

Review of the Expanded Public Works Programme in Gauteng, 2009 – 2014

Research conducted for Gauteng Province

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1. Introduction

1.1 Background

The objective of the Expanded Public Works Programme (EPWP) is to provide poverty and income relief as well as skills development and experience to facilitate beneficiaries' access to more sustainable labour market opportunities. The programme aims to provide some basic training and work experience for participants, which should empower them to earn a living on an on-going basis. In implementing the EPWP, Gauteng's focus is also on skills development from labour-intensive projects and is linked to the large-scale Community Works Programme to provide poor households in 50 poor regions of the province with jobs for at least 100 days.

1.2 Evaluation objectives

This evaluation was commissioned by the Gauteng provincial government as part of its overall midterm review process. The aim of this evaluation is to provide an overview and assessment of the impact of Gauteng's Expanded Public Works Programme (EPWP) on the lives of its beneficiaries. This focuses on the second phase of the EPWP, which began in 2009, coincidentally at the same time as this term of office, which is the period under review. This evaluation considers the extent to which participation in the programme impacts on the income of the beneficiaries and their households during and after their participation in the programme, the extent to which EPWP beneficiaries are able to access employment or other income generating opportunities after the EPWP programme, the types and duration of employment that may have been accessed and the extent to which this access is as a result of the skills and experience they have obtained through the EPWP, and the extent to which EPWP beneficiaries have also benefitted from other government job creation or skills development initiatives.

1.3 Approach

The approach followed involved documentation reviews, interviews with provincial and municipal officials, and with beneficiaries in different programmes related to the EPWP. Time and budget constraints did not allow for a large sample of beneficiaries. The fact that departments do not keep track of beneficiaries who have exited the programme, and that in several programmes beneficiaries have not yet completed their involvement in the EPWP, meant that fewer beneficiaries who have exited the programme were interviewed than those still participating.

1.4 Structure of the report

The report consists of five sections. Following the introduction, Section 2 sets the contextual framework for the EPWP through a literature review. This outlines the background to the EPWP, considers the first phase of the EPWP and several assessments of this, followed by a look at phase 2. In Section 3 the methodology for this assessment is presented. Section 4 outlines the EPWP in Gauteng while Section 5 presents the conclusions and recommendations of this research.

2. Literature review

2.1 Background to EPWP: the national context

In order to understand how the EPWP has developed and performed in Gauteng, it is important to understand the national context, and the way in which the EPWP has changed over time at national level.

In South Africa, the EPWP was launched in May 2004 as a way of providing unemployed people with both work experience and training¹. The EPWP Five year report states that the “programme aimed to ensure that significant numbers of unemployed people were drawn into productive work in order to gain skills while working, and that they would so be enabled to become economically active and productive members of society in the long term”². Betcherman et al point out that this goal runs counter to international experience which suggests that public works programmes might provide a short-term safety net, but “do not improve participants’ future labor market prospects”³.

It was anticipated that the EPWP would create 1 million temporary work opportunities and income in its first 5 years, 40% for women, 30% for youth, and 2% for the disabled. This would provide public goods and services in a labour intensive manner using public sector resources implemented by the public and private sectors. It would also increase the potential of participants to earn a future income by providing work experience, training and information related to local work opportunities, further education and training and SMME development⁴.

The EPWP was therefore seen as a programme which “has the potential to mitigate social exclusion and contribute to poverty alleviation by mobilising an underutilised domestic resource, namely labour. By creating short- to medium-term jobs for unskilled workers who have been unemployed (in most cases for prolonged periods of time), this policy aims to achieve another goal as well—to build skills and provide on-the-job training and formal accreditation to prepare EPWP participants for longer-term jobs”⁵. Thus the EPWP was conceptualised as not only having employment objectives, but was also explicitly expected to contribute to government’s social protection mandate⁶. This multiplicity of objectives is unusual, compared to international experience which may contribute to confusion around the goals of the programme, and the ability to assess performance⁷.

“The idea of government acting as the *employer of last resort* has a very long history and over the years, many countries have undertaken what has variably been known as “employment guarantee schemes,” “public employment programmes,” “food for work” and “public works programmes.” Such government-led projects have been implemented as temporary emergency relief programmes during crises, and phased out as conditions improve. However, the case has

1 The 2003 GDS indicated that training should focus on the following: Adult basic education training (ABET), HIV/Aids awareness, Health and safety, Social entrepreneurship, Industrial relations, Vocational skills, e.g. construction and agriculture, Life skills, Entrepreneurship, Project management, Community development, Project-specific skills and Co-operatives training.

² DPW, EPWP Five year report, 2004/5 – 2008/9

³ Betcherman et al, 2004, cited in Meth, 2011

⁴ DPW, EPWP Five year report, 2004/5 – 2008/9

⁵ Antonopoulos, 2008

⁶ McCord, 2007

⁷ Ibid

also been made for using such measures on a permanent basis to guard against the undesirable socioeconomic effects of underemployment and to promote the right to a job as a guaranteed entitlement.⁸

To facilitate implementation of the EPWP in South Africa, conditions relating to the use of labour-intensive construction methods were placed on conditional grants for infrastructure made to provinces and municipalities, specifically the Infrastructure Grant to Provinces (IPGs) and the Municipal Infrastructure Grant (MIG). For example, of the R45 billion allocated to MIG for the period 2004 to 2009, R15 billion was earmarked for potential employment-intensive construction under the EPWP. These conditions also stipulated that, “for projects to be carried out labour-intensively, provinces and municipalities may only appoint contractors and consulting engineers who have attended the training programmes for the design, supervision and management of labour-intensive construction. Together with the CETA, the DPW developed a management plan for a labour-intensive Contractor Learnership Programme”⁹. Through this approach to funding, labour-intensive techniques were therefore brought into normal budgetary procedures.

Anticipated outputs nationally included the following:

- Work opportunities created: 1 million person years
- Accredited training provided (learnerships): 2 100
- Private sector players trained on employment-intensive approaches, i.e. 250 emerging contractors and 15 000 professionals
- 1 000 public sector officials trained on employment-intensive approaches
- As the Infrastructure Sector was identified as the largest employment generator within the EPWP, the target of 900 000 jobs over the five years
- This would result in 37 000 km of roads, 31 000 km of pipelines, 1 500 km of stormwater drains and 150 km of sidewalks
- Environmental programmes included the elimination of alien plant species on approximately 1 million ha of land and the improvement of 1200 km of coastline
- Economic programmes aimed to create 400 SMMEs

Several key indicators were developed for monitoring and reporting performance¹⁰:

- *Person-days of Employment Created* - The number of people who worked on a project multiplied by the number of days each person worked.
- *Job Opportunities* - 1 job opportunity = paid work created for an individual on an EPWP project for any period of time. In the case of Social Sector projects, learnerships also constitute job opportunities. Moreover, the same individual could be employed on different projects and each period of employment recorded as a job opportunity.
- *Project Wage* - The minimum daily wage rate = the daily wage (whether task-rated or time-rated) per individual project. This wage rate must be included in the project tender document at all times, as per the EPWP Guidelines.

⁸ Antonopoulos, 2008

⁹ DPW, EPWP Five year report, 2004/5 – 2008/9

¹⁰ Ibid

- *Training Person-Days* - The Department of Labour agreed to offer an EPWP Life Skills Course. In line with this, the number of training person days achieved by attending this course (or modules of this course) needs to be captured on an on-going basis. This applied to any other courses provided. The number of training person-days is calculated as follows: the number of people who attended training multiplied by the number of days of training. For any other training, one training day equates to at least seven hours of formal training. It is, however, important to draw a distinction between accredited and non-accredited training person-days.
- *Project Budget* - The project budget = the price tendered by the contractor plus the professional fees for the professional service provider appointed to design and supervise the project. The project budget excludes government management and administration costs.
- *Actual Expenditure* - Actual expenditure relates to the expenditure on the project by the contractor plus the expenditure by the professional service provider appointed to design and supervise the project. The actual expenditure excludes expenditure on government management and administration.
- *Demographic Characteristics of Workers* - The number of workers that fall within the following categories must be recorded: Youth (i.e. 18–35 years of age), Women, People with disabilities.

Four sectors were identified as having potential for creating EPWP employment opportunities¹¹:

- *Infrastructure*: Increasing the labour-intensity of government-funded infrastructure projects
- *Environment*: Creating work opportunities in public environmental improvement programmes
- *Social*: Creating work opportunities in public social programmes, e.g. Home Community –Based care workers and ECD workers, Community Patrollers, School Community workers
- *Economic*: Income-generating projects and programmes to utilise government expenditure on goods and services to provide the work experience component of small enterprise learnership and/or incubation programmes

Across these sectors workers were usually employed on a temporary basis, and provided with a combination of work experience and training, a deliberate attempt was made by the public sector body to use its expenditure on goods and services to create additional work opportunities for unemployed and usually unskilled people and the public sector body attempted to identify and develop exit strategies for workers when they left the programme.

The EPWP was not allocated its own budget for projects but was funded by earmarking funds on the budgets of line function departments, provinces and municipalities, e.g. in the Infrastructure Sector, R15 billion of the conditional infrastructure grants allocated to provinces and municipalities from 2004–2009 was earmarked for the EPWP, R4 billion of the Environment

¹¹ DPW, EPWP Five year report, 2004/5 – 2008/9

Sector departments' budgets were allocated to environmental EPWP programmes and R600 million apportioned to Social Sector EPWP programmes.

A support programme, the EPWP Support Programme, was developed as a joint initiative of the Business Trust and DPW to support the sustainability of the EPWP. It aimed at ensuring that beneficiaries would attain long-term marketable skills. Five support programmes were launched, involving technical support, the development of management information systems, and other activities¹².

2.2 EPWP Phase 1

By the end of the first five years, five programmes had been implemented in the Infrastructure Sector under the EPWP. These were the Technical support programme, the Vuk'uphile Contractor Learnership Programme, the National Youth service programme, the large projects programme and the Provincial roads programme.

The EPWP Economic Sector focused on entrepreneurial and cooperative income-generating activities. It had two flagship programmes, the New Venture Creation Learnership Programme (NVCLP), or Vuk'uphile Building Programme, and the Cooperative Development Programme.

In the first 5 years, 4325 SMMEs had been created and supported across the Infrastructure, Environment and Culture and Economic Sectors¹³.

- New Venture Creation Learnership Programme – Vuk'uphile
- New Venture Creation Learnership: SMME Development
- Co-operatives Development Programme

The environment and culture sector aimed to create 200 000 job opportunities over the five year period, while generating useful outputs in the areas of environment, heritage, biodiversity and land care. In addition, the programmes supported the creation of land-based livelihoods and community-based natural resource management. Through its different programmes (Working for Coast, Working for Water, Land care, Comprehensive Agricultural Support Programme (CASP) and Working on Fire), the sector actually generated over 450 000 work opportunities.

According to Antonopoulos, (2008), South Africa is the first country to include public job creation that aims to extend social service delivery. EPWP opportunities in the social sector were provided in Early Childhood Development (ECD), Home-based care and Community safety. This is an important contribution from a gender equality perspective. Antonopoulos notes that “budgetary allocations in the social sector result in higher levels of job creation and larger depth of poverty reduction”¹⁴.

The objective of the EPWP was *not* to create sustainable employment opportunities but to create a high volume of employment in the short term. The EPWP aimed to provide beneficiaries with exposure to the world of work as a means of enhancing their prospects for

¹² DPW, EPWP Five year report, 2004/5 – 2008/9

¹³ Ibid

¹⁴ Antonopoulos, 2008

obtaining employment once they exited EPWP programmes. This was underpinned by the training that each beneficiary was entitled to receive¹⁵. A key objective of the EPWP was therefore to alleviate poverty by providing beneficiaries with some income *for a relatively limited period of time*.

Annual reports of phase 1 showed that the EPWP was generally seen as a DPW programme rather than as a programme of the whole of government, that there was an on-going need for aggressive advocacy and communication to overcome this, that there was resistance to the use of labour-intensive methods in infrastructure, and that there was a need to increase the impact of the Economic Sector in all provinces. The 2007/8 annual report indicated that beneficiary training remained critical for the implementation of the EPWP and the Infrastructure and Social Sectors were lagging behind in person-years of training. By 2008/9 the EPWP overall had over-achieved its target of creating 1.6 million plus work opportunities for the unskilled and unemployed, but did not achieve its targets for people with disabilities, although some provinces did not achieve their annual targets.

Significant variances were found in the wages paid on EPWP projects and in the average duration of employment across all sectors and spheres of government which suggests the need for clear guidelines in respect of the minimum wage rate to be paid for all EPWP projects and for the minimum number of days of employment offered. The annual reports indicate that systems need to be developed to ensure that all public bodies adhere to the labour-intensive guidelines.

Research showed that the impact of the EPWP was limited by relatively small budgetary allocations and too few job opportunities that were too short in duration¹⁶. The social protection impact of EPWP is limited by the scale of employment offered and limited budgetary allocations¹⁷. In their review of over 100 documents assessing the EPWP, McCutcheon and Parkins concluded that beneficiaries of the EPWP welcomed the short-term job opportunities, and wanted more¹⁸. They also concluded that, far from being a development programme, the EPWP is rather a collection of existing and new projects and there was little compliance with DORA requirements and conditions. The 2004 EPWP budget was R21 billion, but R40.8 billion was spent by 2009, meaning that the 1 million jobs created cost double what was anticipated.

McCutcheon and Parkins demonstrate that there was a decline in labour-intensity from 26% at the beginning of 2004 to almost 11% towards the end of 2008/9, showing that administrative costs rose. They also show that labour intensity dropped as project values increased. In other words, bringing more sophisticated and larger projects into the programme meant more of a business-as-usual approach¹⁹. They point out that most expenditure on infrastructure in Gauteng was ear-marked for a standard of road which was not amenable to labour-intensive methods which would require a re-engineering of the design and construction process in order to be successful.

¹⁵ DPW, EPWP Five year report, 2004/5 – 2008/9

¹⁶ Antonopoulos, 2008

¹⁷ McCord, 2007

¹⁸ McCutcheon and Parkins

¹⁹ Ibid

McCutcheon and Parkins also outline several problems which arose, such as not enforcing contractual obligations around labour-intensive construction, outsourcing project management to consultants, and prevailing prejudice against labour-intensive techniques.

They maintain that, rather than the short-term jobs common in the EPWP, two years of steady work would be far more beneficial and allow for meaningful training to occur. They suggest that using labour-intensive methods for construction would result in 40% of direct construction costs going to labour, which would have meant an additional R10 billion going to the poor.

In her midterm review of EPWP1, McCord notes that by offering only one short term period of employment, EPWP is unlikely to have a significant social protection or employment impact. She also maintains that the skills development component of EPWP is not appropriate in the South African context²⁰.

Training performance of the infrastructure sector in EPWP1 was termed “abysmal” by Meth (2011) while he maintained that that of Environment and Culture was excellent, 80% over target. Training is often ineffectual due to the short time period allocated. The Department of Labour has developed a generic 14 day accredited course that covers general life skills, awareness of HIV and AIDS, and labour markets and the world of work²¹. Meth goes on to note that, as DPW has no authority to force compliance, and there are no incentives for public bodies to increase labour-intensivity significantly, municipalities and provinces can be creative in indicating what does or does not constitute an EPWP project, thereby manipulating results.

Several provincial reviews of the EPWP have been conducted. These include one in the Western Cape in 2006 and one in the North West in 2009. A key objective of the assessment in the Western Cape was to consider the impact of the training component, which aimed to achieve sustainable benefits in the form of employability²². The researchers encountered major problems of data availability and consistency, and significant management and accountability problems. They found that, with regard to the infrastructure component, “while the temporary episodes of employment offered under the programme were greatly welcomed by those employed, no sustained labour market benefits were experienced by participants, as the training and experience offered within the programme was not considered adequate to distinguish EPWP participants from the mass of the low skilled unemployed in the province. Neither EPWP participants, contractors nor service providers perceived the training offered under the EPWP as appropriate in terms of improving employability”²³.

The research conducted in the Western Cape recommended that the following needed to be done²⁴:

- Promote a shared understanding of EPWP objectives, expectations and desired outcomes horizontally (across branches) and vertically.
- Create a culture of accountability, assigning clear responsibility for EPWP implementation.

²⁰ McCord, 2007

²¹ DPW, 2004 cited in Meth, 2011

²² McCord, 2006

²³ Ibid

²⁴ Ibid

- Link the EPWP to performance management evaluation.
- Create credible, accurate and transparent management information systems (improve input data quality as well as systems).
- Introduce monitoring and evaluation systems which will enable the review of current programme performance and set criteria for continuation and/or expansion of specific projects.
- Develop a credible infrastructure development strategy including criteria for expenditure which can guide the selection of assets for creation under the EPWP, reducing the need for discretionary EPWP infrastructure selection, outside the provincial prioritization process.
- Develop a provincial low/unskilled employment strategy addressing both the formal and informal sectors which links a range of provincial initiatives and identifies the specific contribution of the EPWP within them. Thus the EPWP should be linked to a provincial skills development and unskilled labour employment strategy.
- Consider the role of the EPWP in the provincial skills training and development strategy, taking into consideration specific competence of EPWP and other service providers.
- Link the EPWP's social protection function with other temporary employment with other social protection interventions.

The analysis of the first phase of the EPWP in North West in 2009²⁵ included case studies of three environmental sector projects, three infrastructure projects and an environmental sector project. This was based on interviews, workshops and a desktop review. From 2005 to 2009 a steady improvement in the performance of the social sector with regard to employment creation was found, with a stagnant situation for infrastructure around employment, accompanied by a sharp decrease in labour intensity of infrastructure projects. The social sector was found to have produced almost half the work opportunities and 75% of FTEs, while the infrastructure sector created only 36% of work opportunities and 21% FTEs, unlike the situation nationally. Thus this indicates the relative under-performance of the provincial government in relation to infrastructure. Reasons for the provincial under-performance in infrastructure included a lack of clarity regarding the key objective of employment creation, a lack of capacity to design and manage labour-intensive projects, and insufficient commitment amongst some officials²⁶.

2.3 EPWP Phase 2

2.3.1 Objectives of EPWP2

For the second phase of the EPWP, a national target of 4.5 million work opportunities over the next five years was set, the equivalent of two million full-time jobs²⁷ (55% for women, 40% for youth, and 2% for people with disabilities). These had an average duration of 100 days. From 2009/10 to 2013/14, these were expected to increase as follows:

²⁵ Phillips et al, 2009

²⁶ Ibid

²⁷ A full time equivalent (FTE) = number of person days worked divided by 230 (i.e. total number of working days in the year)

- Year 1: 500 000 work opportunities and 210 000 FTEs
- Year 2: 600 000 work opportunities and 260 000 FTEs
- Year 3: 850 000 work opportunities and 360 000 FTEs
- Year 4: 1.2 million work opportunities and 500 000 FTEs
- Year 5: 1.5 million work opportunities and 680 000 FTEs

This would be broken down by sector as follows²⁸:

- 2 374 000 work opportunities (904 000 FTEs) in the infrastructure sector
- 1 156 000 work opportunities (326 000 FTEs) in the environment sector
- 750 000 work opportunities (513 000 FTEs) in the social sector
- 640 000 work opportunities (278 000 FTEs) in the non-state sector

The purpose of the programme includes training and enterprise development to be implemented in sector-specific programmes to enhance service delivery and beneficiary well-being.

To assist with mobilising provinces and municipalities and with funding additional wage costs, a wage incentive was introduced for the second phase, commencing in the 2009/10 financial year. For provinces to be eligible, they would need to meet employment creation targets and minimum participation targets for women, youth and people with disabilities, as well as reporting on their contribution to the DPW. Provinces and municipalities would have to enter into an agreement with the DPW in which they commit to a set of mutually agreed upon targets.

In 2009/10, the wage incentive would also be tested in the non-state sector of the programme, with NGOs and other NPOs being able to access the wage incentive when creating employment for the EPWP target group. From the 2010/11 financial year, the wage incentive would also be made available to the Environmental and Social Sectors of the programme, which would be incentivised to maximise employment creation for the EPWP target group through their respective activities. In order to qualify for the incentive, now R60 per person-day of work created, municipalities would be required to meet targets for work opportunity creation.

A key focus of the second phase is to mobilise all spheres of government and public bodies to contribute to the EPWP's outputs. The EPWP will continue to operate in the Infrastructure, Social, Environment and Culture Sectors with some changes in focus. The programme's various SMME development activities will be integrated into the other relevant sectors of the programme, and the non-state sector mobilised to create employment and income for the EPWP target group.

