

**THE IMPACT OF EXIT STRATEGY IN EXPANDED PUBLIC  
WORKS PROGRAMMES IN TZANEEN AREA, LIMPOPO  
PROVINCE**

Mini dissertation submitted in partial fulfilment of the requirements for the degree  
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## **Abstract**

The study deals with the exit strategy impact within EPWP, WFW programme in Tzaneen area, Limpopo province. WFW programme employs contractors and workers for a short period of time and exit them out of the programme after skills transfer and training. In order to investigate the impact of exit strategy within the WFW programme, the researcher made use of different research techniques. The empirical data was collected on the basis of: a survey of 55 respondents, follow up interview with all respondents, and observation of the candidates who are due for exit.

The major research findings clarify the selection and recruitment of workers and contractors in the programme, their training and skills development during the employment process, and finally, the exit achievements for poverty alleviation and further employability.

It was recommended that exit strategy should be planned properly from the first day of employment, looking at the educational level of contractors and workers. The period of two years in the programme could be extended. In addition to training activities, a version of ABET programme could be implemented for them to improve their educational level. Exit strategy should be sustainable in such a way that the contractors and workers are able to improve their livelihood even after leaving the programme.

## DECLARATION

I, **AGNES MAPHELA GAFANE**, hereby declare that the thesis for the **MASTER OF DEVELOPMENT** degree at the University of Limpopo, hereby submitted by me has not previously been submitted for any degree at this or any other university, and that it is my own work in design and execution, and that all references material contained therein has been duly acknowledged.

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Signature

Date

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God is the source of my strength, many thanks to Him.

## **DEDICATION**

I wish to dedicate this work to my parents, Doctor Motshabane and Dora Dikeledi Mopai, who taught me that hard work does not kill, but hard work rewards. The same gratitude goes to my husband, Peter, and our sons, who motivated me throughout my studies and understood that my absence from home while putting together this work will bear fruit at the end.

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## **ACRONYMS/ ABBREVIATIONS**

ABET	: Adult Basic Education and Training
CDP	: Community Development Programme
CETA	: Council Education Training Authority
DoL	: Department of Labour
DPW	: Department of Public Works
EGS	: Employment Guarantee Scheme
EPWP	: Expanded Public Works Programme
GDC	: Growth and Development Summit
HWSETA	: Health Welfare Sector Education Training Authority
IAP	: Invasive Alien Plant
NEDLAC	: National Economic Development Labour Council
NERGA	: National Rural Employment Guarantee Act
SETA	: Sector Education and Training Authority
UIF	: Unemployment Insurance Fund
WFW	: Working For Water

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## **CHAPTER 1**

### **BACKGROUND OF THE STUDY**

#### **1.1 Introduction**

The government has initiated special employment programmes (in 1995) intended to enable job creation, especially for the people at the lowest end of the labour market. It pays greater attention to the financing of these programmes, capacity building through training and financial contribution to the development of local economic activities.

Approximately R5 billion has been allocated for job creation in 1995, particularly for use in labour intensive projects, such as Working for Water; Land Care campaign; Rural Water supply; community based public works programmes; the consolidated Municipal Infrastructures programmes, housing and select welfare programmes (UNDP, 2001:149). Sustainable livelihood can be achieved through quality employment, which will reduce poverty and inequality. The Expanded Public Works programme is initiated to reduce poverty and inequality by means of capacity building.

#### **1.2 Historical background of Working for Water Programme**

The Working For Water is a multi-departmental programme that was launched in October 1995 by the Minister of Water Affairs and Forestry, Professor Kadar Asmal. Its major aim is to clear invasive alien plants by using labour-intensive method. The programme is located in the nine provinces and specifically at the South African National Park. In its endeavours, WFW has worked with multiple departments, such as Department of environmental affairs and Forestry, Department of Labour, Department of Agriculture, Department of Trade and Industry, Department of Social Development and Social Services, Department of Science and Technology and Department of Water affairs and Forestry and its administrative body (Working For Water Annual Report, 2000/2001:1).

The WFW has a vision, which is to ensure a country, and a region, in which invasive alien species are controlled, and the introduction of potentially invasive alien species is

prevented, in the process contributing to economic empowerment, social equity, and ecological integrity; and to restore the productive potential of land, while contributing to socio-economic development. Furthermore, the WFW is passionate about creating job opportunities and providing a means for skills development for communities within the Expanded Public Works Programme (Working For Water Annual Report, 2005/2006:1).

Public Works programmes are usually located in the poorest geographical areas using poverty indicators as a measure to target (Goldin & Adato, 2000). Contrary to the norm, the location of the WFW projects is largely dictated by the level of alien vegetation in specific geographic area. The Working For Water is a Public Works programme that provides jobs to poor unemployed people and recognizes that, when it comes to poverty alleviation, consideration must be given to the fact that some people are more vulnerable.

The Working For Water in Limpopo has approximately 2941 beneficiaries, made up of 258 contracting teams. These contracting teams are sourced from local communities. The Limpopo Working For Water is operating in four management areas, namely, Tzaneen, Soutpansberg, Groblersdal and Waterberg. The Working For Water programme in the Tzaneen Area consists of six projects, namely, Letaba, Mamatlhola, Modjadji, Lekgalameetse, Gravelotte and Wolkberg Projects. WFW Tzaneen Area consists of 49 contracting teams with a total of 588 people. The workers are sourced from Greater Tzaneen municipality.

### **1.3 Problem Statement**

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

A number of key assumptions exist as to the participants' functioning after exiting the EPWP. It is assumed that the market is able to absorb 10% of the new job-seekers and that the skills and experience gained by participation in the programme are relevant to labour demand in the economy. Where appropriate, the private sector takes up opportunities to roll out labour-intensive delivery methods and increased information about employment opportunities should help work-seekers to secure employment.

Finally, the Department of Labour is a key partner in the training of participants and the identification of long-term employment opportunities. It is also assumed that further training opportunities will be made available and funded by external entities. It is assumed that the longer-term service market exists and that funding exists to create the additional long-term posts required to sustain the service delivery. Furthermore, it is assumed that the private sector, municipalities and communities will take responsibility for ongoing service delivery and maintenance and that government will encourage procurement from SMMEs (Consolidated Programme Overview and Logical Framework, 2004:19).

In 1995, the government of the Republic of South Africa launched the Working For Water (WFW) programme that links environmental and developmental goals through the removal of high water-consuming alien plants with pro-poor rural employment opportunities. Whilst bio-physical evaluations have widely reported on the hydrological, ecological and conservation components of the programme, there exists growing uncertainty over the programme's role as a poverty reduction mechanism. The document evaluates three projects in the Luvuvhu catchment, Limpopo Province, against five socio-economic workfare criteria and the underlying biophysical rationale.

Results show that asset creation from incremental stream flow is economically efficient and is likely to improve significantly if biodiversity benefits, community harvesting of riparian goods and services, ecological non-use values and seasonal water demand values are incorporated into the analysis.

However, socio-economic benefits are more questionable: poverty targeting is weak with wage rates failing to self-select the poor; a minor proportion (0.5%) of catchment households benefit from the highly-valued employment opportunities; high variability in monthly employment causes financial difficulties for labourers; labourers are not 'empowered' as is evidenced by the failure of the 2-year exit strategy; and programme efficiency is high in proportional allocation of cash-flow to non-management wage labour. It is concluded that the Working For Water programme is a potentially replicable model in other semi-arid contexts in developing countries if based on its core biophysical remit but is a transitory and limited poverty reduction mechanism for improving rural livelihoods (<http://www.springerlink.com>).

It is necessary to investigate the impact of Working For Water exit strategy or the way of escaping the disadvantaged from their poverty situation, and to assess if the training offered enables the beneficiaries to generate an adequate and secure standard of living and long-term employment opportunities.

#### **1.4. Motivation of the Study**

The researcher opted to carry out this study because the EPWP is designed to equip participants with a modicum of training and work experience, which should enhance their ability to earn a living in the future. There is a need to seek answers that will contribute to the development of EPWP, Working For Water initiatives or activities that will help the beneficiaries to permanently escape their poverty situation. Since the beginning of EPWP, Working For Water programme in Tzaneen, the beneficiaries were not satisfied about the training service.

#### **1.5 Aim of the Study**

The aim of the study is to investigate the impact of exiting or taking the contractors and workers out of the programme after providing necessary skills and temporary employment opportunities. And also investigate if the skills provided are for future success and sustainable to ensure that the contractors and workers will continue to have a better living.

## **1.6 Objectives of the Study**

The specific objectives of the study are as follows:

- To identify the challenges that the EPWP beneficiaries experience when they are empowered and due to leave the programme;
- To investigate if the EPWP sustains poverty alleviation programmes;
- To assess the relevance of the skills acquired during the programme to other practically “post –programme” employment;
- To investigate the nature of the support provided to beneficiaries by the programme; and
- To come up with ways that can be considered for the improvement of the exit strategy.

## **1.7 Research Questions**

The study specifically sought to answer the questions below. The questions served as the guiding tool to ensure that the study remained focused.

- What is the impact of EPWP?
- How do EPWP sustain poverty alleviation through an exit strategy?
- How much training do the beneficiaries benefit from and what impact does it have in ensuring that they become marketable and independent?
- What are the challenges faced when a beneficiary has been empowered and is due to leave the programme?
- Is there any support provided to the beneficiaries during employment for them to succeed after the programme?
- What intervention is required to implement an exit strategy effectively?

## **1.8. Operational Definitions**

The important concepts used in this study are defined as follows:

**The Expanded Public Works programme** is one of a number of government initiatives aimed at addressing unemployment and poverty in South Africa (5-year Provincial Business Plan: 2).

**The Working For Water Programme** has been one of a few poverty alleviation programmes that have been able to spend a significant percentage of its allocated funds within required timeframes (Parenzee, 2003).

**The contractor** is an individual awarded a clearing contract to eradicate or control alien species. In Working For Water, a contractor is an employer that hires workers to work in elementary occupations on Special Public Works Programme (Department of Water Affairs and Forestry Northern Cluster: Sub-Directorate: Working For Water Limpopo; Exiting of contractors, 2005: 1).

The **exit strategy**, as conceived by Water Affairs, proclaims to be a comprehensive strategy that is defined as a vehicle to propel the unemployed, after a temporary stay in employment, or at least into conditions favourable to procurement of sustainable livelihood (Component of Exit Strategy: An evaluation of Working For Water Strategy, 2003:7).

**Poverty** means lack of resources to make a living. It is a multi-dimensional phenomenon. It is understood as a condition that manifests itself in a number of ways, including a lack of income, insufficient resources and vulnerability to social, political, environmental and economic factors which will enable them to cope or manage the negative effects of external shocks. Many of the causes of poverty arise from national economic and social trends rather than from unequal local conditions. At present, the reality in South Africa's cities, towns and rural areas is far from ideal (South Africa, 1998).

