

**AN ANALYSIS OF EXPANDED PUBLIC WORKS PROGRAMME AND JOB  
CREATION FOCUS ON EARLY CHILDHOOD DEVELOPMENT IN THE  
DEPARTMENT OF EDUCATION IN SEKHUKHUNE DISTRICT, LIMPOPO  
PROVINCE, SOUTH AFRICA**

by

**SARA MOKGADI MAJA**



MINI-DISSERTATION

Submitted in partial fulfillment of the requirements for the degree

**MASTER OF PUBLIC ADMINISTRATION AND MANAGEMENT**

in the

**FACULTY OF MANAGEMENT AND LAW  
(Turfloop Graduate School of Leadership)**

at the

**UNIVERSITY OF LIMPOPO**

**SUPERVISOR:** Prof. SK Mokoena

**2022**

## **DEDICATION**

In memory of my late mother, Mogaleadi, who sadly passed away before this work could be completed. Her presence, humility, and love for me, my family, and her own family kept us strong, and it gave me the courage and strength to work harder every day.

May her soul find eternal peace.

## D E C L A R A T I O N

I declare that **an Analysis of Expanded Public Works Programme and Job Creation Focus on Early Childhood Development in The Department of Education in Sekhukhune District, Limpopo Province, South Africa** is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references and that this work has not been submitted before for any other degree at any other institution.

Sara Mokgadi Maja

**Date:** 19/09/2022



## **ACKNOWLEDGEMENTS**

I would like to express my heartfelt gratitude and appreciation to the following individuals for their valuable contributions to this study, beginning by thanking the Almighty God for His unwavering love, mercy, abundant and overwhelming strength at all times.

- My pastor and mentor, Dr A.A. Ramabulana, thanks for believing in me. I am able to express myself confidently today because of your guidance and support.
- My supervisor, Prof Siphon Mokoena, your guidance and, most importantly, your patience and support gave me the courage to work to the end. Thank you very much, and may God bless you abundantly.
- My former colleagues from Limpopo Department of Education (Provincial and District staff), words cannot express how thankful I am for your unwavering participation in this study. I managed to get information on EPWP and ECD through the reports that you shared with me during the process of the study.
- Special thanks to my beloved family, my husband Mr MV Maja and the children: Khutjo, Kagisho, Thizwi, Mokgadi, Tumi, Nare, and the grandchildren. Thank you for always being there for me and for including me in your prayers. However, I challenge you to take the baton and study.

Finally, I would like to give gratitude to everyone who contributed to this research in some way.

## **ABSTRACT**

The study analysed the Expanded Public Works Programme (EPWP) and Job Creation on Early Childhood Development (ECD) in the Department of Education in the Sekhukhune District of Limpopo Province, South Africa. The aim was to examine how the programme was implemented in ECD centres and how the EPWP improved the lives of ECD practitioners. The EPWP's challenges in meeting its intended objectives were addressed, as were policymakers' recommendations to improve EPWP in ECD centres. The study employed a qualitative research method, with data gathered from previously published documents, transcripts, and sources. Furthermore, by extracting relevant data from existing sources, this method enabled the researcher to understand better on how the EPWP was able to create jobs in the ECD centres. The study showed that job opportunities for ECD practitioners were created through training and the payment of stipends. However, the study discovered that the job opportunities created were not permanent because the programme only lasted twelve months. The study recommends that the programme's duration be increased. Again, the study recommends future research on approaches relevant to assisting workers (practitioners) with exit opportunities beyond EPWP.

**Key words:** Expanded Public Works Programme, Early Childhood Development, Job creation

## CONTENTS

<b>CHAPTER 1</b>	<b>1</b>
<b>BACKGROUND TO THE STUDY</b>	<b>1</b>
<b>1.1. INTRODUCTION</b>	<b>1</b>
<b>1.2. PROBLEM STATEMENT</b>	<b>2</b>
<b>1.3. AIM OF THE STUDY</b>	<b>3</b>
<b>1.4. RESEARCH OBJECTIVES</b>	<b>3</b>
<b>1.5. RESEARCH QUESTION</b>	<b>3</b>
<b>1.6. SIGNIFICANCE OF THE STUDY</b>	<b>4</b>
<b>1.7. DEFINITION OF CONCEPTS</b>	<b>4</b>
<b>1.7.1. Early Childhood Development (ECD)</b>	<b>4</b>
<b>1.7.2. Early Childhood Development Practitioners</b>	<b>4</b>
<b>1.7.3. Expanded Public Works Programme (EPWP)</b>	<b>5</b>
<b>1.7.4. National Qualification Framework (NQF)</b>	<b>5</b>
<b>1.7.5. Training</b>	<b>5</b>
<b>1.8. PRELIMINARY LITERATURE REVIEW</b>	<b>5</b>
<b>1.8.1. Introduction</b>	<b>5</b>
<b>1.8.2. Origin of the Expanded Public Works Programme.....</b>	<b>6</b>
<b>1.8.3 Relationship between the Expanded Public Works Programme</b>	
<b>and Early Childhood Development.....</b>	<b>7</b>
<b>1.8.4. Legislative Framework governing the Expanded Public Works</b>	
<b>Programme and Early Childhood Development</b>	<b>8</b>
<b>1.8.5. Drivers and stakeholders of the Expanded Public Works Programme</b>	<b>9</b>

<b>1.9. RESEARCH METHOD</b>	<b>9</b>
<b>1.10. STUDY AREA</b>	<b>10</b>
<b>1.10.1. Population</b>	<b>10</b>
<b>1.10.2. Sampling method and sample size</b>	<b>10</b>
<b>1.11. DATA COLLECTION</b>	<b>11</b>
<b>1.12. DATA ANALYSIS</b>	<b>11</b>
<b>1.13. ETHICAL CONSIDERATION</b>	<b>12</b>
<b>1.14. LIMITATIONS OF THE STUDY</b>	<b>12</b>
<b>1.15. OUTLINE OF THE STUDY</b>	<b>12</b>
<b>CHAPTER 2</b>	<b>14</b>
<b>REVIEW OF RELATED LITERATURE</b>	<b>14</b>
<b>2.1. INTRODUCTION</b>	<b>14</b>
<b>2.2. EXPANDED PUBLIC WORKS PROGRAMME (EPWP) IN THE REPUBLIC OF SOUTH AFRICA (RSA)</b>	<b>14</b>
<b>2.3. LEGISLATIVE FRAMEWORK GOVERNING THE EXPANDED PUBLIC WORKS PROGRAMME AND EARLY CHILDHOOD DEVELOPMENT</b>	<b>18</b>
<b>2.3.1. The Constitution of the Republic of South Africa, 1996</b>	<b>18</b>
<b>2.3.2. Intergovernmental Relations Framework Act (Act 13 of 2005)</b>	<b>18</b>
<b>2.3.3. Ministerial Determination</b>	<b>18</b>
<b>2.3.4. Basic Conditions of Employment Act (Act 75 of 1997) (BCEA)</b>	<b>18</b>
<b>2.3.5. Code of Good Practice for employment and conditions of work for Expanded Public Works Programmes</b>	<b>19</b>
<b>2.3.6. Skills Development Act (Act 97 of 1998)</b>	<b>19</b>
<b>2.3.7. Expanded Public Works Programme Institutional Arrangement Framework, 2012</b>	<b>19</b>
<b>2.3.8. Education White Paper 5 on Early Childhood Education (2001)</b>	<b>20</b>

2.3.9.	The African charter on the Rights and Welfare of the child (1979)	20
2.3.10.	Interim Policy for Early Childhood Development (1996)	20
2.3.11.	National Integrated Early Childhood Development (ECD) Policy, 2015	21
2.3.12.	The Children’s Act, 38 of 2005	21
2.3.13.	The National Integrated Plan (NIP) for Early Childhood Development in South Africa, 2005-2010	21
2.4.	THE NEED FOR EXPANDED PUBLIC WORKS PROGRAMME	22
2.5.	SECTORS OF THE EXPANDED PUBLIC WORKS PROGRAMME	23
2.6.	THE SOCIAL SECTOR OF EXPANDED PUBLIC WORKS PROGRAMME	24
2.7.	PHASES OF THE EXPANDED PUBLIC WORKS PROGRAMME	25
2.7.1.	Phase I (2004 to 2009)	25
2.7.2.	Phase II (2009 to 2014)	26
2.7.3.	Phase III (2014 to 2019)	27
2.7.4.	Phase IV (2019 to 2024)	28
2.8.	RELATIONSHIP BETWEEN THE EXPANDED PUBLIC WORKS PROGRAMME AND EARLY CHILDHOOD DEVELOPMENT	29
2.9.	DRIVERS AND STAKEHOLDERS OF THE EXPANDED PUBLIC WORKS PROGRAMME	32
2.9.1.	Department of Public Works (DPW)	33
2.9.2.	Department of Social Development (DSD)	33
2.9.3.	Department of Health (DoH)	33
2.9.4.	Department of Education (DoE)	33
2.9.5.	Department of Labour (DoL)	34
2.9.6.	Local Authority or Municipality	34
2.9.7.	Site Management Committee	34



<b>2.10. THE EXPANDED PUBLIC WORKS PROGRAMME AND THE SOCIO-ECONOMIC STATUS OF THE ECD PRACTITIONERS</b>	<b>34</b>
<b>2.11. CHALLENGES FACED BY EPWP IN MEETING ITS INTENDED OBJECTIVES IN THE ECD CENTRES</b>	<b>36</b>
<b>2.12. SUMMARY</b>	<b>38</b>
<b>CHAPTER 3</b>	<b>40</b>
<b>RESEARCH METHODOLOGY</b>	<b>40</b>
<b>3.1. INTRODUCTION</b>	<b>40</b>
<b>3.2. RESEARCH METHODS</b>	<b>40</b>
<b>3.2.1. Qualitative research method</b>	<b>40</b>
<b>3.2.2. Quantitative research method</b>	<b>41</b>
<b>3.2.3. Mixed method research</b>	<b>41</b>
<b>3.3. RESEARCH DESIGN</b>	<b>42</b>
<b>3.3.1. Pragmatic</b>	<b>42</b>
<b>3.3.2. Positivism</b>	<b>42</b>
<b>3.3.3. Anti-positivism</b>	<b>43</b>
<b>3.4. RESEARCH APPROACH</b>	<b>43</b>
<b>3.4.1. Case study approach</b>	<b>43</b>
<b>3.4.2. Descriptive approach</b>	<b>44</b>
<b>3.4.3. Historical research approach</b>	<b>44</b>
<b>3.5. DATA COLLECTION METHODS</b>	<b>44</b>
<b>3.5.1. Primary data collection</b>	<b>44</b>
<b>3.5.2. Secondary data collection</b>	<b>45</b>
<b>3.6. DATA ANALYSIS</b>	<b>45</b>
<b>3.7. AREA OF STUDY</b>	<b>46</b>
<b>3.8. POPULATION</b>	<b>46</b>

<b>3.9. SAMPLING</b>	<b>47</b>
3.9.1. Simple random sampling	47
3.9.2. Stratified random sampling	48
3.9.3. Cluster random sampling	48
3.9.4. Systematic random sampling	48
3.9.5. Multi stage sampling	48
<b>3.10. ETHICAL CONSIDERATIONS</b>	<b>49</b>
<b>3.11. SUMMARY</b>	<b>49</b>
<b>CHAPTER 4</b>	<b>50</b>
<b>PRESENTATION OF THE RESULTS</b>	<b>50</b>
<b>4.1. INTRODUCTION</b>	<b>50</b>
<b>4.2. RESULTS OF THE STUDY</b>	<b>50</b>
4.2.1. Demographic considerations	50
4.2.2. Exit strategies to guarantee longer-term employment opportunities	52
4.2.3. The Expanded Public Works Programme and Early Childhood Development in the Department of Education, Limpopo Province	55
4.2.4. The contributions of the EPWP in enhancing the socio-economic status of the ECD practitioners in terms of job creation	57
4.2.5. Challenges faced by the EPWP in meeting its intended objectives in the ECD centres	60
<b>4.3. SUMMARY</b>	<b>65</b>
<b>CHAPTER 5</b>	<b>66</b>
<b>CONCLUSION AND RECOMMENDATIONS</b>	<b>66</b>
<b>5.1. INTRODUCTION</b>	<b>66</b>
<b>5.2. SUMMARY OF THE RESULTS</b>	<b>66</b>
5.2.1. Demographic considerations	66

5.2.2. Exit strategies to guarantee longer-term employment opportunities	66
5.2.3. The Expanded Public Works Programme and Early Childhood Development in the Department of Education, Limpopo Province	67
5.3. FINDINGS OF THE STUDY	68
5.3.1. The contributions of EPWP in enhancing the lives of the ECD practitioners in terms of job creation in the Department of Education in the Sekhukhune District	68
5.3.2. Challenges faced by EPWP in meeting its intended objective in ECD centres in the Department of Education in the Sekhukhune District	69
5.4. RECOMMENDATIONS	70
5.5. CONCLUSION	72
REFERENCES	73
ANNEXURE A: RESEARCH APPROVAL	82

## CHAPTER 1

### BACKGROUND TO THE STUDY

#### 1.1. INTRODUCTION

Unemployment is a world problem, particularly in countries with weak economies. However, the majority of countries did and continue to do their best to combat this issue. Countries similar to the United States of America (USA), India, including China, to name a few, have used Public Works Programmes (PWP) to address unemployment and poverty. PWP are activities that involve the government or an investing agent paying a stipend. The well-known PWPs are the New Deal Programmes that took place in the United States following the 1929 Great Depression. The Mahatma Gandhi National Rural Employment Guarantee Act (MG NREGA) was put in place in India in 2005. (Antonopoulus & Kim, 2011).

South Africa, like other countries, is experiencing unemployment and poverty issues, particularly in rural communities in the province of Limpopo, where the majority of the population lack the necessary workplace skills. In order to address these issues, the government set up the EPWP, which was initiated by then-South African President Thabo Mbeki in his State of the Nations Address (SONA) in 2003 (Department of Social Development, 2004; Department of Education, 2004; Department of Health, 2004).

EPWP was to be implemented in several sectors that includes Infrastructure, Environmental, Social, & Economic Development. The EPWP's social sector included home community care (HCBC) and early childhood development (ECD), which is the main focus of the study. The social sector aimed to expand basic services by implementing projects in home community care for AIDS patients and early childhood development. All of these programmes were put in place to help local communities improve their living conditions. The EPWP affirmed that voluntary HCBC and ECD work done by children, women, and the unemployed should be converted to paid work (Kühl, 2012).

As such, this study aims to analyse the EPWP's job creation programme with an emphasis on early childhood development and to look at the following:

- The effect of EPWP on ECD and how the programme will improve the socioeconomic status of ECD practitioners by creating jobs in the Department of Education in Sekhukhune District.
- Challenges faced by EPWP in meeting its intended objectives for ECD in the Department of Education in Sekhukhune District.
- Provision of possible recommendations for policy makers to enhance EPWP and job creation in ECD in Sekhukhune District.

## **1.2. PROBLEM STATEMENT**

Phillips, Harrison, Mondlane, Steenderen, Gordon, Oosthuizen, Weir-Smith and Altman (2009), stated that “women, young people including those with disabilities were to form part of the programme”. The beneficiaries were to be provided with training, work knowledge, and salaries as a bridge to contribution in the normal economy. However, Berg (2007) demonstrated that EPWP was not integrated into a larger picture because its objectives were not met in the ECD centres as planned. A study by September (2007) also revealed that the EPWP's objectives were not met in the ECD centres. Furthermore, the author believed that attention in the ECD centres was supposed to have been paid to exit strategies to ensure longer-term employment opportunities as practitioners or beneficiaries returned to poverty after the programme's completion.

The programme also included training for ECD support staff, as well as cooks and gardeners. This was done to provide beneficiaries with skills that would enable them to form corporations or start their own businesses and create their own job opportunities once the programme was completed. According to monitoring reports compiled by ECD and EPWP coordinators, there has been no evidence of corporate companies in the province following the Expanded Public Works Programme. Accordingly, the purpose of

this study was to determine whether or not jobs were created in ECD centres following the EPWP.