At the EPWP municipal summit, 2011, it was agreed that municipalities would sign protocols on EPWP, develop and endorse policy on EPWP, prioritise the EPWP approach in IDPs, ensure that Infrastructure Development plans include EPWP projects, optimise budgets to deliver on EPWP across all sectors, optimise the use of labour intensive methods in projects, and create EPWP

²⁸ National Treasury, 2010c, p.96, cited in Meth, 2011

forums at district level. Technical support would be provided to municipalities to implement EPWP. Municipalities would report on EPWP projects to assess the EPWP wage incentive, and would assist in mobilising non-profit organisations to participate in the non-state sector and community works programme.

2.3.2 Performance of EPWP2

In the progress report to the Portfolio committee on Public Works in 2011, the following achievements with regard to EPWP 2 were noted²⁹:

- The EPWP programme created 643,116 work opportunities in the 10/11 financial year against a target of 642,000.
- The EPWP has exceeded its targets in all sectors apart from the Infrastructure and Environmental sectors where 81% and 69% of the annual target of the 10/11 financial year was achieved.
- EPWP2 created 1,268,975 work opportunities cumulatively since its launch in April 2009. This represents 28% of the target of the 4,500,000 work opportunities targeted by the March 2014.
- These exceed the 1,192,000 work opportunities targeted at the end of the 2nd year of EPWP2, indicating that the programme is on course to meet the 4,500,000 target by March 2014.
- The daily wage subsidy rate increased from R50 to R60.
- The EPWP was awarded R200 million by DHET for training beneficiaries, R188 million of which was committed to training 20000 beneficiaries by March 2012³⁰.
- Average duration (in person days) from 1 April 2010 to 31 March 2011 in Gauteng by sector was³¹:
 - Infrastructure – 71
 - Environment and culture – 110
 - Social – 158
 - Non-state, NPO – 73
 - Non-state, community works – 22

²⁹ Henderson, 2011

³⁰ Ibid

³¹ Ibid

3. Methodology

3.1 Overall approach

International practice in relation to evaluating PWP is to measure i) the microeconomic impact of programme participation (current and future earnings and/or reemployment prospects) and ii) the macroeconomic impact (net effect on aggregate employment and unemployment)³². However, according to McCord, “EPWP monitoring and evaluation has tended to focus on the attainment of two process indicators (work days created and training days provided)”.

As indicated in the introductory chapter, the aim of this project is *to provide an overview and assessment of the impact of Gauteng’s Expanded Public Works Programme (EPWP) on the lives of its beneficiaries*. The emphasis of this assessment is therefore more on an impact evaluation, rather than a process evaluation or performance monitoring. However, as how the programme is implemented does impact on the experience of beneficiaries and the long-term benefit (or not) to beneficiaries, cases in point being delays in the payment of stipends, and greater follow through of beneficiaries in the City of Johannesburg, attention was also paid to institutional issues around the EPWP. It is important to note that due to time and budget limitations, this research does not constitute a comprehensive evaluation of the EPWP in Gauteng.

The evaluation therefore considers:

- The extent to which participation in the programme *impacts on the income of the beneficiaries and their households* during and after their participation in the programme
- The extent to which EPWP beneficiaries are *able to access employment or other income generating opportunities* after the EPWP programme, the types and duration of employment that may have been accessed and the extent to which this access is as a result of the skills and experience they have obtained through the EPWP
- The extent to which EPWP beneficiaries *have also benefitted from other government job creation or skills development initiatives*.

The approach followed involves documentation reviews, interviews with provincial and municipal officials, and with beneficiaries in different programmes related to the EPWP.

3.2 Documentation review

A desk-top review was conducted of documentation related to the EPWP in Gauteng, looking at both national and provincial documents. Documentation available provides information about the objectives of the EPWP phase 1 and 2, some assessments of performance, input on performance from Gauteng’s provincial departments, basic provincial records and some documents related to municipal activities in Gauteng. Several documents were reviewed to gain an overall understanding of the goals and objectives of the EPWP nationally, and of how phase 2 differed from phase 1. These included official assessments of the EPWP and more independent reviews. The results of this have been outlined in Section 2.

³² McCord, 2007

A review of the more quantitative information available was also conducted. This included departmental input relating to EPWP performance, and records on provincial EPWP projects.

3.3 Interviews

Interviews were conducted with provincial and municipal officials responsible for planning, implementing and assessing EPWP projects to develop an understanding of how the EPWP in Gauteng works across the different spheres of government, the roles and responsibilities of people in different sectors and spheres with regard to reporting, record-keeping, implementing and managing the EPWP, and the successes and challenges experienced by beneficiaries and managers in implementing EPWP programmes.

Interview guides were developed for different categories of interviewees and adapted as appropriate. Interview guides were prepared for provincial, municipal and project-related officials. Issues covered included institutional issues, roles, responsibilities and processes, EPWP projects, training, tracking of beneficiaries, successes and challenges.

Interviews were also conducted with beneficiaries involved in several EPWP projects, which form part of the case study research discussed in the following sub-section.

3.4 Case studies

Case studies were conducted to ascertain the achievements and challenges associated with the EPWP, and to collect information on its impacts, particularly how participation in the EPWP has affected the lives of beneficiaries.

Efforts were made to follow up on a sample of participants, primarily to ascertain whether or not they have managed to secure employment as a result of their EPWP experience and how their experience in the EPWP impacted on their subsequent income. To do this, several case studies were compiled, focusing on specific projects or programmes proposed by DID officials, who assisted in contacting relevant project-based officials and beneficiaries. Case studies suggested by senior provincial officials included the Accelerated Artisan Training Programme (AATP), enterprise development, the National Youth Service (NYS), the Boipatong project and Community worker programme. In addition, a comparison between the approaches of, and challenges faced in different municipalities was proposed. Brief background research on each of these was conducted, and officials were approached to provide details of each project, and to assist in selecting and contacting beneficiaries. Following this, the following case studies were initially selected for more in-depth analysis using interviews with beneficiaries:

- Environment sector
- Infrastructure sector:
 - Boipatong
 - Accelerated Artisan training programme (AATP)
 - National Youth Service (NYS)
- Community Works programme (CWP)
- Municipal comparison

Due to difficulties in accessing beneficiaries for some case studies, and time and budget constraints, beneficiaries were interviewed from projects in the environment sector, NYS and AATP. Provincial officials involved in the CWP and Boipatong were, however, interviewed to assess their impression of the benefits of involvement to beneficiaries. In addition, an interview was conducted with a community liaison officer, an EPWP beneficiary who works in the infrastructure sector.

Interview guidelines were formulated for provincial and municipal officials, project-based officials and beneficiaries. Information from interviews with provincial, municipal and project-based officials was used to adapt the interview guides developed for interviews with beneficiaries and to construct a picture of each project. In the case of interviews with beneficiaries, both past and current, questions were asked around the application process (in order to understand what their expectations of EPWP were), their prior work experience, the work they did on the EPWP, successes and challenges experienced, and experience since working on EPWP, or future plans, in terms of income-generation.

In all, 14 officials were interviewed, mostly provincial officials involved in different aspects of the EPWP. A total of 26 interviews were conducted with beneficiaries, ten from the environment sector, eight from the NYS and eight from the AATP. Of the 26 beneficiary interviews, four were past beneficiaries of the NYS, and six of the AATP. Beneficiaries were not selected randomly, with contact details being provided by departmental officials, who assisted in meeting beneficiaries, or, in the case of NYS, providing phone numbers for telephonic interviews. It was difficult to contact people who had exited the programme completely. Hence, of the four interviews conducted with past beneficiaries of the NYS, three were re-enrolled in the programme.

4. EPWP in Gauteng

4.1 Programme description

Gauteng's MTSF 2009 – 2014 indicates that massive public investment will be made during this period of office to develop social and economic infrastructure in urban and rural areas and expand public employment through EPWP phase 2, which coincidentally began in the same year as the current term of office. This will target women, youth and people with disabilities. It indicates that recipients of social grants will be linked to the EPWP and that skills development will be a component of the programme to ensure entry into value chains and sustainable livelihoods. Active measures would be taken to enable the unemployed and EPWP beneficiaries, especially young people, women and people with disabilities, to start cooperatives and small businesses. Phase 2 of EPWP would be coordinated across all spheres and sectors³³.

The provincial Department of Infrastructure Development (DID) is the lead department for EPWP in Gauteng. It provides support to all sectors regarding participation in EPWP, reporting, signing of agreements etc., and hosts and is chair of the Provincial EPWP PSC and M & E meetings. Gauteng municipalities and metros lead as implementers and partners on all EPWP project implementation, participate in all quarterly sector meetings, host sector meetings on a rotational basis, supply the province with quarterly performance reports and report work opportunities created on a quarterly basis on the MIS. Other departments involved in the EPWP in the province include the National Department of Water Affairs (regulatory and policy), Treasury (DORA requirements, M&E, and reporting) and Department of Labour and SETAs (EPWP beneficiary training)³⁴.

DID's reporting captures the number of jobs created by provincial department, according to GEYODI, on a monthly and quarterly basis for the infrastructure sector. However, this does not involve project details, only summaries of some key information. National reports can be more useful as they cover all EPWP projects in Gauteng, including those by municipalities and other sectors. Municipalities report direct to national government using a web-based system, and only report to province in forums, where monthly presentations are made by each municipality on EPWP performance by sector. The non-state sector of the EPWP in Gauteng is administered by the IDT from national level. Thus, the provincial department does not directly receive detailed reports on all municipalities' or other performance. Municipal reporting has been problematic in the past, and two municipal EPWP summits have been held over the last 4 or 5 years to try to address this³⁵.

In order for DID to obtain a broad view of all EPWP activities it is therefore necessary to request them from each municipality and each provincial department involved in EPWP, or to wait for the national department to send the results. There is no central data base at provincial level for such information³⁶.

³³ Gauteng MTSF, 2009 - 2014

³⁴ Midterm review submission, GDARD

³⁵ Mohale interview, 20/12/2011

³⁶ Sibanda interview, 22/12/2011

At provincial level, most EPWP projects are in the infrastructure, environment and social sectors. Each infrastructure project has a community liaison officer (CLO). EPWP also involves enterprise development. Besides EPWP having to create work opportunities, it also needs to create capacity to deliver construction in a labour intensive way. This means getting industry players to understand what labour intensive construction is all about. To this end, Province provides contractor learnerships, under the Vuluka Phila programme. This is aimed at emerging contractors to assist them to understand labour-intensive construction generally and the EPWP specifically. The programme is registered with SETA and has specific criteria to meet. However, uptake of contractor learnerships has not been good. These should have been delivered as part of work opportunities. There seems to have been very little progress at provincial level. One of the problems is that each intake takes a lot of planning, which hinders progress³⁷.

Related to this is the Contractor Contact Centre (CCC). This was set up to provide support to contractors as part of the focus on Enterprise development. It is not clear that this has been successful in contributing to the capacity building of subcontractors in the local area, which is one of the aims of the EPWP. It would be useful to assess the extent to which EPWP-aligned contracts since 2009 have benefited local contractors³⁸.

At municipal level, some municipalities lack the capacity to deal with the implementation, management and reporting associated with the EPWP, and others seem to lack the political will to do so. The City of Johannesburg appears to be the best-performing municipality in the province in terms of EPWP, particularly since the introduction of wage-incentive grants³⁹. As EPWP tends to be seen as a government programme, the private sector has not become involved to the extent that was hoped.

In the implementation of Phase 1 of the EPWP in the province, training was regarded as important, and work opportunities could not be reported without proof of training provided. However, this condition seems to have been relaxed in the second phase, where the province is focusing on the core business of the programme, which is prioritising the work opportunity, with the state as employer of last resort⁴⁰. DID offered some training in the infrastructure sector, but only short courses. NYS also only offers short courses. Participants in the NYS are given 12 months employment, but are not tracked to see if this is sustained or if training has assisted them in getting other work. In the case of artisan apprenticeships, training is sustainable, and apparently allows people to secure jobs after their EPWP experience⁴¹.

4.2 Previous assessments of the EPWP in Gauteng

It appears that there has not been much research assessing the EPWP in Gauteng. In 2007, however, Rand Water commissioned research to examine the impact of participation in the EPWP on 102 workers in Elandsfontein and Mogale City, most of them labourers and operators. The workers form part of a project that was initiated by Rand Water and the Gauteng

³⁷ Mohale interview, 20/12/2011

³⁸ Mohale interview, 20/12/2011 and e-mail correspondence

³⁹ Mohale interview, 20/12/2011

⁴⁰ Ibid

⁴¹ Sibanda interview, 22/12/2011

Department of Agriculture, Conservation and Environment. The study found that only 18% of workers had a matric. Workers depend on their salaries to increase household income and their standard of living. Most workers (81%) indicated that they enjoy their work, and 75% that they had learned a new skill to do their work. A large percentage of workers (86%) indicated that their family's quality of life had improved since they started working on the project⁴². The additional income contributed to food, clothing, school fees, home improvements, electricity payments, personal items and furniture and being more financially independent.

In 2009 a social impact assessment of the EPWP in Gauteng was conducted, with a focus on contract workers. The primary research methods involved formal questionnaires and face to face interviews with 1450 workers and 68 contractors⁴³.

The study showed that gender targets were on track at 39%, youth targets were exceeded by 40% (70% against 30%), disability was exceeded by 3% (5% against 2%) and 82% of training occurred on the job. Approximately 48% of people on the projects were unemployed for at least six months before their employment on the EPWP project. Over 90% of beneficiaries earned over R1 000 per month, and 5% earned less than R800 per month.

With regard to contractors, 80% indicated they had a good or excellent understanding of labour intensive construction, 37% had learned of this through government workshops or conferences, and 47% through their contracts, 60% had had no training in labour intensive construction. Most training to contractors was not accredited (60%).

The study concluded that projects are contributing to job creation, especially for women and youth, most jobs are located close to beneficiaries, in at least 40% projects no training is provided, and 46% of beneficiaries had employment when recruited.

It was found that main contractors do not make enough effort to engage local contractors. As over 60% contractors are not trained in labour intensive techniques, this methodology is not likely to be applied.

4.3 Performance against indicators and targets

4.3.1 Limitations

One of the aims of this assessment is to review performance against key indicators and targets as set out in departmental, provincial and national government plans. Several assessments of the EPWP have noted that one of the problems in assessing the EPWP has been generally poor data capture (e.g. Meth, 2011; McCord, 2006). Interviews with provincial officials indicate that a considerable amount of information on the EPWP and its performance is recorded⁴⁴. This takes place at all spheres of government, each of which seems to record different information.

For example, DID, the lead department for EPWP provincially, mainly captures the number of jobs created, according to GEYODI, on a monthly and quarterly basis. This is based on summary

⁴² Rand Water, 2007

⁴³ Gauteng EPWP Directorate, 2009

⁴⁴ Interview with Dorcas Sibanda, 22nd December, 2011

information provided to DID by departments for the infrastructure sector. This does not include project details. Information on projects in other sectors (social, environmental and economic) is kept by the sector department involved in the project, and reported direct to the national department.

Municipalities and other parties are not required to report their EPWP performance to provincial government, but are required to do so to national government, if they receive a grant which they use as part of their EPWP. Thus national reports are more detailed than provincial reports, and cover provincial projects, municipal projects and any others (e.g. parastatals, entities etc). National reports also cover all sectors in which the EPWP operates.

For a detailed breakdown of the type of reports of EPWP performance from national and from provincial government, please see Appendix 6.

4.3.2 EPWP indicators – employment-related

The following indicators of performance are reported by the provincial department, looking at the employment-related aspects of the EPWP:

- # people employed
- # employment days created (100 days)
- # jobs created
- # youth (16-25) employed (40%)
- # people trained
- # women employed (55%)
- # PLWD employed (2%)

In this case, a total actual annual output for each indicator is provided for 2010/11, along with the target for 2011/12, broken down into quarters, with actual output per indicator per quarter provided.

The following table is provided in the first DID quarterly performance reports (Quarter 1 2011/12: April to June 2011) but unfortunately not in subsequent reports. It is therefore possible to ascertain the actual output per indicator in 2010/11, but not beyond the first quarter of 2011/12.

Table: EPWP Indicators (National and Provincial Treasury)

Indicator	Actual Output 2010/11	Target for 2011/12	1 st Quarter Planned Target	1 st Quarter Actual Output	2 nd Quarter Planned Target	2 nd Quarter Actual Output	3rd Quarter Planned Target	3rd Quarter Actual Output	4 th Quarter Planned Target	4th Quarter Actual Output
Number of people employed	10496	DID: 11545	2886	3600	2886		2887		2886	
		Province: 131565	32891		32891		32892		32891	
Number of employment days created (100 days)	595 041	DID: 1154500	288625	216000	288625		288625		288625	
		Province: 1315650	3289125		3289125		3289125		3289125	
Number of jobs created	10496	11545	2886	3600	35777		35777		35777	
		131656	32891		32891		32891		32891	
Number of youth (16-25) employed (40%)	4530	4618	1154	3258	1154		1155		1154	
		58080	14520		14520		14520		14520	
Number of people trained	0	1431	460	0	460		300		211	
Number of women employed (55%)	1976	6349	1587	102	1587		1588		1587	
		29502	7375		7375		7376		7375	
Number of PLWD (2%)	36	231	57	0	57		58		57	
		1037	259		259		260		259	

4.3.3 EPWP indicators – service delivery-related

The following indicators of performance are reported by the provincial department, looking at the service delivery performance:

- # Community-based programmes implemented
- # sectors coordinated
- # EPWP compliant projects in Capital Works
- # EPWP compliant projects in Maintenance
- # employment opportunities provided for youth
- # employment opportunities provided for women
- # employment opportunities provided for PWD
- # employment impact assessments completed
- # beneficiaries/people trained
- # people employed in EPWP projects (incl. males, women, youth and PWD)
- # employment days created
- # employment opportunities created (incl. males, women, youth, PWD)
- # contractors participating in Contractor Incubator Programme

- Programme of action to extend Employment equity targets to include Military veterans in accordance with provincial targets

DID's Quarterly Performance Report (Quarter 3 2011/12: October to December 2011) provides the following table relating to service delivery achievements, showing annual performance the previous year, along with performance for the third quarter of 2011/12.

Strategic Goal	Measurable Objective	Performance Indicator	Baseline (Actual Performance 2009/10)	Annual Target 2011/12
Implement and co-ordinate EPWP in a manner that enhances skills development and optimizes decent employment	Ensure implementation of community-based programmes	Number of Community- based Programmes implemented	72	18
	Ensure EPWP compliance in all 4 sectors	Number of sectors coordinated	4	Provide EPWP support to Municipalities in 4 sectors
Implement and co-ordinate EPWP in a manner that enhances skills development and optimizes decent employment	Ensure EPWP compliance in all projects	Number of EPWP compliant projects in Capital Works	-	100
		Number of EPWP compliant projects in Maintenance	-	10
	Provide employment opportunities to youth	Number of employment opportunities provided for youth	6994	DID 4618
				GPG 58080
Implement and co-ordinate EPWP in a manner that enhances skills development and optimizes decent employment	Provide employment opportunities to the women	Number of employment opportunities provided for women	2901	DID 3175
				GPG 32677
	Provide employment opportunities to people with disabilities	Number of employment opportunities provided for people with disabilities	20	DID 231
				GPG1037
	Evaluate sustainability of empowerment projects	Number of employment impact assessments completed	6	2
Implement and co-ordinate EPWP in a manner that enhances skills development and optimizes decent employment	Capacitate the unemployed with skills	Number of beneficiaries/people trained	27 contractors	1431
	Provide employment opportunities	Number of people employed in EPWP projects (incl males, women, youth and people with disabilities)	8495	DID 11545
		Number of employment days created	1953850	GPG 131565
Implement and co-ordinate EPWP in a manner that enhances skills	Provide employment opportunities	Number of employment opportunities created (incl males, women, youth and people with disabilities)	8495	DID 11545
				GPG 131565

Strategic Goal	Measurable Objective	Performance Indicator	Baseline (Actual Performance 2009/10)	Annual Target 2011/12
development and optimizes decent employment	Empower emerging contractors	Number of contractors participating in Contractor Incubator Programme	-	30
	Develop programme of action to extend Employment equity targets to include Military Veterans in accordance with Provincial Targets	Programme of action to extend Employment equity targets to include Military Veterans	-	Programme of Action finalized and approved

The following indicators of performance are reported by the national department, by sector, province, agency, municipality etc:

- # of projects
- Allocated project budget
- Project expenditure
- Person years of work including training
- Person years of training
- Gross no. work opportunities created
- % youth
- % women
- % people with disabilities
- Average manual workers minimum daily wage rate
- Calculated wages paid to employees on EPWP projects

In addition, the project reports (Annexure F) lists projects and their details, i.e.

