job creation and poverty alleviation through the Expanded Public Works Programme.

Despite the provision of the legislation of the RSA, Thulamela, service delivery is a big problem particularly in rural areas. The majority of households do not have access to potable water. Many rural households live in situations of high unemployment and abject poverty. Despite the availability of Extended Public Works Programmes in Thulamela Municipality since 2003 that aim at alleviating poverty in the area high poverty levels still prevail among people in the area. EPWP enhance workers with entrepreneurial skills and offer employment opportunities through labour intensive projects. The disadvantage with the PWPs is that it's providing mostly short-term jobs and not enough long-lasting projects or full-time jobs. Greater long-term income security is needed to reduce unemployment by creating more full-time employment opportunities (jobs). This is because many workers will return to the pool of the unemployed and poor after completing work in short-term public works projects, rather than getting absorbed in the labour market. The problem with the PWPs is that the targeting procedure used to determine the deserving people (the poor and unemployed) is not accurate or ideal.

1.4 General Objective

The general objective of the study is to investigate the challenges faced by the Public Works Programmes (PWPS) on poverty alleviation and its impact on the service delivery: The case of Thulamela municipality

1.5 Specific objectives

- To evaluate the effectiveness of Expanded Public Works Projects on poverty alleviation.
- To identify the challenges with regard to service delivery in the Department.
- To survey the beneficiaries of these projects and their socio-economic status.
- To evaluate attitudes of people in the Thulamela Municipality about the EPWP programmes.
- To assess the effect of these projects on skills development

1.6 Research Questions

- What is the effectiveness of Expanded Public Works Projects on poverty alleviation?
- What are the challenges with regard to service delivery in the Department?
- What are the beneficiaries of these projects and their socio-economic status?
- What are attitudes of people in the Thulamela Municipality about the EPWP programmes?
- What is the effect of these projects on skills development?

1.7 Significance of the study

This study on challenges facing the Limpopo Department of Public Works with regards to service delivery is an important aspect that will contribute in the improvement of service delivery by the Department. The study will make recommendations based on the findings that will assist the Department in dealing with the existing service delivery problems and thereby improving service delivery.

1.8 Limitation of the study

In this type of a study there are problems envisaged which are not limited to the following; Sensitivity of the topic- People might feel as if they are being tested or targeted for victimization. Cooperation by respondents- It is expected that some of the respondents may be less cooperative due various of reasons such as apathy and the prevailing situation in the Department at that time. Incomplete questionnaires- It is expected that some respondents may not return the questionnaires after completion or complete the questionnaire for the sake of completing.

1.9 Delimitations of the study

The focus of the study is the Department of Public Works. The study focuses on challenges facing the Public Works programmes with regards to poverty alleviation. The study will limit itself to the core functions of the Department which are Project Management, Maintenance, Real Estate, and lastly EPWP.

1.10 Definition of concepts

The Expanded Public Works Programme (EPWP):- The Expanded Public Works Programme is one of government's programmes aimed at providing poverty and income relief by creating temporary work for the unemployed to carry out socially useful activities (Department of Public Works, 2009: 6) .

Department: In terms of Section 1 of the Public Service Act, 1994(no.98 of 1994), Department means a national department, a provincial administration or a provincial department.

Public Service: In terms of section 8 of the Public Service Act, 1994 (no.98 of 1994), the public service consists of persons who hold posts on a fixed establishment,

classified in the A division and the B division, in the Agency or the Service, in state educational institutions.

1.11 Organisation of the study

This study is organized into five chapters. In accordance with Mnyaka (2006:7) this section serves to indicate what the researcher intends to discuss in each chapter.

- **CHAPTER 1: ORIENTATION OF THE STUDY**

In this chapter, a brief overview of the research problem, aims of the research, definition of concepts, significance of the study, limitation of the study, delimitation of the study, brief summary of literature review and the whole research process is given.

- **CHAPTER 2 : LITERATURE REVIEW**

This chapter gives a review of literature studies on the challenges faced by the Public Works Programmes (PWPS) on poverty alleviation and its impact on the service delivery. As noted by De Vos et al. (2005:117) a literature review is a description of primary and secondary sources of research material. This chapter describes the strategies of staff retention that are employed by the public sectors

- **CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY**

This is the critical part of the research study. Research design sets up the framework for the study and is the blueprint of the research. This chapter gives a brief explanation of the theory underpinning the methodology as well as how the researcher undertook the research.

- **CHAPTER 4: DATA ANALYSIS AND INTERPRETATION**

The research results are presented in this chapter, this includes a clear analysis of data collected realization of sample and discussion of results. Data was analysed and interpreted in this chapter.

- **CHAPTER 5: FINDINGS, CONCLUSION AND RECOMMENDATIONS**

Chapter 5 deals with the discussion of the results that were obtained. Conclusions are drawn based on the obtained results and the possible practical implications of the research findings are highlighted. In conclusion, recommendations for future research that may be of worth are put forth.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

Literature review is one of the most important stages in the research process because it assists the researcher to identify relevant information to the research topic and it gives the researcher an idea on the scope of the research. For the purpose of literature review in this study, an overview of the Department of Public Works and service delivery will be given. The study will also indicate how the Department is expected to deliver services. The works of few authors on service delivery challenges will also be visited. This chapter examines what the literature says about labour intensive programmes and their ability to create jobs in the endeavour to alleviate poverty in poor communities of South Africa. This chapter covers the review of literature on Extended Public Works Programme.

2.2 Legislative framework

As noted in the South Africa Yearbook (2001:67), the 1996 Constitution of the Republic of South Africa.1996 was drawn up by the Constitution Assembly (CA) and reaffirms South Africa as a constitutional and Republican state. The constitution is the highest and most important law of the land. No other law or government Act can supersede the provisions of the Constitution. Planact (2001:7) states that: the provision of the constitution of South Africa is the overriding framework for local government legislation. Mayors, councilors and other local government practitioners should understand the principles that underpin democratic government, and should not lose sight of their role, particularly with regard to the vital task of implementing the developmental vision for government administration.

2.2.1 The Constitution of the Republic of South Africa, 1996

The basis for all laws in the country is the national Constitution of the country, which is the supreme law upon which all other laws are, based 1996. In terms of local government affairs, the Constitution recognizes them as a distinctive level of government and mandates them to give priority to the basic needs of the community, and to promote the social and economic development of the community, and participate in national and provincial development programmes'. The Constitution makes provision for different categories of local government, which the Local Government White paper 1998a defines as:

- Metropolitan Councils, i.e. large conurbations with multiple business districts;
- Municipal Councils, i.e. non- metropolitan local councils; and
- District Councils which oversee groups of Municipal Councils in urban and rural areas.

2.2.2 Local Government Transition Act , 1993 (Act 209 of 1993)

Although the more recent legal provisions pertaining to the development role of local government have been based on the 1998 Local Government White Paper, 1998a pre-1998 Acts have also served as a basis for this new role. The Local Government Transition Act 1996c assigned various powers and duties relating to service provision to local governments and specifically required metropolitan councils to promote integrated economic development, the equitable distribution of municipal resources and the delivery of services with a developmental focus in mind.

2.2.3 The Development Facilitation Act, 1995 (Act 67 of 1995)

A key local government planning and development instrument is the Development Facilitation Act, 1995 which introduced measures to facilitate and accelerate the implementation of reconstruction and development programmes and projects in relation

to land, laying down general principles to govern land development throughout the country. Local governments are empowered to develop what are known as 'Land Development Objectives'. This Act was formulated to rationalize the complex apartheid geography of the country, to redress development imbalances and accelerate development through more efficient utilization of land.

2.2.4 The Municipal Demarcation Act, 1998 (Act 27 of 1998)

The Local Government Municipal Demarcation Act 1998c, determined new municipal boundaries throughout South Africa. This process was undertaken between 1998 and 2000. This Act sought to eliminate small and ineffective local councils by combining neighbouring or close local authority areas under a single jurisdiction, while also assigning rural areas surrounding urban centres to the control of the latter.

2.2.5 The Municipal Structures, 2000 (Act 33 of 2000)

The Municipal Structures Act 2000, with the Systems Act, extends and develops the provisions of the Local Government Transition Act of 1996. The Act also allows for participation of traditional leaders within local government administration in the areas in which they reside. It also mandates district councils to assist municipalities lying within the areas under their jurisdiction through integrated development planning, major infrastructural development, capacity development and the equitable distribution of resources.

2.2.6 The Municipal Systems Act, 2000 (Act 32 of 2000)

This piece of legislation has had the most direct impact on popular participation in local-level development. The Municipal Systems Act, 2000a provides for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of communities, and ensure universal access to essential services that are affordable to all. This particular Act has

very defined implications for Local Economic Development in terms of the operational procedures, powers and management systems, which in themselves can be regarded as mechanisms to promote pro-poor development.

Municipalities are specifically required to involve communities in the affairs of the municipality.

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

According to Phillips (2005:16) 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.

According to Phillips in Samson (2007:99), the programme will spend at least R15-billion on labour-intensive jobs over the next five 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 (2007:53) 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 (2009:45) 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 Gundo Lashu last year (2010:91), 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, 2005:12). Phillips (2004:34) 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, 2004:10). 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 2004b:39). McCord (2004:90) astutely observes that prolonged 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, therefore, 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 2004:10). 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.

2.4 Expanded public works programme in different sectors

For, 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' (McCord2005:565). To date, the most incisive critiques of the EPWP have been developed by McCord in a series of publications rooted in extensive empirical and documentary analysis (2005:99). 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 (2005:90) 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 2004:8). She further emphasises that while 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 accessible to a tiny 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 many workers who have participated in EPWPs did not know whether or not they had even received training (McCord 2005:568–572). Due to the structural nature of unemployment, few workers have been successful in securing other employment after the EPWPs, that Working for Water and Working for Wetlands keep workers on for multiple years rather than returning them to unemployment (McCord 2005:576). As the training component is so limited, wages so low, and employment brief, McCord concludes that while EPWP employment may temporarily decrease 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 2004:12).

2.4 Expanded public works programme in different sectors

According to President Thabo Mbeki in his State of the National address, the ambitious Expanded Public Works Programme is set to develop the social and economic infrastructure, build human resources, boost enterprise and alleviate poverty (Mbeki, 2004). 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 2001-2004 for the following departmental functions; tourism infrastructure and product development; environmental conservation; waste management and coast care. Teklu and Asefa (1999: 432) aver 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.