### **1.3. AIM OF THE STUDY**

This study analysed the Expanded Public Works Programme and job creation, focusing on Early Childhood Development to understand whether the lives of ECD practitioners are enhanced through the EPWP.

### **1.4. RESEARCH OBJECTIVES**

The objectives of the study were:

- To identify the contributions of EPWP in enhancing the socio-economic status of practitioners in terms of job creation in the department of education in Sekhukhune District;
- To identify challenges faced by EPWP in meeting its intended objective in ECD centres in the Department of Education in Sekhukhune District; and
- To provide possible recommendations for policy makers to enhance EPWP in the Department of Education in Sekhukhune District

### **1.5. RESEARCH QUESTION**

The specific research questions underlying this study are derived from the aforementioned study objectives:

- What are the contributions of EPWP in enhancing the socio-economic status of practitioners in terms of job creation in the Department of Education in Sekhukhune District;

- What are the challenges faced by EPWP in meeting its intended objectives in ECD centres in Sekhukhune District; and
- What are the possible recommendations for policymakers to enhance EPWP in the Department of Education in Sekhukhune District;

## **1.6. SIGNIFICANCE OF THE STUDY**

Through its recommendations, implementing departments will assess and review the effectiveness of the EPWP on Early Childhood Developmental issues. This study will also benefit other departments that work with children aged 0 to four (4) including the Department of Education. The study will allow the department to assess and review the quality of the training programmes provided by service providers. This is because ECD practitioners received training as part of the EPWP in order to improve their qualifications and find work once the programme is completed. Policymakers and researchers will assess the efficacy of EPWP in ECD centres. This will enable them to formulate suggestions and recommendations for improving the programme in the ECD centres. If the programme is reviewed, practitioners will gain employment in formal schooling and earn income or salaries.

## **1.7. DEFINITION OF CONCEPTS**

It was necessary to discuss the terms below to give clarity and meaning to this study:

### **1.7.1. Early Childhood Development (ECD)**

ECD is a generic term that “applies to the process through which children from birth to at least nine years of age grow and flourish” (UNICEF, 2015).

### **1.7.2. Early Childhood Development Practitioners**

The Department of Social Development and UNICEF (2015) refer to ECD practitioners as “teachers, trainers, and facilitators, including those who are experienced and involved in the provision of services in centres, homes and schools”.

### **1.7.3. Expanded Public Works Programme (EPWP)**

Phillips (2004) defines EPWP as “a national program that will attract a significant number of the unemployed to productive work so that workers acquire on-the-job skills and increase their ability to earn an income”.

### **1.7.4. National Qualification Framework (NQF)**

According to the Department of Social Development and UNICEF (2015), the NQF “is a framework for the registration of standards and qualifications agreed upon by those involved in education and training, and is a vehicle for the transformation of education and training in South Africa”.

### **1.7.5. Training**

Training is “any organised learning or skill development intervention that aims to improve output throughout project execution and enables placeability and employability when the programme is completed” (Department of Public Works, 2012).

## **1.8. PRELIMINARY LITERATURE REVIEW**

### **1.8.1. Introduction**



The Expanded Public Works Programme is defined by Nzimakwe (2008) as " short to medium term programme of the South African government aimed at providing additional work opportunities combined with training." This definition indicates that the programme was designed to alleviate poverty and has primarily targeted unemployed, unskilled but willing to work men, women, young people including those with disabilities (PWD).

The EPWP Social Sector (SS) has two programs: "Home Community Care (HCBC) and Early Childhood Development" (ECD). Again, the Social Sector is primarily concerned with providing unemployed and unskilled people with work opportunities (WOs). This is done with the intention of attracting jobless people into useful work through provision of social services, allowing them to earn salaries after the completion of the programme. This includes provision of training and skills to enable beneficiaries to find work or become self-employed.

According to the Department of Public Works (DPW) and Infrastructure (2019), the EPWP's Social Sector is used by various departments in the three spheres: national government, provincial government, and local government. This is done to address multifaceted socioeconomic challenges. The plan also stated that effective management is required, which includes information sharing and resource sharing, departmental clear roles, continuous communication, and shared decision-making activities aligned with the Sector's goals. However, the target group was not supposed to receive social grants while participating in the programme.

### **1.8.2. The origin of the Expanded Public Works Programme in South Africa**

The government acknowledged that joblessness and poverty remained the most serious pressures to the country's new democracy. The ruling party, the African National Congress, held its 51st conference in 2002, and one of the resolutions adopted was that the fight against unemployment was critical, and that the issue required immediate attention from all parties. In reaction to this issue, the government organised the Growth and Development Summit (GDS), which brought together a number of social partners to discuss unemployment issues. There was an agreement that the EPWP would be

established, with R100 billions set aside for the employment of demanding programmes (Nzimakwe, 2008).

The EPWP was to be implemented over a five-year period. The former president, Mr Thabo Mbeki launched the programme in 2003, while delivering the State of the Nation Address (SONA). The President stated in his address that the programme was a comprehensive inter-governmental and people-centred programme. He went on to say that the programme belonged to the country and aimed to put unemployed people to work.

### **1.8.3. The relationship between the Expanded Public Works Program and Early Childhood Development**

ECD was identified as critical area for poverty reduction. Thabo Mbeki, the Republic of South Africa's then-president, announced this in 2003. Furthermore, “departments of Education, Social Development, and Health developed the Social Sector Plan (SSP), which identified ECD and Home Community Based Care (HCBC) as areas requiring immediate consideration through work and training” (September, 2007).

ECD services serve as a foundation for providing services to families and children, necessitating government intervention (Antonopoulos, 2009). According to Phillips et al. (2009), ECD services go beyond child care to include ensuring appropriate nutrition, clean water, access to health services, providing mental inspiration and creating a safe clan, gathering firewood to prepare meals, and providing a kind and age appropriate environment that is critical for children's physical and psychological development. That is why the government felt it was critical to include ECD in the EPWP's social sector. The EPWP is linked to ECD because they are both part of the social sector and are also responsible for trainings, creation of jobs and expansion of services that are rendered in the ECDs.

Studies on EPWP and ECD were conducted from various perspectives and sectors. Berg (2007) conducted a study on ECD and investigated how to “reconcile job creation and childcare services through early childhood development”. According to the author, SA is the first country that has designed and also implemented EPWP in ECD centres.

Furthermore, the author demonstrated that South Africa is in the midst of a crisis in both child care and unemployment.

Again, September (2007) demonstrated a link between ECD and EPWP, emphasising that the EPWP was able to lessen poverty and inequity. Furthermore, the author claimed that poverty and inequality are the primary causes of unemployment, and that it was critical for the government to include the ECD sector in its poverty-reduction plans.

Mohapi (2013) conducted a study on feasibility of the EPWP's social sector to empower women, young people, including those with disabilities or the disabled. The study revealed that policymakers in South Africa and around the world used public works programmes to alleviate poverty, and that vulnerable groups of people were targeted. Mohapi (2013) goes on to argue that the EPWP's social sector contributed positively to skill development, poverty alleviation, job creation, and women and youth empowerment. However, the study did not address impact of the program on ECD practitioners.

#### **1.8.4. Legislative Framework governing the Expanded Public Works Programme and Early Childhood Development**

The researcher identified, but not limited to, the following legislative frameworks governing the Expanded Public Works Programme and Early Childhood Development:

- The Constitution of the Republic of South Africa, 1996
- The Children's Act, 2005 (Act 38 of 2005)
- Basic Conditions of Employment Act, 1997 (Act 75 of 1997)
- Code of Good Practice for employment and conditions of work for Expanded Public Works Programmes
- Expanded Public Works Programme Institutional Arrangement Framework, 2012
- Interim Policy for Early Childhood Development, 1996
- Intergovernmental Relations Framework Act, 2005 (Act 13 of 2005)
- Ministerial Determination

- Skills Development Act, 1998 (Act 97 of 1998)

The aforementioned legislation will be briefly discussed in Chapter 2 of the research report.

#### **1.8.5. Drivers and stakeholders of the EPWP**

The National Department of Public Works and implementing agencies (Departments, State Owned Enterprises, and Municipalities) are in charge of ensuring that the programme is carried out effectively. The government intends to provide a steady income by allowing people to participate in work and training opportunities that last from four months to a year (Economic Policy Research Institute, 2014).

The EPWP's stakeholders include the following: The Department of Public Works (DPW), the Department of Social Development (DSD), the Department of Health (DoH), the Department of Education (DoE), the Education Training and Development Programme Sector Education and Training Authority (ETDP, SETA), the Local Authority or Municipality, and the Site Management Committees in the ECD centres.

### **1.9. RESEARCH METHOD**

A research design, according to Rajasekar, Philominathon and Chinnathambi (2006), is a plan that indicates different methods to be used in resolving the research problem, bases and information associated with the problem, cost budget, and time frame. This study employed qualitative research, which Denzin and Lincoln (2011) define as "complex descriptive practices that place a greater emphasis on the qualities of entities as well as procedures and meaning that are not experimentally observed or measured in terms of size, quantity, or occurrences." Essentially, the study used a narrative-analytical approach (using secondary data) with a focus on descriptive inquiry of variables and their influence on the ECD programme in the Limpopo Province Education Department. The approach was historically comparative and useful in predicting a future framework for the province's ECD programme.

## **1.10. STUDY AREA**

The study area is Sekhukhune District, which includes four circuit offices: Tubatse, Bogwasha, Mabulane, and Drakensberg. However, the study concentrated on the Tubatse Circuit.

### **1.10.1. Population**

Bless and Achola (2006) describe a population as "set of objects of people, the focus of the research project, and about which the researcher wants to determine some characteristics." Welman, Kruger and Mitchell (2006) also showed that a population is "a group of possible participants to whom the researcher wishes to generalise the study's findings". These definitions imply that a population refers to people who share related characteristics and from which the research study's sample is drawn. The participants in this study are officials who were coordinating EPWP in the Limpopo Department of Education. In addition to the population, there are ECD practitioners in the Tubatse Circuit who work in the circuit's ECD centres.

### **1.10.2. Sampling method and sample size**

Sampling denotes "a method for selecting a cluster of people in order to determine the characteristics of a larger group known as the population" (Brynard, Hanekom & Brynard, 2014). According to Neuman (2006), sampling aims to select a typical sample, collect units from a population, and study the sample in order to generate generalisations about the larger group.

A non-probability sampling method was employed to select ECD Practitioners in the Tubatse Circuit of the Sekhukhune District who had received training at various levels,

NQF Levels 4 and 5. Non-probability sampling means that “not everyone from the population has a chance of being included in the sample”. Convenience, quota, purposive, and network sampling procedures are all considered (Burns & Grove, 2001).

### **1.11. DATA COLLECTION**

Data collection is an “orderly process of collecting and measuring information on variables of interest to answer stated research questions, test hypotheses, and evaluate outcomes” (Kabir, 2014)

Because of the nature of this study, multiple data collection techniques were used, including a literature review, reports and materials from the internet, books, and research articles from other researchers and journals. In other words, the data used in this study is entirely secondary and has collected information from sources that have already been published in some form or another.

### **1.12. DATA ANALYSIS**

Struwig and Stead (2001) define data analysis as “a technique that helps researchers organise and make sense of large amounts of data”. Data analysis, according to De Vos, Strydom, Fouche and Delport (2006), is “the way of bringing order, structure, and meaning to a large amount of collected data”. EPWP reports, statistical data, internet articles, and journals written by other researchers were analysed and classified.

Thematic analysis “is a methodology that is designed to detect trends (commonalities, contrasts, etc.) in the content of the data”. Accordingly, data analysis was conducted in a series of clearly defined stages that included categorisation and coding which is not only useful for those who are involved in this type of analysis, but also for a broad understanding of the nature of qualitative analysis. (Leedy & Ormrod, 2014). The documents were reviewed and the information was categorised under each of the study objectives.

### **1.13. ETHICAL CONSIDERATION**

De Vos et al. (2005) defines ethics as “values that are supported by an individual or group, which are then broadly accepted, and provide the rules and behavioural expectations relating to the most appropriate conduct toward research subjects and respondents, employers, other researchers, students, and assistants.” The researcher understands the ethical considerations that are used in a study that include empirical aspects, such as permission to conduct a study, avoidance of harm, informed consent, non-deception of subjects, privacy, and confidentiality. The information gathered from reports and documents was not altered during the reporting process. Given that this study relied on secondary data, the researcher considered ethical issues such as obtaining authorisation to conduct the study from Limpopo Department of Education, identifying all sources to be used in the study to avoid plagiarism, and making a copy of the research report with the results available to the department.

### **1.14. LIMITATIONS OF THE STUDY**

The study looked at the analysis of the Limpopo Department of Education's EPWP and job creation focus in the Sekhukhune District's Early Childhood Development. However, the researcher acknowledges that EPWP on ECD exists in Limpopo Province's other districts, namely Capricorn, Mopani, Waterberg, and Vhembe.

The study was time and resource constrained. Since the study was secondary in nature, the author had no control over data quality.

### **1.15. OUTLINE OF THE STUDY**

The following research framework was developed in order to achieve the study objectives:

- The first chapter included an introduction, problem statement, goal of the study, research objectives and questions, significance of the study, key term clarification, literature review, and research methods. The area of the study, population, sampling methods and size, data collection and analysis methods were also discussed. Finally, the chapter discussed the study's ethical considerations and limitations.
- The second chapter provided a review of the literature on EPWPs and EDCs.
- The third chapter discussed the methodology of how the research was conducted, as well as issues such as collection of data and unit of analysis.
- The fourth chapter dealt with the research findings.
- The final chapter contained the summary, closing remarks and recommendations.



## **CHAPTER 2**

### **REVIEW OF RELATED LITERATURE**

#### **2.1. INTRODUCTION**

A literature on an analysis of the EPWP and job creation in the Department of Education in Sekhukhune District, Limpopo Province, South Africa is reviewed. The goal is to gain a broad understanding of the programme, including its origin, the legal framework that governs it, and the program's need or purpose. The chapter examines the EPWP's sectors and phases to better understand how the programme was implemented and how job opportunities were created in various sectors. The EPWP's social sector, with a focus on Early Childhood Development (ECD), will be investigated to better comprehend the connection between EPWP and ECD, as well as EPWP and practitioners' socioeconomic status. Finally, the chapter examines the EPWP's drivers and stakeholders, financial stability, and implementation challenges.

#### **2.2. EXPANDED PUBLIC WORKS PROGRAMME (EPWP) IN THE REPUBLIC OF SOUTH AFRICA (RSA)**

Different authors and scholars define the EPWP: Nzimakwe (2008:207) defines EPWP as "South African government's short-to-medium term programme meant for provision of additional work opportunities combined with training". Antonopoulos (2008:3) refers to EPWP as "an energetic labour market policy which is a public job formation programme that provides jobless people with a paid work right". Antonopoulos (2008) further maintains that EPWP is a public job creation programme affecting the delivery of social services in education and health, and is meant for families that cannot afford such services because of a lack of salaries.

Department of Public Works (2007: viii) defines EPWP as "one of a number of government's resourcefulness that is meant for unemployment and alleviating poverty in South Africa in the short to medium term". According to the Department of Public Work's five-year report from 2004/05–2008/09, EPWP involves the "formation of provisional work opportunities for unemployed people using public sector budgets". The Department further believes that the EPWP is "one component in a wider government plan to reduce poverty through the mitigation and reduction of unemployment" (Department of Public Works, 2007: viii).

Phillips *et al.* (2009:18) defined EPWP as "considerate efforts by the public sector body to use expenditure on goods and services to make added work opportunities, coupled with training for the unemployed and emerging enterprises." The programme is one of the efforts that the government has put in place to channel the budgets of the departments towards the numbers of those without skills and also unemployed. According to Asare and Kidanu (International Labour Organisation representatives), these people "have not enjoyed the profits of the financial developments" (Phillips *et al.*, 2009).

