



**PERFORMANCE OF THE EXPANDED PUBLIC WORKS PROGRAMME IN A  
SELECTED DEPARTMENT OF THE WESTERN CAPE PROVINCIAL  
GOVERNMENT, SOUTH AFRICA**

**by**

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## DECLARATION

I, Lindi Ebegail Vivien Sindelo, declare that the contents of this dissertation represent my own unaided work, and that the dissertation has not previously been submitted for academic examination towards any qualification. Furthermore, it represents my own opinions and not necessarily those of the Cape Peninsula University of Technology.

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**Signed**

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**Date**

## **ABSTRACT**

A socio-economic problem presently facing South Africa is the rate of youth unemployment, which is among the highest in the world. The South African Government has been involved in a number of initiatives, together with the advancement of a labour-intensive Expanded Public Works Programme (EPWP) in order to reduce unemployment and poverty. The EPWP was initiated in 2004 with the aim to place the jobless into productive work in the public sector social services where these EPWP beneficiaries are provided with relevant training and transfer of appropriate skills.

However, the EPWP only creates temporary work opportunities that have limited influence on the lives of the beneficiaries. The main objective of the study was to examine the performance of the Youth Work Project (YWP) as an EPWP in a selected department of the Western Cape Provincial Government in order to determine its sustainability of job creation. The secondary aims of the study were to explain the process of the YWP as implemented through the EPWP by a selected department of the Western Cape Provincial Government. A third objective was to examine whether the Public Works employment opportunities enhance subsequent employability of participants once they exit this programme. Fourthly, recommendations was forwarded as to how best the EPWP can be used as a tool for helping unemployed youth with a permanent work opportunity.

The sample frame computed of thirteen (13) individuals, therefore purposive sampling was considered the most suitable technique to use in this study. The semi-structured interviews were conducted with five (5) management officials responsible for the EPWP and unstructured questionnaires were administered to eight (8) available EPWP beneficiaries placed at a selected department of the Western Cape Provincial Government.

Firstly, the study revealed that the monthly stipend paid to the EPWP beneficiaries is not enough to cover their basic needs. Secondly, there is no budget for accredited skills training courses for the EPWP beneficiaries. Furthermore, there is also a lack of exit strategies and mechanisms for the creation of career paths for participants when their contracts end.

As a result, the researcher made a recommendation to the management responsible for the EPWP at the selected department of the Western Cape Provincial

Government to amend their internal policy framework for the management of the YWP so that it is in line with the national annual increase salary rates for public servants. The researcher further recommended that the selected department considers accrediting the Chrysalis Academy Programme as a fully functional accredited training institution, registered as a Technical and Vocational Education and Training (TVET) college. This will ensure that all training provided to the youth whilst on the EPWP is accredited and recognised. Additionally, the researcher recommended that the selected department of the Western Cape Provincial Government should develop partnerships with Non-Profit Organisations (NPOs) and the private sector to broaden the opportunities of the beneficiaries after exiting the programme. Another recommendation being tabled is that the exit strategy of the EPWP should also be linked to the opportunity of providing beneficiaries access to tertiary academic institutions through the Recognition of Prior Learning (RPL) process, in order to afford them access to obtaining a formal tertiary qualification.

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## **DEDICATION**

To my late father, Mxolisi de Vos, your superstar did it again, however I am extremely sad that you are not around to share this wonderful achievement with me. Thank you for your immeasurable love, support, continuous encouragement and for believing in me beyond measures. As promised, two years ago, I devote this qualification to you and now it is done. I know you are proud of me and that you are watching over me. I love you Mkhomazi, Qhinebe, Gqu Gqu Gqu, Inthonga Zinthathu, Haha, Dukanamahlathi.

## LIST OF ABBREVIATIONS

APP	Annual Performance Plan
BAS	Basic Accounting System
CDBO	Central Database Office
COIDA	Compensation for Occupational Injuries and Diseases
CoCT	City of Cape Town
CoGTA	Department of Cooperative Governance and Traditional Affairs
CWP	Community Work Programme
DEAT	Department of Environmental Affairs and Tourism
DORA	Division of Revenue Act
DPW	Department of Public Works
DSD	Department of Social Development
EGS	Employment Guarantee Scheme
EPWP	Expanded Public Works Programme
EPWP-SS	Expanded Public Works Programme – Social Sector
GDP	Gross Domestic Product
GDS	Growth and Development Summit
HDC	Higher Degree Committee
HR	Human Resource
IDP	Implementation Development Plan
IRS	Integrated Reporting System
IYM	In-Year Monitoring
KPI	Key Performance Indicators
LOGIS	Logistical Information System
MIG	Municipal Infrastructure Grants
MoU	Memorandum of Understanding
NDPW	National Department of Public Works
NEDLAC	National Economic Development and Labour Council
NGO	Non-Government Organisation
NHW	Neighbourhood Watch
NPOs	Non-Profit Organisations
NT	National Treasury
PIG	Provincial Infrastructure Grants
PSG	Provincial Strategic Objective



PT	Provincial Treasury
PWPs	Public Works Programmes
RPL	Recognition of Prior Learning
SAMWU	South African Municipal Workers Union
SGBs	School Governing Bodies
SME	Small-Medium Enterprise
SMMEs	Small, Medium and Micro Enterprises
SONA	State of the Nation Address
SSP	School Safety Project
TVET	Technical Vocational Education and Training
UIF	Unemployment Insurance Fund
UK	United Kingdom
USA	United States of America
USAID	United States Agency for International Development
WCG	Western Cape Government
WHO	World Health Organisation
YWP	Youth Work Project

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## CHAPTER ONE

### GENERAL INTRODUCTION

#### 1.1 INTRODUCTION

According to the National Union Metal Workers of South Africa (2014) one of the greatest socio-economic problems presently facing South Africa is the rate of youth unemployment, which is among the highest in the world. To reduce unemployment and poverty, the South African Government has been involved in a few initiatives to address these issues, together with the advancement of a labour-intensive EPWP (South Africa, 2011:1). The EPWP is a key government initiative among its policy priorities, which entails appropriate work, a source of income, education as well as the battle to prevent crime and corruption (South Africa. Department of Public Works, 2013). The EPWP was initiated in 2004, with the aim of placing the jobless into productive work in public sector social services. These EPWP beneficiaries would be provided with relevant training and appropriate skills. The goals of the EPWP are to relieve joblessness and poverty, aiming particularly at women, youth and the disabled (Western Cape Social Development, 2015). Du Plessis, Jordaan, Strauss and Kilian (2011: 752) point out that these goals will be attained by generating job opportunities through the subsequent four useful techniques:

- *“Increasing the work component of government-funded infrastructure projects;*
- *Generating work opportunities in public environmental programmes;*
- *Generating work opportunities in public social programmes; and*
- *Using general government expenditure on goods and services to make available the work experience component of small enterprise learnership/development programs”.*

The Western Cape Government (WCG) concentrates on providing work opportunities to unemployed and inexperienced individuals through the EPWP. The programme is an essential technique of the WCG in working towards eliminating poverty and unemployment in the province (Western Cape Government, 2016).

The aim of this chapter is to introduce the focus of the research. The rationale for the study will be presented, as well as background information on the challenges with the implementation of the EPWP and its sustainability of job creation within a selected department of the Western Cape Provincial Government. The research problem, the

aims of the study, the research methodology and the ethical considerations that gave direction to this study will also be presented.

## **1.2 BACKGROUND TO THE RESEARCH PROBLEM**

In February 2003, former Head of State, Mr. Thabo Mbeki, stated in his State of the Nation Address (SONA) that the South African Government had taken the decision to initiate an EPWP in 2004. This programme would enable Government to attract large figures of the jobless into productive labour, pay them a wage, offer them education and skills to ensure that they are competent to apply the knowledge and be able to start their own business or to be employed (South African History Online, 2004).

Schools were rendered dysfunctional due to violence and other gang-related incidents, which compromised learner and educator safety. As a result, the selected department of the Western Cape Provincial Government increased the total of EPWP beneficiaries through its introduction of the YWP (linked to the Chrysalis Academy Programme) and the continuance of its School Safety Programme (SSP). The deployment of the SSP in the Western Cape was addressed through a Memorandum of Understanding (MoU) signed with schools (South Africa. Department of Community Safety, 2014:41-42).

Ntongana (2014) reported in *GroundUp* articles that the school safety officers who work in areas such as Khayelitsha, Nyanga and Gugulethu's gang-ridden schools, handed a grievance document to the Member of the Executive Council (MEC) of the selected department of the Western Cape Provincial Government on 26 September 2014. In the grievance document, the labour force called for an increase from R70 to R250 a day, medical aid benefits and maternity leave. Some of the EPWP employees were unhappy and frustrated with their working conditions and with the monthly stipends they received. At that time, Luyanda Krweqe, representing the school safety officers, was an organiser at Khayelitsha, Nyanga and Gugulethu's gang-ridden schools. He pointed out that there were people who have worked on the selected department of the Western Cape Provincial Government EPWP SSP for more than 10 years and wanted permanent work positions. According to Krweqe, in the year 2013, they had protested twice but their wages had only been increased by R4, 00. Another problem was that EPWP employees had been complaining about their salaries not being compensated on time, and they occasionally had to work for two months with no salary compensated to them. Furthermore, Ntongana (2014) reported

that the spokesperson for the MEC of the selected department of the Western Cape Provincial Government said that the school safety officers fell under the SSP that was executed in the national sphere of Government's EPWP, which did not ensure long-term work. He pointed out that the selected department of the Western Cape Provincial Government paid the school safety officers using the Provincial Incentive Grant from Provincial Treasury (PT) assigned for EPWP projects. Furthermore, the spokesperson for the MEC of the selected department of the Western Cape Provincial Government also said that the provincial department was not in a position to increase the wages as the fundamental responsiveness in such projects is on equipping skills and making resources available to the workers (Ntongana, 2014).

On another occasion, the EPWP employees gathered on Thursday, 4 December 2014, outside the City of Cape Town (CoCT) offices at the Civic Centre, demanding permanent employment. They waited at several entrances to the building while their representatives met with city officials. Mr T. Khuthu, who was part of the protest, claimed that he had been working for 13 years for the CoCT through the EPWP. He further mentioned that the function of the EPWP was to train them and then promote them from being casual employees to permanent employees (Isaac, 2014).

Another protest took place on 9 September 2015 where EPWP employees met with the South African Municipal Workers Union's (SAMWU) regional spokesperson, Michael Khumalo, and marched to the CoCT Civic Centre. The aim of the protests was to plead for Mayor Patricia de Lille to hold departments accountable for not having made EPWP jobs permanent. According to Bernado (2015), Khumalo said that the mayor had agreed in a previous meeting that vacancies in ongoing projects, such as street cleaning, would be prioritised and permanently filled by EPWP workers. However, the CoCT had decided to roll out major tenders to private companies, thus outsourcing some of the work (Bernado, 2015).

The historical background described above, offers some insight into the challenges experienced by the beneficiaries of the EPWP and how difficult it can be to ensure the continuous sustainability of the job creation opportunities for historically disadvantaged South Africans. South Africa also experiences a shortage of capacity and skills at institutional, community and individual levels and a lack of industry knowledge in terms of alertness about the right skills that are required. For the time being, there is a necessity to put in place short to medium-term strategies that aim to decrease the vulnerability of the unskilled and marginalised.

### **1.3 PROBLEM STATEMENT**

The EPWP YWP of a selected department of the Western Cape Provincial Government only creates temporary work opportunities that have limited sustainable influence on the lives of the beneficiaries. As a result, most of the placement institutions request extension for the programme graduates, which results in the recycling of the youth workers. There is, therefore a need to explore interventions in which the EPWP YWP can be upgraded to become sustainable and ensure that beneficiaries become employable when their EPWP contracts end. Furthermore, the HR Pulse News Desk (2016) has recently reported that unemployment among the youth between the ages of 15-34 remains worryingly high at 39, 5%. Even though tertiary institutions boast huge enrolment numbers of youth from previously disadvantaged backgrounds, the reality is that many do not complete their studies and remain unemployed. The lack of education, capacity and skills has a major impact on youth unemployment and these results in young people getting involved in anti-social activities. It is essential for the youth to receive quality education as it has a major role to play in ending poverty, unemployment and inequality. Thus far, the South African Government has failed to deliver quality education, and our youth generally face a miserable future.

### **1.4 RESEARCH OBJECTIVES**

Given the above-mentioned problem statement, the core goal of the study was to examine the performance of the YWP as an EPWP in the selected department of the Western Cape Provincial Government in order to determine its sustainability of job creation.

Based on the core goal of the study, the secondary goals of the study are:

- to explain the process of the YWP as implemented through the EPWP by the selected department of the Western Cape Provincial Government;
- to describe the experiences of managers responsible for the EPWP as they implement the YWP;
- to describe the experiences of the beneficiaries as they participate in the EPWP;
- to assess whether the Public Works employment opportunities enhance subsequent employability of partakers as soon as they exit these programmes; and



- to make recommendations as to how best the EPWP can be used as a tool for helping unemployed youth with a permanent work opportunity.

## **1.5 RESEARCH QUESTIONS**

Based on the above rationale and problem statement, the study is directed by the subsequent research questions:

- How well has the EPWP performed in meeting its job creation targets in the YWP of the selected department of the Western Cape Provincial Government?
- How does the YWP process work as implemented through the EPWP by the selected department of the Western Cape Provincial Government?
- What kind of experience did the project managers go through while they implemented the YWP at the selected department of the Western Cape Provincial Government?
- What kind of experience did the EPWP beneficiaries undergo while participating on the EPWP?
- To what extent does Public Works employment enhance subsequent employability of partakers as soon as they exit these programmes?
- How best can the EPWP be used as a tool for helping unemployed youth with a permanent work opportunity?

## **1.6 SIGNIFICANCE OF THE STUDY**

The study presented a sustainable job creation model opposed to the existing short-term approach to job creation. The study identified the current performances of the YWP and its implementation in a selected department of the Western Cape Provincial Government and recommended how the performances of the said programme can be improved. The study also identified the challenges of providing skills and training to beneficiaries employed on the YWP and it recommended alternative approaches to ensure the quality of skills and training provision to beneficiaries whilst on the YWP. Furthermore, the study recommended a strategy that can be utilised to improve fundraising capabilities and it also recommended the development of management systems for the effective and efficient implementation of the YWP. Confronted with the immense challenges of sustaining the EPWP YWP, the study recommended further possible areas of research for researchers who desire to continue research on monitoring and evaluating the implementation of job

creation EPWP projects at the selected department of the Western Cape Provincial Government.

## **1.7 PRELIMINARY LITERATURE REVIEW**

The preliminary literature review will be explained in terms of the legislative component and the theoretical overview on the EPWP.

### **1.7.1 Legislative Component**

The legislative component on the national perspective, provincial perspective and the local perspective will be discussed in depth.

#### **National perspective**

The national perspective will be explained in terms of the Code of Good Practice for employment and conditions of work for EPWP.

The South African Department of Labour's Code of Good Practice (2011:3) makes available guiding principles designed for the safeguarding of personnel participating in the EPWP, the purpose of the programme and the resource effects aimed at the state. The Code also promotes:

- a focus on target groups, such as women, youth, disabled and families dealing with HIV/AIDS;
- the liberation of individuals as well as committees involved in EPWP by providing training.

The Code of Good Practice aims to provide to every shareholder involved in EPWP in respect of working conditions, compensation as well as charges of reimbursement and disciplinary and complaint processes. At the same time, it seeks to promote a corporate set of respectable practices and possible principles in occupation procedures between the diverse EPWP sub-programmes in South Africa (South Africa, 2011:4).

The Code must be read in conjunction with a Ministerial Determination for EPWP delivered by the Minister of Labour in terms of section 50(1) of the Basic Conditions of Employment Act, and the regular terms and conditions of occupation, which are captured to this code (South Africa, 2011:5).

## **Provincial perspective**

The provincial perspective will be explained in terms of the Incentive Grant: Division of Revenue Act, No 6 of 2011 (DORA).

The management responsible for the EPWP must submit a monthly signed-off Expenditure Report to the selected department of the Western Cape Provincial Government EPWP Central Database Office (CDBO), consisting of the following:

- a narrative report;
- an In-Year Monitoring (IYM) Report of total expenditure captured on the Basic Accounting System (BAS) and central EPWP system by the end of the month;
- an Integrated Reporting System (IRS) report per District Municipality;
- the total number of batches submitted to Financial Management directorate according to the records and
- a reconciliation report of hours and minutes not captured on the system.

The Policy Framework for the Management of the selected department of the Western Cape Provincial Government YWP (2014) points out that the management in the Financial Management directorate responsible for the EPWP must submit a signed-off report of the previous month's payments in terms of what has been processed to the EPWP CDBO in the selected department.

### **1.7.2 Theoretical Overview on the Expanded Public Works Programme**

The theoretical overview on the EPWP will be explained in terms of theory on job creation.

The EPWP, nationwide, is a vital technique that the South African Government uses to create temporary work opportunities to improve the livelihoods of those individuals who have experienced poverty and high unemployment. The EPWP plays a work opportunity role where unemployed people do not have any experience in the formal work environment. Hence, government departments are required to make the effort to create work opportunities for those in need (South Africa. Department of Public Works, 2010:5).

Furthermore, executing the EPWP is an initiative to alleviate poverty and increase safety. Increasing safety of all the people in the Western Cape Province is the main objective of the selected department of the Western Cape Provincial Government

(South Africa. Department of Community Safety, 2014:7). The purpose of the EPWP at the selected department of the Western Cape Provincial Government is to generate safety alertness and to be responsible for harmless societies through the execution of neighbourhood watch (NHW) structures. The creation of NHW structures is essential in the attempt to reach the Western Cape's objective concerning acquiring safety in the province. The aim of the NHW project is to reduce gangsterism by ensuring an unchanging method in support of NHW with regards to policy development, training and resourcing (Western Cape Government, 2013).

## **1.8 RESEARCH METHODOLOGY**

Kothari (1990:8) defines research methodology as a tactic to systematically resolve a given problem on a specific matter which is known as the research problem. A researcher may use a variety of methods for researching and finding a solution for the given study's problem. Leedy and Ormrod (2010:12) come to an agreement with Babbie and Mouton (2008:74) that research methodology refers to the researcher's (or researchers') overall method in carrying out the research project. Mouton (2001:56) interprets research methodology as concentrating on the research process and the types of methods and measures to be utilised. The study made use of a qualitative method.

### **Qualitative research**

According to Patton (2001:39), qualitative research seeks to comprehend phenomena in perspective in exact surroundings like an everyday situation, where the researcher does not make any effort to influence the feeling of curiosity. Strauss and Corbin (1990:17) agree that qualitative research means any kind of research that creates results not attained by means of numerical techniques.

Polonsky and Waller (2011:134) state that the qualitative research method is concerned primarily with the thoughts and feelings of the participant(s) and pursues to understand the issue in depth before drawing any conclusions. Thomas (2003:1) agrees with the two authors that qualitative research deals with description of the characteristics of human beings and events.

Patton (2001:39) agrees that qualitative research draws its results from everyday settings where the researcher interacts directly with the partakers who are provided with useful facts and clarification about the particular situation. The researcher focuses on in-depth information from the participants, and the information is usually

gathered through unstructured interviews as well as unstructured questionnaires. Qualitative research focuses on the opinions and characteristics of human beings through words spoken or written by them (Polonsky & Waller, 2011:134; Thomas, 2003:1). As such, a qualitative study is concerned with no numerical techniques and small samples, often purposively selected (De Vos *et al.*, 2011:65).

The researcher adopted the qualitative approach, to comprehend and represent the frustration of the EPWP beneficiaries' opinions or arguments within the context in which they found themselves. Furthermore, the crucial point of using the qualitative research method in this study was the words of the research participants that were examined and interpreted to make sense of the particular situation (Hammersley, 2000:393).