2.4.3 Department of Environment and Tourism (DEAT)

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, 2004:99).

2.4.1. The Department of Water Affairs and Forestry (DWAF) (DEAT, 2004:39).

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 invasive alien plants, rehabilitation 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 years and 362,870 training days. A total of 1000 SMMEs were also created (Department of Environmental Affairs and Tourism, 2004:92). 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 years were created, 63,000 training days were given and 36 SMMEs were created, (DEAT Plan, 2004:19). 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. These are briefly discussed further below.

2.4.3 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, 2004:39).

2.4.4 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 years, both temporary and permanent. Unaccredited training was given, resulting in 161,763 training days. The department created 150 SMMEs, (DEAT, 2004:45).

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 job years were envisaged, 63,000 training days were given, and 36 SMMEs were created (DEAT, 2004:39).

2.5 Sector of EPWS in South Africa

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.

2.5.1 Infrastructure sector

The programme aims to achieve a large impact in a short time by focusing on construction, rehabilitation and maintenance activities, which offer the best opportunity for labour use. In particular, low-volume roads, trenching, storm-water and sidewalks have been identified as areas where construction, rehabilitation and maintenance using labour-intensive methods, will increase steadily over time. The programme does not exclude other types of infrastructure, and encourages all public bodies to expand the use of labour-intensive methods to other types of infrastructure.

Perkins and Luiz (2006:77), agree that productive public expenditure in the areas of infrastructure such as road, transportation and housing and human capital plays an important role in accelerating economic growth. These four focal areas will be targeted through attaching specific conditions to the Provincial and Municipal Infrastructure Grants (PIG and MIG). In addition to the infrastructure funded through the MIG and the PIG, additional areas of labour-intensive infrastructure provision and maintenance have been identified. These areas include labour intensive construction of civil works through the Department of Housing (DOH).

Trenching in electrification projects will be implemented through Department of Minerals and Energy (DME). The remaining CMIP (Consolidated Municipal Infrastructure Grant) projects earmarked for Labour Intensive Construction Department of Provincial and Local Government (DPLG). Road maintenance and higher volume roads will be responsibility of the National Department of Transport (NDOT), whereas building maintenance falls under the Department of Public Works (DPW) (World Bank, 2006:29).

The lead department in the infrastructure plan is the Department of Public Works. Other departments are the Departments of Transport, Housing, Provincial and Local Government; Water Affairs and Forestry; Public Enterprises and Education. The Independent Development Trust and Eskom, which are both parastatals, form part of the plan. Driving values of the plan are efficiency, cost-effectiveness and quality of products. This is applicable to EPWP labour-intensive construction methods in civil works. All work carried out should comply with the industry standards.

The programme involves ring fencing a portion of the existing conditional infrastructure grants to provinces and municipalities. This programme looked at low-volume roads, trenching, storm water and sidewalks as areas where construction, rehabilitation and maintenance could be done using labour intensive methods. The infrastructure sector funded programmes, such as Provincial and Municipal Infrastructure Grants (PIG and MIG). This sector has projected that, through projects, provinces and municipalities would construct 31,000 km of pipelines, 1500 km of roads, and 1500 km of storm water drains and 150 km of urban sidewalks over the next five years, meeting the requirements of the EPWP (EPWP, 2005:63).

In fourth quarter the break-down of the sector, with regards to the number of work opportunities has shown that most network opportunities were created in the infrastructure sector (at least 109,400), with the gross number in this sector being at least 158,000. The average duration of employment on infrastructure projects is approximately four months (EPWP, 2005:30). According to Liew Kie-Song (2006:29), the infrastructure sector seeks to maximise the primary impacts of construction in government-funded infrastructure. Citing an example of using labour-intensive methods of construction and maintenance, Gundo Lashu in Limpopo increased the number of jobs by four hundred percent; on the same type of projects, it created 11,481 instead of 2800 jobs. Liew-Kie-Song (2006:22), describes construction as the fifth largest.

Gundo Lashu is Tshivenda phrase for "Our victory". It is government's roads maintenance project employment category in the country, and it is set to grow, with vast

government investments in infrastructure in the years ahead (Daily Dispatch, 2006:5). It is envisaged that 900,000 employment opportunities would be created in this sector, which is seen as the largest employment generator. A joint process with DPW, the Department of Provincial and Local Government (DPLG) and National Treasury (NT) ensured that a total of R15 billion over the next 5 years is targeted towards the EPWP through the provincial and municipal conditional grants for infrastructure (Kobokana, 2004:99). This huge budget requires professionalism and capacity.

As it is the intention of the EPWP to achieve poverty alleviation, reduce unemployment; develop skills and training through delivery of services. The question remains as to whether or not these departments have the capacity to manage and deliver on such cumbersome budgets. There is a strong correspondence between these poverty indicators and participation in low-paying menial work schemes. A survey of the characteristics of road workers in Botswana shows that workers are often self-selected in such employment schemes, especially in poorer areas where there are few alternative employment opportunities (Teklu and Asefa, 1999:49).

These self-selecting workers are largely drawn from the households with working adults but with low assets holdings and little supportive income holdings. Within these households, young adults with low educational attainment but in good physical condition participate in road works. Female workers are better represented in areas close to big towns or villages where competition with male adult workers is less intense. These characteristics of the workers significantly overlap with those who are characterised as poor in these villages. For example, an application of the overlapping method, for example, shows that the percentage of the poor in the total road workers (53%) exceeds the percentage of the poor in the total sampled population (46%).

That is, the poor in the roadwork schemes are over represented in the sample, which indicates that the road scheme draws more of the poor than the non-poor individuals do. For most of the road workers, the schemes not only offer better wages but fixed term contract arrangements which guarantee stable employment for a given period with

some cash flow. Since these workers do not have to search daily for casual work, the search cost of the roadwork is much lower, and hence the effective wage is greater than the comparable unskilled casual wage labour in rural areas. The incentive to stay in the project is strong among these workers as is evident from their self-reported reservation wages. These variations in reservation wages show how the poor in the roadwork differentiate themselves.

The road works in Kenya offer employment to workers who had primarily casual and irregular jobs before joining the road works (Teklu and Asefa, 1999:20). These workers showed willingness to accept reservation wages, which were below the market wage for casual labour. The large presence of workers with such characteristics indicates that the road works reach poor households, particularly working poor households with a large number of dependents. They are often faced with labour constraints because of the low ratio of adults to dependents. Because of the pressure for meeting subsistence needs, these poor households have to work long hours, especially when activity in the road works overlaps with the seasonal peak farm season.

While participation in labour-intensive public works cannot substantiate how much these public works schemes contribute to poverty reduction, they appear to benefit the poor especially the poorest of the working poor. The schemes institute a bottom up poverty reduction process in which the impact is greater in reducing intensity of poverty (reducing poverty gap) rather than lowering its incidence (Teklu, 1999:11).

2.5.2 The Economic sector

Electricity forms the cornerstone of social and economic development. Various municipalities must facilitate community participation of environment impact studies. Bekker, Eberhard, Gaunt, Marquard (2008:33) argue that the 'first wave' of electrification policy usually involves the electrification of the economy as a whole, with the associated establishment of institutions to regulate and facilitate the orderly expansion of electricity systems. A 'second wave' of electrification policies may be

identified that responds to the problem of including areas of national economies, which do not meet the criteria for electrification under existing institutional arrangements (most often expressed as financial criteria), generally leading to various forms of institutional innovation. One of the primary motivations for second-wave electrification is developmental, as electrification has the potential to promote local economic development, and may resolve problems of 'energy poverty', which are economic penalties paid by low-income households for using low-quality energy carriers. Studies on alternative power sources should be conducted and the possible implementation of the power sources should be initiated. Because of the big area, the necessity for a better infrastructure is obvious.

At this time, the programme shifted to a mainly rural focus, which increased average costs and necessitated the funding of bulk infrastructure to strengthen and extend transmission networks and transformers. This will ensure economic development, tourism, farming and communication. It is imperative for funds to be generated through agreements with big users and the Department of Transport. Education of entrepreneurs to perform certain services will help social development in the area. EPWP intended to utilise public sector budgets to create additional work opportunities coupled with training after training, productive employment opportunities would be created and ultimately enhance the ability of workers to earn an income after they leave the programme.

Income would come either from the labour market or through entrepreneurial or cooperative income generating activities. The EPWP economic sector focuses on entrepreneurial and cooperative income-generating activities. Furthermore, as part of the contribution to the income of the poor, the target of 1-million work opportunities through the Expanded Public Works Programme was attained in 2008, a year earlier than envisaged in the 2004 electoral mandate. This has massively created the possibility to expand this programme and improve its quality" (SONA 2009:87). Nobatana in Philips (2004:99) argues that the code of good practice and the conditions of employment for Special Public Works Programmes are the instruments to serve this

purpose. EPWP projects should not simply be about 'graduating to formal employment through skills acquisition and work experience'. A substantive amount of unskilled and semi-skilled labour is being shed as result of the decline in the primary sector of the economy. This labour has very limited literacy, numeracy and technical skills, and the acquisition of new skills cannot happen in the short term.

They have limited private savings and do not qualify for social security. They constitute an army of marginalized reserve labour that is vulnerable to extreme and unfair forms of exploitation. EPWP projects should be designed to target this band of the population and protect them from the vicious cycle of poverty. Learnerships form the central part of the Expanded Public Works Programme. It is the responsibility of the Department of Trade and Industry (DTI) to coordinate the EPWP economic sector (Economic Sector Plan). This sector aims to develop 3000 sustainable businesses in various sectors over period 2004/05 – 2008/09. These businesses will be developed through a programme known as venture learnerships.

A learnership is a route for learning and gaining a qualification within the National Qualification Framework (NQF) from level 1 to 8. It is a qualification based on Unit Standards. Learnerships include both structured work experience (a practical component) and instructional learning (a theory learning component). This acts as a route for learning and obtaining a qualification in business management (Public Works, 2007). Claire Bisseker, of the Sunday Times (10/10/2005, 15), wrote that the government's initiatives to transform the second economy have been relatively ineffective. In this report, she refers to a *2005 Development Report: Overcoming underdevelopment in SA's second economy*, released by the Development Bank of Southern Africa (DBSA), the Human Sciences Research Council (HSRC) and the United Nations Development Programme, which comments on the EPWP.