- Project name
- Department
- Province
- District municipality
- Local municipality
- Budget
- Expenditure
- Gross number of work opportunities created

A consolidated table of key information provided in the national reports for Gauteng, discussed above, has been compiled (Appendix 7). This provides data from 1st April 2009 to 30th September, 2011. In reading this table, it is important to remember that the third time period is only for six months, whereas the others are for a full year.

This provides a detailed picture of all EPWP activity in the province during that time – an overall national consolidated figure, broken down by provincial government departments, national government departments, non-state sector activity, and that taking place in municipalities. In each case, the number of projects, allocated budget, expenditure, person years of work, person

years of training, gross number of work opportunities created, net number of work opportunities created, % youth, % women, % people with disabilities, average daily wage, and waged paid are provided.

Looking first at the *overall performance of the EPWP* across the province (i.e. for all three spheres of government and the non-state sector), the following emerges:

- The total number of EPWP projects taking place in the province has increased, from 996 in 2009/10 to 1403 in 2010/11, and 965 in the first six months of 2011/12.
- The allocated budget decreased from R27 714 795 433 in 2009/10 to R20 834 010 475 in 2010/11. However, in the first six months of 2011/12, this was R 16 320 013 609, which would represent an increase if this trend continues for the rest of the financial year.
- The number of work opportunities created across the province in the EPWP increased from 108,401 in 2009/10 to 113,845 in 2010/11 and 781,010 in the first six months of 2011/12.
- The percentage youth employed in EPWP projects in the province was 46% in 2009/10, increasing to 57% in 2010/11 and was 53% in the first six months of 2011/12.
- The percentage of women employed has increased steadily from 20% in 2009/10 to 45% in 2010/11 and 50% in the first six months of 2011/12.
- The percentage of people with disabilities has fluctuated considerably over the period, from 0,209% to 0.179%.
- The average wage of an EPWP worker in EPWP projects across the province has increased from R71 per day in 2009/10 to R82 by September 2011.

Focusing specifically on the performance of provincial departments over the same period:

- The number of projects dropped slightly from 2009/10 to 2010/11 (601 to 590), but seems to be on the increase with 503 projects recorded in the first six months of 2011/12.
- The number of work opportunities created by provincial departments decreased from 41869 in 2009/10 to 19634 in 2010/11 and was 14084 in the first six months of 2011/12.
- The percentage youth involved in provincial departments' EPWP projects increased from 30% in 2009/10 to 70% in 2010/11 and remained close to that in the first six months of 2011/12 at 68%.
- The percentage of women involved in EPWP projects associated with provincial departments increased from 25% in 2009/10 to 66% in 2010/11 and 69% in the first six months of 2011/12.
- The percentage of people with disabilities involved in provincial projects has fluctuated slightly, being 0.284% in the first six months of 2011/12.
- The daily wage paid to workers on provincial projects is reflected as having been R59, R55 and R58 each year since 2009, which does not seem to tie in with information from interviews.

Although this research did not find evidence of the use of an indicator "Cost per job created", interviews suggested that this is sometimes used. One of the problems with this is that cost varies according to the task involved and the specific environment, particularly in the

environment and infrastructure sectors⁴⁵. In some jobs, or particular environments, expensive equipment is needed, the nature of which varies from site to site due to environmental conditions. Therefore number of jobs created vs. budget (i.e. the cost of job created) is not a particularly useful indicator.

⁴⁵ Den Dulk interview, 2 February, 2012

4.4 Environment and Culture sector

4.4.1 Institutional arrangements and responsibilities

As the provincial lead department for the Environment and Culture sector of the EPWP, the GDARD EPWP Programme plays the role of coordinating the EPWP Environment and Culture Sector in Gauteng, meeting all municipal and related partners quarterly to assist them with the development of plans, with monitoring and assessment, and with reporting. GDARD is responsible for providing support to all municipalities regarding reporting on the national MIS web based reporting system, facilitating training of sector champions and beneficiaries, compiling Provincial Sector Reports as required by DPW, DEA and DID, representing the Province in all national meetings and hosting and chairing the quarterly E&C Sector meetings.

GDARD's EPWP programme is located within the Sustainable Resource Management (SRM) component of the GDARD⁴⁶. The EPWP Programme Team has 11 Posts, two of which are vacant. The EPWP programme within GDARD creates jobs and conducts skills and human development on projects related to alien vegetation eradication, wetland rehabilitation, combatting soil degradation, fire management and river clean-up.

The EPWP Programme project structures are determined through approved agreements and business plans signed by the GDARD Head of Department and accounting officers of all partners and implementing agents. EPWP project beneficiaries are formally appointed in terms of the ministerial provisions. The EPWP projects have Project Steering Committees (PSC) that provide a decision-making, monitoring and evaluation, and reporting body to oversee the project progress. The GDARD SRM Component has developed a Standard Process Manual with the Gauteng Department of Finance to ensure that all project processes and structures comply with all requirements.

The EPWP Programme project implementation is outsourced to government partners such as SANBI/Working for Wetlands or Rand Water, the Working for Water and the Working on Fire Programmes of DEA, and municipalities. In many cases these agents also contribute towards the cost of the project. For example, in the case of the Londindaba Project in Lesedi municipality, the municipality funds almost 50% of all costs.

The EPWP Programme started in GDARD in November 1998. Each individual project has commenced at different times and each project's duration ranges from one year to three or more years. Each EPWP project – even multi-year projects – is approved annually as part of the GDARD project approval and budget approval process. GDARD's annual EPWP budget has increased from 2008/9 to 2011/12, as indicated in the table below:

GDARD EPWP Annual Project budget

Item	2008/9	2009/10	2010/11	2011/12
Goods and Services	R 10,224,000	R 10,892,918	R 12,318,200	R 11,050,000
Capex	-	-	-	-
Personnel	R 2,137,491	R 2,158,115	R 2,784,300	R 3,347,000

⁴⁶ This discussion is based on the project review submission by GDARD for the Midterm review

Funding for GDARD's EPWP programme is sourced from the Equitable share and the DAFF LandCare Conditional Grant. Other sources include potential for funding from the DID, a funding proposal submitted to the Employment Creation Fund for 2012/13, co-funding of EPWP projects by some municipalities, Rand Water and SANBI, and donations in kind for various projects. A new Fencing Grant from 2012/13 will provide additional funds for jobs.

4.4.2 Job creation and outputs

GDARD's midterm review submission indicated that the number of jobs created by the provincial department through EPWP initiatives since the beginning of this term stand at 1094, well on the way to achieving the target of 1873 jobs by 2014. The target proportions of 30% women, 40% youth and 2% disabled has been exceeded with beneficiaries including 56% youth, 61% women, and 2% people living with disabilities. Together with municipalities, the Gauteng Environment and Agriculture sectors created a total of 46046 work opportunities, translating to 13 894 full-time equivalents from 1 April to 31 December 2010. Recognising this commitment and contribution to the EPWP programme, the Minister for Public Works awarded the GDARD EPWP team the national KAMOSO Awards EPWP Environment and Culture sector for the best province for 2010.

All EPWP Programme targets have been substantively met. The table below presents other key outputs of the EPWP Programme in GDARD since 2009.

Performance indicator		Reporting period	Annual target 2009/10	Annual Actual 2009/10	Annual target 2010/11	Annual Actual 2010/11	Annual target 2011/12	2 nd Quarter Actual 2011/12
1.	Training days	Quarterly	1100	1740	1100	3215	1000	337
2.	Hectares of land cleared of invasive aliens species	Quarterly	10000	23496	10100 hectares	28 779 hectares	6406 ha	1487
3.	Percentage of land previously cleared of invasive species kept clear	Quarterly	60%	60%	60%	60%	60%	60%
4.	Km firebreaks burned	Quarterly	90	154.5km	100km	101.2 km	80km	155 km
5.	Km of river cleaned	Quarterly	30	4km	20km	20km	-	-
6.	Tonnes of waste cleared from rivers	Quarterly	-	-	860 tonnes	1160 tonnes	30 tonnes	-
7.	No of wetlands rehabilitated	Annual	1	1	1	1	1	-

Certain of the Gauteng EPWP/LandCare Grant funded projects begin implementing projects prior to receiving the transfer of funds to ensure that there is sustainable continuation of the work and that project beneficiaries receive the full benefit of the wages for as long a period of time in the financial year as possible. Partners such as Rand Water fund this implementation from own funds until the transfer is received. Full financial records are kept of the financial transactions including any consideration for interest owed and payable which are audited as part of the Rand Water governance system. It has been shown that the benefits are offset against the costs. Partners such as Lesedi Municipality begin implementation using their

contribution of funds to the project, but all implementation accords with the approved business plan.

Only certain projects are presented for the LandCare Grant – projects with partners with whom GDARD has built up a track record of excellence in governance and implementation. Certain other partners and projects, especially new projects such as alien vegetation removal EPWP projects in Merafong and Emfuleni are not implemented before the legal agreements are signed off by the municipalities.

GDARD provides support in terms of training, selection of beneficiaries, monitoring and reporting, and managing the work. The department has a well-functioning institutional set-up to provide support to municipalities. They meet quarterly, using different municipal offices as a venue, on a rotational basis.

4.4.3 Selection of beneficiaries

Selection of beneficiaries is done through the municipality, and through the implementing agent if they exist, with the target of 55% women, 40% youth and 2% disabled. On some projects there are waiting lists, and people from the list replace those who leave, and even those on maternity leave (which is 4 months).

4.4.4 Managing the EPWP

Responding to issues about managing the EPWP, officials indicated that they do not receive an incentive grant for environment and culture projects. This is because the threshold is set very high and there is a complicated process involved in drawing down funds every quarter after meeting the threshold. As a period of about six months run-up before projects is usually needed, and the administrative burden associated with the grant is huge, for a grant of R50 per job created, they feel it is not worth it. This has been raised with DPW for resolution.

Although a maximum period of two years has been set by national government on EPWP projects, GDARD does not stick to this, and finds that natural turnover is in the region of 18 – 20% on projects. Jobs provided in the environment sector of the EPWP in Gauteng are long term jobs, more than 9 months in duration, and most at least 12 months.

GDARD has built a hierarchical job structure for the EPWP projects, with general workers, team leaders, supervisors etc, each with different salaries. This means that there is potential for advancement in the work they do.

4.4.5 Training

GDARD identifies the training needs for each project and assists with training. A range of different approaches is adopted across projects. GDARD has designed a programme working with Lesedi municipality to train beneficiaries to move into their own businesses. Support is needed to provide beneficiaries with the necessary entrepreneurial skills, which is not usually possible within government.

Projects need to include budgets for on-the-job training, for which beneficiaries receive certificates. Training is funded by the national DPW. Changes to the current approach are being implemented. In the past, GDARD used to provide short courses, specific to duties required in projects. However, training now needs to be accredited and be geared towards a qualification. Problems with the introduction of the requirement for accredited training in this sector are that many current beneficiaries do not have a matric, and accredited training is a lengthier process. GDARD must then be able to release beneficiaries to attend training for periods of six months to a year, done in block periods with work periods interspersed. The focus of training adopted by national government is now on ensuring people receive a formal qualification so that they can be absorbed in the formal market, and training on EPWP projects may not take place without a clear path to placement on an EPWP project after training.

For GDARD this means that short courses will need to be self-funded. This involves basic training such as occupational health and safety and HIV/AIDS and job-related training such as chain saw operators, or herbicide application and alien plant identification. Training is done by implementing agents contracting outside service providers. Also, beneficiaries are capacitated through relatively small interventions such as taking turns to chair and take minutes at Project steering committee meetings to gain experience. Short courses also stress personal and behavioural issues such as personal appearance and being on time.

4.4.6 Monitoring and reporting

In terms of monitoring, each project has a project steering committee (PSC) which meets once a month. Site visits are conducted weekly so urgent issues can be raised then. Monitoring and evaluation of beneficiary performance is very strict. Once a month, a questionnaire is completed for each project, with 35 – 39 indicators each. Officials visit projects once a week and reports are all counter-signed. Officials interviewed believe that the reporting process and mechanisms are good. Municipalities report directly to national government using an on-line reporting tool and have to include ID numbers of beneficiaries so there are built in controls in the reporting system. For departments, the reporting process is very onerous, and GDARD is audited regularly despite the fact that they have developed a business process manual with the Department of Finance.

4.4.7 Exit strategies and tracking beneficiaries

Officials indicated the need to set up a unit to deal with exit strategies, providing practical assistance in terms of economic development with regard to beneficiaries. Officials have visited other provinces to learn what has been done with regard to entrepreneurial development e.g. chain saw repairs, cutting firewood etc. Exit strategies need to be tailor made for each type of project. One way in which officials do assist in exiting beneficiaries from EPWP is to help them build their cv.

Although GDARD does have an exit interview, in which officials ask what a beneficiary plans to do when they exit the EPWP, many leave without completing it. There is therefore very little tracking of beneficiaries or confirmation of what they do once they leave the EPWP.

4.4.8 Successes

Several notable successes have been achieved by the EPWP in the environmental sector in Gauteng. Some of these relate to the individual beneficiaries, others to successes in the department, and others to broader successes for the community and/or environment.

At the basic level, the EPWP is building the social fabric of individuals and therefore also of communities. For example, for some women, having a job has enabled them to open a bank account and they now know how to use an ATM. Before there was no need to do this as they had no money. In other cases, participation in the EPWP has enabled people to be able to afford a funeral policy⁴⁷.

There are also positive spin offs in people's homes. For example, training addresses issues such as first aid, health and safety, hygiene, and dress. Project-related skills can also be of benefit, such as chain saw repairs or herbicide application.

A good example of success is an EPWP project coordinator, Benji, who was given time off to attend a project management course while participating on the EPWP, and who subsequently got a job with Rand Water Foundation doing jobs for schools.

An intangible and undervalued success, according to officials interviewed, is the sense of personal pride and responsibility developed as a result of working on the EPWP. People develop a sense of control over their lives. In addition, there is the feeling that "you are building South Africa, we value your input". People speak with great pride of working in EPWP. Officials believe this is undervalued as a contribution to the nation building programme. For this reason, EPWP branding is strong, with the logo being put on helmets etc, and projects being entered into competitions.

Participants work hard on specific programmes, and are very conscientious. For example, the Working on Fire project requires a high level of discipline, and participants develop personal skills related to this such as low absenteeism.

There are also very tangible successes in communities and the environment. For example, in some areas where vegetation is cleared, the levels of security for the community are enhanced. EPWP participants and members of the community have found stolen cattle, cable theft, and even a stolen car chop shop in cleared areas. This is an unintended consequence of the project. In other areas, natural resource management is happening. In the Londindaba project, for example, the stream started running after years. The EPWP therefore has a positive impact on environmental services, and becomes part of the national climate change response strategy. The number of hectares of land protected by firebreaks through the EPWP is impressive. Although more needs to be done in terms of flood management, protecting and maintaining wetlands has improved through the EPWP.

The challenge with these kinds of successes is that these need an on-going maintenance programme to sustain this, which needs to be followed up annually. Ideally, this function should be handed over to the responsible land owner or land user. However, usually there is no assistance in this regard. GDARD develops land owners' agreements in which land owners agree to keep the land clear. They are usually reluctant to sign these. A spin-off of vegetation

⁴⁷ Interviews with GDARD officials, February 2012

clearing is that resources become available to communities e.g. blue gum wood. There have been examples where entrepreneurs have sold this.

A further benefit of EPWP projects is that the “EPWP puts eyes and ears on the ground”. EPWP workers report on issues such as man-holes being removed, or pollution in streams, which can then be followed up by the appropriate government department.

4.4.9 Challenges

The Environment and Culture sector of the EPWP in Gauteng faces a number of challenges. These include the following⁴⁸:

- Certain smaller municipality implementing agents/partners battle to deliver or are not participating in the EPWP Programme. Local level project implementation should be done in partnership with municipalities or transferred to them with GDARD’s support. However, local authorities take very long to approve agreements and sign off on business plans with GDARD.
- Due to government budgeting and procurement, mid-year requirements for wage increases are difficult to implement. Increased budgets also needed to: pay VAT on wages; UIF; COIDA; and training costs.
- The funding for training has reduced and training days impact on the outputs of the projects.
- GDARD LandCare Conditional Grant funds received are not ring-fenced and result in the reduction of the equitable share.
- Errors in the publishing of the Gauteng GDARD EPWP Environment & Culture Incentive in DORA for 2011/12.
- Different financial years in Province and Municipalities which impacts on timing of agreement approvals and project implementation.
- Shortage of staff, budget constraints and insufficient support services in GDARD.
- Lack of understanding by executive managers of the nature of EPWP projects and systems in place, and the impact of constraints on the project beneficiaries.

These challenges were reinforced in interviews, with the following issues being identified:

- Lack of understanding of the EPWP, and commitment from senior officials and politicians
- Lack of capacity in municipalities
- Political issues
- Financial – funds are given in the short term, but they need longer time frames

Departmental officials indicate that there is a need to prioritize the EPWP Programme within GDARD and allocate sufficient budget and fill all vacant posts. More resources are needed to educate and do skills transfer to implementing agents and partners who are not performing. This might require intervention by the MEC and the HOD with regard to establishing EPWP in all municipalities. Officials suggest that consideration is given to the expansion of the EPWP

⁴⁸ Extracted from GDARD mid-term submission

Programme in GDARD to address the priorities of the green economy and rural development in Gauteng. SRM requires additional funding and staff capacity to implement the following sub-component level programmes:

- SRM SMME / cooperatives development for sustainable projects in 20 priority townships and as part of the Gauteng rural development strategy
- SRM LandCare - support to emerging farmers as part of rural development (incorporate in the SRM EPWP Programme)

Opportunities exist to implement a GDARD-wide Community Works Programme (CWP) set of projects. This will require joint planning by the Natural Resource Management Services section in GDARD and a GDARD-wide strategy that is supported.

4.4.10 Potential

Officials were enthusiastic about the successes of the EPWP both for individual beneficiaries and communities. They believe that the environment sector of the EPWP could easily expand into the CWP and that EPWP opportunities in this sector are limitless, saying that the return on investment is huge.

In order to respond effectively to existing needs on farms, they are in dire need of agricultural engineering services. An EPWP team could be established to assist farmers, especially new farmers. In addition, they have requested a soil conservation scheme which could also be managed as part of the EPWP.

Officials would like to set up a unit to deal with exit strategies, and to get more practical help on developing the economic potential of projects.

Access to the EPWP Incentives Grant in 2012/13 (R 3.9 million) provides the potential to increase the numbers of jobs in existing projects and address the increasing needs for funding regulatory and training requirements.

4.4.11 Beneficiary perspective

In order to assess the impact of participating in the EPWP in the environment sector, interviews were held with ten current beneficiaries (five men and five women), all working on the Londindaba project, near Heidelberg, mentioned earlier. It is clear that the councillor played a key role in informing beneficiaries of the project and in assisting with the applications process, as all beneficiaries indicated that they had heard of the project through the councillor, and all had been assisted by him to apply. No-one experienced any problems with the application process.

Only one person indicated they were not sure of the goals of the EPWP. Three indicated that it was to decrease alien trees, four indicated both to decrease alien trees and to create jobs, and two only indicated job creation as the goal of EPWP.

Asked why they applied to participate, eight indicated because they were unemployed, one because he wanted to help farming, and one because "I love it". For all interviewees, it was their first experience working on the EPWP. However, three indicated that they had had jobs

prior to this, one as a domestic worker, one as a grass cutter for a company, and one as a construction worker.

The rate of pay earned by the interviewees varied, from R79 to R155 per day, with eight of them earning between R79 and R90. The two who earned more than that were a supervisor (R100 per day) and a contract manager (R155 per day).

In response to a question as to whether they had received any training, three indicated they had received none, and the balance that they had received training in tree cutting and poisoning. They were trained by their manager or past participants, over a period of four days, and the training was monitored by their manager. Training is not accredited. Two people indicated that training had increased their knowledge.

An important aspect of the EPWP is to try to increase participants' earning potential once they exit the programme. Asked if they felt that training had helped them, five said yes, one thought so, and one was not sure. Two indicated it had increased their skills, three that they would now get jobs, and one that it had shown her how to be a supervisor.

With regard to achievements associated with the EPWP, one person said it had enabled them to get a job, despite having no experience. Others indicated increased ability to supervise, increased skills and experience.

It was clear from the response to the question as to how their experience on the EPWP would help them once they stopped working on the programme, that most beneficiaries did not have aspirations to increase their earning significantly beyond the EPWP. Three people indicated they would like similar positions, one to continue working on the same project, one to become a coordinator (presumably in the EPWP), and only one to open their own business.

