

A critical evaluation of the Expanded Public Works Programme in the JB Marks Municipality in Potchefstroom

P Monyelo

 orcid.org/0000-0001-5558-1859

Dissertation accepted in fulfilment of the requirements for the degree Master of Arts in Industrial Sociology at the North-West University

Supervisor: Prof SJ Zaaiman

Co-supervisor: Dr G Mupambwa

Graduation: May 2021

Student number: 29880459

ACKNOWLEDGEMENTS

- The present project work would have not been possible without the supervision of Professor Johan Zaaiman and my co-supervisor, Doctor Gift Mupambwa. I am grateful to have worked with them.
- I would like to acknowledge my parents, Abram and Thobeka Monyelo for their support of my studies and making this journey possible.
- I would like to thank Kgalalelo Isago Seleke who has also supported me through everything and always motivated me to push through.
- Many thanks to the National Research Foundation for financial support without which this project would not have been possible.

ABSTRACT

The objective of the study is to critically evaluate the Expanded Public Works Programme (EPWP) in the JB Marks Municipality in Potchefstroom. Poverty, unemployment and unskilled labour are major development challenges in developing African states. These challenges originate in a fluctuating economy combined with the legacy of the past. The challenges translate into dissatisfaction among the public, as demonstrated by Akinboade, Mokwena, and Kinfack (2014), who further state that this dissatisfaction normally results in public mass action in the form of strikes and protests. The South African government is aware of these challenges and has responded by establishing development programmes such as the EPWP.

The EPWP is a short to medium-term initiative which aims to bring about positive social change by offering its beneficiaries an employment opportunity for the period of a year (Phillips, 2004:2). The programme was launched with the aim of alleviating poverty, creating temporary work opportunities and enhancing skills development of disadvantaged people who had previously been excluded from the economy, comprising mostly the youth, women and people with disabilities (Triegaardt, 2006:8). That said, the main objective of the study is to critically evaluate the EPWP in the JB Marks Municipality, Potchefstroom, in view of its objectives towards implementing positive social change in terms of alleviating poverty, creating employment and skills development for the poor by focusing on women, the youth and people with disabilities.

An evaluation research design was employed to critically evaluate the EPWP as a transformation process for yielding positive outcomes. The study also followed a judgement-oriented evaluation to determine if EPWP managed to achieve its set objectives. Thus, the study focused on the outcomes of the programme. Data were collected from community members in Potchefstroom who had knowledge about the programme. Data were also collected from the beneficiaries of EPWP with special reference to the set objectives of the EPWP and determining whether outcomes of the programme correlated with the set objectives or not. In doing so, the researcher took into consideration the logical framework approach and systems theory approach to evaluate the programme, while focusing on the goals, purpose, inputs and outputs as well as the impact of the outputs on the inputs. Furthermore, the researcher applied the capability approach and the sustainable livelihood approach to sociologically explain how well the EPWP as a development programme fits into society. Goals were adopted as the objectives of the EPWP. The study was carried out in the JB Marks municipality in Potchefstroom, North West Province, South Africa.

The findings indicate that, to some extent, EPWP is achieving its key objective, or goal, of alleviating poverty and creating employment for the poor. However, the programme has not been

successful in attaining its purpose of fulfilling skills development needs in the JB Marks municipality, Potchefstroom. The analysis has further indicated that the activities undertaken were not all properly carried out, as beneficiaries were not satisfied with these, including the provision of clothing and tools. However, participants agreed that the implementation of the programme was a good initiative from government, as people were benefiting from the programme, especially the poor. The study concludes with recommendations, for example that beneficiaries' salaries be increased. Community members must partake in the decision-making process of the programme as well as participate in establishing duration of contracts and the numbers of days according to which their work must be increased.

Keywords

Expanded Public Works Programme, poverty, unemployment, skills development, positive social change, evaluation, JB Marks Municipality, Potchefstroom, North West Province, South Africa.

DECLARATION

I, Peter Monyelo, declare that this dissertation:

A critical evaluation of the Expanded Public Works Programme in the JB Marks Municipality in Potchefstroom

is my own work, every text that is written is supported by a reference and has not been previously submitted in whole, or in part, for the award of any degree.

P. Monyelo

TABLE OF CONTENTS

ACKNOWLEDGEMENTS	I
ABSTRACT	II
DECLARATION	IV
ABBREVIATIONS.....	XIV
CHAPTER 1: INTRODUCTION.....	1
1.1 Introduction.....	1
1.2 Problem statement	7
1.3 Research objectives and questions	9
1.3.1 Primary research objective	9
1.3.1.1 Secondary research objectives	10
1.3.2 Primary research question	10
1.3.2.1 Secondary research questions.....	10
1.4 Central theoretical statements.....	11
1.5 Research methodology	16
1.5.1 Literature review	16
1.5.2 Research approach	16
1.5.3 Research design.....	17
1.5.4 Sampling	18
1.5.5 Data collection technique.....	19
1.5.6 Data analysis	20
1.5.7 Ethical considerations.....	20

1.6	Limitations	21
1.7	Significance of the study	21
1.8	Chapter layout	22
1.8.1	Chapter 1: Introduction, orientation and problem statement.....	22
1.8.2	Chapter 2: Literature review.....	22
1.8.3	Chapter 3: Socio-political framework of the EPWP	22
1.8.4	Chapter 4: Research methodology	22
1.8.5	Chapter 5: Empirical findings and data analyses	22
1.8.6	Chapter 6: Conclusion and recommendations	22
	CHAPTER 2: EVALUATION OF THE PUBLIC WORKS PROGRAMMES FROM EXISTING LITERATURE	23
2.1	Introduction.....	23
2.2	The role and impact of government interventions such as EPWP programmes.....	23
2.3	An international perspective on PWPs	24
2.4	Public works programmes in Africa.....	29
2.5	South African public works programmes	33
2.6	Contrasting views of the EPWP	36
2.6.1	Critiques of the EPWP	36
2.6.2	Endorsements: Accomplishments of the EPWP.....	39
2.7	Implementation of the EPWP in the JB Marks Municipality.....	41
2.8	Evaluation of government interventions.....	43
2.8.1	International evaluation of PWPs.....	43

2.8.2	Evaluation of PWP in Africa and South Africa	46
2.9	ST and LFA evaluation and their relevance to the study	49
2.9.1	System theory.....	49
2.9.2	Logical framework approaches	53
2.10	The CA and SLA and their relevance to the study.....	58
2.10.1	Capability approach	58
2.10.2	The SLA and the EPWP	61
2.11	Conclusion.....	68
CHAPTER 3: THE SOCIO-POLITICAL ENVIRONMENT THAT REGULATES THE EPWP ... 69		
3.1	Introduction.....	69
3.2	Introduction: Social/ government intervention programmes such as the EPWP.....	69
3.3	The role of the EPWP.....	74
3.3.1	Poverty alleviation.....	75
3.3.2	Employment creation	76
3.3.3	Skills development.....	77
3.3.4	The marginalised group	79
3.3.4.1	Women	80
3.3.4.2	Youth development.....	81
3.3.4.3	People with disabilities.....	82
3.4	Regulation and management of the EPWP at local level	84
3.5	Conclusion.....	86

CHAPTER 4: RESEARCH METHODOLOGY	87
4.1 Introduction.....	87
4.2 Research approach	87
4.3 Research design.....	88
4.4 Sampling	90
4.5 Data collection technique	92
4.6 Data analysis.....	97
4.7 Ethical considerations.....	98
4.8 Conclusion.....	99
CHAPTER 5: DISCUSSION OF EMPIRICAL FINDINGS	100
5.1 Introduction.....	100
5.2 Community survey results.....	101
5.2.1 Biographical information	101
5.2.2 Sex.....	101
5.2.3 Age.....	102
5.2.4 Current employment	102
5.3 Perspectives of community members on the implementation of the EPWP	103
5.3.1 Source of knowledge	103
5.3.2 Skills development.....	104
5.3.3 Employment creation	106
5.3.4 Wages received by an EPWP worker	107
5.3.5 Impact of the EPWP	108

5.3.6	Duration.....	110
5.3.7	Positive social changes.....	110
5.3.8	Types of social changes	111
5.3.9	What is good about the programme?.....	113
5.3.10	Different views on the implementation of the EPWP	114
5.3.11	Critiques of the EPWP	116
5.3.12	What the government can do to ensure successful implementation of the programme	117
5.3.13	What the government could implement in the EPWP to ensure its success	118
5.3.14	What the government can stop practicing in the EPWP to ensure its success	119
5.4	Experiences of the beneficiaries of EPWP.....	121
5.4.1	Income.....	121
5.4.2	Skills development.....	123
5.4.3	Employment creation	125
5.4.4	Recruitment processes	126
5.4.5	Work activities	127
5.4.6	Termination processes	130
5.4.7	Overall broader impact of the EPWP	131
5.5	Discussion	134
5.5.1	Poverty alleviation.....	135
5.5.2	Employment creation	135
5.5.3	Skills development.....	136

5.5.4	Targeting the marginalised	137
5.5.5	Recruitment process	137
5.5.6	Termination processes	137
5.5.7	Work activities	138
5.5.8	Evaluative remarks on the EPWP	138
5.6	Conclusion.....	145
CHAPTER 6: CONCLUSIONS AND RECOMMENDATION.....		147
6.1	Introduction.....	147
6.2	Chapter summary	147
6.3	Critical evaluation of the EPWP in Potchefstroom.....	148
6.3.1	Participants in community survey.....	149
6.3.2	Beneficiary interviews	150
6.3.3	CA evaluation	150
6.4	SLA evaluation.....	151
6.5	Limitations	151
6.6	Recommendations.....	152
BIBLIOGRAPHY.....		155
APPENDICES.....		173
APPENDIX A – INTERVIEW SCHEDULE		173
APPENDIX B – TURNITIN REPORT		182
APPENDIX D – DECLARATION OF LANGAUAGE EDITING.....		183

LIST OF TABLES

Table 1-1: LFA and ST elements..... 15

Table 2-1: LF matrix..... 55

Table 2-2: LFA and ST elements..... 56

Table 2-3: Liberal and communitarian perspectives on the CA 60

Table 4-1: Project description table and related indicators..... 93

Table 5-1: Participants: permanent residence in Potchefstroom 101

Table 5-2: Sex of participants 101

Table 5-3: Age groups of the participants 102

Table 5-4: Employment status of participants..... 103

Table 5-5: Sources of knowledge on EPWP participants..... 104

Table 5-6: Community members' perception on skills development in the EPWP 105

Table 5-7: Employment creation in the EPWP 106

Table 5-8: Wages received 107

Table 5-9: Impact of the EPWP 108

Table 5-10: Contract duration 110

Table 5-11: Positive social change..... 111

Table 5-12: Types of positive social changes..... 111

Table 5-13: Perceptions of community members on what was good about the programme 113

Table 5-14: Community members' views on the implementation of the EPWP..... 114

Table 5-15: Critiques about the EPWP 116

Table 5-16:	Perceptions of community members on what government can do more to ensure the successful implementation of the programme.....	117
Table 5-17:	Perception of community members on what the government could implement in the EPWP to ensure its success	118
Table 5-18:	What the government can stop in the EPWP to ensure its success.....	120
Table 5-19:	Application of the capability approach.....	141
Table 5-20:	Application of the sustainable livelihood framework model.....	143

LIST OF FIGURES

Figure 2-1: ST evaluation model 53

Figure 2-2: Systems approach evaluation model 66

ABBREVIATIONS

ANC – African National Congress

CA – Capability Approach

CBD - Central Business District

CBPWP – Community Based Public Works Programme

CETA - Construction Education and Training Authority

CWP- Community Work Programme

DoE – Department of Education

DoL - Department of Labour

DoRA – Division of Revenue Act

DPW – Department of Public Works Programme

Dr KKDM – Dr Kenneth Kaunda District Municipality

ECD – Early Childhood Development

EPWP – Expanded Public Works Programme

FACT – Food and Cash Transfer Programme

FAO – Food and Agriculture Organisation

FET - Further Education Training

GDS – Growth Development Summit

GPP – Governments Policy Priorities

HCBC – Home/Community Based Care

HSRC - Human Science Research Council

IDP – Integrated Development Plan

IDS – Institute of Development Studies

ILO – International Labour Organisation

LED - Local Economic Development

LF – Log Frame

LFA – Logical Framework Approach

LIWP – Labour intensive Works Programme

LRA - Labour Relations Act
LRA – Labour Relations Act
LSEN - Learners with Special Educational Needs
MGNREGS – Mahatma Gandhi National Rural Employment Guarantee
MIG - Municipal Infrastructure Grant
NDP – National Development Plan
NDPW – National Department of Public Works
NHO – Confederation of Norwegian Enterprise
Non-NR – Non-Natural Resources
NPOs – Non-Profit Organisations
NR – Natural Resources
NREG – National Rural Employment Guarantee
NSDS - National Skills Development Strategy
NSS - Non-State Sector Programme
NWU – North-West University
NYDP - National Youth Development Programme
NYS – National Youth Service
PCD - Provincial Coordinating Department
PIG – Provincial Infrastructural Grant
PNPM – Nasional Pemberdayaan Mandiri Programme
PSC - Positive Social Change
PSNP – Productive Safety Net Programme
PWP – Public Works Programmes
RA – Reduction Approach
RDP – Reconstruction and Development Programme
SASAS - South African Social Attitude Survey
SECP – Special Employment Creation Programme
SLA – Sustainable Livelihood Approach

SOEs - State-Owned Enterprises

SSP – Social Sector Plan

ST – Systems Theory

UNC - United Nation Convention

USAID – United States Agency for International Development

VUP – Vision Umurenge Programme

WBCP – Ward Based Cleaning Programme

CHAPTER 1: INTRODUCTION

1.1 Introduction

The aim of the study was to critically evaluate the Expanded Public Works Programme (EPWP) in the JB Marks municipality in Potchefstroom, North West Province, South Africa. The aim of the study was to evaluate the programme and determine whether it achieved its intended objectives and planned outputs. The EPWP has its origin in the Growth and Development Summit (GDS) of 2003. The programme is implemented in such a way that it operates in all four sectors of society: infrastructure, environment, society and the non-state sector. The infrastructure sector involves the use of labour-intensive methods in the maintenance and construction of infrastructure projects funded by the public sector (Department of Public Works, 2013). Labour intensive infrastructure projects under the EPWP entail providing training and skills development to locally unemployed people, using labour intensive construction methods to provide work opportunities to the unemployed, and building cost effective and quality infrastructures. The environmental sector's contribution to the EPWP involves employing people to work on projects to improve their local environment through programmes that are led by various states and provincial departments (Department of Public Works, 2013). This sector builds South Africa's natural and cultural heritage, using these to create medium and long-term work and social benefits (Department of Public Works, 2013). EPWP in the social sectors offers beneficiaries opportunities to undertake training to improve their abilities for rendering improved social services, while providing options for a career path or exit strategies into the formal and self-employment sectors. This training is accessed through skills programmes and learnerships. Non-State Sector Programmes (NSSs) were introduced as the new component for EPWP in 2009. The programme uses wage subsidies to support Non-Profit Organisations (NPOs) in their community development initiatives (Department of Public Works, 2013). The EPWP aims to address social issues in the context of South Africa. However, it is important to understand the broader African context of these social issues.

Poverty, unemployment and unskilled labour are major development challenges in developing African states (Cobbinah, Erdiaw-Kwasie & Amoateng, 2015:64). African countries are characterised by high levels of poverty, unemployment, inequality, poor health conditions and scarcity of skills (Satumba, 2016:1). These high levels of inequality and poverty that persist on the continent are due to a number of social factors such as civil wars, political exclusion that had taken on colonial and racial form, underdevelopment and underlying political conflicts (Gelb, 2003:18). Africa is known for its conflicts, either between neighbouring countries or within the same country. Apart from such incidences, which culminate in a war zone, these types of conflict

demotivate investments that would otherwise have aided the fostering of economic growth and the creation of employment that would have assisted people's rise from poverty (Nafziger & Auvinen, 2002:157). Continuous interventions are required to address these development challenges through various government policies, programmes and strategies.

In South Africa, the fluctuating economy combined with the legacy of the past has led to a number of development challenges such as a high level of poverty, unskilled labour and fewer opportunities for the unskilled to participate effectively and efficiently in the economy (Okun, 2015:1). Seekings (2007:2) during the apartheid government, African people were dispossessed of their land, thus, resulting in the people facing restricted opportunities for employment. In addition, Africans were also limited to low quality health care and education (Seekings, 2007:2). South Africa's peasantry was slowly destroyed in the course of the twentieth century (Seekings, 2007). Seekings (2007) further states that forced removals from large commercial farms, overcrowding in the "homelands", low-quality schooling, poor links into urban and industrial labour markets, and the growing capital-intensity of production in most economic sectors resulted in the growth of unemployment among unskilled workers and of mass poverty among them and their dependents.

The post-apartheid government has therefore been faced with the challenge of implementing positive social change through the creation of employment, poverty reduction and the enhancement of skills development in local communities under circumstances characterised by an increase in population, which normally translates into rising unemployment (Mumba, 2016:1). Individuals that have been suffering the most from these development challenges in this country are black women, the youth and people with disabilities (Department of Public Works, 2013).

The post-apartheid government has been dedicated at improving the lives of South Africans. Van der Waldt (2014:848) argues that, in the past twenty-four years of democracy, local spheres of government went through major restructuring exercises and were exposed to political dynamics and differing strategic orientations. He further points out that some restructuring involved the implementation of measures such as providing citizens with grants, houses provided by the Reconstruction and Development Programme (RDP) and employment opportunities to protect citizens from harsh socio-economic effects (Van der Waldt, 2014:844). Despite these interventions, South Africa continues to face development challenges, with an unemployment rate that increased from 20% in 1994 to 23% in 2008 and indeed to over 26% in 2016, including a harrowingly high youth unemployment rate of 53% in that year (StatsSA, 2019).

These challenges often translate into dissatisfaction among the public, as indicated by Akinboade, Mokwena, & Kinck (2014) who point out further that the dissatisfaction normally results in mass

action in the form of strikes and protests. The South African government is aware of these challenges and responded by establishing development programmes such as the EPWP, National Public Works Programme (NPWP) and the Community Work Programme (CWP) with a view to improving the living conditions of South African citizens. The mandate of the programmes is to address development issues such as poverty, high levels of unemployment, poor service deliveries and the lack of skilled labour. The implementation of such programmes resulted in municipalities collaborating with the Department of Public Works (DPW) to eradicate poverty, inequality and unemployment with the aim of targeting marginalised groups in societies (Van der Waldt, 2014:848).

The DPW (2013) highlights that the EPWP is one of the main government initiative which contributes to Governments Policy Priorities (GPP) of improving the living conditions of the poor in terms of providing sustainable livelihoods and decent work, health, food security, rural development, education and land reform as well as the fight against corruption and crime. The programme was launched in April 2004 with the aims of creating sustainable development and promoting economic growth (Sembene, 2015). It was announced by the second democratic President of South Africa, Mr Thabo Mbeki, in his 2003 State of the Nation address. The EPWP was again discussed in the GDS in June 2003. The summit involved labour, government, business and identified Community Based Organisations (CBOs). CBOs are NPOs found in the private and public sectors and are representative of a community or a significant segment of a community, while working to meet community needs (Massengale, Erausquin & Old, 2017:1). The EPWP consists of learning, practical training and mentorship programmes aimed at developing beneficiaries into self-sustaining contracting entities.

EPWP is a short to medium-term initiative that aims to bring about positive social change by offering its beneficiaries an employment opportunity for a period of a year (Mogagabe, 2017:1). The programme was launched with the aim of alleviating poverty, creating temporary work opportunities and enhancing skills development of disadvantaged people who were previously excluded from the economy, comprising mostly the youth, women and people with disabilities (Triegaardt, 2006:8). Mogagabe (2017:1) points out that the programmes also offer skills development training that aims at enhancing employment opportunities when beneficiaries complete their year course. According to Mogagabe (2017:1), training is a key element of the EPWP, not only as an existing strategy, but also as a means of increasing future employability. Kobakana (2007:18) highlights that the programme aims at confronting the challenges of poverty, creating temporary employment, developing skills, improving services and ensuring a better life for marginalised individuals, again comprising mostly women, the youth and individuals living with disabilities. The GDS agreed that the programme could achieve its main objectives by providing

the poor with income relief by means of creating job opportunities (Department of Public Works, 2013).

The implementation of the EPWP resulted in a strong partnership between the programme itself and all spheres of the economy with the aim of alleviating poverty and creating work opportunities to improve the lives of the people with special reference to targeting marginalised groups (EPWP, 2013). The relationship between the programme and the sectors involves the creation of different sub-programmes under the EPWP throughout various sectors. The aim of these programmes is to increase the intensity of government funded infrastructure projects in terms of specific guidelines, hence, to create opportunities in the sphere of infrastructure. This requirement is specified to the Division of Revenue Act (30 of 2017) (DoRA), to be applied in respect of provincial and municipal infrastructure grants. The environmental sector in relation to the EPWP aims at expanding existing projects originally implemented through the Special Poverty Relief Allocation (SPRA), for example, the Working for Water programme. In the Non-state sector, this programme creates work opportunities in public social programmes such as the Home/Community Based Care programme (HCBC). Lastly, in the non-state sector, the programme uses wage subsidies to support NPOs in their community development initiatives (EPWP, 2014:9).

The EPWP is a programme that comprises sub-programmes such as the National Youth Service (NYS) launched in April 2007 with the objective of involving youth in public infrastructure maintenance projects (Department of Public Works, 2013). It assists skills development for South African youth between the ages of 18 and 35 years by offering theoretical and practical training such as plumbing and building, which will enhance employment once participating in the programmes for a period of two years has been achieved. The DPW (2013) highlights that the programme supports community and national development, whilst, simultaneously providing an opportunity for young people to access opportunities for skills development, employment and income generation.

Implementation of the EPWP yielded a positive partnership between the DPW and local municipalities. The latter adopted EPWP programmes to bring about positive social change such as creating employment for local community members. Local municipalities do in fact have the responsibility of improving the living conditions of local community members (Cobbinah et al, 2015:67). Mumba (2016:83) argues that local municipalities must use development programmes to empower and equip citizens. However, in designing these programmes, the government must look at what the people need and not just what is can technically be implemented (Pham, 2018:169). According to Kopung (2017:9), “the Municipality Systems Act (32 of 2000) requires local municipalities to prepare an Integrated Development Plan (IDP) in cooperation with their communities so that inclusive future development requirements can be projected”. The IDP

dovetails with the National Development Plan (NDP) vision for 2030, which aims at acknowledging national development plans and visions at local and provincial levels. Kopung (2017:10) argues that the process of developing IDP has however highlighted considerable constraints on the levels of institutions, capacity and capability, as faced by municipalities in servicing marginal communities.

The IDP development is a process through which municipalities prepare a strategic development plan, mostly for small developing societies. The plan is to eradicate the legacy of the past by supporting the development legacy of the past twenty-four years of democracy. It is a mechanism of restructuring the rural areas, towns and cities, and it is also a mechanism for providing quality and alleviation of poverty. The intentions of the IDP of the North West District Municipalities are to strategically plan, co-ordinate and integrate the development plans of the municipalities to create self-sustainable communities. All local municipalities of these district municipalities are required to develop IDPs in relation to their district and the NDP, in line with the needs of the communities, so that an inclusive future can be anticipated.

The national EPWP framework requires that local municipalities of different societies develop an EPWP policy that is embedded within the IDP. The EPWP is perceived as a conceptual framework from the government that designates specific targets and roles for each municipality (Department of Public Works, 2015:43). For the EPWP to be effective in local municipalities, an EPWP policy is required so as to guide the implementation of the programme by the municipalities. It also requires incorporation in all spheres and activities of the municipality (Toolbox, 2003). For example, municipalities use their capital to decide on infrastructure projects to implement on labour intensive projects, which are then to be successfully implemented through the EPWP, hence, to bring about positive social change (Toolbox, 2003).

The JB Marks Municipality, which was formerly known as Tlokwe and Ventersdorp local municipalities, also has the responsibility of improving the lives of their local community members, especially marginalised groups living in rural or urban areas (Mumba, 2016:1). It is a Category B municipality, which is defined as one that shares legislative authority and municipality executive in its area with a Category C municipality within whose area it falls (Mumba, 2016:7). This municipality falls under the Dr Kenneth Kaunda District Municipality (Dr KKDM). According to Mumba (2016:7), "the municipality provides its service deliveries to the areas of Potchefstroom with all its sections and Ventersdorp. The municipality has a population of 124 350 people in Potchefstroom and 36 532 in Ventersdorp, which comprises 25.41% of the entire population of the Dr KKDM.

The JB Marks Municipality also has its own challenges. A ward councillor from Ikageng Potchefstroom pointed out that one of the major challenges is that household refuse, garden refuse and building rubble are not regularly collected in the urban areas or township (Interviewee 1, 2018). There is also a challenge around illegal dumping, which is more rampant in the townships (JB Marks Municipality, 2018). The IDP of the JB Marks Municipality (2018) goes further by stating that open spaces are abused by residents for illegal dumping and other crimes such as gambling. Poor maintenance of infrastructure and parks aggravates the situation (Malefane, 2004). There is a significant need for tarred and paved roads in the townships and villages including pedestrian sidewalks and bicycle lanes, especially in newly developed sections (JB Marks Municipality, 2018). According to Mumba (2016), Potchefstroom is characterised by aging roads and poorly maintained water.

Potchefstroom has high levels of unemployment (Tlokwe Local Municipality, 2017). According to Mumba (2016), the need for sustainable employment in such areas places an additional burden on the local municipalities. The issue of unemployment is not new in local municipalities. According to Statistic South Africa (2017), males have a higher percentage of unemployment, namely 26%, while females are estimated to have a percentage of 18%. Statistics show that, in 2014, Potchefstroom had about 44% unemployed adult individuals. It is clear that both genders in this municipality are greatly affected, despite the differences in percentages.

A provincial official from the Department of Public Works in Potchefstroom pointed out that the EPWP programme was implemented in Potchefstroom in 2004 (Interviewee 1, 2018). She also mentioned that the programme aims at alleviating poverty, creating employment, improving service delivery and skills development for the youth residing in Potchefstroom. In the JB Marks municipality, the EPWP aims at targeting marginalised groups including the youth, individuals with disabilities and women. In this municipality, the programme managed to create 340 temporary employment opportunities between April and December 2017, across three sectors. In the infrastructure sector, the municipality has managed to create nine municipal infrastructure programmes that created 100 temporary employment opportunities. Within these programmes, beneficiaries received daily wages of R 182.00 in 2017 (EPWP, 2017:211). In the environment and culture sector, the municipality managed to create 13 programmes that managed to yield 228 employment opportunities in 2017, with daily wages of R 126.00 (EPWP, 2017:452). Lastly, the municipality has managed to create one programme within the social sector, which created twelve job opportunities in 2017, with beneficiaries receiving wages of R 110.00 daily (EPWP, 2017:615). The total budget that was in place for all these projects across these three sectors in the JB Marks was R47 023 306.00 in 2017 and in total there were 23 programmes running that depended on that budget (EPWP, 2017:615). From the budget of R47 023 306.00, R11 579 520.00 were

allocated for salary expenditure and R3 980 570.00 for other expenditures, including professional fees. The remaining balance, of R32 053 416.00, was budgeted for 2018 towards the successful running of the programme.

In conclusion, poverty, unemployment and unskilled labour are considered to be development challenges across the world. The South African government took the initiative to implement a development programme known as the EPWP to address these challenges. The EPWP programme has been implemented to alleviate poverty, create jobs and develop skills among the youth. The question is: has this programme managed to achieve its objectives in the past three phases of its implementation? The following critically evaluated this programme with the aim of determining whether it managed to achieve its set objectives thus with special reference to the three main objectives of the EPWP.

1.2 Problem statement

The implementation of the EPWP in South Africa met with praises and criticisms. Mukhathi (2015:18), who conducted an EPWP study in Ekurhuleni, and Mohapi (2013:223), who also conducted a study in Gauteng, argue that the existence of the programme led to positive outcomes and social change in local communities. Mukhathi (2015:18) highlights that the programme managed to create about one million jobs within the first phase of its implementation. He also pointed out that, on its second phase of implementation, in Ekurhuleni the EPWP managed to target 62% of women who were not employed, 15% of the youth and 0.045% of people with disabilities, who were also not employed. The study conducted by Mohapi (2013:223), evaluating the implementation of the EPWP, reveals that the programme did not only alleviate poverty, but also empowered women, youth and disabled people that reside in Tshwane. Melody and Zonyana (2017:40) led a study in Cape Town, exploring the EPWP as a tool for economic growth, and concluded that the EPWP has contributed to the creation of real opportunities such as the creation of employment. They argue that the programme has a clear role to play in the cities and local municipalities and that it has been outperforming its set objectives. Mohapi (2013:223) argues that the EPWP goes beyond creating employment and takes the initiative of bridging the skills gap and providing a key entry to the job market, hence maximising job opportunities.