**Empowerment** means to encourage or capacitate people in decision making for their own development. The White Paper for Social Welfare (1997) defines empowerment as

the process by which social workers or other professionals engage in a set of activities with a client aimed at reducing the powerlessness stemming from an experience of discrimination and stigmatization. Empowerment, according to Mokgohloa (1995:2), is taking charge, being in control, and participating in one's own development. Kurtz (1997:5) refers to empowerment as a multilevel construct that involves people assuming control and mastery over their lives towards a sense of purpose.

**Code of good practice on special Public Works Programme:** The Minister of Labour Gazetted a Code of Good Practice for Special Public Works Programme in 2002. This allows for special conditions to facilitate greater employment on Public Works Programme. The code guide EPWP and provides for a training entitlement of at least 2 days per month of service for workers in this programme (Consolidated Programme Overview and Logical Framework, 2004:9)

### **1.9. Significance of the Study**

This study can provide information to the EPWP, as well as Working For Water, on the impact of exit strategy towards beneficiaries, i.e., contractors and workers, with special emphasis on the previously disadvantaged. The WFW is currently facing challenges in terms of providing sustainable livelihood to the beneficiaries and ensures that the beneficiaries leave the programme and never return to their previously disadvantaged situation. Therefore, this research's findings will assist in overcoming some of those challenges.

Since not much research has been undertaken and thus not much literature available on this subject, this research study's findings will contribute to the knowledge and information to the EPWP, which can be utilized in policy development. It was envisaged that this study will provide information for decision making about the EPWP programme that will empower contractors and workers to enhance their ability to earn a living in a sustainable way.

## **CHAPTER 2**

### **LITERATURE REVIEW**

#### **2.1. Introduction**

This chapter focuses on literature review, where the research topic is presented with reference to government document, policies and legislature governing the EPWP exit strategy, internet sources, books and any other document related to the topic.

Terre Blanche and Derrheim (1999:17) state that literature review involves the identification and analysis of literature related to one's research project. This is done because a research project does not exist in isolation, but is rather built upon what has been done previously. The literature review's main focus is on the impact of EPWP exit strategy through short-term employment and training. It also looks at implication of EPWP, and the exit strategy to ensure sustainability.

#### **2.2. Public Works Programmes**

Public Works programme has provided employment for millions of people in developing countries, especially in Africa and South Asia (Devereux 200). Bangladesh, Botswana, Ghana and India are countries that have set up large-scale Public Works programmes since the 1970s. One of the largest, longest running and most studied programmes is the Maharashtra Employment Guarantee Scheme (EGS) in India. The EGS was introduced to provide guaranteed employment for poor people when the rain falls, and to help build local infrastructure; evidence suggest that the programme reduces rural unemployment by 10 to 35 per cent (Lipton, 1996).

There have been criticisms that Public Works programmes focus only on relieving current need, rather than helping to achieve sustainable poverty reduction. However, Bangladesh's Food For Work programme , which has been operating since 1975, has been found to have a range of sustainable positive impacts on agricultural production and household income in rural areas (BIDS/IFPRI,1985 assessments).



Similarly, South Africa's Expanded Public Works Programmes (EPWP) has been found not to have significant impact on unemployment or skill development (Mccord, 2007). This limited impact is mainly because of the limited demand for low-skilled and unskilled labour in South Africa, and the fact that the training offered within the programme is inadequate to equip participants with the skills in demand in the market place. There is also little evidence on the benefits to poor people from the physical assets created by the Public Works programme (Haddad & Adato, 2001:9).

Rigorous evaluation of the impacts of public works programmes in low and middle income countries is limited, Programmes can be successful in terms of targeting poor people, as well as generating short-term employment and income gains for participants. However, there is less evidence in terms of sustainable income gains and the benefit to poor people from assets created (Subbarao 2003 and Lipton, 1996).

### **2.3 The South African Expanded Public Works Programme**

At the Growth and Development Summit (GDS), the EPWP was considered to be large enough to have a substantial impact on the problem of mass unemployment (HSRC Review, 2008). In 2003, the government convened a GDS by bringing together different social partners to address the problems that lead to unemployment. The government, business, labour and the community constituency agreed to a range of steps to ensure that we address the economic problem facing our country. All social partners agreed that one of the most important issues is to address the problem of unemployment. A government-led Expanded Public Works Programme (EPWP) was one of the measures agreed upon at the GDS to address the problem of unemployment (<http://www.etu.org.za/toolbox/doc/go>). The strategy that was adopted by the cabinet (November 2003), has two pillars, namely: Temporary employment and Employability.

According to the first pillar, all government departments and State-owned enterprises will create productive employment opportunities by:

- Ensuring that government-funded infrastructure projects use labour intensive method (i.e., employing people , instead of using machines);

- Creating work opportunities in public environmental programmes (e.g., Working For Water) and social programmes (e.g., Home Based Care workers); and
- Using government procurement to help small enterprise learnership and support programmes.

The second pillar focuses on making it possible to earn an income after leaving the EPWP, either through finding a job or starting a business by:

- Giving unemployed people work experience;
- Providing education and skills development programme to people while they are on Expanded Public Work Programme; and
- Helping workers with exit opportunities beyond the EPWP.

(<http://www.etu.org.za/toolbox/docs/go>)

#### **2.4. Exit Strategy within Department of Water Affairs, Working for Water Programme**

The critical issue that faces any exit strategy include, inter alia, recruitment criteria; worker profile; job security; training level and outcomes; internal and external institutional support; and types of model and indication for gauging a successful exit. The Department of Water Affairs adopted the Community Development Programme (CDP) in 1999. The plan is to capture a pool of workers and to provide them with the transverse that lead them out of chronic poverty. The Department of Water Affairs proposes that while secured, the pool of workers will be better able to absorb shock and households will thus be less vulnerable (Components of an Exit Strategy: An evaluation of the Working For Water Strategy, 2003:7).

The programme does have a number of challenges and do face criticism. With regard to its impact on reducing poverty, the main criticism of the programme is that the work opportunities it offers are of too short duration and thus provide too little income, which make it difficult to the contractors and workers to plan for exit.

Furthermore, some of the programmes offer wage rates that are too low, in relation to what is required to move workers above the poverty line (Mitchell, 2008). The problem of work opportunities that are of limited duration can partially be addressed by improved programme design. Planning and scheduling work to maximize the duration of employment is possible, although care should be taken not to get into a situation where projects are never finished because work duration target needs to be met as has reportedly been the case in some NERGA programmes in India (CSE, 2008). With regard to the low-wage rate, the process is underway in South Africa to establish a national minimum wage rate for the EPWP.

The participants in the programme have over the past 10 years progressed from a daily wage to a task-based wage system. In light of the ministerial determination a Contractor Development approach has been adopted for a 24 month learnership engagement with contractors and their work teams so as to ensure that their exit will be accompanied by necessary skills to allow them to garner employment in the formal economy. This focus has meant that the intended benefits of employment and training have somewhat been skewed towards the development of contractors, which has led to the case being made that the implementation of an exit policy was unfair to the majority in the programme who are not contractors. An Exit Strategy should meet the objective of ensuring that the participants are left in a better position upon their exit of employment in the Working For Water programme.

(Framework for the monitoring and evaluation of the Expanded Public Works Programme, 2005:1)

## **2.5. EPWP and Legislations**

### **2.5.1. Accelerated and Shared Growth Initiatives for South Africa**

The Accelerated and Shared Growth Initiatives for South Africa (AsgiSA) was launched by Deputy President Phumzile Mlambo Nguka in February 2006. After research and discussion with stakeholders, government identified six “binding constraints on growth” that need to be addressed so as to progress in its desire for shared growth and to

achieve its target of halving unemployment and poverty between 2004 and 2012(AsgiSA Annual Report, 2007:2).

AsgiSA is a government initiative that governs EPWP programmes in South Africa. It works through the municipal infrastructure grant, EPWP and other infrastructure funds. AsgiSA is a government initiative aimed at ensuring that economic growth is accelerated to, on average, at least 4.5% in the next five years, and to an average of 6% between 2010 and 2014 (South Africa Year Book, 2006/2007:157).

One of the key programmes launched by the government is the Expanded Public Works Programme (EPWP), which is operating in all provinces. The EPWP focuses on ensuring that labour-intensive methods are used in government service delivery programmes in the infrastructure, culture, social and economic sectors. It provides on-the-job training to those participating so that they will be better equipped to find permanent employment afterwards (South Africa Book, 2006/2007: 55).

#### 2.5.2. Ministerial Determination on Special Public Works programme

In terms of Ministerial Determination on Special Public Works programme, with regard to the basic condition of employment (Gazette on the 25<sup>th</sup> of January 2002), "A worker may not be employed for longer than 24 month in any five year cycle on a SPWP". The proposed monitoring framework for this programme also suggests that a minimum target of 10% of participation needs to be seen as being enabled to secure employment upon their exit, based on the training and support they gained on the programme (Framework for Monitoring and evaluation on the Expanded Public Works Programme, 2005:1).

The code of good practice for special public works programme(and related to Ministerial Determination),which was formally gazetted by the Department of Labour in 2002,after discussion at NEDLAC sets targets for the employment of youth, women and people living with disabilities on public PWP's. It requires that relevant community –based organisations be consulted regarding the selection of workers to be employed on

projects. The code also allows for special condition of employment for workers employed by contractors on labour intensive projects, including the use of task-based payment system, and the setting of payments for tasks based on consideration of the local going rate for unskilled labour. It limits the duration of employment under these special conditions and provides PWP workers with entitlement to training. The Code of Good Practice therefore establishes a PWP employment framework based on the concept of PWPs as mechanism for providing unemployed people with a combination of work experience and training (Overcoming underdevelopment in South Africa's second economy jointly hosted by the UNDP, HRSC and DBSA, 2004:3).

### 2.5.3. Skills Development Act

The special condition of employment applies on condition that workers on EPWP have an entitlement to training, and that workers are employed under these special conditions of employment for a limited duration of time (i.e., a maximum of 24 month employment within a five-year cycle). All work opportunities are therefore combined with skills training or education that aim to increase the ability of participants to earn an income once they exit the programme. The Department of Labour, together with the Sector Education and Training Authorities, co-ordinates the Training and Skill Development of the programme (HWETA, 2005:02).

The Skills Development Act aims to improve the working skills of the people so that all South Africans can be employed. The SAQA Act is about the quality of learning. The Skills Development Act is about the relevance of that learning to existing jobs, and to the country's economic and employment growth and social development. It creates the structure and framework for the skills development strategy. The Skills Development Act changes the old way of vocational training by introducing learnership and skills programme. Both learnership and skills programmes are meant for people who are already employed as well as people who want to enter the workplace (Skills Development Facilitation, 2002:37).