4.5 Social Sector

4.5.1 Institutional arrangements and responsibilities

Three departments contribute to EPWP social sector projects, the departments of Health and Social Development, Education and Community Safety. All aspects of the EPWP in the social sector should be reported to the deputy director concerned, in the Department of Health. The relevant unit consists of someone responsible for M&E, someone responsible for training, and someone responsible for overall coordination and reporting. The overall coordinator is the Deputy Director Community Care Worker Programme. EPWP is an add on programme which coordinates all the EPWP compliant projects in the department and those of other departments e.g. Department of Social Development, Department of Education, Department of Community Safety and soon the department of Sports and recreation. DoH coordinates the social sector (Community Safety, Education for EPWP), and submits reports to DID bi-monthly. It has recently assisted the Department of Education to develop EPWP projects, and to report on performance.

Institutionally, the EPWP is part of the Community Health Workers' Programme in the Department of Health. Projects report on a monthly and quarterly basis at district level using a standard data collection tool, the Community Care Worker Daily Data Collection tool. The

district coordinator compiles a quarterly report. Quarterly reports are submitted to the national department.

4.5.2 Job creation

In its midterm review submission, the Department of Health and Social Development notes that the awarding of the EPWP Incentive Grant during 2010/11 and 2011/12 financial years led to a significant increase in the uptake of stipend paid volunteers. These volunteers also gained valuable skills that improved their chances of getting permanent employment in relevant sectors. The presence of these volunteers also improved the capacity of the HCBC organizations and strengthened their interventions.

An exit strategy was implemented that saw a total of 42 EPWP volunteer Community Care Givers trained as Child and Youth Care Workers. Upon completion of the training, they were placed in After School Care Centres as qualified Child and Youth Care Workers. In addition to providing employment to these people, it also maximized the provision of psycho-social care and support to orphans and vulnerable children.

It is further planned and proposed in the draft exit strategy for EPWP beneficiaries that additional community caregivers be trained in child and youth care work so as to increase capacity for the implementation of the Isibindi Model.

A total of 10,011 work opportunities in the HCBCs were created through EPWP over the review period⁴⁹. DoH funds 4,529 people involved in community care work (HBC, PLHIV and Hospice)⁵⁰. In addition, 1,100 people participate in respect of the incentive grant, and 515 in the multi-sectoral AIDS clinic, a total of 6,144.

The distribution of funded carers per programme per district in 2011/12 is indicated in the table below⁵¹:

	HBC	PLHIV	Hospice	Incentive grant	Multi-sectoral AIDS clinic	
Jo'burg metro	1243	73	54			
West Rand	365	22	0			
Ekurhuleni	836	20	24			
Sedibeng	553	31	18			
Tshwane	1005	51	60			
Metsweding	163	5	6			
Total	4165	202	162	1100	515	6144

Since 2008, approximately 550 nurses have successfully exited the programme and been placed in jobs with the Province, increasing from 60 in 2008 to 180 in 2011. These nurses started

⁴⁹ Social Development services midterm review submission

⁵⁰ Interview with Miriam Matshavha, 30th January, 2012

⁵¹ Data provided by Miriam Matshavha, 30th January, 2012

working on the EPWP as community care workers, were trained as part of the EPWP and are now fully qualified and working for the province.

Several departments other than Health and Social development participate in the EPWP. They submit reports to the DoH, as the provincial coordinator for the social sector of the EPWP.

In its submission for the midterm review, DCS notes that volunteers to participate in the EPWP were identified. DCS was initially approached by the Department of Education to deploy 200 patrollers at 20 problematic schools. Since then the Department of Education has requested that 7,000 patrollers be deployed at 1,596 'no fee' schools and poor performing schools. In addition, 200 patrollers were deployed as Tourism Safety Ambassadors at the Cradle of Humankind. A further 100 patrollers were deployed at Dinokeng Game Reserve to provide security services. The anticipated exit strategy for these beneficiaries is into police services or security companies.

The Education department uses EPWP beneficiaries in a number of ways. This year 1,940 beneficiaries were trained at NQF level 4 and work as ECD practitioners. There are about 1,900 left, due to the attrition rate. Some open their own crèches; therefore this becomes the exit plan⁵².

EPWP beneficiaries also serve as food handlers in education. People apply to be food handlers. In-house training is provided in preparation for them to develop cooperatives. The City of Tshwane has started with 6 women⁵³.

Some beneficiaries participate in the education special support programme assisting with after school homework. This involves employing 4,823 matrics to mentor learners, at a stipend of R1,200 per month. These are people who want to be teachers etc. This is new this year therefore there has been no ability to assess their career path⁵⁴.

Social Development employs community care workers. They are involved in counselling, and working with orphans and vulnerable children. The absorption strategy for this component of the EPWP is good, as they become auxiliary social workers. Last year about 400 were trained.

A total of about 4,529 community care workers in NGOs were identified, as indicated earlier. They are now receiving a stipend for work relating to Home Based Care programme (HBC), which is separate from the EPWP programme. In most cases, projects were in existence. People are selected from the pool of unemployed who are on the departmental data base, indicated as the number 'not on stipend'. These are people who volunteer in NGOs. The involvement of the department means that unemployed people have also been put in place e.g. as "queue marshalls" or client relation officers. Some are placed in clinics and some in hospitals. The number placed are 12 in tertiary hospitals, 11 in regional hospitals, 10 in district hospitals, 35 in clinics, and 319 in small clinics.

Community liaison officers are employed under EPWP and paid a stipend.

⁵² Interview with Miriam Matshavha, 30th January, 2012

⁵³ Ibid

⁵⁴ Ibid

4.5.3 Training

With regard to training, service providers are appointed on a contract basis, and FET colleges are used. Experience shows that service providers provided superior training to FET colleges. FET colleges will be used to train those participating in the HBC, while service providers will be used for those who receive training of 12 months. This year Community Health Workers' training will include NQF levels 1, 3 and 4. Last year financial constraints prevented level 4 from being offered. Participants receive a stipend while training. The Health and Welfare SETA advertises a tender. Training is for 1 year, and is accredited. Health and welfare SETA monitors the training, provides quality assurance and certificates and verifies NQ level HBC certificate. Weak students receive remedial training as part of the contract.

Training challenges include the attrition rate, service providers not offering value for money, absenteeism, the lack of personnel in GPG in the central and district offices to monitor effectively, and budgetary constraints.

Participants are usually then employed by the private sector or the department, with most managing to secure employment. Last year 180 enrolled nurses and 60 pharmacy assistants were selected from the pool of community workers, with 45 people appointed as data capturers⁵⁵. Participants can become data capturers, pharmacy assistants, health practitioners, or receptionists.

According to the programme, participants must exit after 2 years, although some have been in the programme 4 – 5 years. They then usually proceed to a nursing college, or a learnership offered by the Health and Welfare SETA.

The stipend paid for all EPWP work in the social sector is R1200 per month, which will increase to R63 per day in April.

4.5.4 Exit strategy and tracking beneficiaries

According to the official interviewed there is a good exit strategy in place. However, colleges are unable to take enough students, due to budgetary constraints. There are three colleges, each of which take 60 students per annum. There are not enough mentors for pharmacists. Ideally people should have two years on EPWP, then have further training, then secure a job in government⁵⁶.

In reality, people do not receive advice on careers or their learning path. They are given forms to apply and these are adjudicated with nursing colleges. If not accepted they will carry on with EPWP or go to work in institutions such as old age homes, as cleaners etc.

There is no tracking system for outcomes except for enrolled nurses and health promoters (most of whom are employed after their experience).

⁵⁵ Interview with Miriam Matshavha, 30th January, 2012

⁵⁶ Ibid

4.5.5 Successes

The key successes are the approximately 540 people who have exited as enrolled nurses and are employed by the provincial Department of Health. A total of 60 people have been selected to start as pharmacy assistants. A total of 8,123 people have been trained and accredited on HBC since its inception in 2009. In all, 400 beneficiaries in Social Development and Health have been trained in computer literacy, first aid, and project management through the National Skills fund. A total of 345 people are now employed by the Department of Social Development after training as auxiliary social workers. Currently 40 pharmacy assistants are being trained and a further 40 enrolled nurses and 40 pharmacy assistants are about to start training through the National Skills fund.

4.5.6 Challenges

Challenges relate to the capacity of the unit within the sector, which is not dedicated to the EPWP but needs to coordinate all EPWP programmes in the social sector, while other programmes have their own directorate e.g. HIV/AIDS. Without a separate directorate EPWP tends not to be taken as seriously. Placing EPWP issues on HoD's score cards would mean people work harder at it and take it more seriously⁵⁷.

As in the case of the NYS, financial issues around the EPWP are a problem, and the official believes a dedicated finance person is needed for the EPWP. However, as stipends are paid through the NGOs they do not experience the same problems as in DID.

Challenges also relate to the lack of participation by municipalities who sometimes use all EPWP funds in the infrastructure sector⁵⁸.

4.6 Infrastructure sector

4.6.1 Introduction

In order to gain an understanding of the EPWP in the infrastructure sector in the province, particularly in relation to the impact on beneficiaries, interviews were held with several provincial officials, a project-based community liaison officer, and beneficiaries in the NYS and AATP.

With regard to training in the infrastructure sector of the EPWP, training is informed by the requirements of the client department or programme. DID puts out a tender and appoints and manages the service providers who do the actual training. DID monitors training on a weekly basis. All training is based on requirements from projects such as NYS or Boipatong. Training includes both technical and soft skills. All training is accredited⁵⁹. The length and nature of the training depends on the trades and the credits earned. However, officials feel that training is really a skills programme, not a full training programme⁶⁰.

⁵⁷ Interview with Miriam Matshavha, 30th January, 2012

⁵⁸ Ibid

⁵⁹ Interview with Mr Sabatha Banda, 27th January, 2012

⁶⁰ Ibid

DID staff encourage beneficiaries to continue with training to enable them to obtain a full qualification. For example, they assist with establishing co-operatives. To continue training, they are able to make a formal submission to GCRA. However, so far none of the beneficiaries have done that. Beneficiaries are informed of the outcome of the training (i.e. that it does not result in a full qualification) before it starts. Only a couple have been interested in a full qualification.

In the view of the official interviewed, training is successful. People are trained to be employed in the project, and given experiential learning. However, there has been no formal assessment of this. Sometimes people get jobs in other projects.

Challenges experienced have been that, while a full qualification would be better, the nature of the projects does not allow that.

Beneficiaries obtain stipends, even during their training period. Officials suspect that this seems to become their focus, rather than on training and improving their skills. There is therefore a need to change the mind-set of beneficiaries, to focus on training⁶¹.

When beneficiaries have completed their training and employment, it would be good for the department to assist them. However, there is no formal process or structure for this to take place.

A major problem has been delays in the payment of stipends. This has led to a decline in the attendance of training, as beneficiaries have not received money they use for lunch and transport. This draws the whole programme out, as the training needs to be suspended until stipends have been paid, which means it costs more in the long run.

There are several areas of success regarding training. In some cases, beneficiaries are skilled but they do not have proof of their skills. The training associated with the EPWP gives them that. The training therefore augments past experience with a piece of paper, which improves their chances of earning an income from that skill. In other cases, beneficiaries have no basic skills, but, after training, are in a position to become a contractor in townships.

One of the provincial officials interviewed suggested that it would be useful to gain the perspective of a community liaison officer on the EPWP as all projects in the infrastructure sector have community liaison officers, and they are also, in a sense, beneficiaries of the EPWP. They also provide a different perspective from that offered by provincial or municipal officials. As a result, the community liaison officer on the New Natalspruit hospital in Vosloorus was interviewed. He provided details of the EPWP Business Plan for the project, a new 760 bed regional hospital in Vosloorus extension 14. This indicates that the project start date was expected to be November 2006, ending in April 2009. A total of 1201 EPWP beneficiaries were requested, all of whom had placement on the project secured. A training needs analysis was conducted. The business plan includes an EPWP Implementation Strategy which outlines the categories of training. This involves life skills courses, technical courses, skills programmes, and learnerships which is seen as a progressive development path for candidates. The skills programmes and learnerships are longer term accredited training only available to a selected number of these workers, funded by DoL or the CETA. Learnerships are offered to people who

⁶¹ Interview with Mr Sabatha Banda, 27th January, 2012

graduate from the first phase of formal training, i.e. the skills programmes. Learnerships involve both theoretical instruction away from the construction site, and on-site practical work under the supervision of the employer. Learnership candidates are entitled to 18 months guaranteed employment to complete all applicable training modules.

The business plan outlines the training cycle, indicating that the public body finalises the list of projects, and identifies the skills needed and the training requirements to meet these given the workers available. Once administrative processes are complete, training is provided at existing training institutions, and trained workers are then allocated to projects. Once workers are exited from the EPWP project they may be rehired and receive additional training until they accumulate enough credits for a qualification. The business plan includes gender targets.

Each ward has a community liaison officer (CLO), who is responsible for liaison between that ward and the ward councillor⁶². The CLO “coordinates all the stakeholders that are involved in the project (the contractors and the community). If the contractor wants to raise any issue, about anything, I have to solve the problem”⁶³. He checks that people stick to the EPWP business plan, and that recruitment takes place according to that. The contractor raises issues such as employees arriving late to work with him, and he needs to take that up with the workers concerned. His work isn’t really restricted to working with the community, according to him, and extends to all stakeholders.

Regarding the numbers of EPWP workers employed on the project, with some of the information that requires the number of EPWP placements, the data is cumulative and it is difficult to say exactly how many there are. There are different placements, given that there are those who come and go, and those who are newly appointed. Normally for every site, there will be a report that indicates the number of people who are employed and indicating the duration of their employment⁶⁴.

The relationship between the department/municipality and this project is centred on the Project Steering Committee. This committee comprises of the representatives from the department, representatives from local government, the local councillor and the project CLO. The recruitment of employees is selected by this committee. If the contractor needs people to work on the project, they approach the CLO who evaluates if they are doing everything according to the EPWP business plan. Once the CLO approves, the chairperson of the committee will sign this off. The CLO then does the recruitment with the PSC, with final selection by the contractor. “Our job is to recruit the number of people that they want. We are given quotas and numbers, we must recruit 40% woman, 39% youth, 2% physically challenged and the rest will be male workers. But some of the selection which requires skilled labour, it’s done by the contractor. We recruit general labour”⁶⁵.

Once people are recruited, they become the contractor’s employees. The contractor monitors beneficiary performance, and reporting of that. The CLO is not involved in the EPWP budget; that is done by the department.

⁶² Interview with Calvin Magaleng, 16th February, 2012

⁶³ Ibid

⁶⁴ Ibid

⁶⁵ Ibid

In the New Natalspruit hospital, while construction of the hospital is funded by the provincial government, it will be managed by the local municipality. Initially 1000 people were trained in different skills such as plumbing, brick laying, and carpentry i.e. people were trained with the construction skills required for the project to progress. There were some challenges and they were not able to train the number required. "The idea is that when they come here and learn these skills, they should be able to continue with this function after the project ends"⁶⁶. The training was provided by an accredited service provider, and financed by the Department of labour. The duration of the training depends on the different jobs. "Some disciplines take three weeks, some take three months. The training varies, depending on the skill training that's required"⁶⁷. The training is accredited. Training is monitored, on the one hand, by the contractor and on the other by the Department of Labour.

Successes with regard to training are that people obtain basic skills in various areas, and get opportunities to utilise those skills. Repeating the concerns raised by officials in respect of the training provided to Boipatong beneficiaries, people "are not really interested in the training itself, but they are looking forward to the money that they will get after the training. So there is less focus on the training but more on the money aspect of the training"⁶⁸.

Regarding exit strategies the CLO noted that he tries to do some work on his own initiative. "We encourage people who see this platform as a place for exposure and they want to expand, that they should contact us for further developments. We also offer small training for people who want to start their own small businesses. We advise them on what they need and how to get further assistance"⁶⁹. They do some tracking of beneficiaries, and keep a data base of all people who have worked on the project.

Overall, the CLO feels that "people who come and work with us get skills. Not only do they get skills, they also get experience as most of them stay in the project for years"⁷⁰.

4.6.2 Boipatong Heritage project

The Boipatong Memorial Project was launched in 2008. It forms part of the Gautrain Community Investment plan in which Boipatong was chosen as one of the beneficiary communities after an intensive consultation process with key stakeholders in the Sedibeng District Municipality and the Emfuleni Local Municipality⁷¹. The project involves three aspects:

- Construction of the Gautrain Boipatong Memorial Centre for the struggle heroes and heroines of the Boipatong Community, incorporating a Youth Training Centre
- The Boipatong component of the Twenty Prioritised Townships road infrastructure programme, consisting of the upgrade of roads infrastructure, including surfacing,

⁶⁶ Interview with Calvin Magaleng, 16th February, 2012

⁶⁷ Ibid

⁶⁸ Ibid

⁶⁹ Ibid

⁷⁰ Ibid

⁷¹ Jacobs, 2008

storm water drainage, street lighting, side-walks and the incorporation of heritage symbols and signage into existing roads infrastructure

- The job creation plan for Boipatong Urban Renewal Programme, involving the regeneration of wetlands into an attractive park and recreation areas and the establishment of an integrated economic hub, with a multi-purpose community centre, with the aim to create income generating opportunities and entrepreneurial capacity for local communities.

The project began in April 2007, with completion expected in October 2012. Project planning and design work was aligned to the municipal IDPs. The project budget is R38 million.

A press release in October 2011 indicated that 56 members of the public from Boipatong of Emfuleni Local Municipality were on EPWP training program and were identified with the assistance of the project committee which was established by GDID through the ward councillor.

Interviews with DID officials were conducted to gain a better understanding of how the project operates and its progress⁷². A project steering committee (PSC) is formed, consisting of representatives, and alternative representatives, of all sectors in the community (political, business etc) and the department. Sometimes the councillor chairs the PSC but not always. People in the committee should be neutral, and have no interest in the project. No payment is made to committee members. DID does not speak directly to the community; that is the role of the PSC. Thus social facilitation e.g. informing ward councillors, and the community, and establishing the PSC, is the first thing done on a project. A CLO is elected, who liaises between all parties, keeps records of meetings etc. DID's role is to coordinate the smooth running of the project, and the EPWP element. DID assists project coordination whenever blockages are experienced.

In selecting beneficiaries, in the case of Boipatong, victims of the massacre, military veterans and their next of kin, are given priority. In general, to select beneficiaries, a skills audit is usually done by the PSC, who select people on the basis of that. The PSC is seen as leading this. However, sometimes they put forward family members etc. DID "tries to close the loopholes"⁷³. While the skills audit is key, it is not always followed. Some people have papers/letters from previous employees which provide proof of their skills. The Project coordinator monitors the beneficiary performance, as does the CLO, and reports to DID according to GEYODI criteria.

With regard to the progress of the Boipatong project, delays were experienced but it is back on track. The land belongs to Emfuleni municipality, and Emfuleni provides services. However, Emfuleni does not have a heritage office, while Sedibeng does. Therefore Memorandum of Understanding has been drawn up which clarifies the roles and responsibilities, between DID and the municipalities concerned. Currently they are waiting for the municipality to approve the business plan. The site has been handed over, and the contractor appointed.

⁷² Manoto interview, January 2012

⁷³ Ibid

As a result of the delays on the project, beneficiaries are not yet working. However, training has benefited 120 people – military veterans, victims of the massacre and community members – in terms of manufacturing bricks and paving⁷⁴. An initial problem in this project was that military veterans see it as their project and therefore wanted to benefit upfront, getting 30% of the whole contract. As a result, DID has formed a brick making and pavement making cooperative and has registered it on behalf of the veterans. DID provided two machines for this to the veterans. The MoUs and the lease agreements are being finalised. This cooperative is seen as a lifelong venture. After 3 years the project will be over, and it will exit the site, but can be used for in other projects and will therefore provide income to beneficiaries over a long period.

With regard to the training, DID puts out a tender and an established service provider is appointed. Officials interviewed felt that more emphasis could be placed on training, and on the training service provider using their skills and this opportunity to identify an appropriate career and related training path for each trainee, based on their performance during training.

An informal exit strategy is in place, with officials recommending to individual beneficiaries e.g. plumbers, to register with a co-op, visiting municipalities and others to encourage them to employ beneficiaries, encouraging beneficiaries to register with municipality and others, to market themselves in townships. Officials believe that it would be useful as a department to pay more attention to this and to develop a more structured approach.

