

**Employment Sustainability of the Expanded Public Works
Programme in the Greater Giyani Municipality of the
Limpopo Province**

By

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MINI-DISSERTATION

Submitted in Partial fulfilment of the requirement for the degree of

MASTER OF DEVELOPMENT

in the

FACULTY OF MANAGEMENT AND LAW

(Turfloop Graduate School of Leadership)

at the

UNIVERSITY OF LIMPOPO

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2011

DECLARATION

I declare that the mini-dissertation hereby submitted to the University of Limpopo, for the degree of Master of Development has not previously been submitted to any other institution neither by me or someone else. It is my work in design and in execution, and that all material contained herein has been duly acknowledged.

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ABSTRACT

The research report gives a critical review of the factors that contributed to the non-sustainability of the employment of the beneficiaries of the Expanded Public Works Programme in the Limpopo Province of South Africa with special focus on the Greater Giyani Municipality. The main problem as identified by the researcher is that a large majority of former Expanded Public Works Programme beneficiaries end up being unemployed despite the fact that the government spent money on skills training for them in an effort to equip them with skills so that they can be employable in other sectors of the economy when they exit the programme.

The report clarifies the factors that contributed to the beneficiaries not managing to get new employment after exiting the programme. The report also clarifies the roles played by the different stakeholders in the implementation of the programme and this assists in clarifying the origin of the problems that led to the failures of the programme. From the research done the researcher found that skills' training has not been done in most projects and also that where training was done the skills training was for none accredited courses which were not equipping the beneficiaries to be employable in the job market.

The key words in the research are Expanded Public Works Programme, Employability, and Skills training.

ACKNOWLEDGEMENT

I would like to express my sincere gratitude and appreciation to the following people:

- My supervisor, Professor F. Ahwireng-Obeng for his exceptional guidance, patience, and special grasp of the subject matter.

-My language editor, Dr Phalanndwa for assisting in editing my report

-My employer, The Department of Water Affairs for granting me the opportunity to study by granting me a bursary

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CHAPTER ONE: INTRODUCTION

1.1 Introduction

This chapter is intended to clarify the background of the study and the issues to be covered in the chapter include clarifying the research problem, the motivations for the study, the aims of the study, the objectives of the study, the research questions, the significance of the study, and the operational definitions as related to the study. The researcher has identified some gaps in the implementation of labour-based infrastructure projects within the Expanded Public Works Programme (EPWP) in the Greater Giyani Municipality in terms of the sustainability of employment of labourers who benefitted or worked in jobs created through the programme.

The EPWP as a programme is coordinated by the Department of Public Works (DPW) nationally which then devolves to the Provincial Departments as they operate autonomously. To avoid multiple interpretations and arguments in the study, operational definitions of concepts and topics related to the main topics have been provided; the issues or items to be covered will follow the sequence as indicated above.

1.2 The Problem Statement

The South African government initiated the EPWP in 2003 and it was announced by the then State President, Mr Thabo Mbeki, during the State of the Nation address. The intention of the programme was to draw a significant number of the unemployed into productive work, so that workers gain skills while they work and increase their capacity to earn an income. That was aimed to be achieved by providing mostly temporary work opportunities which are combined with skills training (Hamson, 2007). The problem

identified by the researcher is that beneficiaries of the short term jobs created through the EPWP go back to their status of being unemployed after the end of their employment at the programme which contradicts the intentions of the skills development and training they received at the programme. The intention of the skills training and development was that at the end of their work with the programme, they should easily find other jobs in order to sustain their livelihoods on a permanent basis.

The fact that the former programme beneficiaries go back to the state of being unemployed is a very serious negative consequence of the programme that needs the pitfalls in the system to be investigated so that the whole system could be improved. This is because the intentions of the programme are very excellent and it is the implementation that needs to be improved after the shortfall areas have been identified and new implementation strategies have been developed.

The negative consequence here is the issue of former beneficiaries becoming unemployed while the government has spent a lot of money to train them for future employment. Another negative consequence on the part of government is the apparent fruitless expenditure due to the fact that money is spent to train people, but the goal of training them is not being achieved because they are being trained to equip them with skills that will make them employable at the job market and thus contributing to the government's objective to halve unemployment by 2014.

1.3 Motivations for the Study

The Expanded Public Works Programme Five Year Report (2004/5 to 2008/9) indicated the objective of the programme as to utilize the public budgets to create jobs and alleviate poverty in order to improve the livelihoods of the marginalized people. This would be achieved by providing those unemployed people with work experience, education and skills development programmes to the workers as a way of improving the workers' skills capacity. The proposition as viewed by the researcher is that although

the EPWP is intended to provide employment in the short to medium term, those who were beneficiaries or got employed through the programme became unemployed again despite the skills training they had allegedly received in the programme.

There is therefore a contradiction in the programme in the sense that the skills they learned through the programme were to assist them to find jobs in other sectors of the economy or start their own companies and business enterprises to make a living. But as they became unemployed again, it became a negative aspect of the programme because government had spent a lot of money to capacitate people with skills but they ended up unemployed. This situation in itself becomes a wasteful expenditure on the part of government because the goal of alleviating poverty by creating jobs is not fully realized as the cycle of unemployment continues despite the huge amounts of money being spent in the programme.

The motivating factor for the research is that it will be crucial for the research to identify and expose the gaps and the existing disjuncture on the issues indicated above as they need to be researched to bring out the causes to the problem of continuing the cycle of unemployment. Therefore identifying and clarifying the causes of the problem and also learning from the experiences in other countries would become tools that can be used to make propositions to resolve the identified gaps and improve the EPWP as one of the sustainable job creation vehicles for the government.

1.4 Aims of the Study

The overall aim of the study is to discover the causes of the gaps that exist in the EPWP that lead to the re-occurrence of the unemployment and poverty cycle of former beneficiaries of the programme. This is because the unemployment and poverty cycle were supposed to be partly broken by the programme through its creation of short term employment and skills development that equip beneficiaries for future employment in other sectors of the economy. The shortcomings were supposed to be identified through

the study and the recommendations to be made would assist the programme co-ordinators and implementing bodies to plan better and to improve the programme.

The state of affairs as indicated above is undesirable because huge amounts of money have been invested into the programme and the fact that results are not coming as expected, that in itself should be a serious concern to the government as the initiator and sponsor of the programme. Therefore the intended study aims to provide some framework for the programme managers to resolve the identified problem so that the original objective of using the programme to halve unemployment by 2014 can be realized.

1.5 Objectives of the Study

The research was done to achieve the following objectives:

1.5.1 To investigate whether programme managers and implementing bodies adhere to operational guidelines of the programme as a means of ensuring the achievement of the programme objectives.

1.5.2 To investigate the causes of the re-occurrence of the state of unemployment of beneficiaries of the programme after they had worked at the programme.

1.5.3 To investigate the challenges faced by people who benefitted from the programme at the end of their job tenure in the programme.

1.5.4 To investigate the quality and capacity of skills training programmes provided in the EPWP.

1.5.5 To investigate if the current monitoring and evaluation system is capable of ensuring the achievement of the programme objectives.

1.5.6 To investigate the status of the programme exit strategy and determine whether it prepares beneficiaries for possible employment at the end of the programme.

1.5.7 To use lessons from successful similar programmes as the basis of filling gaps and improving the current systems in the programme.

1.6 Research Questions

The following research questions were examined:

1.5.1 Do programme managers and implementing bodies adhere to operational guidelines of the programme as a means of ensuring the achievement of the programme objectives?

1.5.2 What are the causes of the re-occurrence of the state of unemployment of beneficiaries of the programme after they had worked in the programme?

1.5.3 What are the challenges faced by people who benefitted from the programme at the end of their job tenure in the programme?

1.5.4 How is the credibility of the training in terms of the quality and capacity of skills training programmes provided in the EPWP in relation to preparing beneficiaries for future employment?

1.5.5 What are the strengths and weaknesses of the current monitoring and evaluation system capable of ensuring the achievement of the programme objectives?

1.5.6 What is the status of the programme exit strategy and does it prepare beneficiaries for possible employment at the end of the programme?

1.5.7 What are the best practice programmes that could be used for lesson learning to fill gaps and to improve the current systems in the programme?

1.7 Significance of the Study

The significance of the intended study is that the explorations and investigations that will be done will discover the causes of the problem of the continuing poverty cycle as manifested by programme beneficiaries going back to the state of unemployment after

exiting the EPWP; the gaps that are there in the system and also bring to the open the lessons from other countries which would be discovered through literature review. All these will assist the prospective researcher in making recommendations that will assist to improve the implementation of the programme by other programme implementers and coordinators.

The beneficiary communities will also benefit indirectly because the programme implementers will ensure all guidelines are adhered to, to ensure that the bigger goal of poverty alleviation and reduction of unemployment in the country is achieved. This is because the recommendations that will be developed through the study will be available for use by all the affected parties including the programme managers so that they could improve the programme to assist beneficiaries to sustain their livelihoods.

1.8 Definitions of Operational Concepts and Abbreviations

1.8.1 The following are some of the concepts defined as used in the study:

Data

The ISD Package (1999) defines data as information that can be collected, analyzed and used for various purposes. It may be qualitative or quantitative. Quantitative data can be quantified and put into numbers while qualitative data includes attitudes to health, levels of participation and belief systems. In the current research the term will also be used regularly as data or information will be collected to answer the research questions.

Employment

Soanes and Stevens (2008) define the term “employment” as referring to an action of giving work to someone and paying him for it and can be in the form of a contract between the employer who gives the work and the employee to whom the work is given.

For the purpose of the study, employment as a term will be used as one of the main terms as most of the research questions will be seeking to answer the question why jobs in the EPWP are not sustainable.

Sustainable Employment

Bourn (2007) defines sustainable employment as referring to a situation where an individual remains in work, either in one job or by moving to other jobs and has skills that provide that individual with opportunities to advance and earn more. In the current study the term refers to the ability of EPWP beneficiaries to be able to get jobs easily after the termination of their work in the EPWP as a result of the marketability of the skills learnt in the programme through the capacity building training provided in the programme. The term will be used regularly in the study as one of the key concepts because the main research question seeks answers on the presumption of low employment sustainability of jobs created through the EPWP. Therefore, this presumption will need to be scientifically proven together with the causes if it is proven to be true because the current evidence points towards the direction of the presumption.

Employability

McQuaid, Green and Danson (2005) define the term as referring to an individual's capability to move into new employment within the labour market depending on a set of employability skills and attributes. The term will be used in the research mostly in answering the question of whether the beneficiaries of the EPWP are employable or not after their exit from the programme.

Expanded Public Works Programme (EPWP)

The Expanded Public Works Programme Manual (2008) describes Expanded Public Works Programme as a nationwide programme which makes a systematic use of public expenditure to boost productive employment and to develop marketable skills among targeted sections of the community thereby contributing towards the national goal of alleviating poverty. The programme focuses on four sectors to create employment which is Economic, Environmental, Infrastructure and Social sectors to implement the

programme. The programme has adopted the community involvement and participation approach as key to ensuring the sustainability of projects implemented. The projects under this programme will be the target for investigation and evaluation to check the impact that community participation and involvement has on the sustainability of those projects.

Employment Intensive Method

McCutcheon (1999) defines the term as referring to a method that uses the economically efficient employment of as great a proportion of labour as is technically feasible to produce a high standard of the output as demanded by the specification and allowed by the funding available. This term is frequently used by the International Labour Organization and is the method that has been adopted by the EPWP for the implementation of all the projects to ensure that as many people as possible are employed in the programme to reduce unemployment in South Africa and therefore the term will be used frequently alongside the term EPWP.

Labour-Based Infrastructure Method

Taylor and Bekabye (1999) define the method as a technology in which labour, supported by light equipment, is used as a cost-effective method of providing and maintaining infrastructure to a specified standard. The term is used interchangeably with the term employment intensive method in the research.

Infrastructure

Soanes and Stevenson (2008) define the term infrastructure as the basic physical and organizational structure like buildings, roads and power supply lines that are needed for the operation of a society or enterprise. For the purpose of the study, the term would be used to refer to infrastructure projects that were designated as EPWP projects under the infrastructure sector by the identified municipality. The term will be used frequently during the research as the area of the study will be focusing on infrastructure projects.

Sustainability

The Institutional and Social Development (ISD) Package (1999) defines sustainability as the continuing functioning of a certain developed service and its continued utilization by the group it was meant for, resulting in the benefits originally aimed for, when the external support has stopped. It can further be explained as referring to whether water flows over time, whether infrastructure is maintained, whether cost recovery occurs and whether organizational and community capacity remains in place over time. The term is key in the research because the questions to be answered are on the sustainability of jobs created through the EPWP.

1.8.2 List of Abbreviations and Acronyms

The following abbreviations have been frequently used in the research report and below are their explanations or meanings:

EPWP	: Expanded Public Works Programme
ISD	: Institutional and Social Development
DPW	: Department of Public Works
DOL	: Department of Labour
HSRC	: Human Sciences Research Council
CETA	: Construction Industry Education Authority
SETA	: Sector Education and Training Authority
LIC	: Labour Intensive Construction
GM	: General Manager
CLO	: Community Liaison Officer
HIV/AIDS	: Human Immune Virus/ Acquired Immune Deficiency Syndrome
CBD	: Central Business District
GGM	: Greater Giyani Municipality
DOHE	: Department Of Higher Education
DTI	: Department of Trade and Industry
MSE	: Micro and Small Enterprises

NSDS	: National Skills Development Strategy
DOE	: Department of Education
LBT	: Labour Based Technology
FET	: Further Education and Training

1.9 Outline of the Research Report

Chapter 1: Research Problem

The chapter addresses the statement of the research problem to spell out the research purpose, and describes the research objectives.

Chapter 2: Literature Review

The chapter examines the literature from previous researches done on the subject and follows their arguments on the variables to be investigated.

Chapter 3: Research Design and Research Methodology

The chapter describes the type of research embarked on which is qualitative; the methods of data collection used during the research; the description of how the research was operationalised; explains the sampling procedures and methods as well as how questionnaires were developed and distributed; and further explains how the data collection procedures were managed.

Chapter 4: Data Analysis and Findings

The chapter focuses on analyzing the information provided through data collection and also interprets the results to give meaning to the findings in line with the research

questions and the objectives of the research conducted. The chapter also includes an explanation of the limitations that are likely to be encountered in the study

Chapter 5: Conclusion and Recommendations

The researcher gives a summary of the whole research project, giving an indication whether the research hypothesis has been proven or not, makes concluding remarks on the significance of the study, provides key recommendations for future studies and gives general recommendations on working to resolve the issues in question.

1.10 Summary

This chapter intended to provide a basic framework for the rest of the study. The reader has been provided with a sequence of the items covering the following: the problem statement, motivation of the study, aim of the study, objectives of the study, research questions, significance of the study, operational definitions, outline of the research report, and the summary of the chapter.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

The following chapter focuses on literature review, in the form of discussions on references made by the researcher on existing literature, that is, both local and international references that are related to the research undertaken so that arguments from those previous researches can assist in making conclusions on the gaps in the EPWP identified by the researcher. The objective for the literature review is two-fold, one aspect is to identify international best practice and benchmarks and the other is to assess the current practice in South Africa.

As indicated in the previous chapter, the research is aimed at investigating the factors that contribute to programme beneficiaries in the EPWP projects returning to the state of being unemployed after exiting the programme. For the previous literature to assist in making conclusive evidence and findings for the current research, the chapter focuses on the following elements:

- on defining the EPWP,
- its objectives and compliance requirements,
- the framework for evaluation,
- employment,
- studies done on labor-based programmes for employment creation,
- employment sustainability,
- reviewed literature on employment sustainability,
- skills development,
- what literature says about skills development in the workplace,

- labor intensive impact studies found on employment creation and employment sustainability,
- impact assessments done on EPWP in South Africa, and
- the detailed research questions

2.2 Expanded Public Works Programme

Limpopo Expanded Public Works Operations Manual (2007) describes the Expanded Public Works Programme (EPWP) as a nationwide programme, which makes a systematic use of public expenditure funds to boost productive employment and to develop marketable skills among the target sections of the community thereby, contributing towards the national goal of alleviating poverty. The programme focuses on four sectors to create the employment: the economic, environmental, infrastructure and social sectors to implement the programme.

According to Limpopo Expanded Public Works Programme operations manual, the EPWP has adopted the Labour Intensive Construction method (LIC), which involves the use of an appropriate mix of labor and machines, with preference for labor, where technically and economically feasible without compromising quality of the product in the implementation of infrastructure projects. The research focuses on the infrastructure sector, to investigate and evaluate how the sector has performed, in terms of how the programme beneficiaries have been able to sustain their employability in the job market after exiting the programme; because at the core of the programme is employment creation, poverty alleviation and overall reduction of unemployment.

2.3 Expanded Public Works Programme Objectives

Altman and Mayer (2004) identified four main objectives of the EPWP to be achieved in the implementation of the programme and they are as follows:

1. To draw a significant number of the unemployed into productive work by targeting the creation of 1 million job opportunities over of five years, starting from 2004 to 2009. These jobs were to be short term in nature.
2. To provide the programme beneficiaries with opportunities for education and skills in the form of two days of training per month.
3. to ensure that beneficiaries of EPWP are either enabled to set up their own businesses or become employed once they exit the programme.
4. To utilize public sector budgets to reduce and alleviate unemployment.

Based on these objectives, the Limpopo Expanded Public Works Programme operational guideline identifies the following as main indicators for the programme.

1. The realignment of projects and tender documentation to EPWP and the LIC requirements.
2. The use of employment intensive methods in implementing regular projects to maximize employment opportunities to locally unemployed people.
3. Providing training or skills development to those locally employed workers.
4. The development of locally-based emerging entrepreneurs.
5. Cost-effective and quality assets/ service delivery.