She goes on to say that, the rhetoric occasionally touted by politicians that the EPWP will create one million jobs in five years is misleading, given that most of these jobs are temporary and that at any given time there are likely to be no more than 200,000 of

them (Sunday Times, 10/10/2005, 15). Several people and organisations have reviewed the Expanded Public Works Programme, among them is McCord (2005:32), who wrote that the Extended Public Works Programme was launched after the demise of the National Community-Based Public Works Programme, which created only 20, 000 temporary jobs in its short life. She further argued that given that eight million South Africans are jobless and more than 20 million people live in poverty, the EPWP represents a minimal response to a massive social and political problem.

McCord (2005:9) went on to caution that it is an illusion to think that the EPWP can have the impact anticipated in the policy rhetoric. At worst, she argued, it is politically dangerous, as it reduces the space for the policy discussion urgently required to address poverty and unemployment. Likewise, the Democratic Alliance (DA), in its response to the launch of EPWP by President Thabo Mbeki in Limpopo, alluded to the fact that the programme was good news, but should not be seen as the ultimate solution for unemployment. Public Works Programmes are not the solution to the unemployment problem in South Africa but should rather be perceived as one of an assortment of short to medium-term interventions aimed at alleviating the poverty associated with unemployment.

Blanche said in a statement: "the EPWP will provide work for less than 3% of the unemployed per year and only 20% of the work opportunities will last longer than four months; how many workers can survive on a third of a year's income." While these schemes are somewhat successful in targeting the poor, they do not capture all the divergent categories of the poor. Only those who are physically able to work are eligible because of the work requirements. Even among these working poor, there are variations in participation among divergent poverty categories. Other low and middle-income countries have used public works programmes to great effect.

McCord (2005:43) cites the initiative of the Maharashtra Employment Guarantee Scheme in India and the New Delhi Programme. Both of these programmes managed to take up to 30% of the unemployed. Anuradha in McCord (2005:67) indicates that the

most research on the poverty impacts of the experience from Maharashtra shows that it has helped to provide income to the poorest during lean periods and to reduce seasonal migration, while the landed classes have benefited from the infrastructure created. Furthermore, the Maharashtra Scheme guarantees unlimited employment to all rural adults, provided there is a recognised need in the locality and people are willing to report for work regularly. The EPWPs have created 223,400 gross work opportunities in the first year of its programme, according to its fourth quarterly report.

These jobs were created from 3400 EPWP projects nationwide, yielding at least R823 million in total wages paid. Of those who benefited from these projects, 38% were women, 41% were youth and 0.5% the disabled. If the EPWPs continue at this rate it will well exceed its target by 2009 (McCord, 2004:63). Access to short-term employment through these schemes appears to improve the net income of the very poor and decrease poverty among the rural poor. The significant number of non-poor in the schemes indicates a need for improving poverty targeting through setting wage rates that closely reflect the labour supply characteristics of the poor in rural labour markets.

In addition, these schemes have to be complemented with other income-transfer interventions to ensure that the poor who fail to meet work requirements are not excluded from public assistance. The poor are also more vulnerable to employment and income risks, since agriculture, which is the principal source of income, is strongly covariate with low and variable rainfall. Most other income sources are positively and closely linked to agriculture hence the total household income is highly variable (Lucas and Stark, 1985:89; Valentine, 1993:90). Stocking and Lange (2009:324), states that the exceptions are income transfers and wage income from public works, which often move counter to agricultural and related incomes.

This normally makes variability in consumption less pronounced than income among those who have access to transfer income or those who are able to participate in public works. Even in hard times, it can make commercial sense for companies to develop markets that include poor people and business models that address poverty. Stocking

and Lange (2009:99), further comments that businesses that create decent jobs, access to markets or goods and services that benefit low-income groups in emerging economies help to build healthier, wealthier, and more highly skilled communities. Those communities will provide the customers, suppliers, and employees whom companies need for sustainable growth. Companies are often constrained by shortages of human skills and materials. Low-income groups constitute a huge and potentially valuable labour resource, and a source of materials and produce. Small enterprises, many of which are in the agricultural sector, are the largest employers of poor families. Majority of which cannot engage with commercial supply chains because of their limited access to finance, seeds, fertilizers, and good-quality land.

2.5.3 The social sector

The Social Cluster comprises the following three South Africa Government Departments: Department of Social Development, Department of Health and Department of Education. While there is a recognition that a number of programmes present a range of opportunities for work creation, the two programmes, Home Community Based Care (HCBC) and Early Childhood Development (ECD) have been selected as the lead pilot programmes for the social sector EPWP for 2004/5. The Social sector aimed to create work opportunities through the provision of social services. This sector was estimated to have the largest potential for expansion over the next five years, including child minding and early or remedial education, with a one-on-one interaction.

The Non-State sector aims to create work opportunities through NGOs, CBOs and NFP organisations, who would offer advice on priorities and administer resources in the running of the programmes, as envisaged as in the framework. Home Community Based Care is a provision of comprehensive services including health and social services, by formal and informal caregivers in the Home and Community Based Care and Support Programmes. The HCBC programme has been prioritised as a cost effective response substituting for a significant proportion of AIDS related hospital care.

The EPWP is a critical component of the effort to deliver a holistic HIV/AIDS and TB related services. It represents a strategic opportunity to address key pressure points in current interventions. The programme aims to put in place the foundations for the roll out of the Community Health and Development Worker (CH & DW) Programme by equipping thousands of unemployed people with the foundation skills and experience to enter in a CH & DW training programme.

It also aims to target 122 240 work opportunities, 17 400 of which will be through learnerships over of over five years through a threepronged programme in partnership with the Health and Welfare Sector Education Authority (HWSETA) (Boyd, 2004: 78). Early Childhood Development is the process, by which children from birth to nine years are nurtured to grow and thrive physically, mentally, emotionally, spiritually, morally and socially. The focus on EPWP is from birth to six (6) years. In both programmes, a number of practitioners have been targeted in order to develop their skills.

The national departments are responsible for policy and other necessary regulatory frameworks for the realisation of the programme, while at the provincial level, the provincial department should identify opportunities and allocate the conditional grants based on the national priorities to partnering organisations at local level. The Education Training and Development Practices Sector Education and Training Authority (ETDPSeta) is responsible for the ECD training. Health and Welfare SETA (HWSeta) is conducting the HCBC training. Each SETA would procure service providers to conduct these training at local level. Given the new government initiative, the public sector investment projects create much-needed jobs, while improving the infrastructure in under-serviced areas, particularly rural areas (Perkins and Luiz, 2006: 137).

2.5.4 Environment and Culture Sectors

The Environmental Sector plan is a joint plan of the Departments of Environmental Affairs and Tourism, Water Affairs and Forestry, Arts and Culture and Agriculture. The Department of Environmental Affairs and Tourism is the lead department. The plan aims

to create 201 703 jobs through under programmes such as the Department of Agriculture's Land Care programme; the Department of Environmental Affairs and Tourism's People and Parks, Coastal Care, Sustainable Land-based Livelihoods, Cleaning up SA, Growing a Tourism Economy programmes; and the Department of Water Affairs and Forestry's Working for Water, Wetlands, and Fire programmes. Henderson (2005:23), states that the Environmental and Culture sectors aim to create work opportunities in the public-funded environmental programmes. Furthermore, these sectors also has significant potential to keep expanding its existing programmes and create new programmes providing environment-related services.

This programme will result in 200 000 hectares of land cleared of aliens, 40 rehabilitated wetlands, 20 fire protection associations, 700 kilometres of coast cleaned with adequate infrastructure, 10 000 hectares of rehabilitated land, 32 waste management programmes and 150 historical and community tourism projects. The average duration of employment for environmental projects is approximately six months (EPWP, 2005:99). Programmes under this sector are outlined below. Currently, Working for Water Programme is a public agency under the jurisdiction of the Department of Water Affairs and Forestry (DWAF) with the mandate of controlling invasive alien plant infestation. What is particularly unusual about the programme is that it was initiated and is funded primarily as a poverty relief public works programme.

This is reflected in its goal of sustainably controlling invasive alien species by 2020 "in order to contribute to economic empowerment, social equity and ecological integrity" the WFW programme has an annual budget of more than R400 million (RSA, 2003) which is the largest single natural resource based poverty relief and public works expenditure in the country. The government's total expenditure on all national and provincial parks and related activities in 2001/2002 was R728million (RSA, 2003:12). The bulk of the funding over the last 11 years has been generated through poverty relief programmes (the Reconstruction and Development Programme, then the Special Public Works Programmes, which evolved to become the Expanded Public Works Programme).

The poverty relief programmes are funded in clusters. WFW forms part of the Environmental and Social Cluster. DWAF has also contributed substantial amounts to the programme, using funding allocated to the Department by the National Treasury from tax revenue. The National Treasury budgets are allocated to the departments responsible for programmes in three-year cycles, known as Medium Term Expenditure Frameworks (MTEF). Budgets are based on three main criteria: the functional priority, for example, water conservation, biodiversity, productive potential of land, the impact on poverty relief and economic empowerment, and the department's capacity to spend the budget effectively and efficiently. Some international aid funding was raised for WFW during its early years. Although it played a catalytic role, it made up only a small proportion of the total budget. Water management agencies also entered into formal partnerships with WFW under which they contributed to funding the programme.

DWAF's water trading account (funds raised from water charges) provided another source of income. The funding from this source is focused on the control of invasive alien plants with acknowledged negative impacts on water resources (Turpie, Marias and Blignaut, 2008). For some years, WFW reported matching funding spent by the forestry industry through an informal partnership through Forestry South Africa (a nongovernmental agency representing commercial forestry). Since the partnership ended, the programme has not recorded this expenditure, although private sector companies continue to clear.

Likewise, other sources of funds come and go for various reasons, but they remain minor contributors. WFW effectively acts as a conduit for the provision of ecosystem goods and services, predominately water supply, through the control of invasive alien plants and the provision of unskilled job opportunities, using predominantly taxpayers' money. Whether this is justifiable or not, in terms of the spread of the taxpayers versus the beneficiaries of clearing is uncertain, although it should be noted that water savings in one area with geographically widespread ramifications, and biodiversity benefits are also likely to have more than localised benefits. Though this form of transfer payment

does not constitute the creation of a market for the provision of ecosystem goods and services in the strict sense, it does constitute a payment for the service delivery.