## **2.6. The impact of Exit on Expanded Public Works Programme**

Employment under EPWP is governed by the learnership determination for the unemployed learners and the Code of Good Practice for Special Public Works programme for all other participants. The code was gazetted by the Minister of the Department of Labour after discussion with the National Economic Development Labour Council (NEDLAC). It allows for special condition of employment to facilitate greater employment in Public Works programme, namely:

- Employer must set rate of pay locally at self-targeting rates to avoid attracting workers away from more permanent employment.
- Reduce obligations for the employers; and
- Task-based payment for labour-intensive works.

(Consolidated Programme Overview and Logical Framework, 2004:15). The demand of labour from the following industries will be canvassed with a view to absorb workers who exit from EPWP programmes of the sector in permanent jobs, such as:

- Forestry;
- Commercial fisheries;
- Tourism; and
- Horticulture.

The possibilities to obtain bursaries for candidates with the necessary potential to study at tertiary institutions both in South Africa and abroad will be explored. Donor funding will also be sought to finance such studies.

### **2.6.1. Exit within Working for Water Programme in Limpopo Province**

Working For Water, as a Public Works programme, led by DWAF, is bound by the ministerial determination on Special Public Works Programme (SPWP) of 1997 that states that beneficiaries may not work longer than 24 months in any five-year cycle on SPWP. This is in line with the government's effort of spreading the benefits and giving as many people as possible opportunities to benefit from poverty alleviation programmes. However, since the inception of the programme, there has never been

any exit policy in place to guide the existing process. As a result, the programme, in all nine provinces until 2003, has not exited the teams, with the exception of Limpopo.

The Limpopo Water Affairs commenced with the exit strategy, and that resulted in a notable challenge with regards to Tzaneen contractors. The process followed was identifying the need for exit as outlined below:

- All contractors must have completed two years, i.e., 460 days, in a five-year cycle;
- All members of a contracting team should have been trained according to Working For Water matrix;
- Project Advisory Committees should have been informed throughout the whole process; and
- Working For Water management should compile database of workers to be exited with regular updates.

This study looks at the exit strategy, with special emphasis on the previously disadvantaged. It critically examines the current status of exit within Working For Water in the Tzaneen area.

The management of Working For Water is exiting the contractors based on the understanding that all projects in the Expanded Public Works programme have to exit contractors in accordance with the conditions laid out in the Ministerial Determination no:3 Special Public Works Programme, as per the government Gazette no:23045 of January 2002.

Working For Water, a poverty relief project, exit contractors after every 24 month within a five-year cycle. The contractors should have completed all recommended training. Training is geared towards supporting contractors to successfully exit the programme. However, the contractors expressed a concern in the meeting held on the second week of September, 2005 with the managers: Northern Cluster. Their concern was that

capital build up owed to them was not paid, training received was not adequate and the process followed during exit was flawed (Exiting of Contractors, 2005:4).

### 2.6.2. Capital Build up

Capital build-up is a profit margin that is included in every quotation submitted by contractors. It is intended for the contractors to build their own business assets, e.g., vehicle, equipment and first kits, which are aimed at benefiting the contractor and the team. According to the regulations, contractors need to use the capital build-up funds to develop their own business in preparation for exit. However, most of them believe that buying WFW equipment might be useless because they might not use them after exit. In reality, the capital build-up money benefits the contractors, not the workers. Thus, it is necessary to investigate and come up with recommendations on how the capital build-up could benefit both workers and contractors (Exiting of Contractors, 2005:4).

## **2.7. Training and Capacity Building within EPWP**

One way of reviewing the EPWP is as a bridge between unemployment and employment during which participants are equipped with skills and experience. In return for this exception the programme is obliged to provide a higher level of training than participants who normally get in any other place of work. Training is therefore the backbone of EPWP Code of Good Practice (HWETA, 2005:8).

If sustainable job are to be created at an assured quality of service, training and accreditation is an indispensable dimension of an implementation strategy. Addressing the supply side of the labour market through the development of unit standards is necessary to develop a pool of suitably qualified service provider that is aligned to expansion of the demand for these programmes(HRSC,2008)

Training is the backbone of the EPWP. Failure to meet the training obligations will seriously hamper the sustainability of the job opportunities. To meet this need, the various Sector Education and Training Authorities (SETA) involved in the programme



are being asked to play more extensive role. These include the development of new elective and registration drives to expand the pool of training providers and expansion of their learnership programme (Consolidated Programme Overview and Logical Framework, 2004:24).

The programme rests heavily on the ability to deliver efficient, to scale and quality training. Should this not be realised, the projections of what can be achieved through this programme will be significantly affected. Registration of training service provider, development of courses and material for practitioners once they return to the site could all impact on the implementation of the programme. The intention for these special conditions is to create demand for this training, which in turn will stimulate the training provider to train their trainers and get themselves accredited to supply the training (Overcoming the underdevelopment in South Africa's second economy jointly hosted by the UNDP, HSRC and DBSA, 2004:12).

A core component of the exit approach is training. According to WFW policy guideline, all workers are entitled to a minimum of 48 days training, within the 24 months of employment. It was realized that training courses, in most cases, are relevant only to enable workers to perform their work while employed by Working For Water. A period of 10 days specifically dedicated to exit related training was established. Workers and contractors are not receiving equal benefit in terms of training because priority is given to contractors, which is still a challenge (Framework for Monitoring and evaluation on the Expanded Public Works Programme, 2005:1).

Even though there are specialized training, the contractors are still not satisfied. The Tzaneen contractors wrote a letter to the Minister of Water Affairs and Forestry and complained that they receive poor training that will never be beneficial for exit. The training has little impact on beneficiaries as it is specific to WFW needs - unless if workers exit to forestry industries or clearing invasive alien plants. The training provided is not appropriate and relevant to either workers and contractors or their local environment. In addition, the training is not accredited, and the quality of training is not

assessed, monitored and evaluated accurately. Hence, workers are not able to build their credit base and work towards completing a qualification, Of late, WFW has established partnership with the Department of Labour (DoL). Thus, DoL agreed to fund the training of the workers within this project through the National Skills fund (Working For Water Training programme within the Expanded Public works Programme Framework, 2006:2).

The employment conditions of participants in the EPWP are governed by the Learnership Determination for unemployed learners or the Code of Good Practice for Special Public Works Programmes for all other participants. The code allows for special conditions of employment to facilitate greater employment on Public Works Programmes, namely:

- Employers may set rates of pay locally, at self-targeting rates, to avoid attracting workers away from more permanent employment;
- Reduced obligations for employers, such as lack of Unemployment Insurance Fund (UIF) payments; and
- Task-based payment for labour-intensive works.

The Department of Public Works (DPW), together with the CETA, has established a contractor learnership programme as one of the means to address capacity in the labour-intensive construction sector. This learnership programme is in addition to any of such initiatives in the construction industry. This learnership is based on educating small contractors and supervisors to execute projects in groups of three. This EPWP learnership is for civil construction activities as this industry lends itself to significant opportunities for labour-intensive job creation (Exit Strategy, Report, and 2007:04).

## **2.8. Challenges of EPWP**

The biggest challenge of EPWP at present is how to mobilize all the relevant national, provincial and local bodies to implement the programme. Furthermore, there are a number of implementation challenges that everyone will have to overcome (Phillips, 2004). The International Labour Organization predicts that the current global crisis will

lead to dramatic increase in the number of unemployed people, working poor and those in vulnerable employment (ILO, 2009). Much of the assessment has found out that Public Works programmes have significant impact in terms of temporary employment creation and increase in participants' current incomes. However, evidence of impact on enhanced employability, sustainable income gains, and the benefits to poor people from the physical assets created is limited (3IE 2009).

To date, there is lack of evidence on how Public Works programmes affect poverty and how cost effective they are. As an exception, an ongoing study funded by the World Bank's Spanish Impact Evaluation Fund is assessing the impact of the India National Rural Employment Guarantee scheme, which guarantees up to 100 days of local work each year to every rural family (3IE, 2009).

## **2.9. Conclusion**

The important view is that the EPWP has the potential to make a significant contribution to employment creation, poverty alleviation and skills development. The immediate challenge is to ensure that current targets of the programme are met. Once the programme is well established and is seen to be economically effective, motivation may then be made to increase the level of funding to take the programme to a larger scale and greater heights (Phillips, 2004).

In every deal, even as you contemplate getting into that deal, you must contemplate how you are going to get out of the deal. By getting out, the present researcher does not, in this study, mean provisions entitling you to terminate for whatever reason. Instead, getting out refers to your "exit strategy". Exit strategy refers to how you see the project after some period of time and whether you can exit successfully with significant profit (<http://www.invanhoffman.com/web.html>).

The fact is that it is not possible during recruitment, in spite of academic qualifications, to find person who are fully trained and could fit exactly into the system. This is because they may not yet have the required knowledge, experience and skills for a

particular position (Botes, 1994:129). It is thus imperative that further training should be provided.

## **CHAPTER 3**

### **RESEARCH METHODOLOGY**

This chapter presents a brief description of the research methodology followed when conducting the study.

#### **3.1. Research Design**

Terre Blanche and Durrheim (1999:29) define research design as a strategic framework for action that serves as a bridge between research questions and the execution or the implementation of the research. Mouton et al., (1994:33) state that the aim of the research designs is to plan and structure a given research project in such a manner that the eventual validity of the research findings is maximized. Terre Blanche and Durrheim (1999:30) further state that a research design should provide a plan that specifies how the research is going to be executed in such a way that it answers the research questions.

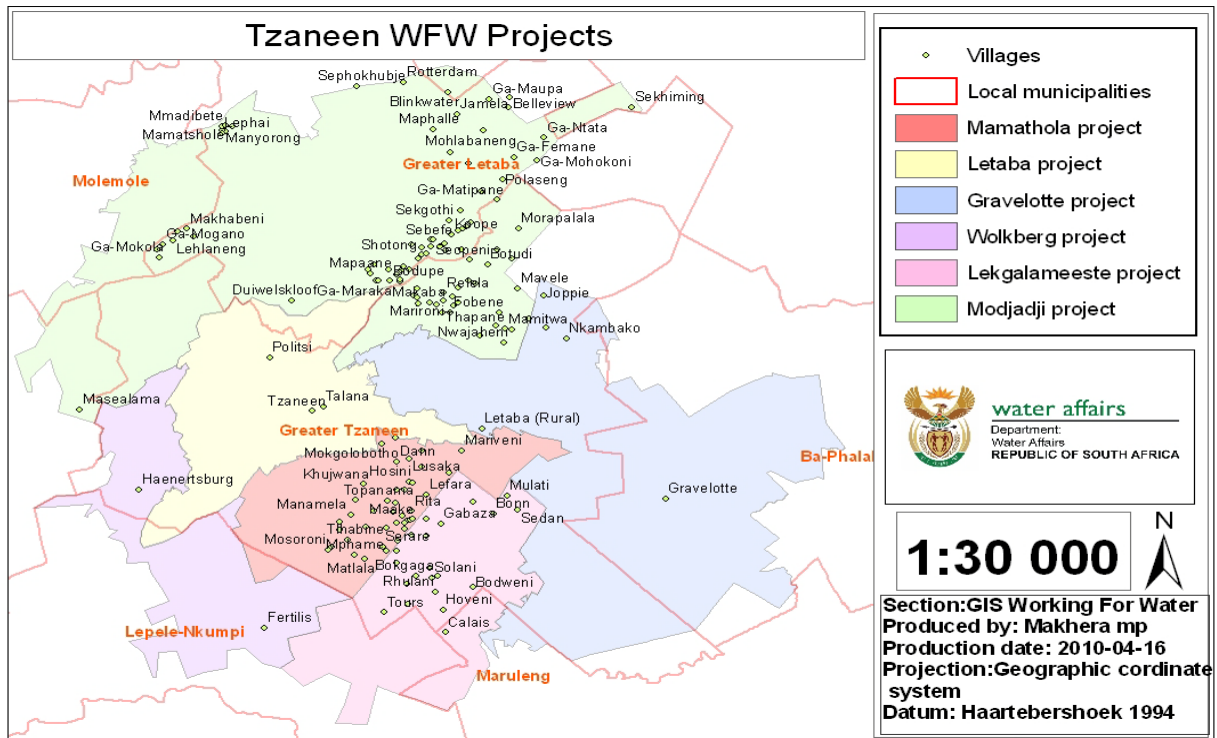
This research is qualitative in nature. According to Babbie and Mouton (2001:279), qualitative research puts an emphasis on studying human action in its natural context and on providing detailed description and understanding of a phenomenon within the appropriate context. Information regarding EPWP exit strategy is available and therefore a descriptive study will be done in that regard.