2.4 Framework for evaluating Expanded Public Works Programme in South Africa

The National Department of Public Works appointed Dr Altman, and Mayer (2004) and her team from the economic policy research unit of the Human Sciences Research

Council (HSRC) in 2004, to develop a framework for evaluating the EPWP. In their report the unit recommended the scope of the evaluation framework to evaluate and measure against the objectives as follows:

OBJECTIVES	MEASURE
Short term job opportunities	Number of job opportunities, poverty profile of beneficiaries, duration of job opportunities and compliance with the code of good practice.
Skill formation	Nature and quality of the training provided and the extent to which it enhances employability of the beneficiaries and the income generating capacity to beneficiaries.
Long-term job opportunities through self-employment and absorption somewhere in the job market	The proportion of beneficiaries that find employment or become self-employed once they exit the programme
Poverty alleviation	The extent to which income transferred to beneficiaries and services provided alleviate poverty at household level
Provision of high quality assets social services	The quality and economic social value of assets services

Efficient use of public resources	The design and implementation of specific programmes and their cost to focus in relation to benefits they yield in the form of job opportunities, assets and services
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The research focuses on the two objectives, that is, skills formation and long term job opportunities through self-employed and absorption of beneficiaries elsewhere in the economy. The reason for focusing on the objective elements is because EPWP is a programme aimed at job creation with the element of skills development to ensure beneficiaries are employable at the end of the programme in other sectors of the job market. Therefore through the programme the ultimate goal is to create jobs as a tool to alleviate poverty.

2.5 Employment

Soanes and Steven (2005) define the term employment as referring to an action of giving work to someone and paying him or her for it and that can be in form of a contract between the employer who gives work and the employee who is a person given the work.

This research focuses on the sustainability of the employment of the EPWP beneficiaries.

2.6 Studies done on Labour –Based Programmes for Employment Creation

Taylor and Bekabye (1999) conducted a comparative study on the use of labor-based viz-a-viz equipment based methods for feeder road rehabilitation in Uganda which was

carried out as part of labour-based policy promotion initiatives and the broader context of poverty reduction, through employment creation.

The study examined data from various feeder road programmes carried out in Uganda from 1993-1997 for both labour-based and equipment-based methods, to compare the financial costs and their contributions to employment creation. The findings of the two researchers were that considering both direct and indirect effects, labor-based methods were found to generate more income for households than equipment-based method with also a higher employment potential.

They also found that given the labour immobility in rural areas of Uganda, it was considered unlikely that many individuals would remain employed on feeder roads rehabilitation and maintenances programme for a full year and most of them were employed for period of 3 quarters of a year. The labour-based method was also found to be providing an opportunity to contribute towards solving the employment problem in Uganda.

The above research proved that labour-based methods of public works programme to contribute to employment creation on the short-term. The two authors also recommended that a framework to build capacity to include training of supervisors and foreman and practical training of local contractors by engaging them in actual assignment with specialized supervisors, be developed by the government. This recommendation is in line with the current EPWP in South Africa, which made it an objective to provide the training for workers and small contractors and that makes the above research relevant to the current research.

The study will also assist the current research to check social-cultural factors that may lead to beneficiaries returning to a state of being unemployed because it was discovered in the research that rural people in Uganda are immobile as they cannot relocate to far places from their homes.

McCutcheone (1995) did a study on public works programmes in Botswana and Kenya, Africa; which are facing problems of unemployment in the same way that South Africa has and that was to determine whether public works programmes do indeed assist in employment creation. The programmes researched were using the labour-intensive methods just like it is being done with EPWP. In both countries, the programmes were implementing national rural access roads programmes.

The findings of the research were as follows:

Firstly, the programmes in both Kenya and Botswana demonstrated that good quality; low volume rural roads may be constructed and maintained by highly labour-intensive means with five to seven times more employment being created per unit of expenditure. Secondly, the potential job creation was achieved through the establishment of national programme management unit.

The relevance of the research done to the current study is that it is proof that labour-based programmes do contribute to employment creation and this research may have been one of those used by the South Africa government to adopt EPWP because the author of the report made reference to issues that the South African government need to consider when implementing the programme. The researcher above has indicated a need for training in the programme. Although it is not clear on its implementation, the issue of training has been adopted by EPWP as one of its objectives, but it still remains to be seen whether in practice the EPWP is taking the issue of training seriously.

The researcher above recommended training of supervisors to measure technical competence in its implementation, we still have to find out how far this recommendation has been adopted in the Expanded Public Works Programme.

2.7 Employment Sustainability

The sustainability of employment created through EPWP is the key focus area of the current research in the sense that the research needs answers, in terms of, whether the jobs created through the EPWP are sustainable. In other words, what the research seeks to find out is, whether the EPWP beneficiaries are able to sustain their status of being employed by getting employment in other sectors of the economy.

The following is a definition of employment sustainability: Bourn, J (2007) defines it as referring to a situation where an individual remains in work, either in one job or by moving to other jobs within the job market and has the skills that provide the individual with opportunities to advance and earn more. In the current study it refers to the ability of EPWP beneficiaries to be able to get jobs easily after the termination of their work in the EPWP, as a result of the marketability of the skills learnt in the programme through the capacity building training provided in the programme.

What the current research seeks to answer is, whether programme beneficiaries are employable in the job market after exiting the EPWP.

2.8 Reviewed Literature on Employment Sustainability

McQuaid, Green and Danson (2005) did a study on factors influencing employability and sustainability of employment in different contexts and sectors.

Their findings were as follows:

1. If requirement from among the employed is to play a part in filling skills shortages, attention needs to be placed not only on recruitment processes of employers but also on their retention and internal employee development practices.

2. In dealing with different facets of employability, government policies have to range from those seeking to improve employability and attributes, including personal interaction skills, formal qualification and attitudes to helping the job search process.
3. Those generic skills like communication and interpersonal skills are significant in terms of ability to initially access them and maintain the employment.
4. The involvement of employers in the design of skills training and work experience programmes should be encouraged and these need to be related to employment sustainability and career progression.

The research reported the above as relevant to the current study, because it exposes some of the factors that contribute to sustainability of employment and what makes people to be employable or find jobs easily. From the research report, it is clear that there is a direct link between skills, finding a job and retaining a job. The job market is always changing and may need both employers and employees to always adjust to the changing circumstances. Therefore, government needs to develop policies that accommodate low-skilled people to ensure they remain employable and employers participate in the design of skills training programmes.

Bourn (2007) did a study on factors contributing to employment sustainability in Britain and he found the following:

- That in Britain the work first approach has helped people in work, but there is a need for programmes to be developed to help people stay in work.
- That improving job retention contributes to employment rate targets.
- That keeping more people employed has financial benefits for both employers and employees.
- That people need better skills and qualifications to compete in today's labour market.
- That once people are in employment, raising skills and employability is done with close involvement of employers.

- That government programmes to raise skill levels are seeking to increase employer participation in training low qualified staff.

The author mentioned the following as some reasons why people do not stay in work for a longer time:

1. Is that some people do find work, but jobs are always changing in terms of requirements,
2. Are poor financial incentives to work due to low pay and low skills, and
3. Is that government still finds it difficult to help low-skilled and disadvantage individuals to sustain work.

This research report is also relevant to the current study because the reasons for workers in England to encounter difficulty in sustaining jobs are important to South Africa, because they could be the platform for South African government and EPWP coordination to learn from, although this is a general assessment of the whole economy of England .The report will be useful, as it will assist the researcher to check with programme beneficiaries whether reasons raised for lack of employment sustainability are similar or differ.

The study is also very relevant to the current study, because it offers some clues in terms of why temporary workers like those in EPWP are not able to sustain that employment because reasons given for contributing to lack of sustainability of jobs across England are genuine.

2.9 Skills Development

The EPWP in South Africa has identified skills development as one of the main objectives of the EPWP that need to be achieved as a means to ensuring that the

EPWP programme beneficiaries are able to sustain their employment even after exiting the programme.

Gormam (2003) quoted Ainley's (1993) who defined skills as comprising the person performing the task, the social estimation of skills involved and the task itself. Ainley further indicated that there are several processes that relate to a skills development. First is enskillment, which is a process that extends and develops existing skills within a given specialization. Second, is multi-skills, which is retaining the existing skills by combining them with new skills in the other areas. Third, is reskilling which is learning new skills in place of old ones with skills applied and re-orientated to new specialism. Fourth, is deskilling which involves the loss of skills acquired through study or apprenticeship. All these processes can happen simultaneously to an individual in one employment or to the workforce as a whole, as technology changes and labour policies and process are altered.

Rigby and Sanchis (2004) provided a simpler definition of skill, from another approach to be referring, to the competence of worker to discharge a work role while social culture dimension refers to his/her willingness to discharge the skill under the employment conditions and organizational structure of enterprise.

Clarifying the meaning of skills development is crucial for the current research because there is a need to check the kind of skill development programmes conducted for EPWP beneficiaries in terms of checking whether they received the proper skills that were to enable them to be employable after exiting the EPWP. For the reason just mentioned, the literature used is relevant to the study because clarification provided in the research is very crucial.

2.10 Skill Development in the workplace

Mason, William, Gareth and Cranmer (2009) did a study to assess the impact of different kinds of employability skills initiative on graduate labour market performance.

According to these researchers, the perspective of employers is that employability refers to work-readiness, in terms of the possession of skills, knowledge, attitudes and commercial understanding that will enable graduates to make productive contribution to the organizational objectives, soon after commencing employment.

The researchers made use of detailed information gathered at university departments' level to develop measures of the extent to which universities engage in teaching and assessment of employability skills and extent employer involvement in course design to ensure graduate have relevant skills needed by employers.

Their findings were that structured work experience has clear positive effects on the ability of graduates to find employment within 6 months of graduation and to secure employment in graduate-level jobs and that employer involvement in course design and delivery also has positive effects in getting employment quicker.

Their recommendation was that future designs to develop employability skills in higher education need to be informed by surveys of employers to ascertain what gaps they perceive in employability of new recruits. The above research talks of school learning graduates, but the methods used by English higher education universities can also be applied in EPWP, for an example, which skills can be expected from EPWP beneficiaries to ensure they are employable after leaving the programme.

Still on the same model, the South African government may engage potential employers in terms of designing skills courses that in the context for training of EPWP beneficiaries. Therefore, the above research is relevant to the current studies as it opens another dimension on how EPWP beneficiaries could be assisted in their skills development.

Thwala (2008) conducted a study on the relationship between skills development and employability on the Group Five Pty. Ltd social investment project in Gauteng and Mpumalanga Provinces. The aim of the Group Five programme was to empower unemployed individuals, selected from local communities in areas where Group Five was working. The trainees were trained on bricklaying, plastering, painting, shutter-hands and concrete-hands. The duration of the training was one month and the

certificates awarded to the employees were accredited by CETA, as they met the requirements.

The researcher interviewed 10 of the 55 trainees in Mpumalanga and 12 of the 50 trainees in Gauteng, using random sampling and structured questionnaires .The researchers' findings were that:

1. The interviewees in both provinces agreed the training gave them a better chance of finding work,
2. Their new skills opened opportunities for employment and sub-contracting,
3. On the issue of finding employment, those in Gauteng were more positive while those in Mpumalanga were not, but of the 12 interviewed, only 2 were still unemployed, and
4. Most of the interviewees believed a combination of bricklaying and plastering were the most useful as they rated the quality of training received very highly.

The research indicated above is very relevant to the current study as it answers the Gap concerns identified by the current research on EPWP, because the skills that company trained their beneficiaries on, are relevant as they were able to get employment after the training. The current researcher agrees wholly with the findings because, he believes with proper training modules and practical training, EPWP beneficiaries would not find themselves in their current situation of loss of work. Currently it seems, somewhere in the co-ordination between DPW and DOL something is not being done correctly. Group Five, as a company, is a good example that with proper co-ordination of training, skills could be imparted to unskilled people and thus enabling them to be skilled enough to be employed by other companies or be self-employed, when they have exited the EPWP.

The other area of literature considered by the researcher was to look at what other literature say about small contractor developments in other countries.

In sub-Saharan Africa in the 1990's, many stakeholders supported the incorporation of small contractor development into the labour-intensive work. Most small contractor

work is done by casual labourers. But, the issue of continuity of work for the contractors is a challenge because the public sector has no obligation to ensure continuity of work for them. Therefore, if a small contractor does not continue to get contracts, he may go out of business and lose competence due to lack of practice.

The recommendations of the researcher on the survey include, adopting a long term programme approach which will combine with the recognition and competence of poor educational base, lack of individual skills must lead to a comprehensive training programme with a construction programme, until the small contractor is able to operate independently. Those authorities such as clients, who take advantage of the private sector capacity, in the form of consultants and the established contractors can contribute to small contractor development. The survey report indicated above is relevant to the current research, because it sheds some light into what is happening to small contractor development, which is a vehicle to develop the capacity of individuals to start their own construction companies. Thereby, contributing to employment creation. This is another objective that EPWP seeks to achieve by ensuring small contractors are developed in order to contribute to employment creation.

There is evidence that DPW has been involved in the contractor leadership trainings, but there is no clear word in terms of how the graduates from that programme are progressing. This is the other area that the current research seeks to look at.

Another study on the role of skills development in employment creation was done by Altman and Mayer (2005) where they researched the role that South Africa Skills development policies need to play in terms of their alignment. The two researchers identified the cause of unemployment as the increased number of people who seek employment while the economy is unable to create more jobs. The other cause is the fact that apartheid left most people unable to participate economically and due to lack of skills. According to the two researchers for the government of South Africa to be able to halve unemployment by 2014, they need to develop policies that will provide avenues for the absorption of low skilled labourers and more forcefully enhance the skills base of

the labour force. This approach will rest on the alignment of the skills formation strategy with the demand for labour arising from policy interventions aimed at stimulating the expansion of specific sectors of the economy and one of those is the EPWP, which have been identified by the government as a strategy for employment creation, with a potential to absorb the unskilled and semi-skilled labourers.

The implication of skills development in the infrastructure sector as identified by the two researchers is that it is imperative for there to be adequate supply of low and medium skills to support expansion. Again on the implication it is important for the government to initiate recognition of prior learning, accreditation and training of unskilled and semi-skilled workers within the current framework for skills development.

The research report indicated above is relevant to the current research because it identified some of the causes of unemployment in South Africa, one of which is the abundance of unskilled labour, which results in a large number of people being unemployed because they can no longer be absorbed by the labour market. It also identified the lack of recognition of prior learning and training of the unskilled workers to be accommodated in the framework for skills development, as a means to contribute to employment creation. This therefore, makes it clear that skills development is key to the creation of sustainable employment in South Africa.

Another research on the place of skills development in South Africa was done by McGrath (2005) where he examined the evolution of policies for the Micro and Small Enterprise (MSE) sector during the first decade of democracy in South Africa. He also examined policy development by three departments, i.e. Department of Trade and Industry (DTI), Department of Labour (DOL) and Department of Education (DOE). The research report explored attempts to make an impact at developing South Africa's MSEs in terms of the successes and failures during the decade.

The DTI developed a white paper on National Strategy for the Development and Promotion of Small Business in South Africa which identified skills development as part

of the overall strategy for enterprise development and recommended the development of appropriate programme for the acquisition of relevant vocational, technical and business skills for MSEs. The policy also stressed the importance of the training being modular and accredited.

The DOL developed the National Skills Development Strategy in 2001, which stressed the dual mandate of skills development to respond to challenges of globalization on one hand and poverty reduction on the other. One of its objectives was to stimulate and support skills development in small business.

The DOE developed a strategy for the reconfiguring of the FET sector and their white paper of 1998 only had one paragraph that made mention of the need to develop programmes to promote enterprise development, entrepreneurship and job creation. The department also developed a joint strategy with DOL in 2001, called the Human Resources Development Strategy for South Africa, which indicated that FET colleges need to be responsive to the employment opportunities in the MSEs Sector. DTI and DOL policies show a clear commitment to MSEs skills development and stressed the need for inter-departmental policy coherence and this view is undermined when DOE is added into the picture as DOE's subsequent policy documents do not reflect anything in relation to skills development for MSEs. The researcher has also noted that although there is little mandate for training of self-employment in DOEs official statements, the FET colleges increasingly see themselves as having a dual mandate to prepare for wage and self-employment.

The above mentioned research is very relevant to the current research because it talks about how the South African government sees skills development in the MSEs sector, because it is considered as very key to job creation and this is one area where the EPWP was intended to assist in terms of training programme beneficiaries to have small enterprises in the form of small construction companies. The research report has also assisted the researcher to realize that South African government departments responsible for skills development, are still finding it difficult to work together to ensure

coherent government policies and strategies for MSEs skills development which is key to employment creation.

2.11 Previous Findings by Labor Intensive Impact Studies

There are also studies conducted on the impact of Labour-Based/EPWP in other countries and in South Africa. In the most countries labor intensive /employment intensive programme were used as means to reduce unemployment and their impact were positively proven.

Fajardo (2003) conducted a study on the labour –based construction programme in Nicaragua, in response to needs of families affected by hurricanes Mitch in 1998. An impact evaluation of three housing projects was carried out by the local government, the area where small contractors' workers who participated in the works and direct beneficiaries were evaluated.

The works lasted for 5 months generating employment to 303 people including small contractors and workers, where the beneficiaries and small contractors who participated in the programme acquired new skills. The programme also influenced the creation of 3 construction micro enterprises who after the programme qualified to participate in public bids.

The research reported above shows a positive impact that the programme accomplished, because although employment created was short term, the training that the beneficiaries received enabled them to start small construction enterprises and as such, through their winning of public bids they were contributing to reducing unemployment, as those companies created more work for the unemployed people. It is therefore, important to note that this research report is relevant to the current research, as it shows that with proper training offered to programme beneficiaries, it is possible for people to start their own businesses and contribute to the reduction of unemployment.

This is in line with the concerns of the researcher that the EPWP programme appears not to be producing small construction enterprises through training, as expected.

Another impact study was done in some African countries and those countries include Uganda, Kenya, Tanzania and Botswana. All of which used labour intensive methods on infrastructure programmes to reduce poverty and unemployment. The study was conducted by Mambo (2003) in those countries.

The principal findings for the four countries were that:

- labour-based technology is technically feasible and financial cost effective,
- that there were significant positive economic benefits e.g. women had source of regular income due to their active participation in the projects,
- the high initial inputs of technical assistance and intensive training were necessary and
- that the training of labor-based contractors and supervisors is essential but available institutions have limited capacity.