Identifying successes and challenges of training will assist DID with service providers in terms of skills, qualifications, how to deal with past experience etc. Training service providers would be in a position to recommend further steps/training for individual beneficiaries. This could be used to feed into the design of the exit strategy. What is key is to develop a “life time plan for EPWP not just temporary employment”⁷⁵. A service provider could recommend the appropriate path for each student. In addition, people could be identified within the community as role models, showing how training e.g. at FET colleges has benefited them, thus dispelling myths around university education being the only path to successful employment.

Successes related to participation in the EPWP, according to officials, have been that people have an increased income for the period of their work on the EPWP. However, this is on a temporary basis, “six months down the line it’s back to square one for them”⁷⁶. In addition, establishing the cooperative is likely to benefit participants beyond the duration of the Boipatong project.

A major challenge related to the EPWP in Boipatong experienced so far is the late payment of stipends. This is an internal problem. Several officials feel that a dedicated unit within the Department of Finance that deals with just EPWP is needed, or the function outsourced. This could also partly be addressed by increasing attention to educating people about government processes so people know where to go when problems arise. People need to be provided with the full background which could form part of the life skills aspect of EPWP training⁷⁷.

⁷⁴ Manoto interview, 27th January, 2012

⁷⁵ Ibid

⁷⁶ Ibid

⁷⁷ Ibid

4.6.3 Accelerated Artisan Training Programme (AATP)

The Department of Infrastructure Development has implemented an Accelerated Artisan Training Programme, which provides theoretical and practical technical training, including trade tests in trades such as boiler-making, welding, electrical and fitting and turning. This began in 2007 and trained young unemployed people on an 18 month programme⁷⁸. The programme further involves workplace exposure at institutions within the public and private sector to give beneficiaries access to on-the-job training. Students sit for assessments on plumbing and motor mechanical trades⁷⁹.

Training providers included Fundi Training Centre, SAJ Competency Training Institute and Industry Education Training Institute. The department also enters into liaison partnerships with participating institutions for possible commitment to absorb the participants as they exit the programme. This has given graduates access to job opportunities in those sectors.

Plans are underway to place 86 newly qualified artisans in various DID regional offices to render essential maintenance to public infrastructure in the province. These include 59 electricians, 17 fitters and turners, two welders and eight boilermakers⁸⁰.

The advertisement for service providers to conduct training for the next group of trainees has been prepared and is awaiting action.

Of the initial 248 trained, some resigned for better job opportunities, dropped out or started other training. Of the 214 remaining, 168 entered for a trade test, 33 will be finishing plumbing in September 2012, and 15 will be motor mechanics who finish training in February, 2012. Therefore, of the 168, 160 will have made it to receive a red seal, which means they are a qualified artisan. Of those who have completed training, 51 have been placed in the Department or in the private sector⁸¹.

Transnet has indicated that they want all 33 welders for top up training, and that they would then place them in jobs after that⁸². They also need between 26 and 30 of the electrical students. Private sector companies such as Mercedes Benz have requested a meeting to discuss placing students. SAPS has also asked for motor mechanics, and is likely to need all students in this field.

The Department has places for about 86 artisans in maintenance. However, there are some tensions between existing staff about this, as they can feel threatened as they do not have the same level of qualifications as the apprentices. Some have been qualified through section 48. Thus the newly qualified artisans are of a higher level than many existing staff. There is a need to upgrade the skills of existing staff. In addition, in order to retain the newly qualified and

⁷⁸ Interview, Emmah Mkhathswa, 6th February, 2012

⁷⁹ Gauteng on-line, 2011

⁸⁰ Minister of Public Works Thembelani Thulas Nxesi

⁸¹ Interview, Emmah Mkhathswa, 6th February, 2012

⁸² Ibid

placed artisans, it is important to offer them a long term contract or permanent post, otherwise they will seek a more secure post elsewhere. There has been some resistance to placing the new artisans from shop stewards and even management⁸³.

The AATP needs 57 mentors. The department has promised to take 86 new apprentices who received a stipend of R2,100 per month. Gazetted fees for mentors are R5,000 per month. A challenge that has been experienced is delays in issuing certificates, especially by MERSETA. Another is inferior training by FETs, which means that private sector service providers are used⁸⁴.

In order to gain a better understanding of the impact of participation in the programme on beneficiaries, interviews were conducted with eight AATP beneficiaries, two of whom were current and six of whom had exited the programme. Both current beneficiaries were women, while the past beneficiaries comprised three women and three men.

Three of the eight beneficiaries had heard of the programme through friends, two through newspapers, one through an advertisement on internet, and two applied for an apprenticeship and were advised to try the AATP. Asked what the goals of the EPWP are, two responses related to youth, six to skills, two to poor people or disadvantaged, and only one to job creation (multiple responses were provided). Beneficiaries' reasons for applying varied. One wanted to be an artisan, but found that this was very male dominated, one worked as a welder but was not qualified and needed a qualification to prove his skills (verifying one of the reasons for participation provided by a provincial official), four wanted to improve their skills, and one because he was unemployed.

All participants began working on the EPWP in October 2009, with the six who had exited the programme finishing between July and October 2011. For six people it was their first experience of the EPWP, one had worked on an EPWP project prior to this, and one had a prior learnership for one year in 2007. Three of the past beneficiaries and one current beneficiary had worked prior to their EPWP experience, one as an unqualified welder, one as an unqualified electrician, one as a receptionist and one as a sales consultant.

Beneficiaries earned R2,100 per month from October 2009, with the two who had continued on the programme now earning R4,200 per month. Beneficiaries listed the successes of training as gaining technical skills, communication and first aid skills, and learning to work as a team. Challenges associated with training included not being paid for the first few months, existing staff treating them badly, and not receiving their certificates. Training was not always relevant to their skills needs according to several participants. Training was monitored by GPG staff. Two participants indicated that these officials could have spent more time monitoring the training.

Most beneficiaries believe that their experience will help them to get a job, although one indicated that he had not achieved a lot and another that the experience will mean he can open his own business. In response to the question asking what achievements she made related to the EPWP programme, one current beneficiary replied:

⁸³ Interview, Emmah Mkhathswa, 6th February, 2012

⁸⁴ Ibid

“Personally, in my life it has helped me a lot. At first I was struggle at home and couldn’t do much for my younger brothers. Now things are different; one of my younger brothers is an Eskom employee after I took him to school with the little money that I got from this project”.

Another responded:

“This project has changed my life a lot, regardless of the challenges that I faced. It has given me exposure and financially it has also helped me. The money that I’m getting is helping me a lot”.

Of the six beneficiaries who have exited the programme, three are still applying for a job, one had a temporary job which has ended and is again looking for a job, one could not get a job so is back at school, and one was successful in getting a job.

A problem raised in interviews with provincial officials relates to issuing certificates and is highlighted by the responses of one beneficiary:

“I was told that it was accredited, but I haven’t received my certificate thus far. I can’t do anything because they keep sending me back and forth to the same people when I ask about my certificate. I don’t feel like I have achieved anything. As I’ve mentioned, I haven’t received my certificate, it feels like all my work has gone in vain. Without the certificate, there is no company that can grant me the job that I have trained for. I don’t have proof that I have completed this programme and I also don’t have a certificate number”.

Asked about his future plans he replied, “I’m not sure. I’ll be at ease once I get my certificate; for now, my future looks bleak”.

Interestingly, the one beneficiary who was working as an unqualified welder and wanted to participate in the programme in order to get certification, found that the impact of his participation, at least initially, has been:

“a setback for me in terms of finances....I think people want to hire unskilled people so they can pay them less. Now that I have a certificate, I think it will take me a while to get a full time job”.

Another who did not respond that the programme had impacted positively indicated the following:

“I can’t really say it impacted much. The money was too little and I spend most of it on transport and food”.

A problem raised by 4 of the 8 beneficiaries interviewed, which reflects the information provided by provincial officials, is that current employees, who served as mentors, tended to view the EPWP participants with suspicion, feeling threatened by them and treating them badly. This is highlighted by the following quote:

“The mentors were a real problem. They didn’t go to school and they felt threatened by us. They didn’t help us and some didn’t want to share their skills with us”.

One past beneficiary felt that government should

“get us jobs after the training is completed. It is important to place students after the training; it wasn’t easy for some of us to get companies that will accommodate us”.

The beneficiary who succeeded in getting a job after exiting the programme attributed her success to the programme, saying

“I’m currently working, thanks to the programme.... The job that I currently have is the foundation of the skills that I got from the programme.... “It was a great success because I ended up having a job that I was trained for”.

4.6.4 National Youth Service (NYS)

The National Youth Service (NYS) is a government initiative that offers opportunities for young people between the ages of 18 and 35, targeting those who are unemployed, unskilled and out of school, to contribute to the national development agenda while developing skills to support their access to the economy and leadership potential. In Gauteng, the NYS unit operates as a distinct unit, reporting to DID by sector, who, in turn, report to national government.

In assessing the performance of the NYS, in terms of numbers of people assisted, it is important to note that the beneficiaries of the NYS all work for a period of 12 months, and that they are referred to as learners. Although NYS operates on the same principles as EPWP, and constitutes part of the overall EPWP total figures quoted for the province, NYS learners on sector programmes, e.g. GDARD, are not the same individuals as those on the EPWP.

The goals of the NYS are:

- To build a culture of service
- To support a culture of civic awareness and national reconstruction
- To develop the skills, knowledge and ability of young people
- To improve youth employability
- To involve young people in serving disadvantaged and underserved communities

NYS programmes can be implemented at national, provincial or local government level and can be initiated by the private and NGO sectors. At the Departmental level, NYS programmes are implemented in partnership with the EPWP⁸⁵.

DID is the Provincial Coordinator of the NYS. It works with partners to shortlist learners, maintains the data base of learners for payment of their stipends and receives weekly reports on learners’ performance. In 2011/12, the DID recruited 4,000 learners to participate in the NYS and budgeted for this under its Community Based Programme. A partnership was formed

⁸⁵ Infrastructure Development Portfolio Committee, 2011

with the Departments of Agriculture, Community Safety and Health and Social Development, municipalities of Sedibeng, City of Johannesburg and the West Rand Municipality to impart skills to learners who had been shortlisted for the Learnership Programme. DID officials worked with those from the West rand municipality to launch the programme in June 2011. Learners are involved in activities such as Emergency medical services, road maintenance, library assistants, traffic management etc. DID also allocated R52,800,000 for stipends for these learners (R1,100 per learner per month). The programme began in May 2011.

Those selected were placed to receive training and get work-experiential exposure in the infrastructure, health, social development, agriculture and rural development and community safety fields.

Learners apply to the provincial office of NYS, who, working with their municipal colleagues, select learners and conduct briefings. The municipalities or departments do the placement of learners. Training is usually conducted through DID's training unit but based on the specifications provided by the departments. Training for this financial year is only being conducted now, due to delays as a result of the late payment of stipends. Learners receive stipends for the training period.

The duration of the training varies but it is all accredited and related to the jobs learners do. The NYS unit has a coordinator per region, who, along with coordinators from host Departments, is expected to pay monthly visits to each site to monitor the performance and attendance of learners, and the quality of training. DID should also receive weekly reports from the host departments which are verified by site visits.

The number of learners benefiting from NYS has increased steadily over the years, from 1,000 learners in 2007/8, to 3000 in 2008/9 and to 4000 in 2010/11. Of the 4,000 learners that were recruited for the NYS in Gauteng in 2011, 2846 are female, 1,154 are male and 5 are learners with disabilities. Learners were placed in the following regions:

- City of Johannesburg (765 learners)
- Ekurhuleni Metro (718 learners)
- Tshwane Metro (671 learners)
- Sedibeng (656 learners)

The following departments requested NYS learners by the time of writing of the portfolio report in 2011⁸⁶:

- Department of Health and Social Development (2000 learners)
- Department of Roads and Transport (300 learners)
- Department of Infrastructure Development (530 learners)
- Department of Agriculture and Rural Development (150 learners)
- Department of Community Safety (300 learners)
- West Rand District Municipality (970 learners)
- Unplaced (1,000 learners)

⁸⁶ Infrastructure Development Portfolio Committee, 2011

However, for a variety of reasons, not all requests were able to be met and, in some cases, more learners were placed than initially requested. For example, the Department of Health and Social Development has about 600 learners outstanding, the MoU with the Department of Roads and Transport is being written so no learners have yet been placed in this department, about 100 of the 150 learners requested by GDARD were allocated, less than the 300 learners requested were placed in the Department of Community Safety, and 815 of the 970 requested by West Rand were placed⁸⁷.

The report of the portfolio committee indicates that the number of learners on the confirmed payment list is 2,528 and not 4,000 as recruited. This is because not all recruited learners were placed and because some attendance registers had not been submitted on time. By January 2012, however, 2984 learners had been placed⁸⁸.

DID indicated, in its report to the Infrastructure Development Portfolio Committee, that it is engaging tertiary institutions as part of the exit strategy around bursaries for learners who have shown interest in completing their degrees or pursuing a tertiary qualification. An exit strategy proposed by DID to partners is that learners be absorbed into a formalised Learnership Programme coordinated by the respective Human Resource Development units when they have completed their learnership. Currently, NYDA conducts exit workshops with learners. Career guidance is provided as part of this. The NYS unit also tries to communicate during the programme, to alert learners of opportunities etc.

Due to the nature of the programme, the volume of learners and capacity constraints in the NYS unit, there is no formal system of tracking what happens to learners once their learnership is complete. However, most departments have learnerships themselves, and some NYS learners are absorbed into those, or are offered positions in departments.

A brief assessment of the NYS in Gauteng was conducted in 2011, focusing on three of the goals of the NYS, namely to develop the skills, knowledge and ability of young people, to improve youth employability and to involve young people in serving disadvantaged and underserved communities. Questionnaires were administered to 100 NYS learners in Tshwane, Metsweding, Sedibeng, Ekurhuleni, Mogale City and City of Johannesburg. Questions covered areas such as how they heard of the NYS, why they applied, how they experienced the application process, their expectations, the training they received, the nature of their work, whether or not they were assigned a mentor and whether or not they received their stipend.

Of interest to this assessment, learners seemed to believe that participation in the NYS is a means to secure employment, either through relevant work experience, skills training or being provided with a permanent job by government departments after their work on the NYS. 30% of respondents indicated that they were receiving training in office work, 29% in law enforcement, 6% in Human resource management, and 4% in ICT. Other areas of training included electrical and mechanical work and social auxiliary training. However, 7% did not receive any training, and 9% did not answer, which is of concern.

⁸⁷ Interview, Ouma Ngobeni, 15th February, 2012

⁸⁸ Ibid

In this research DID indicated that it appoints accredited training providers to enable learners to get at least NQF level 3 qualifications in carpentry, plumbing, brick laying, electrical, boiler making, fitting and turning and administration. Stakeholder departments and municipalities are also required to arrange training for their respective learners as part of the MoU. This includes home-based care, horticulture, data capturing, road maintenance etc. However, learners' responses indicate a lack of knowledge to do the work required, particularly theoretical knowledge. More than 70% of the learners surveyed were assigned to work as peace officers and 34% to do administrative/office work. Learners are assigned mentors as selected by the host departments. These mentors are specialised in the area of placements for the learners. Of those surveyed, 75% indicated that they were assigned a mentor, whereas 25% indicated that they were not.

At the time of the survey none of the respondents had received any payment of their monthly stipend although they had started on the programme in May 2011, three months earlier. This poses huge problems as they did not then have money for lunch, transport etc. The delay was explained by DID as being caused by Treasury not approving the system that DID wanted to use to pay learners. Learners were issued cheques for their first 3 months work. Challenges around payment of stipends relate to the huge volumes of people involved and the introduction of the SAPS system to replace PERSAL which requires far more information⁸⁹.

Other challenges indicated by respondents were lack of communication between NYS supervisors and learners on the reasons for non-payment of stipends and what is expected in terms of work and training, and the lack of equipment such as computers, tools, uniforms and safety gear to do work. Training-related challenges include irregular attendance and drop-outs⁹⁰.

Successes for individual beneficiaries are the short-term benefit of increased income, particularly for disadvantaged families. In addition, some graduates participate in the programme and gain valuable work experience, sometimes after doing nothing for several years after graduation, which puts them in a better position to secure employment.

In order to gain the perspective of beneficiaries of the NYS, telephonic interviews were held with eight beneficiaries, four of them current beneficiaries on the NYS for the first time, and four of them beneficiaries who had exited the programme. In each group, there were two men and two women.

Asked how they had heard of the NYS, six had heard from friends or family, one of whom confirmed this by checking on-line, and two through the newspaper.

The beneficiaries' understanding of the goals of the EPWP were similar – job creation, skills development and empowering the youth. All indicated that their motivation in applying had been to improve their skills. Experience of the application process was generally smooth, apart from one person who said it was complicated. All either mailed their applications, or submitted them in person to the office. Several indicated that it had been quick and they heard the outcome within two weeks.

⁸⁹ Interview, Ouma Ngobeni, 15th February, 2012

⁹⁰ Ibid

Of the current beneficiaries, two started in May 2011, and two in June 2011. The past beneficiaries started on the programme in October 2007, May, June, July and August 2008. The duration of their participation ranged from 15 to 34 months.

For all interviewees, this was their first experience of the NYS. However, three of the four beneficiaries who exited the programme were re-employed on the programme and are therefore still participating. None of the current beneficiaries had prior work experience whereas in the first group all had some prior work experience.

Current beneficiaries are paid R1,100 per month, the same as the earlier group, who are now paid R2,200 as they have more senior posts.

Current beneficiaries worked as a boiler operator, a plumber, and two in administration while all four past beneficiaries indicated they worked in administration.

Most beneficiaries indicated that they had received no training apart from the boiler operator, who had received about a week's training from employees, and one past beneficiary who said she had received about 4 – 6 months administration training.

Challenges experienced included shortages of material, delays in providing safety equipment, and no payment received for four months (mentioned by the earlier group).

Beneficiaries believe they have received specialised skills, problem solving skills, administrative skills and learned to work independently and under pressure.

All current beneficiaries hope to obtain permanent jobs when they exit the programme, and believe the skills and experience they gain will help them to do that. Three of the four past beneficiaries are now back in the programme, in more senior positions, one of them after volunteering in the Department of transport for six months following their first NYS learnership.

Suggestions include that government ensure learners get permanent jobs after they finish their term in NYS, that HR and management need to be improved, and that better planning is needed.

4.7 Municipal comparison

Senior provincial officials requested a more in-depth examination of how the EPWP is implemented in different municipalities in order to compare how beneficiaries experience the EPWP in different contexts, and the challenges municipalities face in implementing the EPWP programme. Through provincial officials, municipal officials involved in the EPWP in five municipalities were asked to meet the research team to discuss this further. Only two of these replied, one being the City of Johannesburg and the other being Merafong municipality. This enabled a comparison of the experiences of a large metro and a smaller municipality to be made. As can be seen from the discussion, the way in which the EPWP is implemented has an impact on the benefits which accrue to beneficiaries, particularly in terms of their training and potential employment beyond the EPWP.

City of Johannesburg

The City of Johannesburg is generally regarded as having been successful in implementation of the EPWP and, on average has about 260 EPWP projects p.a. It has an EPWP policy and implementation framework approved by council. CoJ has 12 core departments, and 15 municipally owned entities (MOEs). The City has been implementing EPWP since 2004, initially from the MIG office, the PMU of the Planning department. The problem with this was that EPWP was then seen as being infrastructure related, so it was moved to the Economic Development department⁹¹.

EPWP means using local unemployed people in projects. Therefore all projects should be based on EPWP principles⁹². The EPWP is applied across all City entities, companies and departments. A dedicated unit in the Department of Economic Development coordinates, monitors and evaluates progress in the implementation of EPWP projects. The EPWP unit's sole responsibility is the EPWP. It consists of ten people and five data capturers seconded from national, headed by a Deputy Director responsible for overall coordination, with three assistant directors, one for M&E, one for the infrastructure sector and one for the social and environment sector. Below these people are administrative officers. They receive and clean reports from departments and utilities. The unit guides departments and entities on how to implement EPWP strategies, and on monitoring and evaluation. The unit reports to the City Manager monthly, to Council quarterly, and to DPW nationally. Reports to DPW are made on-line, therefore Province can see the information if they want to, but there is no direct reporting to province⁹³.

An EPWP steering committee is responsible for the overall EPWP coordination within the City. This is chaired by the executive director of economic development and representatives from all the city departments and MOEs attend monthly meetings. The Steering committee is supposed to be high level but senior staff are often seconded to attend. It is a huge group with a big agenda but they do manage to look at issues on a monthly basis⁹⁴.