The idea of conducting a study of this nature originates from the researcher's interest in the discipline of EPWP poverty reduction through exit strategy and the EPWP's role in addressing the problems faced by the majority of South Africans. Herholdt (1997:94) states that two out of five South Africans live in poverty. EPWP is a poverty alleviation programme in a form of exit strategy, i.e., providing a short term employment and training for unemployed people to be skilled and have a sustainable livelihood. The researcher opted for exploratory design. This is because it was undertaken when there was no much of information known about the subject research. According to Babbie and Mouton (2001:79), this approach is typical when a researcher examines a new

interest and when the subject of the study is relatively new. One of the purposes for an explanatory study is to satisfy a researcher's curiosity and desire for a better understanding of the research topic. In this case, the researcher wanted to understand the impact of EPWP in terms of exit strategy.

### 3.2. Area of Study

The area of study is Tzaneen Working For Water Programme, which covers the Greater Tzaneen Local Municipality, under the Mopani District Municipality in the Limpopo Province. The study covers five projects, which are Modjadji, Mamathhola, Letaba, Gravelotte and Lakgalameetse. These projects employed 48 contractors from 36 villages, namely, Mogoboya, Mosorone, Mothopone, Rakoma, Ramorara, Sape, Mokomotje, Mhlaba Cross, Moime, Khujwana, Khopo, Dan, Mohlaba Headkraal, Sasekani, Mariveni, Petanenge, Nkowankowa, Nwamitwa, Mandlakazi, Marirone, Thapane, Khebabane, Khetoni, Kubjanie, Makaba, Mopje, Motupa, Moleketla, Relela, Leokwe, Motlakong Botludi, Mavele, Morutji, Calais and Balloon. (See the attached map below).



### **3.3. Population**

This is a set of elements that a researcher focuses upon and to which results obtained by testing the sample should be generalized, and it is also referred to as a target population (Bless & Higson-Smith, 1995:87). Powers (as cited by De Vos, 2004) defines population as a set of entities in which all the measurements of interest to the practitioner or researcher are presented.

The total population of the study is 5 Project Managers, 49 contractors and 539 workers. A sample of 5 contractors and 1 worker per contract team was selected randomly from five projects, which are Modjadji, Gravelotte, Mamatlhola, Lekgalameetse and Letaba. Thus, a total sample of 25 contractors and 25 workers was selected for the study. The exiting of contractors, which is an ongoing process, is thereby making it impossible to target all the contractors and also secures few workers due to workers' turnover in the programme. Five Project Managers from selected projects form part of the population.

### **3.4. Sample Size and Selection Method**

Welman and Kruger (200:49) argue that a representative sample is a miniature image, or likeness of the population. While Schumacker and Mackmillan (1993:159) state that sampling refers to the process by which a sample is selected from the population, with the purpose of generalizing results to a large group of individuals.

Probability sampling, which is simple random, was used. In this manner, a random number of tables were used. Simple random sampling provides equal opportunity of selection for each element in the population. This sampling method allowed the present researcher to give all contractors who were working equal chance to be selected. The projects employ a pool of contractors and they rotate in terms of work, e.g. Letaba project has 11 contractors, but only 7 may work per month. Twenty-five (25) contractors, twenty-five (25) workers and five (5) Project Managers from projects in the indicated study area were used as a sample.

### **3.5. Choice of Instruments**

Bless and Smith (1995:107) view questionnaires as the most structured way of getting information directly from the respondents. Questionnaire copies (Appendix 1 &2) were distributed and collected from respondents immediately after they were completed. Interview sessions with individual respondents were conducted for further clarity. Those who are not able to read and write were interviewed without completing questionnaire.

Terre Blanche and Durrheim (1999:46) state that to draw valid conclusions from a research study, it is essential that a researcher has sound data to analyze and interpret. Kruger and Casey, as cited by De Vos et al., (2004:315), state that a good questioning route has certain qualities, namely, it has an easy beginning and it is a process, and it uses the time available wisely. According to Terre Blanche and Durrheim (1999:281), a well constructed questionnaire must adhere to principles of reliability and validity.

For this study, structured self administered questionnaires were drawn up containing important questions aimed at addressing the research questions and research objectives. It was designed in a manner that addresses both the research questions asked and the set of objectives given. The questionnaires included open-ended questions that request the candidate to give his or her opinions, feelings, attitudes and perceptions. The self administered questionnaires were seen as an appropriate tool to address the above-stated issues.

Primary data was collected through self administered questionnaires for the workers, Project Managers and contractors. The researcher assisted in clarifying some of the questions that the candidates didn't understand. The data collected include, amongst others, employment procedure; income and wage; duration of work; impact of training and readiness to leave the programme; and the impact of the programme in preparing them to exit.



Each of the questions would produce an answer for a particular variable. These variables were the ones the researcher explored to reach conclusion and recommendations about the research problem. One type of questionnaire schedule was designed for all samples, even though the samples differ according to the type of job they are doing, namely, contractor, worker and project managers.

The items for the questionnaire were classed along the following dimensions, namely:

- Personal and households details; and
- Overview of Working for Water projects:
  - Employment,
  - Wages,
  - Training,
- Exiting of contractors and workers. Gender of respondents;
- Position at work;
- Employment status and duration;
- Average income;
- Training received;
- Literacy level;
- Readiness to exit the programme; and
- Sustainability of the skill development and poverty alleviation;

The researcher asked the deputy director of Working For Water Programme in the Department of Water Affairs and Working For Water, area manager where the project has been identified for the permission to distribute questionnaires. The Project Managers, contractors and workers were informed of the research and the purpose of the study was outlined to them. Thereafter, the researchers selected the research participants, presented the research purpose and arranged for times when the questionnaires will be distributed and completed. The researcher asked for their participation to make the exercise fruitful and successful.

### **3.6. Pilot Survey**

A pilot study on the field was undertaken to verify the correctness and comprehensibility of the data collection tool. Bless and Smith (1995:36) suggest that the gathering instrument should be applied and analyzed on a small population, and this is referred to as a pilot study. The questionnaire and interviews were administered to fewer contractors and workers (5-10 people, depending on the nature and extent of population and sample size) to examine whether they are clear and understandable. Mudau (2000:46) stresses that, for piloting, the questionnaire and interview questions enable the researcher to verify the time needed for their completion. On the other hand, vague and ambiguous questions were identified and singled out for corrections or omission. Clear and understandable questions were left untouched.

The pilot study has been conducted to give context to issues that arise in terms of the impact of EPWP exit strategy. The researcher used the responses from questionnaires and interview schedule to address the issue of vagueness and ambiguity. In circumstances whereby the question yielded unexpected responses or provided diversified responses, the researcher made some changes to address the research question and research objectives, which were identified during the planning phase of this study.

### **3.7. Data Collection Procedures**

The main aim of data is to process responses from the field in order to answer the original research questions first, and then address the research problem. Terre Blanche and Durrheim (1999) state that a quantitative research uses statistical procedures to analyze data, Those statistical analyses help a researcher to describe the data more explicitly and to make the inferences about characteristics of the population on the basis of the sample. The qualitative research uses interpretive methods, which aim at understanding the phenomenon in context. According to a study by Terre Blanche and Kelly, as cited by Terre Blanche, this involves a sense of feelings, experiences, social situations or phenomena as they occur in the real world, and the need to study them in their natural setting.

The researcher distributed and later collected a self-administered questionnaire. The researcher agreed with the respondents on the time that the questionnaire was to be completed and where the researcher would collect such. A date was set for follow-up and clarity on the questionnaires completed with all the respondents.

### **3.8. Data Analysis Method**

In this study, the researcher organized data so as to make sense of the scope and coverage of the data-set. Thus, the collected data were organized and grouped together to make it workable. The data were transcribed and analyzed manually. The data collected was coded and analyzed by using open coding. Open coding is when the researcher examines the data to condense it into preliminary analytic categories.

The first requirements of analysis are to organize data by bringing some order or structure to it. The qualitative data of research can be compared to the material held in a library. Coding is required. The form of coding will be to label all the text based data or field research notes and supplementary data collected. This is like labelling books in the library, this item can be filled systematically or thematically, or both. The way data is collected and the purpose of research are the determining factor in the design of the coding scheme. If the indexing system applies to a uniform set of categories systematically to all items, in the whole set, it is cross sectional. This makes retrieving and comparing information easier (Bogdan & Blikken, 1992:175-176). Qualitative coding is the process of conceptualizing data.

Qualitative analysis emphasizes the meaning attributed to social situation. Organizing qualitative data means looking for ideas, actions or events that describe the data. Category labelling identifies chunk of data. Indexing the data forces the researcher to think about it in a slightly more abstract way, by identifying the essence of the content. Research inference notes, analytic notes and personal notes made in the process of data collection are an individual resource. In fact, the researcher continues making these type of notes whilst working through the data to develop categories (Bogdan &

Blinken, 1992:153; and Sarantakos, 1998:203,315-316 &318). Open coding makes the allowance for the development and refinement of the categories used.

The present researcher developed inclusive code first in order to ensure that all relevant items are included when information is retrieved. If initial categories which did not reflect the data collected were abandoned and modified. This ensures that the categories are analytically logical and can be used cross sectionally. Because these categories are tested against the data obtained from the context studied, categories were grounded based on reality. However, coding is selective and since it is developed while data are being collected, it can influence subsequent data collection (Fielding, in Gilbert, 1993:229; Frankort-Nachmias, 1996:293,339;).