His recommendations were as follows:

1. That governments need to prepare comprehensive terms of reference for impact on monitoring and evaluation.
2. Regular monitoring of the programme impact be done every 6 to 12 months.
3. The governments need to continuously train labor based contractors and supervisors but should also ensure there are jobs for them.
4. The governments needed to influence the change of attitudes to labor-based technology (LBT) through the introduction of curriculum on labor - based technology in the universities and other tertiary colleges.
5. The implementing bodies to organize workshop to sensitize leaders and target communities on importance of (LBT) to create employment.

6. Implementing bodies to simplify tender documents and existing stringent requirements such as performance bonds, value of work done in recent past, equipment ownership, payment periods etc as a way to simplify the participation by the new small construction enterprises in the construction industry.

The research above is relevant to the current study because the recommendations made could be of assistance to the implementers of the current EPWP in South Africa e.g. issue of introducing LBT in the curriculum of the universities and other tertiary colleges. The current researcher agrees with these recommendations, but still the question of what kind of skills development that need to be offered to the workforce of the labour-based technologies, is still not answered. And the author also did not say anything on the issue pertaining to training needs assessment for workers.

2.12 The Impact Assessment Done to EPWP

In South Africa some impact assessments were done on the EPWP McCord (2005) conducted the study basing her focus on the immediate objective of creating jobs and also enhancing the employability of EPWP participants. The EPWP documentation on the training offered intended to equip participants with skills which will enhance their ability to obtain an income after the projects have been completed.

A closer assessment of the training revealed that the majority of EPWP participants who were not engaged in learnerships, received life skills training rather than skills demanded in the labour market. The content of life skills includes information on HIV/AIDS, and advice on accessing labour market opportunities. The findings then found that the training provided to a majority of EPWP participants like in infrastructure sector are no adequate to enable them to acquire the artisanal or trade skills of which specific shortages have been identified, rather than vocational training, skills upgrading, or training in aspects of entrepreneurship which could potentially improve their labour

market prospects, most EPWP participants only received on-the-job and life skills training.

It is therefore not clear that those on-the-job skills would have a significant positive impact on their labour market performance, since the main challenge to achieve employment is the lack of demand for low skilled labour. Another finding of note, is that in 2005 there were 190 000 unemployed workers with construction experience in the country and most of those had the same experience and skills as those acquired by EPWP beneficiaries and as such the likelihood of EPWP beneficiaries not getting employment with the skills they were having, was high.

The same concerns raised by the researcher above are the same as those raised with the current researcher, because the questions raised by the current researcher indicate clearly, that there are unanswered issues on why EPWP participants become redundant after exiting the programme which is in direct contradiction with the aim of training the programme beneficiaries.

The study above is the most relevant to the current study, because it offered part of the answer on why EPWP participants become unemployed and redundant after exiting the programme, which is that the skills offered to them are inadequate to prepare them to be employable in the labour market. It was indicated that in 2005 there were 190 000 unemployed people with construction experience and having the same skills with EPWP beneficiaries.

2.13 Potential Risks and Challenges for Limpopo Expanded Public Works Programme

The Department of Public Works 5-Year Provincial Business Plan (2007) identified potential risks and suggested mitigation measures for the EPWP implementation and they are as follows,

1. The lack of awareness and understanding of the EPWP by implementing bodies, beneficiaries and the general public. The suggested mitigation measures are to do continued awareness and sensitization exercises through workshops, seminars and promotional materials.
2. The lack of buy-in from implementing bodies, beneficiaries and the general public. The suggested mitigation measures include conducting continued awareness and sensitization exercises through workshops, seminars and promotional materials.
3. Inadequate resources for training and learnerships (from DOL and SETA'S). The proposed mitigation measures include encouraging proactive planning and budgeting by DOL, SETA's and implementing bodies. The implementing bodies to be encouraged to make provision for additional resources to complement the resources of DOL and the SETA's.

2.14 The Detailed Research Questions

From the above reviewed literature, the current researcher came to the conclusion that shed more light on the fact that public works programmes have contributed in employment creation in many parts of the world, but questions still remain with the EPWP as it applies to the South African situation and some of the questions that will need to be answered by the current research are the following:

2.14.1 Does the DPW have a programme in place that sensitizes the South African community on EPWP as a job creation programme with all its principles clearly explained in simple language, terms and conditions and how successful is it in making people aware of the programme?

2.14.2 What is the extent of the programme communication and clarification between programme managers and beneficiaries?

2.14.3 To what extent do EPWP projects create jobs?

2.14.4 What are the causes of the re-occurrence of the state of unemployment of beneficiaries of the programme after their work created by the programme?

2.14.5 What are the strengths and weaknesses of the current monitoring and evaluation system is capable of ensuring the achievement of the programme objectives?

2.14.6 How is the credibility of the training in terms of the quality and capacity of skills training programmes provided in the EPWP in relation to preparing beneficiaries for future employment?

2.14.7 What is the status of the programme exit strategy, and does it prepare beneficiaries for possible employment at the end of the programme?

2.14.8 What are the aftercare strategies for former EPWP beneficiaries as means of redressing the mistakes committed by implementing bodies in the process of implementing the programme?

2.14.9 What are the challenges and constraints that are experienced by the programme implementers that the government is not addressing that contribute to the difficulty in ensuring employment sustainability?

2.15 Summary

The literature explained above has a lot of relevance to the current study, in terms of shedding some light on the causes of workers not being able to sustain jobs as found in the survey done in England, and the causes of why small contractors do not grow in order to assist with the reduction of unemployment. One of the best case scenarios on skills development is the one carried out by Group Five Pty, Ltd. which demonstrates

that it is possible to equip people with skills that enable them to get employment and also be self-employed. The study done on the current EPWP in 2005, also assists in opening eyes, in terms of identifying where the problem may be located. This requires the programme co-ordinators, to seriously look at the programme closer, to ensure its success. With the literature indicated above, it appears that positive recommendations will be made from the current study that will assist the policy makers to make decisions to ensure the success of the EPWP programme.

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 Introduction

This chapter is about the research design and focuses on explaining and justifying the research process followed in gathering the data. The structure and the focus of the research is explained in details, including the rationale for the research questions that were listed in Chapter One. A set of questions were developed, which culminated in a measurement instrument to test the assumptions of the current researcher.

The rationale for using written questionnaires is also explained in the chapter. The items that were covered in the chapter include the rationale for the study, research design, area of the study, population, sampling method, data collection, data collection methods and data analysis and management.

3.2 Choice and Rationale of the Research Design

Terre Blanche, Durrheim, and Painter (2006) define a research design as the strategic framework for action that serves as a bridge between research questions and the implementation of the research. Another version of the definition of a research design was provided by Babbie (2005) where he defined a research design as a plan in which a researcher determines what he is going to observe and analyze and also plan how he would do it and why. This therefore needs the researcher to specify as clearly as possible what is it that he wants to find out and he must also determine the best way to do it.

The current research uses the qualitative method of study. Denzin and Lincoln (2000) defined a qualitative method as a method where a researcher studies things in their

natural setting by attempting to make sense of, or to interpret phenomena in terms of the meanings people bring to them. They went further to indicate that qualitative research involves the studied use and collection of a variety of empirical materials like case studies; personal experiences; introspections; life stories; interviews; artifacts; cultural texts and productions; observational, historical, interactional, and virtual texts that describe routine and problematic moments and meanings in individuals' lives.

This therefore means that in the current research the researcher collected the data in the form of written responses through the questionnaires and verbal responses that were provided by the respondents during one-to-one interviews and were analyzed by identifying and categorizing themes on the subject under study. The reason for using the qualitative design method is because the current research is intended to investigate, evaluate and explore people's feelings concerning their unemployment situation after being employed on the short-term basis in the EPWP whereas the intention of the programme was to ensure that their employment is sustainable through skills training that was to empower them to be marketable in the job market. The research also looked at the challenges that were faced by the programme implementers who were the various municipalities and government departments as well as the co-ordinating Department of Public Works.

The units of exploration and analysis of the research were the programme beneficiaries who worked in projects implemented under the programme; the municipality officials who were the implementers of projects under the programme; officials from the Department of Public Works who were the programme co-ordinators; officials from the Department of Roads and Transport who were projects implementers for roads projects as indicated in the research proposal but later not considered; and also officials from the Department of Labour who were the co-coordinators of training and capacity building for programme beneficiaries, the programme beneficiaries who were the workers and small contractors who benefitted from the EPWP learnership programme.

3.3 The Area of the Study

The study was done in eight areas in the Greater Giyani Local Municipality with a combined population of around 75000. The names of the villages and their projects are as follows: Mninginisi Block 2 had a road regravelling project; Rivala had a road regravelling project; Mashabela also had a road regravelling project; Giyani Section A had a project to convert gravel to tar; Siyandhani had a bridge project between Kheto High school and Giyani Central Business District (CBD); Thomo and Makoxa had a household electrification project; and also Nkuri and Ximawusa had household electrification projects

All the projects mentioned above were infrastructure projects under the Expanded Public Works Programme as co-ordinated by the Department of Public Works and implemented by the Greater Giyani Municipality. The Greater Giyani Municipality as an area of the study is situated in the northern part of Mopani District Municipality and it borders Thulamela Municipality in the north, Makhado Municipality in the west, Greater Letaba Municipality in the south-west, Ba-Phalaborwa Municipality in the south-east, and the Kruger National Park in the east. The following pictures are pictures of the projects in the targeted areas, that is figure 1 to 5



Figure 1(Rivala Street Regravelling)



Figure 2(Mashavele Street Regravelling)



Figure 3 (Kheto Bridge)



Figure 4 (Mninginisi Tar Road)



Figure 5(Giyani Section A Tar Road)

The researcher identified the projects mentioned above based on the following reasons:

First, the areas mentioned above are rural in nature and share the same characteristics with other rural villages having the same projects in other parts of South Africa. Second, the areas are close to the researcher's place of residence which made travelling to meet the respondents shorter in terms of distance and more convenient in terms of time.

Third, the areas were identified while also considering the language used by both the researcher and the respondents which is the same because that would make communications simple and clear.

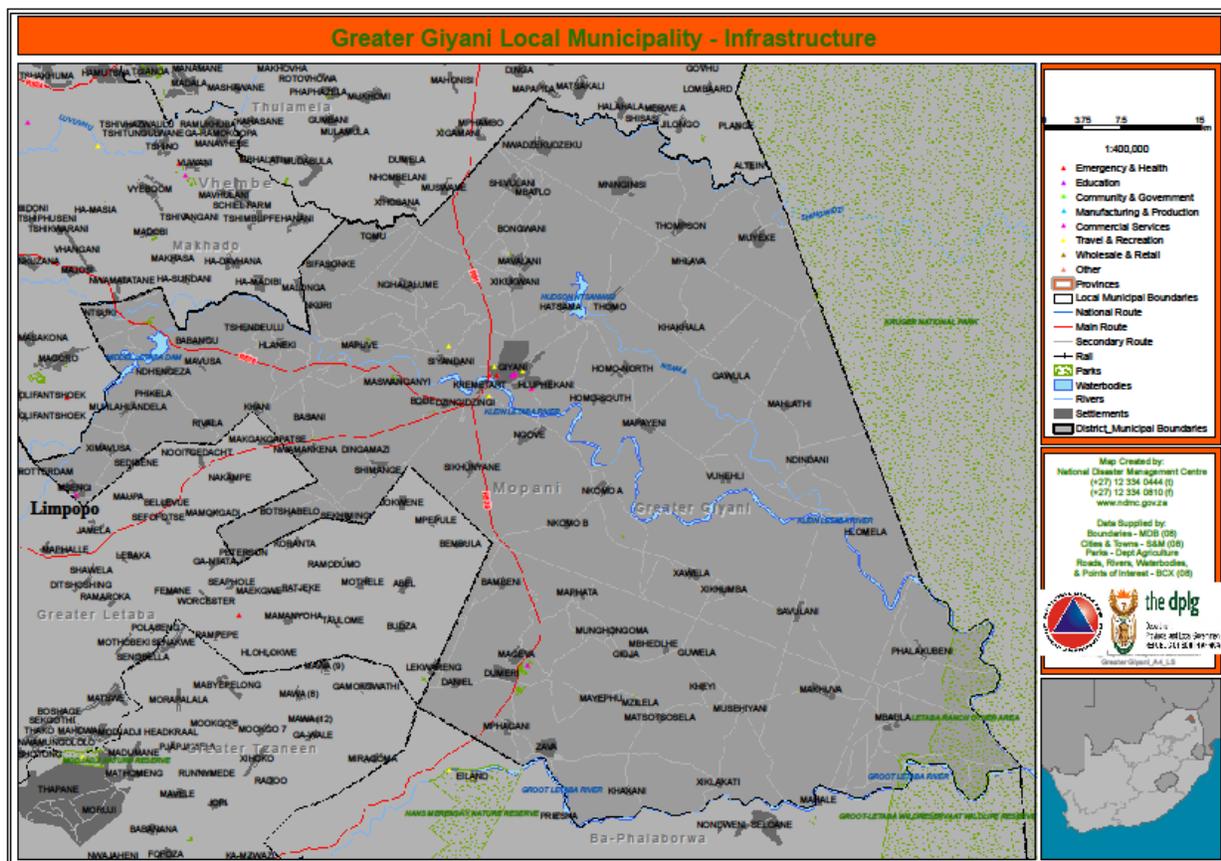


Figure 6. (Greater Giyani Municipality Map)

3.4 Population of the Study

Babbie (2005) defines a population for a study as that group of people about whom one wants to draw conclusions from during the study period. He further explains it as the larger pool from which the sampling elements are drawn and to which the researcher wants to generalize his findings. In the current study the population comprised of the affected stakeholders in the EPWP infrastructure sector and that included the DPW where the target population of the programme management unit was fifteen staff members; the DOL at the provincial office where the target population of the programme management unit had sixteen staff members; the Greater Giyani Local Municipality programme management unit where the unit was comprised of six staff members; the EPWP beneficiaries from the affected five villages, that is Rivala, Mashabele, Mninginisi Block 2, Giyani section A, and Kheto Bridge (Siyandhani) who benefitted in the 2008/9 and 2009/10 financial years.

The breakdown of the population in terms of the projects mentioned above was as follows: Rivala had 22 beneficiaries with an equal number of both males and females; Mashabele had 30 beneficiaries with an equal number of males and females; Mninginisi had 42 beneficiaries with an equal number of both males and females; Giyani Section A had 25 beneficiaries with 12 women and 13 females; Kheto Bridge (Siyandhani) had 30 beneficiaries with 15 males and 15 females; Thomo and Makoxa electrification project had 29 beneficiaries with 16 women and 13 men; and Nkuri and Ximawusa electrification project which had 10 beneficiaries with 4 women and 6 men. The total number of beneficiaries from the five projects to form part of the population was 188(See Annexure).

The breakdown of the population from the target departments and the municipality was as follows: Department of Public Works EPWP Unit at the Provincial Office had a staff complement of 21. See the diagram below which is for Department of Public Works' EPWP Unit structure as indicated:

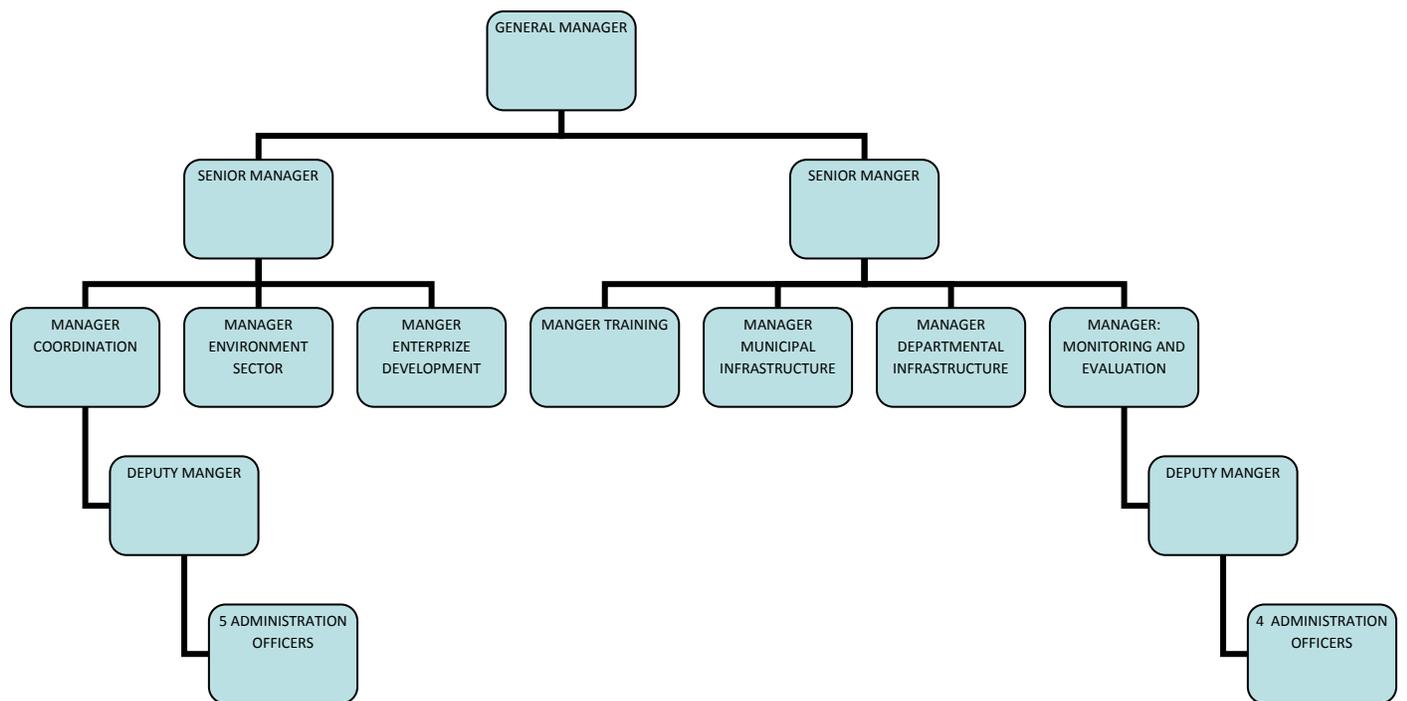


Figure 7. (Structure for Limpopo Department of Public Works)