The above definitions indicate that the expanded public works programme was meant for poverty alleviation. Poverty is defined by Moyo (2013) as a world-wide disaster threatening human life. The World Bank (2001:1) in Moyo (2013), on the other hand, sees lack as an artefact of social, political, and economic development that interacts with one another and worsens the environment in which poor people live. Khumalo (2013) attests that lack takes two forms: absolute and relative, pointing out further that a total lack is the inability of the underprivileged to have enough money or needs of life-food and shelter, while relative lack has to do with the standard of living.

The government's plans in respect of EPWP include:

- Increasing economy and the improvement of education system for employees to be enabled to take skilful work opportunities made by the economic growth;
- Expanding the programme through its sectors: infrastructure, environment, economic and social sectors;
- Providing people with work experience;

- Providing skills development and education to individuals during the process of the programme; and
- Assisting workers with exit opportunities after the completion of the programme (Department of Public Works, 2007).

The expanded public works programme targeted largely men, women, and young people who were unemployed, unskilled, but willing to work. The target group was also not supposed to be receiving social grants while they were part of the programme. People with disabilities were expected to be part of the programme. These target groups were categorised according to percentages as follows: women (40%), young people (30%) including 2% for persons with disabilities (Department of Public Works, 2007).

As part of the programme, work opportunities were to be combined with training for the purposes of enabling the beneficiaries to earn salaries when they complete the programme, through firm exit approaches that would be specific to the sector, as was claimed by the DPW in the 2007 report. Lieuw-Kie-Song (2009: 15), however, showed that it was extremely difficult to combine work creation and training for exit strategies due to differences in the background of the beneficiaries, difficulties in training all the beneficiaries who were coming through, and different responsibilities of the departments with regard to training (Lieuw-Kie-Song, 2009).

Dicks, Brockerhoff & Lwanda (2011: 39) also point out that the programme was to be used as a vehicle for the provision of training and income support to unemployed people. On the other hand, Antonopoulos (2009:9) maintains that EPWP is aligned to the objectives of Millennium Development Goals (MDGs 1, 2 and 3) which emphasise "abolition of life-threatening poverty, attainment of primary education, and elevation of gender equality and empowerment of women" (Antonopoulos, 2009).

The cabinet approved the EPWP that was then launched in 2004 by the president of the Republic, Mr Thabo Mbeki, in his State of the Nation's Address (SONA) and that was in line with the government's election campaign of that year, 2004, where much emphasis

was on skills development and the reduction of poverty and unemployment (Nzimakwe, 2008: 208). McCord (2005) states that the EPWP was launched in 2004 and aimed to afford one million South Africans with short-term jobs, skills training, and work experience. Again, Kühl (2012:21) indicates that the EPWP was established under the support of the Employment Intensive Programme (EIP) and the International Labour Organisation (ILO), which support employers, governments, Community Based Organisations (CBOs) and unions to improve investment in infrastructure growth to improve public access to basic facilities.

The EPWP was developed in line with the National Development Plan (NDP) 2030, which aimed to eradicate poverty and also reduce disparity by 2030. When the NDP was agreed upon, South Africa was in its 18<sup>th</sup> year of democracy and the country was still experiencing a high unemployment rate, where many people lived in poverty, few were working, and young people also felt that the likelihood of them being employed was impossible. Again, the Presidency (2011) stated that democracy cannot endure and flourish if most people remain in poverty. It is for this reason that the government of the Republic of South Africa came up with intervention policies like EPWP, among others, to try to fight unemployment that led to poverty in the country (The Presidency, 2011).

Findings of the 2016 Community Survey showed that the provinces declined in the poverty headcount between 2011 and 2016. However, in Limpopo, the poverty headcount increased from 10.1% in 2011 to 5.5% between 2011 and 2016 (Statistics South Africa, 2016).

When the EPWP was introduced, work opportunities were meant for infrastructure, but the programme expanded and identified an opportunity for work in other divisions: the infrastructure, environmental, social, and economic sectors. The sectors were planned in such a way that they were to be implemented in periods referred to as phases, hence EPWP Phase I, EPWP phase 2, EPWP phase 3 and EPWP phase 4. Phase 1 of the EPWP was launched on the 1<sup>st</sup> of April 2004 and was completed on the 30<sup>th</sup> of March 2009. Phase 2 started in April 2009 and was completed in March 2014. This was followed by Phase 3 that started in April 2014 and was completed at the end of. The

EPWP is in its 4<sup>th</sup> phase, which started in April 2019 and is to be completed in March 2024 (Department of Public Works, 2007).

### **2.3. LEGISLATIVE FRAMEWORK GOVERNING THE EXPANDED PUBLIC WORKS PROGRAMME AND EARLY CHILDHOOD DEVELOPMENT**

ECD is a broad topic that spans several departmental programmes. However, this looked at the policy and legislative framework involving the EPWP's ECD sub-programme.

#### **2.3.1. The Constitution of the Republic of South Africa, 1996**

According to Chapter 7 of the Constitution of the Republic of South Africa, Section 152 (1) and (2), the objective of local government is to “*ensure that the delivery of services to the community is in a suitable manner for the advantage of present and future generations and to promotion of social and economic growth*”.

#### **2.3.2. Intergovernmental Relations Framework Act (Act 13 of 2005)**

The objective of the Intergovernmental Relations Framework Act is for the “*promotion and facilitation of intergovernmental relationships for local government, to implement national policy legislation, including the effective provision of services*” (The Presidency, 2005: 13).

#### **2.3.3. Ministerial Determination**

Ministerial Determination specifies “*employment conditions, compensation and rates, punitive and grievances measures, and protection of employees involved in Public Works Programmes*” (Department of Planning, Monitoring and Evaluation & Department of Social Development, 2015: 52).

#### **2.3.4. Basic Conditions of Employment Act (Act 75 of 1997) (BCEA)**

Basic Conditions of Employment Act is meant for the “improvement of financial growth and societal fairness” for the purpose of:

- (i) Establishment and application of basic conditions of service; and
- (ii) Regulation of the different conditions of employment (Department of Labour, 2011).

#### **2.3.5. Code of Good Practice for employment and conditions of work for EPWP**

The Code of Good Practice “*puts standards for the engagement of youth, women, and persons with disabilities in public works programmes*”. The code also permits special conditions on labour-intensive jobs as well as usage of a task-based payment system including responsibilities based on the condition of the local going rate for untrained labour (Department of Labour, 2011).

#### **2.3.6. Skills Development Act (Act 97 of 1998)**

The aim of Skills Development Act is to expand the abilities of the workers and to ensure the following:

- (i) Development lives of employees’ views in relation to labour movement;
- (ii) Development of output at the work place including employees’ effectiveness;
- (iii) Support for self-employment, and
- (iv) Development and delivery of societal services (Skills Development Act, No 97 of 1998).

#### **2.3.7. Expanded Public Works Programme Institutional Arrangement Framework, 2012**

The programme is implemented in all departments and other sections within the municipalities. Departments make an effort to mark those that are without skills and presently not working. This is done to enable departments to use their finances to draw the unemployed into useful work (Fetakgomo Local Municipality, 2015).

### **2.3.8. Education White Paper 5 on Early Childhood Education (2001)**

Education White Paper 5 on Early Childhood Education showed that “*delivery of services for ECD is about provisioning of child health, nutrition, and education*”. The Department of Education hopes to enlarge the number of ECD programmes and develop quality of programmes by providing young residents with a firm basis for lasting learning and growth in the 21<sup>st</sup> century (Education White Paper 5 on Early Childhood Education, 2001: 5).

Other policy frameworks governing the ECD include the “*Bill of Rights (Chapter 2) in South Africa’s Constitution, the African Charter on the Rights and Welfare of the Child, Interim policy for Early Childhood Development (1996), National Integrated ECD Policy (2015), and The Children’s Act, 38 of 2005*” (Pasensie, 2012).

The Bill of Rights maintains that “*all children have the right to personal or parental care. The Bill also maintains that children should have suitable care when removed from the family environment. Again, the Bill of Rights listed other important rights of children as follows: the right to basic nutrition, shelter, basic healthcare services, and social services (The Constitution of the Republic of South Africa*”, 1996:11).

### **2.3.9. The African charter on the Rights and Welfare of the child (1979)**

The African charter on the Rights and Welfare of the child (1979) indicated that “*children are eligible for education that is directed to the advancement and growth of their personality, talents, mental and physical abilities to their full potential*” (The African Charter on the Rights and Welfare of the Child, 1979: 3).

### **2.3.10. Interim Policy for Early Childhood Development (1996)**

Interim Policy for Early Childhood Development (1996) acknowledges that “*children’s developmental needs necessitate appropriate interventions that ensure continuity between the home, the educational and pre-school phase, and the early years of schooling*” (Department of Education, 1996).

### **2.3.11. National Integrated Early Childhood Development (ECD) Policy, 2015**

The goal of National Integrated ECD Policy is to make sure that children are given a solid foundation so as to contribute to the long-term success of the country. The policy offers, among other things, the identification of those who will be involved in matters that relate to children including their duties for the delivery of services within the ECD environment (Department of Social Development & UNICEF, 2015).

### **2.3.12. The Children’s Act, 38 of 2005**

The Children’s Act was developed by the department of social development to express legal rights of children. That is “the right to parental or family care in the absence of the family environment, societal and the right to be provided with services that will ensure holistic development of children. This include promotion and monitoring the sound, physical, intellectual, psychological, emotional, and social development of the children” (Department of Social Development & UNICEF, 2015).



### **2.3.13. The National Integrated Plan (NIP) for Early Childhood Development in South Africa, 2005-2010**

The National Integrated Plan (NIP) for Early Childhood Development (ECD) was informed by current public programmes to ensure that all children aged 0 to 4 years are accessing services of good quality. The main features of the NIP included: “stimulation of children from birth to four years old within comprehensive ECD programmes, improved and inclusive delivery of services with a focus on centre-based and non centre based ECD programmes” (UNICEF, 2005: 2).

### **2.4. THE NEED FOR EXPANDED PUBLIC WORKS PROGRAMME**

Phillips (2004:7) maintains that the goal of government was to use municipal sector budgets to ease unemployment through the creation of temporary useful work opportunities that are coupled with training. However, Phillips *et al.* (2009:18) argue that EPWP aimed to create work opportunities and thus influence other public sectors to implement the programme through the development of the infrastructure, environment, and social sectors. Furthermore, Phillips *et al.* (2009:18) attest that the EPWP aimed to increase and influence the programme by expanding it in two dimensions: the expansion of the programme outside infrastructure by including the environment and social programmes, and the expansion of the process of public infrastructure investment to make it more labour intensive.

According to the Growth and Development Summit (GDS), EPWP was described as a source for the provision of income (poverty relief), training and labour practice to improve and enable beneficiaries to earn an income in the future. The design and the plan was that the programme was to be implemented in a short-to-medium-term for the purpose of bringing more people into the economy by providing them with skills and the ability to earn salaries. Thus, the objectives of the EPWP are described by the GDS as follows:

- drawing unemployed people into useful work to allow them to earn salaries;

- providing the unemployed with educational skills;
- guaranteeing that participants are enabled to convert knowledge gained to start own businesses or become employed once the programme is completed; and
- using public finances to decrease and relieve poverty (Economic Policy Research Institute, 2014).

The EPWP aimed to create job opportunities for people who lack skills and have not been employed for some time. Again, the plan was to provide participants with skills and accredited training to prepare them for permanent jobs (Antonopoulos, 2008:3).

Antonopoulos (2008:3) showed that EPWP was established in SA to redress challenges of prolonged unemployment, offer participants with work opportunities, promotion of skills to both males and females, delivery of services and provision of voluntary work for undeserved people (Antonopoulos (2008:3). Again, Antonopoulos (2009: 5) believes that the government hoped to address financial empowerment and fight unemployment and poverty through job creation. Antonopoulos (2009:5) further maintains that the EPWP had the potential to let go of social separations in order to contribute to the alleviation of poverty by organising an underutilised local resource-labour.

## **2.5. SECTORS OF THE EXPANDED PUBLIC WORKS PROGRAMME**

When the EPWP was introduced, job opportunities were meant for infrastructure, but the programme expanded and identified work openings in other sectors of the EPWP namely: the infrastructure, environmental, social, and economical. The sectors were planned in such a way that they were to be implemented in periods referred to as phases; hence, EPWP Phase I and EPWP Phase II (Department of Public Works, 2007: viii).

*Infrastructure* created work opportunities using labour intensive methodology in building roads, provision of water, schools, and sanitation, parks and sports fields (Lieuw- Kie-Song, 2009: 9). The infrastructure also involved the use of labour-intensive building approaches to supply medium-to large-scale public infrastructure projects. In addition,

Kühl (2012) concurred with Lieuw-Kie-Song (2009: 9) in that the infrastructure sector was meant for the building and maintenance of roads, storm water pipes, and low volume roads.

The *environmental* sector employs people on projects in order to improve their confined environments. Work opportunities in the environmental sector were created through working for water, fire protection, and coastal cleaning (Lieuw-Kie-Song, 2009: 9).

The *economic* sector involved the development of commercial skills and the creation of learnerships and cooperatives in order to introduce previously disadvantaged individuals into the mainstream economy. Lieuw-Kie-Song (2009: 90) emphasises that the economic sector creates work opportunities through small enterprise development and government procurement.

The *social* sector aimed to expand basic services through the implementation of projects in home community care (HCBC) and early childhood development (ECD). All these programmes were implemented to improve livelihoods of the local communities. The EPWP acknowledged that voluntary work in HCBC and ECD that is done by children, and unemployed women were to be converted to paid work (Kühl,2012;30)

## **2.6. THE SOCIAL SECTOR OF EXPANDED PUBLIC WORKS PROGRAMME**

The social sector originated from a number of discussions held by the departments of Education, Health, and Social Development. Each department contributed towards programme financially (Department of Social Development, Department of Education, and Department of Health, 2004).

HCBC and ECD were identified as programmes which could create work opportunities for unemployed people. In addition, the plan was to provide HIV/AIDS sufferers with home community based care, therapy and better nourishment in the HCBC centres. Children from 0 to 5 years old were to be enabled to register in programmes that

provided education, health, nutrition, and overall well-being in the ECD sites (Antonopoulos, 2008: 8).

These programmes were previously underserved and relied on volunteers. The EPWP provided opportunities for the volunteers to develop their skills and to develop them to be able to render services in their areas of need. The sector targeted women (55%), the youth (55%), and those with disabilities (2%), These are the people who have undergone the burden of poverty and unemployment as suggested by the Social Sector EPWP Plan (2004). The programme was to provide them with skills, work experience and income, which was to be used as a stepping stone to their participation in the main stream economy (Department of Social Development, Department of Education, Department of Health, 2004).

The intention of the EPWP under this sector was again to involve learnerships, wherein workers were to undergo formal training to obtain formal qualifications in ECD and HCBC, thus being enabled to be employed within the sector (Department of Social Development, Department of Education & Department of Health, 2004).

## **2.7. PHASES OF THE EXPANDED PUBLIC WORKS PROGRAMME**

The Expanded Public Works Program is executed in five-year phases, which are organised as follows:

### **2.7.1. Phase I (2004 to 2009)**

Phase I was introduced in Limpopo province on 1 April 2004 at Sekhunyani Village, Giyani. The programme ran from 2004 up to 2009. Its goal was to promote economic growth and the creation of sustainable development and livelihoods for South Africans. Again, this was done to ease joblessness and poverty through the creation of 1 million work opportunities (WOs) for jobless people in South Africa and in the province.

Unpredictably, a total of 1,617,000, made up of women and youth, was created within this phase.

The launching of the first phase of the EPWP was a way of the government to address problems of joblessness and poverty in the country (Department of Public Works, 2009a; 2009b).

For the programme to succeed, government organisations and parastatals were obliged to formulate strategies for spending their budgets for the purposes of drawing unemployed people into useful work and of enabling them to acquire skills that were to enable them to have income-earning potential in the future (Department of Public Works, 2009a; 2009b).