While much of the earlier work has been done exclusively within national and provincial parks, most (66%) of WFW's activities over the latter years (2001–2006) was outside of these conservation enclaves, contributing greatly to conservation and ecosystem health on unprotected land (Hobbs, 2004). Turpie, et al (2008), contend that the WFW programme has focused primarily on projects that improve water delivery and not on ecological restoration per se. This inherent shortcoming has spawned two new programmes, Working for Wetlands and Working for Woodlands, which are engaged in the restoration of those habitats. The wetlands programme is largely motivated by the impact on biodiversity as well as hydrological services. The woodlands programme is geared towards carbon sequestration services. The Working on Fire initiative is another offspring of the WFW programme: it promotes and is actively involved in the responsible and safe use of fire as an environmental management intervention.

2.6 Public Works Service Delivery Improvement Plan)

All service delivery starts with a vision and a commitment to a mission to make it happen. The vision and mission are the well spring of public service delivery. They are the source from which the spirit of Batho Pele flows, infusing every process of government with the compelling need to "put the people first". They are based on a fundamental redefinition of the role of the State and its relationship to society. Government is aware that the process of transformation can only succeed if it is carried out in partnership with the organisations of civil society (www.dpsa.gov.za). The Public Service Regulations (2001:77) states the following with regard to service delivery improvement programmes:

Part III.C.1 - an executing authority shall establish and sustain a service delivery improvement programme (SDIP) for his or her department; and

Part III.C.2 - the executing authority shall publish an annual statement of public service commitment which will set out the department's service standards that citizen and customers/clients can expect and which will serve to explain how the department will meet each of the standards.

- The White paper on the Transformation of Service Delivery (Batho Pele), 1997, also emphasizes that administrative heads of departments are responsible for service delivery improvement programmes and that this responsibility should be clearly assigned to a person or group of people, accountable directly to the administrative head of department (www.dpsa.gov.za).

According to these policy documents the SDIP is required to:

- specify the main services to be provided to the different types of actual and potential customers, based on an assessment of their needs;
- contain the consultation arrangements with actual and potential customers to determine their needs;
- specify the mechanisms or strategies to be utilized progressively to remove the barriers so that access to services is increased; with due regard to the customers' means of access to the services and the existing barriers to increased access;
- contain arrangements as to how information about services is to be provided; and
- stipulate a system or mechanisms for handling complaints (www.dpsa.gov.za).

The Department of Public Works, like other departments is required to publish its service standards in an annual Statement of Public Service Commitment or Service Charter. These service standards must specify the level (quantity) and quality of services, and they may cover processes, outputs and outcomes. They must be set at a demanding but realistic level to be reached by adopting more efficient and customer-focused working practices.

Service standards are required to be operational for one year and be subject to an annual performance review. These should be progressively raised and ideally may not be reduced, except to accommodate changed priorities based on changing customer needs. Service standards are furthermore to be benchmarked against international standards, taking into account South Africa's current level of development. According to the White Paper on the Transformation of Public Service Delivery (1997: 7), the services that the Department of Public Works like other government departments, should conform to the following service delivery measurable criteria:

- **Quantity:** Are the services and products supplied in sufficient volume and diversity to sustain basic needs?
- **Quality:** Are the services and products of such quality that they will last for an appropriate period of time so that they do not have to be re-supplied at additional cost?
- **Time/Timeliness:** Are the services and products rendered on time so that customers can derive the maximum benefit from them?
- **Value for money:** Is the cost of the product or service balanced against the value derived by the recipient? Irrespective of whether or not customers pay directly for products and services, it is important that the cost of the product or service is balanced against the value derived by the recipient.
- **Access:** Are the services and products being delivered at the ideal locality to relevant customers to enable them to make the best use of them, without incurring undue cost to gain access to the point of delivery?
- **Equity:** Are the services and products provided without discrimination?

In compliance with the above the Department developed an SDIP. This plan entails the current state of service delivery and the required state of service delivery. The origin of service delivery by government institution can be traced to the needs of people and the fact that, as a society demands more services to satisfy its needs, needs also increase. In order to deliver the services that a society requires to maintain and improve its

welfare, government institution required organizational structures and suitably qualified people.

These structures must be organized in such a way that the staff is supported to deliver the services their responsible for. The government structure of South Africa consists of three spheres of government. The first sphere is the national government for the country as a whole. The second sphere consists of the nine provincial governments, each responsible for the delivery of certain services to their communities. The third sphere is local government which is responsible for delivering services to their local communities (Du Toit, 1999: 67).

2.7 The following is literature on some of the challenges that affect service delivery as cited by different authors.

This section provide the following is literature on some of the challenges that affect service delivery as cited by different authors

2.7.1 Lack of capacity

According to Moleketi (2006:1), as easy as it is to label many problems capacity is not a simple concept. It is multi dimensional, as well as dynamic and should be considered in terms of its entirety if it is the intention to appreciate completely the ramifications of the short supply of capacity and want to identify the aspects requiring intervention in order to overcome implementation gaps. One would like to adopt a broad view of capacity, acknowledging both its internal and external dimensions. Internal dimensions include the following;

- (a) Enabling legal and policy frameworks;
- (b) Budget and other resource support;
- (c) Institutional capacity such as structures, systems and processes leadership and management, communications and organizational structure;

- (d) Human resources; and
- (e) Coordination and cooperation capacity.

The external dimensions of capacity relates to the interdependence of current government on external actors and stake holders. For example, it is generally recognized that consultative efforts and processes inclusive of stakeholders improve the chance of policy, programme and project decisions being seen through to their full consequences. To design and manage such participatory processes does not come naturally but require substantial competencies, including conflict management and constituency building. In addition, government officials must be able to mobilize externally controlled resources and ensure that these become available to government through effective public-private and public community partnerships. Although the main of capacity may be fairly standard, reforms within modern government, demands by citizens, the economy, the global context as well as changes within the context government operates in, bring about perpetual changes that demand a regular review of particular capacity requirements (Moleketi, 2006: 2).

According to Watson (2005: 4), the lack of capacity in low income countries is one of the main constraints to achieving the Millennium Development Goals. Capacity continues to hit hard on the pace and quality of services that government is supposed to deliver to the people. In most cases failure to meet targets and deliver certain basic services is attributed to a lack of capacity in those relevant sectors.

According to Makoro (2007: 3), the lack of capacity in many instances leads to critical managerial positions not being filled for a long time. Government needs to provide hands-on support to ensure that such vacancies are filled as soon as possible. Improvement in service delivery should be anticipated once the positions are filled. Capacity is a very serious factor that determines the performance of an organisation. Without capacity being given the serious attention it deserves, the delivery of service to the needy will be a fallacy.

2.7.2 Lack of skills

A skill is a learned capacity to carry out pre-determined results often with the minimum outlay of time, energy or both. Skills can often be divided into domain- general and domain- specific skills. For example, in the domain of work, some general skills would include time management, teamwork and leadership, self motivation and others, whereas domain-specific skills would be useful only for a certain job. Skill usually requires certain environmental stimuli and situations to assess the level of skill being shown and used (Robbins and DeCenzo, 2008: 225). Moleketi (2006: 3) argues that, according to the Construction Industry Development Board (CIDB),

South Africa currently does not have enough engineers and artisans needed to support the large private sector capital projects as well as governmental infrastructure projects. This situation is aggravated by the international demand for professionals, illustrated by the emigration of more than 1400 professionals. This number is increasing steadily. According to the CIDB, there are not enough engineers and artisans to meet the country's demand. Radical corrective action and capacity building on a large scale are required urgently.

2.7.3 Service Quality

As the service component of world economies grows in size (it now comprises about 80 percent of American jobs) and importance, the challenge of measuring and managing service quality is becoming increasingly important. But this has proven to be no small challenge, since service quality is quite different from product quality (Spitzer, 2007:88). Transparency as opposed to obscurity is another aspect that differentiate between management in the public sector and management in the private sector, In this respect, Du Toit and Van der Waladt argue that, because of the nature of services provided by public institutions, it is far more difficult to measure success or quality of their services. We can set certain standards for quality or lay down indicators of quality and success. However, how to determine whether a lecture, or nursing care for that matter, is of high

quality? Is it not perhaps something in the eye of the beholder i.e. something that you, any other person or perceive to be quality. It is easier to measure success and quality in the private sector than in the public sector (Kroukamp 2001:22).

Product quality has been the focus of most quality research and measurement. For a long time, there was little interest in developing a standard measurement for tool services. Most service organisations (such as hotels, restaurants and airlines) have tended to use their own customized customer service assessment, making it virtually impossible to benchmark with other organizations.

2.7.4 Poor Supervision and Performance Management

According to Malan and Smit (2001:48), supervision is the overseeing, controlling and inspecting of the work of subordinates. They further argue that it is vital if an organization is to function effectively, efficiently, economically and with integrity. If supervision is done constructively, it does not only keep people on their toes, but also provides guidance and forms an important part of in-service training.

Performance Management is an approach to management which harnesses the endeavors of individual managers and workers towards an organisation's strategic goals. It defines goals and the outputs needed to achieve those goals (Patel, 1994:34). According to Van der Waldt (2004:41), performance management provides the organization with the following benefits:

- It clarifies strategy and makes it accessible
- It transforms strategy into operations, vision into action
- It clarifies roles and responsibilities
- It clarifies expectations of the institutions and individuals
- It improves accountability and participation.

Marger and Pipe (1984: 355) indicate that, many critics of inefficiencies in the public service hardly mention the impact of poor supervision and performance management and monitoring on the non-delivery of public services as well as delivery of poor services. The reality is that the centrality of supervision, monitoring and performance management cannot be overemphasized in guaranteeing the effective and successful implementation service delivery and executing programmes and projects. The failure by the public servants to deliver services as well as public services of excellent quality is that this does not only emanate from the lack of skills but also from poor supervision and in certain instances of the total absence of supervision by senior managers.

Whilst there is some truth in the contention that close supervision has the potential of stifling performance creativity amongst subordinates, there is however, no question that the absence of supervision or poor supervision has the potential to undermine organizational stated goals and objectives. A number of government departments fail to achieve their goals and objectives largely due to the fact the degree or quality of supervision are extremely low or totally absent. Very few senior public service managers can argue convincingly that their supervisors are in total supervisory control over public service performance levels.