The Department of Labour training unit responsible for EPWP training had a staff complement of 30 people who were divided into those at the provincial office who were 18 in number and those at the district office who were 12 in number. The two orgonograms below are for the provincial office and the district office and staff from the two offices shared the responsibility of monitoring the training of projects beneficiaries amongst themselves

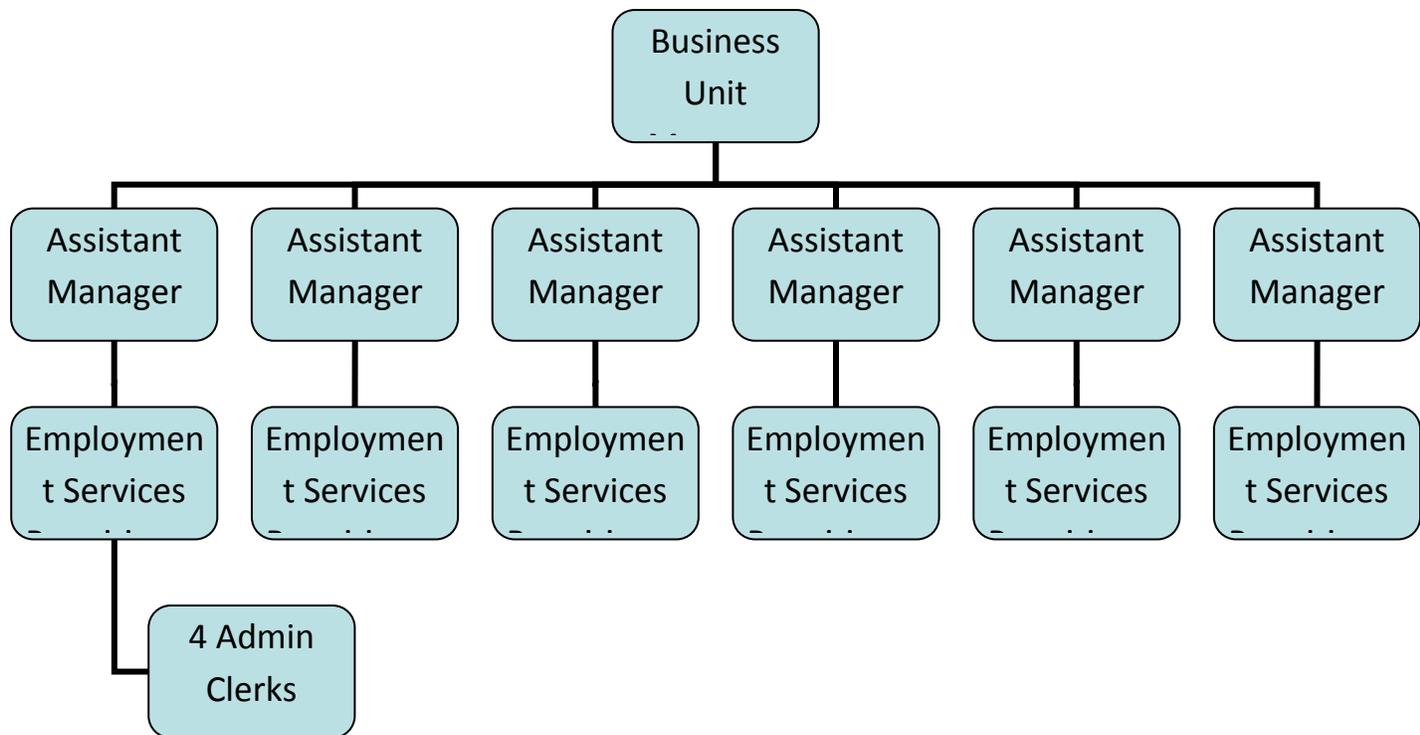


Figure 8 (Structure for Department of Labour Provincial Office)

The above organogram is for the provincial Department of Labour unit responsible for EPWP.

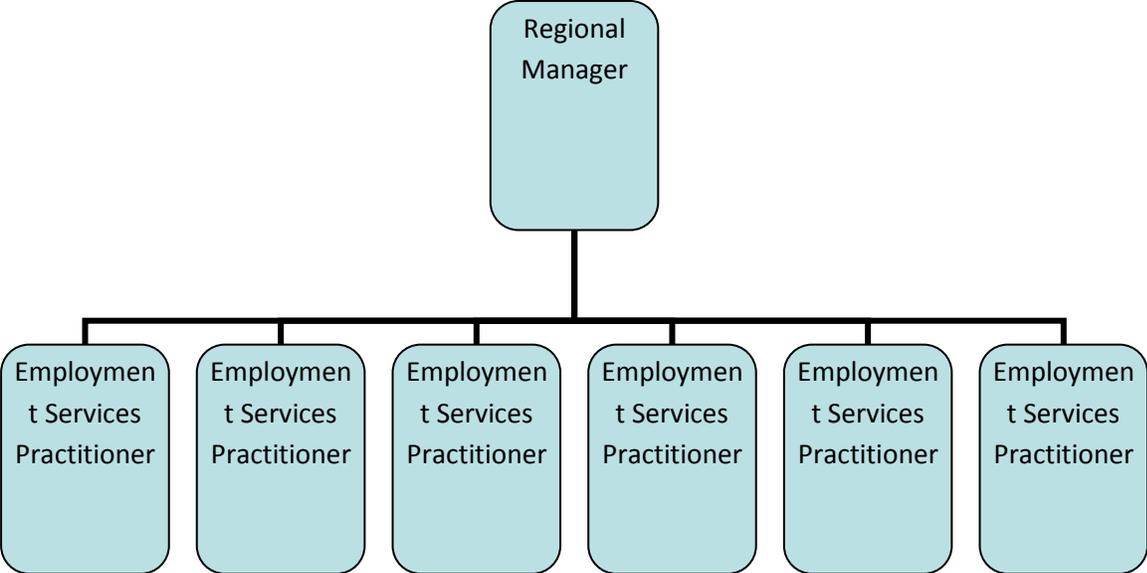


Figure 9.(Department of Labour Regional Unit for EPWP)

Greater Giyani Municipality technical unit including the Programme Management Unit had a staff complement of 4 people. See the diagram below which is for the Programme Management Unit structure which excludes the technical director as indicated.

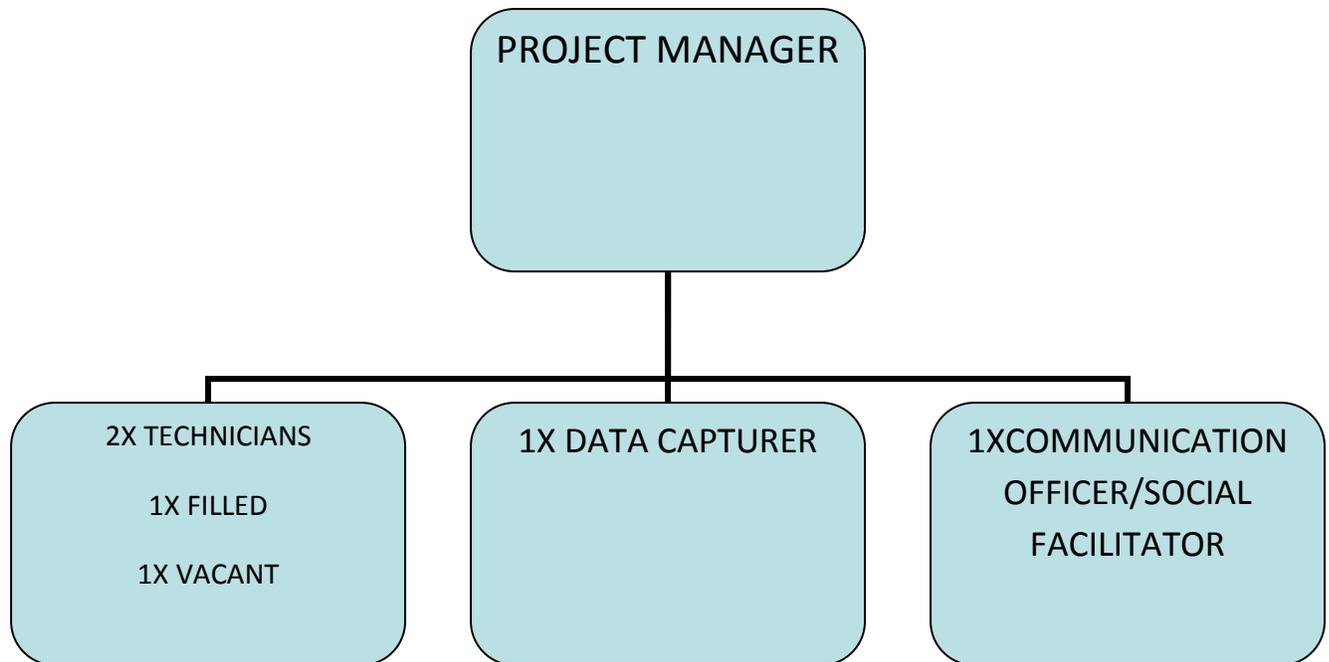


Figure 10.(Greater Giyani PMU Unit)

The overall total of the population to be researched was 243 which included the project beneficiaries, staff from the Department of Public Works as the programme co-coordinators, the Department of Labour and Greater Giyani Municipality Programme Management Unit staff as project implementers. The approved proposal indicated that the researcher would have three road projects to be researched together with the officials from the Department of Roads and Transport at the provincial level and district level, but the head of EPWP at the provincial level requested the researcher not to include roads projects because they did not do enough on EPWP roads projects to can

warrant any research. Because of that, roads projects using EPWP could not be researched and as such the number of the population to be researched went down.

The DPW as the main co-ordinator of the EPWP was answerable to issues of monitoring the quality of the implementation including issues of job creation and the training of beneficiaries as well as monitoring and evaluating the successes and failures of the programme in terms of the challenges experienced. The DOL was answerable to issues of training and capacity building to programme beneficiaries including the training modules offered and the successes and failures of the training initiatives.

The Greater Giyani Municipality Programme Management Unit were the actual implementers of the projects and were responsible for co-ordination of the projects on both the projects implementation and also the co-ordination of beneficiaries' training and were the ones who experienced firsthand, the field challenges on the implementation in terms of what was achievable and what was not achievable on EPWP implementation at the field level.

The project workers were the actual beneficiaries of the programme in terms of benefitting the work and earning income from projects while also benefitting capacity building through skills training and therefore information on their personal experiences was very valuable to the research because they were the ones to clarify whether the EPWP objectives were met or not as they were giving firsthand information on exactly what happened in the projects while they were still working.

3.5 Sampling Method

De Vos, Strydom, Fouche, and Delpont (2005) quoted Arkava and Lane (1983: 27) to have defined a sample as comprising elements of the population considered for actual inclusion in the study, or it can be viewed as a subset of measurements drawn from a population in which we are interested. This therefore means that we study the sample in

an effort to understand the population from which it was drawn and that helps us to understand and explain the facets of the population.

In the current research the researcher chose to use random sampling for his respondents or subjects, especially for the projects beneficiaries only. The above mentioned authors again quoted Kerlinger (1986:110) in defining random sampling who stated that random sampling is the method of drawing a sample or a portion of a population so that each member of the population has an equal chance of being selected as a subject in a particular study or research.

In the current research the researcher chose to use the random sampling method because it provided the EPWP beneficiaries with an equal chance of being selected as subjects for the study. The way he did it was that he consulted the Greater Giyani Municipality Programme Management Unit for a list of all EPWP beneficiaries with all names and contact numbers of project Community Liaison Officers (CLO) of those projects.

The CLOs assisted the researcher to call meetings of all projects beneficiaries in order for him to explain his research and to make a request to use them as his subjects for his study. The meetings were held and he managed to explain the issues indicated above. After the explanations he made small papers written in and *out* so that those that were to be subjects would select the papers written in and those that would not be subjects chose papers written out as the papers were mixed in a hat. Those that were written *in* were only six per project and the seventh respondent was the CLOs so that as projects labour supervisors they had all the information of what was happening on a daily basis to the workers or the beneficiaries and therefore their information was very valuable to the success of the research. It also needs to be noted that respondents from the electrification projects were not included in the samples due to the difficulty of accessing them and also the time constraints, but they were still counted in the overall population because their situation remained the same with the other programme beneficiaries.

For the other group of subjects, that is the two departments and the municipality officials the researcher used the dimensional sampling method. The authors mentioned in the

first paragraph of the sampling method and quoted Bailey (1994: 95) as defining the dimensional sampling as a form of sampling where the researcher specifies all the variables in the population that are of interest to the investigation and then sees to it that each dimension is represented by at least one case. In the current research this method was implemented as follows:

In the Department of Public Works the researcher selected managers responsible for training, co-ordination of municipal infrastructure and monitoring and evaluation. This is a deviation from what the researcher indicated in the research proposal which was that he would also interview the General Manager (GM), but his secretary indicated that the managers responsible would be able to provide the information he needed because the GM is a very busy person. Therefore, to insist on seeing him would delay the research as he was not available most of the time. Following the identification of the respondents to be interviewed the researcher wrote a letter to the provincial head of the department to request for official permission to conduct the research on EPWP as implemented by the provincial department. In the letter he indicated the officials he would like to interview in order to get answers to his research questions. The department responded in writing that they agreed to the request with the condition that the researcher would provide them with a copy of the research report so that they could use the findings and recommendations to improve the implementation of the programme. In the provincial Department of Labour, the researcher selected the training unit manager responsible for EPWP training co-ordination and the training co-ordinator who both represented the co-ordination as an area of interest and management and monitoring from the dimension of the management level. Again after the identification of the staff to be interviewed the researcher wrote an official letter to the head of department to request permission to conduct the research to the departmental staff that were responsible for EPWP training and he only got a verbal response that he could conduct the research.

At the Greater Giyani Municipality, the researcher selected the technical manager as the overall head of projects implemented in the municipality to get his view of the EPWP in terms of checking his familiarity with issues happening under him. The other official

selected was the project manager responsible for EPWP who was the actual co-ordinator of the projects including employments and training issues.

After the selection of the sample the researcher wrote an official letter to the Greater Giyani Municipal manager to request for permission to conduct the research on the staff members in the technical division where the PMU unit falls. The response he got was verbal that he was given the permission to do the research and it up to him to make individual appointments with the staff members he wanted to interview.

This was a deviation from what was indicated in the research proposal that the PMU manger would be selected as one of the subjects of the study, but the researcher decided against it because he interviewed the Technical director who had almost the same information with the PMU manager as the information he got from the technical director was more likely to be repeated. From the samples indicated in the above paragraphs the total sample for the population for the current study was 38 respondents out of a population of 243.

3.6 Data Collection

Terre Blanch, Durrheim and Painter (2006) defined data as representing bits of discrete information that can be extracted from their context and analyzed. It can also be seen as a collection of raw information used in research such as textbooks and images that should be analyzed to create results of a particular research. They went further to indicate that qualitative researchers want to make sense of feelings, experiences, social situations, or a phenomenon as they occur in the real world and therefore the researcher wanted to study them in their natural setting.

Data collection in the current research would therefore refer to the collection of information as mentioned above that would be extracted in a particular context and then analyzed with the purpose of answering the research questions. The unit of analysis as

the data collection was done by the researcher were individuals identified and described under the sampling method who were the projects' beneficiaries as the projects workers and the officials from Department of Public Works and the Department of Labour including officials from the Greater Giyani Municipality.

3.7 Data Collection Methods

Manly (1992) identified several methods of data collection used by researchers when doing research or doing surveys of human populations and they include the following:

The first method is personal interview which requires the interviewer to ask prepared questions to the respondents or the subjects of the study. The main advantage of the method is that people usually respond when asked a question by someone else. The second method is telephone interview where the interviewer phones the respondent to ask his/her research questions and get the answers directly from the respondent. The advantage of the method is that it is cheaper to the researcher in terms of saving the travel costs.

In the current research, the researcher chose to use personal interviews as his method of data collection where he developed and wrote questions that he used as his guides to ask respondents for answers as he collected the data for his research. The main reason for using personal interviews was that he was able to speak to his respondents face-to-face as a way of extracting his information and he was also able to follow up for more answers without limiting himself with the prepared questions. In that case he was able to extract more information which also reduced the chances of bias at the time of data analysis. He also used the telephone interviews as part of follow up strategy for information he could not get during the interviews.

The respondents were mostly in their natural settings in the sense that the EPWP projects beneficiaries were at their natural settings in their communities while the selected officials were at their work stations which is also more natural for them. That kind of setting provided them with an atmosphere of openness and freedom of expression. The majority (70%) of the interview questions were structured in such a way that they were open-ended in order to allow the respondents the latitude to freely express themselves. Only a few were closed questions.

Nachmias and Nachmias (1976) defined open-ended questions as those questions that do not force the respondent to adapt to preconceived answers where after understanding the intent of the question one can express his thoughts freely, spontaneously and in one's own way.

In all the interviews the researcher conducted, he did that after having developed questionnaires that he used as his guides. All the projects' beneficiaries had one set of questions, each manager at the Department of Public Works had his set of questions, the manager at the Department of Labour had her set of questions and her training coordinator also had her set. The same also applied at the Greater Giyani Municipality Programme Management Unit where the technical director had one set of questions while the project manager had a separate set of questions. Attached are a set of questionnaires used during the interviews for all the respondents mentioned above as annexures 1; 2; 3; 4; 5; 6;7; and 8

The researcher also used the telephone interview method for a few respondents especially those that were quoted by some departmental respondents where it was indicated that they could provide more information on some aspects of the research . The use of that method was advantageous to him because it provided the researcher with an opportunity for more information and it was cheaper as the travel costs were minimized.