To ensure reliability and validity in the study, the researcher was honest, eliminated injustice, fully participated in the field and observed tirelessly. Secondly, during the data collection process, the researcher made sure that all the facts were accurate and clear since research without accuracy is worthless and loses its value.

### **1.8.1 Data collection**

Data gathering is one of the most significant phases in guiding research. A researcher can have the best research proposal in the domain but if the researcher cannot bring together the necessary information, then she or he will not be able to complete the study. Data collection is a very challenging task that needs detailed arrangement, hard work, persistence and determination to be completed effectively. Data gathering begins with defining what type of information is necessary, followed by the choice of a sample from a convinced population. Subsequently, the researcher needs to utilise a particular instrument to gather the information from the carefully chosen sample (Dorsten & Hotchkiss, 2005:30).

The researcher agrees with the above-mentioned views of Dorsten and Hotchkiss (2005) that data gathering is thus the procedure by which the researcher gathers information for a specific purpose using tools such as interviews, questionnaires and direct observations to answer the research problem.

As a result, the following data collection methods were utilised:

## **Semi-structured interviews**

The researcher used semi-structured interviews. Welman *et al.* (2005:166) define a semi-structured interview as falling amongst the fully organised interview, on the one hand, and the fully unorganised interview, on the other hand. In semi-structured interviews, the researcher has a number of subjects as well as questions to be completed, even if these possibly will be different from one interview to the next. In a semi-structured interview, the interviewer can use both closed and open questions, though guided throughout by a pre-formulated set of questions. Semi-structured interviews allow the researcher to investigate concerns, experiences and attitudes or beliefs connected to a clearly defined topic. De Vos *et al.* (2005:292) define semi-structured interviews as those interviews organised in areas of specific interest, while still permitting considerable flexibility in scope and depth. This data collection method permitted the researcher to gather in-depth information about the experiences of the senior management officials responsible for the EPWP and EPWP beneficiaries at the selected department of the Western Cape Provincial Government (Brink, 2006:142). The researcher also used the semi-structured interviews to get a clear understanding of how the YWP works as an EPWP and how it could be improved (Ayres, 2008:811-813).

## **Interview participants**

The researcher interviewed the senior management officials responsible for the EPWP at a selected department of the Western Cape Provincial Government. The structured part of the interview was established according to the research objectives in order to achieve the purpose of the study. These public officials gave the researcher accurate knowledge regarding the performance of the YWP as an EPWP at a selected department of the Western Cape Provincial Government in order to determine its sustainability of job creation.

## **Unstructured questionnaires**

According to Lawson and Garrod (2001:261), an unstructured questionnaire is a tool utilised by an interviewer who asks questions about a specific subject. It either contains all or a large majority of open-ended questions.

## **Unstructured questionnaires participants**

The population of this study included the five (5) senior management officials at a selected department of the Western Cape Provincial Government who implement,

manage and monitor the EPWP projects as well as the EPWP beneficiaries temporarily employed on these projects. The unstructured questionnaires were administered to eight (8) available EPWP beneficiaries placed in the YWP at the selected department of the Western Cape Provincial Government. The reason behind including these participants in the study is that it was easy to get hold of them since they were available and still working at the selected department. The participants also held specific information pertinent to the study.

## **1.9 DATA ANALYSIS**

Marshall and Rossman (1990:111) define data analysis as the procedure of maintaining structure to the frame of gathered information. Data analysis is a disorganised, unclear, innovative, and interesting procedure that does not continue in a direct manner. Data analysis is a pursuit for answers about relations in the middle of groupings of facts.

The facts generated in the study were analysed using content analysis. Klenke (2016:94) describes content analysis as a set of techniques for reviewing the contents on paper that allows the researcher to take in enormous amounts of written data and systematically recognising its belongings such as regularities of the most frequently used words.

## **1.10 ETHICS CONSIDERATION**

Ethical considerations in research are critical and essential because the integrity, reliability and validity of the research findings depend greatly on obedience to ethical principles. According to Resnik (2015), ethics means to distinguish right from wrong. Research often covers an unlimited amount of collaboration and coordination between many different individuals in dissimilar disciplines and organisations and ethical standards encourage the principles that are vital to cooperative work, such as trust, accountability, mutual respect and fairness. In qualitative research, ethical values are mainly aligned on shielding research partakers and the guiding basis of 'do no harm' (Miller *et al.*, 2012).

Rule and John (2011:106) agree that:

*“Research ethics is concerned with what is allowed and adequate when one is conducting research. Research ethics has a double meaning attached to it. It may be*

*applicable to research including humans, animals and the environment or it may concern the honesty and integrity of the researcher”.*

Mouton (2001:276) indicates that “... researchers should act responsibly and be held responsible to the public when conducting research”. In research, when involving people, a researcher should at all times think about human action and views of the research from three sides, that of the researcher, that of the partakers in the study and that of the individuals who will be making use of the design.

The ethical considerations of this study are outlined as follows:

- Firstly, approval was sought to conduct the study from the senior management at the selected department of the Western Cape Provincial Government.
- Approval from CPUT's Ethics Committee had to be required before the research started.
- The respondents were guaranteed that they will remain unidentified and that the information used in the study will be treated with full confidentiality. The researcher explained to the research participants that their partaking is entirely voluntary and that the partakers were free to withdraw from the study at any stage.
- The researcher ensured to take into consideration the research partakers' time and respected inputs in the direction of achieving the purpose of the research.
- The research participants were free to ask questions at any time about anything they did not understand and were also free to overlook questions they could not answer.
- The researcher guaranteed the research participants that the composed data will be used for purposes of this research only and will be accessible to them if requested.

### **1.11 DELINEATION OF THE STUDY**

The following tactics were employed to decrease the occurrence of possible limitations (Leedy & Ormrod, 2010:223):

- *“The researcher guaranteed the interviewees that their identity will not be revealed at any stage and that the information used in the study will be treated with full confidentiality;*
- *Clear and consistent instructions to respondents (EPWP beneficiaries) for the completion of questionnaires;*



- *Questionnaire questions were examined for content that promotes bias, e.g. presupposed and leading questions; and*
- *Follow-up actions to non-respondents of questionnaires”.*

The boundaries of the research included:

- The research focused specifically on the sustainable job creation performance of the YWP as an EPWP in a selected department of the Western Cape Provincial Government.
- The relatively small sample of the study population likely influenced the transferability of the findings.
- The study did not include the other three sectors, namely, the Infrastructure Sector, Environment and Culture Sector and Non-State Sector in which the EPWP creates work opportunities.
- The postponements of the interview sessions resulted in delaying the process and at times the researcher had to go in person to the participants to check on their availability for the interviews.
- The delay in response resulted when the respondents received the unstructured questionnaires but did not respond on time. The respondents were given a cut-off date, follow-ups were conducted by the researcher and some questionnaires were gathered in person.
- This study is limited because the recommendations made are specifically referenced to the selected department of the Western Cape Provincial Government.

The study is organised into five (5) chapters, as outlined below.

## **CHAPTER ONE: INTRODUCTION AND BACKGROUND**

This chapter introduced the study and provided background to the research problem. The research objectives of the study are explained and the research questions are recorded. The significance of the study is discussed. In addition, the chapter outlines the research design and methodology applied.

## **CHAPTER TWO: LITERATURE REVIEW**

The aim of this chapter is to review current literature regarding the EPWP and job creation in general and discuss an appropriate theoretical approach to sustainable

job creation, with specific reference to South Africa, and in particular to the Western Cape.

### **CHAPTER THREE: RESEARCH METHODOLOGY**

The chapter forwarded the research methodology active in the study. The process is explained in detail and reasons are given why a qualitative approach was adopted for data collection.

### **CHAPTER FOUR: DATA ANALYSIS**

This chapter analysed the research data. Data was gathered by means of using unstructured questionnaires and semi-structured interviews. Thereafter, the information was analysed and presented. The findings were afterwards compared to other sources of information on the subject.

### **CHAPTER FIVE: CONCLUSION AND RECOMMENDATIONS**

This chapter presented the conclusions that can be drawn from the findings, as well as the recommendations and limitations of the research.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 INTRODUCTION**

The previous chapter introduced the study and provided a background to the research problem, problem statement, research objectives, research questions and significance of the study. The purpose of this chapter is to provide a detailed review of the literature regarding the EPWP in South Africa, particularly the challenges faced by the YWP in the selected department of the Western Cape Provincial Government. Sustainable job creation as a theory will also be discussed.

This chapter is made up of two sections. The first section consists of the theoretical overview on the EPWP in South Africa, which entails literature on public works programmes (PWPs), the history of the EPWP in South Africa, the EPWP in different sectors, the EPWP at the selected department of the Western Cape Provincial Government and the theory on sustainable job creation.

This is followed by a second section, the legislative component, which entails a national perspective, provincial perspective and a local perspective.

#### **Literature review**

According to Welman *et al.* (2005:38-39) by studying the literature, the researcher may become conscious of contradictions and gaps that may substantiate additional research, therefore such review allows researchers to point out accurately where their proposed research fits in. The authors state further that a literature search is significant because it can provide the researcher with imperative evidences and contextual information about the topic under study. Jesson *et al.* (2011:10) concur with Welman *et al.* (2005:38-39) that the literature review is a library or desk-based method together with the secondary investigation of clear understanding and it is the process where the researcher will eventually point out the gaps and inconsistencies in the existing knowledge.

#### **2.2 THEORETICAL OVERVIEW ON EXPANDED PUBLIC WORKS PROGRAMME IN SOUTH AFRICA**

The theoretical overview on EPWP in South Africa will be explained in terms of PWPs, the history of the EPWP in South Africa, the EPWP in different sectors, and

EPWP at a selected department of the Western Cape Provincial Government and theory on sustainable job creation.

### **2.2.1 Public Works Programmes**

McCord (2005a:3) defines PWP as a common social protection mechanism in circumstances of continuing (as well as serious) poverty, appearing to provide employment, while generating assets and offering a welfare transfer which also has a concrete economic investment. The most important aim of PWP is poverty alleviation through labour engagement. The objective of labour-intensive public works is to provide infrastructure for development at the smallest cost, promoting the use of the poor's most abundant asset, labour, to provide basic social services. Thus, in the objectives, PWP are comprehended as an assured job, and an employer of last resort (World Bank, 2001:2).

Governments accomplish these objectives by utilising funds through the creation of public assets through labour-intensive methods (McCord, 2002). PWP are often used as a social protection mechanism to address the needs of the working-age poor and are likewise estimated to lessen reliance on social protection and contribute towards local economic development. For that reason, this is what makes PWP an attractive policy option for governments (Overseas Development Institute, 2012:1-8). Subbarao (2003) points out that the role of PWP is normally comprehended as a short-term safety net.

According to Mphegi (1997), in countries such as the United States of America (USA), the United Kingdom (UK) and Italy, the Keynesian economists promoted PWP as a short-term supporting measure designed at involving the highest conceivable number of the jobless on a short-term basis in times of critical or temporary setbacks. Twala (2006) states that African countries, as well as several countries all over the world, have experienced the application of these PWP.

Kostzer *et al.* (2010) concur that in a number of international circumstances of PWP, such as India's Maharashtra Employment Guarantee Scheme (EGS), decreasing poverty or addressing structural unemployment through PWP has been successful. As a result, PWP are occasionally implemented on a scale that would reduce structural unemployment and poverty (Kostzer *et al.*, 2010:5). In other words, PWP do not certainly move beneficiaries out of poverty, but is an alternative offer of short-term assistance, offering temporary labour opportunities and training that will make

the beneficiaries more employable in future. PWPs decrease the seriousness of poverty through the period of employment but do not compromise maintainable livelihoods without corresponding social development interventions (McCord, 2003). Bree and Fuess (2007) argue that regardless of this, active work market programmes have been found to be the most effective in fighting continuing joblessness in several countries around the world, such as India and the USA.

According to Phillips (2004:6), one of the teachings from the global experience is that the influence of a PWP on unemployment stages depends on the scale of the PWP. Based on the global experience, it is likely to detect errors to be avoided and best practices to be emulated in order for PWPs to be effectively executed, irrespective of their scale. Phillips (2004:6) states that errors to be avoided include:

- *“Trying to attain too much too fast, as a result this regularly leads to giving up at least one of the objectives of the PWPs, such as providing quality services, or using labour-intensive methods;*
- *Not permitting time to plan as it should be and to construct the compulsory institutional and management measurements for successful execution;*
- *Numerous insignificant projects deprived of a joint programme, resulting in loss of economies of scale, replication of learning and training expenses, and irregularities in performance;*
- *Straining the programme with too many objectives, with the result that the programme fails to accomplish any of them; and*
- *Shortage of reliable political support.”*

After revising above 200 programmes internationally, McCord (2008) found that all of these programmes share the purpose of providing work with some features of social safeguard to them. Based on the above-mentioned findings of McCord (2008), regarding the PWPs internationally and the statement that South Africa’s unemployment is essentially short-term in nature, labour opportunities will have little influence in decreasing joblessness or relieving poverty. The EPWP is one of the PWPs which place emphasis on the creation, maintenance and rehabilitation of quality assets. Since the EPWP has several goals such as decreasing unemployment, the provision of skills to employees and the execution of labour-intensive construction, the possibility that programmes with numerous goals will be successful is very little (Adato *et al.*, 1999). McCord (2004:8) points out that even

though related PWPs have been operative, transitional unemployment often comes across in advanced countries, thus a temporary policy mechanism like the EPWP is not a suitable reaction to the chronic labour market crisis in South Africa.

Betcherman *et al.* (2004: ii) state that PWPs can be an operative temporary safety net, however public works do not develop participants' future labour market prospects. Mtapuri (2014:548) preserves that PWPs do not have the skill to resolve South Africa's unemployment difficulties as they signify a range of short to medium-term interventions with the intention of decreasing poverty and unemployment with a specific emphasis on able-bodied but unskilled adults. PWPs should be seen as matching to social grants, and not as a substitute to social grants, since they cannot deliver for all of those who are in need.

Haddad and Adato (2001:9) point out that there is limited proof of the benefits for underprivileged individuals from the physical assets generated by the PWP. Demanding assessment of the influences of PWP in low and middle-income countries is restricted, programmes can be prosperous in terms of aiming at underprivileged societies and generating temporary work and income gains for participants. On the other hand, there is less proof in terms of sustainable income gains and the advantages for underprivileged individuals from assets created (Subbarao, 2003).

### **2.2.2 The history of the Expanded Public Works Programme in South Africa**

The EPWP has its roots in the Growth and Development Summit (GDS) of 2003. In June 2003, the GDS embarked on an agreement of initiatives designed at decreasing household poverty and vulnerability, with public investment inventiveness, sector partnerships and strategies, local procurement, small enterprise promotion, support for cooperatives and an EPWP. The GDS agreement indicated that the EPWP can provide poverty and income relief through short-term work for the unemployed to carry out socially useful activities (The Presidency, 2003). Meth (2011:2) indicates that the EPWP is regarded as South Africa's biggest, most vigorous labour market initiative and it was identified as a policy reaction to the high occurrence of unemployment in the midst of young South Africans without jobs due to their shortage of skills. The EPWP, as a result, serves the double motive of accumulating and maintaining the upcoming employability of young grown-ups while also delivering required public services and infrastructure (South Africa. Department of Public

Works, 2004). The EPWP programme is undoubtedly part of an active labour market policy to encourage economic involvement amongst marginalised work seekers (South Africa. Department of Public Works, 2005:10). The mandate of the EPWP is to attract large numbers of jobless, inexperienced individuals into productive labour, so that they escalate their capability to make an income in the future and eventually create a sustainable living (South Africa. Department of Public Works, 2004:2-3). According to McCutcheon and Parkins (2012:34) the aim to be accomplished was to produce employment opportunities in four sectors of the economy: infrastructure, environment, social and economic. Each sector offers skills, training, preparing the EPWP beneficiaries for the workplace and growing their probabilities of finding long-term service. Heradien (2013:56) states that the EPWP beneficiaries will be receiving a monthly stipend to cover their basic needs and the work that they do in each sector will be an advantage to the entire community through enhanced infrastructure and service delivery.

In February 2004, former Head of State, Mr Thabo Mbeki, stated in his SONA that the EPWP would generate at least one million job occasions in its first five years. Lieuw-Sie-Kong (2009) concurs that the EPWP has vowed to reach its original objective of delivering work occasions with training to one million jobless individuals within the first phase of the programme. Additionally, at the launch of Gundo Lashu in the year 2010, former Head of State, Mr Thabo Mbeki further states that although the programme does not essentially captivate all jobless individuals, it nevertheless enhances the variety of initiatives intended to reduce unemployment. Yet it concentrated on those individuals without work, especially those who were sidelined from the mainstream of the economy (South African History Online, 2004).

According to Izarali *et al.* (2016:193), this employment initiative is one of the approaches the government is using to decrease unemployment in the country. However, it is unmaintainable since it does not contribute to the growth of the republic's economy. Many of the beneficiaries of the EPWP programme are not employable in the formal sectors of the economy. This situation highlights one example of the less mindful employment approaches executed to attain the growth that the country is seeking. This type of employment only pays the workers a living wage to purchase groceries.

Phillips (2004:7) states that the EPWP is intended to use public sector funds to relieve joblessness by generating short-term productive work opportunities together

with training. Phillips (2004:8) further argues that the EPWP is different to the above-mentioned initiatives in the manner in which it is funded. The EPWP does not have its own special budget for projects since it decided to have a single budgeting process, thus it is funded by earmarking funds on the budgets of line function departments, provinces and municipalities. Mkhathswa-Ngwenya (2016:76) states that the importance of the EPWP is to develop the use of labour-intensive approaches in government-funded service delivery projects and is sustained by the government as a means of creating work. EPWP funds are guided through conditional Provincial Infrastructure Grants (PIGs) and Municipal Infrastructure Grants (MIGs) as direct distributions to provinces and municipalities from the National Treasury (NT).

Bhorat *et al.* (2014:346) agree that the proposal of the EPWP appear to have been informed by suggestions set out in the World Bank's 2001 World Development Report. However, it has been pointed out that the World Bank's suggestions were meant to address difficulties of cyclical unemployment not difficulties of structural or chronic unemployment as in the situation in South Africa. Furthermore, in terms of the programme, all government bodies and state-owned organisations are obligated to make an attempt to increase the use of unskilled labour. Through the use of public expenses, short-term unskilled service is generated for unemployed people. This short-term work is linked with on-the-job skills, expansion and training. The aim of the above-mentioned is that it will offer the EPWP beneficiaries, exiting the programme, with a greater opportunity of finding permanent work. Even though the EPWP has the ability to create a major influence on poverty relief through the provision of temporary income support, the programme will have limited influence on the number of individuals living below the poverty line, on job loss or on future employment market contribution.

The structural unemployment problem will not be solved by the EPWP. The EPWP is just one division contained by a bigger government approach to decrease poverty through decreasing of joblessness. The biggest problem with the EPWP is that only a minor portion of the funds going into the programme touches the intended beneficiaries. Instead of constructing a sound system and improving it as it develops, a fragile and ill-managed system has been permitted to continue. As a result, employees have, at times, waited for months for compensation. Eventually, when payments are made, amounts are inaccurate. For reasons like non-existence of dispute instruments and shortage of unionisation, collective bargaining or other



workforces' privileges, this mistreatment endures (South Africa. Department of Public Works, 2005:31). The EPWP can, and should, make enormous changes where they are best necessary. However, the actual catastrophe of the EPWP thus far is that poor control, reporting and inaccurate instruments have destroyed the most important characteristics of the programme. Another concern regarding the EPWP was that the period of the work occasions generated was shorter than predicted, limiting the amount of wages received by each beneficiary. The income received for that reason had little influence on reducing poverty (South Africa. Department of Public Works, 2010:138).