Criticism regarding the implementation of the EPWP programme has also been brought forward, whereby scholars argue that the programme failed local communities and the public. Mkhize (2012) evaluated the impact of the EPWP in eThekweni municipality and argues that it failed, stating that, "by creating temporary, rather than sustainable employment, the EPWP can be seen as having missed the mark in addressing the larger problems of sustainable employment"

(2012:11). McCord (2004:5) evaluated the implementation of the EPWP in South Africa, and states: “if fully implemented the EPWP would create 200,000 temporary employment opportunities each year and because work is temporary in the programme the target will stay the same every year with only 200,000 work opportunities created”. He goes further by arguing that the poor who participated in the EPWP were then not eligible for grants under the existing social protection regime. Moyo (2013:27) conducted a study in Modimola and argues that the aims around skills development in the EPWP are incongruent with the problems they are supposed to address. Moyo (2013:8) argues that the programme involves limited training where the components of skills development are inadequate to transfer marketable skills to beneficiaries and do not match the skills required in the formal labour market. Formal training is provided by the DPW for two in every twenty days worked by public employees, and that is not enough for beneficiaries to transition from low-skilled levels to intermediate ones (Moyo, 2013:27).

Dovetailing with these critiques, Altman and Hemson (2007:17) highlight that the average wage paid on the EPWP during the first phase of implementation ranged between R 40.00 and R 55.00 a day; in 2006, the minimum wage paid was R 45.00 per day. According to Moyo (2013:24), “team leaders of the EPWP were paid R40 per day; key team leaders were paid R65 per day while elementary workers were paid R30 per day during the first phase of the programme”. Phillips (2004) states that “the social sector payment has fallen to R30 per day as it has with all the EPWP sectors”. In 2007, the beneficiaries were earning R 60.00 a day, perhaps since the programme was a short medium-term initiative. In the current, third phase of implementation of the programmes daily beneficiaries are earning a minimum of R78.86 (Mkhatshwa-Ngwenya, 2016:21). Mkhatshwa-Ngwenya (2016:21) argues that “these wages are not enough especially when participants depended on themselves for transport to travel to the project site daily, meals for lunch, municipal rates and taxes, social responsibilities and support the family”. Moyo (2013:24) contends that the wages paid by the programme are insufficient to alleviate poverty. The wages of the beneficiaries of the EPWP differ depending on the sector and the programme involved within the JB Mark municipality. However, the daily wages range from R 85.00 to R 182.00 daily (EPWP, 2018).

In Potchefstroom, the EPWP managed to yield positive social change: 2 687 training and employment opportunities were created during the third phase, which lasted from 2014 until March 2019 (Department of Public Works, 2016). The Department goes further by stating that the certificates awarded to earlier beneficiaries of the programme bear testimony that the core objectives of the programme were realised. Skills and practical training required from the beneficiaries of the programme, especially areas in and around Potchefstroom, have increased the pool of much needed skilled workers in the construction sector (Department of Public Works,

2016). A provincial official of the DPW has indicated that the programme managed to create about 13 530 jobs and training opportunities and implemented 207 projects in Potchefstroom and Klerksdorp from the time of its implementation to the year 2014 (Interviewee 1, 2018).

Despite the positive outcomes of the EPWP in Potchefstroom, challenges and negative outcomes were encountered. The biggest challenge that arose, as in the cases of other municipalities, was that even when beneficiaries have completed their course in the programme, they struggle to access formal employment (Phillips, Harrison, Mondlane, Van Steenderen, Gordon, Oosthuizen, Weir-Smith and Atzman, 2009:136). The provincial official of the DPW pointed out that of all the beneficiaries that participated in the programme only 3% accessed permanent employment in Potchefstroom (Interviewee 1, 2018). The assumption is that the training offered by the EPWP is poor and limits the transfer of skills (Phillips et al, 2009:136). According to Hlatshwayo (2017:1), there were dissatisfactions with stipend levels, where beneficiaries argued that these were too low. Poor monitoring of the trainers by the service providers also surfaced as a challenge. A provincial official of the EPWP in DPW offices highlighted that there was poor participation of people with disabilities, as the majority of them received grants from the government and were therefore not allowed to participate (Interviewee 1, 2018).

These contrasting views and outcomes of the EPWP indicate that there is a need to evaluate it to determine whether it has managed to achieve its objectives or not. The study is important for the Potchefstroom area, because evaluative literature does not exist on the EPWP in this area. The problem that this study, therefore, focuses on is that the EPWP is an important intervention programme introduced by the government aiming to address poverty, unemployment and skills development and to consequently create positive social effects and support marginalised groups and yet, a proper and critical evaluation of its social contribution in Potchefstroom is absent.

1.3 Research objectives and questions

1.3.1 Primary research objective

For the purpose of this study the primary research objective reads as follows:

To critically evaluate the Expanded Public Works Programme (EPWP) in the JB Marks Municipality, Potchefstroom, North West Province, South Africa in view of its objectives of implementing positive social change with a view to alleviating poverty and creating employment and skills development for the poor by means of targeting women, youth and people with disabilities.

1.3.1.1 Secondary research objectives

The secondary research objectives of this study are to

- identify, describe, and evaluate academic literature with a view to defining the role and impact of the government interventions such as the EPWP programme.
- explain the socio-political environment that regulates the EPWP.
- describe the appropriate research methodology for critically evaluating the EPWP.
- empirically evaluate the EPWP and its implementation in the JB Marks Municipality with regard to implementing positive social change through poverty alleviation, employment creation and skills development.
- make conclusions and recommendations on the implementation and realisation of objectives of the EPWP in Potchefstroom.

1.3.2 Primary research question

For the purpose of this study, the primary research question reads as follow.

Has the Expanded Public Works programme in the JB Marks municipality, Potchefstroom, achieved its objectives of implementing positive social change towards alleviating poverty and creating employment and skills development for the poor by means of focusing on women, youth and people with disabilities?

1.3.2.1 Secondary research questions

The secondary research questions of this study are as follows.

- What are the role and impact of the government interventions such as the EPWP according to academic literature?
- What is the socio-political environment that regulates the EPWP?
- What is the appropriate research methodology for critically evaluating the EPWP?
- What is the empirical evaluative result and implementation quality of the EPWP in the JB Marks municipality, Potchefstroom, with regard to implementing positive social change?

- What are the conclusions and recommendations that can be made around the implementation and realisation of objectives of the EPWP in Potchefstroom?

1.4 Central theoretical statements

Local communities and community members in South Africa need empowering by development projects such as the EPWP (Pham, 2018:166). For the purpose of this study, empowerment is referred to as a process that helps people gain control over their own lives, while it fosters power in people for use in their societies, communities and lives by acting on issues that are considered to be important. To evaluate such an important intervention, an evaluative framework is required that would focus critically on the objectives and outcomes of the programme, taking into account its contribution to positive social change (such as poverty alleviation) and targeting marginalised groups. Pham (2018:170) claims that a number of unidimensional frameworks tend to focus only on resources such as income, while ignoring other dimensions required to make judgements regarding the programme's success. Evaluation of the EPWP therefore requires more than just focusing on income and expenditure. Pham (2018:170) states that evaluating a development programme requires the selection of a broad informational base to yield correct judgements of the programme. This study adopts two evaluative frameworks, namely the System Theory (ST) and the Logical Framework Approach (LFA).

ST was first proposed around the concept of "general systems theory" by Bertalanffy (1968), a well-known biologist. ST developed as a correction of linear approaches such as the Reduction Approach (RA) of evaluation. Frye and Hemmer (2012:5) point out that, although Bertalanffy recognises the roots of his idea in earlier thinking, his approach focuses on the notion that systems thinking is a major step away from the reductionist tradition that was dominant in scientific thinking. According to Frye and Hemmer (2012:4), "the reductionist or linear way of thinking suggests that once the factors contributing to an outcome are known, programme success or lack of success in achieving those outcomes can be explained". In contrast to this, Von Bertalanffy (1968:4) views a system as "a set of elements standing in interrelation among themselves and with the environment". According to Bertalanffy (1972:4), systems comprise different parts and involve the organisation of the parts and the relationships among those parts and the environment. He highlights that these relationships are not static but changing and dynamic.

ST is based on the assumption that several principles of a system or an organisation hold true for all systems. The basic principle is that the whole is more than the sum of its parts, and that the whole determines the nature of the parts (Frye & Hemmer, 2012:5). With regard to this approach, the parts of the system are interrelated and cannot be understood in isolation from each other or the whole system. A system can consist of subsystems as well as units that make up the whole

interaction. According to Mizikaci (2006:43), systems are perceived to exhibit four major characteristics. Firstly, they are goal oriented, secondly, they have inputs from their environment; thirdly, they have outputs to achieve their goal and, lastly, systems always entail feedback from the environment around their outputs. In this approach, the notion of an outcome is not explained simply by the components of the system's parts, but through the evaluation of the relationships between and among the different parts of the system in terms of the environment.

This approach starts by studying and understanding the context of the programme. It emphasises that the researchers understand the diversity and nature of settings around activities in the system as well as the strategic positions of the programme (Guberman, 2004:48). According to Mizikaci (2006:43), the approach draws attention to the networks of social relationships that make up the system, the variety of roles that exist or can be created within those networks and the status conferred on those roles as well as the symbolism and meaning that different actors draw from the intervention event.

It is important to note that ST is subjected to a number of criticisms. It is argued that this approach fails to focus on a specific task function; instead, it focuses on several functions. For example, the approach employs the notion of the whole being more than the sum of its parts, and this prevents it from focusing on a specific aspect and its evaluation. For this reason, it is perceived as an approach that fails to provide a detailed focus on specific functions. According to Mhango, Kasawala, Khonje and Nsitu (2015), ST moreover fails to acknowledge that changes in environments directly affect the structure and function of the organisation or a system. The approach does not explore the impact of interpersonal relationships and loyalty on productively active systems. It also does not adequately address power and social inequalities and its causes. Nonetheless, ST will guide this study in terms of evaluating the interrelated parts of the programmes such as the communities where the programme is active as well as the beneficiaries. This study will take into consideration all the connected parts of the EPWP when evaluating it to obtain a clear picture of the programme's objective and social outputs through the guidance of ST. However, in view of the limitations of ST, other approaches must be utilised in addition to it.

The Logical Framework Approach (LFA) was developed in early 1969 by the consulting firm Practical Concepts Inc. for the United States Agency for International Development (USAID) as a project design and evaluation tool (Coleman, 1987:251). According to Coleman (1987:251), one of the main objectives of the LFA is to provide a common vision and understanding of a project. Crawford and Bryce (2003:363) point out that the LFA is an analytical process and set of tools used to support objectives-oriented project planning and management. It provides a set of interlocking concepts used as part of an iterative process to aid structured and systematic analysis of a project or programme idea. The LFA is a way of describing a project in a logical way so that

it is well designed, objectively described, well-evaluated and appropriately structured (Crawford & Bryce, 2003:364).

What LFA seeks to do is to provide a structure that will allow project planners and evaluators to specify the components of their activities and identify the logical linkages between a set of means and a set of ends (Coleman, 1987:252). According to Couillard, Garon and Riznic (2009:32), the result of the implementation of the LFA is a four-column, four-line matrix, called the log frame (LF). They argue that the LF summarises why the project should be undertaken, what it intends to do, what the outputs or end results of the project will be, what inputs are required to obtain the outputs and what the assumptions are that must be fulfilled for the project to be carried out. The four columns consist of a narrative summary, objectively verifiable indicators, means of verification and assumptions. The four lines of the matrix on the other hand are goals, purpose, outputs and inputs (Couillard et al, 2009:32).

LF furthermore provides reasons for undertaking the project and determining the ultimate objective of the programme that the specific project will contribute to (Rowlands, 2003:64). *Purpose* relates to what the project is expected to achieve in development terms once it is completed within the allocated time. *Output* emphasises results to be produced by the management of inputs (Rowlands, 2003:64). Lastly, the focus in the case of *input* is on the activities to be undertaken and the resources available to produce the outputs. According to Coleman (1987:256), “the objective of the horizontal logic is the measurement of the resources and results of a project, through the identification of Objectively Verifiable Indicators and Means of Verification for these indicators”. This horizontal logic provides detail by requiring the specification of the results to be obtained at each of the four levels of the vertical logic, that is, with a view to goal, purpose, output and input.

However, as in the case of ST, LFA is subject to a number of limitations. For instance, it is criticised for policy-neutrality around questions that involve employment opportunities, income distribution, access to resources, the cost and feasibility of strategies and technology, local participation as well as effects on the environment. European Integration Office (2011) argue that LFA is only one of several tools to be used during project preparation, implementation and evaluation, among others because it cannot replace target-group analysis, cost benefit analysis, time planning, impact analysis and so forth.

ST and LFA are the most suitable frameworks for this study, because they allow for taking into consideration different dimensions around evaluating a programme, including objectives, outputs and inputs of the programme and feedback from the environment. ST, being one of the evaluative frameworks of this study, places a strong emphasis on evaluating a programme with a view to its

interrelated parts instead of just focusing on one point, which might not be enough to yield a proper judgement of the matter. In other words, ST focuses on the notion of “the whole being greater than the sum of its parts”.

For the purpose of the present study, the evaluation of the EPWP will take into consideration the various interrelated parts of the programme and subprogrammes as evaluated by community members among which the programme is active as well as beneficiaries of the EPWP. The approach emphasises that systems or programmes are goal orientated. To be able to evaluate such programmes one needs to evaluate the extent to which the objectives were therefore achieved. Moreover, this approach argues that programmes receive inputs from the environment when implemented and it is important to reflect back to those inputs when evaluating such programmes. These inputs will be acquired through interviewing local community members around their views regarding the EPWP. This is to ensure that all the interrelated structures of the EPWP are considered so as to make a well-substantiated judgement when evaluating the programme.

In addition, the full benefits of utilising LFA can be achieved only through systematic training of all parties involved and methodological follow-up. LFA provides a structure that will allow evaluators to specify the components of their activities and identify the logical linkages between a set of means and a set of ends. Through the application of the LFA the goals, purpose, outputs and inputs of the EPWP will be examined. In other words, the researcher will focus on the EPWP objectives, that is, the goals that EPWP is intended to achieve, and will scrutinise these in terms of development that is, the programme’s purpose, as related to the result of the programme, that is, outputs, and the activities undertaken as part of the implementation of the EPWP in Potchefstroom. The latter includes implementation of skills development such as the NYS programme, that is, input. In the same way in which ST focuses on the extent to which a system achieves its set goals, LFA emphasises the set objectives of the programme as part of its evaluating effort. In the case of the present study, the set objectives and objectives of the EPWP will be evaluated around poverty alleviation, employment creation and skills development. The table below summarises the elements of the STA and LFA approaches to be employed in this critical evaluation study of the EPWP with a view to its objectives of implementing positive social change and targeting marginalised groups.

Table 1-1: LFA and ST elements

Elements of the LFA		Elements of ST	
Goal	Objectives of the EPWP	Goal	Objectives of the EPWP
Purpose	What the EPWP is expected to achieve in development terms: alleviate poverty, create employment opportunities and enhance skills development for the youth	Input from the environment	The activities undertaken throughout the implementation of the programmes to yield expected outcomes such as targeting marginalised groups as beneficiaries of the programme
Output	The result of the EPWP such as poverty alleviation, employment creation and targeting marginalised groups	Output	Creation of temporary employment and skills development programmes and managing towards targeting marginalised groups
Input	The activities undertaken such as the implementation of the NYS as a skills development programme or the Vukuphile programme under the EPWP in Potchefstroom	Feedback from the environment	The perception of the Potchefstroom community members on whether the EPWP managed to achieve its objectives or not

1.5 Research methodology

Research methodology can be referred to as methods, techniques and procedures employed in the process of implementing a research design or a research plan, as well as the principles and assumptions that underlie their use (Babbie & Mouton, 2004). Research methodology focuses on the processes and the kind of tools and procedures used.

1.5.1 Literature review

The purpose of a literature review is to gain an understanding of the existing research and debates relevant to a particular topic or area of study, and presenting that knowledge (Boote & Beile, 2005:3). Researchers conduct a literature review to identify the areas of a topic that have been researched in the past. For the purpose of this study, the following databases were consulted to determine the availability of material: the catalogue of theses and dissertations and catalogues of books, academic journal articles and applicable statutory and regulatory documents of the South African Government.

1.5.2 Research approach

For the purpose of this study, qualitative and quantitative research methods were employed to critically evaluate the EPWP, since the evaluation of the EPWP required in-depth understanding of the internal experiences of EPWP beneficiaries and the general experience of the members of the affected JB Marks communities around the objectives of the programme and what it has managed to achieve in local communities. A mixed methods approach may improve the accuracy of the data that will be obtained from the beneficiaries and the community members through an outcomes-based evaluation process. Bryman (2012:713) defines mixed methods research as an approach that is increasingly employed to describe a research method that combines the use of qualitative and quantitative research. According to Denscombe (2008:272), this approach is used as a means of avoiding biases intrinsic to a single research approach, as might be the case when solely either a qualitative or a quantitative approach. A mixed methods approach has been deemed most suitable for the present study, as it contributes towards more richly detailed and in-depth insights around the outcomes of the EPWP programmes. By blending quantitative and qualitative research and data, the study obtained depth, breadth and a general understanding of the objectives of the programmes in order to determine whether the programme managed to achieve its main objectives.

Qualitative research usually emphasizes words rather than quantification in data collection and analysis (Bryman, 2012:714). As a research strategy, it is inductive, constructive and interpretive, but qualitative researchers do not always subscribe to all three of these features. On the other

hand, quantitative research usually emphasises quantification in data collection and analysis. It is deductive and objective in nature and incorporates a natural science model of the research process, influenced especially by what is known as positivism, while quantitative researchers do not always subscribe to all three of these features (Bryman, 2012,715).

1.5.3 Research design

According to Babbie and Mouton (2004:647), a research design is a plan or framework underpinning the manner in which one intends to conduct a research process in order to solve a problem. Rutman (1984:10) states that “programme evaluation entails the use of scientific methods to measure the implementation and outcomes of programmes for decision making-processes”. With regard to the present study, an evaluation research design was employed to critically evaluate the EPWP programme. Bryman (2012:341) states that “evaluation research as a type of a research that is concerned with the evaluation of real-life interventions in the social world”. Such evaluation research was used to determine whether the EPWP project has achieved its objectives in the local municipality in the case of the present research project.

Babbie and Mouton (2004:337) highlight the fact that social programmes are evaluated for a number of reasons. They argue that evaluations are conducted for purposes of programme management, refinement and improvement. All the purposes of evaluation can be reduced to three main ones, namely judgement-oriented evaluation, improvement oriented-evaluation and knowledge-oriented evaluation.

Judgement-oriented evaluation has to do with the intrinsic value, worth or merit of a social intervention (Babbie & Mouton, 2004:337). This type of evaluation focuses on the outcomes of the project. Improvement-oriented evaluation has to do with the improvement of a social intervention. According to Babbie and Mouton (2004:337), this type of evaluation is concerned with the strengths and weaknesses of a programme and it is also concerned with determining whether a specific programme was properly implemented. Knowledge-oriented evaluation has to do with improving the understanding of how a particular programme operates and how people change their attitudes towards the programmes because of its success (Babbie & Mouton, 2004:339). The purpose of this type of evaluation is to generate new knowledge. This type of evaluation also seeks to understand the programme much better, reduce the risks of failure and uncertainty around the programme, and enlighten the founders and stakeholders of the programmes being evaluated. The present study follows a judgement-oriented evaluation since, as mentioned it is concerned with the outcomes of the EPWP to determine its worth, value and worth.

Whereas the previous two paragraphs centre on purposes that underlie evaluation studies, the present paragraph will focus on the types of evaluation research. There are four types of these evaluations: the evaluation of need, evaluation of process, evaluation outcome and evaluation efficiency. Evaluation of need seeks to answer the unmet needs of the population. Process evaluation evaluates the process of a programme to determine whether it is implemented within a certain context or setting (Posavac & Carey, 1992 cited by Babbie & Mouton, 2012:341). Evaluation outcome is concerned with the outcome of the programme. According to Babbie and Mouton (2004:341), these outcomes could entail behavioural and attitudinal changes and better services, such as the EPWP, which is concerned with improving service delivery for local communities. Lastly, the evaluation of efficiency embraces the cost of the intervention against the benefits that accumulated to the target population.

For the purpose of this study, as stated, a judgement-oriented evaluation was employed to determine if the EPWP had managed to achieve its set objectives. Thus, the study also focused on the outcomes of the programme. The study further focused on the set objective of the EPWP and determined if outcomes of the programme correlated with the set objectives or not. Overall, then, the present study involves a judgement-oriented evaluation by making use of an outcome evaluation with a critical evaluation of the goals, purpose, outputs and inputs of the EPWP in the context of Potchefstroom.

1.5.4 Sampling

Sampling is the process of selecting participants. A sample can be defined as a segment of the population that is selected for research purposes (Babbie & Mouton, 2004:164). It is considered to be a subset of the population. According to Babbie and Mouton (2004:173), an actual sample is selected from the theoretical aggregation also known as the population. In this study, the population resided in those areas in Potchefstroom in which the EPWP is active and where an awareness of the programme existed. This population was mainly selected for the quantitative part of the study. From this population, a sample of 100 houses was selected to participate in the study towards providing a general perspective regarding the EPWP's objectives and its accomplishments. Overall, the sample was therefore dependent on those areas in Potchefstroom in which the programme was active and where the beneficiaries of the EPWP resided.

The researcher established a sampling frame from the sections of Potchefstroom for sampling purposes while taking into account community members' awareness of the programmes. After selecting the sampling frame, it was important for the researcher to list all the houses in the population and assign them consecutive numbers between 1 and N (see Bryman, 2012:191). Therefore, houses were selected using simple random sampling, the most basic form of a

probability sample. According to Bryman (2012:716), “simple random sampling is a sample in which each unit has been selected entirely by chance”. Each unit of the population had a known and equal probability of inclusion in the sample. The sample was collected from areas of Potchefstroom in which the population enjoyed awareness of the programme. In this sample, each unit of the population had an equal probability of inclusion in the sample (Bryman, 2012:190). The areas that were sampled by the researcher were found in the Potchefstroom township of Ikageng, where the programme is active. Those areas included block 1 (known as Defence), block 2 (Vuka), block 3 (Mapetla), block 4 (Queen’s Town), block 5 (Skoti-corner), block 6 (Ko-Thabeng), block 7 (Matlwang), block 8 (Di Two Room), Top City, Sarafina, Kanana, Di Loan, Brelin as well as all the Extensions (Extensions 6, 7, 8 and 11).

In addition, a snowball sampling technique was used to select the beneficiaries of the EPWP to glean from them their internal experiences of the programme. For the purpose of this study, this sample was selected for the qualitative part of the study. A total of thirty 30 participants were selected from the EPWP with a view to engaging their internal experiences of the programme. In a sense, they indicated whether the programme alleviated challenges and created employment opportunities for beneficiaries, or not. The researcher went directly to the working sites of the beneficiaries of the EPWP to find participants.

1.5.5 Data collection technique

Data were collected using quantitative and qualitative instruments. With regard to the quantitative method, questionnaires were used to acquire the perspectives of the community on the EPWP and its objectives. A questionnaire was constructed with closed-ended questions regarding the EPWP and its main objectives to acquire the perspectives of the community members on the programme. These were completed during face-to-face interviews. A structured questionnaire is a set of questions with a choice of answers devised for the purposes of a survey or statistical study (Bryman, 2012:716). The technique provided the participants with the opportunity of selecting the answers that best described their perspectives on the objectives of the EPWP, based on the answers provided in the questionnaire.

Because the study involves a mixed methods approach, qualitative research was also employed. The researcher scheduled semi-structured interviews with the beneficiaries of the EPWP to obtain their detailed perspectives on whether the EPWP realised their objectives or not. Beneficiaries were asked open-ended questions during interviews, whereby they were asked questions regarding their perspectives on whether the programme managed to realise its objectives. These interviews were carried out using a semi-structured method to allow flexibility for the beneficiaries.

Access to participants was gained through approaching beneficiaries at their workstations to schedule interviews with them.

1.5.6 Data analysis

An important step after collecting data is the process of analysing these. In this study, both quantitative and qualitative data analysis were used to interpret these, deriving from questionnaires as well as additional notes taken from structured interviews. With regard to the quantitative approach, data was collected using questionnaires. The collected data was analysed using a statistical programme known as the SPSS. SPSS enabled the researcher to use descriptive statistics to illuminate the perspectives of community members on whether the EPWP realised its objectives. Descriptive figures and tables were used as tools of displaying the analysed numeric data collected through the questionnaires. To analyse the data, statistical tests were applied to calculate the responded frequencies on the questions asked..

Qualitative data were recorded and transcribed without mentioning the names of the participants, as agreed during data collection. The collected data were subjected to coding, which is a basic operation in qualitative data analysis. According to Bryman (2012:568), coding assists in organising data by summarising and categorising these and helps the researcher make sense of the data. This process involves the assigning of identification of words to each category. Arguments were extracted from data collected and categorised in clusters and themes. This process is known as coding or indexing (Bryman, 2012:95). For the purpose of the present study, the themes that informed the researcher around findings included sufficient salary, sufficient duration of the programme and so forth with a view to compiling an analysis of the findings which will be discussed into detail in chapter 4.

1.5.7 Ethical considerations

According to Creswell (2013:290), ethical considerations can be regarded as principles and rules prepared to govern scholarly research in the discipline. Ethical rules are used for guiding researchers towards correct and appropriate ways of conducting research by reducing any chances of imposing danger to the participants. The codes of ethical conduct include aspects such as voluntary participation, confidentiality and no emotional or physical harm to be imposed on the participants.

For the purpose of this study, participation remained voluntary. No participants were forced to participate, and they remained anonymous. No information provided by the participants was linked to them or shared with other individuals. The researcher practiced no acts of deception that would beguile the participants into participating in the study.

To ensure that ethical conduct was followed and properly addressed, an informed consent form was presented to the respondents to obtain their consent in the research, stating all the ethical codes applicable to it. Participants were informed about the purpose of the research and the correct procedures to be followed during the research as well as the voluntary nature of the study. The collected data is kept in a safe at the North-West University, Building F13, Potchefstroom Campus, which is protected by a password. No other individual has access to data except the researcher.

1.6 Limitations

The mixed method approach involves limitations relevant to the present study which, as mentioned, includes quantitative and qualitative methods. Quantitative data differ from that of a qualitative research design (Bryman, 2012). Data was collected through the use of quantitative and qualitative techniques, which could be time consuming. The process of analysing data in mixed methods is also time consuming, as data is analysed from the two perspectives that differ in some respects, namely qualitative and quantitative design.

The fact that the study was limited to Potchefstroom might have affected the generalisation of the findings of this study. Findings may not be the same for other areas. Also, the findings may be suitable only for 2020 due to the fact that the programmes go through changes in every phase of their implementation.

1.7 Significance of the study

The study evaluated a government programme implemented with the intention of addressing development challenges that the country was facing. It was of significance to determine whether such programmes managed to achieve their main objectives. Poverty, unemployment, improvement of service deliveries and skills development are important components for development. This study's significance lies in explaining the main objectives of the programme and its social impact on the people in the JB Marks local municipality in Potchefstroom to determine whether the objectives were achieved.

This study is significant furthermore, as it evaluated the EPWP as an initiative of the South African government. The study thereby evaluated and determined some of the development challenges the country is facing, determining if the government initiatives contribute to addressing these challenges. The EPWP project targeted mostly individuals that were excluded from the economy such as those, again, with disabilities as well as women and the youth: therefore, the study determined whether the intervention managed to change the lives of marginalised groups. Apart from evaluating the objectives of the EPWP, the study also made recommendations as to how

the programme could be improved when it comes to benefiting its beneficiaries and local communities.

1.8 Chapter layout

1.8.1 Chapter 1: Introduction, orientation and problem statement

This chapter presents all the sections of the proposal: the orientation, which highlights the background information of the title, the problem statement, research objectives, central theoretical statements, research methodology, limitations and the significance of the research study.

1.8.2 Chapter 2: Literature review

This chapter will analyse, identify and evaluate existing academic literature on the role and impact of the government interventions such as EPWP programme.

1.8.3 Chapter 3: Socio-political framework of the EPWP

This chapter explains the socio-political environment that regulates the EPWP.

1.8.4 Chapter 4: Research methodology

Chapter 4 will present the methodology of the study. This includes an overview of the research design, research approach, data collection techniques, sampling methods, data analysis and ethical considerations.

1.8.5 Chapter 5: Empirical findings and data analyses

Chapter 5 will present the discussion of the empirical findings inferred from the data collected from the participants with the aid of questionnaires, interviews and extant literature.

1.8.6 Chapter 6: Conclusion and recommendations

This chapter is the conclusion of the study offers recommendations on how the EPWP can be improved or structured to be able to tackle the issue of alleviating poverty, especially for its beneficiaries. The chapter furthermore summarises the study.

CHAPTER 2: EVALUATION OF THE PUBLIC WORKS PROGRAMMES FROM EXISTING LITERATURE

2.1 Introduction

The preceding chapter provides a background in terms of orientation, the problem statement as well as its aims, methodology, objectives and limitations. The chapter highlights the key objectives of the EPWP and some of the challenges that the programme has encountered since its implementation. Chapter 2 will describe, identify and evaluate the EPWP as a public works programme (PWP) in view of extant from the existing academic literature on the role and impact of the government interventions such as the EPWP programme. In addition, this chapter will discuss evaluative frameworks with reference to Chapter 1, given that these will be employed as theoretical lenses for evaluating the EPWP, namely ST and the LFA. Furthermore, the capability approach (CA) and the sustainable livelihood approach (SLA) will be discussed as theoretical development lenses to evaluate the programmes in their social contexts.