Each department and MOE has appointed a dedicated EPWP champion to assist the steering committee in selecting suitable projects for inclusion in the City's EPWP and learnership programmes. The champions are responsible for ensuring that the planning, design and contract administration of labour-intensive work is carried out by consultants who have completed the necessary skills training. The champions also monitor and report on the implementation of EPWP projects⁹⁵. Each department is supposed to have an internal steering committee. On-line reporting is done by the main EPWP office through champions reporting information to them. There are sector coordinators at Executive Management team level e.g. Infrastructure is led by the ED for Infrastructure department, social sector by the ED for health, environment by the ED for environmental management, and learnerships by the MD for Johannesburg Roads Agency. They report to the City Manager and Director. An annual lekglotla is held around EPWP implementation⁹⁶.

⁹¹ Interview with Lulama Ndlovu, 31st January, 2012

⁹² Ibid

⁹³ Ibid

⁹⁴ Ibid

⁹⁵ City of Johannesburg website

⁹⁶ Interview with Lulama Ndlovu, 31st January, 2012

The City's target for first phase of the EPWP was to create 150 000 jobs by the end of 2009. This was exceeded by 3835 employment opportunities.

The following examples of EPWP projects in the City of Johannesburg have been extracted from its website:

- The Department of Health has been one of the biggest job creators, providing 10 500 jobs in one year alone through its measles and polio immunisation campaigns. Johannesburg Roads Agency (JRA), Jo'burg Water, City Power and City Parks all contribute to the programme, running a number of infrastructure upgrading projects. These included tarring gravel roads, installing water and sanitation facilities in informal settlements, laying electrical cables and landscaping.
- Jo'burg Water's infrastructure projects include the design and construction of new pipelines, upgrading of existing pipelines, trench excavations, bedding of pipelines, pipe laying, backfilling and reinstatement of surfaces after the completion of all the activities and the installation of VIP toilets and communal standpipes.
- Johannesburg City Parks manages the city's parks, cemeteries, open green areas, street trees and conserved spaces. It is responsible for a range of capital and maintenance projects that form part of the EPWP objectives. City Parks had aligned its tender documents to the EPWP and created jobs. The company has created 2 966 jobs and training for its employees. City Parks EPWP projects included landscaping and planting trees, creating pathways in parks around the city and maintenance of cemeteries.
- Operation Gcin'amanzi, a massive R880-million Johannesburg Water project to upgrade ageing infrastructure in Soweto, is aimed at improving service delivery by upgrading municipal water reticulation pipes and fixing leaking in-house plumbing fixtures that contribute to the loss of water in the township. This project was set up to reduce water wastage and enable residents to manage their consumption. More than 110 000 houses have been serviced and some 11 379 jobs created. In addition, 477 local plumbers and contractors were trained and gained sufficient experience to use in their communities and even small businesses should they choose to pursue that venture.
- I-Jozi Ihlomile is an HIV/Aids awareness programme that encourages community involvement. Through the campaign, volunteers – especially women and young school leavers – are trained to visit homes, informal settlements and hostels to provide educational information about testing and health support services. Some 445 volunteers were trained and the programme is currently active in 18 areas.
- Lufhereng, a joint initiative between the City of Jo'burg and the Gauteng departments of housing, is another EPWP project. The project has the potential to create 10 000 EPWP jobs through its agricultural hub.
- Orlando Ekhaya is a project by the City's Johannesburg Property Company (JPC) to transform Orlando Power Station and its cooling towers into a R1 billion destination for investment, business and tourism.
- Project Zakheni-Ikageng aims to eliminate urban decay and provide jobs. This involved recruiting 209 young people living in the inner city to sweep and clean the region, re-instate brickwork, repair broken signage, remove illegal posters and graffiti, and transform illegal dumping sites.

- In the first phase of the rehabilitation of Orlando Stadium more than 1 500 labourers were employed, and water and sanitation projects in informal settlements, where over a thousand local people were given jobs.

In interviewing CoJ's EPWP officials, examples of successful projects include the door-to-door campaign started in 2006 by the Department of Health. EPWP beneficiaries are trained by the department on HIV/AIDS and TB, and go each day to inform communities in informal settlements. Beneficiaries leave after two years in EPWP and are then absorbed into the department. There is also a door to door campaign to reduce air pollution. In addition, EPWP beneficiaries work on cleaning wetlands, on waste removal for Pikitup, and on grass cutting for City Parks. The CoJ is often called upon to share best practices regarding EPWP⁹⁷.

Recruitment for the EPWP is a Job pathway project. All people who earn less than R4000 per month are registered on a data base and therefore are prioritised for employment. Recruitment is done by Workforce (an outside company). They source people from the area in which the project is located. This avoids nepotism. People get to hear of the data base through flyers, and in regional offices where they can register. Problems are experienced with people not understanding work and dropping out.

Stipends differ per sector. For the social sector it is R62 per day, and for environment, and infrastructure about the same. However, stipends paid vary across entities from R90 – R120 per day, depending on the work done. This does sometimes create problems.

Monitoring is done by project managers in the entity or department, who report to the EPWP unit. The budget is reported as normal project budget, and the EPWP component is not separated out. The City receives an incentive grant from national government, but has experienced serious challenges around the timing of this, which is after the project has been implemented, not up-front⁹⁸.

Training and skills development

Training is provided free of charge by the Department of Labour, provided beneficiaries are employed in a project. Sometimes tight time-lines on some projects mean that accredited training cannot always take place. Instead, workers receive unaccredited training on the job. A problem with registration for training at the Department of Labour is that it can be extensive and time consuming⁹⁹.

Vukuphile Learnership is a contractor/entrepreneur development programme run by the City as part of its EPWP. It aims to increase people's ability to earn a living once they have completed training. Training lasts two years and consists of structured classroom training and workplace experience. After successfully completing the training, learners are fully fledged

⁹⁷ Interview with Lulama Ndlovu, 31st January, 2012

⁹⁸ Ibid

⁹⁹ City of Johannesburg website

contractors¹⁰⁰.

The City has approximately 16 infrastructure learnership contractors involved in training, of which 12 are engaged in projects, including in Bryanston and Morningside involving water upgrades, construction of gabions at Delta Park and construction of footways in Soweto and at Alexandra cemetery¹⁰¹.

The Department of Economic Development has a Job Skills Development Placement Programme aimed at unemployed matriculants, graduates and ex-convicts. It provides skills training in plumbing, bricklaying, mining, information and communications technology, the arts, manufacturing and logistics¹⁰².

In 2011, more than 200 people received certificates after completing training in various courses. Some of the courses included kerb laying, road safety, paving blocks, pothole repair, and road markings. The City keeps a record of emerging contractors on a database for future business opportunities¹⁰³.

Successes and challenges experienced regarding training include making sure everyone is benefiting equally from training, and pitching the level of training appropriately. For example, there are people with different levels of education in each class, which makes it difficult and can lead to drop-outs. The Department or entity manages the whole training process. They therefore need someone who understands the goals of training to instruct and manage the service provider. The Department puts out the tender, appoints the service provider and manages the process. Beneficiaries receive certification. Most training by service providers is accredited although sometimes it is just health and safety training¹⁰⁴. The length of training depends on the duration of the project.

To track beneficiaries, an impact assessment is conducted each year. Departments and entities follow up beneficiaries and help them to start a business etc., e.g. June 16 trade. The new SMME then receives preferential treatment in contracts.¹⁰⁵

Challenges experienced include difficulties with receiving the incentive grant. The Incentive grant rewards EPWP implementation. However, municipalities are required to provide the project up-front, at the beginning of financial year. National government doesn't always stick to the payment schedule, therefore there are delays in the project. As it is a performance-based incentive, funding is only provided after the fact.

Officials interviewed believe that there is under-reporting of EPWP in the CoJ. Due to capacity shortage, it is impossible for the EPWP unit to visit all projects to monitor them. Some

¹⁰⁰ City of Johannesburg website

¹⁰¹ Ibid

¹⁰² Ibid

¹⁰³ Ibid

¹⁰⁴ Interview with Nyawe Seitisho, 31st January, 2012

¹⁰⁵ Ibid

councillors are not aware of the successes of EPWP and therefore do not see it as a good project¹⁰⁶.

Achievements include the existence of a dedicated EPWP unit, the development by the unit of documents to guide implementation of the programme, and the fact that proper planning takes place using sector plans with output. The City manager has KPIs with EPWP, as do all EDs, which means they take the EPWP seriously.

Merafong municipality

The EPWP in Merafong municipality is located in the Project Management Unit (PMU) and is coordinated by a technical administrative and EPWP officer, who is responsible for both the administration of the PMU and the EPWP¹⁰⁷. Only infrastructure EPWP projects are reported, and this occurs through the on-line facility, to national DPW. The other sectors (social and environmental) do not report to the EPWP officer, nor, apparently, to any official. This is a problem which has been recognised by national government which has tried to intervene, and by the provincial department (GDARD), which has now asked provincial Treasury to intervene. There appears to be very little cooperation from the relevant departments in terms of EPWP issues. This appears to be related to a lack of understanding of EPWP. Efforts have been made to address this in workshops, but the relevant managers did not attend. In some cases, projects run without any reporting taking place. In others, according to GDARD officials, the municipality does not implement any EPWP projects in the environment and culture sector, which affects GDARD's performance targets. For two years in a row Merafong has received funds from province but has not used them. This is also the case in Emfuleni. Both municipalities seem unable to put projects out to tender, and extensive municipal capacity building is needed. To address this, an official from the provincial Treasury will work with municipalities showing them what to do when they receive transfers from province. Because funds allocated to municipalities by province are gazetted, this unlocks the ability of Treasury to provide an oversight role. As a result of the non-performance of Merafong with regard to the environment sector, in 2012/13 GDARD will not transfer funds to the municipality, nor to Emfuleni.

Most EPWP projects in Merafong are MIG projects. The municipality receives an incentive grant for infrastructure projects. However, unlike the view of the relevant officials in the City of Johannesburg, this has not been spent since 2009. It could be spent by extending existing projects but this has not happened.

The selection of beneficiaries is done in conjunction with HR. Councillors give names of potential beneficiaries to contractors through HR. EPWP informs HR that CLOs are needed, and the municipality pays the CLOs. However, contractors pay the actual beneficiaries from funds provided by the municipality. The contractor and project supervisors monitor the performance of beneficiaries.

¹⁰⁶ Interview with Nyawe Seitisho and Lulama Ndlovu, 31st January, 2012

¹⁰⁷ This section based on information provided by the EPWP officer, Merafong and GDARD officials

Several challenges have been experienced. Although the municipality has many EPWP projects, branding them as EPWP projects is not done (e.g. EPWP vests are used in other municipalities). This is linked to a lack of understanding of EPWP by officials and councillors, and therefore a lack of commitment to EPWP and its principles. Officials and councillors need to be educated about EPWP to increase understanding and commitment.

Since 2009 no training has been conducted for beneficiaries. There was no budget for training in 2010/11. Work is very low skilled e.g. digging. Previously there was training, but this took place without a project actually being in place, so people received training but then were not employed on a project. The people trained were from HR's data base. Often they were not considered for jobs even if there were jobs available, due to political interference from councillors. Councillors chose to bring their own people. The national department then stopped training without a project and indicated that training needed to be accompanied by placement on a project. Contractors are apparently planning to start training.

Contractors use their own labour for more specialised tasks. Local labour is employed during the project. No exit strategy is in place. EPWP provides short term income, but "then that's it".

There is no tracking of beneficiaries. While there is a target indicator "number of jobs created", there is no assessment of performance against targets, and EPWP is not included in the score-card of senior officials. It is not clear where the data to report on this originates. More effective monitoring of compliance in EPWP projects is needed. However, there is no EPWP co-ordinator to conduct site visits and verify whether information provided is correct. The example of a housing project was cited. The statistics do not appear to be a true reflection of what happens on site. CLOs report that beneficiaries are being exploited, are hired without IDs, are paid less than the proper rate etc, yet this is not captured or addressed in reports.

There is no distinct EPWP unit which would enable a more coordinated approach, with reporting across all sectors. More capacity is needed in order for more effective monitoring and reporting of the EPWP. For example, a dedicated EPWP officer, with a data capturer to assist would be more productive.

Comparison of Johannesburg and Merafong and relevance to the Province

It is clear from the brief overview of the two municipalities that how the EPWP is conducted, the institutional arrangements around this, and the successes and challenges faced by the municipalities vary greatly. Obviously, the capacity differences between the two municipalities are huge, and the context in which each operates varies tremendously. This impacts on the training and work experience of beneficiaries, and almost certainly on the impact of the programme on their future income-generating prospects.

The City of Johannesburg has a dedicated EPWP unit, which is not the situation in the smaller municipality, or in the province. The EPWP is taken seriously in the City of Johannesburg, mainly because it forms part of the performance contracts of the city manager and senior officials, and most projects are regarded as EPWP projects. In several interviews with provincial officials it was noted that the EPWP would be better managed if there was a single dedicated unit to address all aspects of the EPWP, not linked to a particular sector and would be taken more seriously if it was included in performance contracts.

Beneficiaries of the EPWP in the City of Johannesburg receive training as part of the programme, which is not the case in Merafong. Thus, the potential impact of the EPWP on future employment opportunities is greater in Johannesburg.

5. Conclusion and recommendations

5.1 Overview

This research aimed to provide an overview and assessment of the EPWP in Gauteng, focusing on the impact it has on the lives of its beneficiaries. This has involved a review of documentation and interviews with relevant officials to understand how the EPWP operates in the different sectors across the province, and how this may affect the experience of beneficiaries. Beneficiaries of several specific EPWP projects have been interviewed to ascertain what their experience has been, and how they believe they have benefitted from the programme. One of the difficulties in conducting the research has been the reliance on provincial officials to select beneficiaries, which means that there could have been bias in the selection, although officials indicated that beneficiaries had been selected randomly. However, responses to questions were not always positive and, in some cases, did not reflect particularly well on the officials involved, so it seems that preferential selection did not take place. It has also been hard to contact beneficiaries who have exited the programme due partly to the fact that the EPWP programme is relatively recent, and partly to the fact that very little tracking of beneficiaries occurs once they have exited the programme.

The review of literature showed that the goals of South Africa's EPWP programme are very ambitious when compared to international experience. The EPWP in South Africa has both short and long term goals. It aims to provide temporary income relief through short-term jobs, to increase potential income generation over the longer term through skills development of beneficiaries, and to have positive social, environmental and infrastructural impacts. This multiplicity of objectives has led to some confusion in the programme's implementation and has implications for an assessment of impact. Similar programmes elsewhere focus on poverty alleviation through the provision of short-term employment. While EPWP2 seems to have reduced its focus on skills development, the goal of improving beneficiaries' ability to earn a living over the long term is still seen as important.

In a country facing high levels of unemployment, the implementation of labour intensive techniques is a cross cutting issue and should become the preferred approach wherever possible. To a certain extent, this is reflected in the conceptualisation of the EPWP nationally. There is no specific fund allocated to the EPWP, although certain items in budgets are earmarked for the EPWP, and in the second phase the incentive grant is designed to encourage such an approach. Government at all levels is encouraged to promote and facilitate a labour intensive approach to its work. How this is institutionalised varies as is shown in the comparison of the provincial approach, and the two municipalities examined.

It was anticipated that this research would be able to assess the impact of participation in the EPWP on the income of participants during and after their participation in the programme, the extent to which their participation assisted in gaining access to employment or other income generating opportunities after the EPWP, and the extent to which beneficiaries benefit from similar and related government programmes. Given that the programme is fairly new, many of the projects involved are current, and therefore beneficiaries are still participating in them, and that there is no mechanism to track those participants who have exited the programme, it was not possible to gain an accurate assessment of these aspects of the programme's impact.

5.2 Key findings

Several key findings emerge from this research, which are highlighted here.

Overall performance

The most reliable source of information for EPWP performance in the province seems to be that produced by the national department, as this reflects performance of all three spheres of government and the non-state sector. Even provincial departments report direct to national government, as well as to provincial government.

According to this data, the following emerges:

Overall performance of the EPWP across the province (i.e. for all three spheres of government and the non-state sector), shows:

- The total number of EPWP projects taking place in the province has increased, from 996 in 2009/10 to 1403 in 2010/11, and 965 in the first six months of 2011/12.
- The allocated budget decreased from R27 714 795 433 in 2009/10 to R20 834 010 475 in 2010/11. However, in the first six months of 2011/12, this was R 16 320 013 609, which would represent an increase if this trend continues for the rest of the financial year.
- The number of work opportunities created across the province in the EPWP increased from 108,401 in 2009/10 to 113,845 in 2010/11 and 781,010 in the first six months of 2011/12.
- The percentage youth employed in EPWP projects in the province was 46% in 2009/10, increasing to 57% in 2010/11 and was 53% in the first six months of 2011/12.
- The percentage of women employed has increased steadily from 20% in 2009/10 to 45% in 2010/11 and 50% in the first six months of 2011/12.
- The percentage of people with disabilities has fluctuated considerably over the period, from 0,209% to 0.179%.
- The average wage of an EPWP worker in EPWP projects across the province has increased from R71 per day in 2009/10 to R82 by September 2011.

Focusing specifically on the performance of provincial departments over the same period:

- The number of projects dropped slightly from 2009/10 to 2010/11 (601 to 590), but seems to be on the increase with 503 projects recorded in the first six months of 2011/12.
- The number of work opportunities created by provincial departments decreased from 41869 in 2009/10 to 19634 in 2010/11 and was 14084 in the first six months of 2011/12.
- The percentage youth involved in provincial departments' EPWP projects increased from 30% in 2009/10 to 70% in 2010/11 and remained close to that in the first six months of 2011/12 at 68%.
- The percentage of women involved in EPWP projects associated with provincial departments increased from 25% in 2009/10 to 66% in 2010/11 and 69% in the first six months of 2011/12.

- The percentage of people with disabilities involved in provincial projects has fluctuated slightly, being 0.284% in the first six months of 2011/12.
- The daily wage paid to workers on provincial projects is reflected as having been R59, R55 and R58 each year since 2009, which does not seem to tie in with information from interviews.

Although the number of provincial EPWP projects initially decreased slightly, this seems to be increasing. A striking aspect of provincial EPWP performance is the high percentage of youth and women involved in EPWP project (close to 70% in each case).

However, this data does not provide any indication of the targets. Data provided by the provincial department shows actual performance in 2010/11, the 2011/12 target by quarter, and actual performance for the first quarter. During the course of this research it was not possible therefore, to assess provincial performance against targets.

Cross cutting issue

It is difficult to assess the performance of the EPWP and its impact on beneficiaries as it is a cross cutting issue, dealt with at all spheres of government, and without dedicated budgets or staff, in most cases. A broad range of very different projects and programmes, all with different goals and time frames are regarded as EPWP projects e.g. the AATP which provides long terms skills development, vs. short-term infrastructure projects which serve to alleviate poverty in the short term.

Reporting

Provincial departments and municipalities report on their EPWP performance direct to the national department, which then collates the information and publishes it on their website. Thus there is no one body at provincial level which receives all EPWP information, even by provincial departments. This means that at provincial level there is no central data base of all EPWP activity taking place in the province.

While all EPWP activity should be reported to the national department using the web-based system, there are contradictory views on this, with some provincial officials indicating that this works well and contains checks and balances to ensure accurate reporting, while some municipal officials believe that it is possible to fabricate results, which impacts negatively on beneficiaries.

Interviewees reported difficulties in getting sister departments to provide them with the necessary information.

Accessing incentive grant

Some officials report that they are not sufficiently accessing the incentive grant and therefore are not able to pay stipends efficiently. Views on this were contradictory but the process of

applying for this grant was clarified by the Chief Director. The incentive agreement is signed with the national department, specifying the number of Full time equivalents involved in each task. The main criterion for payment of 40% of the grant upfront is previous reporting history as a department or municipality, i.e. showing evidence of having used previous grants for the EPWP¹⁰⁸.

Understanding and commitment

An issue that was raised in previous assessments of the EPWP in other provinces, and in interviews and documentation reviews in Gauteng, is the fact that there are different levels of understanding of the EPWP by senior management and politicians. Concern was raised in several interviews that the EPWP is not taken seriously by all at senior level.

Lack of municipal capacity and commitment

Provincial departments have difficulty in implementing the EPWP in some municipalities due to lack of capacity and lack of commitment in those municipalities. This reflects negatively on the provincial departments concerned, with the result that they are not likely to continue trying to work in those municipalities. In the long term, this affects potential beneficiaries in those areas.

Expectations of beneficiaries

Interviews with beneficiaries show that they have very different experiences and expectations on the programme. For example, those in the environmental sector wished to continue in a similar job once their current EPWP work ends, while those on the AATP see the programme as providing them with the skills and experience to move beyond the EPWP to generate income elsewhere, mostly in a permanent job.