### **2.2.3 The Expanded Public Works Programme in different sectors**

The EPWP generates labour occasions in four sectors, that is, Infrastructure, Non-State, Environment and Culture, and Social and these four sectors form the components of the EPWP (South Africa. Department of Public Works, 2010:22). According to Heradien (2013:46), each of the above-mentioned sectors has a purpose and contains activities to achieve sectoral objectives. The importance of these sectors in the EPWP is worth exploring as they might play a similarly important part in the economic growth in South Africa. In accomplishing job creation targets, the Infrastructure Sector normally uses labour-intensive techniques in building their projects. The Environmental Sector normally generates work occasions in public environmental improvement programmes while the Social Sector generates work occasions normally in early childhood and community safety programmes. Lastly, the Non-State Sector generates job occasions through socially constructed activities and the CWP.

#### **Infrastructure Sector**

Laattoe (2014:3) points out that the Infrastructure sector is being managed by the National Department of Public Works (NDPW) in South Africa and its intention is to attain an enormous influence in a short time by concentrating on construction, rehabilitation and maintenance activities, which propose the best occasions for labour use. The Infrastructure Sector is the biggest government sector as its major budgetary requests are carried by expensive compulsory resources. Due to the scale of the initiative, this sector of the programme obtains the most funding. It is perceived as tackling two issues with one action, because it generates work while decreasing the backlogs in service delivery.

According to McCutcheon and Parkins (2009:204), the Infrastructure Sector is the foremost sector which, in the beginning, calculated that a major growth in productive employment would be produced per unit of expenditure. Perkins and Luiz (2006) come to an agreement that productive public expenditure in the parts of infrastructure such as roads, transportation, housing and human capital play a significant part in increasing economic growth. Infrastructure development plays a significant role in using construction for job establishment and delivery of services. Furthermore, the goals of the Infrastructure Sector are being reached through both civil engineering and building construction.

### **Social Sector**

The Social Sector consists of three government departments namely, the Department of Social Development (DSD), the Department of Health and the Department of Basic Education. The coordinator of the Social Sector is the DSD, nationally and provincially. The purpose of the EPWP Social Sector (EPWP-SS) is to improve communal facilities by providing work for partakers in social expansion and community safeguard services. The aims of the Social Sector of the EPWP are to drive a sphere of social policy dedicated to human development and highlighting quality of life in the areas of education, health and welfare (South Africa. Department Public Works, 2015).

The Social Sector also aims to add to the general government goals of enhancing the provision of health services, early childhood development, community crime prevention, school nutrition and other social development-oriented services through programmes such as:

- *“Community safety programmes (crime reporting, crowd control, school patrol, disaster emergency response, firefighting, floods impact support and community safety officials);*
- *Home-based community care (home-based community care services (TB, HIV/Aids) and pharmaceutical assistants;*
- *Early Childhood Development (early childhood development, homework services, literacy programs, peer education, social issues awareness and career guidance);*
- *Sports and recreation (life guards, sports academy, seasonal employment: holiday resorts and nature reserves);*

- *Social Services (domestic violence, rape counselling and support, child labour, suicide counselling, abuse counselling and support, substance abuse); and*
- *Graduate development programmes” (South Africa. Department of Public Works, 2013).*

Mothapo (2011:34) maintains that the EPWP beneficiaries of the Social Sector are provided with occasions to undertake training to develop their skills in delivering better-quality social services while offering opportunities for career path or exit strategies into formal work sectors and entrepreneurship. Training is gained through skills programmes and learnerships. In addition, this sector was predicted to have the leading prospective for growth.

### **Environment and Culture Sector**

According to Heradien (2013:54) the Department of Environmental Affairs and Tourism (DEAT) is the main department in this sector. The objective of this sector is to generate work occasions in the public-funded environmental programmes. This sector constructs South Africa’s natural, social and cultural heritage and in doing so, enthusiastically uses this heritage to create both medium and permanent employment and communal benefits through maintainable land-based livelihoods, waste management, parks, tourism and creative industries, coastal management and sustainable energy. The focus of this division is more on generating own businesses and, therefore, generating employment for others. Several of the environmental projects offer the occasion for stable work, therefore the Environment Sector will be always in demand for individuals who can help with the struggles of caring for the environment while generating work.

The DEAT has made major developments in the establishment of environmental projects at local government level to relieve joblessness and poverty, particularly amongst the youth. Over the years, the department has continued to make an outstanding impact on generation of work and skills development occasions through the execution of sector employment programmes. The programmes are in line with the department’s mandate to provide influence on the right of citizens to an environment that is not risky to their health, and to have the atmosphere safeguarded for the advantage of existing and upcoming age groups (South Africa. Department of Public Works, 2004:16).

Heradien (2013:46) indicates that this sector has the noteworthy ability to preserve growing its current programmes and generate further innovative programmes delivering environment-related services. Furthermore, the activities in this sector have a threefold influence as it generates work, take care of the environment and, therefore play a part in sustainable improvement.

### **Non-State Sector**

In 2009, the Non-State Sector Programme was announced as the innovative sector of the EPWP. The sector aims to foster partnerships between NPOs, communities and the government to generate employment occasions through socially constructed deeds for a great number of individuals in the interior of local communities. The programme utilises remuneration grants to maintain NPOs on their community development initiative. The Non-State Sector is made up of two programmes, namely, the CWP and the NPO. The CWP is regionally based and is controlled by the Department of Cooperative Governance and Traditional Affairs (CoGTA). The NPO is formally based and is run by the DPW. The NDPW is the overseer of the programme that provides an administration fee and a grant for the earnings of the people hired in the NPO. The remuneration grant is intended to offer extra money to various kinds of programmes that generate work (South Africa. Department of Public Works, 2013).

#### **2.2.4 Expanded Public Works Programme at a selected department of the Western Cape Provincial Government**

The selected department of the Western Cape Provincial Government is an employer of the EPWP, a programme driven by policy instruction from the president (South Africa. Department of Community Safety, 2015:2). The selected department takes part in the EPWP Programme as their contribution towards the alleviation of poverty and unemployment are considered potential key drivers against criminality in the Western Cape. In practice, only a few of the EPWP work opportunities are being made use of to create opportunities for people working for safety. An opportunity occurred for the selected department of the Western Cape Provincial Government to take advantage of the situation in an effort to address the high levels of unemployment, whilst working towards the achievement of Provincial Strategic Objective (PSG) 5: Increasing Safety, by providing the EPWP with activities connected with safety and activities targeted at the youth (South Africa. Department of Community Safety, 2015:2). Through the execution process of the management of

the EPWP policy, the provincial department seeks to set clear norms and standards in terms of the criteria for recruitment, selection and placement of beneficiaries, and to establish procedures for the management, monitoring and evaluation of the selected department of the Western Cape Provincial Government YWP (South Africa. Department of Community Safety, 2014:5).

Increasing safety for all the people in the Western Cape Province is the main objective of the selected provincial department (South Africa. Department of Community Safety, 2014:7). The purpose of the EPWP at the selected department of the Western Cape Provincial Government is to generate safety alertness and to provide safer societies through the execution of neighbourhood watch (NHW) structures. The NHW structure is one of the projects falling under the EPWP at the selected department. The creation of NHW is essential in the Western Cape's objective to establish safety in the province. The aim of the NHW project is to reduce gangsterism by ensuring a uniform approach in support of NHW concerning policy development, training and resourcing (Western Cape Government, 2013).

The TVET College bursary initiatives and Chrysalis Academy Programme equally obtain endless provision from the provincial department with wide-ranging work being done throughout the year in communities to deliver enhanced alternatives for the youth. Three years ago, the department submitted a plan to connect the Chrysalis Academy Programme with the EPWP work programme. The Department was in a position to secure significant extra funding from PT (Western Cape Social Development, 2015). In 2014, more or less 1 450 young individuals from all over the Western Cape were recruited from vulnerable societies, about 800 of whom endured a thorough three-month training programme at the Chrysalis Academy. Approximately 95% of them were then successfully employed on a minimum work programme of nine months, and several have since secured permanent jobs. As a result, all of them profited from the EPWP YWP established by the selected department of the Western Cape Provincial Government (Western Cape Social Development, 2015).

The selected department of the Western Cape Provincial Government has achieved, and continues to achieve, abundant success with its EPWPs, most notably the YWP (South Africa. Department of Community Safety, 2015:2). The Chrysalis Academy Programme, is now also connected to the EPWP through the YWP introduced by the Department. The Chrysalis Academy Programme and YWP are proud initiatives of

the selected department and these projects make sure that 100% of the young people who complete the programme are provided with the opportunity to gain formal work experience with placement for a minimum period of nine months. The department was, therefore competent in securing remarkable additional funding from the PT in the Western Cape (South Africa. Department of Community Safety, 2015:14). Once the youth from the disadvantaged communities are recruited and the participants are provided with appropriate training via the Chrysalis Academy and Wolwekloof Academy, they are deployed back into their communities working towards acquiring safety within that community and being compensated by the Department via its EPWP YWP (South Africa. Department of Community Safety, 2015:33). Keeping track of these young people shows early signs that they are capable of maintaining formal employment levels at about 60% after the EPWP placement terminates. All the beneficiaries profited from the EPWP YWP established by the selected department of the Western Cape Provincial Government. As a result, the Department continues to search for opportunities for the participants (Western Cape Social Development, 2015).

According to the Western Cape Government (2016), the Chrysalis Academy Programme is a youth leadership development organisation as well as a social crime prevention initiative, taking undeveloped individuals off the streets by empowering them to take responsibility for their personal growth. The Academy provides the young individuals from underprivileged societies in the Western Cape with the necessary life skills. The training is offered at Chrysalis Academy Campus in the Tokai Forest, Cape Town. This programme is for all the youth of the Western Cape Province and is sponsored by the Western Cape Provincial Government. The Chrysalis Academy Programme provides young people with crucial life skills and techniques to become self-assured, economically industrious as well as optimistic individuals to look up to within their societies. Students participating in this programme undergo four different stages. The first stage is the Orientation Phase, which is the foundation of the programme where students obtain training on personal improvement, substance exploitation, goal setting, conflict management, interpersonal relations and environmental awareness. The second stage of the training is the Outdoor Phase where students assess their personal boundaries, regulate strong points and imperfections, develop cooperation abilities and experience the power of nature. Third on the list is the Skills Phase where the learners are introduced to different practical abilities needed in a career to support

them with future job choices. The last stage of the training programme is the Community Phase. In this phase, students are equipped for their life back in society by concentrating on existence alignment abilities as well as professional assistance. The students are also driven to give back to the public by joining schools and community organisations and performing community work such as sports coaching in schools, assisting at Old Age Homes or marshalling at events (Western Cape Government, 2016).

### **2.2.5 An international perspective on job creation**

The following section forwards an international perspective on job creation in Brazil, India and China with the view to learn lessons from their job creation experiences. The aforementioned countries were selected as they are developing nations as well.

#### **Brazil**

According to White (2005:1-24) in Brazil, small, medium and micro enterprises (SMMEs) have been labelled as the essence of economic growth in the country. In a developing country like Brazil, SMMEs create an enormous portion of existing business and provide the majority of employment opportunities. As one of the biggest developing countries globally, Brazil has a dynamic economy, based on a wealth of natural resources and a flourishing agricultural sector. The Brazilian government has acknowledged that, as one of the most persuasive sectors for the sustainable growth of the Brazilian economy, the SMMEs segment needs to be made conscious of, and capable of benefiting from, international activities, local development initiatives, operational improvements and formal and legal practice. In Brazil, SMMEs form a huge and imperative part of the economy in developing African countries. In some of the less developed nations the inequity amongst the contribution of SMMEs toward gross domestic product (GDP) and the percentage of employment this sector captivates is more extreme than in Brazil. Whereas SMMEs in African countries may be slightly different from their counterparts in Brazil, there are a total of lessons to be learnt from the Brazilian experience. The most essential of these is that the Brazilian model demonstrates the significance of developing a healthy partnership amongst government and the private sector. As a group, SMMEs lack organisational consistency. They also have little power to affect economic decision-making, which is usually a matter between big business and government. Nevertheless, they are potentially the strongest natural force in the economy, and are a direct representation of the society in which they exist. It is thus in the interest of both big business and

government to produce a platform for SMMEs in both the commercial and broader economic environment.

In October 2017 Brazil attained the best job creation numbers in three years by supporting the positive economic results of the measures executed by the Brazilian government. In the month of October 2017, 76599 job positions were generated. Thus far the country has added 303.2 thousand formal jobs as compared to the trend from the previous year (Presidency of the Republic of Brazil, 2017). Between 2015 and 2016, before the re-organisation of the economy, the country lost 2.8 million formal jobs. In 2018, nearly 800 thousand formal job posts have been added to the economy so far. The growth in job numbers strengthens Brazil's position as one of the biggest consumer markets globally. Re-organisation of the economy, incentives for investments, improvement of the business environment and changes in legislation helped recover the job market in Brazil. With the return of economic growth, not only did formal employment advance, but the total number of people gainfully occupied has also grown. The total unemployment level in Brazil, which at one point had reached 13.7% of the whole workforce, has decreased to 11.9% in the third quarter of 2018 (Presidency of the Republic of Brazil, 2018).

Unlike in South Africa, where job creation emanated from public works programmes, Brazil relied on SMMEs for job creation.

## **China**

Globally, China is the most overcrowded nation and it boasts a huge workforce. The Chinese government attributes great significance to the matter of employment and takes employment as the first priority of people's livelihood. This is a top strategy for safeguarding the stability of its society. The Chinese government drew on a range of international experiences and adjusted its legal system to facilitate practical employment policies. The Chinese government enhanced employment opportunities by developing the national economy, adjusting industrial structures, furthering the reform on its political and economic system, harmonizing economic development amongst urban and rural areas, and improving social security system. It has implemented several effective methods and have done everything possible to increase job opportunities, expanded the scale of employment, and kept the unemployment level within a socially tolerable range. The Chinese government has at all times considered encouraging employment as a strategic task for socio-



economic development. It took control of unemployment levels and increased work opportunities as one of its primary macro control targets. This plan was integrated for its economic and social development. The Chinese government persistently regards the development of the tertiary industry as a major orientation for the expansion of employment. It promotes the development of community services, catering, commercial and trade circulation, tourism, and so on, for the purpose of creating more job opportunities in these industries (Yan, 2004:1-5).

The Chinese government attempted the control of unemployment from the foundation and prevented such problems like, rapid growth of the unemployed in total, the concentration of the unemployed in some areas. Central and local governments set up special funds to support and aid urban and rural employees to be employed and receive proper training. Using favourable taxation policy, the governments at all levels support the unemployed to start their own businesses and at the same time, encourages small-medium enterprises (SMEs) to absorb the unemployed. The governments provide small loans and give interest subsidies to assist the unemployed to start up their own businesses, and support SME's development in order to expand employment. In conclusion, to vigorously develop the quality of the workers, more strategies have been put in place to strengthen job-related training. Targeting young people, the unemployed, business starters, highly skilled professionals and migrant works, the Chinese government proposed five training programmes, and promoted the full implementation of the national occupational qualification certificate system so as to prepare human resources reserves to facilitate China's sustainable economic and social development, as well as to enhance its international competitiveness (Yan, 2004:8-12).

## **India**

Unemployment is a major stumbling block in India's growth path. The Modi government introduced various new schemes to increase employment in India. Nevertheless, these schemes have not yet produced the projected results. Due to a lack of jobs, several engineers as well as non-engineers prefer to join PhD programmes. The regular stipend on offer is an incentive for many to pursue higher education in India. Higher education is the alternative for engineers, scientist and artists since they cannot find employment (Quara, 2017).

With a momentous and distinctive demographic advantage, India, however, has immense potential to innovate, raise entrepreneurs and produce jobs for the benefit of the nation, and globally. Through various sectors the Indian government have generated a comprehensive range of new programmes and opportunities to encourage innovation. The Indian government seeks to bring women to the front of India's entrepreneurial ecosystem by providing access to loans, networks, markets and trainings. As a result, the Indian has guaranteed that all policy initiatives are geared towards permitting equal opportunity for women (Global Entrepreneurship Summit, 2017).

The aforementioned developing states, implemented varied strategies to promote job creation. It would appear that their emphasis was more focused towards the private sector, for assisting in the creation of job. In South Africa, which will be discussed next, the government looked to itself to assist in the creation of employment.

#### **2.2.6 Theory on sustainable job creation in South Africa**

Being without a job is the root of widespread poverty in South Africa and, as a legacy of Apartheid, it affects most seriously the historically disadvantaged. Artal-Tur and Kozak (2015:91) indicate that generating work opportunities is one of the South African Government's top five priorities. In light of government policy coordination to generate work, it is critical to ask the question whether employment has been generated for the poor through prior interventions. Lewis (2001) argues that, even though economic growth and employment creation have complemented each other, the country's growth knowledge has been by and large that of unemployment growth.

This economic growth and employment creation approach is based in the hypothesis that economic growth will lead to improved employment because the amount of net new jobs being generated will start to go beyond the total of new participants into the labour market. Enhanced training will allow employees to take up experienced work occasions that will rise as an outcome of economic growth (McCord, 2004).

The aim of the USAID/Pretoria economic work in South Africa is to increase the ability of fundamental government and non-government bodies to communicate, assess and carry out economic policies. This highlights the enhancement of economic skills of historically disadvantaged individuals. USAID is doing this since improved economic growth with developed impartiality is crucial to the maintainable transformation of South Africa in job establishment and growing income. USAID

encourages business relations programmes between developing entrepreneurs and established large businesses to detect new markets, develop business skills capacity and influence finances (USA International Business Publications, 2009:84). This is in alignment with the South African Government's goal towards maintainable job establishment, together with the demanding necessity for the improvement and maintenance of the low-volume road infrastructure. According to Kolasa (2016) countries like South Africa will neither escape the growth pathway we inherited from the existences of colonialism and Apartheid, nor will it generate enormous figures of decent maintainable jobs which South Africa urgently needs.

According to Clayson (2013:75) the EPWP is a communal government-led community development programme. In South Africa, this programme is a significant job creation initiative and several of the jobs produced are in the Environmental and Culture sector. The EPWP model has been successful in generating one million equivalent full-time jobs and has sustained the opening of small to medium-sized enterprises into the Environmental and Culture Programme. The EPWP plays a role where unemployed people do not have any experience in the formal work environment. Government departments are required to make an effort to create work opportunities for those in need (South Africa. Department of Public Works, 2010:5).

African News Agency (2017) reported that the Western Cape maintains the lowest unemployment rate, with the smallest number of hopeless work-seekers, by far. Since the Western Cape is the heart of the growing renewable energy sector at the moment, it has a progressive economy. As a result, Green Cape has verified green economy projects in the Cape, and local jobs have been produced in the renewable sector only. It can be seen that the province has clear economic priorities, hence the Cape is generating an enabling environment for growth and job creation. The executive mayor, Patricia de Lille, made an announcement that for the past financial year, the CoCT via its Enterprise and Investment Department has supported R2, 67 billion worth of investment and it has resulted in direct work opportunities produced for the citizens of Cape Town. The CoCT is optimistic about its relationships with these enterprises and takes unlimited pride in building and maintaining relations with these organisations that are sources of strength to the City's vision of an opportunity that generates an enabling environment for economic growth and job creation. The previous section discussed the theoretical perspective of the EPWP in South Africa. The following section presents a legislative perspective of the EPWP.

## **2.3 LEGISLATIVE COMPONENT**

The legislative component will be explained in terms of the national context regarding the Code of Good Practice for employment and conditions of work for EPWP, the provincial context in terms of the Incentive Grant: Division of Revenue Act, No 6 of 2011 and the local context in terms of Municipal Systems Act No. 32 of 2000.

### **2.3.1 National context**

Perkins and Luiz (2006:1037) state that the national departments are responsible for policy and other crucial regulatory frameworks for the realisation of the EPWP programme. The NDPW is accountable for directing the EPWP towards the government's goals of the establishment of short-term work occasions in the struggle to relieve poverty. The EPWP is visibly part of an active labour market policy to encourage economic participation in the midst of marginalised work seekers. The main goal of the programme is to decrease joblessness and to make available admission to productive labour for the highest possible number of employees (South Africa. Department of Public Works, 2005:10).