2.2 The role and impact of government interventions such as EPWP programmes

PWPs are defined as labour intensive programmes for the public and are also seen as programmes of social protection that provide income or food for the poor (Holmes & Jones, 2011:26). These programmes emerged as important and urgent responses to the “safety nets” discourse of the late 1980s and early 1990s (see Devereux and Sabates-Wheeler, 2004:1). Norton, Conway and Foster (2001:21) define social protection as actions taken for the sake of the public in response to vulnerability levels, deprivations and risks regarded to be unacceptable within a particular context, such as poverty. Social protection refers to the collection of measures aimed at improving or protecting human capital around factors such as labour market intervention and mandated employment or old-age assurance to targeted income assistance, as demonstrated by Devereux and Sabates-Wheeler (2004:1). Social protection interventions help people, families and communities manage income risk more effectively, the latter of which renders people vulnerable (Devereux & Sabates-Wheeler, 2004:1).

Therefore, programmes of this nature are perceived to be having a number of potential attributes such as financial support through employment and income provision, prevention of the reduction of household assets and increasing the creation of community assets (Holmes & Jones; 2011:26). PWPs used for social protection to meet the dual challenges of poverty reduction and unemployment in short-term and long-term assets. If offered repeatedly, PWPs can act as buffer-stocks to stabilise the labour market, provided that the wages paid are not so high as to remove workers from jobs offered at the market rate (Koohikamali, 2010:3). These programmes are of a

special type of transfer that is conditional on completing the work requirement, hence having secondary and multiplier effects on employment (Koochikamali, 2010:3). That said, the present chapter will examine the perspectives on public work programmes from an international to a local level.

2.3 An international perspective on PWPs

The preliminary forecast of the World Bank (2019) was that by 2018 extreme poverty would have declined to 8.6%. Moreover, in 2013 almost 13% of the world's population lived under poverty while, in 2015, 10% of the world's population lived in poverty (World Bank, 2019). This indicates that poverty was declining, and it declined from 36% experienced in 1990 to 10% in 2015. However, progress has been uneven, as some regions of Asia, such as the central, west and the south part of Asia, as well as the Pacific and Central Asia and Europe, experienced a decrease in extreme poverty of below 3% (World Bank, 2019). In other regions, such as Sub-Saharan countries, poverty grew significantly. The following chapter lingers on this topic.

A multidimensional perspective on aspects such as access to basic utilities, security, education and health care can uncover a world where poverty is broader than it is when viewed from a one-dimensional perspective. Based on a multidimensional definition that includes education, consumption and access to basic utilities, the share of the poor was about 50% higher throughout the world in 2018 when compared to relying solely on monetary poverty (World Bank, 2019).

Thus, progress is perceived to be temporary for individuals that have been able to live better lives, since food insecurity, economic shocks and climate change could potentially have forced them back into poverty by robbing them off their better lives and hard-earned gains. Finding ways to address these challenges will be an important and continuing challenge as individuals progress towards 2030 (National Development Plan, 2012:24). It should therefore be argued that the process of reducing poverty, which includes or is related to many challenges such as inequality and unemployment, is far from complete. According to the World Bank (2019), the latest projections indicate that the world will not be able to eradicate extreme poverty by 2030. As a result, it is difficult to reach out to those who remain in extreme poverty if one looks at the issue from a one-dimensional perspective that ironically focuses in a tunnel-vision-like manner on poverty only. Furthermore, it is difficult for the poor to access good schools, safe water, electricity and other essential facilities, and in most cases, access is given based on gender, ethnicity, socioeconomic status and geography (World Bank, 2019).

In a number of developing countries, gradual economic growth has occasionally been accompanied by challenges such as an increase in poverty and unemployment (Holmes, & Jones,

2011:2). This is probably due to a direct relationship between unemployment, economic growth and poverty. For example, unemployment reduces the aggregate income and, as a result, savings will be reduced which, in turn, causes a reduction in capital formation, leading to lower economic growth. According to Holmes and Jones (2011:2), international donors and national governments are increasingly investing in PWP (also known as social protection programmes) as part of the poverty reduction agenda. It is important to note that social protection includes all initiatives that provide the poor with food or income, protect the vulnerable from the risks of living in poverty and improves the social rights and status of the vulnerable people (Devereux & Sabates-Wheeler, 2004). These programmes are perceived as popular instruments for the delivery of social protection through their employment provision opportunities and poverty alleviation. PWP are widely implemented throughout Latin America, Asia and Africa. In the framework of World Bank Social Risk Management (SRM), the key components of social protection are defined as assisting around coping with risks, reducing risks and managing risks (McCord, 2017:11). These components are mostly consistent with the terminology of social protection developed by the Institute of Development Studies (IDS) for protective, preventive and promotional or transformative social protection (McCord, 2009).

McCord (2017:141) states that “PWP are becoming increasingly popular as one component of the social protection ‘package’ promoted by United Nation agencies, bilateral development agencies, and international financing agencies in low- and middle-income countries”. Subbarao, Del Ninno, Andrews and Rodríguez-Alas (2013:2) indicate that such programmes were introduced in Britain and India around 1870 and developed further during the 1950s as food-for-work programmes. In addition, Germany introduced PWP between 1946 and 1948 to support post-war reconstruction. In the last decade, these programmes have become leading instruments for addressing poverty and unemployment (Subbarao et al., 2013:2).

PWP are getting attention in developing and underdeveloped countries and are seen as tools that will be able to reopen activities of the local economy and target high-risk groups for employment (Beegle, Galassob & Goldbergc, 2017:1). In most cases, these programmes are funded by major international donor agencies. According to Moyo (2013:39), programmes of this nature are perceived to present a “win-win policy option”. In other words, they provide people with employment opportunities, while creating assets and benefiting individuals and the country as a whole. This whole process results in contributing towards welfare transferral that is tangible and can render attractive options for donors and policy makers (McCord, 2009:1).

PWP have been introduced with a variety of motivations and goals in developed and less developed countries. These include counter-cyclical processes or goals of social policy, disaster management and development of infrastructure where different target groups and programmes

structures operate in different forms (Kalman, 2015:45). These programmes can protect individuals or households against two diverse situations: capacity decline as a result of marginality, which offers minimal means of survival with little reserves, as related to transient poverty, and the inability to work and earn a living, known as chronic poverty (Subbarao, Bonnerjee, Braithwaite, Carvalho, Ezemenari, Graham, & Thompson, 1997). Implementation of these programmes consists of demographically targeted skills transfers and work benefits for poor households with elderly or children and limited capacity for labour, along with PWP for poor households with members of a working age, as indicated by McCord (2017:141), who further states that PWPs are characterised by a set of assumptions that anticipate that the intervention will address poverty in three ways: enhancing labour markets performance work training experience, providing income to meet immediate consumption needs and enhancing assets that contribute to medium-term production gains (McCord, 2017:141).

Furthermore, scholars believe that there is a high demand for PWPs with a view to contributing to the “graduation” of individuals from social protection dependence by improving their livelihoods, productivity and labour market engagement at societal and individual levels (McCord & Slater, 2015). Graduation from social dependence is achieved by offering participants employment and skills development that will increase the chances of employment. In this context, PWP has been identified as the primary tool for promoting graduation and transformation towards addressing the needs of the working-age poor (McCord, 2017). The increase of interest in PWP programming is associated with a simultaneous expansion of the range of expectations of what the instrument can achieve, given that PWP has been identified or at least publicly conceptualised as an instrument capable of promoting movement out of poverty.

The relation between the provision of welfare and public works can be understood only as an action aimed at addressing unemployed and tackling poverty through cash transfers and the creation of employment opportunities. Activation measures try to make it easier for disadvantaged groups and the unemployed to return into the labour market (Kalman, 2015:46). Long-term unemployment has increased in most countries since the outbreak of recent financial and economic crises. This has caused considerable social tensions and places a considerable burden on the social and employment system, which means that activating the unemployed entails major challenges (Kalman, 2015:46).

Implementation and success levels of these programmes have met with differing responses around the experience (Kalman, 2015:46). Throughout the world, PWP’s have been considered to be a “staple of social assistance programmes” as Lal, Miller, Lieuw-kie-Song & Kostzer, (2010:4), argue further that, in most parts, these programmes act as short-term “safety nets”. However, in some cases, the focus has been on poverty alleviation or the challenges of structural

unemployment that resulted from the labour intensity shifts in a given sector's growth and the decline in sectors that absorbed labour relatively better. These programmes have been successfully implemented in other countries such as Bangladesh and India (Boloko, 2013:2). The implementation of PWPs in these countries has played an important role in significantly reducing unemployment and poverty. For example, India has managed in 2011 to increase the number of households benefiting from the programmes to 54.95 million, comprising 34% of all rural households, by means of the National Rural Employment Guarantee (NREG) (Berg, Bhattacharyya, Durgam & Ramachandra, 2012:8).

As indicated above, for these programmes to be successfully implemented, the government or a donor agency have the responsibility of funding them so as to ensure the creation of temporary employment opportunities for the individuals in the community in question. First of all, the main goals of these programmes are to create job opportunities in the short term and increase income levels of the unemployed and the poor within households (Del Ninno, Subbarao, Milazzo, 2009). Secondly, in the form of infrastructure development, they are meant to create or improve public services (Del Ninno, et al., 2009). It can also be argued that the implementation of these programmes can address or attain these goals simultaneously (Boloko, 2013:2). The goal of increasing employment opportunities in underdeveloped countries is gradually doubled on larger scales, whereby publicly funded programmes directly provide employment for vulnerable individuals (Chari, Glick, Okeke, Sinduaia & Srinivasan, 2019:116). Lastly, in South Africa, Ethiopia, Argentina and India, new social safety net programmes are being implemented (Subbarao et al., 2013 cited by Chari et al., 2019:116).

A number of PWPs worldwide have been designed to mitigate covariate shocks (Subbarao et al., 2013:12). In other words, these programmes have been designed to provide temporary income for the poor through wages with a view to smooth consumption of poor households as a response to covariate shocks—the latter, according to Barrett (2011:512), are those shocks experienced by neighbouring households/ countries or towns such as illnesses, especially those that are chronic rather than infectious and once-off events such as property loss due to fire or theft. Subbarao et al. (2013:12) further argue that “programmes implemented to mitigate covariate shocks run intensively in the immediate aftermath of the crisis/shock and are scaled down in better times”. An example involves PWPs that commenced in 2005 after a tsunami affected Asian countries where 228,000 people died. These programmes were established to alleviate the negative impacts of the shock induced by this natural disaster among the most vulnerable populations. According to Jayasuriya and McCawley (2010:19), the *Badan Rekonstruksi dan Rehabilitasi*, also known as the agency for rehabilitation and reconstruction, is one of the

programmes that was designed to improve overall coordination of the relief and reconstruction effort after the tsunami.

In countries where there is no formal insurance for unemployment, PWP's act as insurance for unemployment and the last resort for the unemployed (Subbarao et al., 2013:14). These programmes respond to personal shocks by guaranteed employment on demand at a minimum fixed wage (Dutta, Murgai, Ravallion & Van de Walle, 2012:2). The perception is that the programmes can prevent workers from being exploited, especially those that are mostly denied minimum wages within labour markets. The programmes provide its beneficiaries with a guaranteed "option price" to be used when needed (Subbarao et al., 2013:14). Subbarao et al. (2013:14) further highlight that "participants are free to move in (when the market wage is low, or work is not available) and out (when the market wage is better than the program wage) of the program at will". An example of a programme of this nature is India's Mahatma Gandhi National Rural Employment Guarantee (MGNREGS). The programme ensures that all the households in the rural areas of India receive almost 100 days of public work per year for a minimum wage in the agricultural sector (Dutta et al., 2012:2).

Such programmes can also be viewed as poverty relief interventions targeting poor families and providing substantive income support (Subbarao, 1997:678). According to Subbarao et al. (2013:15), these programmes are usually implemented for a cycle of a year and are sometimes implemented for longer periods that are targeted seasonally. These programmes make use of specific mechanisms for targeting the poor, including households with "below poverty-line" income thresholds or such as the geographic targeting. An example is the Rural Maintenance Programme in Bangladesh which provides employment for approximately 42 000 individuals living in poverty for up to 4 years, and they maintain about 84 000 kilometres of the rural roads of Bangladesh and the villages (Subbarao et al., 2013:15).

An example of a PWP programme implemented to reduce vulnerability and poverty in a cohesive society, while minimising disparities, marginalisation and inequalities in the economic and the social spheres is the NREGS, India's largest direct employment programme and indeed the largest in the world. This programme provides employment for almost 50 million rural households in India. It was evaluated from 2004 to 2008, when it was discovered that each house that was enrolled in the programme was promised a maximum of 10 paid labour days per annum. According to Dreze and Oldiges (2009), the scale of the programme is impressive, presenting employment opportunities to approximately four million individuals in 2007 and 2008. The programme emphasises manual labour by restraining the ratio of material to labour and reducing the use of machinery on worksites. NREGS prioritises female employment: in fact, at least one-third of the beneficiaries of the programme should be females. Apart from prioritising women, the

programme practices equality by guaranteeing that women and men are paid the same wages. The NREGS Act mandates requirements designed for accommodating the needs of working women. According to Chari, Glick, Okeke and Srinivasan (2019), these include providing mobile day-care at working sites in cases where more than six women were present with children under the five years of age, representation of women on local councils responsible for participating in the palling of the programme and an obligation that the activities of the programme remain within a reasonable radius of five kilometres for each village.

Other examples of PWPs that experienced revivals across developing and developed countries are Argentina's *Programa de Jefes y Jefas de Hogar*, known as *Jefes y Jefas'*, Ethiopia's Productive Safety Net Programme (PSNP), MGNREGS in India, the 2020 Vision Umurenge Programme (VUP) in Rwanda and the EPWP in South Africa (Gehrke & Hartwig, 2018). Gehrke and Hartwig (2018:112) argue that the "Syrian refugee crisis and other employment crises such as high youth unemployment in the Middle East and North Africa (MENA) have also renewed interest in PWPs as these programmes can generate large-scale job opportunities within a relatively short timeframe". The achievements of the programmes are evident in their outputs: consider MGNREGS in India which enjoys 80 million participants, 10 million in Indonesia's Nasional Pemberdayaan Mandiri Programme (PNPM), 7 million in Ethiopia's PSNP and 2 million in Argentina.

In conclusion, economic growth can sometimes be accompanied by worsening inequalities, poverty and unemployment. Countries without economic growth are also subjected to high levels of poverty and unemployment. An important solution to these growing challenges is to introduce PWPs. These programmes are seen as poverty relief interventions and unemployment insurance, and they serve as mitigation for covariate shocks. However, the purpose of the programmes differs across countries, and their implementation depends on the crisis or socio-economic crises of the various countries.

2.4 Public works programmes in Africa

As indicated, PWPs acting as labour-intensive programmes, have been widely undertaken across the world. Bangladesh, India and China have large programmes run by provincial and national governments. PWPs rarely received attention in Africa until the 20th century (Von Braun, Teklu & Webb, 1992:19). According to Von Braun et al. (1992:2), if successfully implemented, these programmes can address the fourfold basic and interrelated challenges of food insecurity, growing unemployment, poor infrastructure and ensuring direct and sustainable poverty alleviation while strengthening capacities for self-reliance in Africa.

This continent has the most progressive and successful social protection programmes and laws. Despite this, however, Africa continues to be characterised by a considerable number of challenges such as food insecurity and poverty (Odhiambo; Ashipala & Mubiana, 2015). More than 50% of the people residing in Sub-Saharan Africa live under extreme poverty (World Bank, 2019). In fact, the number of poor people in this region rose by 9 million in 2015, where 413 million individuals live on less than R 26.94 (US\$ 1.90) a day. If the trend continues, Sub-Saharan Africa will have nearly 9 out of 10 people who live in extreme poverty on the continent by 2030.

The majority of the world's poor people reside in rural areas without any formal education, and work in the agricultural sector, while they are mostly underage (World Bank, 2019). The majority of the population is therefore under-nourished (FAO, 2013), and the state of infrastructure is also poor. For example, in 2010 less than one-fifth of roads were recorded as paved in the Sub-Saharan region compared to nearly three-fifth of the global average (Mo Ibrahim Foundation, 2013). In this context, PWPs have been used as interventions, especially during the apartheid era, as counter-cyclicals. To address these challenges a number of African countries such as Ethiopia implemented PWPs.

The use of these programmes is not new in Africa (Thwala, 2011:3012). In Algeria, Morocco and Tunisia these programmes initially emerged as programmes for emergency relief, particularly in rural areas, and developed an orientation for development. These programmes provide people with the promise of a solution to the above-mentioned challenges through the implementation of labour-intensive programmes as well as developing public infrastructure as means of transferring cash income to very poor households (Khembo & Chapman, 2017:8). Although labour-intensive programmes are often limited in coverage with a view to their nature and temporal scope, including spatial aspects, they offer employment that can be regarded as an important procurement of skills development along with job creation, while addressing the major challenges of vulnerability and poverty in such countries (Odhiambo et al., 2015:6). In these countries, social protection measures include aspects such as programmes of direct welfare characterised by unconditional and conditional transferral of cash, food assistance and feeding schemes, programmes enhancing productivity, including works programmes, as well as the intervention of markets and policy changes. Social protection systems in Namibia have been elaborated already and include instruments such as the transferral of cash and grants (for the poor), programmes for public works, subsidised microfinance and fee waivers, financial allowances and subsidies (Babatunde & Sheshangai, 2014:4).

These programmes are implemented on the basic concept of asset abundant for the poor people which are mostly manual labourers. PWPs offer short-term low-wage employment, mainly for unqualified and semi-skilled workers in work-intensive programmes such as road maintenance

and construction, infrastructure irrigation, reforestation and the conservation of soil (Odhiambo et al., 2015:5). In most of the African countries, such programmes are developed and implemented by the government or an appointed agent in order to increase the amount of people involved in wage employment and improve the infrastructure and other activities related to the stimulation economic activities (Odhiambo et al., 2015:5). In Africa, these programmes still receive support from development partners and larger international NGOs even when implemented by the government (Babatunde & Sheshangai, 2014).

These programmes are sometimes seen as programmes that prevent individuals or households from sliding into poverty (Odhiambo et al., 2015:5). In Africa these programmes are also perceived as a mechanism of escaping poverty by ways of increasing access to employment opportunities and food security (International Monetary Fund, 2014).

In addition, allowing households and individuals the opportunity to participate in such programmes can contribute towards their accumulative productive assets and even contribute towards investing in activities of economy that would prevent the negative impact of economic shocks in the future (International Monetary Fund, 2014). For example, individuals might decide to buy seeds with their salaries to plan and have enough food to survive or even sell to make profit. Therefore, PWPs in Africa, including 'food-for-work' programmes are seen as an essential part of the social security network that a country provides to society's capable but vulnerable and semi-skilled or unskilled members (Odhiambo et al., 2015:5, 2015).

In many African countries, the scope of social protection includes a range of interventions and social security networks. These interventions often include measures for providing enough nutrition and housing, while ensuring that everyone has access to health care facilities education and promoting social political stability and inclusion (Babatunde & Sheshangai, 2014:2). This is because PWPs are not only perceived as common tools for addressing development challenges in low-income settings (Grosh, Del Ninno, Tesliuc & Ouerghi, 2008). However, the programmes require beneficiaries to work to receive an income (Besley & Coate, 1992). Because of their relatively rapid rollout, they were mostly promoted as tools for protecting poor households against climatic and macroeconomics shocks (Ravallion, 1990). In fragile states, PWPs are receiving recent attention as tools for restarting activities of the local economy or targeting the high-risk group employment (Blattman & Ralston, 2015). An example of a programme employed for the restarting local economic activities and creating employment is the Ethiopian Productive Safety Net Project (PNSP) (Blattman & Ralston, 2015). Such programmes are widespread in Sub-Saharan Africa, with 39 out of 48 countries being backed up by the government's PWPs (World Bank, 2015). They have increasingly been used as a building block for portfolios of national social protection (Beagle, Galasso, & Goldberg, 2017).

In 2015, the Productive Safety Nets Programme (PSNP) was launched in 2005. It is of interest both in its scale and in recognising the high levels of unemployment and the urgent need of state interventions that will provide short episodes of employment opportunities. Thus, PSNP was implemented as a response to the chronic situation of food insecurity in some parts of Ethiopia whereby almost twelve million people are reliant on the programme for survival (Babatunde & Sheshangai, 2014:3). PSNP basically represents a conceptual shift which recognises that offering employment opportunities were inconsistent with the aim of allowing workers to graduate from living in poverty with no impact on poverty or livelihoods is important. PSNP aims to create PWP that is more suitable for addressing extreme poverty while providing individuals with employment opportunities and introducing a broader strategy of improving the livelihoods. In addition, the goal of the programme is to ensure that participants successfully graduate from a state of dependence after participating in the programme. While the programme is criticised for its capacity to achieve these goals, the vision underlying its purpose is important to the EPWP as it also aims to contribute to the decline of unemployment and poverty (McCord, 2009).

Also, the significance of the programme lies in its enormous scale, the goal of offering jobs to more than 2 million workers per annum, and equally important because this attempt has compromised the feasibility of its implementation (McCord, 2009:17). The programme has faced a number of challenges, especially in implementing, identifying and designing the degree of infrastructure projects needed for absorbing the anticipated workers' levels, raising important questions about the feasible meaningful 'massification' in a skills-bound setting that is as relevant to South Africa as it is to Ethiopia (Murgai & Ravallion, 2005).

Maintaining food security in both developing and underdeveloped African countries at a household and a national level is a major priority, both for the country's political stability and the welfare of the poor (Del Ninno, Dorosh, & Subbarao, 2007:414). The importance of maintaining food security is evident in the implementation of Food and Cash Transfer (FACT) programme in Malawi. The key objective of the programme was to address food insecurity. The programme consisted of a secondary objective related to withdrawing lessons about the delivery and effectiveness of cash transfers during crises of food as well as the longer-term impact of the social programmes (Devereux & White, 2010:58). According to Devereux and White (2010:58), the design of the programme included "(1) delivery of transfers half in cash and half in kind (a food package in case of supply shortages in local markets), (2) adjustment of cash transfers in line with food price fluctuations in local markets (to maintain constant food purchasing power) and (3) calibration of cash transfers by household size (small, medium, large)".

PWPs are therefore employed for different reasons in different continents and countries. In Africa, these programmes are mostly used as tools for addressing the four central challenges of food

insecurity, growing unemployment, poor infrastructure and ensuring direct and sustainable poverty alleviation and strengthening capacities for self-reliance food security and poverty alleviation, as has been mentioned. In Africa, PWPs have been used as counter-cyclical interventions, especially during periods of economic crises. Lastly, PWPs in African countries are also aimed at preventing individuals or households from sliding into poverty.

2.5 South African public works programmes

The lack of economic growth required for improving livelihoods of people living in poverty, in addition to sustained underemployment and unemployment, has forced governments of developing countries to lean progressively towards poverty alleviation and employment creation schemes (Dejardin, 1996:1). Thus, in South Africa, the National Public Works Programme (NPWP) was introduced by the national unity government just after the elections of 1994. In addition, the NPWP consisted of labour-intensification processes that played an important role towards increasing capacity building and training around the provision of infrastructure. It was regarded as the main component of the government's much-discussed Reconstruction and Development Programme (RDP). It was changed to a Community Based Public Works Programme (CBPWP) in the early 2000s (Moyo, 2013:40). According to Moyo (2013:40), this implied that the programme no longer focused on national interventions but, instead, on regulatory bodies and small companies. The Special Employment Creation Programme (SECP) was a key intervention and was later merged into the NPWP prior to the official implementation of the latter. The framework was the key social agreement between the people labour department, government and construction industries (McCutcheon, 1995). The key item in the agreement was the committee's role of maximising the labour-intensive processes in the PWPs (Thwala, 2008:109).

South Africa is characterised by structural and chronic poverty that has always been seen as a major development challenge (Du Toit, 2005:4). It is due to controlled demand for unqualified and low-skilled labour. With high poverty levels and the national unemployment levels exceeding 30%, indeed moving towards reaching 70% among people living in poverty, in 2014, a large-scale PWP was needed with the intention of bringing about significant change in unemployment and poverty in 2004 (McCord, 2004:4). In other words, more than 30% of the South African population lived within a vulnerable context characterised by high levels of poverty. According to Meth (2004:4), in 2003 the existence of more than 1.2 million with no employment in working-class households were surviving on less than R400.00 a month, which indicated that the demand for employment opportunities in South Africa was substantial and most likely to go beyond the scale of employment opportunities offered through PWPs, since these aim at providing jobs to a maximum of 200 000 individuals per annum. Given that unemployment in South Africa is a chronic and

structural problem, it was agreed that a short-term or even a long-term employment programme would be the most effective response, providing sustained job opportunities in the long run (McCord, 2004:4).

The problems outlined above were rooted in the introduction of employment guarantee programmes aimed at offering sustained jobs, with the possibility of ensuring social protection needs of the 'working-poor (McCord, 2004:4). PWP's were in fact implemented to address these challenges such as unemployment and poverty. McCord (2002) reported the conceptualisation of the PWP as part of a systematic reorientation strategy in the approach of the public-sector around improving infrastructure. Public works programmes are also seen as the main development tools for changing the lives of individuals throughout the country (Thwala, 2011).

In South Africa, PWP's of one kind or another were used to alleviate development challenges that were mostly experienced by poor white people throughout the 1920s and 1930s (McCutcheon, 1995:334). Between 1920s and 1930s, it was concluded that these programmes would be necessary for relieving the burden of unemployment. Programmes of this nature were known as the "job creation schemes" (McCutcheon, 1995:334). The perception was that these programmes would offer individuals sustained employment. Consider here that South Africa's economic development has been characterised by persisting extreme levels of unemployment. Thus, the country has always been committed to alleviate poverty as it was an ongoing challenge according to Thwala (2011:6011), who further highlights that the commitment of alleviating poverty has always been in the country's agenda and will always be the government's focal point around bringing about transformation.

In 1994, the South African Government implemented the RDP as a means of social protection aimed at readdressing inequality induced by the previous government as well as re-directing economic development (Bailey, 2017:1). This programme was also aimed at absorbing high rates of unemployment (Mkhatshwa-Ngwenya, 2016:19). The idea behind the implementation of the RDP was to have a joined and consistent socio-economic strategy for developing the economy (Bailey, 2017:1). The policy was meant to address challenges that had emerged due to the biased development strategy of the apartheid government. According to Bailey (2017:1), "the aim was to mobilise all who lived in South Africa, and the country's resources, towards the final eradication of the apartheid legacy". The programme focused on issues such as health, poverty, unemployment, provision of water and electricity, education and most importantly, the construction of houses for those who could not afford these houses. According to Mfusi and Govender (2015:119), the programme offered employment in a framework of public works by providing people with services that enhance employment and provide them with houses. The RDP

goals of creating employment opportunities through the PWP gave birth to the EPWP (Mfusi & Govender, 2015:119).

In 2003, the Government implemented EPWP as a PWP that aims at addressing the development challenges of the country. EPWP is regarded as a national programme with the objective of drawing into productive work a significant number of the unemployed. This programme is characterised by the creation of temporary employment for the unemployed, while guaranteeing that its beneficiaries acquire skills to enhance long-term employment (EPWP, 2018). In addition, the programme provides training on the job and aims at increasing the capacity of ensuring that beneficiaries in the future manage to earn an income (EPWP, 2018). It is one of a range of the government programmes that intended or intend to bridge the gap between the large numbers of unqualified and unemployed people and economic development benefits in a growing economy (Thwala, 2011).

The basic strategies for increasing job opportunities in the economy are aimed at improving it so that the total number of new jobs created begins to exceed the new number of labour market entrants (Thwala, 2011:6018). These also focus on improving the educational system of the country by providing training access to individuals so that the workforce is better equipped to take advantage of skilled job opportunities that economic growth would generate. In order to decrease the vulnerability of unqualified and marginalised people, short to medium-term approaches had to be introduced in the meantime. EPWP is one of these government actions intended for creating more job opportunities by combining job opportunities with skill development and training (Thwala, 2011:6018).

In conclusion, the history of the application of the PWPs in south Africa comes a long way. South Africa has always been committed to alleviate poverty, as it is an ongoing challenge and, in doing so, PWPs were introduced. The first implementation of these programmes' dates back to the 1920s and 1930s when they were referred to as job creation schemes (Dejardin, 1996:1). Programmes of this nature are used for poverty alleviation by creating short-term employment. One example of the programmes implemented was the RDP, which as mentioned, aimed at readdressing the inequalities of the past and re-directing the development of the economy. In 2003 the EPWP was launched as a PWP that focused on addressing poverty alleviation, skills development and unemployment, as mentioned. Importantly, consider that all these objectives can be achieved by creating additional employment opportunities and combining job opportunities with skills development and training.

2.6 Contrasting views of the EPWP

Late in 2002, at the policy conference of the African National Congress (ANC), it was pointed out that there should be an increase in the use of the construction of labour intensive processes to address unemployment and infrastructure backlogs in disadvantaged areas (Phillips, 2004:6). Furthermore, the Growth Development Summit GDS concluded that “a number of interventions aimed at reducing household poverty and vulnerability, including public investment initiatives, sector partnerships and strategies, local procurement, small enterprise promotion, support for cooperatives, and EPWP should utilise the labour intensive processes to achieve their objectives” (Phillips, 2004:6). The EPWP was in fact launched in response to this and, similar to any other programme, it was subjected to criticisms and endorsements.