2.8 Conclusion

In this chapter existing literature was reviewed to give an overview of the Department of Public Works, to indicate the sources of authority that gave effect to the mandate of the Department of Public Works. The SDIP of the Department was also visited to indicate the service level of the Department and what is the desired service level. The works of other authors on the same topic were also visited. The literature reviewed on the topic focused mainly on internal processes because they affect service delivery. Therefore, this study will also try to establish to what extent internal factors in the Department are affecting service delivery. Practitioners in the non profit and advocacy world might expect to find role models for responsible advocacy in the campaigns conducted by on

the non profit organizations and by government agencies, most of which are working for public interest causes. However, a number of recent high profile cases have

CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

This chapter focuses on the research design that was employed in this study. It is in this chapter where the researcher had to decide whether to use qualitative or quantitative research design or even both. The Chapter also identifies the methodology, data collection and data analysis methods that best suited the study.

3.2 The study area

Thulamela Municipality is found in the Limpopo province of South Africa. It coordinates are 22°30`S and 29°30`S latitude and 30°30`E and 24°30`E longitude. Thulamela municipality is situated at the foot of the densely forested Soutpansberg mountain range near the Zimbabwean, Botswana and Mozambiquean borders. The municipal area comprises 754 727 square Kilometres. The climatic conditions of the two study area sites resemble some of the climatic conditions of the Thulamela municipality. The climate of Greater Giyani can be characterised as a semi-arid. Summer maximum temperatures average from 25°C-40°C. Winter maximum temperatures average from 14°C-25°C. The rainy season in the study areas extend from October to April, with the peak of precipitation taking place during January and February.

3.3 Research Methodology

According to Huysamen (1995:163) research methodology is the creation and development of techniques and strategies to collect data. In this study the researcher used both qualitative and quantitative methods of data analysis. In this study, research methodology involves a selection of appropriate research approaches, research methods, sampling procedures, respondents and instruments for collecting and analyzing data.

3.3.1 Quantitative Research Design

Quantitative research methods include the implementation of statistics to measure data. Statistics, according to Leedy (1993:244), are a very simple matter but are a powerful tool in the hands of the researcher who is able to view their nature and interrelationships more understandably. Through statistics, therefore the researcher is able to conceptualize what otherwise might be incomprehensible (Leedy, 1993:244), hence its advantages for this study. The facts gathered from questionnaires were translated into tabular form. This was done so that the facts (statistics) would speak more clearly.

Quantitative research tends to be associated with measuring (Barnes, 1992:108). According to Good (1993:279) as well as Denzin and Lincoln (1994:4), quantitative studies emphasise the use of numerical measures to arrive at specific findings. Data collection in quantitative research is accumulated by means of inanimate instruments such as scales, tests, surveys, questionnaires and computers (Storbeck, 1994:73). Creswell (1994:4) is of the opinion that because quantitative research is impersonal and experimental, it is not suitable to study human phenomenon. Contrary to Creswell's view (1994:4), a quantitative questionnaire has been regarded as a suitable technique to gather some of the information from respondents in this study.

However, testing instruments such as scales, psychometric testing and other detailed statistical analysis will not be applied. A limited amount of quantitative analysis will be done. The idea of using this kind of strategy even in research of human phenomenon is

justified by Best and Kahn (1993:204), Kerlinger (1986:481) and De Swardt (1998:32). These writers maintain that in some quantitative research (Human phenomena) a limited quantification is included viz, counting the number of occurrences of an event. According to Kerlinger (1986:481), all materials are potentially quantifiable and it will be implemented in this study. The number of occurrences in each theme or category identified will be counted. The categories with high frequency occurrences will be regarded as fairly significant to the problem investigated and will reflect the major problem with regard to the management and level of job satisfaction of the health worker in Limpopo Province, Republic of South Africa in reference to Elim hospital.

3.3.2 Qualitative research methods

Shaughnessy and Zechmeister (1997: 22) locate the main difference between quantitative and qualitative researches in the procedure rather than quality. In qualitative research, findings are not arrived at by statistical methods or other methods of quantification. Qualitative research is mostly characterised by masses of data, much of which may be irrelevant to the study whereas quantitative research is usually associated with numbers which possess specific characteristics which make them very useful for analytical purposes. Ghauri and Gronghaug (2005: 204) view quantitative research as an efficient way to represent information and meanings.

Rubin (2005: 145) notes that qualitative research allows for in-depth, more open and detailed study of selected issues while quantitative research is more generalised. Follow-up questions can be asked during interviews or focus groups in qualitative research whereas quantitative research does not provide respondents with such an option. In quantitative research, Ghauri and Gronhaug (2005: 204) further note that analyses are conducted through the use of diagrams and statistics unlike in qualitative research which uses conceptualisation. The choice of a quantitative research design for this study was informed by its primary strengths because, according to Blanche et al. (2006: 132) "the findings are generaliseable and the data are objective". Ghauri and

Gronhaug (2005: 109) also assert that a quantitative research design is more scientific than a qualitative research design.

3.4 Population of the study

The population is the total target groups of people to be studied from whom generalisations are to be made (Martin, 2006: 132). For the purpose of this study, the population will be the employees of the Department of Public Works (from the core functions) and some officials from client departments. The Department of Public Works has a staff complement of 3870 employees; however, the study has been localized to the core functions of the Department with a staff compliment of 1100 employees.

3.5 Study samples

With regards to presentation Wimmer and Dominick (1983:58) mentioned that a sample that is not representative of population, regardless of its size, is inadequate for testing purposes-the results cannot be generalised for the population. Cohen and Manion (1989:10) view a sample as a smaller group or subset of the population from which the researcher attempts to collect information so that the knowledge gained typifies the total population under study. Samples must be representative of the population being studied; otherwise no general observations about the population can be made from studying the sample. Two key features of sampling determining how representative the sample is of the population are size and bias.

In the case of the Department of Public works in Thulamela, the sample consisted of the consumers of services, municipality and government officials, local politicians, special interest groups such as civic bodies and stakeholders.

3.6 Sampling Method

The researcher believed that it is not possible to collect data from the entire population of the study and, therefore, a sample was selected representing the population in the data collection. A purposive sampling procedure (under nonprobability sampling) was used to select a sample from the identified population. Babbie, (2007: 184) indicates that purposive (judgmental) sampling is a type of nonprobability sampling in which the units to be observed are selected on the basis of the researcher's judgment about which ones will be the most useful or representative.

3.7 Sample Size

In this study the sample size was drawn from the core functions of the Department of Public Works. The core functions comprise of 1100 employees and a sample of 50 employees was selected looking at the type of information that would be required during the data collection.

3.8 Research Instruments

As noted by Mouton (2002:156), data collection subsists in the use of a variety of methods and techniques of data collection in a single study. Schulze (2002b: 14) maintains that data should meet the requirements of a qualitative or quantitative research design or a design consisting of a combination of these approaches. The data collection methods in this study combined these two approaches. In an effort to acquire different facets of the same problem (symbolic reality) of the participants (Berg 1995:4) and obtain more valid results in the research, the following two methods were used to collect data: document analysis, questionnaires and interview

3.8.1 Questionnaires

A structured self-administered questionnaire was used to collect data from the participants. It consisted of two sections. Section A comprised the socio-demographic characteristics consisting of six items, while Section B was adapted from an MSc Psychology thesis by Basson (1994). It consisted of 27 public works programme and poverty alleviation statements measured on a five-point Likert scale ('strongly agree' to 'strongly disagree').

For many good reasons, the questionnaire is the most widely used technique for obtaining information from subjects (McMillan and Schumacher 2001: 257). Furthermore, McMillan and Schumacher (2001: 257) note that a questionnaire is relatively economical, has the same questions for all subjects and can ensure anonymity. The questions for questionnaires consisted of close-ended questions such as scale questions, where: The health workers had to mark their responses in the appropriate blocks, e. g.

- A = Strongly Agree
- B = Agree
- C = Neutral
- D = Disagree
- E = Strongly Disagree

3.8.2 Interviews

Schamacher et al (1993:32) defines interviews as alternative methods of collecting survey data from respondents, rather than asking respondents to read the questionnaire and enter their own answers. Researchers can send interviewers to ask the questions orally and record respondents, answers.

Interviews were implemented in this research to serve the purpose of collecting data from different respondents such as public worker, and officers of the Departments.

3.9 Data of Analysis

Quantitative data from the returned questionnaires were coded and entered into a Microsoft Excel spreadsheet (Microsoft Office, 2003). The statistical software SPSS version 17.0 was used to analyze the generated data. Descriptive and inferential statistical analyses were employed. Data were also summarized using graphic presentations for the interpretation of findings. Statistics were based on percentages and frequencies.

The researcher made notes during the interviews and transcribed the respondents' answers. The researcher read repeatedly through the data in order to familiarize myself with it and during this process the researcher underlined some key words and sentences.

3.10 Ethical consideration

Paul and Jeanne (2010:101) say most ethical issues in research fall into one of four categories which 'I' as the researcher considered while conducting my research which were as follows:

3.10.1 Protection from harm

A researcher should not expose research participants to unnecessary physical or psychological harm. Participants should not risk losing life or limb, nor should they be subjected to unusual stress, embarrassment, or loss of self-esteem. In cases where the nature of study involves creating a small amount of psychological discomfort, participants should know this ahead of time, and any necessary debriefing or counseling should follow immediately after the in participation.

3.10.2 Informed consent

According to Paul and Jeanne (2010:101) when people are intentionally recruited for participation in a research study, they should be told the nature of the study to be conducted and given the choice of either participating or not participating. Furthermore, they should be told that, if they agree to participate, they still have the right to withdraw from the study at any time. Any participation in a study should be strictly voluntary.

3.10.3 Right to privacy

Paul and Jeanne (2010:102) further say that any research study involving human beings should respect participants' right to privacy. Under no circumstances should a research report, either oral or written, be presented in such a way that others become aware of how a particular participant has responded or behaved. Generally, a researcher must keep the nature and quality of participants' performance strictly confidential.

3.10.4 Honesty with professional colleagues

Researchers must report their findings in a complete and honest fashion, without misrepresenting what they have done or intentionally misleading others about the nature of their findings. And under no circumstances should a researcher fabricate data to support a particular conclusion, no matter how seemingly "noble" that conclusion may be.