### **3.9. Conclusion**

The research is qualitative in nature. The researcher opted for exploratory design because there was no much of information known about the subject research. The area of study is Tzaneen Working for Water Programme, which covers Working For Water Projects in Tzaneen Local Municipality, under the Mopani District Municipality in Limpopo. The total population of the study is 5 project managers, 49 contractors and 539 workers. Therefore total sample is 25 contractors, 25 workers and 5 project managers. Probability sampling was used.

Self administered questionnaire for project manager and for contractors and workers was developed, containing important questions aimed at addressing the research questions and research objectives. Primary data was collected through self administered questionnaires. The data collected include amongst others, employment procedure, duration of work, impact of training and readiness to leave the programme and the impact of the programme in preparing the contractors and workers to leave the programme. A pilot study on the field was undertaken to verify the correctness and comprehensibility of the data collection tool. The collected data was organised and grouped together to make it workable. The data was transcribed and analyzed by using open coding.

## CHAPTER 4

### DATA PRESENTATION AND DATA ANALYSIS

#### 4.1. Introduction

This chapter entails the result of the study undertaken with Working For Water contractors, workers and project managers in Tzaneen area. The chapters also attempts to provide an overview of the impact of EPWP in terms of training, skills development and short-term employment and how EPWP contributes to the livelihood of contractors and workers who are regarded as poor.

Information for this overview has been obtained mainly from self administered questionnaire completed by the identified respondents. Formal briefing on the completion of questionnaire was conducted with 25 contractors, 25 workers and 5 Project Managers. Each contractor, worker and Project Manager was approached. The Questionnaire was written in English, follow-up and clarity was administered in the local languages, Sepedi and Xitsonga.

The survey results for managers, contractors and workers were broken down into several categories. These categories include gender of respondents, employment, training, income and overview of the impact of EPWP in terms of exit. The results of the study are discussed according to the questions completed by Project Managers, contractors and workers.

#### 4.2. Findings obtained from Project managers

##### 4.2.1. Gender and age of respondents

Both male and female respondents were part of the study. The results are displayed in Table 1 below.

**Table 1: Frequency distribution of gender and age of the Project Managers**

Gender	Frequency	Percentage	Age	Frequency	Percentage
Male	4	80%	18-35	4	80%
Female	1	20%	36-55	1	20%

Total	5	100%	total	5	100%
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The result of the survey on gender and age indicate that Project Managers completed the questionnaires interviewed in five projects were 80% males and 20% females. In terms of age, 80% was youth and 20% adult.

#### 4.2.2. Recruitment and selection of contractors

The respondents were asked about the procedure they use in recruitment and appointment of contractors. The findings are reflected in Tables 2, 3 and 4 below:

**Table 2: Frequency distribution of the way recruitment is done by the respondents**

<b>Advertisement</b>	<b>Frequency</b>	<b>Percentage</b>
<b>Newspaper</b>	<b>0</b>	<b>0%</b>
<b>Councillors</b>	<b>0</b>	<b>0%</b>
<b>0Advisory committees</b>	<b>5</b>	<b>100%</b>
<b>WFW Officials</b>	<b>0</b>	<b>0%</b>
<b>Friend</b>	<b>0</b>	<b>0%</b>
<b>Total</b>	<b>5</b>	<b>100%</b>

It must be noted that 100% of the respondents use Advisory Committees to inform local communities about the programme and are equipped with the necessary documentation detailing the requirements for the appointment of contractors. These Committees, which consist of all stakeholders within the community, distribute information to all in the targeted communities. An in-depth interaction with the Project Managers confirmed that each project has its own Advisory Committee and the committee assists in advocacy about Working For Water and assist in identifying the disadvantaged.

**Table 3: How do you select contractors?**

<b>Selection of contractors</b>	<b>Frequency</b>	<b>Percentage</b>
Interview	5	100%
Identify by stakeholder	0	0%
Identify by WFW official	0	0%
<b>Total</b>	<b>5</b>	<b>100%</b>

The study established that 100% of the respondents from the management say that contractors are interviewed before employment. This is done to ensure that relevant people who need to be empowered are employed and that transparency and fairness prevail. Project managers indicated that Working For water employs emerging contractors, who need to be capacitated and be able to leave the programme and compete with others on open tenders. The Advisory Committee serves as observers in the interview panel.

**Table 4: Do you think you employ relevant EPWP target group?**

<b>Answers</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	4	80%
No	1	20%
<b>Total</b>	<b>5</b>	<b>100%</b>

The results indicate that 80% of the respondents believe that the programme employs the target group, while 20% does not. The same eighty percent believe that, it is difficult to get people with disabilities for employment, but, on a positive note, more women and youth are employed. Only 20% of the respondents say that since the programme unable to employ people with disabilities, It therefore fails to reach the target group . They all emphasized that the EPWP target is 60% women, 25% youth and 5% people with disabilities. In-depth interactions with the respondents confirm that they at times experience challenges with Advisory Committee in terms of employing target group.

The committees sometimes recommend business and employed people, as well as their favourite people to be part of the interview.

Further questions about the selection criteria of contractors were asked. All Project Managers indicated that they appoint contractors who can read and write and have passed at least Grade 11, who have leadership skills and are business minded. They emphasized that they need contractors who are trainable, showing visible signs of independence and the ability to utilise the skills acquired from the programme after exit.

They further indicated that Advisory Committees, together with the Project Managers, assist contractors to employ the EPWP targeted group. The contractors employ the disadvantaged group irrespective of literacy level. The contractor and his/her workers are referred to as a contract team, which means that when the said contractor leaves the programme, he/she automatically leaves with the workers; the team dissolves.

#### 4.2.3. Training and skills development

This item explores the training and its impact on contractors and workers. The following issues are covered: training plan; monitoring and evaluation of training; and how training should be improved. The findings are reflected in Tables 5, 6 and 7 below.

**Table 5: Who identifies training needs at project level?**

	<b>Frequency</b>	<b>Percentage</b>
Contract team	0	0%
Social development and training coordinator	1	20%
Project managers	0	0%
Social & training coordinator and project managers	3	60%
Others, specify	0	0%
Social coordinator and contract teams	1	20%
<b>Total</b>	<b>5</b>	<b>100%</b>

The results indicate that 60% of the respondents say the training needs are identified by Project Managers and social development and training coordinator, 20% of the



respondents stated that the training is identified by the Social and Training Coordinator and the other 20% indicated that the training needs are identified by contract teams and Social and Training Coordinator. On the open ended questions, the respondents indicated that training is identified according to the Working For Water training matrix, and that contractors and workers are suppose to undergo these training. It was further revealed that there are functional training courses, which are work related and that contractors and workers are obliged to attend before they can get on the job within the programme.

**Table 6: Training evaluation on its completion**

	<b>Frequency</b>	<b>Percentage</b>
Formal evaluation form	1	20%
Written comments on a piece of paper	1	20%
Verbal comment	3	60%
<b>Total</b>	<b>5</b>	<b>100%</b>

**Table 7: Success of training offered**

	<b>Frequency</b>	<b>Percentage</b>
Good	2	40%
Excellent	0	0%
Not sure	0	0%
Need to be improved	3	60%
Satisfactory	0	0%
<b>Total</b>	<b>5</b>	<b>100%</b>

According to Table 7, 40% of the respondents from the management stated that training is good, while 60% stated that the training needs to be improved. This shows that the Project Managers are not impressed by the training. Some of the Project Managers

indicated that the contractors and workers are not able to execute their duties competently, even after they attended training. They gave an example of the herbicide application course, where it was found that most of the trainees, who attended, still required assistance from their project managers when measuring herbicide.

#### 4.2.4. General comment on improvement of training

The findings show that a larger proportion of WFW employees receive training, but the training courses are not accredited. In general, the 60% of project managers stated that the training assists the contractors and workers in doing work only within the programme and will not benefit them outside the programme, while 40% believe that the acquired skills from the programme will assist them in securing employment at bigger companies after leaving the programme.

In terms of monitoring and evaluation of training, some Project Managers indicated that Project Manager must be trained on how to monitor training. And some of the training should be attended by Project Managers before the workers and contractors attend. They also indicated that contractors attended limited pest control training and want to apply for a license and the Project Manager will not be able to endorse their application for the license because they did not attend the course. Some contractors attended the course and will not get the license because the course training provider who offered the course was not accredited. Thus, they will not be able to work at other companies, such as Telkom, where limited pest control license is a requirement for employment. They also indicated that formal evaluation form should be used by anyone who will be monitoring training.

Some Project Managers indicated that they are obliged to monitor training, but still facing challenges in terms of languages. The results illustrate that some Project Managers, especially Whites, are not familiar with the local languages. Thus, when training is conducted through local language it becomes difficult for them to monitor the training, because they don't understand the language.

The respondent strengthened that contractor and workers should be given enough time to identify training courses that will assist them even after leaving the programme. It was also indicated that the training course should be prioritized according to the job requirement and each worker and contractor's need in terms of empowerment.

#### 4.2.5. Exit of contractors and workers

This section explores the impact of the programme on the contractors and workers in terms of exiting them from poverty. This covers how the Project Managers know that the contract team is due for exit and ready to leave the programme. The results are indicated in Table 8 below:

**Table 8: Do you think contractors and workers will survive after leaving the WFW?**

	Frequency	Percentage
Yes, they will start their own business	0	0%
Yes, they will get another job	0	0%
No, I don't have an idea	0	0%
No, it will be hard for them to get another job	3	60%
Undecided	2	40%
<b>Total</b>	<b>5</b>	<b>100%</b>

Table 8 shows that 60% of the respondents stated that, it will be hard for the contractors and workers to get another job after leaving the programme, while 40% of respondents are undecided. The results show that the Project Managers are not confident that the WFW will assist the contract team to survive after leaving the programme.

**Table 9: Do you think the programme improves the life of the workers?**

	Frequency	Percentage
Yes	5	100%

No	0	0%
<b>Total</b>	<b>5</b>	<b>100%</b>

The result on Table 9 shows that 100% of the respondents from management stated that the programme improves the life of the workers. They emphasized that the programme improves the life of workers only when they are still in the programme because they get income, skill and knowledge. But when they leave the programme, they return back to poverty. Some of the Project Managers indicated that the contractors and workers are not committed to improving their lives because the programme is trying harder to assist them.

The Project Managers indicated that they employ contract team for a period of 460 days and exit them. Exit points are not identified and the progress of contractors and workers is not necessarily considered after leaving the programme. Contractors and workers are only considered only when they are still in the programme. The findings show that project managers count numbers of days for contractors only, not for general workers because there is high worker turnover. The finding confirms that the contractor can employ new workers on the last map, perhaps of 10 days and leave the programme. This shows that the exit strategy within the programme benefits the contractors more than the workers.