2.6.1 Critiques of the EPWP

The EPWP’s contribution to job creation, inasmuch as it has occasionally been addressed by the politicians, is not deliberately misleading, given the fact that only temporary employment is created and that, at any given time, more than 200 000 jobs are likely to be created. This is because the programme provides partial coverage in the sense that it is implemented in localised areas supporting only a subset of eligible individuals and providing no more than a single episode of short-term employment (McCord, 2017:144). McCord (2017:144) further argues that, the programme promised to make a meaningful contribution towards moving individuals from living on the dependency of public employment and social grants by providing them with employment opportunities. In a different text, she has argued further that the problem is rooted in the fact that “the working-age poor whom are beneficiaries of the programme are not eligible for receiving grants under the existing social protection administration” (McCord, 2012). This is due to the limited scale of EPWP in terms of its allocated budget and the scale the jobs created (McCord, Willcox, Harvey, Vaidya, & Hemson, 2007:6). Therefore, the argument is that employment through public works will not assist the poor when it comes to moving out of social grant dependence. McCord (2017:156) has demonstrated that, given the systemic nature of the South African challenges as sustained by the mainstream economy, market-based solutions would not be possible. Therefore, there was a need for an ongoing employment provision programme rather than the once-off employment provision provided by the EPWP.

Growing evidence moreover suggests that the type of employment offered by the EPWP adds to the existing problems of excessive casualisation (short-term) of labour (Moyo, 2013:23). Samson (2007) argues that employment agreement is limited to such an extent within EPWP projects that these provide only limited employment security, wages, benefits and labour rights, hence adding to the problem of excessive labour casualization. Moyo (2013:23) argues that “since workers in

the EPWP have minimal rights, wages and benefits, it means that the labour's ability to negotiate wages and other conditions of full-time employment are circumscribed". In short, participation in these programmes only adds to the conditions of vulnerability.

The programme was also criticised on the basis of its design. McCord (2012) argues that the design of the EPWP does not correlate well with one of the problems that it has to address, of reducing unemployment. EPWP projects are intended to deal with unemployment, and their implementation is ironically dependent on unemployment as a chronic problem or as a temporary labour market crisis. Previously, the choice of policy instrument centred on the design of these programmes would be the provision of employment on a temporary basis within programmes to address recurring unemployment (McCord, 2012). However, it was only later, in 2004 that the policy focused on creating a demand for sustained employment within the public sector at a larger scale. In a regional context characterised by chronic under- and unemployment, these interventions tend to offer short-term and once-off job opportunities, adopting a model designed to address temporary unemployment, limiting the direct impact of social protection in terms of improving consumption. However, the minimum standard duration of the provision of employment is not met, training programme targets as stipulated are not reached and only 19% of the training objectives have been met nationally (Tlokwe Local Municipality, 2015). However, only 59% of the allocated funds have been received in the second phase (2009-2013) of the programme have been spent during the second phase of implementation in the North-West province and expenses are increasing beyond the reach of wages while these are declining per programme over time (Tlokwe Local Municipality, 2015). As Hemson (2008) rightly and succinctly concludes: the EPWP can and must do better. Even though the aim of creating one million employment opportunities may well be achieved through the creation of temporary employment so that the targeted amount of youth and women are reached, one must therefore conclude that there still are major shortcomings of the programme.

When initiating a development programme such as the EPWP, which also focuses on skills development, it is important to differentiate between economically inefficient and efficient approaches. Instead of focusing on the design and structure of the programme, other scholars focused on inputs, that is, activities undertaken to achieve the set objectives of the programme. Gehrke and Hartwig (2018:113) point out that the components of EPWP skills development and training practices, whether implicit or explicit, do not have a significant impact on the employability of the poor. Phillips (2004:2) highlights the fact that these programmes are often criticised for being "make work programmes", in such a way that they involve unproductive activities. In other words, the training is unproductive and irrelevant in terms of skills required for economic development, existing labour markets and enhancement of employability. Gehrke and Hartwig

(2018:113) further suggest that the training modules of these programmes and the DPW programmes could be delivered as separate sub-projects of the EPWP to ensure proper coordination of training for the programme. In other words, training and module courses should be taught separately.

The programme has also been criticised because it is perceived to be small in scale with low coverage, while it is supply-driven rather than demand-driven. McCord (2018) argues that “the efficacy of the life skills/experience/training component of programmes has not been systematically examined, and, similarly, the quality and functionality assets created in most programmes have gone without being evaluated, as has their relevance in terms of sustained impact on livelihoods”. This programme has been found to be poorly fitted to function in terms of the overall social protection of the working age poor at both community and individual level (McCord, 2015).

It is typically subject to challenges related to high levels of technical and managerial inputs (Lawson, Ado-Kofie & Hulme, 2017:145). Lawson et al. (2017:145) argue that these are required for administering and executing PWP, addressing financial challenges associated with the capital input costs and managing institutional coordination challenges, where attempts are made to integrate programming with, for example, training or agricultural extension activities. The quality of programming outcomes tends to be significantly compromised where such inputs and coordination are limited. Furthermore, the requirements of creating employment and development of skills created an additional burden for departments as they were already struggling to finalise their mandates (Lawson et al., 2017:83). This is because the EPWP is traditionally required to manage public assets rather than mandating the creation of employment. According to Thaler and Sunstein (2009), institutional limitations relating to national training and the programme’s management capacity were a challenge during its implementation to scale.

The programme was criticised by McCord (2012) for providing and oversupplying semi- and low-skilled labour due to existing labour markets not being able to absorb the beneficiaries. This resulted in beneficiaries returning to their statuses of not being employed after participating in the programme. The creation of a bilateral labour market by the South African unionists has been previously identified as a risk during the implementation of the EPWP (McCord, 2012). This was because the programme is perceived as not complying with the “decent work” requirements of employment negotiated by unions in South Africa, which can potentially result in the deterioration of the services provided (Phillip, 2013). Despite the need for ongoing employment provision, the programme did not respond by adopting an ongoing or repeat employment policy, although other programmes covertly provided ongoing employment in recognition of the fact that workers would not find alternative work after leaving the programme.

It was anticipated in the first phase of the EPWP that it would facilitate access of workers to additional programmes of training and education (McCord, 2004). However, this has proven difficult to implement, as the institutional cooperation between the Department of Labour (DoL), funded training programmes, the Department of Education (DoE) and various programmes are proved to be impossible in practical terms, due to managerial problems. This accrued in a major failure of the EPWP and explains why its beneficiaries did not advance to other jobs.

In a nutshell, the EPWP, similarly to any programme, was subjected to a number of criticisms and endorsements. The programme was firstly criticised for offering short-term employment instead of long-term employment. The argument is that the short-term employment offered by the programme added to the existing problems of excessive labour casualisation in South Africa. It was argued further that the design of the EPWP did not correlate well with one of the problems that it is trying to address which is unemployment. The programme was also subjected to criticisms on the basis of the relevance of skills transferred to the beneficiaries.

2.6.2 Endorsements: Accomplishments of the EPWP

Despite the negative reviews that the programme has received, the EPWP did impact on developing the economy of the country positively and improved the lives of the people living in poverty. This can be substantiated by some of the achievements that will be focal here. One of the programme's targets was the creation of 1 million jobs over the first five years or first phase of implementation (Hemson, 2008). The following were achieved during that phase, from 2005 to 2009 whereby 1 million jobs were in fact created for the youth and women, even though it failed to target the disabled. Departments furthermore took the programme seriously and allocated the required funds to the public works, as demonstrated in the endorsing work of Nzimakwe (2008:210).

The EPWP has moreover been regarded to be successful in terms of achieving one of its key objectives, namely creating mass employment opportunities for the poor. According to Lawson et al. (2017:155), the programme is perceived to be politically popular around retaining a good standard in terms of the South African priority of addressing poverty among the poor. Skosana (2012) further argues that, apart from the programme prompting employment, it has also been innovative in the sense that it required labour intensification of infrastructure expenditure across the government agencies in order to increase aggregate employment. The programme has also increased public works employment beyond the infrastructure sector, particularly in the social and environmental sectors, as found by Lawson et al. (2017:155), who further points out that this includes the clearing of millions of alien invasive plants and providing establishing ways of

preventing and responding to forest fires. These programmes are known collectively as “Working Water” and have been mentioned in a different context of the present argument.

The programme adopted a comprehensive approach to alien plant control characterised by several distinctive qualities. It integrated chemical and mechanical control of all persistent alien plant species in targeted areas with the aim of providing community members with employment opportunities, especially those in disadvantaged communities.

The EPWP has supported a number of programmes including the programmes of Home and Community Based Care (HCBC) and Early Childhood Development (ECD) (Skosana, 2016:53). ECD is a development programme that brings together all aspects of the social, emotional, physical and cognitive development of children, from conception to the age of nine (Department of Education, 2001). In South Africa, ECD includes a set of policies and services that address birth registration, preparedness, family planning, access to quality formal education, postnatal care as well as parental and prenatal support (RSA, 2011:298).

In its turn, HCBC is a key element of primary health care and part of the continuum of health care (National Department of Health, 2001). Community health workers usually provide it in the consumer's home (Mackenzie, 2016:1). In developing their Social Sector Plan (SSP), the departments of Social Development, Education and Health indeed identified ECD and the HCBC as the two priority areas for immediate attention through work and training opportunities, by means of the EPWP (September 2007:6). Thus, the EPWP programme aims, to contribute towards increasing the number of skilled people currently benefiting from the HCBC and ECD programmes and improving the learning and caring of the people's environment, mostly increasing the number of ECD sites and creating jobs for the people (Plaatjies & Nicalaou-Manias, 2005:13).

Therefore, one could argue that the programme has managed to establish new ways of absorbing labour with the attempt of stimulating employment across all sectors. This was achieved by instructing all the government departments and spheres to contribute to the creation of additional jobs through the EPWP. While doing so, the departments also tried to innovate by absorbing surplus labour in programmes under the EPWP that would address a number of societal issues affecting development (Lawson et al., 2017:155). Furthermore, the EPWP also established ways of creating financial incentives to organisations and agencies that conformed to the requirements of addressing development challenges. According to Sayed, Kanjee and Nkomo (2013:144), this was done through the “creation of incentive grants available to both government departments and non-state employers, to reward the creation of EPWP employment”.

To conclude, the programme was criticised for excessive labour casualisation and the impression that failed to accomplish its main objective of creating employment. There have however also been endorsements. The programme has been regarded to be successful in terms of achieving one of its key objectives, as mentioned, of creating mass employment opportunities and addressing poverty. Lastly, the programme has managed to establish new ways of absorbing labour in its attempt to stimulate employment across all sectors.

2.7 Implementation of the EPWP in the JB Marks Municipality

Potchefstroom is the JB Marks Municipality's main urban area and is located along the city's Mooi River. The N12 route between Johannesburg and Cape Town divides Potchefstroom into two parts. It is one of South Africa's major designated development corridors. Potchefstroom is the North West Province's primary regional node and has undergone significant urbanisation and development. The JB Marks Municipality belongs to category B as defined in the Municipal Demarcation Act 27 of 1998. It is located within the municipality of the Dr Kenneth Kaunda District on the south-eastern border of the North West Province. It was established in August 2017 by the combination of the former Tlokwe City Council and the Ventersdorp Local Municipality in August 2016; these are neighbouring municipalities. According to StatsSA (2004), the population of Potchefstroom was 124 813. In Census 2001 it was 128 353 and in Census 2011 the number has grown to 162 762. This embodies an increase of 34 409 people.

Challenges pertaining to the municipality include poor maintained roads, lack of housing, storm water, poor sanitation, unemployment and poor infrastructure development (Tlokwe City Council, 2016:8). Notably, unemployment is in fact a notable challenge due to lack of training. It can lead to several socio-economic issues resulting in poor standards of living for many. The main challenge is the lack of access for services to the agricultural areas and informal settlements because of the lack of infrastructure for development. There is also a considerable need for facilities for the youth, disabled people, women and children (Tlokwe Local Municipality, 2015:44). The Municipality is faced with the task of maintaining aged infrastructure. At this stage, it is confronted with constant pipe bursts and sewer blockages. Opportunities that ensure the development of infrastructure such as roads, water, sanitation and housing as a means of creating employment and ensuring the availability of land for housing could therefore play an important role in tackling the development challenges that the municipality faces.

The municipality has therefore introduced the EPWP in November 2004, in the same year that it was introduced across the province, by the former Premier, Ednah Molewa, and the Minister, Jeff Radebe, in Mahikeng. The core priority of the municipality was to enhance development through the alleviation of poverty by creating employment through the EPWP. The JB Marks Municipality

explains that, through the EPWP and skills development requirements have been planned, which requires community members of Potchefstroom to acquire training and skills that will allow them to create employment for themselves. instead of waiting for job opportunities from the government (Tlokwe Local Municipality, 2015:86). The municipality further placed a strong emphasis on the infrastructural initiative as an alternative to generate activities that would generate income, such as building and road maintenance, in addition to community-based projects that offer individuals income through cleaning projects. The municipality further placed a strong emphasis on advances in tourism, as it had the potential of allowing people to take part in activities and earn a living (Tlokwe Local Municipality, 2015:86). These three aspects were important to Potchefstroom communities for economic development, infrastructure development, skills development and job creation.

As indicated, the programme was implemented in 2004 and, since then, it has managed to improve lives and achieve its main objective of reducing unemployment. For instance, from April 2004 until December 2017, the programme managed to create 340 temporary employment opportunities, across all the sectors (EPWP, 2017:211). In the infrastructure sector, the municipality has managed to create 9 municipal infrastructure programmes that created 100 temporary employment opportunities. It implemented the National Youth Services (NYS) road maintenance programme which had 15 beneficiaries in 2018 that earned R 110.00 per day in 2017 (EPWP, 2018). The main focus of the programme was to patch potholes. Within the environment and culture sector the municipality also created 13 programmes that managed to yield 228 employment opportunities with daily wages of R126.00 in 2017 (EPWP, 2017:452). For example, the NYS programme emphasised the participation of the youth in public infrastructure maintenance projects encompassed by the EPWP. The NYC was only implemented in 2007 and aimed at developing skills for the youth that would enhance employment after the completion of the programme. The programme has been recruiting the youth yearly and equipping them with skills that will enhance their employability. For example, the Potchefstroom Learnership Programme managed to recruit 13 beneficiaries in 2017. Within the social sector, in 2017, the municipality furthermore managed to create one programme that created 12 job opportunities where beneficiaries received wages of R110.00 per day (EPWP, 2017:615). Programmes implemented within the social sector further involved the Early Childhood Development programme, which managed to recruit 87 participants from Potchefstroom.

Another programme implemented in JB Marks Municipality is the EPWP Ward Based Cleaning Programme (WBCP) begun in October 2018 and ended on 30 June 2019. The programme managed to create 81 employment opportunities during this time period. The key objective of the intervention was to reduce illegal dumping in Potchefstroom. A total budget of R1 820 000.00 was

reserved for the successful implementation of the WBCP (Dr Kenneth Kaunda District Municipality 2019:34).

The programme has managed overall to create a total number of 340 temporary employment opportunities in 2017 from April until December, across all the sectors. This became possible through the implementation of 9 municipal infrastructure programmes, 13 programmes within the environmental sector and one programme within the social sector within the municipality, as mentioned.

2.8 Evaluation of government interventions

According to Sabbarao et al. (2013:132), monitoring is a continuous process of analysing and gathering information that can be used to improve and understand how well a programme performs against expected outputs. This process further involves objective evaluation of the effectiveness of the programme by using specialised ways and means of estimating the overall results or impacts to determine whether the programme's overall benefits balances with the costs (Ismail, 2018:5). The feedback on programme functioning benefits the programmes with providing it with strong monitoring and evaluation systems. Such feedback enables mid-course correction to improve the design and delivery of programmes in order to increase their impact (Ismail, 2018:15). The subsequent section, therefore, consults extant literature around the evaluation of PWPs from international as well as South African perspectives towards.

2.8.1 International evaluation of PWPs

World-wide programmes are evaluated, and they are evaluated for different reasons that depend on the country and the nature of the programme. The Food and Agriculture Organisation (FAO) (2013) has recommended that the process of evaluating PWPs should aim to address matters such as the adequacy or otherwise of the information available to the beneficiaries, communities and stakeholders. According to Ismail (2018:15), such programmes should be evaluated to develop mechanisms for preventing disruptions and negative spills of the programme. PWPs are mostly evaluated for the following reasons: to determine whether the programme has managed to reach the needs of women and vulnerable groups, determine the impact of the programme on the household, determine if the programme has affected patterns of employment and whether the programme has managed to achieve set objectives (Ismail, 2019:15).

For evaluating PWPs, as has been indicated above, specialised methods must be used to establish efficacy. The selected method of evaluation must be relevant to the specific programme that is being evaluated. Relevance is the extent to which the aims of an intervention are relevant to the needs and issues that need to be addressed (Niringiye & Ayebale, 2012:144). It also is a

way of addressing the extent to which the programme's objectives are consistent with the needs and objectives identified in the policy (Niringiye & Ayebale, 2012:144). Across the world, there is strong emphasis on including an evaluating the design or framework of the programme when implementing it (Subbarao et al., 2013). Evaluation frameworks are used as tools for mapping programmes and developing goals and indicators of the programme's progress. Furthermore, the framework will be used to monitor progress and accomplishments and determine challenges.

PWPs are evaluated for a number of reasons, such as determining whether the programme was implemented as planned, to assess whether it managed to target the intended beneficiaries, known as target evaluations and to establish whether the PWP has had the anticipated recipient impact, known as impact assessments (Subbarao et al., 2013). The latter focus on the impact of the programme, such as the reduction of unemployment, while the former focus on measuring the outcomes of the programme to establish whether it has been successful or not. PWPs are evaluated primarily in terms of the overall cost in relation to the number of job opportunities created, either in terms of the wages or cost per job (McCord, 2012:50). Nonetheless, the accuracy of such evaluations is jeopardised by the availability of cost and output information and inconsistency in literature-wide calculations. There is no agreement on the suitable set of costs to be included in a PWP analysis. Accordingly, costs across PWPs cannot be compared.

There are a number of theories that scholars use to evaluate such programmes, including the programme theory, which is conceptualised on how a programme achieves its intended goals (Rossi, Lipsey, & Freeman, 2004). An evaluation of a programme is vital, because it enables the identification of components within the programme that are critical to evaluation (Funnell & Rogers, 2011). In this context, Carroll, Platterson, Wood, Rick and Balain (2007) developed a Focus of Process Evaluation as a base theory for a conceptual framework to guide the formative evaluation of the PWP. The framework highlights the important factors that mediate and moderate the relationship between the PWP and its outcomes as well as the implementation fidelity of the programme. Programme implementation consists of different factors such as the payment of wages and the development of the community as the focal point.

In countries such as Yemen, PWPs are assessed by means of a process evaluation used at the start-up of the programme so that it can focus on initial problems and allow for documenting results that may be encountered in similar settings later in the programme's life (Subbarao et al., 2013:173). According to Subbarao et al. (2013:173), as the programme matures, process evaluation provides evaluators and stakeholders with valuable feedback about the operational issues of the programme that may be identified by the monitoring and evaluation system. An example of a development programme that uses process evaluation is Yemen's Labour-Intensive Works Programme (LIWP). According to Subbarao et al. (2013:173), this programme conducted

a process evaluation that involved extensive focus group discussions with all the stakeholders and, as a result, LIWP managed to take corrective actions in response to key challenges related to implementation, such as enhancing the participation of women and ensuring the sustainability of the programme's benefits.

Consider in this regard that Norway has implemented a development programme known as the Confederation of Norwegian Enterprise (NHO). This is considered to be the largest development programme in Norway, aimed at addressing challenges such as unemployment. Employing LFA, Hilsen and Brøgger conducted an evaluation of this programme in 2015. The LFA, as mentioned, is a matrix of four-component model consisting of vertical and horizontal logics encased in a template matrix (Martinez, 2011:7). The horizontal logics consist of goals, that is, impact, purpose, outputs (or expected results) and inputs, while the vertical logic consists of a narrative summary, objectively verifiable indicators, means of verification and assumptions. The horizontal logic is mainly employed for project evaluation and monitoring. Using the LFA the following characteristics were the focus of the evaluation of the programme: the goals, purpose, outputs as well as the activities of the programme and lastly the outside factors or important assumption about the programme.

The programme's objective, as defined in the log frame, was to support the further development of democratic institutions in Norway (Hilsen & Brøgge, 2005). A log frame is a systematic presentation of what the project has worked to achieve, what activities have been carried out to achieve its purpose and outputs, what the issues are that affect the project's success. The log frame also consists of in which the programme progress and success can be measured and verified. This can be measured by examining two indicators: continued support for programmes and organisations responsible for participating in political processes. The programme's purpose, as defined in the log frame, was to support organisational and business development within a developing tripartite system. It was found that the programme benefited continuously by means of receiving support from the Norwegian and Chinese. It was found that continuity was valuable to on-going cooperation in the programme. Hilsen and Brøgger (2005:22) discovered that the programme indeed supported, by means of long-term processes, democratic institutions within Norway and China around working life.

The Mahatma Gandhi National Rural Employment Guarantee (MGNREGS) also employed a process of evaluation. The analysis of this programme indicated that there were a number of demands that had not been met, mostly in poor states, where the scheme was in fact needed most (Dutta et al., 2012). According to Subbarao et al. (2013:), it was also found that, while MGNREGS targeted and reached individuals living in poverty and mostly residing in poor rural areas, it also targeted poor women and included them in the workforce. The general participation

rate appeared to be an important factor in accounting for these inter-state variations in targeting performance, given that the system was predominantly pro-poor and reached planned populations in countries with greater general participation levels (Dutta et al. 2012).

In conclusion, developmental programmes are evaluated, and they are evaluated for different reasons depending on the country and the nature of the programme. For instance, such programmes can be evaluated for the following reasons: To develop mechanisms for preventing disruptions and negative spill of the programme, to determine whether the programme has managed to meet the needs of women and vulnerable people, to establish the impact of the programme on the household, determining if the programme has affected patterns of employment and lastly to conclude if whether the programme has managed to achieve set objectives or not. For example, the NHO is evaluated by means of the LFA to determine if it managed to achieve its goals and produced the expected outcomes. The analysis indicated that the programme needed to be supported, by means of long-term processes, democratic institutions within Norway and China.

2.8.2 Evaluation of PWPs in Africa and South Africa

The previous section focused on the evaluation of developmental programmes internationally. This section will address the evaluation of the developmental programmes in Africa and south. The present section will focus on the evaluation of the PWPs as viewed from a broader African perspective, then to be narrowed to a South African focus. It is important to consider in this context that evaluation and monitoring systems allow for midcourse correction and the addressing of rapid and unexpected changes that can affect the successful implementation of the programme (Del Ninno et al., 2009).

Within the African context, evaluation of the PWPs was carried out by means of the summative evaluation (Khembo & Chapman, 2017:9) Summative evaluations focus on a programme's merit when it comes to an end. It measures the targeting programme's impact and efficiency (Del Ninno et al., 2009). It also is important to note that not all African countries use monitoring and evaluation systems to assess their development programmes, as they do not have systems in place (Subbarao et al., 2013). These include underdeveloped countries, such those that are in the Sub-Saharan Africa. Therefore, these countries with no evaluative systems in place poses a considerable number of problems to the development programmes of these countries, especially when programme evaluators conduct systematic evaluations of PWPs (Subbarao et al., 2013).

Formative evaluation has also been used to evaluate development programmes. A formative evaluation is an evaluation used to improve its performance and design before or during the

implementation of a project (Odhiambo et al., 2015). Khembo and Chapman (2017:9) define it as the “assessment that takes place before or during a project’s implementation to improve its design and performance”. A process evaluation based on formative evaluation makes use of measures to evaluate the implementation of the programme and thus provides detailed information on the PWP’s and their progress. Formative evaluation is unique in providing a comprehensive theoretical framework to support systematic evaluations of the processes of implementation and PWP outcomes and has been employed in South Africa for monitoring and evaluation programmes (Khembo & Chapman, 2017:9).

While previous evaluative frameworks explored the programme’s elements of success, regional efficacy variations and detailed monitoring and evaluation processes were understood less well around supporting the implementation of PWP’s (Del Ninno et al., 2009). In contrast, theory-based evaluation has shown a positive relationship between food security and PWP’s or improved livelihood. The evaluation and development of theory-based programmes such as the LFA provide a systematic approach to the evaluation of the programme in terms of gathering reliable data for timely decision-making purposes (Huijbregts, Kay, & Klinck, 2008:40). For example, an assessment of Malawi’s national PWP presented an improvement in the number of mealtimes per day among participants, as compared to non-participants (Mvula, Chirwa, Zgovu, & Kadzamira, 2000). In the same vein, final reports of several livelihoods and food security projects also showed some livelihood-related benefits in terms of household income increases and higher agricultural productivity (Odhiambo et al., 2015).

According to Khembo and Chapman (2017:9), “a theory-based evaluation examines the explicit conceptualisation of a programme as a theory to explain the conditions and mechanisms in which a programme translates inputs into desired effects or outcomes”. The focus of theory-based evaluation in development programmes is consistent with the assertion that theoretical approaches to evaluating social development programmes are useful (Coryn, Noakes, Westine, & Schröter, 2011). Theoretical evaluations, however, may be limited if they are based on the conception of a programme by policymakers in that they can be skewed towards intended programme effects, eliding or neglecting side effects or unintended consequences (Khembo & Chapman, 2017:10).

Carroll, Patterson, Wood, Both, Rick and Balain (2007) developed a conceptual framework implementation of fidelity, design and general moderator for evaluating the design and overall progress of the Blantyre City Programme in Malawi. The framework demonstrates important components that mediate and moderate the fidelity to implementation and the relationship between a development programme and its results (Carroll et al., 2007). Implementation includes components of programme differentiation such as community asset development and payment of

wages. General moderators, design and fidelity strengthen the relationship between a development programme and its outcomes. If the design of the PWP is complicated, it is unlikely to be adopted or properly applied (Carroll et al., 2007). The design moderator refers to the programme's complexity. The moderator of fidelity involves adherence to the PWP, while paying attention to duration, targeting, content, sequence and timing. Adherence to the content is about staying on track with the features of PWP design, while adherence to targeting is about getting the right participants. Adherence to duration and dosage is aligned with the planned duration of the programme and the number of services in the programme's phases. As far as sequence and timing are concerned, the focus is on programme implementation at the time and in the sequence designated (Khembo & Chapman, 2017:9). If the PWP is not delivered on the basis of its programme content, duration, population, timing dosage, target and sequence, few or no results will be achieved. Programme moderators have high expectations of the set outcomes of the PWPs, especially when the programme is implemented in such a way that participants are involved. Individual general moderators (such as a programme support strategy to provide knowledgeable human resources), delivery quality and responsiveness of the participants are furthermore interrelated (Odhiambo et al., 2015).

The evaluation of development programmes in South Africa is perceived as a way of improving the basis for decision-making and assisting with the review of policy as well as helping managers of the project and participants as to their own performance; hence there is a need of placing more emphasis on process evaluation (EPWP, 2005:4). The key role of the EPWP monitoring and evaluation unit is to provide data collection and capturing, validating and verifying the collected data, coordinating the reporting system of the programme, generating quarterly reports, building data collection and capturing capacity for evaluation (Mkhatshwa-Ngwenya, 2016:150). The scope of evaluation and monitoring framework of the EPWP is informed by the PWP's international experience, the objective of the policies that the EPWP has put in place for itself and the specific programmes that comprise it. The information needed to populate the identified indicators of the programme's progress is captured quarterly by reporting agencies in a LFA template as combined by the EPWP Unit (EPWP, 2005:8).

A report realised by the NDPW, dated 3 July 2013, confirmed that the EPWP overall managed to achieve its targets and objectives by delivering community and public services such as the maintenance of infrastructure (Department of Public Works, 2013). The report also confirmed that municipalities were required to be the custodians of employment creation through EPWP (Mkhatshwa-Ngwenya, 2016:125). It confirmed that, in phase two of implementation of the programme, the involvement of municipalities increased as compared to the first phase of

implementation, since 277 of 278 municipalities signed protocol agreements, committing to achieve their EPWP targets (Department of Public Works, 2013).

To conclude, monitoring and evaluation systems have been viewed as important, as they enable mid-course correction and react to fast and sudden modifications that could influence the efficient implementation of a programme, as mentioned. There are different types of frameworks employed to evaluate PWP in Africa, such as summative evaluation that examines overall programme merit when it comes to an end, formative evaluation used before or during the implementation of a project to improve its design and performance in addition to theory-based evaluation. The latter focuses on examining the specific conceptualisation of a programme as a framework for explaining the conditions and mechanisms under which it will translate inputs into required impacts or results. Lastly, PWPs in South Africa are evaluated to enhance the grounds for decision-making and help with programme policy review, as well as assist project managers and participants in their own performance; hence the need to place more emphasis on process evaluation. During the implementation of programmes, monitoring and evaluation frameworks are developed to examine the progress of the programme. As has been indicated with a view to this context, the use of a LFA will inform this study about how to evaluate the EPWP.

2.9 ST and LFA evaluation and their relevance to the study

As indicated in the previous chapter, to evaluate such an important intervention, a framework is required that would focus critically on its objectives and outcomes centred on its contribution to positive social change such as poverty alleviation and targeting marginalised groups. Pham (2018:170) states that evaluating a development programme requires the selection of a broad informational base to yield correct judgements. For this study, there are two evaluative frameworks to be adopted, as has been mentioned: ST and an LFA, underpinned by an SLA and CA to explain how the EPWP fits in society.