Potential benefits to beneficiaries

The successes of the EPWP for individual beneficiaries obviously do relate to income relief in the short term, although this is not always the case. Some interviewees indicated that the delays they experienced in payment of their stipends were very difficult, and others that the costs they incur in transport mean that this is not always as great a benefit as expected.

There are more intangible benefits for individual beneficiaries which probably have a long term impact, although this is difficult to assess. For example, women who earn an income for the first time, and are therefore able to open a bank account, and use an ATM, and the sense of personal pride some participants feel in contributing to their community.

¹⁰⁸ Davids interview, 11th May, 2012

Payment of stipends

The payment of stipends to participants has been problematic in some sectors, and over some time. This was raised by officials and in the interviews with beneficiaries themselves. Not receiving their stipend for several months not only impacts negatively on the motivation and morale of the participants, but has a negative impact on their already extremely poor financial circumstances and means that, in some cases, they are unable to attend training as they cannot afford the transport costs etc.

Experience of beneficiaries in work environment

Some beneficiaries in the AATP programme indicated that they experienced hostility and poor treatment from existing employees when they were placed in the work environment, due to the fact that they were seen as a potential threat.

Accredited training

The emphasis on providing accredited training to work towards a qualification is welcomed by many, but not all. While this is of value in programmes such as the AATP, it means a longer time would need to be allocated to training, which may not always be appropriate. Thus the nature and level of training needed is not similar across the board, and needs careful examination to understand the short and long term impacts on potential beneficiaries.

Exit strategy

With regard to an exit strategy and guidance to beneficiaries when leaving the programme, the approach varies across sectors. In most cases, there appears to be no formal approach and what happens seems to be left to the discretion and initiative of the individual official (apart from the CWP where a formal process is in place). Most officials interviewed expressed concern about this. However, concern over an exit strategy or career pathing in the EPWP does mean a focus on one of the objectives of South Africa's EPWP, to provide longer term security regarding income generation, rather than a focus on short-term poverty alleviation, which is the objective of similar programmes internationally. Whether or not South Africa has the resources to provide meaningful exit strategies and career pathing to the large numbers of people who participate in the EPWP (and need to in order to provide short term employment), is questionable¹⁰⁹.

5.3 Recommendations

¹⁰⁹ Davids interview, 11th May, 2012

The EPWP is carried out by all three spheres of government, and the non-state sector. Reports are made by municipalities and provincial departments to national government and not always to provincial government, the custodian of EPWP data for the province being DID. It is difficult to assess performance against targets at a provincial level as DID is not provided with project details and targets are not reported by national government. This could be related to the location of the EPWP in DID, which seems to emphasise the infrastructure aspects of the EPWP rather than a more cross-cutting, multi-disciplinary approach.

The following recommendations are proposed, based on the findings emerging from this research:

- 1. Review of data collection and reporting mechanisms**

The current system of reporting means that there is a missing link is between data and the national report. Provincial departments need detailed reporting such as that sent to the national department. Mechanisms to gain access to this information need to be explored further. This could mean using the existing system as it is already in progress, which would allow the province to manage data submitted by municipalities and allow quicker access to figures.

To provide Gauteng with a repository of information which is needed, it is recommended that all provincial departments first table their figures centrally, before submitting information to the national department. Alternatively acquiring additional user or viewer rights for the national data set could be explored.

As the provincial department responsible for coordinating the EPWP, DID would then need to analyse the data from all departments against targets. DID needs to be able to drive the EPWP and to obtain the information it needs from all departments. This needs to be strengthened in DID's reports to EXCO. If DID continues to be the lead department for the EPWP, there is a need to strengthen its capacity to coordinate and drive the programme.

- 2. Need to raise profile of EPWP**

Comments by many officials supported earlier research findings that the EPWP is often not taken seriously, and is seen as primarily an infrastructure programme. Given the location of the EPWP in DID, the cross-cutting aspect of the EPWP tends to be missed.

Some officials interviewed cited the situation of Limpopo as an example of a province where the EPWP has a high profile and is taken very seriously. They attribute this to the existence of the Premier's EPWP Forum, where every HOD meets on a monthly basis to discuss the EPWP and assess performance¹¹⁰. Similarly, a factor in the successful implementation of the EPWP by the City of Johannesburg has been the fact that all units

¹¹⁰ Matshavha interview

reports to a central municipal EPWP forum, where they also apply for additional EPWP funding¹¹¹. These options could be explored as an option for Gauteng.

Centralising the EPWP and creating a dedicated unit, which is not aligned to any particular sector, as has been done in the City of Johannesburg, may overcome this, and promote a greater sense of EPWP principles being applicable across all activities.

3. Shared understanding and commitment

There is a need to promote a shared understanding of the goals and importance of the EPWP and its labour intensive principles at all levels of government in order to ensure that it is taken seriously.

4. Performance agreements

This could be enhanced by including the EPWP in the performance agreements of senior officials, as is the case in the City of Johannesburg. In order to overcome the problem experienced for several years with regards to the timely payment of stipends, it is recommended that GDF take more responsibility in terms of the planning and budgetary cycles of the EPWP. CFOs need to understand the system and take responsibility for it, in order to ensure that it is not seen as an “add-on” but as an integral part of each sector’s annual budget and performance. To do this, it is recommended that EPWP payments and management thereof should be included as part of the performance agreements of CFOs. Similarly, accessing the incentive grant, and managing the reporting against the incentive agreements signed with the national department, should be placed on the scorecard of CFOs. This could also be facilitated by having a provincial Treasury representative on the relevant provincial steering committee.

5. Expansion of EPWP opportunities

As indicated in interviews, particularly with GDARD officials and senior DID officials, there is great room for expansion of the EPWP across the environment and culture sector. It is recommended that more efforts be put into exploring all options to expand the programme in this sector, using innovative approaches to this¹¹².

6. Provincial skills development:

The training/skills development of the EPWP needs to be closely and overtly linked to the provincial skills development strategy.

7. Accredited training

It is important to ensure that the goals of training and skills development are clearly conceptualised and conveyed to staff and beneficiaries. A careful analysis of the impact of introducing accredited training needs to be done in order to ensure that such an

¹¹¹ Davids interview, 11th May, 2012

¹¹² Ibid

approach does not prejudice the very poor and uneducated. On the other hand, where possible, training should be accredited and beneficiaries should be encouraged to continue with training to earn a full qualification.

8. Certificate delays

The issue of delays in issuing certificates for training impacts extremely negatively on the future income generating ability and morale of beneficiaries and needs to be addressed urgently by engaging with the relevant SETAs, possibly through more senior officials.

9. Work environment

It is important to monitor the experience of beneficiaries in their work environment and to convey the aims and objectives of the programme to existing employees in order to avoid a sense of fear and hostility developing around existing jobs, as is evidenced in some cases in the AATP.

10. Exit strategy

To promote a more sustained long term impact of the EPWP on beneficiaries, it is recommended that consideration be given to developing a structured approach to an exit strategy for beneficiaries, which outlines a career path for them, along with training needed to accomplish this. This would need to be tailored to the different programmes, due to the large numbers of beneficiaries in some programmes, such as the NYS. Providing information to exiting participants on links to GCRA, Youth Hubs, the Youth Placement Programme as a mechanism for moving beyond the EPWP is important. In addition, exiting participants need to be provided with more information and assistance to develop their own businesses, such as enterprise development, contractor registration, help with setting up closed corporations, forming a company or a cooperative etc. and registering on provincial and municipal supplier data bases¹¹³.

Where possible, an exit interview is recommended, where the experiences of beneficiaries on the programme are elicited.

11. Tracking of beneficiaries

While it is difficult to implement and enforce a system whereby beneficiaries are tracked once they exit the programme, this would assist officials to improve programme design and implementation.

¹¹³ Davids interview, 11th May, 2012

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Appendix 1: Interview guide provincial officials

GAUTENG PROVINCIAL GOVERNMENT MID-TERM REVIEW

INDEPENDENT EVALUATION OF EXPANDED PUBLIC WORKS PROGRAMME (EPWP)

INTERVIEW GUIDE: PROVINCIAL OFFICIALS

INTRODUCTION

As November 2011 marks the midpoint of the current five year government term of office, the Gauteng Provincial Government is undertaking a mid-term review of its performance. This is intended to contribute to improving the implementation of government's programme to the end of the current term of office in 2014, and provide the basis for public communication of government's achievements in implementing its mandate. As part of the review process, the Gauteng Provincial Government has commissioned independent reviews and rapid evaluations of some of its key programmes.

OBJECTIVE OF THIS PROJECT

The aim of this evaluation is to provide an overview and assessment of the impact of Gauteng's EPWP on the lives of its beneficiaries. This includes:

- The extent to which participation in the programme *impacts on the income of the beneficiaries and their households* during and after their participation in the programme
- The extent to which EPWP beneficiaries *have been able to access employment or other income generating opportunities after the EPWP* programme, the types and duration of employment that may have been accessed and the extent to which this access is as a result of the skills and experience they have obtained through the EPWP
- The extent to which EPWP beneficiaries *have also benefitted from other government job creation or skills development initiatives*.

Interviews are being conducted with provincial and municipal officials, project-based officials and beneficiaries. Municipal and provincial officials will be interviewed to develop an understanding of how the EPWP in Gauteng works across the different spheres of government, the roles and responsibilities of people in different sectors and spheres with regard to reporting, record-keeping, implementing and managing the EPWP, and the successes and challenges experienced by beneficiaries and managers in implementing the EPWP.

Please would you mind answering the following questions:

A. INSTITUTIONAL ISSUES

1. How is EPWP structured and managed within your department (e.g. a specific unit, dedicated staff, dedicated budget etc)?
2. How does your department interact with municipal and national spheres of government in terms of the EPWP? (e.g. reporting relationship, sharing information, receiving recruited beneficiaries, budgets)?

B. ROLES, RESPONSIBILITIES AND PROCESSES

3. How do the following occur, and who is responsible?
 - a. Selection of projects for EPWP
 - b. Recruitment and selection of EPWP beneficiaries (i.e. people to work on the projects)
 - c. Monitoring of beneficiary performance
 - d. Reporting of beneficiary performance
 - e. Monitoring of EPWP budget
 - f. Reporting of EPWP budget

C. EPWP PROJECTS

4. What EPWP projects has your department been involved in since 2009?
5. Please provide as many details as possible (project name, date commenced and date completed, if applicable, sector, duration, budget, location, number of EPWP placements etc).

D. TRAINING

6. What kind of training of beneficiaries takes place? (Please break down by sector or project as applicable)
7. Who provides the training? (Please break down by sector or project as applicable)
8. How long is the training period? (Please break down by sector or project as applicable)
9. Is the training accredited? (Please break down by sector or project as applicable)
10. Who monitors the success or otherwise of the training and how? (Please break down by sector or project as applicable)
11. What successes have been experienced with regard to training (Please break down by sector or project as applicable)
12. What challenges have been experienced with regard to training (Please break down by sector or project as applicable)

E. TRACKING OF BENEFICIARIES

13. Do you have any exit strategy in place for beneficiaries when they leave? If yes, please provide details.
14. Do you have any way in which you track beneficiaries after they have completed the EPWP? If yes, please provide details.

F. SUCCESSES AND CHALLENGES

15. What successes have you had related to EPWP projects?
16. What challenges have you experienced with EPWP projects (in implementation, management, monitoring, reporting etc)?
17. How have these challenges been addressed?

G. SUGGESTIONS

18. Please add any suggestions or other comments you wish to make regarding the EPWP and particularly how it impacts beneficiaries.

19. Please add any suggestions on other people you believe should be contacted to provide input into this evaluation (with names and contact details if possible)

H. **Your name and role in the department, and in EPWP:**

Appendix 2: Interview guide municipal officials

GAUTENG PROVINCIAL GOVERNMENT MID-TERM REVIEW

INDEPENDENT EVALUATION OF EXPANDED PUBLIC WORKS PROGRAMME (EPWP)

INTERVIEW GUIDE: MUNICIPAL OFFICIALS

INTRODUCTION

As November 2011 marks the midpoint of the current five year government term of office, the Gauteng Provincial Government is undertaking a mid-term review of its performance. This is intended to contribute to improving the implementation of government's programme to the end of the current term of office in 2014, and provide the basis for public communication of government's achievements in implementing its mandate. As part of the review process, the Gauteng Provincial Government has commissioned independent reviews and rapid evaluations of some of its key programmes.

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The aim of this evaluation is to provide an overview and assessment of the impact of Gauteng's EPWP on the lives of its beneficiaries. This includes:

- The extent to which participation in the programme *impacts on the income of the beneficiaries and their households* during and after their participation in the programme
- The extent to which EPWP beneficiaries *have been able to access employment or other income generating opportunities after the EPWP* programme, the types and duration of employment that may have been accessed and the extent to which this access is as a result of the skills and experience they have obtained through the EPWP
- The extent to which EPWP beneficiaries *have also benefitted from other government job creation or skills development initiatives*.

Interviews are being conducted with provincial and municipal officials, project-based officials and beneficiaries. Municipal and provincial officials will be interviewed to develop an understanding of how the EPWP in Gauteng works across the different spheres of government, the roles and responsibilities of people in different sectors and spheres with regard to reporting, record-keeping, implementing and managing the EPWP, and the successes and challenges experienced by beneficiaries and managers in implementing the EPWP.

Please would you mind answering the following questions:

A. INSTITUTIONAL ISSUES

1. How is EPWP structured and managed within your municipality (e.g. in a department, a specific unit, dedicated staff, dedicated budget etc)?
2. How does your municipality interact with provincial and national spheres of government in terms of the EPWP? (e.g. reporting relationship, sharing information, receiving recruited beneficiaries, budgets)?

B. ROLES, RESPONSIBILITIES AND PROCESSES

3. How do the following occur, and who is responsible?
 - a. Selection of projects for EPWP
 - b. Recruitment and selection of EPWP beneficiaries (i.e. people to work on the projects)
 - c. Monitoring of beneficiary performance
 - d. Reporting of beneficiary performance
 - e. Monitoring of EPWP budget
 - f. Reporting of EPWP budget

C. EPWP PROJECTS

4. What EPWP projects have taken place in your municipality since 2009?
5. Please provide as many details as possible (project name, date commenced and date completed, if applicable, sector, duration, budget, location, number of EPWP placements etc)

D. TRAINING

6. What kind of training of beneficiaries takes place? (Please break down by sector or project as applicable)
7. Who provides the training? (Please break down by sector or project as applicable)
8. How long is the training period? (Please break down by sector or project as applicable)
9. Is the training accredited? (Please break down by sector or project as applicable)
10. Who monitors the success or otherwise of the training and how? (Please break down by sector or project as applicable)
11. What successes have been experienced with regard to training (Please break down by sector or project as applicable)
12. What challenges have been experienced with regard to training (Please break down by sector or project as applicable)

E. TRACKING OF BENEFICIARIES

13. Do you have any exit strategy in place for beneficiaries when they leave? If yes, please provide details.
14. Do you have any way in which you track beneficiaries after they have completed the EPWP? If yes, please provide details.

F. SUCCESSES AND CHALLENGES

15. What successes have you had related to EPWP projects?
16. What challenges have you experienced with EPWP projects (in implementation, management, monitoring, reporting etc)?
17. How have these challenges been addressed?

G. SUGGESTIONS

18. Please add any suggestions or other comments you wish to make regarding the EPWP and particularly how it impacts beneficiaries.
19. Please add any suggestions on other people you believe should be contacted to provide input into this evaluation (with names and contact details if possible)

H. Your name and role in the municipality, and in EPWP:

Appendix 3: Interview guide project officials

GAUTENG PROVINCIAL GOVERNMENT MID-TERM REVIEW

INDEPENDENT EVALUATION OF EXPANDED PUBLIC WORKS PROGRAMME (EPWP)

INTERVIEW GUIDE: PROJECT-RELATED OFFICIALS

INTRODUCTION

As November 2011 marks the midpoint of the current five year government term of office, the Gauteng Provincial Government is undertaking a mid-term review of its performance. This is intended to contribute to improving the implementation of government's programme to the end of the current term of office in 2014, and provide the basis for public communication of government's achievements in implementing its mandate. As part of the review process, the Gauteng Provincial Government has commissioned independent reviews and rapid evaluations of some of its key programmes.

OBJECTIVE OF THIS PROJECT

The aim of this evaluation is to provide an overview and assessment of the impact of Gauteng's EPWP on the lives of its beneficiaries. This includes:

- The extent to which participation in the programme *impacts on the income of the beneficiaries and their households* during and after their participation in the programme
- The extent to which EPWP beneficiaries *have been able to access employment or other income generating opportunities after the EPWP* programme, the types and duration of employment that may have been accessed and the extent to which this access is as a result of the skills and experience they have obtained through the EPWP
- The extent to which EPWP beneficiaries *have also benefitted from other government job creation or skills development initiatives*.

Interviews are being conducted with provincial and municipal officials, project-based officials and beneficiaries. Municipal and provincial officials will be interviewed to develop an understanding of how the EPWP in Gauteng works across the different spheres of government, the roles and responsibilities of people in different sectors and spheres with regard to reporting, record-keeping, implementing and managing the EPWP, and the successes and challenges experienced by beneficiaries and managers in implementing the EPWP.

Please would you mind answering the following questions:

A. YOUR ROLE

1. Your name and role in the project, and in EPWP:
2. What does your work entail?

B. INSTITUTIONAL AND PROJECT ISSUES

3. Please provide as many details about your project as possible (project name, date commenced and date completed, if applicable, sector, duration, budget, location, number of EPWP placements etc)
4. How is your project situated within the department/municipality? (e.g. reporting relationships, receiving recruited beneficiaries, budgets, monitoring performance)?

C. ROLES, RESPONSIBILITIES AND PROCESSES

5. How do the following occur on this project, and who is responsible?
 - a. Recruitment and selection of EPWP beneficiaries (i.e. people to work on the projects)
 - b. Monitoring of beneficiary performance
 - c. Reporting of beneficiary performance
 - d. Monitoring of EPWP budget
 - e. Reporting of EPWP budget

D. TRAINING

6. What kind of training of beneficiaries takes place?
7. Who provides the training?
8. How long is the training period?
9. Is the training accredited?
10. Who monitors the success or otherwise of the training and how?
11. What successes have been experienced with regard to training?
12. What challenges have been experienced with regard to training?

E. TRACKING OF BENEFICIARIES

13. Do you have any exit strategy in place for beneficiaries when they leave? If yes, please provide details.
14. Do you have any way in which you track beneficiaries after they have completed the EPWP? If yes, please provide details.

F. SUCCESSES AND CHALLENGES

15. What successes have you had related to this EPWP project (and any others, if applicable)?
16. What challenges have you experienced with this EPWP project, and any others if applicable (in implementation, management, monitoring, reporting etc)?
17. How have these challenges been addressed?

G. SUGGESTIONS

18. Based on your experience in this project, please add any suggestions or other comments you wish to make regarding the EPWP and particularly how it impacts beneficiaries.
19. Please add any suggestions on other people you believe should be contacted to provide input into this evaluation (with names and contact details if possible)

Appendix 4: Interview guide beneficiaries (past)

GAUTENG PROVINCIAL GOVERNMENT MID-TERM REVIEW

INDEPENDENT EVALUATION OF EXPANDED PUBLIC WORKS PROGRAMME (EPWP)

INTERVIEW GUIDE: BENEFICIARIES (PAST)

INTRODUCTION

As November 2011 marks the midpoint of the current five year government term of office, the Gauteng Provincial Government is undertaking a mid-term review of its performance. This is intended to contribute to improving the implementation of government's programme to the end of the current term of office in 2014, and provide the basis for public communication of government's achievements in implementing its mandate. As part of the review process, the Gauteng Provincial Government has commissioned independent reviews and rapid evaluations of some of its key programmes.

OBJECTIVE OF THIS PROJECT

The aim of this evaluation is to provide an overview and assessment of the impact of Gauteng's EPWP on the lives of its beneficiaries. This includes:

- The extent to which participation in the programme *impacts on the income of the beneficiaries and their households* during and after their participation in the programme
- The extent to which EPWP beneficiaries *have been able to access employment or other income generating opportunities after the EPWP* programme, the types and duration of employment that may have been accessed and the extent to which this access is as a result of the skills and experience they have obtained through the EPWP
- The extent to which EPWP beneficiaries *have also benefitted from other government job creation or skills development initiatives*.

Interviews are being conducted with provincial and municipal officials, project-based officials and beneficiaries.

Please would you mind answering the following questions:

A. APPLICATION PROCESS

1. Your name (optional):
2. EPWP Project (name, location etc.):
3. How did you hear of the EPWP?
4. What do you think are the main goals of the EPWP?
5. Why did you apply to work on the EPWP?
6. How did you apply for this?
7. What was your experience of the application process?