Project Managers stated that sometimes they feel pity for some of the contractors who are due for exit, but not ready, looking at their poverty status. They reiterated that contractor and workers will never be ready for exit, due to working condition and delays in payment. Contractors and workers spend more time without work and end up in debts. It was indicated that Working for Water provides work for certain duration, not every day. The contractors and workers may work for 10 days and wait for three months before getting another map to work

**4.3. Findings, Obtained from Contractors and Workers**

4.3.1. Demographic profile of contractors and workers

The profiling of contractors and workers in terms of gender, marital status, number of dependents and literacy level is a very important factor to be considered when assessing the impact of exit within EPWP. This will assist in ensuring that the programme employs relevant people that can be empowered and later exit the programme.

The table below summarizes the profiles of contractors and workers within the Working For Water programme in Tzaneen area:

**Table 10: Contractors' and Workers' demographic profile**

<i>Contractors</i>	<i>Frequency</i>	<i>Percentage</i>	<i>workers</i>	<i>Frequency</i>	<i>Percentage</i>
Gender for contractors			Gender for workers		
Males	10	40%	Males	11	44%
Females	15	60%	Females	14	56%
<b>Total</b>	<b>25</b>	<b>100%</b>	<b>Total</b>	<b>25</b>	<b>100%</b>
Age group for contractors			Age group for workers		
18- 35 years	15	60%	18- 35 years	16	64%
36- 50	10	40%	36- 50	6	24%
51 upwards	0	0%	51 upwards	3	12%
<b>Total</b>	<b>25</b>	<b>100%</b>	<b>Total</b>	<b>25</b>	<b>100%</b>
Marital status of contractors			Marital status workers		
Single	17	68%	Single	15	60%
Married	7	28%	Married	5	20%
Widowed	1	4%	Widowed	5	20%
<b>Total</b>	<b>25</b>	<b>100%</b>	<b>Total</b>	<b>25</b>	<b>100%</b>
Literacy level of contractors			Literacy level of workers		
Grade 0-4	0		Grade 0-4	7	28%
Grade 5-7	1	4%	Grade 5-7	10	40%
Grade 8 – 11	7	28%	Grade 8 – 11	6	24%
Grade 12	13	52%	Grade 12	2	8%

Tertiary	4	16%	Grade 12 & tertiary	0	0%
<b>Total</b>	<b>25</b>	<b>100%</b>	<b>Total</b>	<b>25</b>	<b>100%</b>
No of dependents for contractors			No of dependence for workers		
1	2	8%	1	2	8%
2	2	8%	2	4	16%
3	8	32%	3	0	0%
4	4	16%	4	6	24%
5	3	12%	5	8	32%
8	4	16%	8	1	4%
9	1	4%	9	4	16%
12	1	4%	12	0	4%
<b>Total</b>	<b>25</b>	<b>100%</b>	<b>Total</b>	<b>25</b>	<b>100%</b>

The outcome of the survey on gender indicated that contractors who completed the questionnaire were 60% female and 40% males, with the youth making up 60%, the other 40% for adults. It was also revealed that 52% of them had passed Grade 12; 28% had between Grades 8 and 11, 4% passed Grade 5 to 7, while 16% went up to tertiary level.

The rate of dependency per household shows 32% of the contractors having 3 dependents, 16% with four dependents, the other 16% have 8 dependents, those with 5 making up 12%, 4% have 9 dependents and the other 4% at 12 dependents. The finding indicates that most of the contractors are breadwinners and thus if they exit the programme without sustainable income, most of the people in the household will suffer.

Female workers constituted 56% of the labour force, while 44% were males. The youth also got a bigger chunk of the pie at 64%, followed by adults below 51 years of age at 24%, with 12% going to adults above fifty one. In terms of marital status, 60% of the workers were single, 20% married and 20% widowed. The dependency rate is

highlighted by 32% of the workers with 8 dependents each. This indicates that 8 people benefit from EPWP through one person. Details are illustrated in Table 10.

#### 4.3.2. Recruitment and selection of contractors

The contractors and workers were asked how they found out about the Working For Water. Advisory Committees are the primary source of information about the work opportunities afforded by WFW. Almost 76% of the contractors and 60% of workers heard about the programme from project Advisory Committees, 4% of contractors read the advert pasted at the shops, 16% heard from councillors and 4% heard from friends), 40% of workers got information from contractors (see Table 11 below).

Contractors and workers confirmed that word of mouth is the main channel for promoting awareness of the programme and soliciting participation. The programme officials arrange meetings with advisory committees, which represent all local stakeholders and request them to assist by informing communities about the programme, including recruitment and selection.

**Table 11: How did you know about the programme?**

<b>Information from contractors</b>	Frequency	Percentage	<b>Information from workers</b>	Frequency	Percentage
Advisory committee	19	76%	Advisory committee	15	60%%
Advertisement at shops, etc	1	4%	Advertisement at shops, etc	0	0%
Councillors	4	16%	Councillors	0	0%
Friend	1	4%	Friend	0	0%
Contractors			Contractors	10	40%
<b>Total</b>	<b>25</b>	<b>100%</b>	<b>Total</b>	<b>25</b>	<b>100%</b>

The majority of the contractors are recruited into the WFW programme and apply for work by submitting Curriculum Vitae to the Advisory Committees. The Committees, together with the project managers shortlist the application looking mainly at poverty

status. The findings indicate that 92% of the contractors are selected from the interview, while 8% came in as substitutes, replacing contractors who, unfortunately, passed on. This was confirmed by the contractors involved. This was done to ensure that the family of the deceased continue to receive income to sustain them.

**Table12: How did you get employed within the programme?**

	contractors		Workers	
	Frequency	Percentage	Frequency	percentage
Interview	23	92%	0	0%
Identified by WFW official	0	0%	0	0%
Identified by advisory Committee	0	0%	21	84%
Others	2	8%	4	16%
<b>Total</b>	<b>25</b>	<b>100%</b>	<b>25</b>	<b>100%</b>

Further interaction with contractors yielded additional insight with respect to the recruitment process used for the programme. The contractors claim to abide by the rule that only one member per household should be employed. Awareness of the programme and recruitment of workers seem to occur on a generally informal basis. The Advisory Committees, together with the contractors, select people from disadvantaged households within the communities, from which the required number of workers will be selected. Eighty-eight percent of the contractors indicated that Advisory Committees employ workers without consulting them, eight percent say that they just observe while the committees facilitate, and four percent are fully involved in the employment process.

This unilateral behaviour by the committees brings about confusion as to who the actual employer is; the contractor or the advisory committee. This often leads to workers wanting out of the programme, thus leading to continuous replacements. It is only through mutual involvement that the programme will employ the targeted group. The



contractors state that they believe they are in a better state to not just employ relevant, but also effective people.

Table 12 also indicates how the workers are identified by Advisory Committees for employment (84%); 16% of workers were identified by families to replace the other workers who passed on or were unfit to work from their household. Others were identified by contractors. The finding confirms that Advisory Committees play an important role in the employment of workers.

**Table 13: The role of contractors during employment of workers**

	Contractors		Workers	
	Frequency	Percentage	Frequency	Percentage
Identify workers	0	0%	2	8%
Select from identified target group	1	4%		
Observe AC & officials facilitating the programme	2	8%	20	80%
Advisory committee employ workers	22	88%	3	12%
<b>Total</b>	<b>25</b>	<b>100%</b>		

Most of the contractors do not play any role during employment of workers (88%), while 8% stated that contractors observed the process. And 80% of workers also supports that the contractor observe the process. Four percent of contractors stated that the Advisory Committee identifies the target group and they select workers from the identified groups. Eight percent of the workers believe that they were identified by contractors. The findings confirm that Advisory Committees employ the workers for contractors and the contractors are not impressed about that.

All contractors said that they sign contract of agreement with their workers, the same way as they do with their Project Managers. They emphasized that attrition is a

problem. The workers leave the project because of the delay in receiving payment and work. These make them to continuously employ workers, which, at the end of the day, affect production.

#### 4.3.3. Training and skills development

This section explores the training contractors received on the programme. The following specific issues are covered, namely, perceived training benefits, satisfaction with training and how training could be improved.

**Table 14: Type of training attended**

	Contractors		Workers	
	Frequency	Percentage	Frequency	Percentage
Job related	23	92%	25	100%
Life skill	1	4%	0	0%
Contractor development	1	4%	0	0%
Business skill	0	0%	0	0%
Learnership	0	0%	0	0%
<b>Total</b>	<b>25</b>	<b>100%</b>	<b>25</b>	<b>100%</b>

The respondents were asked about the type of training attended. The findings show that larger proportion, which is 92%, attended job related training. The most common form of job-related training received by working for water contractors involve the application of herbicide, health and safety, First Aid and Peer Educator training that is meant for peer educators in the team. The contractors stated that they attended all the courses so that they can be able to monitor the implementation of work in the field. They gave the example that they attend peer educator course so that they can be able to supervise the peer educators in the field.

The findings confirm that in each team there are Peer Educators, Health & Safety reps and First-Aiders, who also clear the IAP. All the workers attend training according to

their roles in the team. The workers do not receive business related training. Therefore, 100% of workers confirmed that they received job-related training.

**Table 15: Satisfaction with aspects for training**

	<b>Contractors</b>		<b>Workers</b>	
Excellent satisfaction	19	76%	15	60%
Not satisfied at all	3	12%	6	24%
Partially satisfied	3	12%	4	16%
<b>Total</b>	<b>25</b>	<b>100%</b>	25	<b>100%</b>

In general, contractors were very satisfied with the level of training received. Almost 76% reported that the training was satisfactory. On the general comment the contractors ascertained that some training was done in English, whereas others were done in local languages. The courses that are accredited were more difficult than the non-accredited courses. The accredited courses are done in English and the assessment is in English. The findings show that there is a need for accredited training, but those accredited courses be simplified for contractors and workers to pass the assessment.

Sixty percent of workers are satisfied with training. Twenty-four percent of workers are not satisfied at all. The general comment of the workers confirmed that workers prefer practical training than theory. The 24% of workers also indicated that, during training, they received manuals written in English and yet they do not understand it. Some of the workers indicated that the training they attend will assist them to perform their jobs at Working for Water.

The workers who attended Peer Educator and First-Aid courses indicated that they want to work at Department of Health or they volunteer as home-based carers. They said the skills acquired through training would not take them anywhere because the courses duration of courses is very limited in terms of time as compared to the content. The 16% of workers are partially satisfied because they attended training with contractors

and other people who are intelligent, hence the trainer assumed that everybody understands everything.

**Table16: Did you find training useful during or after the programme?**

	Contractors		Workers	
	Frequency	Percentage	Frequency	Percentage
During the work on the programme	20	80%	22	88%
After the programme	5	20%	3	12%
<b>Total</b>	<b>25</b>	<b>100%</b>	<b>25</b>	<b>100%</b>

In general, the contractors thought that the training assisted them in doing their work on the programme. Eighty percent of contractors found the training useful while in the programme, and 20% found the training useful after completing the programme. The contractors indicated that they were happy with the training, but were also of the view that the usefulness of the training declines after working on the programme. Some attributed this to expired certificates or not receiving certificate at all. Respondents believe that training certificates could be used as a proof that they had undergone training when they applied for other jobs. Receipt of training was therefore viewed as being important.