2.9.1 System theory

ST has its origin in biology and can be used in social sciences since it provides a common way of forming a unit by focusing on interrelated parts instead of one specific part of a system. ST is perceived as a multidimensional approach and can be applied on large- and small-scale systems (Ritzer 1992:519). Systems can be found in society, nature, science, the economy and information technology (Mele, Pels & Polese, 2010:127). It was first proposed as the concept of “General Systems Theory”, on the basis of universal assumptions about systems such as development programmes (Frye & Hemmer, 2012:5). This approach involves an emphasis on identifying the connections between systems, objects and events (Clayton & Radcliff, 2018:18).

From a sociological perspective, ST regards a society to be a system that consists of a number of interdependent parts (Ritzer 1992:220). ST consists of comparative studies of systems as its objects (Stichweh, 2011:1). According to Bertalanffy (1968), the term “system” means “complex elements standing in interaction”. In addition, Ng, Maull and Yip (2009) define a system as an entity regarded to be a coherent whole in such a way that a limit is perceived around it in order to differentiate between external and internal elements, thus enabling identification of outputs and inputs relating to and developing from the entity. According to Mele et al. (2010:127), ST was developed simultaneously across different fields and scholars who use this approach have added to the concepts and knowledge developed within the discipline.

The notion behind this approach is that “the whole is more than the sum of its parts” (Wolfgang, 2005). The argument behind this idea is that the parts of the system are interrelated and the whole system cannot be understood in isolation. According to Clayton and Radcliff (2018:18), ST focuses on a variety of relationships between different aspects of the social world and works against social world analysis. What is emphasised by this approach, is that the component's intrinsic relationship, which cannot be addressed or understood outside of the whole context. Furthermore, the approach considers in process-based terms all aspects of the socio-cultural system such as information, communication and interaction within the system. Ultimately, ST looks dynamically at the social world, incorporating awareness of socio-cultural dynamics and existence in general, such as the interaction of different parts of the social world (Ritzer 1992: 519).

It is perceived that systems consist of four major traits: systems are goal oriented, systems have inputs from their environment, systems have outputs to achieve their goals and systems have feedbacks from the environment about the output of the system which, in this case, is a development programme (see Banathy, 2013). When properly organised, a system is not considered as a collection of parts, but as a functional entity consisting of properties that cannot exist independently as a collection of parts (Mizikaci, 2006:43). Dovetailing with the argument of Jones (2014:94) highlights that there are four formations of systems of which the first is that systems are adaptive, the second that systems are specialised on goal-attainment, the third that systems integrate their elements and the fourth that systems are responsible for the maintenance of long-term patterns.

Systems consist of a complex interaction of elements. In other words, the understanding of elements or parts of a system are not enough to acquire understanding and making judgements regarding the entire system (Van Vuuren, 2002:29). From the simplest point of view, it can be said that there are four phenomena in a system, the first of which comprises objects. Objects are system components or elements in this study, members who are the beneficiaries of the

programme. Secondly, the system consists of attributes, qualities or characteristics, in this case, the objectives of the EPWP. The objects enjoy internal relationships, in this case between stakeholders and the beneficiaries. This feature is a fundamental system quality. There is always an environment in a system, and they are influenced by the environment in this case, communities where the EPWP is active (Van Vuuren, 2002:29).

In other words, making a judgement or reaching an understanding of the EPWP merely by looking at its parts would not enough to make the judgements on whether the programme has managed to achieve its objectives or not. The interrelated parts or the programme should be examined to this end, not least because the interactions between elements of a system form that system in a unique way (Van Vuuren, 2002:29). Marais (1979) states that “the sum can be said to be equal to the characteristics of the independent elements as well as the interaction between the elements”. It is also important to focus on the inputs of a system and how society processes these inputs around the outputs that produced, hence, to understand the entire system (Ritzer 1992:220).

The fundamental aspect of general ST is therefore its focus on interactions (Mele, et al., 2010:127). From this point of view, the existing relationships between the parts and the system's relationship with other systems must be investigated, involving an understanding of the "glue" that keeps together the organisational systems along with the processes of communication and existing underlying cultures within the system. In the case here, activities such as those entertained in public relations incorporate aspects such as information dissemination and assimilation, which change involvement with extremely complex phenomena such as attributes and values; understanding of these processes is required (Van Vuuren, 2002:29). In other words, practitioners in public relations must know the ends to which the organisation strives, especially those aimed at achieving values related to environmental sources. This implies a close understanding of management and interaction

All systems have qualities that include wholeness, openness, adaptability, stability, and flexibility (Van Vuuren, 2002:31). The argument behind the wholeness is emphasised with a view to relationships and interdependence between the parts or systems that have properties that are different from their individual parts. Van Vuuren (2002) points out that ST differentiates between open and closed systems. A system that is closed is separated from its environment. Consequently, it is subjected to the second law of thermodynamics. It is therefore entropic, meaning that it tends towards maximum disorder. An open system has permeable boundaries that allow exchanges with its environment around information, material or energy. Consequently, it has the potential to become more complex (Lubbe & Puth, 1994:44). In addition, adaptability stresses the dynamic nature of systems, focusing not on static structures but emerging processes.

Due to their interaction with their environments, open systems change and adapt. These systems are responsive to environmental conditions, but also actively engage with the environment (Lubbe & Puth, 1994:44).

An ST evaluation model can be applied in the case here by reflecting on the fact that the EPWP is a system consisting of its own inputs, processes and outputs. Lewis and Smith (1990 cited by Mizikaci, 2015:46) argue that the model emphasises the evaluation of the operation of programmes as transformation processes, while it is important to reflect on the inputs, throughputs or the actual technique applied, that is, methods, as well as outputs. Inputs emanate from the external environment into the programme for instance, societies and labour markets or even the identification of scarce skills that the programme can address can be regarded as inputs (Mizikaci, 2015:46). In other words, inputs can be seen as processes; this allows identifying a problem in a particular society, such as unemployment, which a development programme aims to address. Inputs can also include financial resources in terms of how sufficient these are and how effectively the resources are used. Throughputs refer to the actual techniques, that is, methods, applied within the programme to achieve its outcome. In the case of the present study, throughputs refer to the design, delivery and measurements taken around aimed at achieving the outcomes of the EPWP, including infrastructure maintenance activities and skills development programmes (see Mizikaci, 2015:46). Throughputs are also seen as adding value to inputs for yielding the outcomes of a programme. Outputs are then the expected results of the programme. For the purpose of this study, outputs can be referred to as the creation of employment, skills development and poverty alleviation through the application of inputs and throughputs. The arrows between the inputs, throughputs and outputs, as presented in Figure 2-1 below, represents the “interaction” between the inputs, resources/throughputs and outputs (Mizikaci, 2006:48). Thus, the arrows also represent the interactions between the inputs, transformation processes and outputs. They furthermore represent the influence of the outputs on the inputs.

ST accentuates the evaluation of a programme by examining its interrelated parts instead of just focusing at one point that might not be enough to yield a proper judgement of the study, as stated before. Therefore, the evaluation of the EPWP will take into consideration all the interrelated parts of the programmes as evaluated by community members among which the programme was active, especially beneficiaries of the EPWP. This is to ensure that all the interrelated structures of the EPWP are considered so as to make a well-substantiated evaluating judgement. Through the application of the ST evaluation model, EPWP will be assessed in terms of its inputs, actual techniques applied, that is, methods, and outputs. This is because systems or programmes are goal-orientated, with the consequence that one needs to evaluate the extent to which the objectives were achieved. Apart from that, programmes are also undergirded by processes and

activities undertaken to bring about changes, while the latter are the outputs of the programme. Thus, when evaluating the EPWP, all these aspects will be taken into consideration. Figure 2-1 below provides a diagrammatic summary of the elements of the ST approach to be used in this critical evaluation of the EPWP in view of its objectives of implementing positive social change and targeting marginalised groups. Thus, ST framework is appropriate for this study as it takes into consideration different dimensions when evaluating a programme such as the objectives, outputs, inputs of the programme and feedback from the environment.

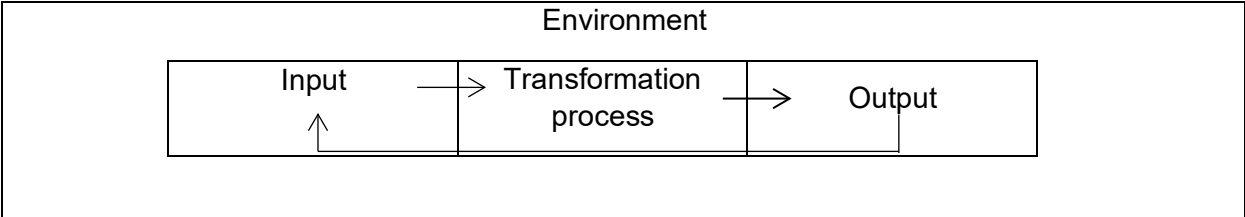


Figure 2-1: ST evaluation model

(Source: Mizikaci, 2006:43)

2.9.2 Logical framework approaches

As indicated, an important second approach used for the evaluation of the EPWP in this study is the LFA, which was developed as an evaluation tool and project design in 1963 by Practical Concepts Inc, a consulting firm for the USAID (Couillard, Garon & Riznic, 2009:32). Couillard, Garon and Riznic (2009:32) state that one of the aims of the approach was to present an understanding and a common vision of the programme that was being evaluated. This approach is regarded as a planning tool for managing and evaluating development programmes (Hilsen & Brøgger, 2005:15). Thus, the approach has been viewed as the most common approach for managing, planning and evaluating development interventions since the 1990s (Ringhofer, 2019:112). The LFA can present project information in a clear and systematic manner that will support all phases of the project by setting in a table, or framework, the key components of the project. Even though LFA has not been used to plan or manage the PWWs, it is useful and systematic tool for programme implementation and evaluation (Hilsen & Brøgger, 2005:15).

The LFA uses a general participatory approach to evaluation and offers a discrete planning and monitoring tool in the form of a “log frame” (LF) (Ringhofer, 2019:112). In its participatory approach to evaluation, the LFA makes use of the analytical steps comprising two phases, planning and analysis. The steps within the analysis incorporate a stakeholder analysis, objective analysis, preparatory analysis, problem analysis and strategic analysis (European Commission, 2004). Planning phase steps include the LF’s resource scheduling and activity scheduling (European Commission, 2004).

Preparatory analysis has to do with identifying the groups affected by the project. The main groups will be analysed about the main problems, potentials, interests and linkages of the programme. Problem analysis has to do with the identification of focal problems along with establishing the cause of the problem by using a problem tree or hierarchy (Rowlands, 2003:216). In other words, it aims to identify the negative qualities of an existing problem and establishes the “cause and effect’ relationships between the existing problems (European commission, 2004:67). According to the European Commission (2004:69), “objective analysis is a methodological approach usually applied to describe the situation in the future, once identified problems have been remedied; it also verifies the hierarchy of objectives and lastly it illustrates the means-to-an-ends in relationships”. Objective analysis also focuses on the transformation of the problem established by means of an objective tree (European commission, 2004). In other words, the classification of problems is later translated into objectives used to bring about social change. After transforming the problem tree into an objective tree, an analysis of different options for the project will take place and the process of doing so is called alternative analysis. This can be based on financial, institutional, technical, economic, social and environmental feasibility (European commission, 2004). A strategic analysis of the programme which focuses on the options an evaluator has for assessing the programme follows in the last place. The most challenging and difficult stage is the analytical stage, as it constitutes the process of making a complex judgement about the best implementation strategy or strategies to pursue by collecting a significant amount of information (European commission, 2004:71).

The LF, as indicated in Table 2-1 below, is a matrix of four-component model consisting of vertical and horizontal logics that are covered in a template matrix, as explained previously (Martinez, 2011:7). Horizontal logics consist of goals or impacts, purposes, outputs or expected results as well as inputs, in indicated in Table 2-1. Horizontal logic is used mainly for project evaluation and monitoring. Martinez (2011:7) defines the goal as the major objective that the project contributes, usually perceived as a targeted strategic at the regional, sectoral and/or national level. The purpose describes the expected direct effect or result. It is normally described as the change brought about by the programme such as poverty alleviation or change in behaviour such as the increasing of the participation of women local politics; these contribute towards the project achieving its goals. Outputs are defined as the results achieved through the application of activities and it is intended to cause the achievement of the purpose (Ortengren, 2004:7) including completed work, such as the number of gender related workshops conducted and a published investigation. Lastly, the activities are the processes or actions carried out and the resources used to produce expected outputs, such as a workshop that is part of a series (Ortengren, 2004:7).

While the horizontal logic consists of the goals, purposes, inputs and outputs, the vertical logic consists of the narrative summary, objective verifiable and the assumptions and means of verification, as shown in Table 2-1 below. The vertical logic consists of the project’s narrative which is divided into components known as the project’s level objectives (Martinez, 2011:7). Sawadogo and Dunlop (1997:599) state that “these are hierarchically linked through a cause-and-effect and non-overlapping relationship”. According to Couillard et al., (2009:32), “objective verifiable indicators provide the necessary information needed to assess the extent to which the project has achieved the project’s objectives”. On the other hand, the means of verification are regarded as sources of information that evaluators and project developers could depend on during evaluation. Assumptions are the risks that might hinder the project from achieving its sets goals (Martinez, 2011:7). Indicators provide the necessary information required for assessing the extent to which the project managed to achieve its set objectives. The means of verification on the other hand are known as sources of information that project executers and developers could rely on during evaluation. The perception is that there are risks that may prevent the project from achieving its goals (could be environmental, political financial, institutional, etc) (Ortengren, 2005:25).

Table 2-1: LF matrix

Project description		Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
Goal	What is the overall broader impact to which the action will contribute?	What are the key indicators related to the overall goal?	What are the sources of information for these indicators?	What are the external factors necessary to sustain objectives in the long-term?
Purpose	What is the immediate development outcome at the end of the project?	Which indicators clearly show that the objective of the action has been achieved?	What are the sources of information that exist or can be collected? What are the methods required to get this information?	Which factors and conditions are necessary to achieve that objective? (external conditions)
Outputs	What are the specifically deliverable results envisaged to achieve the specific objectives?	What are the indicators to measure whether and to what extent the action achieves the expected results?	What are the sources of information for these indicators?	What external conditions must be met to obtain the expected results on schedule?

Activities	What are the key activities to be carried out and in what sequence in order to produce the expected results?	Means: What are the means required to implement these activities, e.g. personnel, equipment, supplies, etc.	What are the sources of information about action progress? Costs: What are the action costs?	What pre-conditions are required before the action starts
-------------------	--	--	--	---

(Source: Gasper, 2000:19)

Ringhofer (2019:113) states that “the matrix is meant to link the different programme components of the activities”. The log frame matrix summarises why the project should be undertaken, what it intends to do, end results or outputs and the required inputs for obtaining the outputs as well as the assumptions that must be held for the project to be carried out (Couillard, Garon & Riznic, 2009:32). The LFA has proven to be effective in many cases as a project design and evaluation tool (Couillard, Garon & Riznic, 2009:32).

The approach emphasises the importance of evaluating a programme from a multidimensional perspective that is, taking into consideration its interrelated parts. This is to ensure that the collected data is sufficient to make correct conclusions after evaluation. For the purpose of this study, and using the LFA, the evaluation of the EPWP will take into consideration, as has been mentioned, all the interrelated parts of the programmes as evaluated by community members among which the programme is active as well as the beneficiaries of the EPWP. As indicated in Table 2-2 below, the LFA provides a systematic structure that allows evaluators to identify the components of their activities and specify the logical linkages between a set of means and a set of ends. Through the application of the LFA, the goals, purposes, outputs and inputs of the EPWP will be taken into consideration: see Table 2-2. Through the application of LFA the researcher will therefore focus on the EPWP objectives or goals, what EPWP is intended to achieve in development terms, that is, its purpose, the result of the programme, namely outputs, and the activities undertaken throughout the implementation of the EPWP in Potchefstroom, that is, inputs, to achieve the set objectives.

Table 2-2: LFA and ST elements

	Elements of the LFA for evaluating the EPWP	Elements of the ST for evaluating the EPWP
Goal	The overall broader impact to which the action will contribute. The overall broader impact of the EPWP.	

Purpose	The immediate outcomes of the EPWP in development terms: alleviate poverty, create employment opportunities and enhance skills development for the youth.	
Activities	The key activities undertaken in a sequence from the implementation to the termination process such as the skills development activities and recruitment processes.	
Inputs		Inputs emanate from the external environment such as societies and labour markets into the programme. Inputs can also include financial resources in terms of how sufficient the resources are and how affectively they are used.
Transformation processes		The design, delivery and measurements taken from the activities undertaken to yield the outcomes of the EPWP, such as poverty alleviation and employment creation through the maintenance of infrastructure and skills development programmes.
Outputs	The expected results of the EPWP, such as poverty alleviation, employment creation and targeting the marginalised groups.	The expected results of the programme that link directly with the inputs and the transformation processes such as the implementation of the EPWP
Feedback		Feedback from the environment about the output of the system of which in this case is the development programme.

Both approaches emphasise that systems or programmes are goal-orientated, and to be able to evaluate the specific programmes one needs to evaluate the extent to which the objectives were achieved. According to ST and the LFA, programmes receive inputs from their environment when implemented and it is important to reflect back to these inputs when evaluating programmes. Inputs emanate from the external environment such as the environments of financial support and the government, as indicated. Table 2-2 above summarises the elements of the STA and LFA approach that will be used, once more, in this critical evaluation of the EPWP in view of its

objectives of implementing positive social change and targeting marginalised groups. From the table above (Table 2-2) it is evident that this study will evaluate the EPWP by focusing on the goals, purpose, input, transformation processes, outputs of the programme and the feedback from the community. This is because they both take into consideration different dimensions when evaluating a programme, as indicated in Table 2-2.

2.10 The CA and SLA and their relevance to the study

While the ST and the LFA will be used as theoretical approaches that will inform the evaluation of the study, the CA and SLA on the other hand will be employed as the approaches that assist in sociologically theorising the fitting of the EPWP in society.

2.10.1 Capability approach

Firstly, the CA is explained as a general broad normative framework used for the assessment and the evaluation of people's well-being, social arrangements, policy designs and proposals about social change within societies (Nussbaum, 2000). The CA was first introduced by Sen and Nussbaum as a framework for conceptualising the promotion of well-being in society (Onwuegbuchulam, Paul & Mtshali, 2018:75). According to Sen (1993:30), "CA is concerned with evaluating a person's advantage in terms of his or her actual ability to achieve various valuable functionings as a part of living". Scholars that follow the approach agree that development is about ensuring that people do live their lives and follow values that they choose and desire. Functionings therefore becomes an important element in conceptualising and understanding development.

The CA consists of several interrelated concepts, which are: functionings, capabilities, values and agency (Onwuegbuchulam et al., 2018:75). According to Sen (1993:31 cited by Onwuegbuchulam et al., 2018:75), "functioning represents part of the state of a person, in particular the various things that he or she manages to do or be in leading a life". According to Sen (1999:72), functionings are regarded as constitutive of a person's being, which means that a person may engage in various activities that they value, such as working. Sen (1999:73) further argues that, in a developed society it is easier for people to be able to achieve valuable functionings in a developed society as compared to an undeveloped society. It is important to highlight the fact that functionings are dependent on a number of institutions as well as individual factors such as age, gender, disabilities, access to education and so on. For example, access to nutritious food is dependent on income in a household. However, to be able to achieve those functionings, individuals need to be exposed to opportunities of engaging in activities that they have reason to value. Thus, functionings incorporate "doings and beings" in life, such as the ability of an individual to have security, shelter, food or health. As stated by Onwuegbuchulam et al.

(2018:75), functionings can also include more complex states such as the ability of a person to live a happy life, have self-worth and peace of mind. Lastly, paying attention to functionings can assist with evaluating development in terms of what people are actually able to be and do (Onwuegbuchulam et al., 2018:75).

In contrast to functionings, capabilities are regarded as notions of freedom, which can be looked at as the real opportunities one has regarding the life one may lead (Sen, 1987:36). Capability refers to “a person’s ability to do valuable acts or reach valuable states of being, it represents the alternative combinations of things a person is able to do or be” (Walker, 2005:2). Therefore, capability is the freedom or the opportunity to accomplish what an individual considers to be important. Functionings and capabilities are connected to values. This is because “the CA to well-being is based on the view of life as a combination of different doings and beings and the quality of life to be measured in terms of the ability to achieve valuable functionings” (Onwuegbuchulam et al., 2018:79). Values are considered to be very important in the sense that they can influence the freedom that people enjoy and provide them with a reason to value life (Sen, 1999:9). The last concept central to the approach of Sen’s CA is agency, which refers to an individual who acts and brings about positive change and whose accomplishments can be judged in relation to their values and objectives (Sen, 1999:18 cited by Schischka, Dalziel and Saunders, 2008:231). In other words, agency can be referred to as an individual or group of individuals who work towards bringing change and the realisation of functioning (Onwuegbuchulam et al., 2018:79).

In addition, Onwuegbuchulam et al. (2018) propose a distinction between the liberal perspective and the communitarian perspective around interpretation of the CA. The liberal-communitarian theoretical debates were employed to analyse the structural dynamics required for converting resources into valuable functionings for groups and individuals in society. Liberalism is a political perspective that declares the values of “equality and personal autonomy, individual rights and universal moral standards” (Onwuegbuchulam et al., 2018:84). In summary, the CA dovetails with a liberalist perspective when it comes to the need to realise individuals’ rights; they could practically mean the realisation of the individual’s well-being. The CA also ties in with the communitarian’s philosophy that development must be communitarian, affecting not only the individual, but societies at large. In addition, Halvorsen and Hvinden (2014:1) highlight that “people’s ability to convert the given opportunities or resources into the desired functions depends not only on the individual characteristics (e.g. physical or mental impairment), but also on the relationships and structures (e.g. physical, social or attitudinal) that people face or find themselves within”.

From a liberal perspective, functionings are seen as individual beings and activities while, from a communitarian perspective, these are seen as social activities and beings. Capabilities are seen

as individual freedoms or opportunities to perform the functionings from a liberal perspective. As indicated in Table 2-3, a liberal perspective holds capabilities to be social freedoms, while the communitarian perspective holds them to be opportunities. Values are seen as individual qualities from a liberal perspective while, from the communitarian perspective, these are seen as social qualities of life in view of achieving valuable functioning. The last important concept of the CA is agency, which is seen as acts to bring about change in terms of individual values and objectives according to a liberal perspective. From a communitarian perspective, agency is seen as the act of bringing about change in terms of social values and objectives (Onwuegbuchulam et al., 2018:80).

Table 2-3: Liberal and communitarian perspectives on the CA

Capability approach (Sen)	Liberal approach Economic progress	Communitarian approach People’s freedom to achieve their abilities
Functionings	Individual beings and activities. Self-respect, social integration, nourishment, education, social activities, caring, consuming, political participation and so on.	Social beings and activities. Self-respect, social integration, nourishment, education, social activities, caring, consuming, political participation and so on.
Capabilities	Individual freedoms or opportunities to perform the functionings.	Social freedoms or opportunities to perform the functionings.
Values	Individual quality of life in view of achieving valuable functionings.	Social quality of life in view of achieving valuable functionings.
Agency	Acts to bring about change in terms of individual values and objectives. Agency necessary to realise functionings and capabilities.	Acts to bring about change in terms of social values and objectives. Agency necessary to realise functionings and capabilities.

As indicated, the CA is perceived as a normative framework used for the evaluation and assessment of proposals associated with social change that impacts an individual’s well-being. The implementation of the EPWP can be seen as a proposal for social change in communities and on an individual level. It can bring about positive social change through the presentation of real opportunities for vulnerable individuals and societies as indicated by Croker (1995:163) who stated that the notion of capability refers to one’s real opportunity of doing things for which reasons exist to view them as valuable. In addition, an opportunity for this can arise when the EPWP provides employment for the poor. For example, the provision of employment can be seen to be making an important contribution to households by providing income relief. Thus, the EPWP can present opportunities in the form of employment and skills development that are valuable to

beneficiaries since these can be applied to find employment or generate income. From a communitarian perspective, the programme can be seen as presenting opportunities that are of value for the development of local communities. For example, improved service delivery, such as waste removal run by the programme, benefits society. As mentioned, agency is another important aspect of the CA. With regard to the EPWP, agency is emphasised through the participation of beneficiaries (individual values) and the participation of the community members and stakeholders (social values) to support the programme and bring about positive social change through the successful implementation of the programme. Therefore, it could be argued that the EPWP was implemented with the aim of providing the poor with opportunities to find employment, develop skills (which can be regarded as capabilities) to alleviate poverty and improving the lives of poor by adding value in the activities (functionings) introduced by the EPWP.

2.10.2 The SLA and the EPWP

The SLA is a framework originating in the field of social sciences for communicating and thinking about the factors that impact on the livelihoods of the poor from a multidimensional perspective (Easdale & López, 2016:543). The SLA is based on a policy debate in 1987 of the Brundtland Commission Report (Makoza & Chigona, 2012:1). According to Mazibuko (2013:175), “the approach takes incomes as part of the ‘package’ and not the sole determinants of poverty as income-poverty theories do”. The approach has evolved around changing perspectives on sustainable development, participation and poverty (Brocklesby and Fisher, 2003:185). It also developed from complex system perspectives as tools, which are often utilised by development agencies for assessing and planning interventions (Parkinson & Ramírez, 2006). The SLA is also used as a process of centring interventions of development within specific contexts of people’s needs, especially vulnerable groups, in ways that are appropriate to their situations (McLean, 2015:383). Easdale and López (2016:543) further state that the approach is designed to assist in identifying transformation or changes that can be produced around assets, strategies and institution of rural families, hence, to promote capacities and reduce the vulnerability of local communities. Scoones (1998:5) states that “a livelihood is sustainable when it can cope with and recover from stresses and shocks, maintain or enhance its capabilities and assets, while not undermining the natural resource base”. Chambers and Conway (1992 cited by Krantz, 2001:1) propose the following comment on a sustainable approach: “A livelihood comprises the capabilities, assets (including both material and social resources) and activities required for a means of living”.

The sustainable livelihood concept embodies an attempt to move beyond conventional definitions and approaches to the eradication of poverty (Krantz, 2001). These definitions of poverty have been found wanting, since they only focused on certain aspects or manifestations of poverty, such

as low income, while not considering other important aspects, such as social exclusion and vulnerability (Krantz, 2001). The SLA is perceived as a strength-based approach instead of a needs-based approach, because it does not inquire how things should happen, but instead on what needs to happen (Mazibuko, 2013:175). In other words, the emphasis is on how things should happen, but rather on people's the understanding of their conditions and their needs. Mazibuko (2013:175) states that the approach behind the SLA is that development should begin by placing the needs of the people at the centre and determine exactly what individuals have so as to develop that to higher levels. This is because events occur within specific contexts or settings. Therefore, the approach recognises that, for example, processes and institutions should always be clearly understood in accordance with the ST.

The approach also plays a significant role in the construction of strategies and visions for poverty alleviation, to the extent that they assist the process of giving the poor the opportunity to voice opinions (Gilling, Jones & Duncan, 2001:311). The SLA also focuses on interventions that promote the livelihood of the poor, such as development programmes, according to Gilling, et al. (2001:311), who continue to assert that "the most immediate use of livelihoods approaches was to refine the design and development of projects and programmes". This was unavoidable, since the main proponents of the SLAs in their early stages were agencies such as donors (including DFID and the UNDP) and NGOs (in particular CARE) (Gilling, et al., 2001:309).

In addition, the approach focuses on how available resources are used by community members to forge sustainable livelihoods. The focus on "livelihood" in the SLA embodies an attempt to move away from linear definitions of poverty, and thus reframes the broad aim of development as an effort of improving the livelihood of the people (Parkinson & Ramírez, 2006). The approach further focuses on the strength and capabilities of households and families, rather than their needs, deficits or even their desires (Easdale & López, 2016:543). For example, the approach recognises that people have various assets and capabilities and that they can engage in several activities to earn a living. According to Scoones (1998:1), "the concept of 'sustainable livelihoods' is increasingly important in the debates of societal development, poverty reduction and environmental management". Thus, the implementation of the development programmes such as the EPWP can be explained with a view to the increasingly important notion of sustainable livelihoods.

The SLA is developed on the basis of principles, namely that a programme evaluation should be sustainable, multi-levelled, responsive and participatory, conducted in partnership, dynamic and people-centred (Ashley & Carney, 1999:7). In the latter case, the approach emphasises that poverty alleviation can be attained only when external support focuses on what is important to people, while understanding different groups and working with them in ways that are congruent

with their livelihood strategies, ability to adapt and social environment (Carney, 2003:13). Therefore, implementation of an EPWP, should regard individuals and their assets, perceptions, values and experiences as central. People should be placed in the centre as agents of change, because they are the experts about their communities and not the facilitators of the process of social change (Nel, 2015:514). In other words, programmes such as the EPWP must address development challenges, once more, by taking into consideration the assets, perceptions, values and experiences of the people.

The responsive and participatory principles emphasise that poor people are the key actors in identifying and addressing livelihood priorities. Thus, facilitators of the EPWP need processes that will allow them to listen and respond to the needs of the poor. According to Nel (2015:514), “participation in such programmes is a process and implies ‘collective activity of interested and/or concerned people in achieving a jointly determined goal’”. Nel (2015:514), further states that participation becomes successful when community members fully share information and have the opportunity to voice their opinions in all decision-making processes directed towards their livelihoods. Concerning the multi-level principle, the approach focuses on eradicating poverty by functioning on different levels of the society, ensuring that micro-level activities inform the development of policy towards creating an effective enabling environment and processes that support people when it comes to building upon their own strengths. The approach takes into consideration the participation and perception of the poor to strengthen the policy-making processes and bring about positive outcomes to their benefit. Gilling at al. (2001:309) point out that governments must commit themselves to the idea of opening up the policy process at all levels to participation by all stakeholders, especially community-based organisations and representative national NGOs.