In the early 1990s, meetings were held amongst organised labour, the construction industry and the government over the usage of labour-intensive construction techniques. These meetings lead to the formal acceptance of a provisional Framework Agreement for labour-intensive construction. The values in the Framework Agreement were written into a Code of Good Practice for Special Public Works Programmes (and a related Ministerial Determination), which was officially gazetted by the Department of Labour in 2002, after further negotiations at the National Economic Development and Labour Council (NEDLAC). The Code of Good Practice for Special Public Works Programmes specifies that employees are to be offered skills that are a dynamic part of the programme, and that potential career paths are recognised to help employees when departing from the programme. The Code of Good Practice sets targets for the service of young people, women and individuals living with disabilities in PWPs. Code of Good Practice aims, by means of making available practice rules to every shareholder contributing towards the EPWP in admiration of operational circumstances, compensation as well as charges of reimbursement and disciplinary and complaint processes. At the same time, it seeks to promote a corporate set of respectable practices and least possible principles in

occupation procedures between the diverse EPWP sub-programmes in South Africa (South Africa. Department of Labour, 2002:4).

According to the Code of Good Practice (South Africa. Department of Labour, 2002:5) it necessitates that applicable community-based organisations be referred to about the selection of employees to be hired on projects. It restricts the period of service under these exceptional circumstances and offers PWP workers a right to training. The Code of Good Practice then creates a PWP employment framework established on an idea of PWPs as an instrument for offering jobless individuals with a combination of work experience and training.

### **2.3.2 Provincial context**

Approved by Cabinet late in 2003, the EPWP was introduced in all nine provinces by September 2004, with the intention of generating one million labour occasions in excess of a five-year period. On the provincial level, the provincial departments have the duty to detect job occasions and distribute the conditional grants grounded in the national priorities to connecting organisations at local level. In 2004, the Division of Revenue Act No 6 of 2011 made it compulsory to utilise labour-intensive approaches for particular types of infrastructure financed through the proper frequencies through which public infrastructure is funded, the PIG and the MIG. It is vital to stress that the funding assigned for the EPWP formed part of ordinary government expenses and, therefore had to follow ordinary processes as indicated by the NT under the Division of Revenue Act No 6 of 2011. These processes are part of an annual audit and as a result, the subsidy was not an attachment for crisis, poverty or drought relief. This marked a major dissimilarity between the EPWP and all former programmes of this character in South Africa (South Africa. Department of Labour, 2002).

The selected department of the Western Cape Provincial Government secured significant additional funding from the PT in the Western Cape and the Incentive Grant: Division of Revenue Act, No 6 of 2011 is applied in this process. The management responsible for the EPWP at the selected department must submit a monthly signed-off Expenditure Report and a signed-off report of the previous month's payments as at the last day of each month in terms of what has been processed by the 8th of each month, thereby reporting on the actual expenditure as per the Vulindlela Report (South Africa. Department of Community Safety, 2014:5).

Furthermore, in April 2014, the selected department of the Western Cape Provincial Government developed and implemented a Policy Framework for the Management of the EPWP. In 2012 the selected department spoke about PSG 5 which speaks about increasing safety and currently the department speaks about PSG 3 which highlights the wellness and the safety of communities in the Western Cape. From 2012 the focus changed to align the roles and responsibilities of the directorate with the PSG 3 of government. The objective of this policy is to make available a framework for the recruitment and management of the selected department YWP executed by the selected department of the Western Cape Provincial Government with partner institutions. This policy is related to all YWP beneficiaries recruited and deployed by the selected department of the Western Cape Provincial Government through its placement institutions. Some of the core aspects that this policy covers concerning the EPWP at selected department of the Western Cape Provincial Government are the roles and responsibilities of the department concerning the EPWP, the payment process, training and development, monitoring and evaluation of the EPWP and procedure and sanction for non-compliance. Lastly, this policy will be revisited on an annual basis by the senior management of selected department of the Western Cape Provincial Government (South Africa. Department of Community Safety, 2014:5-6).

### **2.3.3 Local context**

The EPWP is aligned with the Municipal Systems Act No. 32 of 2000 which encourages the progress of an Integrated Development Plan (IDP) as a crucial strategic preparation document, regulating and notifying all scheduling and expansion undertakings in a municipality. At present, the EPWP forms a portion of the programmes and projects in Chapter 4 of the IDP that deals with poverty extermination, rural expansion, economic improvement as well as job establishment. On the other hand, the IDP is confronted with the subsequent critical challenges:

- “Low economic growth and unemployment;
- Poor access to basic household services;
- High levels of poverty;
- Low levels of literacy and skills development; and
- Exposure to unacceptable high level of crime and risk” (South Africa. Department Public Works, 2005:49-51).

Furthermore, the EPWP extends through the entire directorates and units of the municipality. For this reason, every directorate is obligated to make an efficient attempt to create a strategy to use their budgets to attract major figures of the individuals without jobs into productive labour. This must be done in such a way that employees are provided with an opportunity to obtain life and work particular skills (South Africa. Department of Public Works, 2005).

## **2.4 CHAPTER SUMMARY**

Present literature based on the EPWP was reviewed in this chapter. Sustainable job creation was discussed and references were made to various theories. This chapter consisted of two sections. The first section comprises the theoretical overview on EPWP in South Africa which includes literature on PWPs, the history of the EPWP in South Africa, the EPWP in different sectors, the performance of the EPWP at the selected department of the Western Cape Provincial Government and theory on job creation. The second section comprises the legislative component, which entailed a national perspective, provincial perspective and a local perspective.

Chapter Three presents the research design and methodology employed in this study.

## CHAPTER THREE

### RESEARCH METHODOLOGY AND DESIGN

#### 3.1 INTRODUCTION

The previous chapter offered a theoretical overview on the EPWP in South Africa, which comprises literature of PWPs, the history of the EPWP in South Africa, the EPWP in different sectors, the performance of the YWP as an EPWP in the selected department of the Western Cape Provincial Government and theory on sustainable job creation. This is followed by the legislative component, which includes a national perspective, a provincial perspective, and a local perspective. The purpose of this chapter was to present the research methodology applied in the study. It consisted of the research objectives, research approach utilised in the research and also the data collection tools that were used to gather data. Furthermore, the population of the study, together with the sampling method is also outlined. Reliability, validity and the data analysis applied in the study are also explained.

#### 3.2 RESEARCH METHODOLOGY

Research is not only a set of skills, but also a way of thinking. In the framework of thinking, the researcher usually questions what is being witnessed, makes an effort to search, understand and clarify the observations and makes assumptions and interpretations to improve their practice abilities and their knowledge base (Kumar, 2014:2).

Industrial Research Institute (2010:67) states that:

*“Research Methodology is a way to find out the result of a given problem on a specific matter or problem that is also referred to as a research problem. In methodology, the researcher uses different criteria for solving or researching the given research problem.”*

Research methodology is a set of working methods on how to collect and analyse data so that the researcher can answer the research question (Flick, 2007:36). This statement is supported by Babbie *et.al.* (2009:647) who state that “Research methodology is the methods, techniques, and procedures that are employed in the process of applying the research design or research plan, as well as the underlying principles and assumptions that underlie their use.” The aim of a research



methodology is to support the researcher while concentrating on the procedure of research and the resolutions that the researcher has to implement.

Buckley and Chiang (1976) describe research methodology as a tactic by which the researcher draws out a method to problem-finding or problem-solving. According to Crotty (1998), research methodology is a broad tactic that outlines the researcher's decision and usage of particular techniques linking them to the expected results. Nevertheless, the choice of research methodology is based upon the nature and types of the research problem.

### **3.3 RESEARCH APPROACH**

According to Brynard and Hanekom (2006:37) and Blaxter *et al.* (2010:66), qualitative research aims to pursue and understand individuals personally and experience their everyday battles when challenged with realistic circumstances. Polonsky and Waller (2011:134) point out that the qualitative research method is concerned primarily with the thoughts and feelings of the participants and strives to understand the issue in depth before drawing any conclusions. It frequently deals with small numbers of participants who provide in-depth information to the researcher. The researcher usually conducts face-to-face interviews as well as unstructured questionnaires. Denscombe (2007:286) shared similar views with Polonsky and Waller (2011:134) that qualitative research is either spoken or written words and sometimes it makes use of visual images. The methods used can include interviews, documents and observations. Thomas (2003:1) agrees that qualitative research deals with the description of the characteristics of human beings and events.

Kumar (2014:14) supports the above-mentioned statements and defines qualitative research as rooted in the viewpoint of observation and follows an open, flexible and unstructured methodology. The author further explains that qualitative research intends to search for diversity, rather than to calculate and places emphasis on the description of feelings, views and involvements rather than their measurements. It also communicates findings in a descriptive and narrative way, rather than an analytical method.

In summary, Polonsky and Waller (2011:134), Denscombe (2007:286) and Thomas (2003:1) share similar views that qualitative research focuses on the opinions and the characteristics of words spoken or written by human beings. Kumar (2014) agrees with the authors that in qualitative research the researcher must spend some time

with the group in order to observe how they react under specific circumstances. Qualitative researchers deal more with words, feelings and deep understanding unlike quantitative researchers who deal with numbers. Qualitative methodology includes the following:

- interviews;
- documents; and
- observation.

For these above-mentioned reasons, the researcher considered the qualitative approach to be the best method to investigate in depth the performance of the YWP as an EPWP in a selected department of the Western Cape Provincial Government in order to determine its sustainability of job creation. Qualitative research methodology allowed the researcher to interrelate directly with the partakers in order to increase knowledge about the particular situation in their work setting. By adopting a qualitative methodology, the researcher has clarified predetermined views, concluded the thought process, and analysed and assessed the issues from a detailed perspective. In addition, it also offered a better, more detailed understanding of the population.

### **3.4 DATA COLLECTION**

According to Dorsten and Hotchkiss (2005:30), data collection is one of the most significant phases in guiding research. A researcher can have the best research proposal in the domain but if the researcher cannot combine the necessary information, the study will not be logical or clear. Data collection is a very challenging task which needs detailed arrangement, hard work, persistence and determination to be completed effectively. Data gathering begins with defining what type of information is necessary, followed by the choice of a sample from a convinced population. Subsequently, the researcher needs to utilise a particular instrument to gather the information from the carefully chosen sample.

Welman *et al.* (2005:166) state that:

*“Data collection is a systematic gathering of data for a particular purpose from various sources, including questionnaires, interviews, observation, existing records, and electronic devices. The process is usually preliminary to analysis of the data”.*

Willemse (1990:8-11) states that:

*“Data collection can be acquired through the practice of a number of tools named questionnaires, personal interviews, observation of events as they happen, abstraction, where the sources of information are documents and postal questionnaires in situations where the targeted geographical area or number of participants is great”.*

Based on the above-mentioned statements, the researcher concurred with the different authors that data collection is an essential stage in directing the study and the process where the researcher accumulates data to obtain the research goals by using tools such as interviews, questionnaires and direct observations.

Therefore, the researcher used the following data collection methods:

#### **3.4.1 Semi-structured interviews**

According to Ayres (2008:811-813), a semi-structured interview is a qualitative approach of investigation that connects a pre-determined set of open questions with the occasion for the interviewer to discover specific subjects or answers further. A semi-structured interview is utilised to understand how interventions work and how they could be enhanced. It does not restrict respondents to a set of pre-determined answers. Corbin and Strauss (2008) support the above-mentioned statement by describing semi-structured interviews as those thorough interviews where the respondents are required to answer scheduled unrestricted questions.

Rubi and Rubi (2005: 88) describe semi-structured interviews as a more flexible version of the structured interview because it permits depth to be achieved by providing the opportunity on the part of the interviewer to review and expand the interviewee's responses. DiCicco-Bloom and Crabtree (2006) agree that semi-structured interviews are created on semi-structured interview guides, which are a schematic presentation of questions or subjects and must be explored by the interviewer. Raworth (2012) describes a semi-structured interview as a broadly used method in development research that focuses on specific subjects but then again covers them in an informal style. A semi-structured interview is often the greatest technique for learning about the motivations behind the participants' choices and behaviour, their attitudes and beliefs, and the impacts on their lives of particular

policies or events. In addition, by using a semi-structured interview, the researcher often gains valuable information that was not expected.

Doyle (2017) defines a semi-structured interview as:

*“A gathering in which the interviewer does not strictly follow a formalized list of questions. The researcher will post more open-ended questions, allowing for a conversation to occur with the interviewee rather than a direct question and answer format”.*

The researcher interviewed the senior management officials responsible for the EPWP and who have been involved in the EPWP for a long time. The selected department of the Western Cape Provincial Government was the first department which initiated job creation in the Social Sector and it started with the SSP. The senior management officials are responsible for the provision of alternative opportunities to young people who are vulnerable and at risk and address this through skills development training programmes which are part of the partnership with the Chrysalis Academy. The participants' roles in the EPWP include:

- to implement projects;
- to manage projects;
- to ensure rollout of the projects;
- to manage initiation, facilitation and implementation of the EPWP;
- to ensure EPWP participants contracts are validated;
- to receipt and report on funding received;
- to ensure that the payments are processed and monitored properly from the Financial Management side; and
- to meet with all other participating departments, tracking their progress, and provide information coming from the National Department of Social Development to the provincial Department of Social Development.

The semi-structured interviews were conducted with these senior management officials to obtain information regarding the performance of the YWP as an EPWP in the selected department of the Western Cape Provincial Government in order to determine its sustainability of job creation. These officials are in possession of accurate knowledge since they implement, manage and monitor the projects of the EPWP in the department. The semi-structured interview questions used for this study

were established based on the goals of the study. After the semi-structured interviews were accumulated, it was deferred to the researcher's supervisor and the CPUT's in-house statistician for suggestions and recommendations. The semi-structured interviews were then returned to the researcher and the feedback was implemented. Most of the adjustments and recommendations were minor concerns like language rephrasing and word choices. Thereafter, the semi-structured interviews were submitted to the Higher Degree Committee (HDC) for recommendation and suggestions.

The researcher faced a challenging experience when the interview sessions had to be rescheduled several times due to the busy schedules of the participants. One of the participants was on study leave, hence the researcher had to wait longer. Another participant was out of the office most of the time due to site visits and meetings with the EPWP coordinators, hence the researcher found it difficult to get hold of the participant. In addition, all of these interview sessions were conducted during office hours.

The researcher made use of a digital voice recorder to record the responses of the participants. The interviews were held in the offices of the selected department of the Western Cape Provincial Government. The researcher provided each interviewee with a duplicate of the interview schedule and the contact particulars of the researcher for possible upcoming queries.

### **3.4.2 Unstructured questionnaires**

According to Annum (2016), unstructured questionnaires is also labelled as open-ended or an unlimited type of questionnaire since the questions are framed to produce free responses and permit the respondents to give more valid data as they express their views without restrictions about the problems arising from the questions. Again, the respondents had the free will to express their understanding in their own words. However, even if an unstructured questionnaire is framed in a flexible way to admit more diverse views to address concerns in qualitative research, the variant nature of the data given by the respondents often render it very challenging to measure.

Flick (2009:112) describes unstructured questionnaires as open questions that may give more useable facts, as respondents can say what is significant to them and express it in their own words. Nevertheless, the facts are challenging to measure,

and understanding is a prerequisite when using the facts. Trueman (2015) supports the statement that unstructured questionnaires are generally open questions and open questions may give more effective facts, as respondents can say what is significant to them and utter or put it into their own words. Coding of the responses or putting the responses into groups adjusts the genuine responses given by respondents by connecting responses that are not matching.

WHO Archives (2004) describes unstructured questionnaires as a tool or guide used by an interviewer who posts questions about a certain subject or concern. Even though a list of questions is offered for the interviewer to guide the interview, the particular questions and the order in which the questions are presented are not specifically determined beforehand.

In this study, unstructured questionnaires were distributed to eight (8) available EPWP beneficiaries employed on the EPWP at the selected department of the Western Cape Provincial Government. The reason behind including these participants in the study is that they were available and hold specific information pertinent to the study. Another advantage of the unstructured questionnaires is that respondents have time to contemplate their responses to questions in the questionnaire. The respondents discussed and raised issues pertinent to the study.

The unstructured questionnaires were constructed in a manner intended to answer the research problem. Once the unstructured questionnaire was compiled, it was submitted to the researcher's supervisor and the CPUT's in-house statistician for suggestions and recommendations. The unstructured questionnaire was then returned to the researcher and the feedback was applied. The majority of the adjustments and recommendations were minor concerns like language rephrasing. Thereafter, the unstructured questionnaires were submitted to the HDC for recommendations and suggestions. These questionnaires were administered to eight (8) of the EPWP beneficiaries during working hours. The researcher struggled to get hold of some of the participants since some of them were on leave and the others were quite busy with their daily duties, therefore the researcher waited quite a while before getting the questionnaires back.

### **3.4.3 Sampling method**

According to McLeod (2014), sampling is the process of choosing a group based on a particular characteristic from the population under study. Based on the knowledge

and experience of the participants in the study, the researcher used a non-probability sampling process (Cozby, 2009:139-140). Non-probability sampling indicates that not every element of the population has a chance for being involved in the sample (Burns & Grove 2001:804). For this reason, the researcher utilised the purposive sampling technique in the study. According to Palys (2004), purposive sampling is labelled as choosy, disapproving or independent sampling. Once it comes to deciding on the elements of analysis for example, individuals, organisations or events that are to be studied, purposive sampling depends on the decision of the researcher.

Opong (2013:203) defines purposive sampling as a technique of sampling in which the researcher chooses a participant on the basis of the individual's knowledge or experience on the subject being addressed in the research. It is for this reason that senior management officials and EPWP beneficiaries employed at the selected department of the Western Cape Provincial Government were carefully selected because of their knowledge and involvement on the EPWP in the department.

#### **3.4.4 Research participants**

The research participants were:

- Five (5) senior management officials from the selected department of the Western Cape Provincial Government who are responsible for the implementation, management, coordination and monitoring of the EPWP projects; and
- Eight (8) available EPWP beneficiaries temporarily employed in the EPWP.

#### **3.5 RELIABILITY AND VALIDITY**

Patton (2001:39) states that qualitative and quantitative researchers are required to experiment and prove that their studies are reliable. Reliability and validity are not viewed separately in qualitative research but in quantitative studies these terms are treated separately. Reliability and validity are intellectualised as honesty, accuracy and worth in qualitative research and these aspects are exactly what are expected from the researcher when the study is completed. The researcher should be able to ask whether the outcome is legitimate or how accurate the outcome of the study is.

According to Patton (2002:14), to ensure reliability and validity in the study, the researcher must be honest, eliminate injustice, fully participate in the field and observe tirelessly. Secondly, during the data-gathering process, the researcher must

make sure that all the details are correct and clear since research without accuracy is worthless and loses its value.

In summary, reliability and validity are abstracted as trustworthiness, accuracy and value in qualitative research. Attaining validity and reliability of research is influenced by the qualitative researcher's observations which are to eradicate unfairness and ensure the researcher's trustworthiness. In qualitative research, validity is the most important aspect in measurement and reliability. The researcher must make sure that scores are stable from one time of measuring to the next. The conceptions of reliability and validity can be useful to all research since the objective of finding acceptable and credible product descriptions is fundamental to all research (Denzin, 1978).

### **3.5.1 Reliability**

According to Seale (1999:266), to ensure reliability in qualitative research, investigation of honesty is vital while creating good quality studies through reliability and validity in qualitative research. Strauss and Corbin (1990:250) state that the honesty of a research report sets validity and reliability at the core of concerns generally debated. When testing qualitative work, Strauss and Corbin (1990:250) recommend that the normal principles of good science necessitate a redefinition in order to fit the authenticities of qualitative research.

Reliability is focused on the repetition and steadiness of findings (Kirk & Miller, 1986; Rafuls & Moon, 1996). Thyer (2010) supports the opinion that reliability relates to the steadiness and accuracy of the measure. The same device is required to generate the matching data under similar situations.