The workers emphasized that they attend training that will only benefit them while working in the programme (88%). They said that most training are considered for contractors even though there are workers who are able to read and write or are as literate as contractors. Twelve percent of workers indicated that training would benefit them even after the programme. They indicated that the certificates received will assist them to be considered by other contractors from other companies. They also indicated that they can apply for a job at municipalities and also at Working For Water to become contractors. The workers indicated that for the training to be useful to them after the programme, all the levels of training should be provided. They gave example of first aid

course and indicate that the programme offers them opportunity to attend level 1 and 2 only. It was recommended that first aid course should be offered from level 1 up to paramedic level. The workers also want to attend business and contractor development courses.

**Table 17: What type of work could you apply for after training?**

Items	Contractors	
	Frequency	Percentage
Small business	10	40%
Paramedics	4	16%
Occupational health and safety office	2	8%
Health care	0	0%
Eradication of alien plants tenders	6	24%
Gardening	0	0%
Others	3	12%
<b>Total</b>	<b>25</b>	<b>100%</b>

Respondents in the Working For Water contractors report that they were significantly more likely to can start their own business (40%). Some contractors are interested in continuing working with Invasive alien plant (24%). Even those who want to start their own business indicated that they will include control of IAP for farms and schools in their business plan. Since contractors in WFW attend health and safety courses, some contractors also indicated that they want to work as occupational health and safety officers (85%). Twelve percent of contractors mentioned other jobs such as waiter at hotel, carpentry, administrative work and home-based care. Some contractors stated that they do not know what to apply for and some believed that they will get big tenders from the municipalities.

The finding was that some contractors indicated that they will not be considered for any job, even with the training received. This may be related to the fact that most training

received is very specific, focusing more on eradication of invasive alien plants and health and safety within Working For Water.

**Table 18: Can you suggest how the training can be made better?**

<b>Suggestion to improve training</b>	<b>Frequency</b>	<b>Percentage</b>
No improvement necessary	2	8%
Tools and equipment	2	8%
More frequent training	5	20%
Appropriate language and understandable training	4	16%
Planning and feed back	0	0%
Training content	2	8%
Resources	2	8%
Certificates	8	32%
Money for training	0	0%
<b>Total</b>	<b>25</b>	<b>100%</b>

Table 18 above summarizes suggestions from the respondents on how training can be improved. Thirty-two percent of all respondents from the contractors indicated that they received certificates that expire after a certain period and the certificates were not accredited, only show that they attended training rather than competency. They also indicated that the training should be of a longer duration so that training can be more detailed.

**Table 19: Were you consulted on the content of training?**

	<b>Frequency</b>	<b>percentage</b>	<b>Frequency</b>	<b>percentage</b>
Yes	0	0%	0	0%
No	25	100%	25	100%

All the respondents indicated that they were not consulted on the content of training. Therefore it is not a problem because they do not have an idea on the type of content that should be included in training . The details are illustrated on Table 19 above.

**Table 20: Did you receive a training certificate?**

	Contractors		Workers	
	Frequency	Percentage	Frequency	Percentage
Yes	15	60%	5	20%
No	10	40%	20	80%
<b>Total</b>	<b>25</b>	<b>100%</b>	<b>25</b>	<b>100%</b>

Respondents from the contractors who received training were asked whether they received certificate for completing the various training courses. Contractors were likely to report that they did receive certificates (60%). And 40 % did not receive the certificate. For some contractors who did not receive certificates, this was seen as a problem when they had to look for job opportunities later.

In terms of workers, 80% did not receive the certificates. The findings confirm that most of the workers attend internal training that is conducted by the management and do not have certificates, while others attend training and never receive certificates even though others attended the same course and did receive the certificate. Twenty percent of workers said that they attended training and received certificates.

#### **4.3.4. Exiting of contractors and workers from the programme**

This section covers how the contractors and workers are exited from the programme, the contractors' and workers' readiness to exit the programme and the way WFW has an impact on their life before and after exit. The table below illustrates the duration of work for the contractors:

**Table 21: Duration of work**

	Contractors		Workers	
	Frequency	Percentage	Frequency	Percentage
1 to 200 days	14	56%		
201 to 350 days	7	28%		
351 to 460 days	3	12%		
460 and above days	1	4%		
No idea	0		0	0%
<b>Total</b>	<b>25</b>	<b>100%</b>		

Table 21 illustrates the number of days the contractor worked. It shows that most contractors are new or they get work after a long time in the project (56%). The finding confirms that the numbers of days are counted per contract, which might be five days, 10 days, etc. The contractors indicated that it is possible that they can work for 50 days or less per year. The contractors indicated that they were informed that they must work for 460 day and afterwards leave the programme. They also confirmed that project managers show them the number of days worked, as well as the remaining number of days. This helps them to know when they are due for exit.

The communication between the workers and contractors is not effective. Looking at Table 21, all contractors know the number of days they worked while the workers do not have an idea of the number of days worked. The finding confirms that most of the workers resigned and the workers did not start work at the same time as the contractors.

**Table 22: Has the programme's exit strategy had a positive impact on your life?**

<b>contractors</b>	Frequency	Percentage	<b>Workers</b>	Frequency	Percentage
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Yes	9	36%	Yes	2	8%
No	16	64%	No	23	92%
<b>Total</b>	<b>25</b>	<b>100%</b>	<b>Total</b>	<b>25</b>	<b>100%</b>

In general, 36% of the contractors are of the opinion that the programme exit strategy has a positive impact in their lives. They mostly ascribe positive view of the programme to training courses certificates they received for training. Some indicated that they managed to register their businesses through the assistance of WFW. Sixty-four percent of contractors indicated that the programme exit strategy had a negative impact on their lives. They indicated that the programme will exit them without anything and they will go back to poverty. This is because they do not work and get paid every month. They emphasized that it is not easy to plan for the exit point or start a business while you are not working every day. Training provided was more programme specific and not accredited. The 64% of contractors also indicated that the exit strategy will have a positive impact on their lives only if they look at the development of contractors, not the number of days worked.

The workers do not see any positive impact (92%). They indicated that they work for a shorter period and wait for a longer period. Thus, they spend more time without work and they get paid late. Thus, there is no way that they can be empowered and exit the programme to get better income. The workers indicated that the contractors are given more preferences than them. Some workers use the income that they receive from the programme to start small business (8%). The workers stated that they have spaza shops at home, while others have vegetable gardens.

**Table 23: Will the programme assist you in finding other employment?**

<b>Contractors</b>	Frequency	Percentage	<b>workers</b>	Frequency	Percentage
Yes	9	36%	Yes	2	8%
No	16	64%	No	23	92%
<b>TOTAL</b>	<b>25</b>	<b>100%</b>		<b>25</b>	<b>100%</b>

In respect of employment, the majority of respondents felt that skills required would assist them to continue working in the programme. They do not believe that other companies will consider Attendance Certificate for training (64%). They also indicated that they see other contractors who have been exited from the programme who are suffering. They gave the example that the exited contractors were developing and driving their vehicles but the programme exited them before they finished paying their car instalments and now they are pedestrians. Because of that, they were determined that they will not buy vehicle, but only hire. The 64% of contractors emphasized that the programme is not assisting in getting employment, but only looking on the number of days worked.

The workers indicated that they will not get employment since they do not have Grade 12 or any schooling certificates (92%). Others believe that they can get employment or start own business (8%).

#### 4.4. Conclusion

The survey results has been obtained mainly from self-administered questionnaire completed by identified respondents. The questions were explained to all the participants and clarity was provided in local languages. The results of the study are discussed according to question completed by the respondents and the interaction especially when the researcher need clarity on some answers provided.

The survey result included, gender of respondents, employment, training and skills development, income and overview of the impact of EPWP in terms of exit

## **CHAPTER 5**

### **CONCLUSIONS AND RECOMMENDATIONS**

This chapter analyses the key findings by linking them to a set of recommendations. The chapter is divided into three main parts, namely: general findings; recommendations for the improvement of programme in terms of exiting the contractors and workers; and general recommendations and conclusion.

#### **5.1. General Findings**

The EPWP, Working For Water Programme aims at achieving the goal of short-term poverty alleviation. This is done by providing employment opportunities and training for people who did not have access to other formal work opportunities. The programme wants to ensure that there is improved livelihood for contractors and workers when they are in the programme and after they left the programme. The programme is trying to implement exit strategy where it employs poor people and empower them through training and income for a shorter period.

The programme is meeting targets, still growing and gaining momentum, but the overall need for work is far greater than it can provide in the current framework. Perceptions of quality of life are affected by improved living conditions. Findings from the study showed that contractors and workers are able to make a living when they are in the programme, but they are not satisfied with leaving the programme without exit points. They believe that exiting the programme is the same as going back to poverty. Even though some contractors believe that they will start their own businesses, there is no proof that they will succeed because they are not able to save money. The contractors and workers are willing to continue working in the programme until they are able to make a living and are independent.

With respect to the training provided through the programme, contractors and workers were of the opinion that the training they had received was useful for them to perform the job at the programme.

The findings of the study showed that working conditions and payment procedure do not allow the contractors and workers to plan for exit. The contractors and workers do not work every month and they can spend more than three months without work. The other challenge is the delays in payment of wages. These make the contractors and workers to be in debts.

## **5.2. Recommendations for the Improvement of Programme in Terms of Exiting the Contractors and Workers**

### 5.2.1. Recruitment and selection

#### *Key finding*

The contractors are recruited in the programme through the Advisory Committee. The advertisements are publicised to the community and the committee informs the local community in community gatherings. Then the people send applications to the Advisory Committee. The Project Manager and Advisory Committee shortlist the applicants and then invite the short listed to an interview and thus a contractor will be selected. However, workers do not apply. For them, poor people are identified in the community by the Advisory Committee and after that the selection is done through random selection of Identity Document copies or small piece of papers written yes and no. This process is facilitated by the Advisory Committee. Most contractors indicated that they observe the employment of the workers.

#### *Recommendations*

The recruitment and selection of contractors is done properly and relevant contractors are employed because all procedures are followed. In terms of workers' employment, the Project Manager and the Advisory Committees must make sure that the contractors are actively involved in the process. The Advisory Committee must observe and allow the contractors to take a lead. This will make the workers to accept contractors as their employers, and the contractors can be empowered and also strengthen leadership skill.

## 5.2.2. Working conditions and perception on the programme

### *Key finding*

The effectiveness of the programme with regards to poverty alleviation is being undermined by long delays in providing work to contractors and delays in payment. Workers can wait for more than three months to get work. The contractors and workers incur more debts as a result of delays in providing job and payments. Thus, this made the contractors and workers to depend more on the programme and fail to plan for exit.