In this study, respondents were assured of anonymity and the information provided by the participants was regarded as confidential unless agreed upon by the participant and the researcher.

3.11 Conclusion

This chapter has covered all issues concerning the overall research methodology adopted, population identification, sampling procedures and units of analysis, the means of access to study sites and methods for data collection and analysis. The issue of how data were collected and analysed were also dealt with in this chapter. The next chapter deals with the interpretation and analysis of the collected data.

CHAPTER 4: DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.1 Introduction

This chapter sought to present, analyse and also interpret data collected. In this Chapter, the information collected through questionnaires was subjected to the SPSS for presentation. Thereafter, the information (output) from the SPSS was analysed and interpreted accordingly. The research required two sets of questionnaires to be distributed. The first set was for external clients wherein they were rating their level of satisfaction with the way the Department delivers services.

A total of 50 questionnaires were administered and 36 returned after completion. Complementary to these sets of questionnaires a focus group interview/discussion was conducted with contractors.

4.2 Biographical information of the respondents

Under the biographical information the gender, age, race, position in the household, marital status and level of education is presented and analysed. The rationale for checking the age of respondents was to find out what age group is more likely to benefit from these projects. The aim from asking for the gender of respondents was to determine whether males or females were likely to benefit from these projects. The reason for probing the level of education was to determine the educational level of beneficiaries, according to literature the educational level of most beneficiaries of these projects is very low and they have no skills to contribute to the economy of South Africa.

Table 4.1: Level of Education

	Frequency	Percentage
None	5	10
Primary education	5	10
Secondary education	30	60
Tertiary	10	20
Total	50	100

In terms of the level of education, out of the 50 respondents in the EPWP beneficiaries, 60% had secondary education and the least of them all was 10% with no education at all. Most of the respondents have high school education up to matric level, yet they struggle to get decent jobs elsewhere. The implication could be that they are unemployed, or unemployable. The level of education should influence what one earns although in certain instances, this could mean employment with low income that cannot adequately support the household, hence the EPWP projects. Besides, the schools attended, which are located especially in the rural settings, which may have not been good enough leading to unemployment or situations in which recipients earn very low income.

Table 4.2: Age

	Frequency	Percentage
18-25	30	60
26-35	10	20
36-45	5	10
46-55	5	10
56+	0	0
Total	50	100

In terms of age, out of 50 EPWP beneficiaries, 10% are below the age of 18 years, 60% between 18 – 25 years, 20% between 26 – 35 years and 10% were found to be above

45 years of age. Below is a pie chart showing the distribution of the EPWP respondents by age.

Table 4.3: Marital Status

	Frequency	Percentage
Single	25	50
Married	10	20
Living together	5	10
Divorced	5	10
Widow	5	10
Total	50	100

In terms of the marital status, of the 50 respondents 20 percent was married, 50 percent was single, 10 percent was living together, 10 percent was divorced and 10 percent was widowed. In accordance with both the age and household position variables, it is indicative of the fact that most beneficiaries of EPWPs were youth and not yet married and/or never married. The table below illustrates the distribution.

Table 4.4: Race

	Frequency	Percentage
Black	50	100
White	0	0
Coloured	0	0
Total	50	100

In terms of the race variable, all 50 (100%) respondents were Black. Below is the race distribution table. In terms of position in the household, of the 50 beneficiaries, heads of families account for 30% of respondents, wives/husbands was 20% sons / daughters accounted for 30 percent and only 4 percent was an extended family. This goes further

to explain that the majority of respondents are benefiting from EPWPs households within the area, that is, Thulamela Municipality.

Table 4.5: Gender

	Frequency	Percentage
Male	20	40
Female	30	60
Total	50	100

In terms of gender, out of the 50 respondents, 40 percent are male whereas 60 percent are female. This majority of female respondents in the study gave an impression that the number of people of these projects is women. These findings indicate that majority of these EPWP beneficiaries were essentially single parents and female. This gives an impression that most men are or might not be involved in poverty alleviation endeavours. Below is a pie chart to illustrate the distribution of this frequency by gender.

4.3 The challenges faced by the Public Works Programmes on poverty alleviation and its impact on the service delivery

This section the research is going presents the data collected through the questionnaires. The study used the Statistical Package of the Social Sciences (SPSS) to analyze quantitative data from the questionnaires

	Frequency	Percentage
Strongly Agree	10	20
Agree	10	20
Disagree	5	10
Strongly Disagree	24	48
Total	50	100

Table 4.5: Budget allocation offered to the programme to accomplish its yearly programmes

	Frequency	Percentage
Agree	20	40
Strongly Agree	10	20
Unsure	5	10
Disagree	5	10
Strongly disagree	10	20
Total	50	100

Table 4.5 indicated that 30 percent of total sample revealed that they did not have many problems with the allocation of the budgets meaning that they were given adequate budgets to implement their annual plans and to meet their targets. Again 60 percent of the total sample indicated that budget allocation was not adequate to achieve the set targets and implement the annual plans. Seventeen percent indicated that the situation was not as bad as it might be said; there were instances where enough budgets were allocated for the programmes. This was evident in the SDIP of the Department where the Department was unable to meet or achieve the desired standard. The issue of inadequate budget allocations to implement annual plan has a bad influence on the satisfaction of clients' departments.

Table 4.6: Capacity of the programme to implement programmes is very good

	Frequency	Percentage
Agree	5	10
Strongly Agree	5	10
Unsure	4	8
Disagree	12	24
Strongly disagree	24	48
Total	50	100

Table 4.6 indicated that 36 respondent which constituting 72 percent of the total indicated that the situation regarding the capacity of the Department to implement programmes was critical. This is evident from looking at the rate at which employees with scarce technical skills are leaving the Department. Some are going for greener pastures and others to run their own consultancy firms. While 4 respondents constituting 8 percent of the total sample was unsure with the statement due to the lack of information. The Department currently does not have a retention policy.

Table 4.7: Evaluation tools is well implemented

	Frequency	Percentage
Agree	12	24
Strongly Agree	8	16
Unsure	4	8
Disagree	6	12
Strongly disagree	20	40
Total	50	100

Table 4.7 revealed that 26 respondents which constituting 52 percent of total indicated that the Department is in a critical state in terms of evaluation systems and tools while 40% of the respondents indicated that the situation in terms of evaluation systems and tools was worse. The Department of Public Works does not have a Monitoring and Evaluation Unit. Evaluation is done on adhoc basis and only by those who wish to do it and are often without the required skills. For a Department such as Public Works which provides services to clients in the form of projects, it is crucial that at the end of the project for the purposes of improvement and to check if the project met the expectations of the client.

Table 4.8: Dedication of the human personnel

	Frequency	Percentage
Agree	4	8
Strongly Agree	8	16
Unsure	5	10
Disagree	15	30
Strongly disagree	18	36
Total	50	100

Table 4.8 indicated 12 respondents which constituting 24 percent of the total sample was agreed with the statement while 5 respondents was unsure with the statement. 10 percent of the respondents indicated that the dedication and morale of the staff were very critical, while on the other hand 66 percent of the respondents indicated that the dedication and morale were worse. Twenty two point two percent indicated that the situation was better. 24 percent indicated that the situation with regard to the morale was very good and that there was nothing to worry about. This is not a very desirable situation as it is very unprogressive to have an institution with no skills, unable to achieve the targets and adding to that is the morale of the staff which is very low. There could be a number of reasons why the staff morale was very low. This study will also try to establish those reasons.

Table 4.9: Unavailability of work tools

	Frequency	Percentage
Agree	25	50
Strongly Agree	5	10
Unsure	2	4
Disagree	8	16
Strongly disagree	10	20
Total	50	100

Table 4.9 revealed that 30 respondents which constituting 60 percent of the total sample was agreed with the statement whereas 2 respondents was unsure with the statement due to the lack of information. Again 18 respondents constituting 36 percent of the total sample was disagree with the statement. In general 30 respondents indicated that work tools like laptops and cellphones for fieldworkers were unavailable. Project Managers indicated that they needed to be accessible to clients and able to communicate with service providers at any given time. The unavailability of cellphones and laptops that would enable them to capture data anywhere at anytime was making their work impossible.

Table 4.10: Monitoring tools

	Frequency	Percentage
Agree	6	12
Strongly Agree	14	28
Unsure	5	10
Disagree	15	30
Strongly disagree	10	20
Total	50	100

Table 4.10 revealed that 20 respondents constituting 40 percent of the total sample was agreed with the statement while 5 respondents were unsure with the statement due to the lack of information. Again 25 respondents constituting 50 percent of the total sample was disagreed with the statement. In general 40 percent of the respondents who participated in this research indicated that the Department was doing critically in terms of monitoring tools, while 50 percent indicated that the situation in terms of monitoring was not in a worse state. They indicated that the situation was better. The Department of Public Works does not have a monitoring and evaluation unit, monitoring is done on an adhoc basis and only by those who wish to do it and who are often without the required skills.

Table 4.11: Capacity of the programme to design programmes

	Frequency	Percentage
Agree	15	30
Strongly Agree	5	10
Unsure	6	12
Disagree	14	28
Strongly disagree	10	20
Total	50	100

Table 4.11 revealed that 20 respondents constituting 40 percent of the total sample was agreed with the statement while 6 respondents were unsure with the statement due to the lack of information. Again 24 respondents constituting 48 percent of the total sample was disagreed with the statement. 20 percent of the respondents who participated in this research indicated that the Department's capacity in terms of programme design was worse. The latter believed that the situation was better. 24 respondents indicated that the Department had a good capacity to design programmes.

Table 4.12: Skills level of the human personnel

	Frequency	Percentage
Agree	5	10
Strongly Agree	4	8
Unsure	6	12
Disagree	15	30
Strongly disagree	20	40
Total	50	100

Table 4.12 indicated that 9 respondents constituting 18 percent of the total sample was agreed with the statement while 6 respondents were unsure with the statement due to the lack of information. Again 25 respondents constituting 50 percent of the total sample was disagreed with the statement. The skills that any organisation poses are very critical in the attainment of its goals. A lack of skills undermines the quality of work or

the output of the organization. The Department of Public Works seems to be doing very badly in terms of skills. Thirty percent of the respondents believe that the situation concerning skills in the Department is critical. From these statistics one could deduce that there is a correlation between the Department's ability to achieve its annual targets and a lack of skills.