With a different view, Stenbacka (2001:551) maintains that as reliability issues concern measurements then it is not applicable in qualitative research. The author indicates the concern of reliability is an inappropriate problem in the judgement of the quality of qualitative research. To enlarge the field of conceptualisation of reliability and revealing the link of reliability and validity in qualitative research, Lincoln and Guba (1985:316) state that "... as validity without reliability, a demonstration of the previous validity is sufficient to establish the final reliability". With regards to the researcher's capacity and skillfulness in any qualitative research, Patton (2001:41) likewise states that reliability is a result of the validity in a study.



Stenbacka (2001:552) further describes the concept of reliability:

*“As one of the quality concepts in qualitative research which ought to be resolved in order to entitle a study as a portion of proper research. If the concerns of reliability, validity, trustworthiness, quality and accuracy are meant distinguishing 'good' from 'bad' research then challenging and growing the reliability, validity, trustworthiness, quality and accuracy will be important to the research in any model”.*

The data that was gathered for the research was measured in a trustworthy manner since the research made use of first-hand information from sources directly involved with the EPWP, and also made use of secondary data resulting from reliable sources such as academic journals, studies and recognised institutions, such as the DPW in South Africa. The gathering of information and doing research each time raises the concerns of reliability and validity. In this study, the questionnaires were used as a tool to correctly measure what has been planned to be measured in order to accomplish the goals of the research.

### **3.5.2 Validity**

Klenke (2016:38) argues that validity in qualitative research includes determining the point to which researchers entitlements about knowledge relate to the reality. Guba (1981) point out that validity in qualitative research is also known as credibility. Qualitative researchers are more focused on testing the credibility of their findings and interpretations with the various sources from which information was gathered.

Winter (2000:1) indicates that validity as a concept is a dependent idea, based on the procedures and objectives of certain research methodologies and projects. Qualitative researchers have come to the realisation that validity is needed for some type of qualifying check or measure for their research. Golafshani (2003:599) agrees that validity concludes whether the study measures its goals and how truthful the research results are. The author further states that validity determines whether a study is replicable. Furthermore, the concept validity also refers to the quality of the research meaning how real or genuine the outcome of the research is. That is where researchers should ask themselves whether the research is legitimate or how accurate the outcome is. In qualitative research, validity goes hand in hand with reliability and researchers make use of validity when they check if the research meets its requirements (Mishler, 2000). According to Davies and Dodd (2002), Lincoln and Guba (1985), Mishler (2000), Seale (1999) and Stenbacka (2001), many researchers

have established their personal theories of validity and have time and again implemented what they contemplate to be more suitable terms, such as, quality, accuracy and trustworthiness.

The data collected for the performance of the YWP as an EPWP at a selected department of the Western Cape Provincial Government was, likewise, reflected to be legal because the data collection tools correctly measured what they were planned to measure in order to accomplish the goals of the research. To ensure this study was valid, a supervisor and a co-supervisor were assigned to supervise the researcher. The supervisor and co-supervisor assessed the content and the objectives of the study and verified whether the research questions and the data collection instrument were derived from the subject of the literature. In addition, the research committee members checked to ensure the study is valid.

### **3.6 DATA ANALYSIS**

Data is advantageous when it has been accurately analysed (Rossi *et al.*, 2004:198). Bowen (2009: 27) indicates that when data is analysed qualitatively, the researcher can construct the data desired to back the key argument that the study intends to make.

Bogdan and Biklen (2003:111) describe qualitative data analysis as functioning with the information, organising it, dividing it into controllable parts, coding it, combining it, and searching for outlines. The purpose of analysing qualitative data is to determine patterns, ideas, subjects and meanings.

#### **3.6.1 Content analysis**

Klenke (2016:94) describes content analysis as a clan of techniques for reviewing the contents on paper and writing down text which allows the researcher to take in enormous amounts of written data and systematically recognise its belongings such as regularities of the utmost frequently used words. Qualitative content analysis is a method used to scrutinise textual data and interpret themes (Forman & Damschroder, 2008). Weber (1990:9) supports this view by defining content analysis as a research technique that utilises a set of processes to make effective conclusions from text. Bengtsson (2016) describes qualitative content analysis as facts that are accessible in words and themes, which makes it possible to draw realistic conclusions from the results. Leedy and Ormrod (2001:155) outline this process as a detailed and organised analysis of the contents of a detailed body of materials for the

drive of recognising patterns, themes or biases. Content analysis assesses categories of human communication containing books, newspapers, and films together with other categories in order to be familiar with patterns, themes or biases.

The data generated in the study was analysed using content analysis because qualitative research permits researchers to understand communal realism in a particular but logical way. Another advantage of using content analysis in the study is that it provided a detailed examination of the contents of the data and the communication trends of the department with society were also identified.

### **3.6.2 Theme development in qualitative content analysis**

Theme is the main product of data analysis that produces practical results in the field of study. Theme is used as attribute, descriptor, element, and concept that arrange a set of restating thoughts that allows researchers to answer the study question (Vaismoradi *et al.*, 2016:101). The aim of the use of themes is to prompt the core of the partaker's involvements (Morse, 2008).

According to Vaismoradi *et al.* (2016:103), the qualitative analysis process is repeated without limited understanding and call for researchers to return time after time to the data and the coding process throughout the analysis process. Vaismoradi *et al.* (2016:101) suggest the following four phases for theme development in qualitative content analysis, therefore the researcher made use of these phases.

#### **Initialisation phase**

According to Vaismoradi *et al.* (2016:103), the first phase is made up of three stages namely reading transcriptions and highlighting meaning units, coding and looking for abstractions in partakers' accounts and writing insightful summaries DeCuir-Gunby *et al.* (2011) indicate that by reading the transcripts carefully, the researcher has gained the capacity to create ideas and make sense of the facts. Thereafter, the researcher looked for concepts in the facts to identify clear and embedded concepts in the text established on the researcher's own conclusion. However, the researcher was careful not to be influenced too much by her own standpoint in order to avoid losing essential data, hence the researcher remained focused on the data. In qualitative research, coding decreases the total raw data to that which is applicable to the research objectives. It breaks down the data to controllable divisions and takes researchers through the transformation of raw facts to higher-level insights or abstractions as the development of theme. DeCuir-Gunby *et al.* (2011) explains

further that to facilitate coding, different types of codes are recognised in qualitative content analysis. Therefore, in this study the researcher utilised participant perspective code where the researcher identified the participants' positive and negative remarks about their experiences in the EPWP at the selected department of the Western Cape Provincial Government. This arrangement allowed the researcher to do a thorough comparison prior to the subsequent analytical steps. In general, the collected raw facts and the interpretation made by researchers are divided during the writing of notes. The researcher had written thoughtful notes and these notes have allowed the researcher to stay authentic to the participants' viewpoints and increase the validity of theme development.

### **Construction phase**

In the second stage of data analysis, researchers reveal the process of organising codes and relate them in terms of comparisons and dissimilarities to give a place to each cluster of codes in relation to the research question. Through intensive reading, the researcher has analysed the data to make certain that the researcher has gone beyond what the study was looking for at the start of the analysis process and achieved higher levels of abstraction. During the labelling stage, the researcher has produced an understanding of codes by reference to the researcher's own understanding of ideas and knowledges. Where necessary, the researcher ensured that words were paraphrased and replaced in order to complement the meaning of words. The necessity has also been met where the researcher has defined how the themes are recognised and abstracted during data analysis (Sparks & Smith, 2014).

### **Rectification phase**

According to Morse (2002) in this stage, theme is on the edge of complete development. During this phase, the researcher continued to reassess the analysis process and was also distanced from the facts for a certain period of time so as to increase understanding and decrease any early and inadequate data analysis. Separation from data is in line with the collective idea of qualitative analysis as a self-correcting and repeated process that reassures researchers to move back and forth between the study method and findings to ensure correspondence between the focus of study, data collection strategies and analysis. To improve transparency and openness, and simplify transferability of findings to readers, the researcher focused on data overload, description of the original context of data and provision of material for reflection on data analysis in the appendices of the study report (Koch, 2006).

## **Finalisation phase**

Additionally, in this phase of theme development, a story developed by researchers as a written interpretation, labels and links several themes and answers the study question. The story line is a supportive instrument to persuade both researchers and readers of the possible theoretical data overload as the conservative standard of concluding data collection and analysis. Producing a story line makes available a chance to evaluate the entire procedure of data analysis, encourages additional concepts and gathers even more data to advance overload of theme. Hence, this stage comprises the emergence of the story line. Any judgment of the validity of an advanced theme relies on theme appropriateness and adequacy in portraying the storyline developed, based on the partakers' account. Therefore, the researcher ensured connecting the story line to the literature around which the content of themes in the study revolves to demonstrate how the study phenomenon has been developed and also simplifies complete knowledge of the phenomenon for readers. In addition, the researcher has moved the raw data in the direction of a clear and credible story that is established on facts rather than side-lined parts of data (O'Reilly & Parker, 2012).

## **3.7 CHAPTER SUMMARY**

This particular chapter was arranged in a way that provides comprehensive knowledge on the importance of research methodology in qualitative primary data. This chapter has also highlighted the discussion of data collection. The data tools that were used were semi-structured interviews and unstructured questionnaires. Through using these qualitative methods, the researcher searched for valid and trustworthy data. The population of the study consists of thirteen (13) individuals, employed at a selected department of the Western Cape Provincial Government.

Chapter Four presents and discusses the findings of the study

## **CHAPTER 4**

### **DATA PRESENTATION AND FINDINGS**

#### **4.1 INTRODUCTION**

In Chapter 3, the research methodology used in the study was discussed. This chapter presents the results generated through semi-structured interviews and unstructured questionnaires. Furthermore, an explanation for each of the data collection methods used in the study will be discussed. The researcher compares the findings with secondary literature interrogated in Chapter Two.

#### **4.2 QUALITATIVE DATA ANALYSIS**

According to Miles and Huberman (1994:9) cited by Mugobo (2013:207), the qualitative data analysis process follows the following structure:

- earmarking codes to data capture from interviews;
- recognising themes, patterns, similar phrases, sub-groups and sequences;
- recognising cohesions and dissimilarities and
- elaborating on a small set of generalisations.

This statement is supported by Bogdan and Biklen (2003) who outline qualitative data analysis "... as working with the data, organising them, breaking them into manageable units, coding them, combining them, and searching for patterns. The aim of analysis of qualitative data is to determine patterns, ideas, themes and meanings".

Data emanated from questions posed, and the researcher looked for themes in line with the suggestions of the above-mentioned authors. In this way, the researcher made sense of the raw data.

The researcher conducted the study at a selected department of the Western Cape Provincial Government based on the performance of the YWP as an EPWP in order to determine its sustainability of job creation.

#### **4.3 PRESENTATION OF RESULTS**

In this chapter, the researcher will connect the former three chapters with the research findings. The data analysis from the semi-structured interviews and unstructured questionnaires will be presented in this chapter. The results of the data

analysis will be compared with the theories of sustainable job creation and will be related to the hypothesis as stated in Chapter One. The main results from the data analysis will be presented in this chapter. Thereafter, a decision to discard or recall the hypothesis will be taken in the light of the respective results.

The results as derived from the semi-structured interviews and unstructured questionnaires are presented in two sections:

#### **4.2.1 Semi-structured interviews**

Section A: The results of the semi-structured interviews conducted with the senior management officials responsible for the EPWP at a selected department of the Western Cape Provincial Government.

**Question 1. How long have you been on EPWP programme and please give a brief explanation of the role that you play in the EPWP?**

#### **Responses**

**Participant One:** I have been involved in the EPWP since 2003 and my role was basically to implement and manage those projects under the EPWP.

**Participant Two:** I have been part of the EPWP since April 2008 and my role on the programme is more on the receipt and the reporting of the funding.

**Participant Three:** I have been part of the EPWP since 2013 and the role that I have played was to ensure that payments are being processed. However, since 2015 the department made a strategic decision to shift the EPWP CDBO to the Financial Management directorate. My responsibility is to ensure that payments are processed and monitored properly, the correctness validation in terms of contracts are done appropriately as well as ensuring that all EPWP participants are registered and also the Unemployment Insurance Fund (UIF) and Compensation for Occupational Injuries and Diseases (COIDA).

**Participant Four:** I have been involved in the EPWP for four (4) years. I am responsible for managing the initiation, facilitation and implementation of the EPWP and Safety Promotion & Safety Partnerships projects.

**Participant Five:** I have been part of the EPWP since August 2015 and I am responsible for meeting with all other participating departments tracking, their

progress and give information coming from the National Department of Social Development to the Provincial Department of Social Development.

### **Interpretation**

The question was raised to check if the senior management officials could give the researcher primary information regarding the performance of the YWP as an EPWP at the Western Cape Provincial Government in order to determine sustainability of job creation. From the above responses, it is clear that the respondents have been working on the EPWP for an extended period of time. This made it possible for the respondents to provide the researcher with detailed information.

### **Question 2. What are the roles and responsibilities of your directorate concerning the EPWP?**

#### **Responses**

**Participant One:** The responsibilities of the directorate are to provide alternative opportunities to young people who are vulnerable and at risk. The directorate facilitates that through the skills development training programme which is part of our partnership with Chrysalis Academy and through the Wolwekloof diversion training programme.

**Participant Two:** To provide a temporary arrangement with the participants, this will enable them to build a skill and make them more marketable for permanent work opportunities within the economy.

**Participant Three:** To ensure that participants are paid on time as well as to ensure that there is a valid contract for each individual. The other role is to provide reports on a monthly basis to NDPW in relation to reporting as well as for the Head of Department (HOD) purposes.

**Participant Four:** Our role is to create temporary work opportunities by providing the beneficiaries with training and a monthly stipend and also to implement the EPWP projects in partnership with strategic partners.

**Participant Five:** Our responsibility is to create work opportunities to achieve the target that is set by NDPW and we need to create work opportunities that help to enhance services within the social sector.



## **Interpretation**

The question was raised to check if the roles and responsibilities of the different directorates are aligned or not with the objectives of the EPWP to relieve poverty and decrease the unemployment rate. The five senior management officials unanimously agreed that the roles and responsibilities are to create work opportunities and to provide the EPWP beneficiaries with a monthly stipend in order to alleviate poverty and reduce the unemployment level.

### **Question 3. In your directorate what are the challenges that you faced regarding the EPWP?**

#### **Responses**

**Participant One:** We faced administrative management of the programme because the numbers of participants increase, for example, the department had more than 1500 participants that need to be employed although the department does not have enough permanent staff members to manage this process. In addition, in the past, there were problems with timesheets not being captured correctly and that resulted in late payments.

**Participant Two:** Firstly, administratively it is relatively complex because we have to make sure that the recipients of the EPWP grants are actually working and performing their functions where they are placed. Since we are not in the communities, we have to get timesheets from the supervisors and other entities in charge to confirm that the participants were at work performing the functions towards safety. Another challenge that we encounter is processing individual payments for the EPWP beneficiaries every month, for example, if our target is one thousand per year then we have to process 1000 payments each month.

**Participant Three:** From a budget point of view the department wants to pay the participants a better rate, however it is constrained by budgets and also given the number of participants the department has on the system is a lot. Another challenge is when delays in payments are caused when the participants' working timesheets are completed incorrectly. Furthermore, the amount of payments that come through at a certain time is challenging because of the human capacity problems that we experience within the department. There is also a communication challenge regarding where the participants are placed because participants moved a lot

between institutions, hence there is not proper record kept from the institution side. Another challenge is when participants are placed in institutions, it seems that they are not sure which functions they are going to perform, therefore it should be communicated properly to the participants when they finish off their graduation at Chrysalis Academy.

**Participant Four:** We have a lack of staff capacity to deal with all the EPWP administration and requirements. We also have a lack budget that prevents us from appointing more participants and to provide them with accredited training. There is a lack of exit strategies because after their contract ends we cannot appoint them permanently and there is also a high demand from the unemployed youth to join the EPWP.

**Participant Five:** The receiving of late transfer payments and the money allocated to them is not equal to the over exceeding of their targets. Training in terms of accessing the national skills fund is problematic, for example, the training is selected but the whole process from the training unit in the national department of public works is delayed in terms of finalising the training by getting the selected service provider. In addition, a very important link in terms of challenges to be resolved is to continue getting the sustained cooperation between the two departments through the provincial department of public works.

### **Interpretation**

The question was asked to see if the directorates are facing the same challenges that hinder the performance of the EPWP within the department or not. The responses indicated that the public officials at the selected department of the Western Cape Provincial Government agreed that the department has a shortage in their budget which prevents them from appointing more employees in order to deal with the necessities of the EPWP as well as from providing the beneficiaries with accredited training. However, the respondents also revealed that there are many measurements that the department has implemented to attend to the challenges faced such as the establishment of the CDBO which is basically responsible for overseeing the reporting of reliable data and that payments are made to valid EPWP beneficiaries.

#### **Question 4. What measurements or techniques are in place to ensure that you attend to these barriers or challenges?**

##### **Responses**

**Participant One:** The department has implemented the CDBO unit under the finance directorate to control the payment process of the EPWP. We have also created a central email communication facility where all the partners are responsible for the employment of these young people to ensure that those timesheets reach the department every month. In the past we used to go physically to collect the timesheets but now we have cancelled it by creating a software system where they can submit the information to the directorate on a monthly basis.

**Participant Two:** It depends on how we utilise technology to make it easier to receive the information and to process the information. In addition, to automate the time sheet process and the payment process since these processes are the biggest challenges in terms of administration.

**Participant Three:** There are various checks and balances that occur from a payment point of view, which starts at the line where time sheets are sent in from various institutions. The officials who deals with the timesheets have the responsibility to ensure that it is are properly completed and where problems are experienced it should be reported to the institutions. The CDBO should verify information for correctness and send time sheets or stipends back that are completed incorrectly. The department also developed a calculated tool to assist people with calculating the hours and the value that the person should get for those hours worked. The databases that we work on in most cases one person works on it and it is locked so that information is centralised and used as a basis to verify whether the participants have valid contracts. In addition, the department's internal control unit also audits all batches of payments that are processed and on a quarterly basis feedback is provided to the CDBO and line managers to highlight any errors that were identified during the audit process.

**Participant Four:** We have competent staff members to deal with administration processes and a dedicated unit that is responsible for mainly the EPWP projects. Interns are appointed to provide administration support to the permanent staff members. As well as through the establishment of formal partnerships with our

partners some of the interns assist us in terms of the administration of the timesheets regarding the payments of the EPWP beneficiaries. Lastly, we have developed a payment system that assists us with the various payments that need to be made on a monthly basis.

**Participant Five:** In terms of late payment of the incentive grand, NDPW wants to make all payments in April 2018 when the new financial year starts. Secondly, in terms of more funds allocated to the selected department of the Western Cape Provincial Government, the provincial department needs to give targets that are realistic in terms of what they achieve in the baseline.

### **Interpretation**

The question was posed to the public officials to identify measurements in place to eliminate challenges. The respondents revealed that there are many measurements that the department has implemented to attend to the challenges faced such as the establishment of the CDBO, which are responsible for overseeing the reporting of reliable data, and that payments are made to valid EPWP beneficiaries.

**Question 5. How do you ensure that the communication channel is efficient between your directorate and the other active role players?**

### **Responses**

**Participant One:** Monthly meetings take place between the management to iron out any obstacles that might arise. As well as on a quarterly basis we, as the senior managers responsible for the EPWP, gather to discuss any techniques to improve the communication process between these two directorates.

**Participant Two:** We set deadlines for the receiving of documentations by the Financial Management directorate for timeously processing and we have meetings regularly. Hence, the communication lines need to be open all the time.

**Participant Three:** Regular meetings are being held with the senior officials to iron out problems and where problems are persisting the internal control unit will have meetings with the directorate to highlight the problems.

**Participant Four:** We have ongoing communication by means of emails with management to deal with operational queries. Secondly, we also have operational

meetings on a frequent basis to discuss issues identified at operational level as well as sessions to discuss issues picked up by the auditors in the internal control unit.