B. WORK DONE ON EPWP

8. When did you start work on the EPWP project?
9. Is this the first job you had on an EPWP project?
10. Have you worked on any EPWP projects since the first one?
11. Were you employed when you applied to be on the EPWP?
12. If yes, what work were you doing?
13. How much prior work experience do you have?
14. What work did you do?
15. How many days did your EPWP work opportunity last?
16. What were you paid on this project (per day, in total)?
17. How did this impact your life, and that of your family/household?
18. What did your work on this EPWP project entail?

C. TRAINING

19. What kind of training did you have while on the EPWP project? What skills do you think you learned?
20. Who provided the training?
21. How long was the training period?
22. Do you know if the training was accredited?
23. Who monitored the success or otherwise of the training and how?
24. What achievements/successes did you experience with regard to training?
25. What challenges did you experience with regard to training?
26. Do you think the training you received helped you with regard to future employment or getting an income?
27. If yes, how?
28. If no, why not?

D. SUCCESSES AND CHALLENGES

29. What achievements do you think you made related to the EPWP project (and any others, if applicable)? What did you learn? How did this experience benefit you?
30. What challenges or problems did you experience with the EPWP project?
31. How were these been addressed and by whom?

E. EXPERIENCE AFTER EPWP

32. When did you finish working on the EPWP?
33. What did you do in terms of work once your work on the EPWP project ended? (e.g. apply for a job, start a business, go for further education and training?)
34. Do you feel you were successful in this? (e.g. got a job, started a successful business)
35. How do you think your experience on the EPWP project helped you once you stopped working on the EPWP?

F. SUGGESTIONS

36. Based on your experience in this project, please add any suggestions or other comments you wish to make regarding the EPWP and particularly how it impacts beneficiaries.

Appendix 5: Interview guide beneficiaries (current)

GAUTENG PROVINCIAL GOVERNMENT MID-TERM REVIEW

INDEPENDENT EVALUATION OF EXPANDED PUBLIC WORKS PROGRAMME (EPWP)

INTERVIEW GUIDE: BENEFICIARIES (CURRENT)

INTRODUCTION

As November 2011 marks the midpoint of the current five year government term of office, the Gauteng Provincial Government is undertaking a mid-term review of its performance. This is intended to contribute to improving the implementation of government's programme to the end of the current term of office in 2014, and provide the basis for public communication of government's achievements in implementing its mandate. As part of the review process, the Gauteng Provincial Government has commissioned independent reviews and rapid evaluations of some of its key programmes.

OBJECTIVE OF THIS PROJECT

The aim of this evaluation is to provide an overview and assessment of the impact of Gauteng's EPWP on the lives of its beneficiaries. This includes:

- The extent to which participation in the programme *impacts on the income of the beneficiaries and their households* during and after their participation in the programme
- The extent to which EPWP beneficiaries *have been able to access employment or other income generating opportunities after the EPWP* programme, the types and duration of employment that may have been accessed and the extent to which this access is as a result of the skills and experience they have obtained through the EPWP
- The extent to which EPWP beneficiaries *have also benefitted from other government job creation or skills development initiatives*.

Interviews are being conducted with provincial and municipal officials, project-based officials and beneficiaries.

Please would you mind answering the following questions:

A. APPLICATION PROCESS

1. Your name (optional):
2. EPWP Project (name, location etc.):
3. How did you hear of the EPWP?
4. What do you think are the main goals of the EPWP?
5. Why did you apply for this?
6. How did you apply for this?
7. What was your experience of the application process?

B. WORK DONE ON EPWP

8. When did you start work on the EPWP project?

9. Is this the first job you have had on an EPWP project?
10. Were you employed when you applied to be on the EPWP?
11. If yes, what work were you doing?
12. How much prior work experience do you have?
13. What work did you do?
14. How many days do you expect your work opportunity to last?
15. What are you paid on this project (per day, in total)?
16. What does your work on this EPWP project entail?

C. TRAINING

17. What kind of training have you had while on this project?
18. Who provided the training?
19. How long is the training period?
20. Do you know if the training is accredited?
21. Who monitors the success or otherwise of the training and how?
22. What achievements/successes have you experienced with regard to training?
23. What challenges have you experienced with regard to training?
24. Do you think the training you have received will help you with regard to future employment or getting an income?
25. If yes, how?
26. If no, why not?

D. SUCCESSES AND CHALLENGES

27. What achievements do you think you have made (or will make) related to this EPWP project (and any others, if applicable)?
28. What challenges or problems have you experienced with this EPWP project?
29. How have these been addressed and by whom?

E. FUTURE PLANS

30. What do you hope to do once your work on this project ends?
31. How do you think your experience on this project will help you in future?

F. SUGGESTIONS

32. Based on your experience in this project, please add any suggestions or other comments you wish to make regarding the EPWP and particularly how it impacts beneficiaries.

Appendix 6: Data and performance reports

Name of report	Data set	Recorded by	Date	Information recorded	Comment
Report for the period 1 April – 31 December financial year 2009/10 (pdf File name = Q3 2009-10 Annex ...)	Annexure A: EPWP 3rd Quarter 2009/10 (Cumulative: 1 April 2009 to 31 December 2009) Report: Overall National Consolidated per Sector	National DPW	8 th Feb, 2010	By sector: <ul style="list-style-type: none"> • No. projects • Allocated project budget • Project expenditure • Person years of work including training • Person years of training • Gross no. work opportunities created • % youth • % women • % people with disabilities • Average manual workers minimum daily wage rate • Calculated wages paid to employees on EPWP projects 	
As above	Annexure B1 EPWP 3rd Quarter 2009/10 (Cumulative: 1 April 2009 to 31 December 2009) Report: Overall National Consolidated per Province	National DPW	8 th Feb, 2010	By province, as above	
As above	Annexure C1: EPWP 3rd Quarter 2009/10 (Cumulative: 1 April 2009 to 31 December 2009) Report: National Government Departments (Infrastructure and Environment & Culture Sectors)	National DPW	8 th Feb, 2010	By department or agency, as above	
As above	Annexure C2: EPWP 3rd Quarter 2009/10 (Cumulative: 1 April 2009 to 31 December 2009) Report: National Government Departments (Infrastructure and Environment & Culture Sectors)	National DPW	8 th Feb, 2010	By provincial department and by sector within that,	

Name of report	Data set	Recorded by	Date	Information recorded	Comment
	Quarter 2009/10 (Cumulative: 1 April 2009 to 31 December 2009) Report: Provincial Government Departments per provincial department			as above	
As above	Annexure D1: EPWP 3rd Quarter 2009/10 (Cumulative: 1 April 2009 to 31 December 2009) Report: PROVINCIAL Government Departments per Province	National DPW	8 th Feb, 2010	Provincial departments, as above	Provincial EPWP projects
As above	Annexure D2: EPWP 3rd Quarter 2009/10 (Cumulative: 1 April 2009 to 31 December 2009) Report: NATIONAL Government Departments per Province (Infrastructure and Environment & Culture Sectors)	National DPW	8 th Feb, 2010	National departments, as above	National EPWP projects initiated in provinces
As above	Annexure D3: EPWP 3rd Quarter 2009/10 (Cumulative: 1 April 2009 to 31 December 2009) Report: Non-State Sector per Province)	National DPW	8 th Feb, 2010	Non-state sector, as above	EPWP projects initiated by the non-state sector, by province
As above	Annexure E1: EPWP 3rd Quarter 2009/10 (Cumulative: 1 April 2009 to 31	National DPW	8 th Feb, 2010	Programme name, as above	

Name of report	Data set	Recorded by	Date	Information recorded	Comment
	December 2009) Report: National Government Department Programmes per Sector				
As above	Annexure E2: EPWP 3rd Quarter 2009/10 (Cumulative: 1 April 2009 to 31 December 2009) Report: Provincial Government Programmes: Infrastructure Sector	National DPW	8 th Feb, 2010	Programme name, as above, by province	
As above	Annexure E3: EPWP 3rd Quarter 2009/10 (Cumulative: 1 April 2009 to 31 December 2009) Report: Provincial Government Department Programmes: Social, Environment & Culture Sectors	National DPW	8 th Feb, 2010	Programme name, as above, by province	
As above	Annexure F: EPWP (Cumulative : 1 April 2009 to 31 December 2009) Project Report List of projects per National and Provincial Departments	National DPW	8 th Feb, 2010	Project name Department Province District municipality Local municipality Budget Expenditure Gross number of work opportunities created	
As above	F1	National DPW	8 th Feb, 2010	SANRAL	
As above	F2	National DPW	8 th Feb, 2010	Correctional services	
As above	F3	National DPW	8 th Feb, 2010	Environmental Affairs and Tourism	
As above	F4	National DPW	8 th Feb, 2010	Water Affairs and Forestry	
As above	F5	National	8 th Feb,	Public Works	

Name of report	Data set	Recorded by	Date	Information recorded	Comment
		DPW	2010		
As above	F6	National DPW	8 th Feb, 2010	Environment and Culture	
As above	F7	National DPW	8 th Feb, 2010	Agriculture	
As above	F8 – F44	National DPW	8 th Feb, 2010	No GP projects appear	
As above	F45	National DPW	8 th Feb, 2010	Agriculture and envt affairs, Jo'burg metro, painting	
As above	F46	National DPW	8 th Feb, 2010	Public transport, roads and works - GP	
As above	F47	National DPW	8 th Feb, 2010	NYS - GP	
As above	F48	National DPW	8 th Feb, 2010	NYS – DoH, Natalspruit hospital	
As above	F49	National DPW	8 th Feb, 2010	Infrastructure, 12 projects	
As above	F50	National DPW	8 th February, 2010	Eldorado taxi rank, Jo'burg metro	
As above	F51	National DPW	8 th Feb, 2010	NYS, Tshwane	
As above	F52	National DPW	8 th Feb, 2010	Not part of a programme, stadium, Ekurhuleni	
As above	F53	National DPW	8 th Feb, 2010	Education	
As above	F54 – F89	National DPW	8 th Feb, 2010	Not GP	
As above	F90	National DPW	8 th Feb, 2010	People and parks, Ekurhuleni	
As above	F91	National DPW	8 th Feb, 2010	Agriculture and environmental affairs, Jo'burg metro	
As above	F92	National DPW	8 th Feb, 2010	Working on Waste, Sedibeng	
As above	F93	National DPW	8 th Feb, 2010	Phomolong waste mgt, community-based cleaning	
As above	F94 – F133	National DPW	8 th Feb, 2010	Not GP	
As above	F134	National DPW	8 th Feb, 2010	Social sector	
As above	F135	National DPW	8 th Feb, 2010	Health	
As above	F136	National DPW	8 th Feb, 2010	Agriculture and environmental affairs	
As above	F137	National DPW	8 th Feb, 2010	VCT ministries	

Name of report	Data set	Recorded by	Date	Information recorded	Comment
As above	F138 – F157	National DPW	8 th Feb, 2010	Not GP	
	Annexure G1: EPWP report for the period April to December 2009 (Year 6) (Cumulative: 1 April 2009 to 31 December 2009) Report: Municipalities Consolidated per Sector	National DPW	8 th Feb, 2010	Municipalities by sector (i.e. total for each sector for all municipalities), information recorded = as above	
As above	Annexure G2: EPWP report for the period April to December 2009 (Year 6) (Cumulative: 1 April 2009 to 31 December 2009) Report: District Municipalities and Metros per Province	National DPW	8 th Feb, 2010	By municipality	
As above	Annexure G3: EPWP report for the period April to August 2009 (Year 6) (Cumulative: 1 April 2009 to 31 December 2009) Report: Local Municipalities per Province	National DPW	8 th Feb, 2010	By municipality	
As above	Annexure H19 – H22, and H83 – H86: EPWP (Cumulative : 1 April 2009 to 31 December 2009) Report: List of projects per District, Metropolitan and Local Municipalities	National DPW	8 th Feb, 2010	Infrastructure, GP	

Name of report	Data set	Recorded by	Date	Information recorded	Comment
As above	Annexure H110, H111 EPWP (Cumulative : 1 April 2009 to 31 December 2009) Report: List of projects per District, Metropolitan and Local Municipalities	National DPW	8 th Feb, 2010	Environment and culture, GP	
As above	Annexure H117, H118 EPWP (Cumulative : 1 April 2009 to 31 December 2009) Report: List of projects per District, Metropolitan and Local Municipalities	National DPW	8 th Feb, 2010	Social, GP	
As above	Annexure I (1 and 2): EPWP (Cumulative : 1 April 2009 to 31 December 2009) Project Report List of projects : Non State Sector per Coordinating Body	National DPW	8 th Feb, 2010	Has GP projects	
Report for the period 1 April – 31 December financial year 2010/11 (Containing interim cumulative data for the period: 1 April 2010 to 31 December 2010)	Annexures A - E	National DPW	11 th Feb, 2011		
Report for the period 1	Annexures A – E, G 1 - 3	National DPW	15 th August,		

Name of report	Data set	Recorded by	Date	Information recorded	Comment
April – 30 June financial year 2011/12 (Containing interim cumulative data for the period: 1 April 2011 to 30 June 2011) (pdf File name = Q1 2011-12)			2011		
Report for the period 1 April – 30 September financial year 2011/12 (Containing interim cumulative data for the period: 1 April 2011 to 30 September 2011) (pdf File name = Q2 2011-12)	Annexures A – E, G 1 - 3	National DPW	25 th Nov, 2011		
Report for the period 1 April – 30 September financial year 2011/12 (Containing cumulative data for the period: 1 April 2010 to 31 March 2011) (pdf File name = Q4 2011-12)	Annexures A – E, G 1 - 3	National DPW	27 th May, 2011		

Name of report	Data set	Recorded by	Date	Information recorded	Comment
Quarterly Performance Report (Quarter 1 2011/12: April to June 2011) <i>(Word File name = DID Q1 Report EPWP 2011 (2))</i>	Programme performance <ul style="list-style-type: none"> Table with EPWP indicators (national and provincial Treasury) Service delivery achievements 	DID, Gauteng		Indicators: <i>EPWP indicators:</i> <ul style="list-style-type: none"> # people employed # employment days created (100 days) # jobs created # youth (16-25) employed (40%) # people trained # women employed (55%) # PLWD (2%) <i>Service delivery achievements, EPWP:</i> <ul style="list-style-type: none"> # Community-based programmes implemented # sectors coordinated # EPWP compliant projects in Capital Works # EPWP compliant projects in Maintenance # employment opportunities provided for youth # employment opportunities provided for women # employment opportunities provided for PWD # employment impact assessments completed # beneficiaries/people trained # people employed in EPWP projects (incl. males, women, youth and PWD) # employment days created # employment opportunities created (incl. males, women, youth, PWD) 	Report covers the following in 2 sections, one Branch performance and the other Programme performance: <ul style="list-style-type: none"> Overview of service delivery environment Overview of organisational environment Strategic overview and key policy dev for 2011/12 financial year (includes report on women, youth, PWD participation, HIV/AIDS involvement by dept, service delivery improvement by directorate, overview of achievement of directorate, reports Issues requiring ongoing attention

Name of report	Data set	Recorded by	Date	Information recorded	Comment
				<ul style="list-style-type: none"> • # contractors participating in Contractor Incubator Programme • Programme of action to extend Employment equity targets to include Military veterans in accordance with provincial targets 	
Quarterly Performance Report (Quarter 2 2011/12: July to September 2011) (Word File name = DID Q2 Report EPWP 1(Mfundo))	As above	DID, Gauteng	As above	As above	As above
Quarterly Performance Report (Quarter 3 2011/12: October to December 2011) (Word File name = DID Q3 2011 Report EPWP)	As above	DID, Gauteng	As above	As above	As above
EPWP Quarterly report, DID (Excel File name = EPWP Quarterly Report template 0910)	<ul style="list-style-type: none"> • Quarterly output performance report • Demand for and performance of community based programmes by region 	DID, Gauteng		<i>Quarterly output performance report:</i> <ul style="list-style-type: none"> • # Community-based programmes implemented • # sectors established • # youth employed • # women employed • # PWD employed • # employment impact assessments completed • # temporary jobs created • # contractors trained 	Report consists of the following sheets: <ul style="list-style-type: none"> • Section 1: Narrative overview • Section 2: Quarterly output performance report • Demand for and performance of community based programmes by region

Name of report	Data set	Recorded by	Date	Information recorded	Comment
				<i>Demand for and performance of community based programmes by region:</i> <ul style="list-style-type: none"> • # projects • # person days employment created (female, male, total) • # community-based programmes implemented • # temporary jobs created • # youth (16 – 25 years) employed • # empowerment impact assessments completed • # contractor training workshops provided 	
EPWP Quarterly report, DID (Excel File name = EPWP Quarterly 2 Report template 0910)	As above	DID, Gauteng	As above	As above	As above
EPWP Quarterly report, DID (Excel File name = EPWP Quarterly Report template 0910 Quarter 3)	As above	DID, Gauteng	As above	As above	As above

Appendix 7: EPWP information for Gauteng province reported on national EPWP web-site¹¹⁴

	2009-10: 1/4/2009 - 31/3/2010				<i>Municipalities</i>
	Overall National consolidated, GP	Provincial govt depts per province, GP	National govt depts per province, GP	Non-state sector per province, GP	
No. of projects	996	601	53	7	342
Allocated project budget (incl Prof fees)	R 27 714 795 433	R 15 724 122 293	R 6 199 643 399	R 12 983 028	R5 791 029 741
Expenditure (incl Prof fees)	R 6 182 707 575	R 2 563 051 688	R 159 167 872	R 6 660 000	R3 460 488 015
Person years of work incl training (FTE)	33219	10905	1182.04	223.93	21132
Person years of training	233	135.96	95.99		1.06
Gross # work opportunities created	108401	41869	7644	2909	58888
Calculated net # work opportunities created	108401	41869	7644	2909	58888
% youth	46%	30%	73%	52%	
% women	20%	25%	87%	69%	
% people with disabilities	0.209	0.282	1.243	0.275	
Av manual workers min. daily wage rate	R 71	R 59	R 64	R 48	
Calculated wages paid to employees on EPWP projects	R 610 274 216	R 167 421 344	R 18 661 308	R 2 533 482	R 424 191 564
	2010-11: 1/4/2010 - 31/3/2011				<i>Municipalities</i>
	Overall National consolidated, GP	Provincial govt depts per province, GP	National govt depts per province, GP	Non-state sector per province, GP	
No. of projects	1403	590	287	12	514
Allocated project budget (incl Prof fees)	R 20 834 010 475	R 9 218 258 577	R 1 767 658 522	R 9 415 000	R9 838 678 376
Expenditure (incl Prof fees)	R 3 919 069 446	R 720 361 041	R 464 231 827	R 8 242 790	R2 726 233 788
Person years of work incl training (FTE)	37534	10468	7164.89	705.88	19121
Person years of training	248.14	73.53	141.62	10.1	22.89
Gross # work opportunities created	113845	19634	35441	2231	56539
Calculated net # work opportunities created	113845	19634	35441	2231	56539
% youth	57%	70%	56%	68%	
% women	45%	66%	70%	69%	
% people with disabilities	0.605	0.739	1.281	1.972	
Av manual workers min. daily wage rate	R 80	R 55	R 101	R 48	
Calculated wages paid to employees on EPWP projects	R 641 702 924	R 148 557 150	R 81 753 067	R 7 942 280	R402 019 366
	2011-12: 1/4/2011 - 30/9/2012				<i>Municipalities</i>
	Overall National consolidated, GP	Provincial govt depts per province, GP	National govt depts per province, GP	Non-state sector per province, GP	

¹¹⁴ Collated by researcher from Annexures B1, D1, D2, D3 G2 and G3 for each year

No. of projects	965	503	69	12	381
Allocated project budget (incl Prof fees)	R 16 320 013 609	R 2 959 049 265	R 1 486 963 818	R 6 461 400	R11 867 539 135
Expenditure (incl Prof fees)	R 3 244 651 830	R 2 403 312 175	R 191 461 323	R 1 740 574	R748 137 759
Person years of work incl training (FTE)	16487	3608	4026	120.21	8831
Person years of training	141.11	1.99	138.25		0.87
Gross # work opportunities created	78101	14084	33324	1389	29304
Calculated net # work opportunities created	78101	14084	33324	1389	29304
% youth	53%	68%	46%		
% women	50%	69%	62%		
% people with disabilities	0.179	0.284	0.222		
Av manual workers min. daily wage rate	R 82	R 58	R 73		
Calculated wages paid to employees on EPWP projects	R 317 181 339	R 57 567 988	R 56 394 836		R2 032 18 515