Table 4.13: Low morale of employees

	Frequency	Percentage
Agree	16	32
Strongly Agree	14	28
Unsure	5	10
Disagree	10	20
Strongly disagree	5	10
Total	50	100

Table 4.13 shows that 30 respondents constituting 60 percent of the total sample was agreed with the statement while 5 respondents were unsure with the statement due to the lack of information. Again 15 respondents constituting 50 percent of the total sample was disagreed with the statement. 30 respondents indicated that the low morale was due to issues like, promotions, performance bonuses, which tend to be ignored as soft issues etc. The respondents who participated in the discussion indicated that their morale was low and that they do not have a reason to come work on a daily basis. They indicated that they did not see where the Department was going. They complained about the inhumane way in which they were being treated by the Department.

Table 4.14: The voices of the community people at grass roots level are heard.

	Frequency	Percentage
Strongly Agree	10	20
Agree	10	20
Undecided	5	10
Strongly Disagree	15	30
Disagree	10	20
Total	50	100

The table 4.14 indicates that out of 50 participants 20 of the respondents agreed with the statement; while 25 disagreed. This reveals that the municipality does not listen to the concerns of community.

Table 4.15: Municipality does not consult much with the community to determine their priority needs.

	Frequency	Percentage
Strongly Agree	15	30
Agree	13	26
Undecided	5	10
Strongly Disagree	7	14
Disagree	10	20
Total	50	100

The table 4.15 indicates that 17 of the respondents disagreed with the above statement; while the majority of 28 respondents agreed. From the responses it is clear that there is very little consultation in place to determine the needs and priorities of the residents. Due to limited participation, the majority of IDP projects are not informed by ward based priorities. The Municipal Structures Act of 1998 made provision for the creation of ward committees. Their purpose is to facilitate and enhance participatory democracy at local level.

Table 4.16: Lack of trust amongst employees

	Frequency	Percentage
Agree	12	24
Strongly Agree	18	36
Unsure	5	10
Disagree	7	14
Strongly disagree	8	16
Total	50	100

Table 4.16 revealed that 30 respondents constituting 60 percent of the total sample was agreed with the statement while 5 respondents were unsure with the statement due to the lack of information. Again 15 respondents constituting 30 percent of the total sample was disagreed with the statement. In general 30 respondents indicated that the Department of Public Works was perceived as a corrupt department, maybe because of the nature of the work it specialises in. This perceptions result in a situation where employees spend time trying to diagnose and locate where exactly corruption is, instead of focusing on the improvement of services to the community.

Table 4.17: Unfinalised organizational structure

	Frequency	Percentage
Agree	8	16
Strongly Agree	12	24
Unsure	7	14
Disagree	13	26
Strongly disagree	10	20
Total	50	100

Table 4.17 revealed that 20 respondents constituting 40 percent of the total sample was agreed with the statement while 7 respondents were unsure with the statement due to the lack of information. Again 23 respondents constituting 26 percent of the total sample

was disagreed with the statement. 23 respondents who participated in the research indicated that the Department was operating on authorized and unauthorized organizational structures and they found it disturbing as it seemed to benefit top management rather than general workers. They indicated that they had been on the same positions for more than seven years or longer. They blamed this situation on the ever unfinalised organizational structure. The reasons advanced by management for not filling vacancies was the inability to determine which positions will still exist in the organizational structure after the restructuring process. They indicated that a lot of processes are being compromised by the unfinalised organizational structure.

Table 4.18: Policies, procedures and structures are in place only on paper, and not in practice.

	Frequency	Percentage
Strongly Agree	7	14
Agree	5	10
Undecided	0	0
Strongly Disagree	23	46
Disagree	15	30
Total	50	100

Only 30 of the respondents agreed with the statement; while 76 percent disagreed (see below Table 4.18). The largest number of respondents disagreed with the statement. This means that attention is not given to policy and procedures only, but also to implementation.

Table 4.19: The municipality had improved your life as from 2003 to 2011 through the IDP projects.

	Frequency	Percentage
Strongly Agree	40	33
Agree	32	27
Undecided	12	10
Strongly Disagree	12	10
Disagree	24	20
Total	120	100

The table 4.18 reflects that 72 respondents agreed with the statement and 36 respondents constituting 30% of the total sample disagree that The municipality had improved your life as from 2003 to 2011 through the IDP projects; whilst 10% was respondents undecided. This shows without any doubts that the implementation of IDP has relatively improved the livelihoods of the residents.

Table 4.19: There is satisfaction with the way in which IDP projects are being implemented.

	Frequency	Percentage
Strongly Agree	12	24
Agree	8	16
Undecided	0	0
Strongly Disagree	13	26
Disagree	17	34
Total	50	100

The table 4.19 reflects that 20 of the respondents agreed with the statement; while 30 disagreed. The respondents indicated during the administration of the survey that, even though the municipality had improved their lives, they were not happy with the way projects are constructed and executed. Also the quality of their houses is not suitable as some of them have leaking roofs and plumbing problems.

Table 4.20: Lack of skilled personnel

	Frequency	Percentage
Agree	6	12
Strongly Agree	24	48
Unsure	7	14
Disagree	3	6
Strongly disagree	10	10
Total	50	100

Table 4.20 revealed that 30 respondents constituting 60 percent of the total sample was agreed with the statement while 7 respondents were unsure with the statement due to the lack of information. Again 13 respondents constituting 26 percent of the total sample was disagreed with the statement. In general 30 respondents indicated that the Department was losing numerous skilled personnel both with scarce technical skills and administrative skills. They indicated that because of this situation they found themselves having to do work for two or three people. They also pointed out their dissatisfaction with regard to the filling of vacant posts in the Department. It is believed that the recruitment process is taking longer than expected unnecessarily.

4.4 Analysis of data collected through interview

An essential component of ensuring data integrity is the accurate and appropriate analysis of research findings. Improper statistical analyses distort scientific findings, mislead casual readers), and may negatively influence the public perception of research. Integrity issues are just as relevant to analysis of non-statistical data as well

4.4.1 The extent and effectiveness of EPWP projects in alleviating poverty

In terms of the extent and effectiveness of EPWPs in alleviating poverty in villages, many respondents alluded to the fact that these projects were such a relief necessary given their dire poverty situation. They also emphatically mentioned that their situation

was temporarily reversed by earning a wage for the period stipulated. The excerpt below captures the feeling:

The term poverty alleviation is rather difficult, but I can say EPWP programme is doing a serious dent in terms of the fight against poverty. It is designed to focus on the deep rural areas of South Africa. Data quality assessment carried out by DPW indicates that most of the projects are correctly located in order to benefit poorest of the poor,- said one Municipal officer.

In terms of duration of employment in the project, majority of respondents spent eleven months in the project. However, most of them were already concerned that they were almost a year into the projects and the projects were nearing their end at the end of the second year. Most of these projects (EPWPs) are short to medium term projects; hence the fear of beneficiaries seeing themselves retrenched and falling into poverty immediately after project closure. One can therefore argue that this contrast to some extent, alluded to the fact that the EPWP's strategic aim was that of promoting economic growth, facilitating sustainable development, alleviating poverty and providing income relief through temporary work on socially useful projects.

4.4.2 Effectiveness of these projects in developing skills of people within the municipality

A question was posed to a municipal official regarding the impact of EPWP on developing skills of people. One of the municipal officials claimed that the programme has proven to be best in developing skills in municipalities especially with regard carrying out the mandate of job creation and correctly reporting jobs through a validation system that is in place. Respondents emphasised that the success of the programme depends on the willingness of EPWP officials to capacitate officials of municipalities and the willingness of municipalities to learn and implement EPWP policy, as well as the willingness of municipalities to capacitate poor communities in which EPWP projects are being implemented. He further added that:

Beneficiaries are given a chance to attend accredited and non-accredited training at the full expense of the programme including learnerships and artisan development training. The training also considers SMME development in order to train future African business leaders. It also helps the future leaders to compete in an open business market environment. We teach the beneficiaries on how to catch fish; we not catch the fish for them. The main focus is the readiness of participants to face life after exiting the EPWP programmes. Perhaps we also need to discuss poverty issues regularly.

When asked if there was training to enhance their skills on the project, most respondents said they were receiving training in phases according various units within the project. They also alluded to the fact that as and when the project ends they will be able to use their skills to get employment in other sectors of the economy. Alternatively, they said they were ready to start their own businesses.

Very few respondents were still not yet certain if they would receive their training given the limited period of the project. Respondents who were working in road construction and Indalo Yethu Environmental Care Projects gained the following skills; horticulture skills, grass, tree cutting and tree planting skills and engineering, plumbing and road repair and building skills. This implies that beneficiaries were gaining relevant, practical and useable skills to start their own small businesses.

4.4.3 Perceptions and attitudes of people towards these projects

On one hand, a majority of respondents reported that other people within the municipality were of the perception that these projects were a lifesaver, in the sense that those who worked on them were able to get a stipend and receive invaluable skills and information for the duration of the projects, which would be useful elsewhere beyond the project. On the other hand, municipal official, ward councillors and community leaders felt that perceptions differed from one area to another.

For instance, in a scenario where EPWP was implemented following the correct procedures, beneficiaries were satisfied and were able to do things they could not previously do. Grass-root communities were able to attest to the real benefits of products delivered through the programme. In scenarios where the policy was partially implemented, it led to situations in which beneficiaries and communities having negative attitudes and feelings that EPWPs had deserted them. This implies that the key issue is to ensure the proper and full implementation of the EPWP policy. In the worst case scenario, improper implementation led people to lodging cases at court and others demanding permanent jobs from public bodies which is against the spirit of the EPWP policy.

4.4.4 The socio-economic benefits of EPWPs to the local communities

Many beneficiaries indicated that it was now easier for them to participate actively in the local economy. The respondents said they were able to buy food, purchase clothing, furniture, and other necessities to improve their lives. All of the respondents (40) which represent 100% strongly agreed with the fact that the EPWP projects had actually improved the socio-economic status of the poor.