**Participant Five:** That is ensured through the regular engagements between senior management in terms of the Social Sector meetings and through forwarding all relevant information.

### **Interpretation**

The question was raised to get an idea of whether or not the role players are engaging with each other. The respondents agreed that the communication lines are efficient since they meet on a regular basis to identify the risk factors and how to overcome these factors. The engagements mostly take place between the senior officials responsible for the EPWP at the selected department of the Western Cape Provincial Government.

**Question 6. In your Directorate, are there any employees who have been permanently employed after participating on the EPWP? Please elaborate. If not, why not?**

### **Responses**

**Participant One:** At the municipalities such as Overstrand, George, Laingsburg, Drakenstein and CoCT, EPWP beneficiaries that came through Chrysalis Academy and Wolwekloof Academy training are now absorbed into permanent structures of the municipalities as law enforcement officers.

**Participant Two:** No, I cannot remember of any permanent appointments been made after participating on the EPWP programme.

**Participant Three:** No, because due to the nature of the work in the CDBO the skills that those EPWP beneficiaries acquire are not suitable for the CDBO. Participants are trained more in security skills and soft skills in terms of communication and personal development.

**Participant Four:** The directorate has appointed two beneficiaries on contract as administration clerks, however most of the EPWP participants were appointed by outside strategic partners.

**Participant Five:** No, there is no exit strategy, therefore Government has to develop partnerships with the private sector. Government should also look at small to medium business enterprises and social entrepreneurship to train the beneficiaries in starting their own businesses.

### **Interpretation**

The question was asked to determine if the EPWP beneficiaries are able to get permanent employment after exiting the programme. According to the respondents, it is possible, especially in most of the municipalities in sections such as law enforcement. However, it is a bit difficult for the selected department of the Western Cape Provincial Government to employ the beneficiaries since they have budget constraints.

**Question 7. Please explain whether the EPWP programme helps to improve the quality of life of EPWP beneficiaries?**

### **Responses**

**Participant One:** Yes, indeed, because we have provided them with accredited training to obtain a qualification and those qualifications can be used as a tool to apply for work. Secondly, we provided them with a minimum of 12 to maximum 24 months job opportunities and in many instances, we ensure that they become at least permanently employable by those partners that we have established a MoU.

**Participant Two:** Without doubt, yes, because the EPWP beneficiaries are provided with appropriate skills and training to be more marketable in the work environment.

**Participant Three:** From my point of view, yes, it does because we have a number of full-time work opportunities.

**Participant Four:** Yes, because most of the beneficiaries are sole breadwinners in their families, hence the quality of their life improves economically as they receive a monthly stipend. Poverty was alleviated because some of the beneficiaries come from very poor families but because of this programme they can buy groceries and some even saved the money in order to further their studies. In terms of the training, it assisted the beneficiaries to become more employable and some of them have even started their own businesses so that they can make a living as entrepreneurs.

The programme has even changed the behaviour of the beneficiaries since some of them were using drugs so now they are more disciplined.

**Participant Five:** Yes, because the most vulnerable and extremely poor people are targeted, therefore they get paid a stipend monthly which helps them to take care of their basic needs.

### **Interpretation**

The question was raised in order to determine whether or not the beneficiaries gain from participating on the EPWP. From the above-mentioned responses, the quality of life of the beneficiaries improves in terms of the training that they receive and through that they also gain work experience and skills. Additionally, the programme helps the beneficiaries financially because the beneficiaries now earn a monthly stipend.

**Question 8. In your opinion, how does the EPWP alleviate poverty and reduce unemployment, particularly in the Western Cape?**

### **Responses**

**Participant One:** Firstly, the programme creates job opportunities in terms of alleviating poverty. Secondly, a salary is being paid to the beneficiaries and at least it contributes towards the household and the fact that we can employ them for up to 24 months contributes towards reducing unemployment.

**Participant Two:** The recipients of the programme are mostly people who are unemployed, either the participant just finished school or the participant is just sitting at home not having anything. Even if it is not a salary, the participant can live from it and it keeps them off the streets.

**Participant Three:** The EPWP of the department makes a huge impact on poverty and unemployment in the Western Cape amongst the youth because the programme of recruitment, which is managed by Chrysalis Academy, is done across the province. Additionally, every year, we have close to a thousand participants on the programme and they are basically employed for 12 months so technically they can receive almost R24 000 a year which makes a huge impact on a poverty point of view as most of these beneficiaries come from communities with high unemployment rates.

**Participant Four:** The stipend that is being paid to the beneficiaries on a monthly basis is some form of an allowance and it assists them in terms of their basic needs. EPWP also reduces unemployment through the training provided to the beneficiaries. They have gained work exposure that assists them in getting permanent employment.

**Participant Five:** Poverty alleviation is almost immediate because some of the participants enter the programme with nothing since they were unemployed then earns a monthly stipend. Hence, it does have a positive impact on their lives and reduces poverty at the same time. In terms of reducing unemployment, the participants are placed in the government entities whereby they are provided with skills and working experiences which make their chances greater to get employment in the future.

### **Interpretation**

The question was raised in order to identify whether the EPWP is achieving its objectives. The respondents indicated that the unemployment rate decrease immediately since the EPWP create job opportunities to the poor and vulnerable communities. Secondly, poverty is alleviated because the EPWP beneficiaries earn a stipend on a monthly basis.

### **Question 9. Give possible reasons why the target has not been met in phase II of the EPWP nationally?**

#### **Responses**

**Participant One:** From a management perspective, it is all about planning and budgeting. Therefore, I regard our model as best practice because the other provinces in the Social Sector have also learned from our experiences. We also did a lot of twinning visits from almost all the provinces since 2003, we have been initiating, and we did budgeting planning. Most important is that we have our own budget. We do not wait on the national EPWP office to allocate money and we always make sure that we add more to create more job opportunities. The other national and provincial departments do not have delegated budgets, they depend on national to allocate the funds for the programme. In addition, the other problem is that government alone drives the EPWP largely, private sector does not really participate.



**Participant Two:** There is no coordination and collaboration across the four sectors' departments. That results in each department doing their own bit toward the programme. In most of the departments the EPWP is not treated as a priority, therefore it is not monitored efficiently and effectively.

**Participant Three:** The issue from a national level is that in most departments, including municipalities, the EPWP is treated as an additional function. Each department should have a dedicated unit that manages the EPWP and for that you need staff resourcing, training of staff and dedicated people to manage the projects because of the labour intensiveness of the project since you are dealing with beneficiaries.

**Participant Four:** Some of the implementing bodies, which are the departments, have experienced some budget constraints over the previous financial years. Due to the incapacity of dedicated staff members or units that are responsible for the implementation of the EPWP projects, some of the departments treat the EPWP as an additional task.

**Participant Five:** NDPW did not set a realistic target, they were just estimating since the target in phase I had been achieved before the time.

### **Interpretation**

The question has been asked to the respondents to identify the mistakes made in Phase II nationally. All the respondents concur that the programme is preserved as an alternative task and there is a lack of dedicated staff members which resulted in targets not being attained. Secondly, they advise the other departments to establish a unit which are solely responsible for the functioning of the EPWP in the specific departments.

### **Question 10. What are the strengths of the EPWP in the selected department of the Western Cape Provincial Government?**

#### **Responses**

**Participant One:** Concerning the EPWP in the department there is a delegated budget every year, which is important. It is written in the key performance indicators (KPI) as part of our annual performance plan (APP) since 2003. This means we have to commit to ensure that we reach the targets, hence the department have delegated

staff members that work towards achieving the objectives of the programme. The difference between the selected department of the Western Cape Provincial Government and the other departments is that we do not outsource the EPWP functions. We manage everything concerning the programme.

**Participant Two:** As a department we are practically the only department that is managing the programme in-house, unlike the other departments who are outsourcing the EPWP to a service provider. As a result, we are over-exceeding our targets.

**Participant Three:** From a strategic point, the EPWP is part of the APP and once it becomes part of the department's target everyone wants to perform on it. Another strength is also the CDBO unit with the dedicated staff members who know what the value of the EPWP is, hence they strive to ensure that the payments are processed in a specific time frame.

**Participant Four:** The success stories in terms of the participants who were employed outside the department because once the beneficiaries participate on the programme, it increases their chances of becoming employable. In addition, the programme has changed their lives in term of the life skills received at Chrysalis Academy because once their behaviour is modified some of the participants do not go back to their old ways but rather improve their lives.

**Participant Five:** The selected department of the Western Cape Provincial Government is exceeding their job creation target repeatedly through their beneficiaries being absorbed into the municipalities within the law-enforcement unit, therefore they are creating job opportunities to strengthen their services.

### **Interpretation**

The question was raised to determine the performance of the YWP as an EPWP in the selected department of the Western Cape Provincial Government and also to identify the flaws of the EPWP in the department. From the above-mentioned responses, the department is performing extremely well since the EPWP is part of the APP, hence the staff are dedicated and committed towards the programme. Nevertheless, the public officials responsible for managing the EPWP should focus more on the payment process of the programme and they should also adjust the EPWP policy internally.

**Question 11. What approaches do you have to improve the programme at the selected department of the Western Cape Provincial Government?**

**Responses**

**Participant One:** When we started with the training at Chrysalis Academy and Wolwekloof Academy it was not accredited which made it difficult for the beneficiaries to become employable, hence our first approach was to accredit the training institutions.

**Participant Two:** It is about using technology to simplify processes so the idea moving forward is to have biometric finger scanners that are mobile in order for the participants to clock in and clock out instead of completing the time sheet manually. That automatically generates the time sheet and can be emailed electronically to the department because it reduces the error rate in the manual system and it is faster and accurate. Secondly, we are looking at integrating the excel sheet of the payments directly into the BAS to avoid capturing the payments individually and rather import the document into BAS.

**Participant Three:** NDPW should reward where departments are performing with increased budget allocations in order to increase the rate being paid to participants or the number of participants on the programme. Communication can be improved if it is dealt with on a higher level. In the Western Cape Province, there is also a unit in provincial public that coordinated efforts. There should be better communication of departments in terms of the requirements of the programme and how to improve it. Currently, they do have meetings, however the discussion should be taken to a next level where issues are being discussed on a higher level.

**Participant Four:** To appoint more staff as well as to offer further ongoing training to improve the programme. More efficient payment systems should be developed and national should provide the department with more money for the EPWP.

**Participant Five:** The performance of the department is outstanding but one recommendation that can turn the department around in terms of getting more money from NDPW is to make realistic target setting.

## **Interpretation**

The question was asked to check if employees were able to identify methods in order to improve the EPWP programme. The responses indicated that all employees were aware that strategic changes should be made in terms of upgrading and developing the systems that are being used for the functioning of the EPWP.

## **Findings derived from the Semi-structured interviews**

According to the Western Cape Government (2013) the selected department of the Western Cape Provincial Government was the first provincial department that initiated the job creation programme in the Social Sector. The selected department of the Western Cape Provincial Government started in 2004 by implementing the SSP known as school safety volunteers. The findings show that the participants have been directly involved in the EPWP for a long period of time, therefore the information received from the respondents can be regarded as first-hand and reliable data.

The study showed that the roles and responsibilities of the different directorates are in line with the objectives of the EPWP which are to alleviate poverty and unemployment by making provision for safer societies and to generate safety alertness in the Western Cape. All of the respondents consistently agreed that the EPWP is implemented in order to generate work opportunities for those individuals who are poor and unemployed in society.

However, the selected department of the Western Cape Provincial Government face several existing barriers which make it difficult to deliver the expected services and these barriers delay the productivity of the programme. The study also pointed out that the provincial department made use of an excel spread sheet which was not an effective management tool because it was causing many mistakes and it resulted in late payments made to the EPWP beneficiaries. In order to overcome these stumbling blocks, in the 2014/2015 financial year, the senior management officials at the selected department implemented a central database from which appointments, deployments, payments and terminations of contracts are managed in order to eliminate the errors and delays. The study also found that that before any reports are submitted monthly, engagements between the senior management officials responsible for the EPWP take place in order to discuss the expenditure of the EPWP, the issues identified at operational level as well as the issues identified by the auditors in the internal control unit. The study also found that the selected

department of the Western Cape Provincial Government does face a budget constraint challenge, hence the Policy Framework for the Management of the EPWP should be amended in section 8.2.4 (payment process), especially when the delay is caused by the department.

The study revealed that chances are slight for the EPWP beneficiaries to get permanent jobs after exiting strategies, hence Government needs to form partnerships with external forces. Yet, some of the EPWP beneficiaries are absorbed at the municipalities in the law-enforcement section after leaving the EPWP. Nonetheless, all the respondents agreed that the lives of the EPWP beneficiaries improved since they are armed with all the required skills and training that help them to acquire permanent jobs when exiting the programme. Additionally, before entering the EPWP, most of these beneficiaries did not have any income and they were unskilled in terms of labour. As a result, the study agrees that the EPWP is attaining its objective in the Western Cape since the individuals from the poor communities are provided with work opportunities and through that they earn a stipend on a monthly basis.

The study revealed that the selected department of the Western Cape Provincial Government has achieved and continues to achieve, abundant success with its EPWPs, most notably the YWP. The EPWP has been part of the APP since 2003, therefore the staff members commit to the programme and ensure that they reach the targets and submit the required reports on time. Another difference between the selected department of the Western Cape Provincial Government and the other departments is that the department has come up with an innovative manner of insourcing the EPWP functions, hence a unit has been established that deals particularly with EPWP processes.

In addition, the performance of the department is outstanding but in order to improve the productivity of the EPWP, the department should use advanced technology to simplify processes. By doing so, many of the identified risks associated with the programme will be mitigated. Furthermore, since the EPWP cannot be measured as a developed policy for employment and poverty reduction, the beneficiaries should be equipped with quality education and skills in order to find a long-term profession in today's economy.

#### **4.2.2 Unstructured questionnaires**

Section B: The results as derived from the unstructured questionnaires administered to EPWP beneficiaries employed at the selected department of the Western Cape Provincial Government.

**Question 1. How long are you employed on the EPWP project and what are the duties performed by you?**

**Participant One:** Eighteen (18) months. I ensure that there are liaisons between the department and various stakeholders by setting up meetings with the stakeholders and the minister and I'm also responsible for the booking of facilities at the City of Cape Town.

**Participant Two:** Three (3) months. I was required to perform the duties of the departmental transport officer, fleet and logistics for the department.

**Participant Three:** Twelve (12) months. Administration duties and project support.

**Participant Four:** Twenty-two (22) months. I am managing the EPWP projects such as the SSP and I also process the participants' payments as well as monitoring and reporting project data based on the school and youth work projects.

**Participant Five:** Three (3) years. I was responsible for taking minutes, arranging for meetings, answering the telephone, capturing data, filing and logistical arrangements.

**Participant Six:** Two (2) years. Assisting on administration processes, database management, maintain filing and keeping records, captured monthly stipends for EPWP and communicated with the EPWP participants through the bulk message usage system.

**Participant Seven:** Two (2) years. I assist with administration work as well as preparing the MEC outreach events.

**Participant Eight:** Five (5) months. Updating transfer payments database, checking the EPWP beneficiaries bank account numbers for stipend payments and also updating expenditure reports.

## **Interpretation**

From the above responses, it is evident that six (6) out of the eight (8) respondents have been working for the selected department of the Western Cape Provincial Government for more than twelve months, whereas two out of the eight respondents have been working for less than six months. Furthermore, four (4) out of the eight (8) respondents have been dealing with EPWP-related duties as part of their work functions and the other four (4) respondents are responsible for administrative tasks and ad hoc duties. This made it possible for the respondents to offer the researcher with detailed data about the performance of the EPWP in the department.

### **Question 2. Did you receive any kind of training before you were placed within the department? If you did receive training, what type of training?**

**Participant One:** Yes, as EPWP beneficiaries we were equipped with computer literacy training, communication skills and integrity skills in order to be competent and to be committed in the workplace.

**Participant Two:** No. I have received on-the-job training in the form of graduate internship, which persisted for eighteen months. Afterwards I was placed on the EPWP programme.

**Participant Three:** No

**Participant Four:** Yes. I first attended an induction for a week before we started working, however we were mainly provided with on-the-job training.

**Participant Five:** Yes. I first attended an induction for a week before we started working, however we were mainly provided with on-the-job training.

**Participant Six:** Yes. I received thorough training from Chrysalis Academy for three (3) months. We were provided with life skills and tools to become self-confident. We also did vocational skills, hairdressing, grooming, and welding, carpentry as well as administration work and computer skills.

**Participant Seven:** Yes. I first attended an induction for a week before we started working.

**Participant Eight:** No

## **Interpretation**

Five (5) out of eight (8) respondents have received training before they were placed at the selected department of the Western Cape Provincial Government and part of the training was based on code of behaviour in the workplace and the rest of the training was taking place on the job, whereas three (3) out of eight (8) respondents did not receive training before they were placed.

**Question 3. Did you find the training beneficial? Please elaborate more on your answer.**

**Participant One:** Yes, because I have protocol when I address the stakeholders telephonically and when I meet them in person.

**Participant Two:** Yes, because it provided first-hand experience, which is not always the case with other formal training.

**Participant Three:** Not applicable.

**Participant Four:** Yes, it assisted me with completing my work duties relatively effectively and efficiently.

**Participant Five:** Yes, it taught me how to conduct myself in the workplace and the importance of adhering to rules and the code of conduct in the department.

**Participant Six:** Yes, the training has changed my life effectively in terms of where I see myself in the future. In addition, I have also gained skills such as conflict management, personal growth and leadership abilities.

**Participant Seven:** Yes, it taught me the importance of proper communication skills and behaviour in the workplace.

**Participant Eight:** Not applicable.

## **Interpretation**

Six (6) out of eight (8) respondents have found the training beneficial because it taught them about the code of conduct, regulations that must be adhered to all the time and also to communicate in a professional manner in the working environment. However, the above question was not applicable to two out of eight respondents since they did not receive training before they were placed in the department.



**Question 4. What type of support did you receive from EPWP? Please elaborate.**

**Participant One:** Financial support and I have also received assistance from my supervisor by giving me guidance in the workplace.

**Participant Two:** Aside from the remuneration, no further support was provided to me as a beneficiary specifically by the programme with reference to skills training.

**Participant Three:** Financial support and the programme encouraged me to get a stable job.

**Participant Four:** The EPWP had clear directives in terms of how the human resource (HR) processes should be dealt with. We had provincial co-ordinators who would inform the department on compliance issues and financial assistance were also given to me.

**Participant Five:** I was assisted financially and I also have been assisted by the directorate to obtain my driver's licence. Additionally, I have also attended a Logistical Information System (LOGIS) course that is meant for permanent government officials.

**Participant Six:** Practical work experience within the department and the department has also provided me with free learner's licence classes and financial support.

**Participant Seven:** Financial support and working experience.

**Participant Eight:** Work experience within the department as well as financial aid.

### **Interpretation**

All the respondents agreed that they have received financial support from the EPWP. While four (4) respondents out of eight (8) concur that they were gaining work experience and two (2) out of eight (8) respondents have been supported by the department to obtain their learner's license. However, one (1) out of the eight respondents argued that no other form of support was given other than financial aid.

**Question 5. Do you think that the training and support provided to you as the EPWP beneficiary, is sufficient in order for you to exit into long-term employment? Why or why not?**

**Participant One:** Yes, because I am gaining experience in the public sector by building relationships and networking with various stakeholders.

**Participant Two:** Yes, because I am gaining skills while working.

**Participant Three:** Yes, I can work well under pressure in a team and individually. I can make constructive decisions and adapt easily in any working environment.

**Participant Four:** No, the on-the-job training was not enough to find a job as people with degrees were struggling to get a proper job.

**Participant Five:** Yes, on-the-job training is beneficial to increase the participants' working skills and knowledge.

**Participant Six:** Yes, because as EPWP participants we receive the same amount of work as the permanent personnel.

**Participant Seven:** Yes, because I am well prepared for long-term employment.

**Participant Eight:** Yes, I have obtained an accounting diploma and luckily I was placed in the finance section. That was advantageous.