The National Department of Public Works (NDPW) was mandated to coordinate and to lead the EPWP in terms of monitoring, evaluation, and provision of reports to the Cabinet. Sectors which were identified as areas for job creation included “environmental which was led by the Department of Environmental Affairs; infrastructure, under the auspices of the Department of Public Works; the social sector, led by the Department of Social Development; and the environmental sector, which was under the Department of Trade and Industry” (Department of Public Works, 2009a).

Phase 1 of the EPWP succeeded in creating its one million opportunities of work by 2008, in advance of scheduled time as it was completed in 2009, before the completion of the time that was allocated to the phase. Reports indicated that 40% of the young and 47% of women's employment was achieved. However, these achievements covered only 11% of the unemployed people in the country, and that limited the effect on poverty reduction (Department of Public Works, 2009a).

### **2.7.2. Phase II (2009 to 2014)**

Phase II of the EPWP was launched at the University of the Western Cape in April 2009 and that was for the purpose of halving the rate of unemployed people by 2014 through the distribution of services to communities.

The goal of launching this phase was for creation of 4,5 million work opportunities that were to eventually lead to 2 million Full Time Equivalent (FTE) works for the underprivileged communities. According to Kühl (2012), the plan of the government was to decrease the unemployment rate by 2014. The idea of a decreasing unemployment rate concurred with that of the EPWP Five Year Report of 2004/05-2008/09 in that the programme was to provide participants with necessary skills. Phase II was meant to strengthen the EPWP and the sector, allowing it to have major impact on Millennium Development Goal (MDG) of halving unemployment by 2014.

A target of 4.5 million work opportunities was set for Phase II and was to be realised through training and initiative development and employed in various sectors and programmes to improve delivery of services and the welfare of the practitioners (Department of Public Works, 2009b). The phase targeted “55% of women, 40% of youth, and 2% of persons with disabilities” (Lieuw-Kie-Song, 2009: 15). Again, Lieuw-Kie-Song (2009) indicated that “new developments within the sector included introduction of the non-state sector, which replaced the economic sector and has also created work opportunities for the Non-Governmental Organisation (NGOs) and Community Based Organisations” (CBOs)).

Intergovernmental wage incentives were also introduced to speed up growth and to incentivise other spheres of government, provinces, and municipalities. The Incentive Grant allocation was determined by the performance score of the provincial department in the previous financial year and was done to motivate increased job creation by public bodies as well as the provision of more resources for successful EPWP programmes (Department of Public Works, 2016).

EPWP’s goals for phase II were to alleviate poverty and to promote employment. This means that there was to be less emphasis on skills development training and exit strategies as these were achieved in the first phase of the programme and proved to have made the programme difficult to implement (EPWP Social Sector Phase 2 Implementation Evaluation-Draft Literature Review, 2014).

### **2.7.3. Phase III (2014 to 2019)**

Phase III of the EPWP began in April 2014 and ended in March 2019. In line with the first two phases, EPWP phase III established a 6-million-person employment target to be met at the completion of the phase in March 2019. (Department of Public Works, 2014). Phase III of the Social Sector hoped to accomplish the following:

- To attract significant and large numbers unemployed people into productive work by delivering social services to assist beneficiaries to earn salaries after the completion of the programme; and
- To provide participants with educational skills that will enable them to be employed and to begin their own companies after the completion of the programme.

To achieve this, the EPWP Phase III aimed to: improve plans for working within all phases of the EPWP; introduce an improved amount of consistency to set up numerous programmes by outlining collective values; improvement and targeting of participants through community involvement; improvement of monitoring and evaluation; and strengthen partnerships amongst leading departments and participants (Department of Public Works, 2014).

### **2.7.4. Phase IV (2019 to 2024)**

Because of the country's unemployment and poverty levels, EPWP is currently in Phase IV and will be employed from 2019 to 2024. This phase follows and is informed by past performance, including international experience, and aims to take public employment to the next level.

**Table 1: Targets for demographics in EPWP Phase IV**

<b>Category</b>	<b>Targets</b>
Women	60%

Youth (16 to 35 Years)	55%
People with disabilities	2%

**Adapted from Department of Public Works and Infrastructure (2019)**

The table above shows the targets of the EPWP's fourth phase, whose objective is for provision of work (WOs) and income to the underprivileged societies.

## **2.8. RELATIONSHIP BETWEEN THE EXPANDED PUBLIC WORKS PROGRAMME AND EARLY CHILDHOOD DEVELOPMENT**

Early Childhood Development was identified as a key area for the reduction of poverty through the EPWP. This was pronounced in 2003 by the president of RSA at that time. In addition to that, the departments that were responsible for ECD namely, Education, Social Development, and Health established the Social Sector Plan (SSP), that has further recognised ECD and HCBC as areas that were to be considered for work and training (September 2007).

Early Childhood Development (ECD) is thus defined as “a generic term that applies to the process through which children from birth to at least nine years of age grow and flourish (UNICEF, 2015)”. Again, Pasensie (2012:1) views ECD as “a developmental area in which children from birth to nine years are being developed and assisted to thrive in all aspects of child’s development”. The Department of Social Development, Education and Health (2004), however, maintains that the focus of the EPWP in the ECD centres is from 0 to 5 years old.

Previously, programmes such as HCBC and ECD were underserved and relied on volunteers. When EPWP was introduced, it a breakthrough for both the government and ECD practitioners. This is because caring for children is an unpaid and unrecognised work of women in many societies (Department of Public Works, 2011).



ECD services are a basis for the delivery of services for families and children and therefore call for intervention on the part of the government. According to Antonopoulos (2009:9) ECD services extend beyond child minding but also include securing suitable nutrition, clean water, access to health services, provision of mental inspiration, creation of a safe clan, collection of firewood to prepare meals, and a nurturing atmosphere, which is essential for the holistic development of children. This is the reason the government felt that it was important to include ECD within EPWP's social sector. The ECD EPWP involves three components, namely: "an increase in registered ECD centres; number of children receiving subsidies from the department; and lastly, increasing training of ECD practitioners responsible for children aged 0–5 years" (Phillips *et al.*, 2009).

The ECD EPWP was identified as national priority by the government. In 2010 phase II of EPWP was introduced and brought along a number of changes to the ECD as follows:

- The ECD EPWP was expanded to include practitioners who work with children. This was encouraged by the need to create more job opportunities for the unemployed. The need for the creation opportunities for work resulted in the recruitment and training of gardeners and cooks already working in the ECD centres as volunteers.
- It was recommended that job categories of work-place opportunities be added to the training of gardeners and cooks. This also included training of practitioners in the National Qualification Framework (NQF) Levels 1, 4 and 5. According to Phillips *et al.* (2009), the ECD EPWP complements the National Integrated Plan (NIP) for ECD. The aim of the EPWP for ECD is to provide services and build infrastructure in order to improve access to ECD programmes and to contribute to the improvement of skills in poor communities.
- The NIP provided a strategic framework for implementation of ECD services in the country and set targets which focused on: "increased number of registered ECD centres; increased number of children who are to be supported by ECD

sites; and increasing the budget allocated for ECD services” (Phillips *et al.*, 2009: 24).

- The Ministerial Determination for the Public Works Programme gazetted the minimum stipend level for the first time and the Department of Public Works introduced the Incentive Grant, which was to be provided on a quarterly basis for entities that managed to create 35% of job opportunities (Pasensie, 2012: 1).

The motivation for the ECD EPWP was that the government had a concern for the expansion of children from 0 to five years, which is now the responsibility of parents, crèches, Non Profit Organisations (NPOs) and Community Based Organisations (CBOs). The aim of the EPWP in the ECDs was to skill large numbers of practitioners, thereby increasing their ability to make an income and improving the care and learning of children (Phillips *et al.*, 2009: 24).

The EPWP programme is related to ECD as they are both included within the component of social sector, a sub-programme which looks at training, creation of jobs, and expansion of services that are rendered in ECD. This was identified as “an area for investment in training and provision of jobs under the social sector part of the EPWP because of the limited provision of ECD services”. The idea of municipal savings in training, creation of jobs and quality service delivery in the ECD was established in the EPWP Social Sector Plan of 2004/5-2008/9 (Biersteker & Sreak, 2008: 19).

Studies relating to EPWP and ECD were undertaken from different viewpoints and sectors. According to Berg (2007: iii), the first country to develop and implement public works programme in the ECD is South Africa. *The author conducted “an ECD study and investigated how to reconcile job creation and childcare services through early childhood development”*. In the study, the author compared programmes that prepare caregivers for ECD and that was done in terms of their capability to develop children, provision of work, and helping caregivers bring together paid and unpaid work (Berg, 2007; iii).

According to Berg (2007: iii), South Africa is encountering challenges in both child care and joblessness. Berg further maintains that child care and unemployment are two areas that need much attention for development and economic growth. The author maintains that ECD would not expand successfully until specific challenges were met and further proposed that the programme be used as a means of training and developing a cadre of practitioners and finally requested that attention be given in this area to avoid programmes' influence on ECD (Berg, 2007).

Berg's idea is supported by Antonopoulos (2008: 4), who makes a statement in the Policy-Brief on South Africa and indicates that the country was the first that included public job creation, which extended social service delivery and attention was given to HCBC and ECD. According to the author childcare and unemployment relates to development and economic growth. Furthermore, Antonopoulos (2008: 4) states that voluntary work done by unemployed women and children should include care of the sick (TB patients and HIV/AIDS sufferers) and that those who are working need to be paid (Antonopoulos, 2008).

According to September (2007), there is a connection between ECD and EPWP. Again, the author emphasises that poverty and inequality may be decreased through the EPWP. Furthermore, September (2007) claims that poverty and inequality are the main causes of unemployment, and for this reason, it was important for the government to include the ECD in the plans for alleviation of poverty. Generating employment in the ECD for trained and untrained workers was not only going to bring in more social freedom and unity, but was to supplement social wellbeing and delivery of services (September, 2007).

Mohapi (2013: iv) also conducted a study to appraise the sustainability of EPWP's social sector for the purpose of empowering women, young people and those with disabilities or the disabled". The study revealed that community works programmes were applied in South Africa and worldwide by policymakers for poverty alleviation and that defenceless groups of people were targeted. According to Mohapi (2013: vii), "the social sector of EPWP contributed positively to development of skills, alleviation of

poverty, creation of jobs, women and youth empowerment”. However, the impact of the programme on ECD practitioners needed to be fully articulated.

## **2.9. DRIVERS AND STAKEHOLDERS OF THE EXPANDED PUBLIC WORKS PROGRAMME**

The National Department of Public Works and implementing agencies (Departments, State Owned Enterprises, and Municipalities) are responsible for effective implementation of the programme. (Economic Policy Research Institute, 2014) The government wants to give people a steady income by giving them work and training opportunities that last from four months to a year.

Stakeholders’ involvement in the EPWP includes the following: Department of Public Works (DPW), Department of Social Development (DSD), Department of Health (DoH), Department of Education (DoE), Education Training and Development Programme Sector Education and Training Authority (ETDP, SETA) and Local Authority or Municipality and Site Management Committee.

### **2.9.1. Department of Public Works (DPW)**

The Department of Public Works is accountable for overall coordination of the EPWP. Sectors of the EPWP are also coordinated by the DPW. The department was also involved with designing the programme, technical support, communication, and reporting to the Cabinet (Lieuw-Kie-Song, 2009: 9).

### **2.9.2. Department of Social Development (DSD)**

The DSD is the lead department for services for children from 0–4. Its role is to ensure that ECD sites are registered and funded. The DSD is responsible for registration and payment of subsidies to registered ECD centres.

### **2.9.3. Department of Health (DoH)**

Department of Health is responsible for monitoring of children's health at facilities (September, 2007).

### **2.9.4. Department of Education (DoE)**

The Department of Education is crucial in policy development and provision of training. The department also plays an important role in recommending policies of the programme, qualification frameworks, training and exit strategies (Department of Public Work, 2011).

### **2.9.5. Department of Labour (DoL)**

The Department of Labour assists training programmes financially to meet the rights of workers working in the projects of EPWP. The department is also coordinating training committee including departmental representatives (Phillips, 2004).

### **2.9.6. Local Authority or Municipality**

Local Authority or Municipality plays an important role by providing suitable land use or zoning certificate to various entities.

### **2.9.7. Site Management Committee**

Site Management Committees appoint principals who manage the programme on their behalf. They also appoint practitioners and principals who offer teaching and learning in the ECD centres. They look for people with leadership skills as and when they are appointing these individuals.

## **2.10. THE EXPANDED PUBLIC WORKS PROGRAMME AND THE SOCIO-ECONOMIC STATUS OF THE ECD PRACTITIONERS**

The Constitution of the Republic of South Africa (1996) emphasises the societal and economic growth of the citizens. The best way to promote the citizens in that respect is by delivery and creation of work opportunities and development of skills. The launching of the EPWP was done for the purpose of growing the economy of the people of South Africa.

According to Nzimakwe (2008:208), the biggest socio-economic challenges facing the government were the reduction of joblessness, the poverty alleviation, the provision of skills, and the expansion of social services. As part of improving the economy of the country, the government outlined various programmes that would improve productivity and keenness across the economy. This was done in order for the purpose of assisting job hunters and to shape people's skills. In 2013/14, the EPWP created over a million jobs in various sectors. This is an indication that the programme was best practice in secondary economy involvement. The expansion of education was found to be important in developing skills needed in the modern economy (National Treasury, 2015: 113).

The Department of Public Works (2009b), attested that EPWP is caused not only by an absence of resources. This is also caused by limited opportunities for skills expansion and labour market participation. The programme aimed to restore unemployed people's pride by creating job opportunities for them to contribute to the country's economy and improve their lives (Department of Public Works, 2009b).

September (2007: 3) concurs with the idea that EPWP was done for the purpose of growing the economy of the people. The scholar thinks that unemployment is a major cause of poverty and social exclusion. He also says that giving people access to good jobs is very important for achieving sustainable livelihoods and reducing poverty.

According to September (2007:3), South African government did a lot to improve the lives of its people. However, the researcher maintained that much still needs to be done

to speed up levels of gaps among the people. May (2000) in September (2007: 3) suggests strategies for dealing with unemployment, which included, among other things, the creation of more jobs and skill training. The author was of the opinion that thousands of job opportunities were to be provided and that suitable career-pathing opportunities were to be built if the ECD sector was expanded.

In August 2014, the Cabinet approved the National Integrated Plan of Action and assigned the DSD to establish service delivery and funding models for Early Childhood Development. ECD is a sector that offers professional career paths for women as they form part of the mainstream of the workforce. On the other hand, Whitelaw-Downs *et al.* (1996) in September (2007) indicate that the ECD sector is crucial for economic growth and in maintaining families.

The EPWP provided an allocation of income and was considered as an anti-poverty programme for provision of income support for poor families. Through the EPWP, the government provided income by allowing the beneficiaries to take part in work and training opportunities that continued for twelve months. The social sector of the EPWP emphasised training and provided workers with skills that made them more "employable." The programme also provided solutions to unemployment. Through being part of the programme, beneficiaries became aware of and were able to access other labour market programmes (Department of Planning, Monitoring and Evaluation & Department of Social Development, 2015).

Reports indicated that as part of the programme, women were deployed as "volunteers" and received a monthly stipend of between R500 and R2000 for twelve months while they were undergoing training. The practitioners received stipends rather than salaries in return for their labour as they are not permanently employed. Deployment of women also included working with children in ECD centres, after-care and drop-in facilities. Thus, through the EPWP, ECD practitioners received training at various levels, namely: Child Care Level 1 and others acquired National Qualification Framework (NQF) Levels 4 and 5 certificates (Department of Public Works, 2012).

The EPWP was implemented in the departments of Social Development and Education; it was done to address socio-economic empowerment through job creation, building skills, and providing training and authorisation to prepare EPWP beneficiaries for longer-term jobs once they leave the programme (Antonopoulos, 2009). According to the Department of Public Works (2009b), EPWP reached its target in the ECD. Through the programme, registered ECD sites increased and children from poor households benefited. The subsidy for children increased from R4.50 to R12 per child in all the provinces. Work opportunities were created for ECD practitioners, and cooks and gardeners received skills and training (Department of Public Works, 2009b).