The principle of partnership emphasises the participation of the public and the private sectors to implement positive social change. Nel (2015:514) highlights that “governmental departments, NGOs and businesses should be involved with the community members in the analysis of the livelihood and the development of strategies which are geared towards sustainable outcomes”. In terms of the sustainable principles, four key dimensions are important, and a balance must be found between them. Those dimensions are institutional, economic, environmental and social sustainability (Carney, 2003:13). Carney (2003:13) states that “the dynamic principle emphasises that the external support must recognise the complex nature of livelihood strategies, respond flexibly to changes in people’s situations and develop longer-term commitments”. In other words, for the EPWP to be successfully implemented, it’s important that the private and public sectors work together to ensure that the programme is successful in improving the livelihoods of the people.

The following terms are central to the approach: well-being, livelihood security, capability, equity and sustainability. Well-being has to do with daily experiences of good quality of life that people experiences on a daily basis (Chambers, 1999,10). For example, the implementation of the EPWP can be seen as a way of providing people with experiences of a good life through the provision of opportunities for employment. Livelihood security on the other hand has to do with assets to offset risks, adequate flow of cash and food, and meeting contingencies and coping with shocks. In this regard the present study will reflect on stipends received by the beneficiaries of the EPWP to determine whether the stipends adequately contributed to the flow of food and contingencies. Capabilities are related to what people are to do and be, such as when beneficiaries of the programmes use their experiences to create employment for themselves (Chambers, 1999,10). For example, beneficiaries of the EPWP can acquire certain skills that they can use to find employment or even create their own businesses.

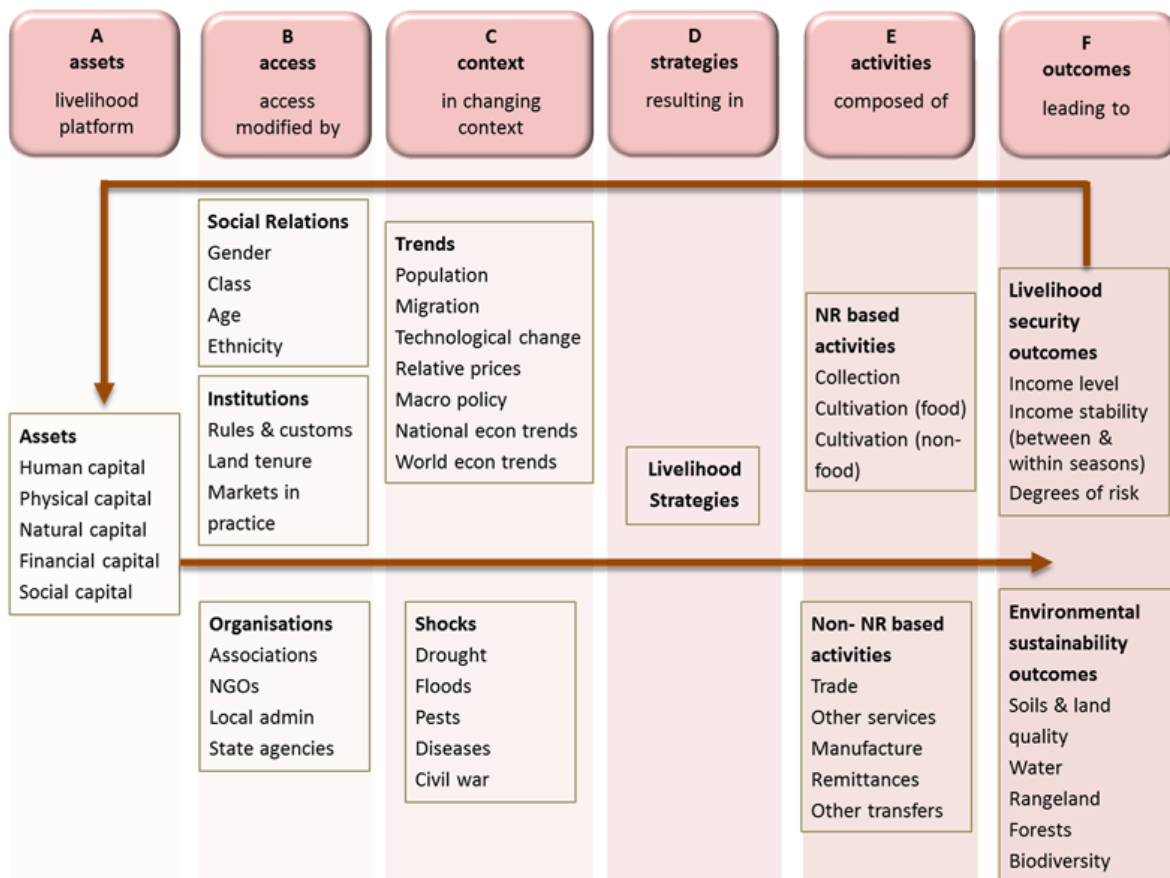
Equity focuses on income distribution, opportunities and including human rights and gender equity. In addition, the EPWP tends to treat everyone equally by employing females and people with disability. It focuses further on sustainability around the ability to recover from stresses and shocks and applying long-term perspectives to policies and actions (Chambers, 1999, 10). In summary, to achieve well-being, one needs a livelihood, capability, sustainability, security and equity (Chambers, 1999,10).

The SLA framework consists of the vulnerability context, which can be described as a context that people live in, such as poverty, hence involving transformation processes and the livelihood assets. In terms of vulnerability, a central trait of the approach is that it views individuals as operating in a context of vulnerability (Twigg, 2001:10). Vulnerability can also be described as “external conditions that may lead to the hardships and undermine the potential of households” (Makoza & Chigona, 2012:5). Twigg (2001:10) pointed out that there are important elements that make up vulnerability context that can directly impact people’s assets and livelihood options. These factors include trends such as a vulnerability impact, including population trends, resource and economic trends, which can invoke conflict, shocks such as those occurring around human health and in the form of natural hazards and seasonality, which is expressed through seasonal shifts in prices (Twigg, 2001:10).

The framework examines how transformation processes and structures are used to create livelihood strategies that yield sustainable outcomes of sustainable livelihoods (Twigg, 2001:9). The process of transformation comprises assets, structures and strategies. Assets can be referred to as household resources used for attaining sustainable livelihoods (Makoza & Chigona, 2012:5). These include human capital or skills and knowledge used to achieve their livelihoods, social capital or the use of social relations to attain livelihoods, financial capita or items of value

such as savings and cash, natural capital such as natural resources and physical capital, that is, resources created through economic production (Makoza & Chigona, 2012:5). Structures on the other hand are institutions and organisations such as the DPW that assist communities and households in attaining sustainable livelihoods. According to Makoza and Chigona (2012:5), strategies are activities carried out by households and societal systems, such as the implementation of and participation in the EPWP to achieve livelihoods outcomes. These processes and structures, then, are functional at all levels of society, from the household to the international arena, and are also functional in all societal spheres, from the private to public spheres.

In addition, Nel (2015:522) points out that institutions, processes and policies which could be summarised as capabilities, are developed to shape people's access to livelihood activities and assets. For example, NGOs, police departments and governmental institutions should be capacitated to deliver more efficient services (Nel, 2015:523). These structures determine the different types of capital, decision-making and livelihood strategies. They also determine the terms of exchange between the different types of capital and the economic returns from livelihood strategies. These livelihood outcomes are the result of a number of linkages, which include assets possessed, policies pursued and, most importantly, the context in which these are found. Outcomes can also be increased income, improved well-being, the increase in skills development, reduced vulnerability and restored human dignity (Makoza & Chigona, 2012:5).



(Source: Ellis, 2000:30)

Figure 2-2: Systems approach evaluation model

A sustainable livelihood framework can be defined as an asset-based poverty and vulnerability analytical framework (Carter & Barrett 2006). Figure 2-2 describes the different forms of livelihood contexts and explains them in terms of assets or capitals. There are different types of assets: human (for example education), physical (farmland), natural (oil), financial (savings) and social capital (religion). It is believed that assets can be identified in terms of availability and access. For example, individuals with more assets are less likely to be living in a vulnerable context subjected to various shocks and economic trends (Ellis, 2000:30). Human capital, for example, has to do with individual knowledge and skills that can be mobilised as livelihood strategies to enhance positive livelihood security outcomes, whereas physical capital involves the use of equipment and other physical goods to improve the people's livelihoods contexts. Lautze and Raven-Roberts (2006:393) argue that assets alone cannot determine the nature of disaster vulnerability or the range of livelihood strategies that need to be pursued. Therefore, the importance of assets is mediated by the environmental governance of formal and informal relations, institutions and processes of different societies (Lautze & Raven-Roberts, 2006:393). This demonstrates that assets are not all the same, resulting in changing contexts that need to be addressed around

inequality, vulnerability and national economic trends. To ensure that these changing contexts affecting the livelihoods are addressed, livelihood strategies need to be introduced. When deciding on livelihood strategies, there are different aspects taken into consideration, such as opportunities and constraints stemming from various types of social relations, institutions and policies (Lautze & Raven-Roberts, 2006:394). Exposure to various trends and shocks plays a significant role in the development of livelihood strategies. With reference to Figure 2-2, these strategies will comprise activities based on natural or non-natural resources. The last element of the sustainable livelihood framework is the outcome. Outcomes can be livelihood security or environmental sustainability. Lautze & Raven-Roberts (2006:397) states: "in the sustainable livelihoods model, livelihoods outcomes are said to include more income, increased well-being, reduced vulnerability, improved food security, more sustainable use of natural resource base". Moreover, feedback around the outcomes leading to livelihood security and environmental sustainability inform inputs as well as the assets.

As mentioned, the SLA focuses on the formulation of visions and strategies to improve livelihoods. The implementation of the EPWP can be seen as a strategy for improving human, physical, financial and social capital. For example, one of the objectives of the programme is to ensure skills development, that is, human capital, so that beneficiaries can find employment. In other words, it could be argued that the EPWP was implemented as a livelihood strategy to improve the lives of the poor. However, the process commences with identifying the livelihood context in terms of availability of assets. The programmes also assist its beneficiaries with income relief, which can be seen as the provision of financial capital. In terms of access, the EPWP only focuses on social relations. However, before the implementation of the EPWP, a changing context will have to be identified where, in this case, the context is mostly driven by the national economic trends such as unemployment and poverty. In addition, the implementation of the programme will have to reflect on the social relations of its context, which can be seen as aims targeting women (gender), vulnerable groups (class) and the youth (age). Activities that incorporate skills development such as building are carried out to ensure the successful implementation of the programme and improving the livelihoods of the people. Those activities can be based on Natural Resources (NR) or Non-Natural Resources (Non-NR). When focusing on the EPWP, NR includes activities that are based on agricultural extension activities such as food cultivation. Non-NR can include activities such as waste removal programmes to improve service delivery.

To conclude, through the application of CA and the SLA, the study will sociologically explain the social setting of the EPWP through its implementation of strategies and policies aimed at addressing development challenges such as poverty and inequality. The CA and the SLA will help explicate the nature of livelihood changes and enhancement for the EPWP programme. The CA explains the implementation of the EPWP as a process that presents people with opportunities to

achieve functionings that are of value, to bring about social change. The SLA is mostly used as a process of centring development programmes within specific contexts around the needs of people, especially the poor, in ways that are appropriate to the context. The CA and SLA assist with the evaluation of the EPWP's social suitability through a theoretical development lens.

2.11 Conclusion

PWPs emerged for a number of reasons across the world. Internationally, they were implemented as responses to societal shocks such as development changes related to poverty and unemployment. Africa implemented these for a number of reasons that are related to the challenge of food security.

As argued above, the evaluation of the programme will be informed by ST and the LFA, hence, to provide a framework for the development of data collection tools. This is because the formulation of the questions as tools for collecting data will be inferred from the arguments put forward in this and the following chapters in terms of the application of ST and the LFA. This is because it is important to establish a strong link between extant literature and collected data, which will enable the evaluation of the EPWP against its objectives, as mentioned in this chapter. The chapter has also explained the two theoretical lenses to be applied and used to explicate the evaluation of the EPWP. These theoretical lenses will also play a significant role in guiding the researcher regarding the evaluation of the programme. Those two approaches are, once again, ST and the LFA, which will play a significant role in the evaluation of the programme.

CHAPTER 3: THE SOCIO-POLITICAL ENVIRONMENT THAT REGULATES THE EPWP

3.1 Introduction

The previous chapter, described, identified and evaluated EPWP from the existing academic literature on the impact and role of the government interventions such as the EPWP. The present chapter will explain the socio-political environment that regulates the EPWP, outlining. In doing so, this chapter outlines its key objectives. It further explains how the EPWP is implemented and funded.

3.2 Introduction: Social/ government intervention programmes such as the EPWP

In the process of the South African transition from the apartheid system to the democratic system, the country experienced implementation of the government interventions and policies to redress mistakes of the apartheid government (Moeti, 2014:63). Those mistakes included the restricted opportunities of black people along with limited access to quality health care and education (Seekings, 2007:2). Aliber, Kirsten, Maharajh, Nhlapo-Hlope & Nkoane (2006:46) argue that “the transition of South Africa from the apartheid oppression to freedom and democracy is strongly regarded as a success”. Thus, the racially based system of political power has been changed into a non-racial democracy (Aliber et al., 2006:46). In addition, gender equality has improved because of the constitution (Section 7 of 1996) and marginalised groups are given the opportunities of participating in the developing economy. According to Aliber et al. (2006:46), “this can best be understood as the result of the two distinct processes of South Africa’s own particular history of up to 1994 and the changes in the global economic environment in the second half of the 20th century, including the emergence of globalisation”.

During the transition period, PWP were implemented aimed at improving infrastructure and the lives of people by means of the creation of employment opportunities and supporting skills development initiatives such as the EPWP (Aliber et al., 2006:46). PWP are perceived as key tools with the intension of developing countries to provide social protection and safety networks. Often, they are the only available form of social protection for working age poor groups (McCord & Slater, 2009:10). Cnobloch and Subbarao (2015) highlights that these programmes target households that are not eligible for cash transfers. Typically, salaries are set below rates of the market, so that the programmes are targeting and attracting beneficiaries from the poorest households (Gehrke & Hartwig, 2018:114). One of the benefits of PWP is that they can be adapted and adjusted to the context and needs of a specific country (Ismail, 2018). According to

McCord (2012), PWPs are usually designed as short-term programmes. Most importantly, there are two core types of PWP available, namely short-term and long-term ones.

Short-term PWPs' primary objective is to provide employment on a temporary basis for the poor and those that are unable to find work or pursue activities for generating income due to a crisis or challenges in the labour market (Ismail, 2018). The time span of short-term PWPs is dependent on the time that it takes to resolve the issue at hand or the nature of the crisis (Subbarao et al, 2012:25). According to Subbarao et al. (2012:25), "these programmes tend to be designed and implemented shortly in response to a crisis or sudden shock". The programmes could also focus on maintaining existing community infrastructure, assets or providing basic new infrastructure, such as restoring or maintaining rural roads, soil conservation, forestry and social services". In some countries, such as Ethiopia and Malawi, short-term PWPs were used to deal with environmental crises and food shortages (Gehrke & Hartwig, 2018:112).

Long-term PWPs are characterised by the provision of ongoing employment opportunities and function as a safety net that provides a reliable source of income for the poorest households for a longer period of time, usually 75 to 100 days, or a year (Subbarao et al., 2013:25). In South Africa, an example of such as a long-term programme is indeed the EPWP that runs throughout the year. It can be regarded as one of the government's medium-to-long-term PWPs. These PWPs are sometimes referred to as programmes for job security. In general, long-term PWPs are intended to promote the accumulation of assets and may be supported by other programmes such as those centred on micro-finance and agricultural support (McCord, 2012).

EPWP is perceived as a public employment scheme that will provide opportunities in line with community-based services (National Planning Commission, 2012:154). According to the programme of the Department of Public Works (DPW), "EPWP is a key government initiative, which contributes to government policy priorities in terms of decent work and sustainable livelihoods, education, health, rural development, food security and land reform and the fight against crime and corruption". The National Planning Commission (NPC) (2012:153) highlighted that South Africa had commitments to public employment through EPWP. The Department of Public Works (2014:3) pointed out that "the implementation of EPWP is a key policy priority of the government of RSA in promoting its objectives of reducing unemployment and poverty". However, the GDS agreed that the programme must not replace existing permanent employment and that all opportunities must be conceptualised in relation to the existing demand for services (Department of Public Works, 2004:13). It is important to note that the EPWP provides an important avenue of income relief and labour absorption for the poor, but it is not designed as a policy instrument for addressing the structural nature of the unemployment crisis. Instead, it is

merely one element within a broader government strategy of addressing poverty and unemployment (Department of Public Works, 2004:13).

In addition, government development programmes are governed by principles around monitoring and evaluation (M&E). M&E of the EPWP are regarded to be very important aspects of its implementation and success (Department of Public Works, 2004:21). These principles provide information for the management of the programme with a view to monitoring its progress, making adjustments, identifying problems and increasing its impact (Crawford & Bryce, 2003:363). If used correctly, these processes can also increase the impact of the programme and assist delivery.

The EPWP aims to achieve its key objectives by creating employment opportunities along with project-based training (Thwala, 2011:6017). It aims to address the growth of the economy and improve the skills levels of the people by means of education and training programmes, while aiming further at improving the environment for industries to flourish (McCord, 2005). The EPWP is an umbrella programme and, as such includes initiatives that were previously completely independent, such as CBO programmes (Phillips, Harrison, Mondlane, Van Steenderen, Gordon, Oosthuizen, Weir-Smith, & Altman, 2009). However, they continue to be functional under the same departments of government that initiated them, although they fall under the comprehensive framework of the EPWP (Aliber et al., 2006:53). Thus, the DPW coordinates the programme and sectoral infrastructure at once.

The DPW furthermore acts as the overall coordinating institution for the EPWP responsible for its overall evaluation and monitoring. It is also responsible for promoting a linkage between sectors through learning networks, for example, arranging for the common support of the programmes, including access to credit for learner entrepreneurs as well as and common monitoring, evaluation, exit strategies and training frameworks (Aliber et al., 2006:53). Phillips (2004:9) points out that the “EPWP unit consists of 15 professional positions that have been created in the DPW to carry out this work and to coordinate the infrastructure sector”. All coordinating departments from each of the four sectors- infrastructure-related, environmental, social and economic are expected to drive the EPWP in their sectors and produce a sectoral plan (Phillips, 2004:9). The plan of the EPWP is to assist in identifying possible areas of expansion of the programme and set up targets for further developments, while facilitating the achievements of set objectives, for example, sectoral guidelines, sectoral training and qualifications frameworks. In addition, the plan will also assist in monitoring implementation of the programme against the sectoral plan and produce a progress report related to the sectors (Phillips, 2004:10).

The programme creates employment opportunities in the public environmental sector. In the social sector, it creates employment opportunities by means of public social programmes, such

as those involving early childhood development workers and home-based care workers (EPWP, 2007:11). The programme generates income projects to utilise government expenditure on services and goods through the economic sector with the intentions of providing work experience components of small enterprise learnership/ incubation programmes (EPWP, 2008:8). Thus, EPWP has been considered one of the world's most innovative PWPs, with several goals that not only include employment creation, poverty alleviation and infrastructural development, but also community capacity building and skills development (Mkhatshwa-Ngwenya, 2016). A Strong emphasis is placed on creating additional employment opportunities through the introduction of labour-intensive construction methods in the infrastructure sector (Phillips, 2004). According to the Department of Public Works (2015) "labour-intensive construction methods involve the use of an appropriate mix of labour and machines, with a preference for labour where technically and economically feasible, without compromising the quality of the product".

While the DPW coordinates the entire programme and the infrastructure sector along with the DoL, it also funds interventions so that they meet the required training for the employed beneficiaries of the EPWP projects (EPWP, 2015). The DPW coordinates the EPWP committee for training along with representatives of all the sectoral coordinating departments (Phillips, 2004). The budget needed for the successful implementation for the programme is taken from the budget of line function municipalities and departments. According to the DPW (2015), for each implementation phase of the EPWP R15 billion of the conditional infrastructure grants which will be allocated to municipalities and provinces over the ensuing cycle of the programme, that is, a cycle of five years. Furthermore, R4 billion is always reserved in every phase of the implementation of the programme (2009 to 2013) for departments in the environmental sector over a period of five years with at least R600 million to be allocated to the social sector over the same period (Department of Public Works, 2015).

Given that there could no longer be a special fund for poverty relief or employment creation programme, EPWP programmes and projects had to be funded from the budgets of line function municipalities, provinces and departments (Phillips, 2004:17). The programme in fact repositions the line function budget so that government expenditure results in more work opportunities, mostly for unskilled labour (Department of Public Works, 2015). The EPWP is in other words funded by the line function budgets for departments, provinces and municipalities in accordance with a multi-year system that ensures a steady flow of government investment in identified service areas (Department of Public Works 2004:19).

The programme is regulated by several policy frameworks. Firstly, the programme is structured by the Constitution of South Africa Act, no 108 of 1996 (See South Africa, 1996), which stipulates the Bills of Rights in Chapter 2 and points out the equal rights that all South African citizens enjoy

regardless of race or gender. This Bill of Rights is South Africa's democratic cornerstone. It safeguards the rights of all individuals and affirms the democratic principles of human dignity, freedom and equality. The programme employs the act by providing work opportunities for all the individuals despite their gender, race and disabilities.

The programme is also regulated by the South African code of good practice for employment and conditions of work for special public works programmes, which sets and guides employment targets for the of the youth, women and people living with disabilities on EPWP projects. This condition is given in terms of the Basic Condition of Employment Act, no. 87(2) of 1997. Mkhathswa-Ngwenya (2016:70) argues that "it also provides good practice guidelines to all stakeholders involved in EPWP in respect of working conditions, payments and rate of pay, disciplinary and grievance procedures". It further promotes a common set of good practices and minimum standards in employment practices (Mkhathswa-Ngwenya, 2016:70). This code provides guidelines for the protection of the workers engaged in the EPWPs by taking into account the importance of their basic rights, resource implications for government and the objectives of the programmes.

The Skills Development Act, no 97 of 1998 (See South Africa 1998) promotes skills development and trade. Section 3 of this Act stipulates that it aims to provide an institutional framework to devise and implement national, sector and workplace strategies to develop and improve the skills of the South African workforce; to integrate those strategies within the National Qualifications Framework (NQF) to provide for learnerships that lead to recognised occupational qualifications; to provide for the financing of skills development by means of a levy-financing scheme and a National Skills Fund; to provide for and regulate employment services; and to provide for matters connected therewith.

The Skill Development Act mentioned above, aims to improve the skills of the South African workforce and enhance the level of investment in education and training on the labour market. It wants to increase the return on that investment, while encouraging employees to engage in learning programmes and rectifying the mistakes of the apartheid government by redressing those disadvantaged through education and training. It aims to ensure that the learning quality improves in the workplace.

Consider also the Labour Relations Act (LRA), no. 66 of 1995 (see South Africa 1995), which stipulates and emphasises the responsibilities and roles of employers and employees regardless of whether they are employed full time or part time. The aim of this Act is to enhance economic development, labour peace, workplace democratization and social justice through the fulfilment of its main purposes. The key objectives of the Act are to give effect to responsibilities experienced

by the Republic as a member state of the International Labour Organisation (ILO), while it regulates the fundamental rights presented by Section 27 of the Constitution. The Act provides a framework within which workers and their trade unions, employers and employers' organisations can collectively negotiate wages, terms of employment and other matters of mutual interest, and formulate industrial policy (Labour Relations Act, no. 66 of 1995).

The Government Gazette Division of Revenue Act, no 5 (DORA) 2004 regulates the use and clarification of different grants such as Provincial Infrastructural Grants (PIG) and Municipal Infrastructure Grants (MIG) (Mkhatshwa-Ngwenya, 2016:70). The programme will continue to exist until its medium to long-term goals are achieved, of lessening unemployment and improving the lives of the people by alleviating poverty, creating employment for the unemployed and contributing to skills development. The programme was implemented in a way that it will involve the use of line function budgets with the intention of using government expenditure to create more work opportunities. Therefore, the programmes of the EPWP are funded by means of the normal budget process by means of line function budgets of municipalities, departments and provinces.

3.3 The role of the EPWP

The ANC holds that there should be a large scale increase in the use of labour-intensive processes to reduce unemployment and address infrastructure backlogs in disadvantaged areas (McCutcheon, 2018). In June 2003, the GDS agreed that the EPWPs can provide income and poverty relief through the provision of temporary employment for the unemployed to carry out socially useful activities (EPWP, 2018). The programme is designed in such a way that it will provide participants with work experience and training, which would enhance their ability to earn a living once they have participated in the programme (McCutcheon, 2018).

The EPWP is designed as a broad framework that allows for a diverse range of existing programmes to function under it (Department of Public Works, 2013). The aim behind designing this framework is to promote and develop the existing practices and expand their function. Therefore, as indicated in the previous chapter, the key roles of the EPWP are to create employment, alleviate poverty and to promote skills development (Triegaardt, 2006:8). The immediate challenge is therefore to ensure that current targets are met. The EPWP operates as a national intervention programme which covers all the State-Owned Enterprises (SOEs) and spheres of government (McCord, 2005:566). The government spheres that the programme spans include the sectors centred on infrastructure, society, environment and the economy. This chapter, therefore, discussed into detail poverty alleviation, employment creation, skills development and the regulation and management of the at local level.

3.3.1 Poverty alleviation

Researchers from various fields have suggested that poverty is the root cause of the challenges that the post-apartheid government is encountering (Kobokana, 2007:1). Lewis (2017:3) points out that, in the new South African democracy, poverty alleviation is the stated policy, which commits the government to this goal. Mushongera, Zikhali and Ngwenya (2017:279) argue that, despite the policy implementation and legislative interventions that were introduced in the democratic South Africa, poverty alleviation and the reduction of inequality remain the key challenges that the government is still facing. The post-apartheid government of South Africa has focused on poverty alleviation to such an extent that it is communicated in policies and legislation pieces, such as the South African International Development Plan and RDP of 1994 (RSA, 1994) (Mushongera, Zikhali & Ngwenya, 2017:279). Thus, poverty alleviation is a central objective in the NDP of 2030 which was published in November 2012.

The Human Science Research Council (HSRC) conducted a South African Social Attitude Survey (SASAS) in 2005 which indicated that after years of democracy, most of black Africans still perceived themselves as lacking enough income and food to survive (Davids & Gouws, 2013:1202). In addition, Lund (2008) argues that, since 1994, living conditions are challenging against a background of major socio-economic investment since 1994, since when ANC has led the democratic elected government. Government has addressed economic growth as a key measure of poverty alleviation and have been using budgets to pursue these objectives through the provision of social wages by means of temporary employment (StatsSA, 2013). According to Mushongera et al. (2019:279), “these social wages constituted around 60% of total government spending in 2013 and was used towards the previously disadvantaged, and marginalized communities with no access to basic services under the free basic services programme and other social protection initiatives”. Mushongera et al. (2019:279), further highlight that free services provided to the people by the government such as access to electricity, sanitation, water and refuse removal, whereas social protection mainly constitutes social grants covering several areas such as child support, old age, social relief and disability.

The former president of the ANC, Thabo Mbeki, pointed out that the South African government took a leading role in raising awareness of the challenges of poverty by means of the EPWP (Moyo, 2013:41). According to Mkhathswa-Ngwenya (2016), the EPWP is a government intervention and a multi-stakeholder national strategy for addressing the triple threats of inequality, poverty and unemployment, by creating employment opportunities for the unemployed in addition to skills development. The strategy involves alleviating poverty for a minimum of one million individuals of which at least 40% are women, 30% youths and 2% people with disabilities (Department of Public Works, 2004:15).

Thus, the central objective of the EPWP is to alleviate poverty by training its beneficiaries see Department of Public Works (2005:78), also stating that, “the EPWP addresses poverty through two mechanisms which are cash payment to participants and the provision of assets and services, which have indirect effects on household and community well-being”. In the event of paid income, beneficiaries of the programme earn wages that will change their livelihoods. Furthermore, the monthly income (although it is for a brief period of time) induces stabilisation by enabling household consumption to smooth, while reducing vulnerability of the beneficiaries (Department of Public Works, 2005:78).

3.3.2 Employment creation

The most urgent priority of the government in South Africa is to create employment, halving the high unemployment rate of the country (EPWP, 2008:13). This is seen as the long-term goal as is evidenced in the GDS theme of 2003, highlighting that there should be more jobs, better jobs and decent work for all. Therefore, the present section will focus on the EPWP’s role in addressing unemployment.

Evidence suggests that the official unemployment rate of South Africa is on the rise (StatsSA, 2019), intensifying the urgent need to tackle the crisis. Statistics indicated that there were 4.4 million unemployed individuals in September 2006 (StatsSA, 2009). Among the 4.4 million, 3.9 million were black Africans, while an estimated 3.2 million represented discouraged work-seekers who have given up on looking for employment (StatsSA, 2009). In addition, from 2008 to 2018 the South African unemployment rate raised from 21.5% to almost 28.0%. According to StatsSA (2018), “the main hiccup lies with individuals that have been unemployed for longer periods and still do not find any form of employment”. According to the Labour Force Survey, in 2018, almost 6.2 million South Africans were not employed, while 4.3 million of those individuals were unemployed for more than a year (StatsSA, 2019). In ten years between 2008 and 2018, the unemployment rate increased from 1.7 million to 2.6 million. As a result, the number of people who are unemployed increased by 9.4% in 2018, from 59.4% in 2008, to 68.8% in 2018 (StatsSA, 2019).