All respondents agreed that the socio-economic status of the poor had improved where poor people had 'secure' jobs and a monthly income, even though the income was not satisfactory. The respondents also indicated that their social capital, among themselves, in the form of solidarity, as poor people had increased at the time of the study. Most of the EPWP project members were able to live together with trust in the projects and were able to give financial reports each other as a way to build trust. Furthermore, they had also acquired new ideas and skills with regard to economic opportunities from one another. For instance on how to improve the selling of their products and how to access markets for their projects. Respondent describes social capital as referring "to features of social organisation, such as networks, norms, and trust, that facilitate coordination and cooperation for mutual benefit. Social capital enhances the benefits of investment in physical and human capital." Respondent 1 shows that:

Areas in Italy with low levels of social capital had lower levels of government efficiency, lower levels of satisfaction with government, and slower rates of economic development than did provinces with high levels of social capital.

The project beneficiaries are receiving a stipend, which enabled them to join community investment clubs and burial clubs to help one another pay for funerals in the event of the death of next of kin under social capital.

4.5 Conclusion

Since the intervention by Department of Public Works in Limpopo Province through the establishment of EPWP projects in the Thulamela Municipality area to reduce poverty, there are fewer chances with regard to poverty alleviation in the local Thohoyandou and Makwarela areas within the municipality to benefit. Although poverty is still prevalent, it has reduced since the introduction of EPWP initiatives.

The reason for the high poverty rate by then was that a more micro level intervention of the impact of EPWP was not sufficiently investigated in the Thulamela area. Hence, there was a need to assist households regarding job creation, sustainable livelihoods and empowerment of women and youth to address the local socio-economic problems experienced in the local communities of Thulamela. The poor people, especially women and youth, have benefited from the projects through jobs created by the projects and income earned at the end of the month.

Most of the women particularly covered by this study were empowered by the projects to be able to run their businesses. The EPWP projects funded by the Department of Public Works seem to alleviate poverty at the grassroots level of the communities in the local areas. Despite the improved standard of living and poverty alleviation at the local level in Thulamela, there are still challenges as many young people are still unemployed and lack an income to sustain their lives, while there are EPWP projects in their local areas.

However, those already on these projects are concerned about low income, which does not fully satisfy their needs. Finally, the investigation added more knowledge with regard to the impact that the EPWP projects funded by department of Public Works have on poverty alleviation such as incomes and jobs, albeit temporary.

CHAPTER 5: FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

The Department of Public Works is faced with the challenge of ensuring effective provision of provincial infrastructure, management of infrastructure and the maintenance thereof. This study sought to establish the challenges that the Department is facing and their causal factors. This is the final Chapter in which conclusions from the four previous chapters will be highlighted and findings will also be briefly discussed in order to synergize them into the recommendations of the study.

This chapter draws conclusions based on the research findings and literature review that focuses on the impact of Extended Public Works Programme Projects (EPWPs) intended for poverty alleviation within the Thulamela municipality.

5.2 Major findings

- The research findings indicate that participation by the youth is higher because they have a great interest in working in the EPWP projects.
- The research reveals that EPWP projects are sustainable in the Thulamela area because they are lasting for an average period between 2 and 4 years.
- External clients also indicated their dissatisfaction with the work that the project managers are doing in the field.
- The research findings indicated that project members were receiving a minimum of R1400 and a maximum of R2400, which project members take home.
- According to the respondents, these salaries were not enough for the project members to support their families.

- Satisfaction levels are very low with regard to the way the Department consults its clients, gives information, handles complaints, redresses mechanisms, and the way the Department preserves its assets.
- External clients also indicated their dissatisfaction with the work that the project managers are doing in the field.
- They complained about biasness in the appointment of consultants and contractors. There is perceived corruption and favouritism.
- They complained that the Department does not have a capacity building programme for emerging and well established contractors.
- The IDP has been seen as a development initiative, including a wide variety of development interventions ranging from services such as water, sanitation, electricity, housing and roads in order to alleviate poverty in the municipality. The municipality together with its community councillors has been able to identify development priorities within each area of jurisdiction and has drawn up a consolidated document of projects to be implemented. However the municipality has been unable to implement some of the projects that were supposed to have been completed, due to financial constraints and other logistical issues, but it has put mechanisms in place to see that most, if not all, of the projects identified are indeed implemented.
- The findings also reveal that the capacity to implement some of the projects under the IDP has been constrained by a lack of resources and manpower within the municipality. This lack of capacity has been identified as a crucial blockage in delivery and performing multifunction concurrently. The programme of actions was well planned and well intentioned, but the main problem is that some of the projects identified have to wait for approval of funds.

5.3 Conclusions

Chapter 1 of this study dealt with aim of the research, objectives of the research, research questions, research methodology and design, and issues of ethics in social science research. It is mainly the summary of this research project.

In Chapter 2 literature was reviewed to give an overview of the Department of Public Works, to indicate the sources of authority that gave effect to the mandate of the Department of Public Works. The SDIP of the Department was also visited to indicate the service level of the Department and what is desired as an adequate service level. The works of other authors on the same topic were also visited. The literature reviewed on the topic focused mainly on internal processes as the ones affecting service delivery. Therefore, this study also tried to establish to what extent internal factors in the Department are affecting service delivery.

Chapter 3 of the study focused on the research design that was employed in this study. It is in this chapter where it was decided that the study would employ both qualitative and quantitative research designs. In this Chapter, the methodology for the data collection and data analysis was identified. The study assumed qualitative (interview) and quantitative methods of data collection (questionnaires). With regard to data analysis the study used the Statistical Package of the Social Sciences (SPSS) to analyse quantitative data and Atlas for qualitative data.

Chapter 4 sought to present, analyze and also interpret collected data. It is in this Chapter where the information collected through questionnaires was subjected to the SPSS for presentation. Thereafter the information (output) from the SPSS was analysed and interpreted accordingly.

The research required two sets of questionnaires to be distributed. The first set was for external clients in which they were rating their level of satisfaction with regard to the way

the Department delivers services. The respondents comprised of client's Department. 20 questionnaires were administered.

The second set was administered to the employees of the department in the core functions. Their questionnaire was mainly focusing on the challenges that they were experiencing with regard to service delivery, causal factors of those challenges and also improvement strategies suggestible. Findings from both types of questionnaires were discussed.

Chapter 5, this chapter seeks to round off all the work done in the research and present findings and recommendations of the study.

5.4 Recommendations

The following recommendations are based on the findings from the internal customers who are the employees of the Department and external customers who are client Departments, consultants and contractors.

- The beneficiaries should form part of monitoring and evaluation of the programme to solicit comments and inputs from the poor beneficiaries.
- Programme and project community participation should be encouraged government through municipality to enable the community to take ownership of the final product.
- Poverty summits should be organised on annual bases to enhance programme and project planning processes.
- Programme implementation process should be consultative with the people that seek to benefit from it.

- The programme design should in the main address human basic needs related infrastructural projects. Labour intensive programmes can create a greater demand for local products and services than do high technology programmes which are reliant on imported technology and equipment.
- The Municipal indigent policies should be based on profound and accurate data as informed by StatsSA and other relevant authorities (it is my observation that most municipalities review their indigent policies after three to four years, this imposes some limitation in the planning process).
- Poverty-stricken beneficiaries should be given special preference over the other beneficiaries.
- It is recommended that gender mainstreaming forms part of the project management and programme design. This implies that vulnerable people such as woman and orphan children are considered a special status in the programme.
- Capacity building programme will assist contractors with regards to the management of projects, financial management, technical skills, human resource management and the process of raising financial guarantees where required. What came out clearly was that most of the emerging contractors are not growing due to poor financial management skills, the lack of technical skills and poor project management skills.
- It will be beneficial for the Department of Public Works to consider implementing the recommendations listed above, even if not all at once. Gradual implementation can also yield good results at the end.

5.5 Further Recommendation of the Study

- It is recommended that the Thulamela Municipality secure greater participation by residents in matters of governance. Besides the fact that this is a constitutional and legislative requirement, it is also one of the important principles of good corporate governance.
- It is recommended that the Municipality focus on acquiring skilled qualified and competent officials. Furthermore, staff should not be appointed based on their political connections, but on their ability to do the job. An open, flexible and transparent but effective recruitment framework is also recommended.
- This recommendation also complements recommendation, which proposes the use of monitoring and evaluating systems to measure the service delivery and development performance of the Thulamela Municipality. What will be monitored and evaluated is the implementation of plans.
- It is also recommended that relevant municipal officials should attend service excellence training courses.

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APPENDIX A : QUESTIONNAIRES

Please make a tick in the appropriate block for each of the following statement

Table 4.1: Level of Education

None	
Primary education	
Secondary education	
Tertiary	

Table 4.2: Age

18-25	
26-35	
36-45	
46-55	
56+	

Table 4.3: Marital Status

Single	
Married	
Living together	
Divorced	
Widow	

Table 4.4: Race

Black	
White	
Coloured	

Table 4.5: Gender

Male	
Female	

Please make a tick in the appropriate block for each of the following statement

statement	Strongly disagree 1	Disagree 2	Unsure 3	Agree 4	Strongly agree 5
Budget allocation offered to the programme to accomplish its yearly programmes					
Capacity of the programme to implement programmes is very good					
Evaluation tools is well implemented					
Dedication of the human personnel					
Unavailability of work tools					

Lack of skilled personnel					
Monitoring tools					
Capacity of the programme to design programmes					
Skills level of the human personnel					
Low morale of employees					
The voices of the community people at grass roots level are heard					
Municipality does not consult much with the community to determine their priority needs.					
Lack of trust amongst employees					
Unfinalised organizational structure					
Policies, procedures and structures are in place only on paper, and not in practice.					
The municipality had improved your life as from 2003 to 2011 through the IDP projects.					
There is satisfaction with the way in which IDP projects are being implemented.					

Lack of skilled personnel					
---------------------------	--	--	--	--	--

What is the extent and effectiveness of SPAPs in developing communities?

What is the effectiveness of these projects in developing skills of people within the municipality?

What are perceptions and attitudes of people towards these projects?

What are the socio-economic benefits of SPAPs to the local communities?

Thank for participation

APPENDIX B: INTERVIEW QUESTIONS

What is the extent and effectiveness of EPWP projects in alleviating poverty?

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

What is the effectiveness of these projects in developing skills of people within the municipality?

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

What are perceptions and attitudes of people towards these projects?

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

What are the socio-economic benefits of EPWPs to the local communities?

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

Thank for participation