## **2.11. CHALLENGES FACED BY EPWP IN MEETING ITS INTENDED OBJECTIVES IN THE ECD CENTRES**

Reports indicated that the EPWP succeeded in the fight against unemployment and poverty alleviation within the social sector of the EPWP, which encompasses HCBC and ECD. However, the sector experienced challenges in the ECD as most of the funds that were assigned for the growth of the sector were moved to other programmes (Department of Public Works, 2009b).

The challenges which were experienced by the EPWP in meeting its intended objectives in the ECD centres included the following:

### *Exit opportunities*

One of the government's plans in respect of EPWP included helping workers with exit opportunities beyond the programme. Research shows that social sector of the EPWP experienced challenges with respect to converting trainings into accredited programmes and in linking beneficiaries to exit opportunities (Department of Public Works, 2011: 11).

### *Lack of communication*



According to September (2007: 14), there was lack of communication between government departments that are responsible and working with ECD. This is before ECD was transferred from the department of social to the department of education. In the ECD sector, various government departments collaborate with the same stakeholder. The introduction of different programmes by different departments sends different messages and interpretations of the EPWP. To cite an example, different training centres or learnerships are offered to ECD practitioners by different service providers. A study by September (2007:14) again, indicated that different views have been realised with respect to EPWP and the work that has already been performed by other departments.

### *Registration of ECD sites*

According to the Department of Social Development (2011), it is difficult to expand the EPWP in ECD centres that are not registered with either the Department of Social Development or the Department of Education. Many of the ECD sites fail to qualify and to observe rules as laid out by the Department. Some of the rules relate to norms and standards that must be observed before sites can be considered for registration. Many ECD practitioners are unable to keep to guidelines set by the DSD and start their own services before actual registration (Department of Social Development, 2011: 4).

The Social Sector EPWP Plan (version 5) of 2004 reported that many of the ECD centres do not have the ability to meet essential registration requirements. Quality services are important in the ECD centres. ECD studies, which were undertaken by Human Science Research Council (HSRC) in 2010, have shown that 50% of the ECD practitioners did not have relevant qualifications. The Children's Act 38 of 2005, indicated that it was a requirement for an ECD practitioners to have relevant qualifications and experience of at least three years before they could register ECD site (Department of Social Development, 2011: 4).

### *Financial constraints*

Children's services are important and support their safety within the communities. Concerns raised in the EPWP Social Sector Plan (version 5) showed that "conflicting priorities in terms of budgets for ECD EPWP led to inadequate allocation of ECD centres by provincial departments" (Department of Social Development, 2011: 4).

#### *Increasing capacity of ECD sites*

Increased capacity of ECD sites lead to unplanned demand for subsidies from the departments or government. The demand for subsidies in turn requires additional budget and allocations which are not planned (Department of Social Development, Department of Education & Department of Health, 2004).

## **2.12. SUMMARY**

The chapter reviewed literature on the Expanded Public Works Programme. According to the reviewed literature, the Expanded Public Works Programme was introduced by South African government in 2003 following the Growth and Development Summit. The programme was implemented in order to provide employment opportunities to a large number of people in the country who were suffering from poverty as a result of unemployment.

According to the chapter, the programme was also expanded through the Social sector, which deals with HCBC and ECD. In the ECD sector, the programme was designed for ECD staff who volunteered in ECD centres. Practitioners were equipped with relevant skills needed in ECD sites through the programme: practitioners were trained on how to provide quality teaching and learning, as well as how to care for children in ECD centres, and were also given stipends to address problems of joblessness and poverty.

## **CHAPTER 3**

### **RESEARCH METHODOLOGY**

#### **3.1. INTRODUCTION**

The previous chapter presented arguments about the study based on related literature. This chapter presents research methodology, which is defined by Rajasekar, Philominathon, and Chinnathambi (2013) as an organised method of solving a problem. It is also noted that research methodology is a process in which researchers describe and explain their work, and that the goal of research methodology is to provide the research work plan. A research methodology chapter is essential in a study because it specifies the techniques, methods, and procedures used in the process of acquiring necessary data that will aid in carrying out the recommendations derived from research findings. The chapter also discusses the design of research and approaches employed

in the study. Furthermore, the study area, collection of data, analysis methods, and the population, are discussed. Moreover, the study's ethical considerations and limitations are explained.

### **3.2. RESEARCH METHODS**

Researchers employ three primary research methodology types: qualitative, quantitative, and mixed research methodology.

#### **3.2.1. Qualitative research method**

The study employed qualitative research, which Jensen and Warren (2020) define as research that focuses on gathering and analysing verbal and written data. Denzin and Lincoln (2011) define qualitative data as “complex descriptive practises that are emphasising the characteristics of objects as well as procedures and meaning that are not experimentally studied or measured in terms of quantity, or frequency”. Essentially, the study used a narrative-analytical approach focusing on descriptive analysis of variables and their influence on the Early Childhood Development (ECD) programme in Limpopo Province's Sekhukhune District's Department of Education. The approach was historical comparative and relevant in predicting a future framework for the Department of Education's Expanded Public Works Programme (EPWP) and ECD.

#### **3.2.2. Quantitative research method**

A quantitative research approach clarifies incidences by collecting statistical data and then analysing it using mathematically based methods (Sukamolson, 2010: 14). According to Bless and Achola (2006), in quantitative research, the researcher collects data in measurements and frequencies in order to remain objective and neutral. Furthermore, quantitative data is examined statistically to allow the researcher to generalise findings from a small sample to the entire population.

### **3.2.3. Mixed method research**

A mixed method study combines both quantitative and qualitative research data, and methods into a single research structure. Again, mixed method refers to a number of things, such as using a variety of methods for various opinions in a study or is a combination of qualitative and quantitative methods (Kabir, 2015).

This study, on the other hand, was conducted using qualitative research methods because the data was in the form of documents, transcripts, and previously published sources. To understand how EPWP created jobs within the ECD centres, a qualitative research method was used, and relevant data from existing sources were extracted.

## **3.3. RESEARCH DESIGN**

Rajasekar et al. (2006) defines a research design as “a plan that indicates different methods to be used in resolving the research problem, bases and information associated with the problem, cost budget, and time frame”. According to Akhtar (2016), research design is “the structure of research that is encompassing elements of a research project”. Again, Akhtar (2016) defines research design as “a plan, structure, and strategy for answering questions and controlling variances”.

The three most common approaches to directing and analysing research are pragmatic, positivism, and anti-positivism.

### **3.3.1. Pragmatic**

Pragmatism demonstrates that perceptions are only relevant when they support an action. Furthermore, pragmatism research can include several methods of research and strategies in one study as follows: quantitative, qualitative, and action research methods (Saunders and Thornhill, 2012).

### **3.3.2. Positivism**

Positivism demonstrates that factual knowledge is obtained through observation and measurement and is reliable. Again, the researcher confirms that data collection is limited and that interpretation is objective. The findings of positivism research are usually observable and quantifiable, and they also rely on observations that are measurable and lead to numerical analysis.

Collins (2010: 38) highlighted that positivism is related to the empiricist perception that knowledge is acquired from human experience and consists of distinct elements. Furthermore, positivism is ontological, believing that the world is divided and that elements and occasions interact in an observable, firm, and consistent manner.

### **3.3.3. Anti-positivism**

Anti-positivism, also known as Interpretivism, is based on data collection methods that are realistic, such as interviews and observations. This strategy involves researchers interpreting elements and incorporating human's curiosity into a study. According to Myers (2008) "interpretive researchers claim that access to reality is only possible through collective constructions such as language, awareness, shared meanings, and instruments". The study used anti-positivism to gain a comprehensive understanding of the Expanded Public Works Programme and how it was used to create jobs in Early Childhood Development Centres.

## **3.4. RESEARCH APPROACH**

Three research approaches are presented: case study, descriptive, and historical research methods.

#### **3.4.1. Case study approach**

According to Kabir (2015), the purpose of a case study is to learn about the factors, causes, and behavioural patterns of a unit, which is a place in its immediate social setting. A case study provides sufficient information about a person, group, or unit. This method, once again, studies the topic in a qualitative manner to cover all aspects of a single entity.

#### **3.4.2. Descriptive approach**

Descriptive research, according to Akhtar (2016), is statistical and describes phenomena as they exist. Descriptive research identifies and collects information on features of a specific subject, such as a community, group, or people. According to Akhtar (2016), this type of research defines social occasions, structures, and circumstances. Furthermore, descriptive research provides responses to the following questions: what, who, where, how, and when and is widely employed in physical and natural science to study the current situation.

#### **3.4.3. Historical research approach**

Historical research entails reviewing, comprehending, and interpreting past events in order to reach conclusions or understandings about past people or events. The interpretation of documents, diaries, and the like is the main focus of historical research. A historical research approach was employed to understand and interpret documents and reports related to the study.

### **3.5. DATA COLLECTION METHODS**

Data collection is the “orderly method of gathering and measuring information on variables of interest to answer stated research questions, test hypotheses, and assess outcomes (Kabir, 2015)”. Because of the nature of this study, multiple data collection techniques were used and they include literature review, reports and materials from the internet, books, and research articles from other researchers and journals. Primary and secondary data collection methods are commonly used, and they are defined as follows:

### **3.5.1. Primary data collection**

Primary data is information gathered from first-hand experience. This type of data has not yet been published, and according to (Kabir 2015), primary data is authentic, objective, and has not been altered by humans; thus, its validity exceeds that of secondary data (Kabir, 2015).

### **3.5.2. Secondary data collection**

Kabir (2015) defines secondary data as data that has already been collected and published. According to the researcher “censuses, organisational records, and data that has been collected through qualitative methodologies or qualitative research are common sources of secondary data for social science”. The researcher stated once more that data can be gathered through books, records, biographies, newspapers, published censuses, research articles by other researchers (journals), and databases.

Given that this is a desktop study, secondary data was gathered by reviewing previously published sources such as books, articles, and reports.

## **3.6. DATA ANALYSIS**

Data analysis is a technique that helps researchers organise and make sense of large amounts of information (Struwig and Stead, 2001). On the other hand, Vos, Strydom, Fouche and Delport (2006) describe data analysis as “the process of bringing order,



structure, and meaning to a mass of collected data”. EPWP reports, statistical data, internet articles, and journals written by other researchers were analysed and classified.

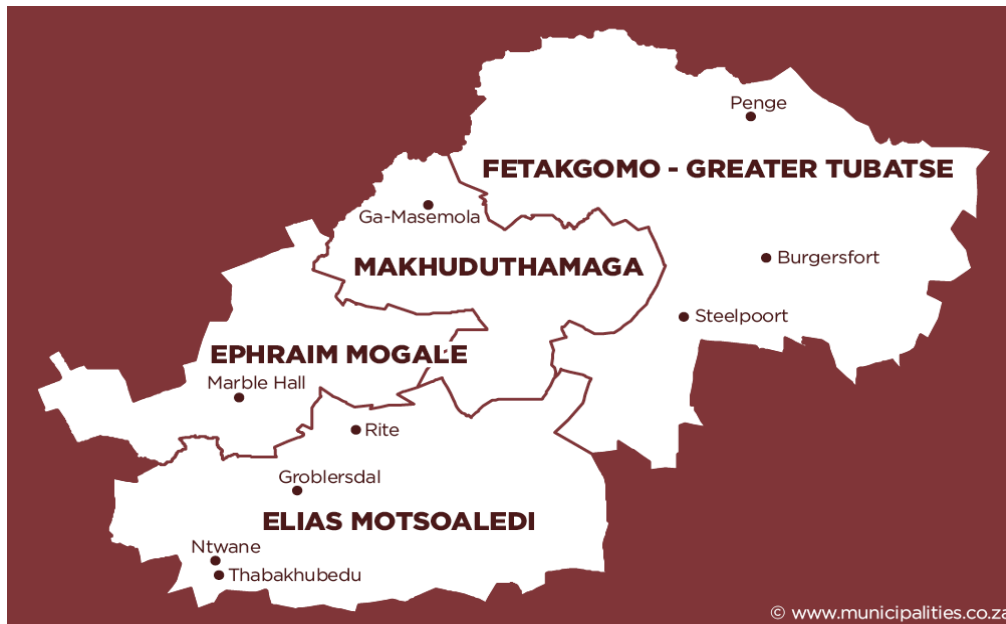
Thematic analysis was used in the study, as mentioned in chapter one (1). Thematic analysis seeks to identify patterns, similarities, and differences in data content. Leedy & Ormrod (2014) said that the “exploration proceeds in a sequence of well-defined steps, including coding, and categorising, which are valuable not only for those who are involved in this type of analysis, but also for a general understanding of the nature of qualitative analysis. As a result, the documents were analysed, and the information was classified according to the study objectives that have been identified.

### **3.7. AREA OF STUDY**

The Sekhukhune District Municipality is the subject of this research. The district is one of Limpopo Province's five district municipalities, and its geographical area includes four Local Municipalities: Elias Motsoaledi, Ephraim Mogale, Fetakgomo-Tubatse, and Makhuduthamaga.

The District is located approximately 179 kilometres south-east of Polokwane, the capital of Limpopo Province, and covers an area of approximately 13 264 km<sup>2</sup>. It also administers four local municipalities, which are listed below (<http://www.sekhukhunedistrict.gov.za>).

#### **Figure 1: Map of Greater Sekhukhune District and the four local municipalities**



**Source: Fetakgomo Local Municipality (2015)**

### **3.8. POPULATION**

Welman, Kruger, and Mitchell (2006: 56) define a population as “a group of potential participants to whom the researcher wishes to generalise the study's findings”. These definitions imply that a population is a group of people who share related characteristics and from which the research study's sample is drawn. The participants in this study were Early Childhood Development practitioners working in ECD centres in the Sekhukhune District Municipality. The ECD Practitioners were trained and paid stipends for the duration of the programme.

### **3.9. SAMPLING**

Sampling is “a method for selecting a small group in order to determine the characteristics of a larger group known as the population” (Brynard, Hanekom & Brynard, 2014). According to Neuman (2006: 218), the purpose of sampling is to select a representative sample, collect units from a population, and study the sample to

generate generalisations about the larger group. Fifty (50) Early Childhood Development practitioners from ECD centres who were also involved in the Expanded Public Works programme were chosen.

According to Taherdoost (2016), “the most common sampling techniques in qualitative research are probability or random sampling and non-probability or non-random sampling”. However, in this study, probability sampling was used, and encompasses simple random, stratified random, cluster, systematic, and multi stage samplings ().

### **3.9.1. Simple random sampling**

Simple random sampling takes place when all samples in a population have an equal chance of being selected (Neuman, 2006). This implies all members of the target population have an equal chance of being chosen.

### **3.9.2. Stratified random sampling**

When stratified random sampling is used, “the population is divided into subgroups that can then be further classified based on size, gender, or occupation”. Stratified random sampling is used to ensure that every subgroup is effectively represented (International Journal of Academic Research in Management, 2016).

### **3.9.3. Cluster random sampling**

The division of the entire population into groups is known as cluster random sampling. According to Wilson (2010) and Taherdoost (2016), the goal of grouping populations is for the researcher to be able to take random samples from the group and use them in the final sample.

### **3.9.4. Systematic random sampling**

Systematic random sampling is “when every nth case after a random start is selected” (Taherdoost, 2016). This means, if consumers are being surveyed, then the fifth or the sixth consumer may be selected from the sample.

### **3.9.5. Multi stage sampling**

When a step-by-step process is used in the study to move samples from a broad to a narrow sample, this is referred to as multi stage sampling. According to Taherdoost (2016), the purpose of using this type of sampling is to allow researchers to choose samples that are concentrated in one or a few geographical areas.

In this study, simple random sampling was used because the researcher had the option of selecting samples from a variety of documents and reports on the Expanded Public Works Programme and Early Childhood Development.

Stratified random sampling was also used, with Level 4 and 5 Early Childhood Development Practitioners selected from the Expanded Public Works Programme and paid a stipend while undergoing training.