The governmental strategy to lessen unemployment involves increasing the country’s economy and increasing employment opportunities. This will ensure that the total number of employment opportunities created exceeds the total number of entrants into the labour market, while improving the skills and qualifications of the workforce. The initiative has also been seen as a strategy that will increase skilled employment opportunities. According to Phillips (2004:2), these programmes will go beyond addressing unemployment they will also alleviate poverty as short to medium-term government interventions. However, Phillips (2004:2) argues that these programmes should be

regarded as complementary to social grants, and not entirely as an alternative strategy to social grants, because the programmes are not able to provide for all who are in need.

The Government took the initiative of using the EPWP as a tool and a strategy of creating employment, once more, in the sectors of infrastructure, environment, society and private entities. The infrastructure sector has been identified as the main generator of employment for the EPWP, with the target of creating 900 000 jobs over a period of five years (Department of Public Works, 2005:12). Hemson (2008) highlights that the EPWP can be perceived as the hope for alleviating high unemployment rates. Nzimakwe (2008:210) argues that the launch of EPWP is regarded as the “flagship of employment” for the government, as it sets out to present individuals with temporary work opportunities and, along with training, enables employment seekers to access more employment. The programme was considered to be sufficiently large during the second phase of its implementation to have a substantial impact on the problem of mass unemployment. Hemson (2008) further argues that the hope of mass employment in this country rests on such public programmes for the provision of jobs. This second phase was launched in 2009 with the intention of creating 4.5 million job opportunities across all EPWP sectors and non-state entities (EPWP, 2014:3). Programmes of this nature can equip people with skills such as building and plumbing to be able to create small establishments and find permanent employment.

Therefore, EPWP might be economically used to simultaneously achieve the following objectives: Providing public services, reducing alienation, temporarily increasing household incomes, providing people with valuable experience of the workplace and increasing skills levels for people to enter the workforce.

3.3.3 Skills development

One of the major contributing factors of high unemployment in South Africa is the lack of experience and skills among the unemployed (Bokolo, 2013:1). In South Africa job opportunities in the occupation categories that require high-level specialist skills have been significantly increased (Thwala, 2011). Employment opportunities for semi-skilled and unqualified workers are declining. This is due to the fact that the labour market increasingly demands highly skilled labour, while the demand for semi-skilled and unqualified labour is gradually declining because of the shift from (Thwala, 2011) labour intensive modes of production to capital intensive ones (Thwala, 2011), which suggests that employment opportunities might be declining for semi-skilled and unskilled workers.

In 2014, StatsSA provided a skills development report for the period spanning 1994 to 2014. Skilled workers were found to be numbered at 1.8 million in 1994, semi-skilled workers at 4.2

million and low-skilled workers at 2.9 million in 2014 (StatsSA, 2015). It was later found that the number of skilled workers rose to 3.8 million indicating an increase of 108% in 2014 (StatsSA, 2015). The number of semi-skilled workers had increased by 66% between 1994 and 2014 with 7 million. Low-skilled workers had increased by 49%, standing at 4.3 million in 2014, yielding a total number of 15 million employed individuals (StatsSA, 2015).

Given this background, it is important when implementing a skills development programme to ensure that training equips beneficiaries with relevant skills that will enhance their chances of employability. Those skills should range from physical to computer-based skills that will allow them the opportunity to find employment or even create employment opportunities for themselves. Nyoka (2016:18) defines training as giving employees the skills needed to maintain improved performance of their jobs. Therefore, training involves greater understanding among employees around the enhanced performance of their duties. McCord (2015:566) argues that the beneficiaries of such programmes need to acquire relevant skills that will allow them to perform their daily tasks effectively and become productive in what they do. Regardless of whether training is formal or informal, it has to close the skills gap for better performance of the beneficiaries and success of the project. Furthermore, training can be perceived as a characteristic of good management. Dessler (2016) indeed point out that training is a feature of good management and a task that managers ignore at their peril.

Evidence suggests that skills development improves participants' knowledge levels (Gehrke & Hartwig, 2018:118). However, Lieuw-Kie-Song (2011:13) argues that the extent to which knowledges can be translated into higher income is dependent on the demand for these in the economy. According to the World Bank (2015), evidence suggests that training has had a positive impact on beneficiaries, as 64% among those that have been trained since 2010 in Ethiopia were either self-employed or employed by other organisations.

The EPWP aims to respond to the crisis of inadequate skills by providing training programmes that will enhance skills development. Phillips (2004:13) states that "the EPWP has the potential to make a modest contribution to employment creation, poverty alleviation and skills development". It is argued that the EPWP's policy framework focuses on skills development as of great importance, since it will contribute to the sustainability of the public-works (Phillips, 2004:13). To invest in the career/ development of an employee, each project needs to identify the best possible training methods. The assumption is that those who are unemployed and involved in the programme will be provided with skills that will help them meet the required demand for skilled labourers. The RSA Government Gazette No. 34032 (2011) therefore rightly states that training is considered to be an important component of the EPWP. The beneficiaries of EPWPs are encouraged to undergo a clear training programme that seeks to improve their skills around

whatever obstacles they need to overcome in order to complete assigned activities (Nyoka, 2016:18).

Skills development and training are most likely to improve participants' employment prospects especially if the training is relevant to required needs of the labour market and is of appropriate quality and duration (Gerkhe & Hartwig, 2018). In other words, training provided by the DPW might or might not necessarily lead to an increased employment rate in the short or long-term, depending on the duration and quality of training. For example, an EPWP programme that was perceived as failing to provide quality training was the Early Childhood Development Programme (Pareeze & Budlender, 2016:37). The programme was implemented as part of the EPWP skills development initiative, and it was also implemented as an avenue for employment creation prioritising women from poor communities. However, in practice, this programme focused on offering training for women, rather than creating employment (Pareeze & Budlender, 2016:37). This confirms that identifying specific skills shortages is important in any industry. The recognition of required skills will play an important role that will enhance national economic growth and the creation of job opportunities for the poor.

EPWP training programmes are funded by the national skills fund by the DoL. The NSF supports the training programmes worth a total of R259 million of which R200 million is approved for short courses, R52 million for learnership programmes and R 7 million for artisan development programmes within the EPWP during each phase of the programme (EPWP, 2014:2). The EPWP strives to provide accredited training to its beneficiaries in the form of skills development programmes, learnerships and artisan development. Skills programmes are occupationally directed, comprising a pre-registered cluster of unit standards. Learnerships are seen as structured learning programmes within a specific industry and are based on unit standards. Artisan development is a systematic training procedure that includes practical, workplace and theoretical learning modules offered in designated trades to achieve artisan status (Department of Public Works, 2013:1).

3.3.4 The marginalised group

The reality is that most victims of poverty and inequality originate from marginalised groups (Holloway, Rickwood, Rehm, Meyer, Griffiths, & Telford, 2018). South Africa experienced economic growth after the apartheid era whereas this did not translate into the creation of job opportunities for black people with disabilities, youth and women. Marginalised people do not necessarily benefit from economic growth, as those with low levels of education and skills remain excluded from the active economy of the country. Development challenges mostly affect women, youth and people with disabilities, as mentioned. The South African government's response is

contained in the initiative of the EPWP as a programme and a strategy of alleviating poverty among these vulnerable groups, and the strategy involves taking an important step regarding removing the marginalised from the pool of unemployed.

Implementation of the EPWP therefore addresses challenges that mostly affect vulnerable groups involved in the introduction of the NPWP in 1994 (Development Bank of South Africa, 2011:6). The main aim of this programme was to alleviate poverty by creating employment and generating income for the marginalised groups. This initiative was a nationwide programme aimed at drawing significant employment for women, youth and people with disabilities, so that they could also gain skills to acquire permanent employment upon participation in the programme (Development Bank of South Africa, 2011:6). These groups indeed are the official targets for South Africa's public works programmes. Each programme should consist of 40% women, 30% youth and 2% disabled people (McCord, 2003:16).

3.3.4.1 Women

Employment creation is another way of increasing income, quality of life, empowerment and the well-being of individuals. However, job opportunities tend to be limited for women, and employment support follows the same trend brought forward by the apartheid government of social excluding women. Despite legislative improvements in recent years and international recognition of the need for employment to address poverty among women, a conspicuous lack of empowering women towards reducing inequality and poverty exists.

Nearly 51% of South Africans lived in households that fell under the poverty threshold in 2011 (StatsSA, 2011:29). When all the employees of South Africa who were in paid employment had monthly earnings of R2800", while the median monthly earnings for men was higher at R 3033 and that of women lower at R2340 (Mohapi, 2013:645). StatsSA (2019:78) has indicated that almost 9 048 women were unemployed and had no formal education or training in the first quarter of 2019 within the labour market activities of persons aged 15-64 years. More than four in every ten young females were not employed in the first quarter of 2019 (StatsSA, 2019:8) and women earned only 77.1% of what men earned.

Men are favoured by labour markets and are most likely to be paid more. As indicated by the Quarterly Labour Force Survey, the South African unemployment rate has remained relatively high since the year 2008 (StatsSA, 2018). Compared to the first quarter's 23.2%, the unemployment rate increased to 27.2% in the second quarter of 2018 (StatsSA, 2018). According to StatsSA (2018), the unemployment rate was even higher and increased from 30.9% in 2008 to 37.2% in 2018. On all accounts of both of these rates, women had higher rates when compared

to men. The unemployment of women was 29.5% in the second quarter of 2018 compared with 25.3% of men (StatsSA, 2018). Based on the reports of the expanded unemployment rate, the rate of unemployed women was 7.5% higher than that of men.

South Africa Statistics (2014) pointed out that 52% of the South Africans who were unemployed were female and a higher percentage of this number resided in rural areas. The number of unemployed rural women drastically differs from one population group to another. In addition, 75% of South African black women resided in rural areas, compared with just 17% of the women being coloured women and 8% of white women (Ngho, 2013:2). Rural women's unemployment rate for all the groups of the population is 53% compared to 47% of urban women. This is because these women lack access to basic services and other opportunities. Furthermore, unemployment among rural African women is 56% compared to 31% among rural coloured women and 13% among rural white women. The statistics above indicate that most black women continue to reside in rural areas under extremely poor conditions.

As a result, the EPWP took into consideration gender diversity by targeting 40% of women as beneficiaries on its first phase of implementation. It set a target of creating 6 million work opportunities across all spheres of government during the course of phase 3 (which is for 5 years, up to March 2019) with the target of women increasing to 55% (Moletsane, Reddy, Ntombela, Wiebesiek, Munthre, Kongolo & Masilela; 2010). According to Moletsane et al. (2010), labour research services explored the impact of the EPWP, and found that, while experiences of the projects were positive in such a way that both women and men received work opportunities and training, gender discrimination had to be consistently challenged and monitored.

3.3.4.2 Youth development

In 2014, it was found that across the world 200 million people were unemployed and experienced high levels of poverty while, in that number, 75% was youth (International Labour Organization, 2014). It is no wonder that youth development has become a main priority across the world. According to the DoL (2012), this age group comprised 75% of the unemployed population in 2012 and was amongst the worst affected population by the recession of 2008/2009.

In South Africa, youth unemployment has therefore also become a critical priority. Youth is defined as individuals from the age group of between 14 years to 35 years old; the upper age limit is higher because of historical imbalances of the apartheid era (National Youth Development Agency, 2016). According to StatsSA (2012), this age group comprised 71% of the country's population in 2011. One could argue that youth unemployment is the challenges that this country is trying by all means to address. According to StatsSA (2019:8), the burden of unemployment is

centred amongst the youth as they account for 63,4% of the unemployed group in the first quarter of 2019. In other words, nearly four in every ten young people in the labour market were not employed, with an unemployment rate of 39.6 among this group in the first quarter of 2019 (StatsSA, 2019:8). It has rightly been stated that “the country’s unemployment crisis is seen as a youth unemployment crisis in particular” (National Union of Metalworkers of South Africa, 2014). According to the Development Bank of South Africa (2011:6) the challenge is that youth unemployment has not been absorbed even after the government took the initiative of introducing programmes that were meant to assist in this.

There are significant opportunities to engage the unemployed and less skilled youth in labour intensive programmes with a view to enhancing their chances of finding permanent employment. The EPWP’s target margin for unemployed youth is 30%. Thus far, the majority of participants across all programmes in each phase of implementation have been unemployed youth. However, evidence suggests that these programmes are less attractive for the youth and are perceived as not being designed for them, so that the programmes fail to address their aspirations (Nkuna, 2018:16).

The NYS programme was implemented within the parameters of the EPWP to address youth unemployment. According to the DPW (2008:33), “the NYS focuses on training youth (between ages 18–35) in artisan trades in the built environment using projects implemented by both the national and provincial Departments of Public Works”. Within the programme, youth is trained in various disciplines such as plastering, painting, carpeting, plumbing, bricklaying, electrical work and carpentry. The beneficiaries are also trained in accredited life and entrepreneurial skills that will equip them to start their own businesses or, alternatively, meet the entry levels of employment (Department of Public Works, 2008:33). The programme also assists in facilitating exit strategies for the youth on completing the programme. These strategies include placing youth at Further Education and Training (FET) colleges, with contractors and within workshops of the NDPW for further training (Department of Public Works, 2008:33). The idea is that beneficiaries use these skills acquired from the programme to find employment or even create employment opportunities by creating their own companies.

3.3.4.3 People with disabilities

A minority group that comprises people with disabilities has not been prioritised by the government. However, the government introduced a policy that acknowledged people with disabilities as a priority targeted group 15 years ago, in 2005, with the intention of improving their lives. According to the International Labour Organisation (2015) “the government has, for

example, opted for applying a quota system in labour legislation that facilitates employment of people with disabilities”.

The position of people with disabilities when entering the workforce is further limited by a lack of employment provision and preparation. Researchers suggest that the disadvantages of people with disabilities in the provision of employment is rooted in the denial of opportunities to participate in education as a minor (Milner & Kelly, 2009:48). Thus, access to early primary and secondary education, including vocational training for life skills that are available to other children, are often not offered to children with disabilities. Thus, the educational system fails to prepare youth with disabilities for the world of employment, aggravating their lack of skills, while giving employers the impression that it is justifiable to discriminate against these people (Roggero, Tarricone, Nicoli & Mangiaterra, 2006).

It has been demonstrated that South African programmes in the public sector continue to fall short when it comes to employing the disabled population by Lawson et al., (2017:269), who further aver that this confirms that South Africa lacks policy implementation of initiatives that would address the needs of the disabled in terms of creating employment. In 2007, South Africa approved and signed the United Nation Convention (UNC), acknowledging rights of people with disabilities, while pledging to protect the rights of disabled individuals to work on an equal footing with others. Engelbrecht, Shaw and Van Niekerk (2017:7) state that another objective of the UNC was to improve the lives of the disabled by creating opportunities that would allow them to gain a living by working freely in existing labour markets that are perceived to be open, accessible and inclusive. Even with this policy in place, South Africans with disabilities still navigate “poor health and social attitudes in their quest to become employed in addition to lack of skills and availability of jobs” (Engelbrecht et al. 2017:7).

Although the South African government took the initiative of implementing special schools for the disabled, it is argued that preparation of the disabled for the employment world as conducted within these schools is not sufficient for successful entering into the job market. Steyn and Vlachos (2011:25) further found that, “although the Department of Education offers a special education curriculum in schools for Learners with Special Educational Needs (LSEN), vocational training as a channel for work transition is not a focus of this curriculum”. As a result, career services in special needs education for the disabled remains limited in a way that the transition to employment is also limited from such schools.

The National Skills Development Strategy (NSDS), jointly with the DoE and DoL, perform weakest in its fairness when it comes to targeting people with disabilities, as demonstrated by a study conducted by the HSRC in 2009, whereby it was found that enrolment for the disabled in the

NSDS programmes was extremely low, at less than 1%, and no data was reported for the outcomes and enrolment of people with disabilities (Thwala, 2011:6015).

Also, the NDPW failed to provide employment for the disabled by means of the EPWP (Engelbrecht et al., 2017). One of the objectives of the EPWP is to promote marketable skills and productive employment among historically disadvantaged people, as mentioned, certainly and supposedly including the disabled (International Labour Organisation, 2015). It was found that only between 0.001% and 0.003% of people with disabilities were employed by means of the EPWP in 2014, despite the set target of 2% among 4.5 million people with disabilities (Engelbrecht et al., 2017).

Information about people with disabilities is scarce. As a result, statistics about this group are reported as part of general disability statistics, as indicated by the DoL itself “current employment statistics in South Africa reflect 1.2% of the workforce as people with disabilities, with no indication of the proportion of youth with disabilities” (DoL, 2015). Groce (2004:14) argued that people with disabilities have been ignored in development processes, especially in the past. This population is often unemployed or earns less when compared to their non-disabled counterparts (Engelbrecht et al., 2017:7). It has been found that they are last to be employed and they have few development opportunities even when they are well educated. Furthermore, this marginalised group enjoy less job security, take longer to find a position and have a reduced prospect of advancement when compared to their peers with no disabilities, even when they hold the same levels of education (Engelbrecht et al., 2017:7).

The high unemployment rate of people with disabilities is also shaped by government policies that are not implemented successfully (Roggero et al., 2006). According to Engelbrecht et al. (2017:6), “the changing nature of employment, global challenges for disabled workers, and the role of the state and trade unions need to be reconsidered in transforming the global capitalist economy to allow people with disabilities to participate in the economy”. They further argue that failing this will lead to current labour markets remaining exclusionary in nature, continuing to support the mainstream of unemployment, leading to a situation where poverty will mostly continue to impact on people with disabilities.

3.4 Regulation and management of the EPWP at local level

For the EPWP to be successful, local, provincial and the national government must work together. Local governments have a number of roles: Firstly, they are responsible for the advertisements calling on contractors to apply for learning programmes, which are released in local journals or conveyed through community forums to prospective learners once all legalities between the

municipality, DPW and Construction Education and Training Authority CETA have been finalised (Department of Public Works, 2008:29). Provincial departments or municipalities identify and allocate appropriate projects for these opportunities. A district municipality delegate is accountable for the management of the programme at the district municipal level and shall also convene with the District Municipal Steering Committee (DMSC) (Department of Public Works, 2008:29). The DMSC consists of senior officials of local municipalities within district municipalities, representing all relevant EPWP departments within municipalities. DMSC further comprises officials from the Provincial Coordinating Department (PCD), the EPWP Programme Manager and anyone else involved in the programme (Department of Public Works, 2014:11).

This DMSC evaluates and monitors the progress of the programme in the district municipalities across all sectors. The committee identifies challenges associated with the implementation of the EPWP and reflects on possible solutions within the municipality, part of which is to identify best practice. The DSMC reports back to the provincial steering committee on the progress and outcomes of the programme. The committee furthermore addresses any issues around planning, implementation, designing and technical support brought forward by the sector or municipality (Department of Public Works, 2014:11).

In their turn, municipalities have the responsibility of identifying projects within the EPWP that may possibly absorb local labour, and outline these by means of labour-intensive processes. The DPWP has distributed framework guidelines to municipalities and other stakeholders of the industry for the labour-intensive design of infrastructure. The guidelines stipulate that, under the EPWP, all municipalities and parastatals engaged in the provision of infrastructure must take measures to ensure that projects are technically and economically sustainable, while improving employment creation around programmes involving infrastructure (EPWP, 2009:14). In addition, management of EPWP projects rests in the hands of the municipalities, which are responsible for ensuring that the programmes are successfully implemented. They are also required to report on important indicators around the EPWP to the DPW by making use of the monitoring and evaluation systems that are in place. The DPW also puts in place provincial managers to oversee the projects and coordinate the EPWP provincially. All provinces have municipal or provincial structures responsible for managing and monitoring the implementation of the EPWP. These reports indicate that “the evaluation of the EPWP as a short- to medium-term measure was imperative in order to mitigate the adverse social, political and economic consequences of the high and growing levels of unemployment” (EPWP, 2009:58).

Local governments also play an important role, namely, to mobilise community action in planning and implementing EPWPs. District level managers are crucial to linking services to community-based initiatives and integrating programmes into existing community services and facilities.

3.5 Conclusion

The process of transition in South Africa was accompanied by the implementation of policies aimed at rectifying the mistakes of apartheid. The transition was also accompanied by development programmes such as the EPWP. The main aims of the programmes were to address poverty, unemployment and skills development. In doing so, an EPWP targets marginalised groups, as mentioned. The programme aims at including at least 40% of women, 30% of the youth and 2% of people with disabilities. The perception is that the programme can alleviate poverty and unemployment by creating temporary employment opportunities for the poor. In addition, the programme provides training programmes for skills development to enhance employability for the beneficiaries on completion of the programme. Lastly, for the programme to be successfully implemented, national provincial and local municipalities play significant roles, as expounded briefly above. Local municipalities also play important roles such as recruiting beneficiaries to ensure the successful implementation of the programme at the community level. In view of this, the subsequent chapter of the present study will outline the methods to be adopted to evaluate the programme. The programme will be evaluated against the aspects mentioned in the present chapter, centred on poverty alleviation, employment creation, skills development and targeting the marginalised.

CHAPTER 4: RESEARCH METHODOLOGY

4.1 Introduction

This chapter discusses research methodology, as stated in the objective in Chapter 1. Research methodology can be defined as procedures, methods and techniques utilised in the process of implementing a research plan or design, as well as the assumptions and principles that underlie their use (Babbie & Mouton, 2004). This includes the research approaches, design and data collection methods to be applied. For the collection and analysis of data research designs, data collection methods and analysis techniques were used. Therefore, the present chapter outlines the study's research methodology.

Data collection took into consideration the theoretical guidelines provided by the ST and the LFA, as has been mentioned. For the purpose of this, the ST and the LFA were employed to evaluate the EPWP. The main purpose of the study is to evaluate the EPWP with the intention of determining whether it managed to achieve its objective or not. In doing so, the study gathered the experiences of beneficiaries participating in the programme and collected perceptions of community members.

4.2 Research approach

The study is characterised by employing quantitative and qualitative research approaches to critically evaluate the EPWP in terms of the objectives mentioned above. This was because evaluation required in-depth understanding of the internal experiences of the EPWP beneficiaries and the general perceptions of the members of the affected JB Marks communities when it came to the EPWP. The mixed method approach provided the possibility of triangulation, which improved reliability of the data obtained from the beneficiaries of the EPWP and the community members by means of an outcome-based evaluation process. Bryman (2012:713) has found that mixed method research is increasingly employed and describes a research method that combines the use of quantitative and qualitative approaches. According to Denscombe (2008:272), the mixed method approach is used as a means of avoiding biases intrinsic to a single research approach; the latter might have been the case when only one approach was to be employed. A mixed methods approach suited the present the study, since it contributed to the provision of richer detail and in-depth insights around the outcomes of the EPWP programme. By blending the quantitative and qualitative research the study ensured a deep, extensive and general understanding of the objectives of the programmes.

Quantitative research places emphasis on quantification in the collection of data and analysis. It is deductive and objective in nature as a research strategy and includes a natural science model of the research process, as influenced by post-positivism, even as quantitative researchers do not always agree with this deductive, objectivism and the incorporation of natural science models (Bryman, 2012:715). Post-positivism offers a different perspective that moves away from the narrow one entertained by positivism by altering it to a more comprehensive way of looking at real-world issues, as indicated by Henderson (2011:342), who further avers that “post-positivism suggests that the social sciences are often fragmented, that knowledge is not neutral (and really never has been), and that all knowledge is socially constructed”. Therefore, quantitative research is not necessarily objective to the extent that absolute truth can be yielded from claims of knowledge when studying human behaviour (Creswell, 2014:36).

In its turn, qualitative research commonly emphasises interpretation rather than quantification in data analysis and collection (Bryman, 2012:714). As a research strategy, it is constructive, interpretive and inductive, although qualitative researchers do not always conform to all three of these features. Since the study uses a mixed methods approach, it is important to indicate that there are three different types of this kind of approach. According to Creswell (2014:268), these three basic approaches are “convergent parallel mixed method design, explanatory sequential mixed method design and exploratory sequential mixed method design”. Convergent parallel design has to do with employing quantitative and qualitative designs for collecting data and using both designs to generate results about how the programme is perceived and implemented (Getler, *et al.*, 2016:16). Explanatory sequential design is characterised by conducting a quantitative research design for collecting data and analyses of the results, and then building on the findings to explain the results in-depth by using a qualitative research design. In other words, when using the explanatory sequential design “the qualitative data is collected and analysed second in the sequence and help explain, or elaborate on, the quantitative results obtained in the first phase” (Ivankova, Creswell & Stick, 2006:5). In its turn, an “exploratory design is the reverse sequence of the explanatory design” (Creswell, 2014:44). It starts with a qualitative phase followed by a quantitative phase. For the purpose of this study, a convergent design was applied, as quantitative and qualitative designs were employed simultaneously.

4.3 Research design

A research design can be referred to as a framework or a plan for conducting a research study in order to address a problem (Babbie & Mouton, 2004:647). Rutman (1984:10) states that “programme evaluation entails the use of scientific methods to measure the implementation and outcomes of programmes for decision making-processes”. With regard to this study, an evaluation research design was employed to critically evaluate the EPWP programme as a transformation

process for yielding positive outcomes. Bryman (2012:341) defines “evaluation research as a type of a research that is concerned with the evaluation of real-life interventions in the social world”. Therefore, an evaluation research design was employed to determine whether the EPWP had managed to improve the livelihoods of the people residing in Potchefstroom.

Tilley (2002:1) highlights the fact that social programmes are evaluated for several reasons. Evaluations are conducted for purposes of programme management, refinement and improvement (Babbie & Mouton, 2004:337). All the purposes of evaluations can be reduced to three main types, namely judgement-oriented evaluation, improvement oriented-evaluation and knowledge-oriented evaluation. The first of these types has to do with the intrinsic value, worth or merit of a social intervention (Babbie & Mouton, 2004:337). It focuses on the outcomes of the project to determine if the social intervention produced the intended results (Babbie, 2011:391). Improvement-oriented evaluation has to do with the improvement of a social intervention. According to Babbie and Mouton (2004:337), this form of evaluation is concerned with the strengths and the weaknesses of a programme and it is also concerned with determining whether a specific programme was properly implemented. Knowledge-oriented evaluation has to do with improving the understanding of how a particular programme operates and how people change their attitudes towards it because of its success and in the community (Babbie & Mouton, 2004:339). The purpose of this type of evaluation is to create new knowledge. It seeks to understand the programme, reduce the risks of failure and uncertainty and enlighten founders and stakeholders of the programmes being evaluated. This study follows the judgement-oriented evaluation, since it is concerned with the outcomes of the EPWP to determine whether it achieved its objectives.

Consider also the four types of evaluation research: needs evaluation, process evaluation, outcome evaluation and efficiency evaluation. Evaluation of needs seek to answer the unmet needs of the population. Process evaluation evaluates the process of a programme to determine whether it was properly implemented (Posavac & Carey, 1992 cited by Babbie & Mouton, 2012:341). Glazer and Erez (1988:5) further indicate that “this type of evaluation is not designed to measure the ultimate attainment of goals, but it specifies the nature of the programme”. Outcome evaluation, also known as impact evaluation, is concerned with programme outcomes. According to Babbie and Mouton (2004:341), outcomes could entail behavioural changes, attitudinal changes and improved services such as those of the EPWP, as concerned with improving service delivery for local communities. This requires follow-ups to ensure the sustainability of the achieved objectives (Glazer & Erez, 1988:5). Efficiency evaluation is concerned with the cost of the project against the benefits that accumulated to the target population. The present study subsequently employed outcome evaluation to determine if the

programme had managed to achieve its set objective based on its outcomes. Based on the evaluation of outcomes, recommendations on how the programme could be improved in the future could be proposed.

For the purpose of this study, the judgement-oriented evaluation was employed to determine if the EPWP managed to achieve its set goals, hence focusing on programme outcomes with a view to the set objectives of the EPWP to determine if outcomes were in correlation with the set objectives or not. In doing so, the researcher took into consideration ST and the LFA, as set out above, to evaluate the programme by examining its goals, purposes, inputs, outputs and the impacts of the outputs on the inputs. Goals were taken to be the objectives of the EPWP. Purposes included that which the EPWP was expected to achieve in development terms, while input referred to the activities undertaken throughout the implementation of the programmes. The output referred to the results of the implementation that impacted the livelihoods of the poor. It was important for the researcher to study the impact of the outputs on the inputs to determine how the project's outcomes strengthened or weakened it.

Lastly, to maintain the judgement-orientation of this study, the researcher employed a survey to honour its quantitative approach. Bryman (2012:716) defines a survey "as a cross-sectional design in relation to which data is collected predominantly by self-completion questionnaire or by structured interview". In contrast, a case study approach was employed for performing a qualitative judgement-orientated evaluation. A case study can be defined as an intensive and a detailed analysis of a single case. To conclude, the study adopted a judgement-oriented evaluation by means of an outcome evaluation concomitant with a critical evaluation of goals, purposes, outputs and inputs of the EPWP in the context of Potchefstroom.