### **Interpretation**

From the above-mentioned responses, seven (7) out of eight (8) respondents concur that the support given to them is sufficient in order for them to exit into long-term employment because they have gathered enough working experience, skills and knowledge in the workplace. However, one (1) out of eight (8) respondents disagrees with the other respondents by stating that the training received on job was not enough since most of the graduates are struggling to get employment.

**Question 6. In your opinion, do you stand any chance of getting long-term employment within the department that you currently working? Please substantiate your answer.**

**Participant One:** Yes, because I've been employed in this department for three years and I have gained enough experience, hence I'm aware of what is expected from me.

**Participant Two:** No, long term employment is not guaranteed due to employment criteria, cost containment and other external factors.

**Participant Three:** Yes, because I have gained a lot of working experience during the twelve months that I'm working for the department.

**Participant Four:** Currently, I am already permanently employed by the department.

**Participant Five:** Yes, because I have three (3) years' working experience but there are currently no open vacancies available.

**Participant Six:** Yes, because I am currently employed as a contract worker in the department.

**Participant Seven:** Yes, because the work that I do is sufficient and I am a dedicated worker.

**Participant Eight:** Yes, I have gained an enormous amount of experience and that makes me skillful in the component.

### **Interpretation**

Six (6) out of eight (8) respondents agreed that they do stand a chance of getting permanent employment in the department based on the period of time that they have been working for the department and the experience gained by them during that period. One (1) out of eight respondents disagreed with the other respondents based on the job requirements because the respondent had been employed for only three months in the department.

**Question 7. What plans do you have, after your EPWP contract comes to an end?**

**Participant One:** I want to open my own hair salon which I am already doing part-time.

**Participant Two:** To seek permanent employment by utilising the experience gained from the EPWP programme.

**Participant Three:** To seek permanent employment.

**Participant Four:** Continue with my career path.

**Participant Five:** To further my studies.

**Participant Six:** To get a permanent job within the department or outside the department.

**Participant Seven:** Firstly, to obtain my grade 12 certificate and then further my studies on a tertiary level.

**Participant Eight:** To get a permanent job in any government department.

### **Interpretation**

Four (4) out of eight (8) respondents want to seek permanent employment and two (2) out of eight (8) participants want to further their studies. One (1) out of eight (8) participants wants to focus on the career path since the respondent is already permanently employed and one (1) out of eight (8) participants wants to use the entrepreneurial skills received during training to open a business.

**Question 8. Please explain whether or not the EPWP programme helps to improve the quality of life of EPWP beneficiaries?**

**Participant One:** Yes, because the beneficiaries are being exposed to the working industry and they are gaining exposure as how to communicate with the society and how to handle difficult situations.

**Participant Two:** Yes, because the programme provides financial aid to the beneficiaries.

**Participant Three:** Yes, it helps the beneficiaries to gain more knowledge and experience within the public sector.

**Participant Four:** Yes, beneficiaries have a job during difficult times and are able to claim UIF after employment.

**Participant Five:** Yes, beneficiaries get a stipend as well as working experience. This can contribute to the long term when seeking for a permanent job and it also helps to improve the living conditions.

**Participant Six:** Yes, some of the participants are the only breadwinners in the household, therefore the stipend makes it possible to provide for the entire family.

**Participant Seven:** Yes, the unemployment rate is high, however the EPWP helps the youth to step into the right direction.

**Participant Eight:** Yes, the EPWP made it possible for me to provide for myself and my family.

### **Interpretation**

All the participants agreed that the EPWP assists to better the quality of life of EPWP beneficiaries because there are some situations where the beneficiary is the only provider in the household and it supports them in terms of acquiring work experience.

### **Question 9. What are the strengths of the EPWP?**

**Participant One:** Competency to care and value the hard work of the beneficiaries and it provides them with skills.

**Participant Two:** The EPWP provides on-the- job training as well as an opportunity to get long-term employment.

**Participant Three:** The EPWP gives the beneficiaries exposure in the working environment, training them on how to work well under pressure and still be able to meet deadlines.

**Participant Four:** The EPWP provide on-the-job training and work experience.

**Participant Five:** It is an ongoing programme of government that provides the participants with working experience and it also improves the skills and knowledge of the beneficiaries.

**Participant Six:** Nationwide programme that involves all spheres of government as well as state-owned enterprises. EPWP draws significant numbers of unemployed people into productive work and provides them with training to increase the people's capacity to earn an income.

**Participant Seven:** Developing the community by providing them with life skills, vocational skills and co-operative training.

**Participant Eight:** Helps financially by paying the participants a stipend, beneficiaries gain skills and it betters their chances to get long-term employment.

### **Interpretation**

Eight (8) out of eight (8) respondents state that the strength of the EPWP is to employ the unemployed individuals in the communities by providing them with training to improve their ability to earn a salary. In addition, all the respondents agree that the weaknesses of the programme are that it only provides the beneficiaries with short-term employment, the stipend received by the beneficiaries is too little and the participants do not have a stable pay date.

### **Question 10. What are the weaknesses of the EPWP?**

**Participant One:** The beneficiaries don not have a specific pay date and they do not get benefits, for example, overtime.

**Participant Two:** No stable pay date.

**Participant Three:** The beneficiaries do not get paid when injured on duty and there is no guarantee of permanent employment.

**Participant Four:** Lack of financial resources.

**Participant Five:** Lack of training opportunities and the beneficiaries do not have a stable pay date.

**Participant Six:** Rate per day is too little compared to the amount of work that needs to be done on a daily basis and the participants do not have a specific pay date.

**Participant Seven:** By focusing on the youth mostly, meanwhile the more elderly people are unemployed.

**Participant Eight:** Employment is only temporary and the stipend is low.

### **Interpretation**

All the respondents agree that the weaknesses of the programme are that it only provides the beneficiaries with short-term employment, the stipend received by the beneficiaries is too little and the participants do not have a stable pay date.

**Question 11. What would you change about the EPWP programme to improve it?**

**Participant One:** To increase the stipend of the beneficiaries and to implement a specific pay date.

**Participant Two:** To implement a specific pay date and increase the stipend.

**Participant Three:** There is no need for any changes.

**Participant Four:** Provision of adequate resources and ensuring the participants courses are accredited.

**Participant Five:** To make provision for more training opportunities, to establish a stable pay date for the EPWP beneficiaries, and to pay the beneficiaries more.

**Participant Six:** Amend the remuneration policy by simplifying that the minimum pay rate per day should be R150 per day.

**Participant Seven:** Increase the stipend of the beneficiaries.

**Participant Eight:** Increase the stipend of the beneficiaries and also extend the employment period.

### **Interpretations**

From the above-mentioned responses, six (6) out of eight (8) respondents agree that the EPWP stipend needs to be increased and a specific pay date should be implemented. One out of eight (8) respondents stated that provision for adequate resources should be made. A safe environment, ensuring the participants' courses is accredited. However, one (1) out of eight (8) respondents said that nothing should be changed regarding the EPWP.

### **Findings derived from unstructured questionnaires**

From the above responses, it is evident that 75% of the respondents have been working in the EPWP at the selected department of the Western Cape Provincial Government for more than twelve months while 25% of the respondents have been employed through the programme for a minimum of six months. Another crucial finding that appeared from the study was that 50% of the respondents deal directly with EPWP-related issues while the other 50% is dealing with different job duties such as administration at the department. The researcher found this advantageous because it made it possible for the respondents to provide the researcher with primary data.

The study found that 63% of the respondents have received training and the training focused on code of behaviour in the workplace and the rest of the training was taking place on the job. These beneficiaries found the training as an advanced tool because it taught them about professionalism in the workplace and compliance with regards to the legislations in place. Most important is that the training provided to them promotes safety alertness which is in line with the objective of the selected department of the Western Cape Provincial Government, although 38% of the respondents did not receive any training before they were placed.

The study showed that the selected department of the Western Cape Provincial Government is guided by legislations concerning the EPWP, hence the department is able to provide the beneficiaries with a monthly stipend and training when partaking in the programme. Furthermore, it is clearly stated by the respondents in the study that the EPWP assists them greatly in terms of finance because most of them did not receive an income before participating in the programme.

According to Heradien (2013:56), EPWP beneficiaries are provided with training and skills for the workplace which increase their chances of finding permanent employment. The study indicated that 90% of the respondents agreed that the support given to them is efficient in order for them to exit into long-term employment because they have gathered enough working experience, skills and knowledge as well as it helped them financially. However, one (1) out of the eight (8) respondents differs with the other respondents by maintaining that the training received on-the-job was not sufficient.



The study showed that 75% of the respondents agree that long-term employment is possible for them since they have acquired great work exposure for the time that they have been employed by the selected department of the Western Cape Provincial Government. Thus far 25% of the beneficiaries are already permanently employed at the provincial department. The results of the study correspond with the statement that is been made by the Western Cape Government (2016) that it is possible to secure permanent jobs through the EPWP.

The study points out that 15% of the beneficiaries desire to further their studies since education is regarded as one of the solutions for unemployment, poverty and inequalities. Ntongana (2014) reported in *GroundUp* articles that several protests took place by EPWP beneficiaries who demanded permanent job opportunities. As a result, the study found that four (4) of the beneficiaries seek long-term employment.

Furthermore, the study found that all the respondents agree that the EPWP reached its objective because the programme improved the quality of life of the EPWP beneficiaries in terms of providing the unemployed with work opportunities, appropriate skills and financial support, especially where the beneficiary is the only provider in the household and also in terms of work experience. However, the main concern with the EPWP is that only a minor portion of the funds going into the programme touches the intended beneficiaries. As a result, employees have, at times, waited for months for compensation. Eventually, when payments are made, amounts are imprecise and the income received for that reason had little influence on decreasing poverty. In addition, the study showed that all the participants agreed with the above-mentioned statement that the weakness of the programme is that it only makes available short-term employment to the beneficiaries

### **4.3 CHAPTER SUMMARY**

This chapter was structured in a manner that it provided comprehensive knowledge regarding the performance of the YWP as an EPWP at a selected department of the Western Cape Provincial Government. Chapter Four of this research study pursued to capture, decode and interpret the data collected from the semi-structured interviews and unstructured questionnaires.

Chapter Five provides the conclusion and recommendations for this study.

## **CHAPTER 5**

### **CONCLUSIONS AND RECOMMENDATIONS**

#### **5.1 INTRODUCTION**

Chapter 4 analysed and interpreted the data. The findings of the study were also forwarded. The main objective of this study was to examine the performance of the YWP as an EPWP in the selected department of the Western Cape Provincial Government in order to determine its sustainability of job creation.

This chapter forwarded the conclusions to facilitates the recommendations to the selected department of the Western Cape Provincial Government on how to improve the programme.

The preceding chapters are summarised, followed by a revisiting of the research objectives. Proposed recommendations are made, as well as suggestions for further studies.

#### **5.2 CONCLUSION**

##### Chapter One

This chapter presented the study and gave the background to the research problem. The research problem, the research objectives and research questions pertaining to the research were delineated. The selected concepts were defined and the significance of the study was discussed. Furthermore, the chapter provided details of the research design and methodology employed in the study.

##### Chapter Two

Chapter Two reviewed a theoretical and legislative overview on performance of the YWP as an EPWP in the selected department of the Western Cape Provincial Government in order to determine its sustainability of job creation. Furthermore, this chapter contains two divisions. The first section comprises the theoretical overview on EPWP in South Africa which includes literature on PWPs, the history of the EPWP in South Africa, the EPWP in different sectors, the EPWP at the selected department of the Western Cape Provincial Government and theory on sustainable job creation. This is followed by the legislative component, which entails a national perspective, a provincial perspective, and a local perspective.

### Chapter Three

This chapter discussed the qualitative research approach where researchers defined qualitative research and defined data collection. The study used unstructured questionnaires and semi-structured interviews as the data collection tools. The study discussed the sampling method that had been applied. Data validity and reliability were discussed and the data analysis method that was used was explained. In addition, the ethical considerations were outlined and limitations of the study were presented.

### Chapter Four

This chapter analyses the research data. Data was gathered by means of using unstructured questionnaires and semi-structured interviews. Thereafter, the information was analysed and presented. The results of the semi-structured interviews and unstructured questionnaires were presented and analysed.

In the Findings, in Section A, the semi-structured interviews' respondents agree that the performance of the EPWP is outstanding since the department adheres to all the laws and regulations concerning the programme. Secondly, the selected department of the Western Cape Provincial Government goes beyond the job creation target constantly and the jobs created are brought into line with the objectives of the department.

The researcher concluded from the information presented in this chapter, it became evident in the study, that one of the challenges faced by the selected department is that the money allocated to them is not equal to the exceeding targets. A challenge faced by the EPWP beneficiaries is that the monthly compensation received is not enough to cover their basic needs, hence they want an increase. At times there is a delay in the submission of the correct supporting documents of the contracts of the beneficiaries and this results in late payments. It also became evident in the study, that there is also a lack of budget for accredited courses for placed EPWP participants. The challenges indicated that EPWP job creation projects, with its current implementation, are not sustainable. It is, rather, a temporary job creation opportunity that rarely provides an exit strategy or ensures that the beneficiaries on the EPWP projects are employable towards the end of their EPWP employment contracts. Although the research on the performance of EPWP at the selected department of the Western Cape Provincial Government has been piloted

successfully, poor control, reporting and inaccurate instruments have destroyed the most important characteristics of the programme. As a result, gaps such as those that relate to the monitoring and evaluation of the projects grouped under the EPWP in the department occur.

## Chapter Five

This chapter concludes the study. Recommendations are made to the selected department of the Western Cape Provincial Government on how to improve the performance of the EPWP.

### **5.3 RECOMMENDATIONS**

Based on the above-mentioned findings, the following recommendations are made.

#### **5.3.1 Recommendation 1**

That in order for the selected department of the Western Cape Provincial Government to receive more funding from the NDPW, the provincial Department needs to make realistic targets in line with the baseline, for example, if they reach 1000 jobs then their target must be 1100 for the next financial year.

#### **5.3.2 Recommendation 2**

That the senior management responsible for the EPWP amend the internal policy framework for the management of the YWP by accommodating the beneficiaries in terms of increasing the remuneration of the beneficiaries in line with the national annual increase salary rates for public servants. For example, if Government agrees to increase the annual salary of public servants by 5%, then it should also be applicable to the EPWP beneficiaries.

#### **5.3.3 Recommendation 3**

That due to the delay in submitting the correct supporting documents with the contracts of the beneficiaries. It is further recommended that the selected department of the Western Cape Provincial Government develop and implement quality electronic systems to facilitate payment process as well as the receiving of correct data from the different entities where the beneficiaries are employed.

#### **5.3.4 Recommendation 4**

That the senior managers responsible for the EPWP make training and support compulsory so that NDPW can increase the grant allocated to the department. The public officials responsible for the programme should request training workshops in order to broaden their knowledge on the role and importance of the EPWP. It is further recommended that the selected department considers accrediting the Chrysalis Academy as a fully-functional accredited training institution, registered as a TVET College. This will ensure that all training provided to the youth whilst on the EPWP are accredited and recognised and it will then enhance their chances of becoming more employable when they have to exit the EPWP.

#### **5.3.5 Recommendation 5**

That the selected department of the Western Cape Provincial Government should develop partnerships with the NGOs and private sector in order to broaden the opportunities of the beneficiaries after exiting the programme. Government should also consider developing partnerships with small to medium business enterprises where they can provide the beneficiaries with more entrepreneurial skills in order to encourage them to open their own businesses in the formal or informal sector in order to employ the unemployable. However, Government should provide those beneficiaries with funds in order to start their businesses. The exit strategy of the EPWP should also be linked to the opportunity of providing beneficiaries access to tertiary academic institutions through the RPL process, in order to provide opportunities to access tertiary institutions and obtain a formal tertiary qualification.

#### **5.3.6 Recommendation 6**

That further research on the monitoring and evaluation of the EPWP projects at the selected department of the Western Cape Provincial Government should be conducted.

### **5.4 LIMITATIONS OF STUDY**

This study has been limited to the participating managers who work on the EPWP and to the beneficiaries of the EPWP. This approach was taken in order not to generalise the findings. It was, therefore restricted to the small number of managers in the selected department of the Western Cape Provincial Government and beneficiaries who were invited to be part of the study. This is also in accord with

qualitative research, which requires small samples, because the emphasis is on depth. The researcher, therefore deemed this approach as most appropriate for this study, as the research objective was to examine the performance of the YWP as an EPWP in the selected department of the Western Cape Provincial Government in order to determine its sustainability of job creation.

## **5.5 CONCLUSION**

This chapter outlined the main conclusions and recommendations arising from the findings of the study. The study has met its primary objective, because the study was able to examine the performance of the YWP as an EPWP in the selected department of the Western Cape Provincial Government in order to determine its sustainability of job creation.

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## APPENDICES

### APPENDIX A: CPUT ETHICS APPROVAL CERTIFICATE



P.O. Box 1906 • Bellville 7535 South Africa • Tel: +27 21 4603534 • Email: majamanin@cput.ac.za  
Symphony Road Bellville 7535

Office of the Chairperson Research Ethics Committee	Faculty: <b>BUSINESS AND MANAGEMENT SCIENCES</b>
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At a meeting of the Research Ethics Committee on 02 May 2017, Ethics Approval  
was granted to Lindi Ebegail Vivien Sindelo (212182307) for research activities  
Related to the MTech/DTech: Master of Public Administration at the Cape Peninsula University of  
Technology

Title of dissertation/thesis/project:	PERFORMANCE OF THE EXPANDED PUBLIC WORKS PROGRAMME IN A SELECTED DEPARTMENT OF THE WESTERN CAPE PROVINCIAL GOVERNMENT, SOUTH AFRICA  Lead Researcher/Supervisor: Prof R Hendrickse
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Comments:

Decision: **APPROVED**

 Signed: Chairperson: Research Ethics Committee	02 May 2017 Date
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Clearance Certificate No | 2017FBREC440

## APPENDIX B: CONSENT LETTER – A SELECTED DEPARTMENT OF THE WESTERN CAPE PROVINCIAL GOVERNMENT



10 February 2017

Dear Professor Hendrickse

RE: MASTER OF PUBLIC ADMINISTRATION

I Mr M Frizlar in my capacity as Director/CFO at the provincial Department of Community Safety give permission in principle to allow Lindi Sindelo as student at Cape Peninsula University of Technology, to collect data applicable to "PERFORMANCE OF THE EXPANDED PUBLIC WORKS PROGRAMME IN A SELECTED DEPARTMENT OF THE WESTERN CAPE PROVINCIAL GOVERNMENT, SOUTH AFRICA". The student has explained to me the nature of her research and the nature of the data to be collected.

This permission in no way binds any individual staff member to partake in the research, and it is expected that the student will get explicit permission from any participates. I reserve the right to withdraw this permission at some future time.

Yours faithfully



Moegamat Frizlar  
Director/CFO: Financial Management  
Directorate: Finance  
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Website: [www.westerncape.gov.za](http://www.westerncape.gov.za)

## APPENDIX C: SEMI-STRUCTURED INTERVIEW SCHEDULE- DIRECTOR OF SAFETY PROMOTION AND PARTNERSHIP



Dear Sir

I am a registered Master of Public Administration student (MPA) at the Cape Peninsula University of Technology, Department of Public Administration and Governance. I am conducting research. The title of the research is: **PERFORMANCE OF THE EXPANDED PUBLIC WORKS PROGRAMME IN A SELECTED DEPARTMENT OF THE WESTERN CAPE PROVINCIAL GOVERNMENT, SOUTH AFRICA**

The estimated time to complete this interview would be just about 30 minutes. For proof or confirmation of the research please contact Professor R Hendrickse 021 460 3929 (supervisor of the research) Email: [hendrickser@cput.ac.za](mailto:hendrickser@cput.ac.za) or myself; (researcher) at Lindi E Sindelo 212182307@mycput.ac.za

**Consent to participate in the study (Please place an X in the appropriate box only)**

1) I understand that my participation in the study is voluntary.	Yes		No	
2) I understand that I will be kept anonymous.	Yes		No	
3) I know that I have to ask when I don't understand a question.	Yes		No	
4) I agree that the information will only be used in research.	Yes		No	
5) I have been briefed about the research before my participation.	Yes		No	

Thank you in advance for participating in the research (study).