### **3.10. ETHICAL CONSIDERATIONS**

De Vos, Strydom, Fouché and Delport (2005) define ethics as "a set of ethical values advocated by an individual or group, which are then extensively accepted, and offer rules and behavioural expectations about the most appropriate conduct toward experimental subjects and respondents, sponsors, employers, other researchers, students, and assistants." Since this is a desktop study, the sources that have already been published from books, articles, and reports will not be altered but will be reviewed and presented as is.

### **3.11. SUMMARY**

The chapter described the research methodology that have been used in the study. The research design was discussed, and included both qualitative and quantitative research approaches. Data collection methods, study area, target population, sampling methods, and data analysis were also discussed. Finally, the study's ethical considerations were presented. The following chapter discusses the findings, analysis, and discussion.

## CHAPTER 4

### PRESENTATION OF THE RESULTS

#### 4.1. INTRODUCTION

The previous chapter has presented in detail research methodology used in the study. Qualitative research method that is defined by Jensen and Warren (2020) as a research which focuses on collecting and analysing words and written data was employed. Again, the study was conducted under the parameters of anti-positivism paradigm as data was in the form of documents, transcripts and from sources that have already been published to understand how jobs were created in the Early Childhood Development through the Expanded Public Works Programme.

This chapter aims to present and analyse the results as gathered from the documents, transcripts and the sources that have already been published.

#### 4.2. RESULTS OF THE STUDY

##### 4.2.1. Demographic considerations

Nzimakwe (2008) defines the Expanded Public Works Programme as "the South African government's short-to-medium-term programme aimed at providing additional work opportunities combined with training." According to Nzimakwe (2008), "the programme is intended to alleviate poverty and is also aimed at unemployed, unskilled men, women, youth, and persons with disabilities (PWD) who are believed to be willing to work". The target group was not supposed to receive social grants while participating in the programme.

During the initial stage of this programme, the EPWP beneficiaries were classified as follows: *40% women, 30% youth, and 2% persons with disabilities (PWDs)*. Again,

demographics of the beneficiaries were considered across all sectors, including the environment, social, and economic sectors, as well as infrastructure, which is likely to be dominated by men. In the four sectors of the EPWP, as well as the four phases of the programme, categories in terms of percentages of beneficiaries were considered. Phases one (2004–2009) and two (2009–2014) of the EPWP targeted *55% of women, 40% of youth, and 2% of persons with disabilities*, according to the Department of Public Works (2017). The third phase of the EPWP (2014–2019) targeted 55% women, 55% youth, and 2% people with disabilities. However, the fourth phase of the EPWP (2019–2024) targeted *60% women, 55% youth, and 2% people with disabilities* (Department of Public Works, 2017).

The Department of Public Works (2017) indicated that an “increase in the percentage of women in the fourth phase (55% to 60%) demonstrated that women are more likely than men to be unemployed in most countries, including South Africa”. According to EPWP reports, 60% of women assisted in closing the gender gap in the workforce, and this large percentage has contributed to gender equality.

The increase in percentages from 2004 to 2019 indicates that unemployment in South Africa is increasing on a yearly basis. According to Stats SA (2022), “278 000 more people were unemployed in the last three months of 2021.”

**Table 2: Demographic Targets**

Target group	Target for Phase 3	Target for Phase 4
Women	55%	60%
Youth	55%	<b>55%</b>
People with disabilities	2%	2%

(Adapted from Department of Public Works, 2017)

Table 1 shows that the target for women has been increased to at least 60% in the fourth phase (2019–2024) and that female unemployment is exceptionally high.

Galal (2022), observed that unemployment rate in South Africa had risen, and that it was consistently higher among women than men. Furthermore, the author reasoned

that the unemployment rate is the percentage of a country's workforce that is unemployed but available to work and actively seeking employment.

The Department of Public Works' performance management data, on the other hand, showed that “over the last four years, more than the targeted 55% of EPWP-Social Sector participants have been women”. The Limpopo Department of Education implemented EPWP by training women and young people who care for children in Early Childhood Development centres. The programme did well in terms of the number of women who joined it, but it fell short in terms of including people with disabilities (Department of Education, 2020).

#### **4.2.2. Exit strategies to guarantee longer-term employment opportunities**

The Department of Public Works (2007), stated that opportunities of work would be combined with training to assist people in earning income after completing the programme through firm exit strategies that would be sector specific. The Expanded Public Works Program included training and encouraged initiatives to provide a comprehensive source of potential income opportunities for communities. (Department of Public Works and Infrastructure, 2019-2024 Business Plan).

The Expanded Public Works Programme was applied in Early Childhood Development and has helped women discover new economic opportunities. These women look after the children and help them get a head start through the early learning initiative (Department of Public Works & Infrastructure, Business Plan, 2019-2024).

It was discovered that the beneficiaries of Expanded Programme Works Program are mostly unemployed people with limited skills. As a result, the government hoped to provide beneficiaries with alternatives to the EPWP. This meant that work opportunities would be combined with training to allow people to earn money once they completed the programme. Again, ECD beneficiaries were expected to work in circumstances that were specified in the Ministerial Determination, which establishes the minimum



standards for total stipend to be paid, among other things (Department of Public Works, 2007).

In September 2007, May (2000) proposed strategies for dealing with unemployment, which included, among other things, the creation of more jobs and skill training. If the ECD sector was expanded, the author believed that thousands of job opportunities would be created, as well as suitable career pathing opportunities.

However, Lieuw-Kie-Song (2009: 15) notes that it was extremely difficult to combine work creation and training for exit strategies due to differences in the beneficiaries' backgrounds, difficulties in training all of the beneficiaries who were coming through, and different training responsibilities of the departments. According to September (2007), attention in ECD centres was supposed to have been focussed on exit strategies to ensure longer-term work opportunities as practitioners or beneficiaries return to poverty once the programme is completed.

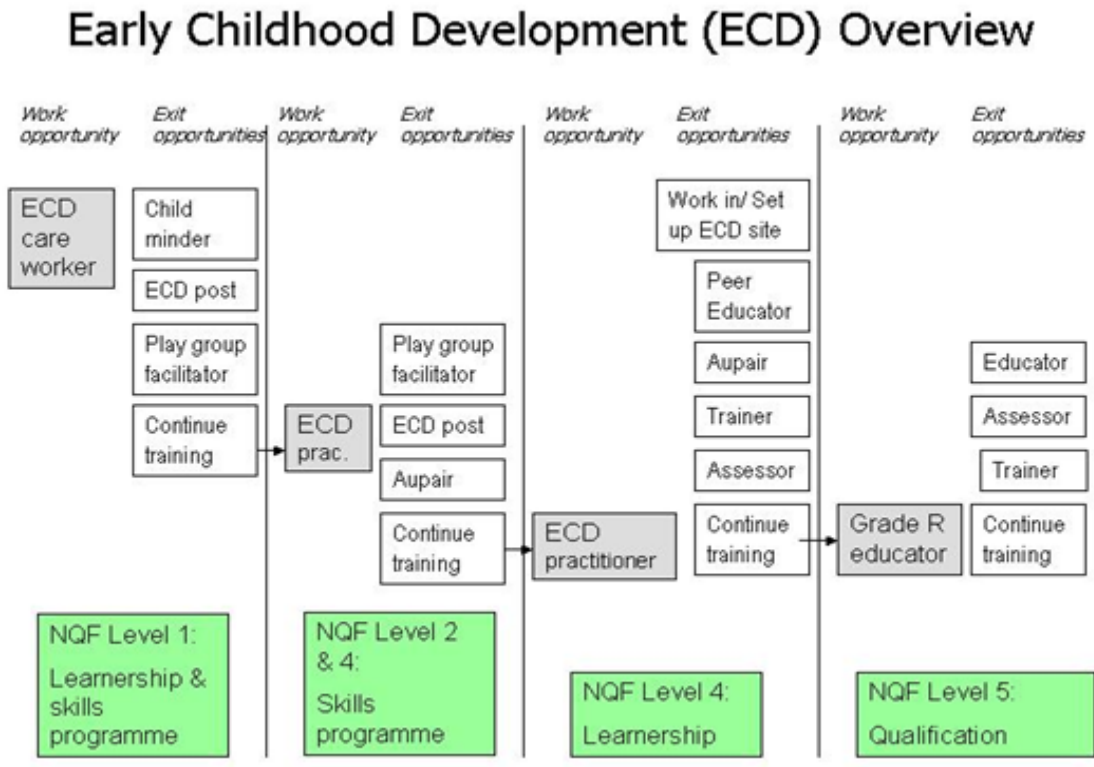
The plan and significance of EPWP was to prepare ECD practitioners to find paid work after the programme ended. Reports on EPWP showed that ECD practitioners received training at various levels and have also received stipends as a way of dealing with unemployment and poverty. However, many of them returned to poverty after the programme ended.

Diagram 1 depicts the various job opportunities for ECD practitioners as outlined in the EPWP's Social Sector Plan. The diagram shows how ECD practitioners can exit the programme at the end or choose to continue with higher-level opportunities or trainings.

The National Development Plan states that training in 2011 is critical to South Africa's long-term development. People are empowered with relevant skills that enable them to improve their livelihoods, and training is one of the core elements in reducing poverty and inequality and laying the groundwork for an equal society. "The EPWP operates in a setting where the economy of South Africa is simply to create work at the scale required to absorb all those who are willing and are capable of working. As a result, despite the fact that the EPWP is viewed as a stepping stone into the world of work, the

majority of participants return to poverty or back into EPWP projects at the end of their EPWP work opportunity" (Department of Public Works and Infrastructure 2019-2024).

**DIAGRAM 1: DIFFERENT WORK OPPORTUNITIES FOR ECD PRACTITIONERS**



*(Adapted from the Social Sector Plan EPWP Plan-version 5 (24.02.2024))*

According to Mkhathjwa-Ngenya (2016), policymakers sometimes believe that being a beneficiary of the EPWP will help participants rise out of poverty. The researcher also demonstrated that this is dependent on the effectiveness of exit strategies. According to the researcher, the majority of EPWP beneficiaries return to poverty after completing the programme, which contradicts the government's plan to provide people with work experience through the EPWP.

According to McCord (2017), phase I of the EPWP combined skills development training and short-term employment, with the expectation that members would leave with advanced skills that would allow them to find jobs in the market. However, the training

constituent of the EPWP was insufficient to lead and for the attainment of higher skills, and as a result, many members left the programme unemployed.

#### **4.2.3. The Expanded Public Works Programme and Early Childhood Development in the Department of Education, Limpopo Province**

The first chapter of the study indicated that unemployment is a worldwide problem in countries where the economy is weak, and that most countries are working hard to address these issues. Again, it was stated that the Republic of South Africa, like other countries, is experiencing unemployment and poverty issues, particularly in rural communities in Limpopo Province, where many people lack necessary workplace skills.

According to Social Sector Plan (SSP) (2004) unemployment is the primary cause of poverty and inequity. The government has identified the significance of the ECD sector in its plans to reduce poverty and unemployment. As a result, the Social Sector Plan (SSP) (2004) again indicated that “creation of jobs in the ECD sector for unqualified workers would not only increase social independence and cohesion, but would also supplement social welfare service delivery and help in reducing the need for safety net benefits”.

In order to address the challenges of unemployment, poverty, and inequity, the Limpopo Department of Education (LDoE) introduced and launched the EPWP in 2009. The province participated in the social sector, helping to reduce inequality, poverty, and unemployment. The LDoE provided work opportunities to participants from various Early Childhood Development (ECD) Community Centres during the three phases of the EPPW. These participants represented a large number of individuals, the majority of whom are working without the necessary qualifications or learning/facilitation resources to ensure the expansion of the children in their care, and they are also found in low-income communities.

Through the development of these ECD practitioners, the department was able to contribute to the creation of job opportunities. Again, practitioners who were considered and further recruited for the Extended Public Works Programme were expected to fall within the determined demographic: youths, males, females, people with disabilities, and they were also expected to fall within a specific circuit or circuit clusters in all district municipalities (Department of Education, 2020).

Up to March 2020, the department had trained more than 891 ECD practitioners in both Early Childhood Development, National Qualifications Framework (ECD, NQF) Levels 4 and 5. This equates to 891 job opportunities. The department partnered with the Education, Training and Development Practices Sector Education and Training Authority (ETDP SETA) and trained about 65 ECD practitioners on a four-year Bachelor of Education degree, which is a NQF Level 7 qualification. The graduates were given opportunities to apply for permanent teaching positions in the formal education system. This was done in order to create potential permanent job opportunities. Prior to the training, all those who benefited worked in ECD centres with no hope of obtaining a qualification. Thousands of ECD practitioners benefited from poverty reduction initiatives by receiving stipends in accordance with the ministerial decision.

The fact that thousands of ECD practitioners benefited from the programme through trainings and improved qualifications shows that the EPWP met its goal of developing skills in the social sector, particularly in the ECD sector. Poverty was also alleviated through stipends received by EPWP beneficiaries while undergoing training. However, it was only on a temporary basis for many ECD practitioners, as the beneficiaries returned to poverty after the programme ended.

#### **4.2.4. The contributions of the EPWP in enhancing the socio-economic status of the ECD practitioners in terms of job creation**

The EPWP "is a national government-led initiative aimed at attracting a number of unemployed South Africans into fruitful work in a way that will allow them to gain skills

and increase their ability to earn an income that will add to the growth of their communities." When EPWP was introduced, the main goal was to empower ECD practitioners in ECD centres to become better in terms of skill development and poverty alleviation.

Since its inception in 2004, the EPWP has attracted a sizable number of people with opportunities of work. The beneficiaries were also developed with skills and work experiences that enabled them to be employed. (DPW & Infrastructure Business Plan, 2019-2024). However, the Department of Public Works' reports, indicated that the participants of the programme were temporarily employed under the Basic Conditions of Employment Act, 1997 (Code of good practice for employment and working conditions for EPWP) with the goal of creating work opportunities for those who lacked skills and jobs.

The researcher examined previously published EPWP reports, documents, transcripts, and sources in order to better understand the EPWP's contributions and how the socioeconomic status of ECD practitioners was improved in terms of job creation. This was done to understand and determine whether the programme improved the socioeconomic status of ECD practitioners. In January 2022, the Department of Public Works conducted Mid-term Review to assess the influence that the EPWP had on beneficiaries, and the results were as follows:

- more long-term employment opportunities were created;
- the work opportunities that were created for ECD were targeted at under-skilled women;
- a number of the recipients of the programme stated that positive changes were experienced in their quality of lives, including access to salary and skills; and
- access to Early Childhood Development and Home Community Based Care facilities has been improved. However, it was indicated that the quality of these facilities in some areas has been inadequate.

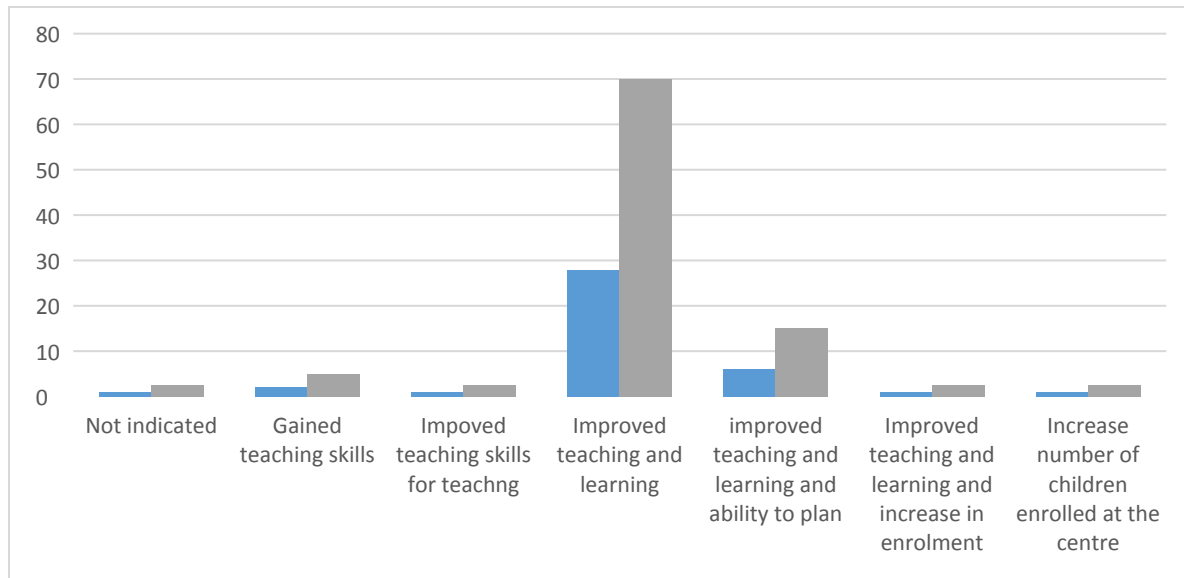
There is also the EPWP Social Sector Plan, which arose from programmes carried out by the Departments of Social Development (DSD), Health (DOH), and Education (DOE). The plan outlined how opportunities of work were to be created in Home Community Based Care (HCBC) and Early Childhood Development (ECD). Opportunities of work that were created included skills programmes and learnership to provide ECD practitioners with a formal qualification as well as work experience in the HCBC or ECD.