3.8 Data Analysis

De Vos, Strydom, Fouche, and Delport (2005) defined data analysis as a the process of bringing order, structure and meaning to the mass of collected data by reducing the volume of raw information, sifting significance from trivia, identifying significant patterns and constructing a framework for communicating the essence of what the data reveals. The above authors went further to indicate that it is the process of searching for general statements about the relationships among categories of data which builds the grounded theory.

There are different methods of data analysis, but the researcher decided to explain the two methods below as the ones that feature most in data analysis. The first one is interpretive analysis which was defined by Geertz, (1973) as quoted by Blanche, , Durrheim, and Kelly (2006) as the method that requires the researcher to stay close to the data in order to interpret it from the position of empathic understanding whose purpose is to provide thick descriptions through the description of the characteristics, processes, transactions, and contexts that constitute the phenomenon being studied, couched in language not alien to the phenomenon as well as an account of the researcher's role in constructing the description.

The second method of data analysis is the content analysis which was defined by Babbie, (2005) as the study of recorded human communications and is the way to answer the classic question of communication research like who says what, to whom, why, how, and with what effect? In the current research the researcher decided to use the content analysis method to analyze the data as a means to transform the information he had at his disposal to answer the original research question. The reason for deciding to use the content analysis of the data collected was because the method provides the researcher with an opportunity to analyze the information provided by respondents in terms of the way they answered questions like what, to whom, why, how and with what effects.

The researcher decided to use the interpretive data analysis method because he wanted to use the responses he got from respondents to make a thorough description of the characteristics, the processes and the context of the phenomenon of poverty and unemployment of the former beneficiaries of the EPWP which at the end should provide guidance to conclusive answers to the research questions that the researcher has already indicated in the literature review. The researcher therefore applied the two methods to analyze the data in order to answer the detailed research questions.

3.9 Limitations of the Study

The researcher encountered several obstacles during the study which at the end can be described as the limitations of the study because in some cases he was forced to divert from his original plan as described in the research proposal and these include the following:

First, the researcher intended to include two projects that were implemented by the Department of Roads and Transport in the Greater Giyani Municipality but he was forced to leave them out because the responsible manager at the provincial office felt they did not implement the projects according to the principles laid down by the government on how EPWP projects are to be implemented. That in itself reduced the scope of the research which also contributed to a slight reduction on the weight of the generalization of the results of the study.

Secondly, the beneficiaries of the two electrification projects of Thomo/Makoxa and Nkuri/Ximawusa had to be left out for interview purposes because they did not have contact telephone numbers and their former Community Liaison Officers were working in Gauteng. This also contributed to a reduction of the number of beneficiaries to be interviewed and subsequently also slightly reduced the weight of the generalization of the results of the study.

Thirdly, the time factor in arranging and selecting the interview subjects was also very limited as the university provided the students very little time to work on these issues with very strict deadlines. That in itself is also contributed to the weight of the reduction of generalizing the results. Fourthly, the researcher experienced a very serious problem of the cancellations and postponement of interview schedules with the respondents which was prevalent in the Department of Public Works, Department of Labour and municipal officials. This was a problem because that reduced the researcher's time to collect the data and to have enough time to analyze it as he had to ensure that all necessary aspects of the data received had been thoroughly scrutinized and evaluated.

Fifthly, the red-tapes and unavailability of the General Manager (GM) EPWP of the Department of Public Works also turned out to be a limitation. This is a slight deviation from the research proposal and the fact that he could not interview the head of the unit also reduced the weight of the research results' generalization. The sixth limitation was the failure of some heads of units to have information requested by the researcher on some aspects of the research especially the Department of Public Works which made it difficult for the researcher to make clear conclusions on those aspects.

3.9 Summary

The issues clarified above have clarified the research design with all its aspects including the study area, the population, the research sample and sampling method, data collection and its method. The researcher then managed to collect the data and through that experience he was able to identify the issues that are becoming limitations to the study. With the data having been collected, the next step for the researcher was to start with data analysis which would enable him to create a platform for making a presentation of his findings.

CHAPTER FOUR: PRESENTATION AND INTERPRETATION OF THE RESEARCH RESULTS

4.1 Introduction

The chapter hereunder, focused on explaining the research results after the respondents were interviewed and also to interpret them in an effort to answer the research questions that the researcher indicated in details in chapter two under literature review. The presentation of the research followed the framework for evaluation of the Expanded Public Works Programme that was developed by Dr M Altman in 2004, which has been developed to evaluate the success of EPWP in meeting the objectives as initially set out by the government when it was initiated. The framework is based on the following objectives and their measures:

First, is the objective of creating short-term job opportunities where the measure is the number of job opportunities and the duration of those opportunities.

Second, is the objective of skills development for the EPWP beneficiaries and the measure is the nature and quality of the training provided and the extent to which it enhances the employability of the beneficiaries and the income generating capacity to the beneficiaries.

Third, is the objective of long-term job opportunities through self-employment and absorption somewhere in the job market? The measure for evaluating the objective is the proportion of beneficiaries that find employment or become self-employed once they exit the programme.

The reason for adopting the above framework is because EPWP is a government programme that was aimed at job creation with an element of skills training as a means to ensure that beneficiaries become employable in other sectors of the job market once they exit the programme and in that way the spiral of poverty is cut off and the

beneficiaries' standard of living is maintained without going down due to unemployment again after benefiting from the short-term jobs.

The presentation of the research results in line with framework above has also been linked with the researcher's research questions and also what previous researches said in relation to the framework as the literature was also used to answer some of the questions. This is because the data gathered offers answers to what is presently happening in the real situation in relation to the subject.

4.2 The Presentation of the Results

The presentation of the research results has been structured in the manner of following the research questions and they were as follows:

4.2.1 Does DPW have a programme in place to sensitize South African community on EPWP as a job creation programme with its principles clearly explained?

This question was more relevant to be answered by respondents from the Greater Giyani Municipality as the programme implementing body, DPW as the programme coordinator and programme beneficiaries as the recipients of the programme benefits. The question was referring to information dissemination to beneficiaries and their communities, including those that are not yet benefitting from EPWP.

The respondents from DPW agreed that information dissemination to benefitting communities did not go as per the operational guidelines, due to several factors and this includes the period from 2004 to 2009. DPW respondents cited their constraints to regularly visit projects as being the restriction on traveling, where they were allowed to visit two projects a week and with the vastness of the province it becomes difficult to visit every project. Resultantly, with most projects averaging duration of 5 months, it was possible that some projects were not visited. To be noted again, was that the municipal

co-ordination unit had an officer for each District Municipality area although they have been placed at the provincial office.

The respondent from Greater Giyani Municipality could not answer for the period from 2004 to 2008, as she was still new but she agreed that projects communication was done by ward councilors and as a result, information on EPWP and its operational principles was not clearly explained to communities.

The programme beneficiaries as the respondents from communities responded to the question by indicating that projects briefings were done by ward councilors in four out of five projects and as such important information like making beneficiaries aware that they were working under the EPWP programme and were entitled to training before the end of their employment in the programme was not disseminated to them.

4.2.2 What was the extent of the programme communication and clarification between programme managers and beneficiaries?

This question was to be answered by the GGM respondents and programme beneficiaries to determine whether there was a flow of information between those implementing the programme and those that were benefiting. DOL also had to respond on their observation of how training of beneficiaries were arranged in terms of whether issues of training were clearly explained to beneficiaries,

The responses from beneficiaries in the five projects in the Giyani area was as follows: it was only at Mninginisi where issues of the programme offering short-term employment and training were clarified and done at the beginning, at Kheto Bridge, Rivala and Giyani Section 'A' these issues were clarified later and not all beneficiaries were informed. Again, at Mashabele the project was just mentioned for job creation with no mention of training.

With GGM, it was just an acknowledgement that some issues were not communicated to the beneficiaries and that being caused by the workload on the few staff available to co-ordinate the implementation of the projects.

The DOL came to a conclusion that EPWP beneficiaries coming for training were not well informed of the importance of the training because some would just decide to absent themselves from the training without credible reasons, while others would just send relatives to attend on their behalf on some of the days

4.2.3 To what extent do EPWP projects create jobs?

This question was mostly directed to the EPWP monitoring and evaluation unit at DPW because they are responsible for monitoring the programme in terms of checking whether the targets for job creation are being reached. The respondent from DPW on this issue was the head of the Monitoring and evaluation unit, and his response on the matter was that since 2004 to 2009 the targets for short-term job creation were being reached in the province.

4.2.4 What are the causes of the re-occurrence the state of unemployment of beneficiaries of the programme after their work created by the programme?

This question was relevant to be answered by the DOL as the main co-ordinators of the training the respondents from DPW as the programme co-ordinators and the respondents from the Greater Giyani Municipality as the programme implementing body that was targeted by the researcher.

The DOL responses indicated that the main cause to the re-occurrence of unemployment for EPWP beneficiaries was that the majority of beneficiaries of the programme did not receive skills training, of those who received the training only 5% in the province received accredited training and while the rest of those who received the

training only received the non-accredited training. That therefore made them less prepared to face the labour market after exiting the programme.

The DPW responses indicated an acknowledgement that some programme beneficiaries did not receive the training for skills development as a means to prepare them for employment in other sectors of the job market. According to them the main cause was poor co-ordination between the department and the municipality. A surprise on training of beneficiaries was received by the researcher from DPW respondents that training of beneficiaries in phase two will no longer be compulsory and no clear reasons were put forward

From the Greater Giyani Municipality the responses indicated that yes, most of the beneficiaries were not prepared by the system for further employment in the job market as most of them did not receive the training and also those who received the training only received the non-accredited training on project management and life skills

4.2.5 What are the strengths and weaknesses of the current monitoring and evaluation of the programme to ensure the achievement of the programme objectives?

This question was directed to be answered by the beneficiaries as means to allow the determination of whether they received the benefits of the programme, then the respondents from DPW, who are responsible for monitoring the programme, and GGM respondents who are responsible for co-ordinating the implementation at the local level.

The responses from beneficiaries indicated that in the three projects where training took place only 28 beneficiaries out of 94 were trained and they only make 29% of their population of 94 and is only 14.89% of the overall beneficiaries population which is 188 for the five projects where those that were not trained are 160 which makes 85.11%.

See the attached table and pie chart that explain how the training for the projects in the Greater Giyani Municipality happened.

	Number	Percentage
Trained	28	14.89%
Not trained	160	85.11%
Total	188	

Table 1. (Trained beneficiaries in Greater Giyani Municipality)

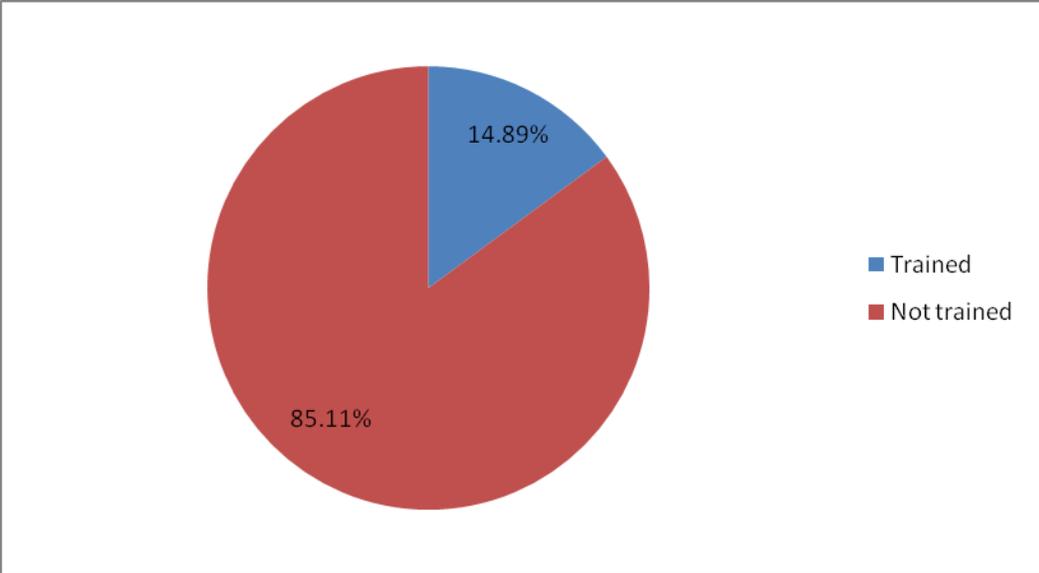


Figure 11(Pie Chart for trained beneficiaries in Greater Giyani)

From the GGM responses indicated that not enough was done by DPW, in terms of monitoring and evaluation because the only contacts between the two institutions was through meetings where projects progress were discussed and also through reporting. No whistle blowing was done by DPW because their officials were not playing their part in terms of co-ordinating the training.

From DPW, the responses were that not enough was done to monitor projects by implementing bodies to ensure that jobs are created while the element of training is carried out as a requirement of the programme and much reliance was on the reports provided by the implementing bodies. This happened despite the fact that DPW had officials dedicated to do co-ordination with municipalities as the implementing bodies and these officials complained about staff shortage and restrictions on travelling by the department's management.

4.2.6 How was the credibility of the training in terms of the quality and capacity skills training programmes provided to the beneficiaries?

This question was directed to be answered by DOL because they were responsible for appointing training providers, DPW as they were responsible for co-ordinating with implementing bodies on the type of training to be done to beneficiaries, GGM responsible for co-ordinating with DPW on the type of training to be done to beneficiaries and the beneficiaries' respondents were the receivers of the training.

The responses were as follows: DOL respondents felt that the quality of the training they co-ordinated and monitored were mostly lower in quality because only 5% of the training they co-ordinated in whole province was accredited while the other 95% were non-accredited due to none review of the courses to link the with the current NQF levels. The DOL respondents felt the programme planners need to a serious review by DPW, DOL and the relevant SETA as a means to ensure that skills training for programme beneficiaries are done to benefit them as a way of achieving the programme objectives because the issue of accreditation is also very critical. The phase two of the programme has taken out the National Skills Fund administration from DOL

to the Department of Higher Education and the current proposal is that skills training be done at FET Colleges.

The DPW respondents indicated that the training received by most beneficiaries was of poor quality as there were no accreditations for most of them. In 2008/2009 they had an intake of EPWP beneficiaries doing learner ships for 12 months who were being prepared to be small contractors which were being accredited at National Qualification Framework (NQF) level 2 and 3 focusing on multiple skills like bricklaying and plastering, but this happened in other municipalities in the province not in the GGM. Another thing that came out on the issue of skills training was that in phase two of the programme training will no longer be compulsory and implementing bodies would decide in terms of the need on the type of project there is a need to review the skills training programme so that it can be structured in a manner that would enable the beneficiaries to receive accredited training.

The GGM respondents indicated that the quality of the training received by the beneficiaries was low because they only provided a small budget for training of EPWP beneficiaries as a means to augment the allocation from DOL's National Skills Fund which did not work for their beneficiaries' due to co-ordination problems with DPW. The budget they set aside for training was enough to do minor skills like life skills that focused on HIV/AIDS issues and project management crash course that were inappropriate for people who need skills to work for a living.

The responses from the beneficiaries indicated that up to 90% of the beneficiaries who received the training indicated that they did not feel those skills would be of much assistance for them to get jobs in the job market after exiting the programme because they felt they were not skills that were in demand.

4.2.7 What is the status of the exit strategy for EPWP beneficiaries in terms of preparing them for getting employment after exiting the programme?

This question was intended to be answered by respondents from DPW as they were responsible for co-ordinating the whole programme and as such had to ensure that the programme objectives are achieved. The programme beneficiaries were also to respond because they were the recipients of the programme benefits.

The responses DPW on the issue of whether the department has an exit strategy in place to prepare beneficiaries for job hunting in the job market was that the department does not have such a strategy and that meant when they finish the programme they were not conscientised on what to expect when they exit the programme. They did indicate that for phase two implementing bodies have already been requested to develop them and submit to DPW, but no due date was set for them to submit.

The responses on the question on the side of beneficiaries was that they were only told their jobs will end on a particular day and nothing more and that just confirmed that there was nothing arranged from the side of the programme co-ordinators and implementing body.

4.2.8 What are the aftercare strategies for EPWP beneficiaries and how effective are they for those that exited the programme?

This question was intended to be responded to by DPW and the programme beneficiaries. In answer to the question the respondents from DPW indicated that the department did not have any after care strategy for EPWP beneficiaries and as such when they exited the programme that was the end of their engagement. In line with the issue of aftercare was the issue of whether there were plans to redress the implementation problems like lack of training and aftercare and it was just indicated that there were no plans in place to address those issues.

On the side of the beneficiaries the responses received by the researcher indicated that since the termination of their employment, no contacts were done to them to check how they were doing after the programme in terms of whether they were able to use the

skills they learned at the programme to find other jobs or to use them for self employment.

4.2.9 What were the challenges and constraints experienced by programme implementers and co-ordinators that made it difficult to ensure employment sustainability for beneficiaries?

This question was directed to be answered by DPW as the programme co-ordinators, DOL as the training co-ordinators in phase one, and GGM as the programme implementers at the local level. The responses from DPW indicated the challenges to include the non-accreditation of skills training courses offered during phase 1, reluctance by beneficiaries to learn during the training, few training providers with accreditation in the province and in phase 2 the long process of confirming training applications which takes up to six months. The other challenge experienced by DPW was also the few staff members to co-ordinate with municipalities and implementing departments to ensure the programme implementation is done according to laid down principles and projects are visited as a means to ensure what is reported in reports is what is actually happening on site.

The lack of training budget that is controlled by DPW provincial office, reporting being controlled by DPW national office who also prescribed the reporting format, DPW national office and National Treasury were supposed to force implementing bodies to set aside 10% of projects capital budget for training of beneficiaries but that is not happening and this is a policy gap as it is, implementing bodies are not monitored on how much they are allocating for training, and the last challenge for DPW was that DPW provincially has less powers than the national office and sometimes both find themselves attending to the same issues at the local level without clarity of roles.