### *Recommendations*

The programme must give them more work and reduce the waiting period. Delayed worker payments is a problem requiring urgent attention as minimizing the delays in payment of wages would significantly enhance the poverty alleviation goal of the programme and exit strategy is affected negatively. More regular work and income should be top priority for the programme.

## 5.2.3. Training

### *Key finding*

Training offered within the programme is mostly on work related issues. The contractors and workers were more likely to report that they never received certificates after training. This was viewed by some as a problem when they were looking for other opportunities. As a result of the training received on the programme, workers' opportunities to find other employment were largely limited by the skills they received for their specific job on the programme.

### *Recommendations*

The scope of training must be shifted beyond the skills required for WFW to provide skills that can be used after the programme, such as business skills. The training

duration should be increased and the content should have more depth. The contractors and workers should also be encouraged to register for diplomas, degrees and skills programmes, such as upholstery, cabinet making, computer, etc. This will assist them to identify exit points. Some workers recommended that the programme should assist them to attend ABET programme so as to improve their education level.

#### 5.2 .4. Readiness to leave the programme

##### *Key indicator*

The findings of the study indicate that exit strategy within WFW is not effective. The Project Managers are more concerned about the number of day worked without considering improved livelihood. The programme does not identify exit points for contractors and workers.

In terms of workers, they do not even consider the number of days worked. The days the contractor worked are considered the same as that of the worker. Contractors and workers will never be ready for exit until they get proper mentoring.

##### *Recommendations*

There should be an exit programme for the contractors and the workers from the first day of employment. All the training and activities that will be implemented should be planned properly. The information on empowerment should be transparent to all involved. The exit programme should be according to number of days. For example, contractors who worked for 100 days should have gone all job-related training, or should register business. There should be a database of workers. They must also be informed about the number of days worked, and the remaining number of days.

#### 5.2.5. Longer Term Strategic Decision

##### *Key findings*

The Working For Water project aims to create short-term employment for unskilled and capacitate them so that they can be marketable or entrepreneurs. The findings reveal that the contractors and workers have longer term expectations and wish to be employed more regularly on the programme.

### *Recommendations*

The Ministerial Determination governing Special Public Works programmes currently limits the duration of employment to 24 months in any five-year cycle. The WFW programme may consider extending the duration of employment or motivate to exit contractors only when they are empowered and independent. This will require a broader discussion within EPWP and an amendment to Ministerial Determination.

### **5.3. General Recommendations**

- Administrative system needs to be more effective and efficient to facilitate the payment of contractors and workers;
- There should be a clear understanding of the current capacity, as well as the capacity constraints;
- Exit strategy should be sustainable in such a way that the contractors and workers are able to improve their livelihood even after leaving the programme;
- Long-term Public Works programme might be a better option to maximize impact on poverty. The two-year limit should be revisited;
- Contractors and workers should be involved in identifying their exit point;
- More training should be provided for beneficiaries across the board: training should be conducted for contractors, workers and Project Managers before implementation; plus more time spent on site and better exit strategies;
- People to be given skills through certificated and accredited service providers, and service providers to be registered. EPWP training must be allocated to accredited training service providers. They are vital for the portfolio of ordinary communities and labour market after the project is completed;

- Exit strategy needs to be defined. Need exit strategy for those employed from the community, with continuation of work after the programme;
- All the training within the programme should be accredited and NQF aligned;
- Align training to needs of the market and job placement. More in-depth training needed. More focus on SMME and financial training; accredited training received by few participants enabled them to get employed;
- Monitoring and evaluation of training need to be improved;
- Workers who are not able to read and write should be registered on ABET;
- Spot check in terms of contractor development should be done;
- Record on workers turnover and replacement should be kept and ensure that workers who do not resign get empowered and have exit points;
- Develop a contractor development model and encourage workers to form cooperatives; and
- Further investigation is needed on the impact of EPWP exit strategy.

#### **5.4. Conclusion**

It is true that EPWP provides short-term poverty alleviation. The use of EPWP programme is proposed as a suitable method of addressing skills shortage and unemployment through exit strategy. People who are directly involved in the programme should receive an opportunity to sustainable livelihood.

The exit strategy is being implemented and workers are employed for 460 days over a period of a five-year cycle, then they have to exit the programme. The work within EPWP is of temporal nature and the Public Works programme has a legal limitation of two years. Moreover, the government aims to reach maximum number of people with targeted poverty alleviations programme and give other unemployed people the opportunity to work. There is also an assumption that the training that contractors and workers receive in EPWP equips them to start their own small business or find other jobs. However, these assumptions are unrealistic given the state of structural unemployment (Mcord, 2003). Also, the training that workers receive is limited and does not enable them to start their own business.



The criticism of the current apparently successful EPWP is that the actual employment duration is too short. This is an issue raised by many commentators and whereas the guidelines indicate the maximum employment period of two years, in practical terms, employment on Working For Water project (for some contractors) is less than 50 days per year.

With regard to the job guarantee proposal there is a major recommendation with significant implications that where the EPWP administrative structure is unable to provide enough employment to those who seek it then the wage shall still be paid during the period that the government bureaucracy takes to offer EPWP employment.

Given constraints that have been evident in the delivery of the EPWP to date this approach applies an extended period of training in both administrative and technical aspects related to EPWP delivery.

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## Appendix 1

### QUESTIONNAIRE FOR MANAGEMENT WITHIN WORKING FOR WATER (EPWP PROGRAMME)

Please note that the information provided will be treated as confidential information and is for research purpose only

Please choose correct answers on the list provided and write additional information where possible

#### SECTION A: GENERAL INFORMATION

1. Gender

1	Female	
2	Male	

2. Age

1	18-35	
2	36-50	
3	51-55	
4	Above 55	

3. Position

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#### SECTION B: RECRUITMENT AND SELECTION

1. How do you make people know about the programme?

- 1 Newspaper
- 2 Councillor
- 3 Advisory Committee
- 4 WFW official
- 5 Friend

2. How do you select contractors?

- 1 Interview
- 2 Identify by stakeholder
- 3 Identify by WFW official

3. Do you think you employ relevant EPWP target?

1	Yes	
2	No	

**SECTION C: TRAINING AND SKILLS DEVELOPMENT**

1. Who identifies training needs at project level?

- 1 Contract team
- 2 Social development and training coordinator
- 3 Project Managers
- 4 Social & training coordinators & project managers
- 5 Others, specify
- 6 Social coordinator and contract team

2. How is training evaluated at its completion?

- 1 Formal evaluation
- 2 Written comments on a piece of paper
- 3 Verbal comment

3. How successful is the training?

1	Good	
2	Excellent	
3	Not sure	
4	Need to be improved	
5	Satisfactory	

4. Make comments about how you can improve the identifications of training at project level.

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5. Make comments on how you can improve monitoring and evaluation of training

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6. Do you think Working for Water employs relevant people to be empowered? Please give reason.

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**SECTION D: EXIT STRATEGY**

1. Do you think the contractors and workers will survive after leaving WfW?

- 1 Yes, They will start their own business
- 2 Yes, they will get another job
- 3 No, I don't have an idea
- 4 No, It will be hard for them to get another job
- 5 Undecided

Do you think the programme improve the life of workers?

1	Yes	
2	No	

2. If yes, how?

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3. How do you know that the workers are due for exit?

- 1 460 days worked
- 2 Attended all training
- 3 Attended exit training
- 4 Identified exit points
- 5 Others.....

4. Do you identify exit point?

1	Yes	
2	No	

5. Do you think workers are benefiting from the programme?

1	Yes	
2	No	

6. If no, what do you think the programme should do to benefit the workers?

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7. What are the recommendations you will make about Working for water?

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**Thank you for your cooperation**



**Appendix 2**

**QUESTIONNAIRE FOR CONTRACTORS AND WORKERS WORKING FOR WATER**

**(EPWP PROGRAMME)**

Please note that the information provided will be treated as confidential information and is for research purpose only

Please tick the correct answers on the provided list and provide additional information where possible.  
Interpretation will be done on request

**SECTION A: GENERAL INFORMATION**

4. Gender

1	Female	
2	Male	

5. Age

1	18-35	
2	36-50	
3	51-55	
4	Above 55	

6. Marital status

1	Single	
2	Married	
3	Widow/Widower	

7. How many dependants leave in your household? Write number in the box

5. Are you able to read and write?

Yes	
No	

6. If yes, what is your educational level?

1	Grade 0-4	
2	Grade 5 – 7	
3	Grade 8 – 11	
4	Grade 12	
5	Grade 8 & tertiary level	

#### **SECTION B: RECRUITMENT AND SELECTION**

4. How did you know about the programme?

- 1 Advisory Committee
- 2 Advertisement at the shop, etc
- 3 Councillors
- 4 Friend
- 5 Contractors

5. How did you get employed within the programme?

- 1 Interview
- 2 Identified by WFW official
- 3 Identify by Advisory Committee
- 4 Others

6. What is the role of contractors during employment?

- 1 Identify workers
- 2 Select from identified target group

- 3 Observe Advisory Committee and officials facilitating the programme
- 4 Advisory Committee employ workers for contractors

7. How long do you work on the project?

8. If five days or less, indicate why? What is the reason for this?

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9. How long do you wait to get payment and why?

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**SECTION C: TRAINING AND SKILLS DEVELOPMENT**

5. What type of training did you attend?

1	Job related	
2	Life skill	
3	Contractor Development	
4	Business skill	
5	Learner ship	

6. Are you satisfied with the aspect of training?

1	Excellent satisfaction	
2	Not satisfied at all	
3	Partially satisfied	

7. Did you find training useful during or after the programme?

1	During the work in the programme	
2	After the programme	

8. What type of work could you apply after training?

1	Start small business	
2	Paramedics	
3	Occupational health & safety officer	
4	Health care	
5	Eradication of alien plants	

6	Gardening	
7	Others	

9. Can you suggest how training can be made better?

1	No improvement necessary	
2	Tools & Equipment	
3	More frequent training	
4	Appropriate language and understandable training	
5	Planning and feed back	
6	Training content	
7	Resources	
8	Certificates	
9	Money for training	

10. Were you consulted on the content of training?

Yes	
No	

11. Did you receive training certificates?

Yes	
No	

12. How often do you attend training?

13. Do you feel workers see training as valuable?

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14. Thinking about the success of training, could you suggest the way it could be improved?

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**SECTION D: EXIT STRATEGY**

8. How many days did you work within the programme?

1	1- 200 days	
2	201 -350 days	
3	351 – 460 days	
4	460 & above days	

9. Has the programme exit strategy had a positive impact on your lives?

1	Yes	
2	No	

10. If yes, how?

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11. Will the programme assist you in finding a job?

1	Yes	
2	No	

12. If no, what do you think the programme should do to benefit you?

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13. Do you think the programme is meeting its goal, please give reasons for your answer?

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14. What happens to workers when they leave the programme?

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15. What are the recommendations you will make about Working for water?

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**Thank You for Your Cooperation**