The Limpopo Provincial Extended Steering Committee, comprised of Provincial and District Programme Managers from sector departments and support partners was established. The steering committee met on a monthly basis to discuss EPWP implementation progress. Early Childhood Development (ECD), Home Community Based Care (HCBC), Non State Sector (NSS), Community Safety (CS), Youth Services (YS), Communications, and the National School Nutrition Programme were also established as task teams (NSNP). The task teams met once a quarter and reported to the Provincial Extended Steering Committee on their progress.

As part of monitoring and supporting ECD centres and programmes, the committee conducted an assessment with forty ECD practitioners to determine whether the EPWP improved the socioeconomic status of the ECD practitioners, and the findings were as follows:

- the socio-economic status of the practitioners has been enhanced through the EPWP.
- the stipend that the beneficiaries received during training showed a positive influence on the practitioners.
- the participants indicated that EPWP improved their lives, as shown below.

## **FIGURE 2: REFLECTION OF LIVES OF THE ECD PRACTITIONERS**



*(Author's own compilation)*

Figure 2 depicts how the lives of early childhood educators have been improved.

- 3(8%) of the ECD practitioners gained teaching and learning skills as a result of the training they received;
- 34(85%) of the ECD practitioners improved in planning for young children and as a result their teaching improved;
- 2(5%) enrolment increased in the ECD centres they were offering quality teaching and learning in their centres.
- 1(3%) there was no indication of whether the training helped the ECD practitioners or not.

According to reports, some ECD practitioners indicated that the EPWP was successful in creating jobs and imparting skills to beneficiaries in the Province as well as the Sekhukhune Districts. As a result, the practitioners' socioeconomic status was improved as a result of the skills they learned during training, and poverty was alleviated as a result of the stipend they received as part of the EPWP. These are the EPWP's main goals in the EPWP's Social sector. EPWP intended to empower its beneficiaries through on-the-job training in addition to stipend payments.

The focus of EPWP ECD training was extended outside ECD practitioners working with children from 0 to four (4) years. The decision to extend the age range from birth to four years was motivated by the need to create more jobs in the ECD sector, including non-teaching staff such as gardeners and cooks. The EPWP was observed to be successful in the fight against unemployment and poverty alleviation in the EPWP's social sector. However, the sector faced challenges in the ECD because most of the funds allocated for sector growth were diverted to other programmes (Department of Public Works, 2009b).

#### **4.2.5. Challenges faced by the EPWP in meeting its intended objectives in the ECD centres**

The researcher needed to understand the types of challenges faced by ECD practitioners in all three levels of government: national, provincial (including Limpopo province), and locally (Sekhukhune district in particular). This information was obtained through the use of reports, transcripts, and studies from other researchers.

Berg (2007) demonstrated that South Africa is experiencing a crisis in both child care and unemployment. According to the researcher, child care and unemployment are two areas that require significant attention for development and economic growth. Furthermore, the ECD would not expand successfully unless specific challenges were met, and it was proposed that the programme be used as a means of training and developing a cadre of practitioners, as the quality of job opportunities created through EPWP would affect the program's impact on ECD.

The Department of Social Development (2011) identified a number of challenges encountered by the EPWP in meeting its intended objectives in ECD centres, which included, among other things, the following.

- Exit opportunities

The government intended to assist workers with exit opportunities after the programme was completed. The plan was not carried out because research revealed that the



EPWP's social sector faced difficulties in converting training into accredited programmes and also in connecting beneficiaries to exit opportunities (Department of Public Works, 2011).

- Lack of communication

The lack of communication between government departments concerning the ECD sector has harmed the programme, according to September (2007). The programmes, according to the researcher, were introduced in the ECD sector by various government departments that work with the same stakeholder, ECD. The ECDs were receiving mixed messages from various departments, which led to misunderstandings about the EPWP.

- Registration of ECD centres

The Department of Social Development has established norms and standards that must be met before sites can be registered. Many ECD centres failed to qualify, were unable to follow rules, or failed to meet essential registration requirements imposed by the department. The ECD practitioners also failed to follow the department's guidelines and began their own services prior to registration. Because of non-registration, it was difficult to expand the EPWP in the ECD sites.

- Financial constraints

The second chapter of this study indicated the importance of services for children and support for the safety of children in communities; however, many ECD practitioners saw the opening of crèches as an opportunity to make money rather than providing high-quality services. Concerns raised by the Social Sector Plan indicated that disparities in the provincial budget and inadequate ordering of the ECD EPWP resulted in insufficient allocation of ECD sites by provincial departments (Department of Social Development, 2011)

- Reliable data and increasing capacity of ECD sites

Reliable data is essential in ECDs because it aids in planning. According to the Departments of Social Development, Education, and Health (2004), increased ECD site capacity resulted in unanticipated demand for subsidies and additional budget allocations from the departments and government.

Other obstacles to the application of the Expanded Public Works Programme in Early Childhood Development included a lack of coordination among government departments, insufficient strategic support from implementing departments, and late payment of stipends to EPWP beneficiaries. Again, the sector experienced challenges towards provision accredited training to participants. The other challenge was that national departments did not have credible data for participants who had relevant qualifications for their work.

According to records, the EPWP's Social sector provided less training than intended. This led to majority of provinces, including Limpopo, reporting less than half of the targets. The reasons given for this included a lack of human resources in training, departmental budget constraints, inability to access training funded by the National Skills Fund, and the availability of accredited trainers in most of the programmes.

All phases of the EPWP presented a number of factors and challenges that impacted the programme negatively, as shown below:

### **Phase I of the EPWP (2004 to 2009)**

Among the key focus areas in this phase was Early Childhood Development, which is a policy programme for children aged birth to four that involves parents and caregivers actively in order to protect children's rights. Again, the goal of this stage in the social sector was to ensure that pre-school teachers (ECD Practitioners) and their support staff (cooks, gardeners, and administrators) gained knowledge that would benefit the children in the country. It was discovered that the unemployment rate falls during this phase and in all EPWP sectors. However, the programme required expansion to

significantly contribute to the goal of government of halving unemployment and poverty (Department of Public Works, 2015).

**Phase II of the EPWP (2009 to 2014)** aimed at providing temporary jobs for the unskilled workforce within sector, in the “Home Community Based Care and Early Childhood Development”. Training of the beneficiaries was encouraged. The EPWP report indicated that the sector was not used to its maximum potential of ensuring that training was prioritised due to insufficient funds. It was also noted that People with Disabilities (PWDs) were not well included in the programme. September (2007) showed that the aim of the EPWP was to grow the economy. Again, the author believed that unemployment was an important contributor to poverty and exclusion and further indicated that the delivery of access to quality employment was of vital importance for the achievement of sustainable livelihoods and poverty reduction. Lastly, the author showed that the government of the Republic of South Africa did a lot to improve the lives of its people through the programme. However, much still needs to be done to speed up levels of gaps among people.

**Phase III of the EPWP (2014 to 2019)** recorded a number of challenges that included, among the others, the following: delayed selection of agents and procurement processes, wrong objective and responsibility codes when paying participants, and failure of training providers to issue certificates to EPWP trainees who completed training on ECD NQF Level 4 and above.

In the Sekhukhune District, it was also discovered that approximately 187 161 people aged 20 and older in the district had no schooling and that 4% of the population had a higher education. This was done to limit the district's ability to improve its socioeconomic conditions. Other district challenges included a registration drive, budget implications for subsidies paid, and a lack of an integrated framework. The most difficult challenges in the registration drive were the expansion of ECD centres that needed to be supported. Most of the ECD centres did not meet the registration requirements. In

response, the Department of Social Development, the custodian for ECD when this undertaken, planned a registration drive with a two-year window period during which capacity at these sites will be developed to allow registration.

The capacity of the ECD centres has increased in terms of budget for subsidies. This meant that the Department of Social Development's demand for subsidies increased, necessitating additional allocations that had not been planned.

The lack of an integrated collaboration framework and clear coordination between departments was a major source of concern for the various departments in charge of ECD. However, the Department of Social Development has developed draught guidelines to serve as a benchmark for the ECD sector. The norms were to be used as the foundation for an inter-departmental team to ensure departmental integration.

The EPWP phase four (2019-2024) goals included “Home and Community-Based Care (HCBC), Early Childhood Development (ECD), National School Nutrition Programmes (NSNP), Community Safety Programmes, and mass participation programmes”. Phase 4 aimed to achieve the main objectives of the programme being: job creation, income support across all sectors, asset improvement, and service delivery to communities in its drive to implement the EPWP. However, before many of the programmes' plans in all sectors could be realised, the EPWP, like other programmes, was affected by the Covid-19 worldwide pandemic, which hit the country in early 2020. When the pandemic began in 2019, phase 4 was in its early stages and was forced to halt due to the closure of the ECDs. The phase experienced significant delays before it could conclude, including the closure of pre-schools, which meant that ECD practitioners could not continue with training and stipends received while undergoing training (Activities of the Employment Intensive Investment Programme in South Africa, 2020).

### **4.3. SUMMARY**

This chapter presented the study's findings and addressed the following topics: demographic considerations and exit strategies to ensure long-term employment opportunities for ECD practitioners. The chapter also looked at the Limpopo Department of Education's Expanded Public Works Programme, which included Early Childhood Development (ECD). The EPWP's contributions were also highlighted, as well as how the EPWP improved the lives of ECD Practitioners. Finally, the challenges that ECD Practitioners face were discussed. The study's conclusion and recommendations will be discussed in the next chapter.

## **CHAPTER 5**

### **CONCLUSION AND RECOMMENDATIONS**

#### **5.1. INTRODUCTION**

This chapter discusses the conclusion and a summary of the findings, including demographic considerations, the Expanded Public Works Programme (EPWP), and Early Childhood Development (ECD) in the Limpopo Province, findings related to the study's objectives, and recommendations.

#### **5.2. SUMMARY OF THE RESULTS**

The results summary addresses the study's findings with a focus on demographic considerations, exit strategies, the EPWP, and ECD in the Limpopo Province, and finally the study's findings.

##### **5.2.1. Demographic considerations**

In all phases, the EPWP considered women, youth, and persons with disabilities. The percentages of both women and youth increased and that of the women increase from 55% to 60% in phase IV, indicating that unemployment was and still is more prevalent among women and youth than among men. It was also discovered that the proportion of people with disabilities was not increasing. This demonstrates that people with disabilities are not recruited or have no interest in working in pre-schools. This is due to the fact that the target for People with Disabilities remained at 2% throughout almost all phases of the EPWP.

##### **5.2.2. Exit strategies to guarantee longer-term employment opportunities**

This study demonstrates that combination of job creation, training and exit strategies were exceptionally challenging due to differences in the beneficiaries' backgrounds, difficulties in training all of the beneficiaries who were coming through, and different training responsibilities of the departments. This statement indicates that, despite the fact that ECD practitioners were given training opportunities, it was still difficult to place them in formal schooling for the following reasons: The majority of them lacked a matriculation and were trained at NQF Level 4. Those with matric were given the opportunity to be trained on NQF Level 5, but they did not have the necessary qualifications to be placed in formal schooling because a teaching qualification was required. According to reports, some of the NQF Level 5 ECD practitioners have been placed in schools and are teaching Grade R, but this is just a drop in the bucket because many of them are still in the same positions.

### **5.2.3. The Expanded Public Works Programme and Early Childhood Development in the Department of Education, Limpopo Province**

According to the Social Sector Plan (2004), the government acknowledged the significance of the ECD in its plans to reduce poverty and joblessness. This meant that jobs for inexperienced workers were to be created in the ECD sector. Again, this programme according to the Social Sector Plan (2004), “would not only result in greater social independence and social cohesion, but it would also supplement social welfare service delivery and help to reduce the need for safety net benefits in the ECD sector”.

According to the study, the department of education was able to contribute to the creation of job opportunities through the development of ECD practitioners who took part in the Expanded Public Works Programme. The practitioners were given training opportunities as well as stipends during their training period. These are the ECD practitioners who have worked in the ECD centres for many years and with no hope of obtaining a qualification. This is also an indication that the Expanded Public Works Programme's goal of improving people's lives, including skill development, was met; however, the study found that all of these efforts were only temporary, as many ECD practitioners returned to poverty after the programme ended.

### **5.3. FINDINGS OF THE STUDY**

The study's findings will be addressed in terms of the study's objectives, which are as follows:

#### **5.3.1. The contributions of EPWP in enhancing the lives of the ECD practitioners in terms of job creation in the Department of Education in the Sekhukhune District**

The aim of the research was to examine two aspects from the perspective of EPWP in ECD centres. To begin, decide whether the goal of creating job opportunities for ECD practitioners was met as planned. Second, evaluate the impact of skill development on ECD practitioners. Did the practitioners' training enable them to find work and earn an income, thereby improving their socioeconomic status?

The reports examined to determine whether the socioeconomic status of ECD practitioners was improved revealed that, in general, more long-term employment opportunities were created and targeted to unskilled women. In terms of access to income and skills, positive changes in life quality were observed. ECD Practitioners' qualifications have been improved, and they have received stipends while undergoing training. Again, the reports demonstrated that the EPWP was successful in combating poverty, unemployment, and skill development. However, it was reported that the sector faced difficulties as funds allocated to the EPWP were diverted to other programmes.

Aside from economic advancement, ECD practitioners advanced in their field. According to reports, the ECD Practitioners improved their teaching and learning skills, which resulted in better planning and teaching. Enrolment in ECD centres increased as practitioners were able to provide better stimulation. Since ECD centres rely on parent contributions, increased enrolment allowed them to raise more funds.



According to the findings of the study, job opportunities for practitioners were created through training and stipend payments. However, the job opportunities that were created were essentially one-year contracts, which means that their socioeconomic status was only improved during their contribution in the programme.

The study also revealed that EPWP is concerned with job creation for the purposes of poverty alleviation and skill transfer. This goal was met when job opportunities for ECD practitioners were created through training and stipend payments. However, the training and qualifications they received prevented them from finding work and earning an income as planned. This means that the practitioners returned to poverty after the programme ended, as the majority of them continue to work in their crèches and rely on parental contributions.

### **5.3.2. Challenges faced by EPWP in meeting its intended objective in ECD centres in the Department of Education in the Sekhukhune District**

This objective was achieved because reports showed that the EPWP did face challenges in the ECD centres. Again, the following elements were identified as obstacles that contributed to the programme: an increase in the number of ECD centres, a lack of support from parents and neighbouring primary schools, a delay in funding from sister departments, the ageing of practitioners, and a lack of or a low budget in the Department of Education.

According to the study, practitioners who leave their original centres after training contributed to the increase in the number of ECD centres. Affected practitioners leave the centres to start their own crèches, and a few of them leave after training for greener pastures. This tendency has a negative impact on coordinators in the Department of Education because it is difficult for them to indicate the number of centres they have serviced and the actual number of practitioners who have received EPWP training. Parents of learners are delaying payment of school fees, which has a negative impact

on practitioners because crèches and ECD centres rely on parents' contributions for survival and sustainability.