The responses from DOL indicated the following as challenges that contributed to lack of employment sustainability for the programme beneficiaries, that is, that beneficiaries were not consulted when DPW and implementing bodies were preparing for training which was demonstrated by trainees absenting themselves with poor reasons or sending relatives to represent them, poor co-ordination between DOL, DPW and implementing bodies where the list of trainees would indicate 100 but only 50 turn-up and DOL would insist on paying for the 50 that turned-up. DPW needed quick approvals of training which worked against DOL procurement procedures, on synchronization between the time of project commencement and training of trainees, and communication between DPW and contractors because some contractors refused to release workers for training. Some managers within DPW provincial office feel that DPW national office is treating the issue of training as a secondary issue.

The responses from GGM on the issue of challenges and constraints indicated that there is poor co-ordination between DOL and GGM in terms of programme requirements on what need to be done in projects and also DPW was not playing its part on co-ordinating the training of beneficiaries because municipalities were sending training applications and needs to DPW but no responses were received back until the projects construction was finished.

4.3 Interpretation of the Results

The interpretation of the research results is basically the process of bringing order, structure and meaning to the research results which also involve constructing a framework for communicating the essence of what the data or the result reveal. As indicated in the research methodology, the researcher indicated that he would use the content analysis method to analyze his research results as he tries to answer the original research questions in terms of answering questions like what and how. The

content analysis will also be mixed with the interpretive method, where he would use the responses from respondents to describe the characteristics and context of the persistence of unemployment of EPWP beneficiaries after they exited the programme. The interpretation of the results was done in the following manner by the researcher:

4.3.1 Community sensitization on EPWP

The response from DPW was that they could not do it to the full extent in the current benefiting communities, due to travelling restrictions on the officials and few staff having the responsibility to do the task. The Limpopo EPWP operational manual talks about DPW and implementing bodies having a responsibility to create awareness to communities about the EPWP and its operational principles. The viewpoint of the researcher is that information dissemination should have been done properly to benefitting communities, but that has not been the case because the respondents who were EPWP beneficiaries all indicated that no official from DPW ever visited them to clarify the projects issues and as such most did not know that their projects were EPWP. Some of them did not even know that they were supposed to have had skills training, as a means to prepare them for employment after exiting the programme. This happened despite the fact that the Limpopo EPWP operations manual clearly talks about conducting awareness to communities to sensitize people about EPWP.

In municipalities like GGM, projects briefing was mostly done by ward councilors who were mostly not well informed about the programmes and the respondents from GGM cited staff nonavailability as the reason for not doing it. These sentiments then calls into question the commitment of the management of implanting bodies and the co-ordinating department because if their monitoring of the programme was strong those issues could have been picked up and corrected. After interviewing both respondents and implementers, the researcher came to the conclusion that the projects information was

not properly communicated to communities and beneficiaries and this is one gap contributing to the failure of the programme because if beneficiaries were well informed about the projects, they would hold officials accountable if they did not carry out the promises they made.

4.3.2 Programme communication and clarification between programme managers and beneficiaries.

As indicated in the presentation of the results, it was only at Mningininsi that issues of the programme offering short-term employment and training was done at the beginning of the project while at Kheto Bridge, Rivala and Giyani section 'A' the issues were clarified later and not all beneficiaries were informed and at Mashabele the beneficiaries knew the project as being started for job creation purposes not as EPWP and no mention was made on the training aspect. GGM respondents did acknowledge the problem but blamed it on the lack of staff as the reason.

Again the evidence above can be interpreted as meaning that there are loose ends in the system in terms of the communication of projects' information to the beneficiaries and it may be difficult to point a finger to one stakeholder as both the implementing body who is GGM and the co-ordinator who is DPW can be seen as not doing enough to ensure there is a free flow of information between them and beneficiaries.

4.3.3 The extent to which EPWP projects create jobs

The response on the issue was from DPW that since 2004 to 2009 targets for short-term job creation were being reached. This concurs with the many researches done to

determine the extent to which EPWP or LIC projects contribute to job creation including the one done by McCutcheone (1995) in Botswana and Kenya where their findings clearly indicated that these programmes contributed to short-term job creation. In the current research all the beneficiaries appreciated the efforts of the South African government aimed at job creation because their involvement reduced the level of poverty in the families of the beneficiaries for those few months.

4.3.4 Causes of the re-occurrence of unemployment for former programme beneficiaries

The responses on the issue were from DPW, DOL and GGM and they all agreed that lack of skills training for most beneficiaries and the non-accredited training received by some of the beneficiaries were the main causes of the re-occurrence of unemployment for the former EPWP beneficiaries. This issue raises the question of whether the government was ready to start the massive programme which has been allocated millions of rands without a clear policy on the training of beneficiaries because the issue of training has not been properly monitored, budgeted for nor had clear policy on how it should be done. To make matters worse, DPW indicated to the researcher that DPW had taken a decision that in phase two training of beneficiaries would no longer be compulsory and would be done if the implementing body felt it would be necessary.

With this kind of information, the researcher interprets the lack of training policy from the government side as meaning that government does not want to take a lead in the running of the programme because they could take a lead in ensuring that all the implementing bodies operate the programme in terms of one policy. Again, making the training of beneficiaries no longer compulsory in phase two is simply a move away from ensuring that the beneficiaries become employable when they exit the programme because it simply means that very few will be trained while the majority of the beneficiaries would exit the programme to go and be unemployed again.

4.3.5 Strengths and the weaknesses of the monitoring and evaluation system of the programme.

The respondents on the issue were GGM and DPW where GGM respondents blamed DPW for neglecting the issue of training because at the end GGM only budgeted money to augment what DOL was to use for training of beneficiaries and as a result only 14, 89% of beneficiaries in the GGM projects were only trained while the rest of them who made up 85, 11% did not receive the training. The interpretation of the researcher on this issue is that the monitoring system of DPW is weak because that could have been picked up in the monthly reports and get corrected. If it were not weak and had been identified then there people within the DPW EPWP Unit who were not doing their job or the allegation from one of the officials from the unit that training was treated as a secondary issue would be true. If it were true that it was being treated as a secondary issue then the national crisis of unemployment cannot be halved in 2014 and it will remain a dream to the government.

4.3.6 The credibility of the training in terms of quality and capacity to prepare beneficiaries for employment after exiting the programme

The respondents were from DOL, GGM and DPW and the responses from the three of them were in agreement that the quality of training was of low standard because according to DOL only 5% of trainees in the whole province received accredited training while all the other 95% received non-accredited training. DOL also made a confession that the quality of training was inferior to the extent that it did not prepare them for employment after exiting the programme and the low quality was due to the fact that those courses had not been reviewed to be linked with the NQF levels. Another issue of serious concern is the transfer of the NSF to the Department of Higher Education.

The two issues raised show lack of clear direction on the issue of skills development and this then calls for an urgent review and development of a national skills policy by DOL, DPW and DOHE to align and chart a common way forward on skills development that would also include EPWP skills training. McGrath (2005) has already researched the issue of a lack of clear policy on skills development and proved it to be lacking in the country and as such it implies that the need is very urgent and government must urgently take a lead on the issue.

The following table

	Percentage	
Accredited Skills Trained	5%	
Non-Accredited Skills trained	95%	
Total	100%	

Table 2 (Table for trained beneficiaries in the Province)

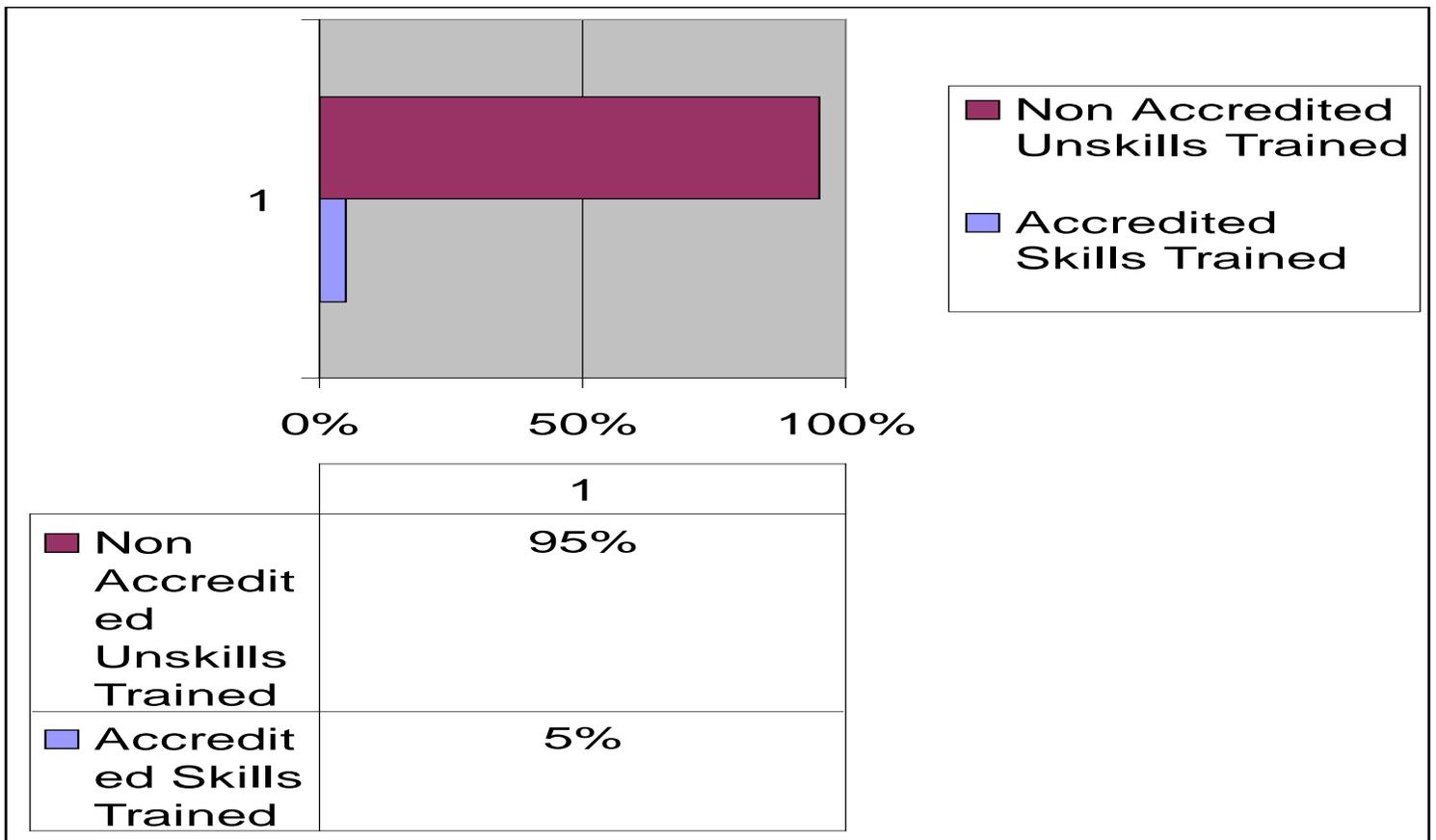


Figure12 (Graph of trained beneficiaries in the Province)

Again the issue of engaging EPWP beneficiaries in learnership programmes needs to be commended as it is the way to develop MSEs although in the current research area no project beneficiaries benefitted from the programme. This therefore means that there is a need to expand the programme to cover all municipal areas in South Africa.

4.3.7 Status of the exit strategy for EPWP beneficiaries to prepare for their employment after exiting the programme.

The response from DPW was that for phase one there was no exit strategy for EPWP beneficiaries but for phase two implementing bodies had been requested to develop and submit to DPW as the co-ordinating body. The move on the issue is commended as a positive move although it would have carried more weight if DPW could have convened a summit of implementing bodies to develop general guidelines on the EPWP exit strategy.

4.3.8 The effectiveness of aftercare strategies for EPWP beneficiaries

The respondents were from DPW and the response was that there were no aftercare strategies in place, nor were there plans to redress the issues not done to beneficiaries. The impression created by the lack of aftercare strategies is that although the EPWP is a national job creation programme DPW management, whether at national or provincial level, did not seem to take the programme seriously because if the provision of short-term jobs was to be accompanied by skills training to ensure the sustainability of employment for beneficiaries then it was supposed to be taken as extremely very important. This is because it does not make enough sense for programme implementers to train people and leave them to fend for themselves without following them up to check how they are doing.

4.3.9 Challenges and constraints experienced by programme managers in ensuring beneficiaries employment sustainability

The challenges mentioned by DPW include few staff members co-ordinating the programme with municipalities and restrictions on travelling for DPW officials to visit and monitor projects. The impression created by these challenges create questions like whether the department does take the unit seriously because if that were the case they

would create and fill posts for people to do the work and also try to keep a balance between monitoring of projects and travelling by officials.

Another issue is the policy on the training budget. For now there is no clear authority on skills development because this calls for a joint policy between DPW and the National Treasury to force implementing bodies to put aside at least an amount of not less than 10% of the projects' budget for training of EPWP beneficiaries.

Another serious issue that came out in the responses is that of implementing bodies not adhering to EPWP implementation principles and the case in point here is monitoring of the implementation by implementing bodies that have been weak. This has already been indicated as a problem of the shortage of staff, but there is a need for some seriousness because it appears there is no commitment in terms of monitoring the implementation

The challenges mentioned by DOL include trainees absenting themselves during training and some sending relatives to training which is a clear sign of lack of training preparation and information to beneficiaries. This is more a communication problem between programme managers and beneficiaries. DOL also raised the problem of lack of synchronization of training in terms of starting the project and starting the training. Although DOL may be out of the skills training, the DOHE may experience the same problems experienced by DOL in their interactions with DPW. Another challenge is the co-ordination between DOL and implementing bodies that needs serious improvement and urgently so especially in phase two.

4.4 Summary

From the chapter above it is clear that the EPWP programme implementation in the Limpopo Province in the first phase has been implemented partly successfully while the other part was unsuccessful due to the many problems and constraints experienced during the period. The most successful part has been the short term job creation part while the unsuccessful part has been the skills development part where in the province only 5% of beneficiaries received accredited training and 95% of those who trained received non-accredited training. The 95% talked about here only talk of those that received the training, but of all the programme beneficiaries the number could be more than half who did not receive the training as shown by the Greater Giyani Municipality case where out of a total of five projects where beneficiaries were interviewed only 15% of a total of 188 beneficiaries received the training and all of it being non-accredited.

This clearly shows that phase one of the programme had more problems than good because it means almost all the EPWP beneficiaries could be declared as not having been prepared enough for sustainable employment after exiting the programme as all the evidence accumulated in the current research points to that direction.

CHAPTER FIVE: CONCLUSIONS, RECOMMENDATIONS AND IMPLICATIONS

5.1 Introduction

This is the last chapter of the research report and it focuses on the concluding remarks in terms of the findings of the research which would be followed by explanations of the recommendations that the researcher feels need to be taken into consideration by the EPWP co-coordinating department and the various government implementing bodies. In the case of the infrastructure projects, implementation of the recommendations will be directed at the Department of Public Works, the Greater Giyani Local Municipality, the Department of Labour although they are no longer responsible for co-ordinating the training of EPWP beneficiaries and the National Skills Fund which was funding the EPWP training.

5.2 Concluding Remarks

The evidence provided in the research results presented above shows that not enough has been done to sensitize communities about the EPWP programme to the Limpopo communities in the phase one of the programme. The unfortunate part as one of the findings of the research conducted in the Greater Giyani Municipality is that even communities that had EPWP projects and also the programme beneficiaries themselves did not know their projects were under EPWP. Most did not even know the meaning of EPWP and the researcher had to explain to the lucky few who happened to be the respondents.

Another issue of concern that the current research found was the lack of flow of information between the programme managers and the beneficiaries. The projects

themselves were well structured because there were project steering committees and CLOs to facilitate the flow of information between project managers and the beneficiaries, but that has not been the case. It does not make sense for issues of training to be explained to few workers while the majority knew about it from rumours that their colleagues had been trained and yet they were all reporting to work on a daily basis.

On the issue of the programme assisting with the creation of short-term jobs, this has been the highlight of the programme and has been successful in all the projects although the numbers of workers needed in projects were lower than the initial numbers given in community meetings where the projects were introduced.

From the evidence as presented in the research results, it is clear that the finding of the current research on the course of the re-occurrence of a state of unemployment for former EPWP beneficiaries is twofold; First, it is the lack of skills training for beneficiaries and secondly, lack of accredited skills training for the beneficiaries as a means of preparing them access to other job opportunities or to enable them to start their own small enterprises after exiting the programme. In the GGM projects only 15% received the training which was not accredited and no one from the listed projects was lucky to be included in the group that benefitted from the EPWP learnership programme reported by DPW Limpopo for 2008/2009. Therefore the beneficiaries from GGM area were more disadvantaged.

On the issue of monitoring and evaluation, the finding of the current research is that the DPW EPWP monitoring system is weak because training of beneficiaries in phase one of the programme was supposed to be one of the pillars of equal importance to job creation. But from DPW as the co-coordinating department, it seems nobody cared whether it was taking place or not. Despite the accusations between GGM and DPW in terms of who did not do what, at least DPW should have come closer to GGM to check if it was happening. The evidence at hand suggests that DPW depended only on reports submitted monthly.

On the issue of the quality of training, all the affected stakeholders agreed on one thing that the non-accredited training provided to EPWP beneficiaries was inferior in quality and did not prepare the beneficiaries enough to be employable in the job market after exiting the programme. There is still little information on how the DOHE intends to accommodate EPWP beneficiaries in their administration of the National Skills Fund that was funding the skills training of EPWP beneficiaries. Because of this, there is an urgent need for DOHE, DPW and the National Treasury to meet soon to develop a joint policy on how skills training would be done moving forward and to include EPWP beneficiaries.

On the issue of an exit strategy for EPWP beneficiaries it is the finding of the current research that phase one of the programme did not have one, but DPW needs to be commended for realizing the need and having agreed with the implementing bodies to develop and submit them to DPW as the co-coordinating body. The approach taken by DPW seems not complete because a common approach should have been done in terms of developing joint guidelines.