Yours sincerely

Prof. R Hendrickse 021 460 3929 (Supervisor of Research) Email: [hendrickser@cput.ac.za](mailto:hendrickser@cput.ac.za)

Lindi Sindelo 0787783697 (Researcher) Email: 212182307@mycput.ac.za

## INTERVIEW SCHEDULE

### SEMI-STRUCTURED INTERVIEW: DIRECTOR OF SAFETY PROMOTION AND PARTNERSHIP

1. How long have you been on this programme and provide a brief explanation of the role that you play in the EPWP?

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2. What are the roles and responsibilities of the Safety Promotion and Partnership Directorate concerning the EPWP?

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3. What challenges that you face in your directorate regarding the EPWP?

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4. What measurements or techniques are in place to ensure that you attend to these barriers or challenges?

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5. As director of Safety Promotion and Partnership how do you ensure that the communication channel is efficient between your directorate and the finance directorate?

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6. What kind of relationship is required between the EPWP project leaders and the EPWP beneficiaries placed at the department?

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7. Please justify whether the Safety Promotion and Partnership Directorate have permanently employed any EPWP beneficiaries after participating on the programme?

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8. Please explain whether the programme help to improve the quality of life of EPWP beneficiaries?

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9. What impact has the EPWP on unemployment rates and levels in the Western Cape?

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10. Give possible reasons why the target has not been met in phase II of the EPWP?

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11. In your opinion, how does the EPWP alleviate poverty and reduce unemployment particularly in the Western Cape?

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12. What are the strengths of the EPWP in your department?

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13. What are the weaknesses of the EPWP in your department?

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14. What approaches do you have to improve the programme at the selected department of the Western Cape Provincial Government?

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**Thank you for your time to complete the interview.**

**APPENDIX D: SEMI-STRUCTURED INTERVIEW SCHEDULE – CHIEF FINANCIAL OFFICER OF FINANCIAL MANAGEMENT**



**Dear Sir**

I am a registered Master of Public Administration student (MPA) at the Cape Peninsula University of Technology, Department of Public Administration and Governance. I am conducting research. The title of the research is: **PERFORMANCE OF THE EXPANDED PUBLIC WORKS PROGRAMME IN A SELECTED DEPARTMENT OF THE WESTERN CAPE PROVINCIAL GOVERNMENT, SOUTH AFRICA**

The estimated time to complete this interview would be just about 30 minutes. For proof or confirmation of the research please contact Professor R Hendrickse 021 460 3929 (supervisor of the research) Email: [hendrickser@cput.ac.za](mailto:hendrickser@cput.ac.za) or myself; (researcher) at Lindi E Sindelo 212182307@mycput.ac.za

**Consent to participate in the study (Please place an X in the appropriate box only)**

1) I understand that my participation in the study is voluntary.	Yes		No	
2) I understand that I will be kept anonymous.	Yes		No	
3) I know that I have to ask when I don't understand a question.	Yes		No	
4) I agree that the information will only be used in research.	Yes		No	
5) I have been briefed about the research before my participation.	Yes		No	

Thank you in advance for participating in the research (study).

Yours sincerely

Prof. R Hendrickse 021 460 3929 (Supervisor of Research) Email: [hendrickser@cput.ac.za](mailto:hendrickser@cput.ac.za)

Lindi Sindelo 0787783697 (Researcher) Email: 212182307@mycput.ac.za

## INTERVIEW SCHEDULE

### SEMI-STRUCTURED INTERVIEW: CHIEF FINANCIAL OFFICER OF FINANCIAL MANAGEMENT

1. How long have you been on this programme and provide a brief explanation of the role that you play in the EPWP?

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2. What are the roles and responsibilities of the selected department of the Western Cape Provincial Government concerning the EPWP?

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3. In your opinion, does the department adhere to the South African Department of Labour's Code of Good Practice?

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4. The Code of Good Practice for employment and the conditions of work for the Expanded Public Works Programme make available guiding principles for the safeguarding of personnel participating in the EPWPs. These guarantee basic rights for employees within the context of the intention of the programme and the resources the state makes available for it. To what extent does the selected department of the Western Cape Provincial Government protect the rights of the EPWP beneficiaries?

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5. Is there a specific budget allocated to the selected department of the Western Cape Provincial Government for EPWP projects and how does the department utilise the available budget?

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6. It is important that the incentive is managed, disbursed and used in a manner that is transparent and helps to improve accountability for EPWP outcomes. Please explain whether the department is adhering to this principle?

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7. The purpose of the EPWP at selected department of the Western Cape Provincial Government is to generate safety alertness and to be responsible for harmless societies. What measurements does the department have in place to achieve this goal?

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8. What services does the department provide to the community of the Western Cape through the EPWP?

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9. What are the challenges the department faces in providing these services?

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10. What is the way forward to overcome the abovementioned challenges of not delivering satisfactory safety services to society in the Western Cape?

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11. As the chief financial officer how do you deal with the grievances of the EPWP Project Leaders and the EPWP Beneficiaries?

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12. How do you ensure that there is efficient cooperation between the Finance Directorate and the Safety Promotion and Partnership Directorate?

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13. Please explain whether or not the programme helps to improve the quality of life of EPWP beneficiaries?

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14. What are the challenges the department faces in reaching the EPWP job creating target?

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15. Name any highlights or remarkable success that the department has achieved concerning the EPWP?

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16. In your opinion, how does the EPWP alleviate poverty and reduce unemployment particularly?

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17. What progresses can be made to the Social Sector of the EPWP to ensure that it achieves a momentous reduction in the unemployment and poverty rates in the Western Cape by making the unemployed more employable?

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18. What approaches do you have to improve the programme at the selected department of the Western Cape Provincial Government?

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**Thank you for your time to complete the interview.**

**APPENDIX E: SEMI-STRUCTURED INTERVIEW SCHEDULE- DEPUTY DIRECTOR AND MANAGER OF CENTRAL DATABASE OFFICE**



**Dear Sir**

I am a registered Master of Public Administration student (MPA) at the Cape Peninsula University of Technology, Department of Public Administration and Governance. I am conducting research. The title of the research is: **PERFORMANCE OF THE EXPANDED PUBLIC WORKS PROGRAMME IN A SELECTED DEPARTMENT OF THE WESTERN CAPE PROVINCIAL GOVERNMENT, SOUTH AFRICA**

The estimated time to complete this interview would be just about 30 minutes. For proof or confirmation of the research please contact Professor R Hendrickse 021 460 3929 (supervisor of the research) Email: [hendrickser@cput.ac.za](mailto:hendrickser@cput.ac.za) or myself; (researcher) at Lindi E Sindelo 212182307@mycput.ac.za

**Consent to participate in the study (Please place an X in the appropriate box only)**

1) I understand that my participation in the study is voluntary.	Yes		No	
2) I understand that I will be kept anonymous.	Yes		No	
3) I know that I have to ask when I don't understand a question.	Yes		No	
4) I agree that the information will only be used in research.	Yes		No	
5) I have been briefed about the research before my participation.	Yes		No	

Thank you in advance for participating in the research (study).

Yours sincerely

Prof. R Hendrickse 021 460 3929 (Supervisor of Research) Email: [hendrickser@cput.ac.za](mailto:hendrickser@cput.ac.za)

Lindi Sindelo 0787783697 (Researcher) Email: 212182307@mycput.ac.za

**INTERVIEW SCHEDULE**

**SEMI-STRUCTURED INTERVIEW: DEPUTY DIRECTOR OF FINANCIAL MANAGEMENT AND MANAGER OF CENTRAL DATABASE OFFICE**

1. How long have you been on this programme and provide a brief explanation of the role that you play in the EPWP?

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2. What are the roles and responsibilities of the newly established EPWP Central Database Office in respect to the EPWP?

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3. Which challenges were the department facing before the establishment of the Central Database Office?

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4. What impact does the newly established EPWP Central Database Office have on functioning of the EPWP within the department? Please substantiate your answer.

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5. In your directorate what are the challenges that you currently facing regarding the EPWP?

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6. What measurements or techniques are in place to ensure that you attend to these risks or challenges?

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7. How do you determine whether the Safety Promotion and Partnership Directorate are meeting the requirements when they submit the report to the Central EPWP Database Office?

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8. As manager of the EPWP Central Database Office how do you ensure that the communication channel is efficient between your directorate and the Safety Promotion and Partnership Directorate?

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9. Please justify on whether the Central Database Office has permanently employed any EPWP beneficiaries after participating on the programme?

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10. Please explain whether the programme help to improve the quality of life of EPWP beneficiaries?

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11. In your opinion, what effect has the EPWP on poverty and unemployment in the Western Cape?

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12. Give possible reasons why the target has not been met in phase II of the EPWP?

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13. In your opinion, how does the EPWP alleviate poverty and reduce unemployment particularly in the Western Cape?

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14. What are the strengths of the EPWP in your department?

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15. What are the weaknesses of the EPWP in your department?

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16. What approaches do you have to improve the programme at the selected department of the Western Cape Provincial Government?

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**Thank you for your time to complete the interview.**



**APPENDIX F: SEMI-STRUCTURED INTERVIEW SCHEDULE – DEPUTY DIRECTOR OF SAFETY PROMOTION AND PARTNERSHIP**



**Dear Madam**

I am a registered Master of Public Administration student (MPA) at the Cape Peninsula University of Technology, Department of Public Administration and Governance. I am conducting research. The title of the research is: **PERFORMANCE OF THE EXPANDED PUBLIC WORKS PROGRAMME IN A SELECTED DEPARTMENT OF THE WESTERN CAPE PROVINCIAL GOVERNMENT, SOUTH AFRICA**

The estimated time to complete this interview would be just about 30 minutes. For proof or confirmation of the research please contact Professor R Hendrickse 021 460 3929 (supervisor of the research) Email: [hendrickser@cput.ac.za](mailto:hendrickser@cput.ac.za) or myself; (researcher) at Lindi E Sindelo 212182307@mycput.ac.za

**Consent to participate in the study (Please place an X in the appropriate box only)**

1) I understand that my participation in the study is voluntary.	Yes		No	
2) I understand that I will be kept anonymous.	Yes		No	
3) I know that I have to ask when I don't understand a question.	Yes		No	
4) I agree that the information will only be used in research.	Yes		No	
5) I have been briefed about the research before my participation.	Yes		No	

Thank you in advance for participating in the research (study).

Yours sincerely

Prof. R Hendrickse 021 460 3929 (Supervisor of Research) Email: [hendrickser@cput.ac.za](mailto:hendrickser@cput.ac.za)

Lindi Sindelo 0787783697 (Researcher) Email: 212182307@mycput.ac.za

**INTERVIEW SCHEDULE**

**SEMI-STRUCTURED INTERVIEW: DEPUTY DIRECTOR OF SAFETY PROMOTION AND PARTNERSHIP**

1. How long have you been on this programme and provide a brief explanation of the role that you play in the EPWP?

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What are the roles and responsibilities of the Safety Promotion and Partnership Directorate concerning the EPWP?

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2. What challenges that you face in your directorate regarding the EPWP?

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3. What measurements or techniques are in place to ensure that you attend to these barriers or challenges?

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4. As deputy director of Safety Promotion and Partnership how do you ensure that the communication channel is efficient between your directorate and the finance directorate?

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5. What kind of relationship is required between the EPWP project leaders and the EPWP beneficiaries placed at the department?

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6. Please justify whether the Safety Promotion and Partnership Directorate have permanently employed any EPWP beneficiaries after participating on the programme?

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7. Please explain whether the programme helped to improve the quality of life of the EPWP beneficiaries?

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8. What impact has the EPWP on unemployment rates and levels in the Western Cape?

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9. Give possible reasons why the target has not been met in phase II of the EPWP?

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10. In your opinion, how does the EPWP alleviate poverty and reduce unemployment particularly in the Western Cape?

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11. What are the strengths of the EPWP in your department?

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12. What are the weaknesses of the EPWP in your department?

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13. What approaches do you have to improve the programme at the selected department of the Western Cape Provincial Government?

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**Thank you for your time to complete the interview.**

**APPENDIX G: SEMI-STRUCTURED INTERVIEW SCHEDULE – COMMUNITY DEVELOPMENT MANAGER AT WESTERN CAPE PROVINCIAL DEPARTMENT OF SOCIAL DEVELOPMENT**



**Dear Madam**

I am a registered Master of Public Administration student (MPA) at the Cape Peninsula University of Technology, Department of Public Management. I am conducting research. The title of the research is: **PERFORMANCE OF THE EXPANDED PUBLIC WORKS PROGRAMME IN A SELECTED DEPARTMENT OF THE WESTERN CAPE PROVINCIAL GOVERNMENT, SOUTH AFRICA**

The estimated time to complete this interview would be just about 30 minutes. For proof or confirmation of my research please contact Professor R Hendrickse 021 460 3929 (supervisor of the research) Email: [hendrickser@cput.ac.za](mailto:hendrickser@cput.ac.za) or myself; (researcher) at Lindi E Sindelo (212182307@mycput.ac.za),

**Consent to participate in the study (Please place an X in the appropriate box only)**

1) I understand that my participation in the study is voluntary.	Yes		No	
2) I understand that I will be kept anonymous.	Yes		No	
3) I know that I have to ask when I don't understand a question.	Yes		No	
4) I agree that the information will only be used in research.	Yes		No	
5) I have been briefed about the research before my participation.	Yes		No	

Thank you in advance for participating in our research.

Yours sincerely

Prof. R Hendrickse 021 460 3929 (Supervisor of Research) Email: [hendrickser@cput.ac.za](mailto:hendrickser@cput.ac.za)

Lindi Sindelo 0787783697 (Researcher) Email: [212182307@mycput.ac.za](mailto:212182307@mycput.ac.za)

**INTERVIEW SCHEDULE**

**SEMI-STRUCTURED INTERVIEW: COMMUNITY DEVELOPMENT MANAGER**

- 1. How long have you been on this programme and provide a brief explanation of the role that you play in the EPWP?

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- 2. What are the roles and responsibilities of the Social Sector concerning the EPWP?

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- 3. How do you ensure that there is efficient cooperation between the Western Cape provincial department of Social Development and the selected department of the Western Cape Provincial Government?

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- 4. The Code of Good Practice for employment and the conditions of work for the Expanded Public Works Programme make available guiding principles for the safeguarding of personnel participating in the EPWPs. These guarantee basic rights for employees within the context of the intention of the programme and the resources the state makes available for it. To what extent does the selected department of the Western Cape Provincial Government protect the rights of the EPWP beneficiaries?

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5. In your opinion, does the selected department of the Western Cape Provincial Government adhere to the South African Department of Labour's Code of Good Practice?

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6. Is there a specific budget allocated to the selected department of the Western Cape Provincial Government for EPWP projects and how do you determine the incentive allocation to the provincial department?

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7. It is important that the incentive is managed, disbursed and used in a manner that is transparent and helps to improve accountability for EPWP outcomes. Please explain whether the department is adhering to this principle?

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8. What services does the selected department of the Western Cape Provincial Government provide to the community of the Western Cape through the EPWP?

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9. According to the reports received from the selected department of the Western Cape Provincial Government what are the challenges faced?

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10. What is the way forward to overcome the abovementioned challenges?

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11. Please explain whether or not the programme helps to improve the quality of life of EPWP beneficiaries?

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12. In your opinion, how do the EPWP projects alleviate poverty and reduce unemployment particularly in the Western Cape?

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

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14. Name any highlights or remarkable success that the department has achieved concerning the EPWP?

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15. How do you determine the performance of the EPWP at the selected department of the Western Cape Provincial Government?

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16. What progress can be made to the Social Sector of the EPWP to ensure that it achieves a momentous reduction in the unemployment and poverty rates in the Western Cape by making the unemployed more employable?

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17. What recommendations can be made to improve the programme at the selected department of the Western Cape Provincial Government?

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18. What are the plans of the Social Sector of the EPWP in the future?

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**Thank you for your time to complete the interview.**

**APPENDIX H: UNSTRUCTURED QUESTIONNAIRE- EPWP BENEFICIARIES AT A SELECTED DEPARTMENT OF THE WESTERN CAPE PROVINCIAL GOVERNMENT**



**Dear Sir/ Madam**

I am a registered Master of Public Administration student (MPA) at the Cape Peninsula University of Technology, Department of Public Management. I am conducting research. The title of the research is: **PERFORMANCE OF THE EXPANDED PUBLIC WORKS PROGRAMME IN A SELECTED DEPARTMENT OF THE WESTERN CAPE PROVINCIAL GOVERNMENT, SOUTH AFRICA.**

The estimated time to complete this questionnaire would be just about 15 minutes of your time. For proof or confirmation of our research please contact Professor R Hendrickse 021 460 3929 (senior lecturer of research) Email: [hendrickser@cput.ac.za](mailto:hendrickser@cput.ac.za) or the researcher at 212182307@mycput.ac.za ([lindisindelo410@gmail.com](mailto:lindisindelo410@gmail.com)).

**Consent to participate in the study (Please place an X in the appropriate box only)**

1) I understand that my participation in the study is voluntary.	Yes		No	
2) I understand that I will be kept anonymous.	Yes		No	
3) I know that I have to ask when I don't understand a question.	Yes		No	
4) I agree that the information will only be used in research.	Yes		No	
5) I have been briefed about the research before my participation.	Yes		No	

Thank you in advance for participating in the research.

Yours sincerely

Prof. R Hendrickse 021 460 3929 (Research lecturer) Email: [hendrickser@cput.ac.za](mailto:hendrickser@cput.ac.za)

Lindi Sindelo 0787783697 (Researcher) Email: 212182307@mycput.ac.za

**UNSTRUCTURED QUESTIONNAIRES**

**TARGET GROUP: EPWP BENEFICIARIES**

**(Please answer all the questions honestly and appropriately)**

1. How long are you employed on the EPWP project and what are the duties performed by you?

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2. Did you receive any kind of training before you were placed within the department? If you did receive training, what type of training? If yes, what type of training?

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3. Did you find the training beneficial? Please elaborate on your answer.

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4. What type of support did you receive from EPWP? Please elaborate

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5. Do you think that the training and support provided to you as the EPWP beneficiary is sufficient to exit into long term employment? Why or why not?

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6. In your opinion, do you stand any chance of getting long term employment within the department that you currently working? Please substantiate your answer.

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7. What future plans do you have after your EPWP contract comes to an end?

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8. Please explain whether or not the programme helped to improve the quality of life of EPWP beneficiaries?

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9. What are the strengths of the EPWP?

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10. What are the weaknesses of the EPWP?

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11. What would you change about the programme to improve it?

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**Thank you for your time to complete the questionnaire.**

## APPENDIX I: DECLARATION FROM LANGUAGE EDITOR

Megan Alexander

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Constantia  
Cape Town  
7806  
083 6011 596  
meganalexander@mweb.co.za

05 September 2018

Dear Sir/Madam

LANGUAGE EDITING

This letter serves as confirmation that I have undertaken language editing of the Master's thesis titled *Performance of the Expanded Public Works Programme in a Selected Department of the Western Cape Provincial Government, South Africa* authored by the researcher, Lindi Ebegail Vivien Sindelo. The focus was on improving the document in areas related to language and minimally addresses issues concerning the overall structure, content and referencing. Language areas include:

- Grammar
- Punctuation
- Style
- Spelling
- Standardisation of terms
- Clarity
- Fluency
- Word choice
- General readability
- Logic
- Coherence

I have indicated all deviations from convention in English language usage and made alternate suggestions to better convey the researcher's intended message.

Thank you.

Yours sincerely



Megan Alexander

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