The study showed that the Department of Education is facing funding difficulties. When EPWP was introduced, the Department used to train a large number of practitioners at various levels. Because of the limited budget, the number of trainees has decreased dramatically, which has impacted negatively on both the EPWP and the Department, as fewer people are considered for training. The fewer trainees there are, the fewer job opportunities there are, and the number of unemployed people does not decrease.

#### **5.4. RECOMMENDATIONS**

The EPWP was seen as a breakthrough for the government, departments dealing with ECD, and ECD practitioners, and mostly women who volunteered to care for children in community ECD centres without pay. So far, the study has revealed that the idea of creating job opportunities for ECD practitioners through training and stipend payment is unappealing due to its twelve-month duration. Berg (2007) contends that EPWP will not expand until specific challenges are met, and that the quality of job opportunities provided by EPWP should be seriously considered.

The study also revealed a number of challenges, including an increase in the number of ECD centres, a lack of support from parents and neighbouring primary schools, a delay in funding from sister departments, practitioners' ages, and a lack or low budget in the Department. Given these findings, the researcher suggests that the following issues be addressed in order to strengthen the Expanded Public Works Programme's role in Early Childhood Development Centres.

- The duration of EPWP relief should be extended. This is because the participants only received training and stipends for a limited time, usually twelve to twenty months, which meant that they returned to poverty after the programme ended.

- Stipends should be provided to qualified ECD practitioners who remain in their original ECD centres after training.
- Early Childhood Development (birth to four) should be considered an apex priority, as stated in the National Development Plan (NDP, 2012), and should be prioritised alongside Grades R–12.

Regarding the identified challenges, the study recommends the following:

- **Ages of practitioners**

The study discovered that the Department of Education only considers practitioners under the age of thirty-five (35) for training. The researcher recommends that ECD practitioners who are founders of those centres and have been there for at least three years be considered for training, regardless of age.

Based on the study's findings, the researcher recommends that future research be conducted on the following topics to improve EPWP in ECD centres:

*Approaches relevant to assisting workers (practitioners) with exit opportunities outside of EPWP.*

The majority of practitioners in ECD centres have received training ranging from Child Care Level 1 to NQF Level 5. This means that the EPWP's idea of skill development was addressed, and that it was done in order to develop practitioners with skills that will allow them to find work once the programme is completed. According to reports, the majority of practitioners are still in the same crèches and are experiencing the two dilemmas of unemployment and poverty, as they were only addressed temporarily, for a period of twelve months.

*Introduction of Monitoring and Evaluation of ECD EPWP programme.*

Monitoring is defined by Mara Imas and Rist in Mtshali (2015: 12) as a repetitive, continuous, internal activity that is used to gather information on a programmes' activities, productions, and conclusions for the purpose of tracking performance." Again, in Mtshali (2015: 15), the Organisation for Economic Cooperation and Development (OECD) defines evaluation as "an orderly and unbiased assessment of a completed plan, programme, or policy, including its design, application, and results."

Given these definitions, the researcher suggests that future research be conducted in the Department of Education to evaluate EPWP as a policy aimed at addressing unemployment and poverty in ECD centres. Monitoring and evaluation will assist other researchers and policymakers in determining the relevance, effectiveness, efficiency, and impact of EPWP in the ECD as defined by the GWM & ES policy framework (Mtshali, 2015).

## **5.5. CONCLUSION**

The chapter concentrated on the study's conclusion and recommendations. A summary of the study was provided, including demographic considerations and exit strategies to be used to ensure long-term employment opportunities for ECD practitioners. The study's findings were addressed in accordance with the study's objective, and they included the Expanded Public Works Programme and Early Childhood Development, including the challenges faced by EPWP in meeting its intended objective in ECD centres in the Department of Education in Sekhukhune District. Finally, the study's recommendations were provided as part of a future study on the Expanded Public Works Programme and Early Childhood Development.

## REFERENCES

- Akhtar, I. 2016. *Research Design*. Depts. of Political Science, Faculty of Social Sciences. New Delhi: Jamia Millie Islamic.
- Antonopoulos, R. & Kim, K. 2011. *Public job creation programmes: The economic benefits of investing in social care studies in South Africa and United States*. New York: The Levey Institute.
- Antonopoulus, R. & Kim, K. 2008. *Impact of employment guarantee programmes on gender equality and pro-poor economic development*. New York: The Levy Economic Institute of Bard College.
- Antonopoulus, R. 2009. *Promoting gender equality through stimulus packages and public job creation: Lessons Learned from South Africa's Expanded Public Works Programme*. New York: The Levy Economic Institute of Bard College.
- Ben-Gera, M. 2009. *Coordination at the centre of government for better policy making. Conference on public administration reform and European integration. Budva: Montenegro, 26-27 March*.
- Berg, L. 2007. *Reconciling employment creation and childcare services through early childhood development: a comparison of selected models of provision*. UKZN University. South Africa.
- Biersteker, L. & Streak, J. 2008. *Scaling up early childhood development (ecd) (0-4 years) in South Africa: policy, demographics, child outcomes, service provision and targeting*. Human Science Research Council. South Africa.

- Bless, C & Higson Smith, C. 1995. *Fundamentals of social research methods: an African perspective*. 2<sup>nd</sup> ed. Cape Town. Republic of South Africa.
- Bless, C.W. & Achola, P.P.W. 2006. *Fundamentals of social research methods: An African perspective*. 4<sup>th</sup> ed. Cape Town. Republic of South Africa.
- Brynard, D.J., Hanekom, S.X. & Brynard, P.A. 2014. *Introduction to research*. 3<sup>rd</sup> ed. Pretoria. Van Schaik Publishers.
- Collins, H. 2010. "Creative Research: *The Theory and Practice of Research for the Creative Industries*". AVA Publications.
- De Vos, A.S., Strydom, H. Fouché C.B. & Delport C.S.L. 2005. *Research At The Grass Roots For The Social Sciences And Human Service Professions*. 3<sup>rd</sup> ed. Pretoria: JL Van Schaik Publishers.
- Denzin, N.K. & Lincoln, Y.V. 2011. *The Sage handbook of qualitative research*. 4<sup>th</sup> ed. United States of America. Sage.
- Department of Basic Education & UNICEF. 2015. *The South African national curriculum framework for children from birth to four*. Pretoria, South Africa.
- Department of Basic Education. 2001. *Policy for Early Childhood Development*. South Africa.
- Department of Education & UNICEF. 2009. *National early learning and development standards for children birth to four years (NELDS)*. Pretoria. Republic of South Africa.
- Department of Education.1996. Interim Policy for Early Childhood Development. Pretoria. South Africa.

Department of Labour. 2011. *Basic Conditions of Employment Act. 1997*. Republic of South Africa.

Department of Planning, Monitoring, and Evaluation & Department of Social Development. 2015. *Implementation evaluation of expanded public works in the social sector; phase two (2009/10-2013/14)*. Economic Policy Research Institute. Republic of South Africa.

Department of Public Works and Infrastructure. 2019. *Expanded Public Works Programme (EPWP) phase IV business plan 2019 – 2024*. Pretoria, South Africa.

Department of Public Works, 2012. *Social sector incentive grant for provinces*: Available at: [http://www.epwp.gov.za/documents/Social/EPWP Social Sector IG%20 Manual Final 2012.pdf](http://www.epwp.gov.za/documents/Social/EPWP_Social_Sector_IG%20Manual_Final_2012.pdf) [Accessed 01 September 2017].

Department of Public Works, 2013. *EPWP Background Information*. Available at: <http://www.epwp.gov.za/> [Accessed 23 January 2015].

Department of Public Works. 2007. *5-Year Provincial Business Plan*. Polokwane. South Africa.

Department of Public Works. 2009a. *Expanded Public Works Programme Five Year report, 2004/05-2008/09*. Republic of South Africa.

Department of Public Works. 2009b. *Annual Report 2008/2009*. Republic of South Africa.

Department of Public Works. 2011. *Training guidelines for the social sector*. Republic of South Africa. Epar.

Department of Social Development & UNICEF. 2015. *National Integrated Early Childhood Development Policy*. Republic of South Africa. Government Printers.

Department of Social Development, Department of Education & Department of Health. 2004. *Social Sector Expanded Public Works Programme Plan-Version 5*. 2004/5-2008/9. Republic of South Africa.

Department of Social Development. 2011. *Standard Operating Procedures, Registration & Funding Of Partial Care Facilities Providing ECD and After School Care Services*. Salt River.

Dicks, D., Brockerhoff, S. & Lwanda, G. 2011. *Achieving Decent Work Agenda In South Africa: Finding Synergies Between Public Employment Schemes And Social Security Interventions Within A New Growth Strategy*. National Labour and Economic Institute (NALEDI).

Economic Policy Research Institute. 2014. *Expanded Public Works Programme Social Sector Phase 2 Implementation Evaluation Draft Literature Review*. Republic of South Africa.

Education White Paper 5 on Early Childhood Development. 2001. *Meeting the Challenge of Early Childhood Development in South Africa*. Pretoria: Government Printers.

Fetakgomo Local Municipality. 2015. Expanded Public Works Programme (EPWP) Policy. Council Resolution No (52/2015): 29 October 2015. Available at <http://www.fgtm.gov.za/fetakgomo/documents/importantdocuments/policies/EPWD%20policy.pdf>. [Accessed 10 October 2017].

Gubrium, J.F. & Holstein, J.A. 2007. *Handbook of Interview Research: Context and Method*. Sage Publishers. New Delhi.



Hancock, B., Ockleford, E. & Windridge, K. 2007. *An Introduction to Qualitative Research*. Nottingham: National Institute for Research Design Service.

Henderson, S. 2012. Department of Public Works. *EPWP Phase II training Framework*. Pretoria.

Hindle, D. 2009. The National Early Learning and Development Standards for Children Birth to Four Years (NELDS). Pretoria.

International Journal of Academic Research in Management (IJARM) Vol. 5, No. 2, 2016, Page: 18-27, ISSN: 2296-174

Kabir, SMS. 2016. Basic guideline for Research: *An Introductory Approach for All Disciplines*. 1<sup>st</sup> ed. Chittagong, Bangladesh. Book Zone Publication.

Khumalo, P. 2013. *The Dynamics of Poverty and Poverty Alleviation in South Africa*. Unpublished MA thesis. University of South Africa: South Africa.

Kimberlin, C.L., & Winterstein, A.G. 2008. *Validity and Reliability of Measurement Instruments Used In Research*. Am J Health-syst 65(1): 2276-2284.

Kühl, A. 2012. *Putting the poor to work: A concept and critical analysis of the Expanded Public Works Programme in South Africa*. Unpublished MA thesis. University of Cape Town. South Africa.

- Lieuw-Kie-Song, M.R. 2009. *The South African Expanded Public Works Programme (EPWP) 2004-2014*. Conference on Employment Guarantee Policies. New York: Levey Institute. 22 June 2009.
- Mack, N., Woodsong, C., MacQueen, K. M., Guest, G. & Namey, E. 2005. *Qualitative Research Methods: A Data Collection Field*. North Carolina: USAID.
- Macmillan, J.K. & Schumacher, J. 1993. *Research in Education. A Conceptual Introduction*. 3<sup>rd</sup> Edition. New York. Longman.
- McCord, A. 2005. A Critical Evaluation of Training within the South African National
- Mohapi, B.J. 2013. *An Evaluation of Sustainability of the Social Sector of the Expanded Public Works Programme to Empower Women, Youth and the Disabled*. Unpublished PhD thesis. University of Pretoria, Pretoria, South Africa.
- Mouton, J. 2001. *How to Succeed In Your Master's And Doctoral Studies: A South African Guide and Resource Book*. Pretoria, South Africa: Van Schaik.
- Moyo, C.S. 2013. *Access to Productive Resources: The Catalyst to Rural Women's Poverty Alleviation: A Case of South Africa*. Unpublished MA thesis. University of South Africa, Pretoria, South Africa.
- Mtshali, Z. 2015. *A Review of the M&E System to Monitor the Implementation of Early Childhood Development with Gauteng Department of Health*. Unpublished MA thesis. Stellenbosch University, Cape Town, South Africa.

Myers, M.D. 2008. *“Qualitative Research in Business & Management”*. SAGE Publications.

National Treasury. 2015. *Budget review*. Pretoria: Government Printers.

Neuman, W.L. 2006. *Social Research Methods: Qualitative and Quantitative Approaches*. Whitewater: Pearson Education.

Nzimakwe, T.I. 2008. Addressing Unemployment and Poverty through Public Works Programmes in South Africa. *International NGO Journal*, 3(12): 207-212.

Pasensie, K. 2012. *Briefing Paper 293: Early Childhood Development: What’s Government Doing?* Cape Town, South Africa.

Phillips, S. 2004. *Overcoming underdevelopment in South Africa’s economy*: Jointly hosted by the UNPD, HSRC, and DBSA.

Phillips, S., Harrison, K., Mondlane, M., Steenderen, W., Gordon, R., Oosthuizen, M., Weir-Smith, G. & Altman, M. 2009. *Evaluation of the Expanded Public Works Programme (EPWP) In the North West*. University of Cape Town: Development Research Unit.

Public Works Programme. *Journal of Vocational Education and Training*, 57(4): 563-586.

Rajasekar, S., Philominathon, P. & Chinnathambi, V. 2006. *Research methodology*. India.

Saunders, M., Lewis, P. & Thornhill, A. 2012. "*Research Methods for Business Students*". 6th edition. Pearson Education Limited.

September, R. 2007. *The Expanded Public Works Programme: Opportunities and Challenges for the ECD Sector*. *The Social Work Practitioner Researcher*, 19 (1): 1-14.

Skills Development Act, No 97 of 1998. Republic of South Africa.

Statistics South Africa. 2016. *Community Survey*. Pretoria.

Struwig, F.W., & Stead, G.B. 2001. *Planning, designing and reporting research*. Cape Town: Pearson Education.

Sukamolson, S. 2010. *Fundamentals of Quantitative Research*. New York: Macmillan.

Terre Blanche, M., Durrheim, K. & Painter, D. 2008. *Research in Practice: Applied Methods for the Social Sciences*. Cape Town: Cape Town University Press.

The African Charter on the Rights and Welfare of the child: 1997.

The Constitution of the Republic of South Africa: 1996.

The Greater Tubatse Municipality: 2012/2013 Draft Annual Report & 2013/2014 Mid-Year Report.

The Presidency. 2005. *Government Gazette Vol.482 No 27898*. Republic of South Africa.

The Presidency. 2011. *National Development Plan 2030: Our future-make it work*. Republic of South Africa.

UNICEF. 2005. *National integrated plan for early childhood development in South Africa 2005-2010*. Pretoria. South Africa.

Welman, J.C. & Kruger, S.J. 2000. *Research Methodology for Business and Administrative Sciences*. International Thomas Publishing.

Welman, J.C., Kruger, S.J. & Mitchell, B. 2006. *Research Methodology*, ED 3<sup>rd</sup>. Southern Africa: Oxford University Press.

## **ANNEXURE A: RESEARCH APPROVAL**



**University of Limpopo**  
**Faculty of Management and Law**  
**OFFICE OF THE EXECUTIVE DEAN**  
Private Bag X1106, Sovenga, 0727, South Africa  
**Tel: (015) 268 2558, Fax: (015) 268 2873, Email: [omphemetse.sibanda@ul.ac.za](mailto:omphemetse.sibanda@ul.ac.za)**

07 September 2020

**Maja S.M (200115695) MPAM**  
**TURFLOOP GRADUATE SCHOOL OF LEADERSHIP**  
**MASTER OF PUBLIC ADMINISTRATION AND MANAGEMENT (Course Work)**

Dear Maja S.M,

**FACULTY APPROVAL OF PROPOSAL**

I have pleasure in informing you that your Masters proposal served at the Faculty Higher Degrees Committee meeting on 05 August 2020 and your title was approved as follows:

*"An Analysis of Expanded Public Works Programme and Job Creation Focus On Early Childhood Development in The Department of Education in Sekhukhune District, Limpopo Province, South Africa"*

Note the following: The study

Ethical Clearance	Tick One
Requires no ethical clearance Proceed with the study	✓