Another important finding of the current research is that phase one of the programme did not have aftercare strategy in place in the whole province including the GGM area. The EPWP has been a programme of national importance as a job creation vehicle and it is surprising how the planners missed the point of developing strategies for aftercare of beneficiaries. This point appears to be still missing even in the second phase and the main concern is that you cannot bear a child and leave him to fend for himself. You need to take care of him until he is able to stand on his own.

5.3 Recommendations of the Study

The recommendations that the researcher feels need to be considered are the following:

5.3.1 The Department of Public Works as the co-ordinating department needs to take a lead to conduct regular awareness campaigns to communities and the programme beneficiaries on what EPWP means, its principles and conditions in line with the recommendations of the provincial business plan of May 2007. This then requires the department to strengthen the community liaison unit to ensure that all the affected projects are visited to check and ensure that they meet the requirements and conditions of the programme by also doing awareness in communities that do not have those projects.

In line with the recommendation of the above mentioned BP, awareness can also be done through workshops and seminars to the affected stakeholders. The awareness creation will also need the department to work closely with its implementing bodies to make sure that the affected communities are well informed of the programme.

5.3.2 At the local level, especially the municipal level, there are inconsistencies with regard to providing communities with the project information where ward councilors and municipal officials give the same information to communities. The problem arises when councilors do not provide full information especially in cases where they do it in the absence of officials. The same problem also occurs with the municipal officials who are supposed to have more information than the councilors. The recommendation with regard to this issue is that the municipal officials should be the ones to give communities the information although they need the support of the councilors and this needs the municipal management, the municipal manager and his management team and the mayor and his executive committee to sit and agree on how to work together.

5.3.3 On the issue of providing programme information including the programme principles and conditions, the recommendation in that regard is that before the start of the projects communities and beneficiaries need to be informed very clearly that the projects are of a short-term nature and are coupled with training as a means to equip the beneficiaries with skills that would help them to be employable in the job market.

The majority of the EPWP beneficiaries in the Greater Giyani Municipality projects were not told about the requirement for them to be trained as EPWP beneficiaries.

5.3.4 On the issue of the modules of training offered, there was a problem of beneficiaries not provided with an opportunity to choose the modules they would like to train on because in all the projects the beneficiaries' trainees were just told what they would train on without any choice. The recommendation here is that the Department of Public Works and the municipalities need to strengthen the co-ordination of beneficiaries training needs assessments and that should be done in the financial year before the start of the training to allow for approvals of the training requests.

5.3.5 According to the Department of Labour, only 5% of EPWP beneficiaries in the past five years received accredited training while the other 95% received non-accredited training and the Department of Labour indicated they had already made proposals to the Sector Education and Training Authority that all the courses be changed and be accredited. In line with the action taken by the Department of Labour is the fact that EPWP skills development is now done by the Department of Higher Education and that will be fine. But the issue here is that this new arrangement has not been tested to see if it works. It is therefore recommended that the Department of Public Works initiate meetings with the Department of Higher Education to clarify the issue because it also needs to be taken into consideration that most of those EPWP beneficiaries are adults who are illiterate and that would also mean the introduction of ABET training together with the skills training. This situation needs to be verified as a matter of urgency in order to avoid training problems experienced in the past so that at the end, the beneficiaries receive all the benefits that are due to them.

5.3.6 Still on the issue of meetings between the Department of Higher Education, the Department of Public Works and the National Treasury to clarify the new arrangements for training the EPWP beneficiaries, the researcher also recommends that the Department of Public Works involve the Department of Labour in the meetings so that the latter could offer strategic guidance using their vast experience on the training of EPWP beneficiaries during the first phase. These meetings should end up with the development of a joint policy on training which should also look at the possibility of forcing implementing bodies to set aside at least 10% of the projects budget for training of beneficiaries.

5.3.7 In the first phase the district co-coordinators at DPW failed to make project site visits for information dissemination and regular site meetings on projects progress citing the problem of lack of staff to carry out the activities. The researcher therefore recommends that the Department of Public Works take urgent steps to create more posts for municipal and departmental coordination with the view to improve the coordination and communication with them.

5.3.8 Also in line with the issue of few municipal co-coordinators is the problem of restriction on kilometers travelled per week that is imposed on the officials by the Department of Public Works where the reason was not very clear during the time of data gathering. The researcher then recommends that the Department should relax the restrictions and allow the officials to travel to projects at least three times a week while at the same time making it mandatory that each project be visited at least once every month to ensure that all projects have been visited and are verified as meeting all the reporting requirements and their communities have full knowledge and information on what EPWP mean and its conditions for implementation.

5.3.9 Another important issue in relation to additional staff is to have staff members who will closely work with municipalities to ensure that all the training requirements are in place and all the records are well kept. This is because the departmental staff relies much on written reports from municipalities that are often inaccurate and to avoid such

gaps in information the researcher recommends that the departmental training unit have staff who visit the projects, monitor the training on a regular basis and ensure that people receive the training that is due to them and are being prepared properly to exit the programme in order to go outside and look for employment opportunities in the job market.

5.3.10 Still on the issue of staff, the monitoring and evaluation unit consists of the unit manager with two officials seconded by the national office. The researcher's recommendation is that the provincial office agrees with the national office whether to transfer those staff members permanently or if that is not possible, advertize the posts for the unit to have permanent officials. These posts are very critical for the department's Monitoring and Evaluation unit to run effectively and for the programme to achieve its objectives.

5.3.11 The issue of the monitoring and evaluation system also needs urgent and serious attention from both the national and provincial departments of public works in terms of ensuring that the monitoring and evaluation system is designed in such a way that the system flags it as a violation if training to beneficiaries is not reported or done. The recommendation in this regard is that the national office of the Department of Public Works should redesign the monitoring and evaluation system to allow it as a violation of the implementation principles if training is not reported or done to beneficiaries of EPWP.

5.3.12 Another issue that needs urgent and serious consideration is the decision taken that training in phase two should not be compulsory. From the researcher's point of view this decision has been taken erroneously without taking into consideration the initial reason for combining work opportunities with training on EPWP projects because in the first place the two were combined for the simple reason that beneficiaries needed to be equipped with skills that provide them with the abilities to compete in the job market or to start their own small businesses.

This is because if it is not a condition that all workers receive the training, at the end only a few will be trained and the whole concept of using training of EPWP beneficiaries

to sustain jobs created will be defeated and at the end only a few will receive the training. The researcher was not offered reasons that he could explain why such a drastic decision was taken and for now he recommends that the Department of Public Works as the coordinating body facilitates seminars where all the implementing bodies will present and then make a review of the decision because the feeling of the researcher is that problems encountered on training in phase 1 could have been avoided if proper supervision was done together with close monitoring.

5.3.13 Another issue that needs serious consideration from the responsible coordinating department is lack of exit strategy for EPWP beneficiaries because there has not been anything done on beneficiaries who have exited the programme. It is also noted that DPW has agreed with implementing bodies to develop and submit the strategies to be implemented in phase two. The recommendation on this issue is that the Department of Public Works have a joint session with implementing bodies to develop a joint guideline on the exit strategy and to use the expertise of the Department of Labour because they have exit strategies for people who leave work situations in other programmes to prepare them for life outside of work situations by counseling them and assisting them with job hunting. This needs urgent attention as it is possible to improve the situation of the EPWP beneficiaries.

5.3.14 The issue of what needs to be done with beneficiaries who were never trained and nothing has been done for all the people who have already exited the programme, although the training manager at the Department of Public Works has already indicated that they have started to take the process forward, the researcher has very strong feelings that government should take serious steps to correct the situation. The recommendation on the issue is that the Department of Public Works needs to make it a priority to track down those former beneficiaries because the fact that they did not receive the training was not their mistake, but the mistake of officials. Then after tracking them the department needs to make a strong motivation for the government to develop a programme of skills training for former EPWP beneficiaries because it is still possible to assist them since most of them are still unemployed and roaming the streets.

5.3.16 There is also a concern on the inability of the Department of Public Works for not having any system in place to enforce compliance on EPWP implementing bodies as it renders the department powerless to enforce non-compliance. The recommendation in this regard is that government needs to develop policies that will bind EPWP implementers and their departmental heads to be held responsible for non-compliance like what is happening with the National Treasury and other government departments.

5.4 Implications for Implementing the Recommendations

5.4.1 The Department of Public Works as the co-coordinating department needs to take a lead to conduct regular awareness campaigns to communities and the programme beneficiaries on what EPWP means, its principles and conditions in line with the recommendations of the provincial business plan of May 2007. The implication of implementing the above recommendation is that a well informed community will be in the position to hold implementing bodies that do not do their work accountable. That means every sector of the government would be called to account by communities if they fail to carry out their responsibilities.

5.4.2 The recommendation with regard to the issue of projects giving information to communities is that the municipal officials should be the ones to give communities the information although they need the support of the councilors. The implementation of this recommendation would help to stop confusing communities with incomplete information because although to the ward councilors giving information is the tool to convince their constituencies that they are working, it is important to provide communities with accurate information.

5.4.3 On the issue of providing programme information including the programme principles and conditions, the recommendation in that regard is that before the start of the projects, communities and beneficiaries need to be informed very clearly that the projects are of a short-term nature and are coupled with training as a means to equip the beneficiaries with skills that would help them to be employable in the job market. This is very necessary to be done because it goes a long way in addressing the problem of not providing them with the information that is due to them.

5.4.4 The recommendation here is that the Department of Public Works and the municipalities need to strengthen the co-ordination of beneficiaries training needs assessment and that should be done in the financial year before the start of the training to allow for approvals of the training requests. The implication for implementing this recommendation is that beneficiaries would have an opportunity to be trained in skills where they have an interest and ability to work on.

5.4.5 According to the Department of Labour, only 5% of EPWP beneficiaries in the past five years received accredited training while the other 95% received non-accredited training and the Department of Labour indicated they have already made proposals to the Sector Education and Training Authority that all the courses be changed and be accredited. In line with the action taken by the Department of Labour is the fact that EPWP skills development is now done by the Department of Higher Education and that will be fine, but the issue here is that this new arrangement has not been tested to see if it works. It is therefore recommended that the Department of Public Works initiate meetings with the Department of Higher Education to clarify the issue because it also needs to be taken into consideration that most of those EPWP beneficiaries are adults who are illiterate which would also mean the introduction of ABET training together with skills training. The implementation of the recommendation would assist in making sure that at the end of the day the EPWP beneficiaries benefit in terms of sustainable employment after exiting the programme.

5.4.6 Still on the issue of meetings between the Department of Higher Education, the Department of Public Works and the National Treasury to clarify the new arrangements for training the EPWP beneficiaries, the researcher also recommends that the Department of Public Works involve the Department of Labour in the meetings so that the latter offers strategic guidance using their vast experience on the training of EPWP beneficiaries during the first phase. These meetings should end up with the development of a joint policy on training which should also look at the possibility of forcing implementing bodies to set aside at least 10% of the projects' budget for training of beneficiaries. The implementation of this recommendation would assist in ensuring that all skills development including the EPWP are administered in terms of one government policy.

5.4.7 In the first phase the district co-coordinators at DPW failed to make project site visits for information dissemination and to hold regular site meetings on the projects' progress citing the problem of lack of staff to carry out the activities. The researcher therefore recommends that the Department of Public Works take urgent steps to create more posts for municipal and departmental co-ordination with the view to improve co-ordination and communication. This is very important to be implemented because it would assist in closing the gap of poor co-ordination between DPW and implementing bodies.

5.4.8 Also in line with the issue of few municipal co-coordinators is the problem of restriction on kilometers travelled per week that is imposed on the officials by the Department of Public Works where the reason was not very clear during the time of data gathering. The researcher then recommends that the Department relaxes the restrictions and allow the officials to travel to project sites at least three times a week while at the same time making it mandatory that each project be visited at least once every month to ensure that all projects are visited and are verified as meeting all the reporting requirements and their communities have full knowledge and information on what EPWP means and its conditions for implementation. The implication of this

recommendation is that project monitoring by DPW would improve and as such the whole programme implementation would be improved.

5.4.9 Another important issue in relation to additional staff is to have staff members who closely work with municipalities to ensure that all the training requirements are in place and all the records are well kept. This is because the departmental staff relies much on written reports from municipalities that are often inaccurate and to avoid such gaps in information the researcher recommends that the departmental training unit have staff who visit the projects, monitor the training on a regular basis and ensure that people receive the training that is due to them and are being prepared properly to exit the programme in order to go outside and look for employment opportunities in the job market. The implication here is that the training of beneficiaries would improve and at the end the programme would achieve the original objective of creating and sustaining jobs.

5.4.10 Still on the issue of staff, the monitoring and evaluation unit consists of the unit manager with two officials seconded by the national office. The researcher's recommendation is that the provincial office agrees with the national office whether to transfer those staff members permanently or if that is not possible, advertize the posts for the unit to have permanent officials. These posts are very critical for the department's Monitoring and Evaluation unit to run effectively and for the programme to achieve its objectives. The strengthening of the monitoring unit is also very critical as it helps in identifying problematic areas so that problems are fixed in time.

The issue of monitoring and evaluation system also needs urgent and serious attention from both the national and provincial departments of public works in terms of ensuring that the monitoring and evaluation system is designed in such a way that the system flags it as a violation if training to beneficiaries is not reported or done. The recommendation in this regard is that the national office of the Department of Public Works redesigns the monitoring and evaluation system to allow it as a violation of the implementation principles if training is not reported or done to beneficiaries of EPWP.

The problem needs urgent attention and addressing the issue would help to ensure that problem areas are identified in time so that quick actions are taken and addressed.

5.4.12 Another issue that needs urgent and serious consideration is the decision taken that training in phase two should not be compulsory. From the researcher's point of view this decision has been taken erroneously without taking into consideration the initial reason for combining work opportunities with training on EPWP projects because in the first place the two were combined for the simple reason that beneficiaries need to be equipped with skills that provide them with the abilities to compete in the job market or to start their own small businesses.

This is because if it is not a condition that all workers receive the training, at the end only a few will be trained and the whole concept of using training of EPWP beneficiaries to sustain jobs created will be defeated and only a few will receive the training. The researcher recommends that the Department of Public Works, as the co-coordinating body, facilitates seminars where all the implementing bodies present and then make a review of the decision because the feeling of the researcher is that problems encountered on training in phase 1 could have been avoided if proper supervision was done together with close monitoring. The implication of carrying the recommendation is that all beneficiaries would have the same benefits from the programme and at the end they would all be equipped with skills that would help them to be employable after exiting the programme.

5.4.13 Another issue that needs serious consideration from the responsible co-coordinating department is the issue of lack of exit strategy for EPWP beneficiaries because nothing has so far been done about beneficiaries who have exited the programme. It is also noted that DPW has agreed with implementing bodies to develop and submit the strategies to be implemented in phase two. The recommendation on this issue is that the Department of Public Works have a joint session with implementing bodies to develop a joint guideline on the exit strategy and to use the expertise of the Department of Labour because they have exit strategies for people who leave work situations in other programmes to prepare them for life outside of work situations by counseling them and assisting them with job hunting. The implication here is that the

situation of the EPWP beneficiaries would improve because they would still receive the support of government.

5.3.14 The issue of what needs to be done with beneficiaries who were never trained and nothing has been done for all the people who have already exited the programme, although the training manager at the Department of Public Works has already indicated that they have started to take the process forward, leaves the researcher with very strong feelings that government needs to take serious steps to correct the situation. The recommendation on the issue is that the Department of Public Works makes it a priority to track down those former beneficiaries because the fact that they did not receive the training was not their mistake. Then after tracking them the department needs to make a strong motivation for the government to develop a programme of skills training for former EPWP beneficiaries because it is still possible to assist them since most of them are still unemployed and roaming the streets. If this recommendation is implemented, we could positively talk about progress in halving unemployment by 2014 because all those who went through the system would be tracked and trained and get equipped for future employment.

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ANNEXURES

ANNEXURE 1

QUESTIONNAIRE ONE

EPWP BENEFICIARIES QUESTIONNAIRE

The following is a questionnaire to evaluate the extent of effectiveness of the EPWP programme in improving the lives of the programme participants, and required here will be views of workers who worked in the programme as. The questions need to be answered by a person who once worked in the EPWP programme.

1. Before you were appointed to do work in the EPWP programme, what were you briefed about and by whom?
2. What were the conditions that were clarified to you, how will you work in the programme and for how long?
3. In terms of the information you received when you were appointed were you aware that your work will be short-term and what will assist you to get employment after exiting the programme?
4. What information was provided to you about training of EPWP programme beneficiaries and were you aware of the type of skills training to be offered to you as beneficiaries?
5. Were you made aware of the contents of the training and who made you aware?

6. In your opinion, do you think the skills offered in the training do prepared you as beneficiaries to be employable in the job market after exiting the programme?
7. If you feel the skills you were trained on do not prepare you enough to be employable in the job market, what did you do to make sure your concerns are addressed in the programme to improve your employability as beneficiaries?
8. Have you been offered a job after exiting the EPWP programme and what skills were needed?
9. If you were offered a job, were you able to use the skills you learned from the EPWP programme as a result of the training?
10. What is your opinion about the EPWP programme assisting in job creation and also assisting its beneficiaries to be employable after exiting the programme?

ANNEXURE 2

QUESTIONNAIRE TWO

EPWP CO-ORDINATION MANAGEMENT QUESTIONNAIRE

Department of Public Works

The following is a questionnaire to evaluate the extent of effectiveness of the EPWP programme in improving the lives of the programme participants, and required here will be views of officials who worked in the programme as co-ordination managers. The questions need to be answered by a person who once worked in the EPWP programme as a co-ordination manager:

1. Before you were appointed to do work in the EPWP programme, what were you briefed about and by whom?
2. What were the conditions that were clarified to you in terms of how will you work in the programme and for how long?

3. Did you receive any formal training from your department in terms of how you are expected to co-ordinate the programme?
4. Were you afforded an opportunity to visit best practice sites around the world for lesson learning on EPWP/Labour intensive projects and where did you visit?
5. In terms of your monitoring systems what assurance do you have that programme implementers do communicate clearly the conditions for the implementation of EPWP to beneficiaries right from the start of the programme?
6. Do you have human resources available to do some spot checks on EPWP projects implemented in various District Municipalities and other government departments?
7. What information was provided to you about training of EPWP programme beneficiaries and were you aware of the type of skills training to be offered to the beneficiaries?
8. How was/ is your working relationship with Department of Labour in terms of training of EPWP programme beneficiaries and what were/are the contents of the training?
9. In your opinion, do you think the skills offered in the training do prepare beneficiaries to be employable in the job market after exiting the programme?
10. If you feel the skills they are trained on do not prepare them enough to be employable in the job market, what did you do to make sure your concerns are addressed in the programme to improve the employability of beneficiaries?
11. Do you have records of beneficiaries that have been offered jobs after exiting the EPWP programme and what skills were needed?
12. If they were offered jobs, were they able to use the skills they learned from the EPWP programme?
13. Does your department have a system in place to ensure that all implementing bodies adhere to the principles of EPWP to ensure that its objective of creating employment and making beneficiaries to be employable after exiting the programme achievable?
14. Are there penalties imposed by the Department of Public Works to non-complying EPWP implementing bodies as means to ensure the achievement of the EPWP objectives?

15. How often does the Department of Public Works commission impact studies as a means to ensure that all gaps that contribute to non-achievement of EPWP programme objectives are attended to?
16. What are the challenges that appear to continue to contribute to non-achievement of some EPWP objectives especially the sustainability of EPWP beneficiaries' employment?
17. What are the aftercare plans for former EPWP beneficiaries as means of redressing the mistakes committed by implementing bodies in the process of implementing the programme?
18. Does the department have a programme in place to sensitize the community on EPWP as a job creation programme with its principles clearly explained in simple language, terms and conditions and in your opinion how successful is it?
19. What is the extent of your satisfaction on the performance of EPWP in terms of achieving the objective of ensuring that EPWP beneficiaries remain employable in the job market after exiting the programme?
20. What is your opinion about the EPWP programme assisting in job creation and also assisting its beneficiaries to be employable after exiting the programme?
21. How often does your Department commission studies to evaluate the impact of the EPWP programme as a means of ensuring the closing down of gaps contributing to the failure of the programme?

ANNEXURE 3

QUESTIONNAIRE THREE

EPWP MUNICIPAL CO-ORDINATION DPW QUESTIONNAIRE

Department of Public Works

The following is a questionnaire to evaluate the extent of effectiveness of the EPWP programme in improving the lives of the programme participants, and required here will be

views of officials who worked in the programme as M&E managers. The questions need to be answered by a person who once worked in the EPWP programme as a M&E manager:

1. Before you were tasked to do work on the EPWP programme, what were you briefed about in terms of monitoring the programme and by whom?
2. Did you receive any formal training from your department in terms of how you are expected to co-ordinate the EPWP programme monitoring to ensure its objectives i.e. programme beneficiaries get the short-term jobs and are trained to prepare them for future employment as they exit the programme?
3. From the point of view manager for municipal co-ordination how do you ensure communities are well informed on EPWP objectives and what beneficiaries stand to benefit from the programme?
4. What are the procedures to be followed on preparing the beneficiaries for training i.e. DPW/Municipalities/DOL/SETA on training of beneficiaries including the identification of trainees?
5. What systems did you have in place as a Department to ensure that training needs submitted by municipalities for DOL and the relevant SETA to process training of beneficiaries?
6. What is the level of human resources availability to monitor the training offered by training providers to ensure they train according to the required standards?
7. Training in projects in some municipalities took place but they were not accredited and DPW/DOL/SETA were not involved, what could have gone wrong with the co-ordination from your Department?
8. Do you have an exit strategy as a Department to ensure that beneficiaries go out of the programme with a positive mind to use the skills learned to search for jobs and start their own small companies?
9. Do you have a system to track beneficiaries to find out if they get employment with the skills received through the EPWP training and records of beneficiaries that have been offered jobs after exiting the EPWP programme?

10. If they were offered jobs, were they able to use the skills they learned from the EPWP training programme as co-ordinated by your Department?
11. What is the future of EPWP training as you work with the Department of Public Works
12. What are the main challenges that you encountered as a Department in terms of ensuring that the training of EPWP beneficiaries equip them with the relevant skills to be employable in the job market?
13. What is the level of your conviction in terms of the success of the training offered to EPWP beneficiaries in relation to the skills transferred?
14. What is the extent of your satisfaction on the performance of EPWP in terms of achieving the objective of ensuring that EPWP beneficiaries remain employable in the job market after exiting the programme?
15. What is your overall opinion about the EPWP programme assisting in job creation and also assisting its beneficiaries to be employable after exiting the programme?

ANNEXURE 4

QUESTIONNAIRE FIVE

EPWP PROGRAMME MANAGEMENT QUESTIONNAIRE

GGLM PMU

The following is a questionnaire to evaluate the extent of effectiveness of the EPWP programme in improving the lives of the programme participants, and required here will be views of officials who worked in the programme as programme managers. The questions need to be answered by a person who once worked in the EPWP programme as a PMU manager:

1. Before you were assigned to do work in the EPWP programme, what were you briefed about and by whom?
2. What were the conditions that were clarified to you? How will you work in the programme and for how long?

3. Did you receive any formal training from your municipality in terms of how you are expected to implement the EPWP programme?
4. Were you afforded an opportunity to visit best practice sites around the world for lesson learning on EPWP/Labour intensive projects and where did you visit?
5. What information was provided to you about how the training of EPWP programme beneficiaries are to be done (procedure and issues to consider in preparing to train) and were you aware of the type of skills training to be offered to the beneficiaries?
6. Were there skills assessments done before the start of the training?
7. How is your linkage with the Department of Labour on the training (clarity of roles and responsibilities) to ensuring the EPWP beneficiaries exit the programme with the relevant skills to be employable at the job market?
8. The skills training done was it accredited or not and what was the NQF level of the training done?
9. How many projects had beneficiaries trained, and how many were trained per project and for what skills were they trained on?
10. How many projects whose beneficiaries did not receive the training and why were they not trained?
11. Some beneficiaries were trained on project management and life skills, others were trained on the job with certificates like stone pitching and concrete, were they co-ordinated by you and what is the difference?
12. In your opinion, do you think the skills offered in the training did prepare beneficiaries to be employable in the job market after exiting the programme?
13. If you feel the skills they are trained on do not prepare them enough to be employable in the job market, what did you do to make sure your concerns are addressed in the programme to improve the employability of beneficiaries?
14. Do you have records of beneficiaries that have been offered jobs after exiting the EPWP programme and what skills were needed?
15. If they were offered jobs, were they able to use the skills they learned from the EPWP programme?

16. What are the challenges you encountered in co-coordinating the training of EPWP beneficiaries and whole EPWP programme to ensure the EPWP objectives are met?
17. What is the extent of your satisfaction on the performance of EPWP in terms of achieving the objective of ensuring that EPWP beneficiaries remain employable in the job market after exiting the programme?
18. What is your overall opinion about the EPWP programme assisting in job creation and also assisting its beneficiaries to be employable after exiting the programme?

ANNEXURE 5

QUESTIONNAIRE FIVE

EPWP PROGRAMME MANAGEMENT QUESTIONNAIRE

GGLM TECHNICAL MANAGER

The following is a questionnaire to evaluate the extent of effectiveness of the EPWP programme in improving the lives of the programme participants, and required here will be views of officials who worked in the programme as programme managers. The questions need to be answered by a person who worked as a technical manager:

1. Before you were assigned to do work in the EPWP programme, what were you briefed about and by whom?
2. What were the conditions that were clarified to you? How will you work in the programme and for how long?
3. Did you receive any formal training from your municipality/DPW Limpopo in terms of how you are expected to implement the EPWP programme?
4. Were you afforded an opportunity to visit best practice sites around the world for lesson learning on EPWP/Labour intensive projects and where did you visit?
5. What information was provided to you about training of EPWP programme beneficiaries and were you aware of the type of skills training to be offered to the beneficiaries?

6. For beneficiaries who received training, were skills assessments done and how were they done?
7. How many projects beneficiaries received training in your municipality, for which skills training and were they accredited training?
8. In how many projects were beneficiaries not trained and why?
9. How is your linkage with the Department of Labour on the training to ensuring the EPWP beneficiaries exit the programme with the relevant skills to be employable at the job market?
10. In your opinion, do you think the skills offered in the training do prepare beneficiaries to be employable in the job market after exiting the programme?
11. If you feel the skills they are trained on do not prepare them enough to be employable in the job market, what did you do to make sure your concerns are addressed in the programme to improve the employability of beneficiaries?
12. Do you have records of beneficiaries that have been offered jobs after exiting the EPWP programme and what skills were needed?
13. If they were offered jobs, were they able to use the skills they learned from the EPWP programme?
14. What is the extent of your satisfaction on the performance of EPWP in terms of achieving the objective of ensuring that EPWP beneficiaries remain employable in the job market after exiting the programme?
15. What is your overall opinion about the EPWP programme assisting in job creation and also assisting its beneficiaries to be employable after exiting the programme?
16. What are the challenges your municipality experienced in terms of training the EPWP beneficiaries?
17. How will you address the problem EPWP beneficiaries who did not receive the training due to them as some were not trained?

ANNEXURE 6

QUESTIONNAIRE THREE

EPWP TRAINING CO-ORDINATION MANAGEMENT QUESTIONNAIRE

Department of Labour

The following is a questionnaire to evaluate the extent of effectiveness of the EPWP programme in improving the lives of the programme participants, and required here will be views of officials who worked in the programme as a training co-ordination managers. The questions need to be answered by a person who once worked in the EPWP programme as a training co-ordination manager:

1. Before you were tasked to do work on the EPWP programme, what were you briefed about and by whom?
2. What were the conditions that were clarified to you in terms of how the training of EPWP beneficiaries and for how will you work in the programme and for how long?
3. Did you receive any formal training from your department in terms of how you are expected to co-ordinate the EPWP training programme?
4. Were you afforded an opportunity to visit best practice sites around the world for lesson learning on EPWP/Labour intensive projects, where did you visit and what were the lessons you learnt?
5. What information was provided to you about training of EPWP programme beneficiaries' terms of the type of skills training to be offered to the beneficiaries?
6. Were beneficiaries of EPWP given an opportunity to choose the type of skills they were interested in on which they were to be trained?
7. How is your linkage with the relevant SETA in the training to ensuring the EPWP beneficiaries exit the programme with the relevant skills to be employable at the job market?

8. Do you have a system in place on the training programme that ensures that the EPWP trainees receive both the theoretical and practical training to ensure they are well equipped at the end of the training programme?
9. What systems do you have in place as a Department to ensure that the standard of monitoring PSPs who offer the training of EPWP beneficiaries remains high
10. What is the level of human resources availability to monitor the training offered by training providers to ensure they train according to the required standards?
11. What is the NQF level of the courses offered, their duration and accreditation status?
12. What is your personal opinion on the courses; do you feel the quality is enough to prepare the EPWP beneficiaries to be employable when they exit the programme?
13. In your opinion, do you think the skills offered in the training programmes did prepare beneficiaries to be employable in the job market after exiting the programme when looking at the quality of the training offered?
14. If you feel the skills they are trained on do not prepare them enough to be employable in the job market, what did you do to make sure your concerns are addressed in the programme to improve the employability of beneficiaries?
15. What are the main challenges that you encountered as a Department in terms of co-ordinating the training of EPWP beneficiaries to ensure they are well equipped with the relevant skills to be employable in the job market?
16. What is the future of EPWP training as you work with the Department of Public Works
17. Do you have records of beneficiaries that have been offered jobs after exiting the EPWP programme?
18. If they were offered jobs, were they able to use the skills they learned from the EPWP training programme as co-ordinated by your Department?
19. What is the level of your conviction in terms of the success of the training offered to EPWP beneficiaries in relation to the skills transferred?
20. What is the extent of your satisfaction on the performance of EPWP in terms of achieving the objective of ensuring that EPWP beneficiaries remain employable in the job market after exiting the programme?

21. What is your overall opinion about the EPWP programme assisting in job creation and also assisting its beneficiaries to be employable after exiting the program

ANNEXURE 7

QUESTIONNAIRE THREE

EPWP TRAINING CO-ORDINATION MANAGEMENT QUESTIONNAIRE

Department of Public Works

The following is a questionnaire to evaluate the extent of effectiveness of the EPWP programme in improving the lives of the programme participants, and required here will be views of officials who worked in the programme as a training co-ordination managers. The questions need to be answered by a person who once worked in the EPWP programme as a training co-ordination manager:

1. Before you were tasked to do work on the EPWP programme, what were you briefed about and by whom?
2. What were the conditions that were clarified to you in terms of how the training of EPWP beneficiaries should be done and for how long will you work in the programme and for how long?
3. Did you receive any formal training from your department in terms of how you are expected to co-ordinate the EPWP training programme?
4. Were you afforded an opportunity to visit best practice sites around the world for lesson learning on EPWP/Labour intensive projects, where did you visit and what were the lessons you learnt?
5. What information was provided to you about training of EPWP programme beneficiaries' terms of the type of skills training to be offered to the beneficiaries?
6. Were beneficiaries of EPWP given an opportunity to choose the type of skills they were interested in on which they were to be trained?

7. How is your linkage with the relevant SETA and DOL in the training to ensuring the EPWP beneficiaries exit the programme with the relevant skills to be employable at the job market?
8. For phase 1 projects were there skills assessments done before the start of the training?
9. Do you have a system in place on the training programme that ensures that the EPWP trainees receive both the theoretical and practical training to ensure they are well equipped at the end of the training programme?
10. What systems do you have in place as a Department to ensure that the standard of monitoring PSPs who offer the training of EPWP beneficiaries remains high
11. What is the level of human resources availability to monitor the training offered by training providers to ensure they train according to the required standards?
12. What is the NQF level of the courses offered, their duration and accreditation status?
13. What is your personal opinion on the courses; do you feel the quality is enough to prepare the EPWP beneficiaries to be employable when they exit the programme?
14. In your opinion, do you think the skills offered in the training programmes did prepare beneficiaries to be employable in the job market after exiting the programme when looking at the quality of the training offered?
15. If you feel the skills they are trained on do not prepare them enough to be employable in the job market, what did you do to make sure your concerns are addressed in the programme to improve the employability of beneficiaries?
16. What are the main challenges that you encountered as a Department in terms of co-ordinating the training of EPWP beneficiaries to ensure they are well equipped with the relevant skills to be employable in the job market?
17. What is the future of EPWP training as you work with the DOL?
18. Some beneficiaries received training some did not what are the plans to redress the problem?
19. Do you have records of beneficiaries that have been offered jobs after exiting the EPWP programme?

20. If they were offered jobs, were they able to use the skills they learned from the EPWP training programme as co-ordinated by your Department?
21. What is the level of your conviction in terms of the success of the training offered to EPWP beneficiaries in relation to the skills transferred?
22. What is the extent of your satisfaction on the performance of EPWP in terms of achieving the objective of ensuring that EPWP beneficiaries remain employable in the job market after exiting the programme?

ANNEXURE 8

QUESTIONNAIRE THREE

EPWP TRAINING CO-ORDINATION MANAGEMENT QUESTIONNAIRE

Department of Labour

The following is a questionnaire to evaluate the extent of effectiveness of the EPWP programme in improving the lives of the programme participants, and required here will be views of officials who worked in the programme as a training co-ordination managers. The questions need to be answered by a person who once worked in the EPWP programme as a training co-ordination manager:

1. Before you were tasked to do work on the EPWP programme, what were you briefed about and by whom?
2. What were the conditions that were clarified to you in terms of how the training of EPWP beneficiaries and for how will you work in the programme and for how long?
3. Did you receive any formal training from your department in terms of how you are expected to co-ordinate the EPWP training programme?
4. Were you afforded an opportunity to visit best practice sites around the world for lesson learning on EPWP/Labour intensive projects, where did you visit and what were the lessons you learnt?

5. What information was provided to you about training of EPWP programme beneficiaries' terms of the type of skills training to be offered to the beneficiaries?
6. Were beneficiaries of EPWP given an opportunity to choose the type of skills they were interested in on which they were to be trained?
7. How is your linkage with the relevant SETA in the training to ensuring the EPWP beneficiaries exit the programme with the relevant skills to be employable at the job market?
8. Do you have a system in place on the training programme that ensures that the EPWP trainees receive both the theoretical and practical training to ensure they are well equipped at the end of the training programme?
9. What systems do you have in place as a Department to ensure that the standard of monitoring PSPs who offer the training of EPWP beneficiaries remains high
10. What is the level of human resources availability to monitor the training offered by training providers to ensure they train according to the required standards?
11. What is the NQF level of the courses offered, their duration and accreditation status?
12. What is your personal opinion on the courses; do you feel the quality is enough to prepare the EPWP beneficiaries to be employable when they exit the programme?
13. In your opinion, do you think the skills offered in the training programmes did prepare beneficiaries to be employable in the job market after exiting the programme when looking at the quality of the training offered?
14. If you feel the skills they are trained on do not prepare them enough to be employable in the job market, what did you do to make sure your concerns are addressed in the programme to improve the employability of beneficiaries?
15. What are the main challenges that you encountered as a Department in terms of co-ordinating the training of EPWP beneficiaries to ensure they are well equipped with the relevant skills to be employable in the job market?
16. What is the future of EPWP training as you work with the Department of Public Works
17. Do you have records of beneficiaries that have been offered jobs after exiting the EPWP programme?

18. If they were offered jobs, were they able to use the skills they learned from the EPWP training programme as co-ordinated by your Department?
19. What is the level of your conviction in terms of the success of the training offered to EPWP beneficiaries in relation to the skills transferred?
20. What is the extent of your satisfaction on the performance of EPWP in terms of achieving the objective of ensuring that EPWP beneficiaries remain employable in the job market after exiting the programme?
21. What is your overall opinion about the EPWP programme assisting in job creation and also assisting its beneficiaries to be employable after exiting the programme?