4.4 Sampling

The entire population of Potchefstroom, Ikageng consisted of 26 245 households in 2011 (Census, 2011), making it difficult for the researcher to interview all the houses for data collection. Therefore, the researcher sampled households from the entire population of Potchefstroom where the programme is active and also selected beneficiaries of the EPWP to participate in the study. The process of selecting participants is referred to as sampling. According to Babbie and Mouton (2004:173), an actual sample is selected from the theoretical aggregation also known as the population. In other words, a sample can be regarded as a representation of a population as a subset of it (Etikan, Alkassim & Abubakar, 2015:1). As Chapter 1 has indicated, a sample is a segment of the population that is chosen for research purposes (Babbie & Mouton, 2004:164). For this study, the population came from areas in Potchefstroom where the EPWP was active and community members were aware of the programme. Within the selected population of the study,

100 households were selected further for provision of the general perspective on the EPWP and its objectives. The involvement of community members was motivated by the application of ST, whereby the feedback of the communities played an important role in the evaluation of the EPWP.

By focusing on the awareness of the programme within the different sections of Ikageng, Potchefstroom, the researcher established a sampling frame, of which it is a listing of all units in a population from which a sample has been selected from. For the purpose of this study, the units were held to be community members who were aware of the EPWP located in Potchefstroom, Ikageng (see David & Sutton, 2004:28). The sample frame included community members located in Ikageng block 1 (Known as Defence), block 2 (Vuka), block 3 (Mapetla), block 4 (Queen's town), block 5 (Skoti-corner), block 6 (Ko-Thabeng), block 7 (Matlwang), block 8 (Di two room), Top city, Sarafina, Kanana, Di Loan, Brelin and all the Extensions (6, 7 8 and 11). The sampling process, therefore, involved a multi-stage cluster sampling technique (probability sampling), whereby the primary sampling unit was identified, which did not simply comprise the population units to be sampled but groupings of those sampled (Bryman, 2012:193). According to Bryman (2012:193), these larger groupings of the population units is known as clusters. Therefore, a simple random sampling, which is also a probability sampling, was employed to randomly select households from the different sections of the population. According to Bryman (2012:716), "simple random sampling is a sample in which each unit has been selected entirely by chance". From the population of 26 245 houses, 100 households were randomly selected from clusters. The houses were selected by means of the process of assigning a number to each household from the above-mentioned sections of Ikageng and randomly selecting the houses. Secondly, a purposive sampling technique was employed to sample community members who had knowledge about the programme with a view to completing the questionnaires within the parameters of the randomly selected households. The researcher subsequently scheduled meetings with sampled community members from the households to complete questionnaires.

In order to generalise the acquired findings from the selected sample, the sample must be a good representative of the population (Bryman, 2001:85). A sample of 100 households was convenient for the purposes of a limited study such as the present one. It would have been time consuming and costly if the sample was larger than 100 households. A sample of 100 community members from the randomly sampled households were able to inform the generalisation of the perceptions of community members regarding the programme.

Since the study used a mixed method approach, a snowball sampling method (non-probability sampling) was also employed to select the beneficiaries of the EPWP with a view of acquiring their internal experiences of the programme around the qualitative approach of the study. According to Babbie (2011:208), a snowball sampling is also referred to as accidental sampling.

The researcher collected data from the beneficiaries of the EPWP that he had managed to locate. The research visited the working sites of the beneficiaries of the EPWP to find participants. These participants referred the researcher to other beneficiaries of the EPWP with whom appointments were scheduled. Thus, a total of 30 participants were selected from the EPWP to share their experiences and impressions of the programme.

4.5 Data collection technique

Data collection is the processes of gathering and measuring data from the participants of the study in an established systematic way that enable answers relevant questions (Nyoka, 2016:34). Depending on the nature of the study, data collection instruments may take the form of “tests, questionnaires, inventories, profiles, schedules, frames, grids, examinations, assessments, scales, forms or even instruments” (United Kingdom, 2008:24). With regard to the quantitative method of collecting data in the present study, questionnaires were used to acquire the perspective of the community. A questionnaire was constructed with closed questions regarding the EPWP and its main objectives along with the perspectives of community members on the EPWP. These questionnaires were completed during face-to-face interviews. For the purpose of this study the questionnaire was paper based. A total of 100 questionnaires were provided to the sampled household members for completion, the researcher interviewed each responded and completed the questionnaire. The questionnaire was an hour long. The questions measured the intensity of feelings about the project by means of the 5 point Likert Scale. According to Bryman (2012:166), “the Likert scale is essentially a multiple-indicator or multiple-item measure of a set of attitudes relating to a particular area”. The technique also provided participants with an opportunity of selecting the answers that best described perspectives on the EPWP from the answers provided in the questionnaire. In addition, the questionnaire consisted of open questions constructed from the literature discussed, as in expounded in Chapters 2 and 3. The construction of questions was guided further by the evaluative frameworks of the study: these gave participants the opportunity to evaluate the project comprehensively.

Because the study used a mixed methods approach, a qualitative research approach was also employed. The researcher scheduled semi-structured interviews with 30 beneficiaries of the EPWP to obtain their detailed perspectives on whether the EPWP realised their objectives or not. The interviews were recorded, and the researcher communicated with the responded that the interviews will be recorded before starting with the interviews. The duration of the interviews varied but longest one interview was 27 minutes long. Beneficiaries were asked open-ended questions during interviews, whereby they were asked questions regarding their perspectives on whether the programme managed to realise its objectives. This questionnaire gave beneficiaries the opportunity explains their experiences of the EPWP in detail. These interviews were carried

out using a semi-structured method that allowed participants to be flexible in their responses, as they elaborated further in responding to the questions. Access to participants was gained by approaching them at their workstations to schedule interviews. Thus, the researcher travelled to the worksites of the beneficiaries to conduct the interviews.

Table 3-1 summarises the process in which the frameworks guided the construction of questionnaires. The table illustrates that the conceptual frameworks of the ST and the LFA were followed. It further indicates the manner in which the questionnaire was constructed, as based on the description of the project and relevant indicators. It also summarises the description of the EPWP by taking into account goals, purposes, outputs and activities, indicating the constructions of questions constructed based on the programme's description traits. Finally, it describes achievement indicators linked to the overall goals, purposes, activities and outputs.

Table 4-1: Project description table and related indicators

Project description		Objectively verifiable indicators of achievement
Goal and Purpose	<p>What is the overall broader impact to which the action will contribute?</p> <ul style="list-style-type: none"> ○ Employment creation and poverty alleviation <p>What is the immediate development outcome at the end of the project?</p> <ul style="list-style-type: none"> ○ Skills development ○ Employment creation ○ Poverty alleviation ○ Infrastructure improvement ○ Improving the lives of the poor ○ Improving service delivery 	<p>What are the key indicators related to the overall goal and clearly show that the objective of the action has been achieved?</p> <ul style="list-style-type: none"> • Beneficiaries <ol style="list-style-type: none"> 1. What did the programme change in your social life? 2. What can be commended about the EPWP? 3. What can be critiqued about the EPWP? 4. What must the government start to do in the EPWP that they do not currently do? 5. What must the government stop to do that they currently do in the EPWP? 6. What can the government do more in the EPWP to ensure its the success? 7. What must the government do less in the EPWP to ensure its success? 8. Is the duration of the programme enough to change the livelihoods of the people? 9. Is the duration of the programme is long enough to make a difference to poverty? 10. What can you comment of the EPWP on how it impacted your personal life? 11. What can you comment of the EPWP on how it impacted your social life? • Community Members <ol style="list-style-type: none"> 1. Do you know about the EPWP? 2. How did you hear about the EPWP? 3. How often do you hear about the EPWP?

		<p>4. Do you think the programme is making positive social change in the community? 4.1. If yes, why do you think the programme is making a positive social change?</p> <p>5. What do you think is good about the EPWP? 6. What can be critiqued about the EPWP? 7. What can be commented about the EPWP? 8. What must the government do more in the EPWP to ensure its success? 9. What do you think must be done less in the EPWP to ensure its success? 10. What must the government start to do in the EPWP to ensure its success? 11. What must the government stop to do in the EPWP to ensure its success? 12. Do you think the duration of the programme is long enough for it to change the livelihoods of the poor? 13. Do you think the duration of the programme is enough to ensure skills development? Do you think the duration of the programme is enough to ensure future employment?</p>
<p>Outputs</p>	<p>What are the specifically deliverable results envisaged to achieve the specific objectives?</p> <ul style="list-style-type: none"> • Targeting women, youth & Disabled • Skills development • Employment creation • Poverty alleviation • Utilizing the agricultural sector and facilities to alleviate poverty 	<p>What are the indicators to measure whether and to what extent the action achieves the expected results?</p> <ul style="list-style-type: none"> • Beneficiaries <ol style="list-style-type: none"> 1. Income <ol style="list-style-type: none"> 1.1. Is the income making a difference in the household? 1.2. Is the programme improving/contributing to household income? <ol style="list-style-type: none"> 1.2.1. If yes, what difference does it make? 1.3. The income contributes to the access of health care facilities. 1.4. Is the income enough to pay the municipal fees? 1.5. Is the income contributing to education of the children? 1.6. Is the income sufficient to assist with engaging with friends and not feeling social excluded? 1.7. What do you do with the income? 2. Skills development <ol style="list-style-type: none"> 2.1. Is skills development taking place in the programme?

		<p>2.2. Is the programme building beneficiaries' self-confidence to overcome challenges in getting employment?</p> <p>2.3. Are the skills learned in the programme enough to finding employment?</p> <p>3. Employment</p> <p>3.1. Do you see the programme as an employment opportunity?</p> <p>3.1.1. If yes, why is that so?</p> <p>3.2. Is the programme creating employment opportunities?</p> <p>3.3. Did the programme manage to reach its target of recruiting 40% of women?</p> <p>3.4. Did the programme manage to reach its target of 30% of youth?</p> <p>3.5. Did the programme manage to reach its target of 2% of the people with disabilities?</p> <p>3.6. Are there any employment opportunities coming from the public sector from your participation in the programme?</p> <p>3.7. Does the programme guarantee employment after completion?</p> <p>• Community members</p> <p>1. Do you think the programme creates empowerment for employment after completion?</p> <p>2. Do you think skills development is taking place in the programme?</p> <p>3. Do you think the beneficiaries of the EPWP stand a good chance of finding employment after participating in the programme?</p> <p>3.1. If yes, why do you think skills development is taking place?</p> <p>4. Is the programme contributing the maintenance of infrastructure (such as the patching of potholes)?</p> <p>5. Do you think the programme improved service delivery (such as the taking of waste bins on time)?</p> <p>6. Do you have the impression that the income improves the lives of the beneficiaries?</p> <p>7. Do you think the overall target 40% is applicable to the context of Potchefstroom?</p> <p>8. Do you think the target of 30% of the youth is applicable to the context of Potchefstroom?</p> <p>9. Do you think the target of 2% of people with disabilities is applicable to the context of Potchefstroom?</p> <p>10. Do you think the targets are a best fitting the challenges in the context of Potchefstroom community?</p>
--	--	--

		<p>11. Do you think the programme improves the lives of the poor? 11.1. If answered yes, why? If answered with a No, why is that?</p>
<p>Activities</p>	<p>What are the key activities to be carried out and in what sequence in order to produce the expected results?</p> <ul style="list-style-type: none"> ○ Recruitment processes ○ Paid on time ○ Good mentorship within the programme ○ Follow up sessions after completion ○ Respect ○ Enough tools ○ Tools arriving in time ○ Time schedule ○ Paid by task or schedule. ○ Monitoring the development progress of the beneficiaries ○ Feedback after task completion ○ Exiting strategy ○ Duration of the programme ○ Clothing ○ Toilets ○ Transport 	<p>What are the means required to implement these activities, e.g. personnel, equipment, supplies, etc.</p> <p>Recruitment</p> <ol style="list-style-type: none"> 1. Was the recruitment process fair (in a sense that everyone had an equal chance of being selected to participate in the programme)? 2. When recruitment takes place within the programme, does the information reach the poor communities 3. During recruitment, does the information reach individuals in need of employment? <p>Work</p> <ol style="list-style-type: none"> 4. Were the beneficiaries of the programme treated with respect? 5. Were there any mentorship programmes within the programme? 6. How often are participants given the freedom to voice their opinions with the programme? 7. Did the tools arrive on time? 8. Were there enough tools for carrying out tasks? 9. Was there time schedule? 10. Are beneficiaries paid based on the time schedule? 11. Are beneficiaries paid per task? 12. Are there systems to monitor the development progress of the beneficiaries? 13. Do beneficiaries receive feedback on how to improve after completing a task? 14. Are the beneficiaries receiving clothes to participate in the programme? 15. What are your views on the clothes? 16. Are you happy with the type of clothes provided to you? 17. Is the transport for transporting the beneficiaries to the fields? 18. Is there any provision of toilets for the beneficiaries? <p>Termination</p> <ol style="list-style-type: none"> 19. Are there any follow up sessions from the programme after completion?

		Is there an existing strategy to motivate and honour the beneficiaries?
--	--	---

To ensure that participants understood the questions and that the research instrument as a whole functioned properly, the researcher conducted a pilot study. It is always desirable to conduct a pilot study before administering a self-completion questionnaire or structured interview schedule (Bryman, 2012:263). A pilot study assists the researcher by allowing him or her to ascertain that the questions were properly constructed and that participants understood these. Participants were first asked questions related to outputs and activities of the programme, while general questions, rooted in goals and purposes, were posed last. This allowed participants to comment, critique and provide feedback regarding the implementation of the EPWP. The pilot study assisted the researcher around the identification of areas of the questionnaire that needed to be improved. Judging from the responses to the researcher's reading out of the questions during interviews, the questions were well constructed and effective especially when the researcher was reading out the questions to them during interviews. The researcher obtained a clear picture of how to conduct and schedule interviews. This allowed the researcher to add more suitable questions to the questionnaire and ensure reliability and validity of the data collection instruments.

Eventually, the collection of data was conducted during February and March of 2020. The researcher discovered that community members gave the project a Tswana name, "Epa Wena Popaye", which amounts to mocking of beneficiaries by comparing them to cartoons. At the rescheduling of interviews, participants' understanding of the nature of the interview improved when the researcher referred to the programme as "Epa Wena Popaye". One of the things the researcher experienced when collecting data were that participants, especially community members, responded mostly in Setswana and, during the interviews, the researcher had to translate their responses to English. Sometimes the researcher repeated the responses of the participants in English during the interview for translating purposes.

4.6 Data analysis

Data analysis is an important phase of a study after data collection. According to Mchunu (2015:146), "data analysis entails qualitative or quantitative measurements that involves assigning numbers or labels to phenomenon being investigated and transformation of information (data) into a response to the original question(s)". As indicated, quantitative and qualitative data analysis were employed to interpret the data. These were collected by means of questionnaires and interviews. With regard to quantitative research approach, data were collected using a survey with questionnaires. The statistical programme SPSS was used for analysing the data, which

allowed the researcher to identify, by means of descriptive statistics, the perspectives of community members on whether the EPWP realised its objectives. Descriptive figures and tables were used as tools to depict the analysed numeric data collected through the questionnaires.

In contrast, qualitative data were recorded and transcribed without mentioning the names of participants, as stipulated in the consent form and agreed during data collection. The collected data were analysed according to themes related to the applied theoretical frameworks of the study, once more, ST and LFA. Issues not clarified and covered by these applied theoretical frameworks were subjected to coding as a basic operation in qualitative data analysis. In other words, issues not covered by these frameworks were extracted into clusters and categorised into themes (Bryman, 2012:95). According to Bryman (2012:568), coding assists the researcher to organise data by summarising and categorising these and it helps the researcher to make sense of the data. This process involved the assigning of identification of each category by the use of words. Lastly, these themes were compared to the theoretical underpinnings of the study.

4.7 Ethical considerations

According to Creswell (2013:290), ethical considerations can be regarded as principles and rules prepared to govern scholarly research in the discipline. Ethical rules are used for guiding researchers to find correct and appropriate ways of conducting research by reducing any chances of imposing danger to the participants. The codes of ethical conduct include aspects such as voluntary participation, confidentiality and no emotional or physical harm to be imposed on the participants.

For the purpose of this study, participation was completely voluntary. They were not forced in any way to participate in the study and remained anonymous. No information provided by them was linked back to them or shared with other individuals. The researcher did not practice acts of deception that would have beguiled participants into participating in the study. It was furthermore explained to participants that they could withdraw from taking part in the study at any time, should they not have felt comfortable.

It is important to ensure that ethical dilemmas are avoided during any research project. To avoid these, ethical clearance was acquired from the North-West University's (NWU) ethics committee. The study was approved and received ethical clearance number: NWU-01462-19-A7 on 26 August 2019.

Ensuring that ethical conducts were followed and properly addressed, an informed consent form was presented to the respondents by the researcher to obtain their consent in the research, stating all the ethical codes applicable to the study. Participants of the study were well informed

about the purpose of the research and the correct measures were followed around the voluntary nature of the study.

To ensure that the study remained as confidential as possible, the collected data were kept in a safe at the North West University, Building F13, protected by a password. No other individual had access to data except the researcher. The procedure applied on the safe keeping of the collected data was explained to the participants by the researcher.

4.8 Conclusion

To conclude, this chapter outlined the use of quantitative and qualitative research approaches to conduct an empirical study. As indicated here, the study followed the convergent research design by applying quantitative and qualitative research designs in data collection and analyses. Data were collected from beneficiaries through individual face-to-face interviews and community members through questionnaires. The chapter has explained the way in which empirical data was collected and analysed, providing a basis for the discussion of empirical findings. For data analysis purposes, it has been indicated above, SPSS software was employed for quantitative data and coding was applied for qualitative data. Lastly, this chapter outlined the ethical considerations of the study, indicating that participation was completely voluntary, anonymous and confidential.

CHAPTER 5: DISCUSSION OF EMPIRICAL FINDINGS

5.1 Introduction

The previous chapter discussed the study's research methodology and indicating methods and process in which data was collected from the participants. The present chapter focuses on the empirical evaluation of the EPWP and its implementation in the JB Marks Municipality, Potchefstroom, by analysing the collected data from the community members and the beneficiaries of the programme. As mentioned, the researcher sampled 100 participants from the community to provide data related to their perceptions on the implementation of the EPWP. In addition, the self-experiences of 30 EPWP beneficiaries were examined.

The ST and LFA frameworks informed the data collection strategy of the study, as has been stated, by applying the elements brought forward by the frameworks. For example, the ST model places a strong emphasis on inputs, throughputs or the actual techniques applied in addition to outputs when evaluating a programme. It also focuses on the influence of the outputs on the inputs. The LFA model, on the other hand, as mentioned, emphasises the programme's goals, purposes, inputs, transformation processes and outputs as well as feedback from the community when evaluating a programme. Therefore, the data collection tools of the study took into account all the aspects of the evaluative frameworks of ST and the LFA to determine if the programme managed to implement positive social changes.

While ST and the LFA frameworks informed the data collection strategy of the study, the CA and SLA informed analysis of the collected data. The analysis of the data was informed further by different aspects brought forward by the CA and SLA. For example, the CA is concerned with an individual's ability to achieve various valuable objectives, while taking into account functionings, capabilities, values and agency. On the other hand, the SLA focuses on how people use the resources available to them to forge livelihoods by taking into account aspects such as assets, access to the assets as well as the context, strategies, activities and outcomes. For the purpose of this study, data analysis will be guided by the various aspects of the CA and SLA that centre on the well-being and livelihoods of the people.

The present chapter is divided into three sections. The first section will focus on the analysis of the data collected from community members that constitute the 100 questionnaires. The second will be the analysis of the data collected from the beneficiaries of EPWP, and the third will focus on discussion of the overall evaluation of the EPWP in JB Marks Municipality in Potchefstroom in relation to ST and the LFA as frameworks, and the CA and SLA as theoretical approaches.

5.2 Community survey results

As indicated in the introduction, the first section of this chapter will analyse the data collected from the community members. Frequencies will be measured for every item used to evaluate the programme. This section commences by presenting biographical data of the community members. Subsequently, the perspectives of community members on the implementation of the EPWP will be analysed.

5.2.1 Biographical information

Biographical information assists in getting to know the data before commencing analysis related to the various analytical units. Table 5-1 below represents the demographic profiles of the sample profile that was used.

Table 5-1: Participants: permanent residence in Potchefstroom

	Frequency	Percentage
Yes	92	92%
No	8	8%
Total	100	100%

A total of 92% of participants that participated in the study permanently resided in Potchefstroom; it follows that 8% of did not reside in Potchefstroom permanently.

5.2.2 Sex

Table 5-2 represents the participants' sex.

Table 5-2: Sex of participants

	Frequency	Percentage
Male	36	36%
Female	64	64%
Other	0	0%
Total	100	100%

A total of 36% of the participants were males and 64% female. More females participated because most of the households sampled were headed by females, and they had more knowledge about

the programme. Beyond that, females showed more interest in participating in the study. The responded in the households were not randomly selected.

5.2.3 Age

Table 5-3 indicates the age categories of the participants that participated in the study.

Table 5-3: Age groups of the participants

	Frequency	Percentage
Under 18	4	4%
18-25	32	32%
26-35	31	31%
36-45	14	14%
46-55	14	14%
Over 56	5	5%
Total	100	100%

It is evident from Table 5-3 that 4% of the participants were under the age of 18. The table further indicates that 32% of the participants were between the age of 18 and 25 years old. A total of 31% of the participants were between the ages of 26 and 35. Most of the participants were found in the age group of 18-25 and 26-35, considered to be youth, as has been explained and this could be because they had more knowledge and awareness of the programme than other age groups and that there the age group that showed more interest for participating in the study. Only 14% of the participants were between the ages of 36 and 45 years old. Another 14% belonged to the age group between 46 and 55. Only 5% of the participants were 56 or older.

5.2.4 Current employment

The table below represents the employment status, while taking into account the age groups of the participants.

Table 5-4: Employment status of participants

	Frequency	Percentage
Employed	38	38%
Unemployed, seeking work	45	45%
Unemployed, not seeking work	7	7%
Self employed	10	10%
Total	100	100

A total of 38% of community members that participated in the study were employed. On the other hand, 45% of the participants were unemployed and seeking employment. In addition, 7% of the participants were unemployed but not seeking employment. Lastly, 10% of the community members that participated in the study were self-employed.

In summary, the biographical data points out that the majority of the community members that participated in the study, permanently resided in Potchefstroom, while more females participated, and the majority were found in the age groups of 18-25 and 26-35. Thus, the majority of the participants were youth. Lastly, 52% of the community members that participated in the study were unemployed, and 7% of the 52% were not seeking employment.

5.3 Perspectives of community members on the implementation of the EPWP

This section focuses on the description of the data collected from community members, beginning with the items that measured the outputs and activities of the programme and ending with measures of the items related to the overall broader impact of the EPWP. Most importantly, the construction of these items was guided by ST and the LFA as frameworks, as indicated in the introductory section of this chapter.

5.3.1 Source of knowledge

The first items subjected to analysis were those that measured the participants’ source of knowledge with regard to the EPWP. In other words, participants had to indicate how much or what they knew about the programme, thus reflecting the extent to which information about the programme reached its audience.

Table 5-5: Sources of knowledge on EPWP participants

	Frequency	Percentage
Social media	1	1%
Recruitment Agencies	4	4%
Newspapers	2	2%
Television	3	3%
Seeing beneficiaries wearing EPWP clothes	46	46%
South African radio stations	1	1%
Seeing beneficiaries working on their projects	29	29%
Former EPWP beneficiary	12	12%
Other	2	2%
Total	100	100%

Table 5-5 clearly indicates that 1% of the participants got to know of the programme from social media. A total of 4% of participants' knowledge about the programme came from recruitment agencies. A further total of 2% of the participants got to know about the programme from the newspapers and 3% of the participants enjoyed television-mediated knowledge of the EPWP. In addition, 46% of participants knew about the EPWP from seeing beneficiaries wearing EPWP clothing. Only 1% of the participants indicated that radio stations were sources of knowledge about the EPWP. A total of 29% of the participants knew about the programme by seeing beneficiaries of the EPWP working on their projects. A further total of 12% were former EPWP beneficiaries and 2% indicated that they got to know about the programme through other channels such as working at the municipality and coordinating other activities in the programme.

It is therefore clear that the main sources of information around EPWP were seeing beneficiaries wearing EPWP clothes and seeing beneficiaries working on their projects. However, the data also points out that participating in the programme could also derive from other sources.

5.3.2 Skills development

Skills development is considered to be an imperative aspect of the EPWP, ensuring that beneficiaries gain skills when participating in EPWP projects. The present section, therefore, focuses on measuring frequency centred on items of skill development in the EPWP.

Table 5-6: Community members' perception on skills development in the EPWP

		Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Total	Mean
3.1	Skills Development is taking place in the EPWP.	9%	13%	26%	38%	14%	100%	3.35
3.2	With the acquired skills from the EPWP in hand, beneficiaries can find employment.	5%	7%	29%	45%	14%	100%	3.56
3.3	Skills learned from the EPWP are addressing the demand of skilled labour in particular professions (such as plumbing).	7%	14%	29%	35%	15%	100%	3.37
3.4	Skills learned from the programme can improve livelihoods (means of securing the necessities of life) of the beneficiaries.	3%	14%	22%	45%	16%	100%	3.57
3.5	Skills learned from the programme can encourage more participation of the beneficiaries in future.	4%	8%	21%	40%	27%	100%	3.78

n=100

Table 5-6 indicates that, on average, 52% of the community members agreed that skills development had occurred in the EPWP. The table reflects that 38% of the participants agreed and 14% strongly agreed with this. That said, 9% of the participants strongly disagreed, while 13% disagreed. In addition, 26% were neutral around their response. Majority of the participants (59%) agreed that the skills acquired from the EPWP could help beneficiaries find employment, where 45% agreed and 14% agreed strongly. In contrast, 5% strongly disagreed, while 7% disagreed and 29% were neutral. Table 5-6 also indicates that, on average, participants agreed that skills learned from the EPWP had been addressing the demand of skilled labour in particular professions, where 35% agreed and 15% strongly agreed with the statements. Alternatively, 7% strongly disagreed and 14% disagreed around this, while 29% were neutral.

Furthermore, the table also reflects that the majority of participants (61%) agreed that skills learned from the programme could have improved livelihoods, that is, means of securing the necessities of life, for beneficiaries. A total of 45% of the participants agreed with the statement, while 16% strongly agreed. However, some participants (17%) disagreed with the statements of which 14% disagreed and 3% strongly disagreed. A total of 22% participants were neutral. Lastly, the majority of participants (67%) agreed that skills learned from the programme could have encouraged increased participation of beneficiaries in future work, where 40% agreed and 27% strongly agreed. In contrast, 4% strongly disagreed, while 8% disagreed. A further 21% were neutral on this issue.

The last column in Table 5-6 represents the mean scores of the items used to measure skills development. On the scale measuring the perceptions of skills development in the EPWP, neutral was 3 and agree 4. All the means found themselves between these scores, indicating a slightly positive perception of all the items related to skills development in the EPWP.

To conclude, community members agreed to some extent that skills development had taken place in the programme and that those skills could have enhanced employability of beneficiaries on participating in the programme. It can therefore be said that these interventions could in fact improve the livelihoods of the beneficiaries as perceived by them.

5.3.3 Employment creation

As indicated, creating employment is the most urgent priority of the South African government. The present section centres on measuring and interpreting the descriptive analysis of items measuring employment creation in the EPWP.

Table 5-7: Employment creation in the EPWP

		Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Total	Mean
4.1	The programme reduces unemployment.	1%	8%	14%	38%	39%	100%	4.06
4.2	The programme creates employment for the youth.	1%	9%	18%	38%	34%	100	3.95
4.3	The programme creates employment for women.	3%	7%	25%	42%	23%	100%	3.75
4.4	The programme creates employment for people with disabilities.	14%	22%	37%	19%	8%	100	2.85
4.5	Employment through the EPWP improves the livelihoods of the poor.	1%	11%	24%	39%	25%	100%	3.76

n=100

Table 5-7 indicates that, on average, most of the participants agreed that the programme had reduced unemployment (77%), of which 38% agreed and 39% strongly agreed. That said, only 9% disagreed of which 1% of the participants strongly disagreed with the statement while 8% only disagreed. The mean score was 4.06, indicating that, on average, community members agreed that the programme had reduced unemployment. With regard to the second statement, around employment creation for the youth, 38% agreed that the programme had created employment for youth and 34% strongly agreed. The mean score was 3.95, pointing out that community members agreed that EPWP had created employment for youth. However, 3% strongly disagreed that the programme had created employment for women, while 7% disagreed, 25% were neutral, 42% agreed and 23% strongly agreed. In other words, some agreement existed that the programme had created employment for women, as demonstrated by the mean score of 3.75 in the case of

the third statement. When it came to the statement measuring employment creation for people with disabilities, 14% strongly disagreed, 22% disagreed, 37% were neutral, 19% agreed and 8% strongly agreed that the programme had succeeded in creating employment for people with disabilities. The mean score was 2.85 where, on the scale, neutral is 3, indicating that community members were not sure whether the programme had created employment for people with disabilities. In general, community members believed that the programme had improved the livelihoods of the poor: 1% strongly disagreed with the statement, while 11 disagreed, 24% were neutral, 39% agreed and 25% strongly agreed. Community members had slight agreement that the EPWP did improve the livelihood of the poor, as demonstrated by the mean score of 3.76.

In conclusion, the findings reveal that community members perceived the programme as managed to reduce unemployment to some extent. Community members had a slim agreement that the programme had been creating employment for women and youth. However, they were uncertain, that is, neutral as to whether the programme had created employment for people with disabilities.

5.3.4 Wages received by an EPWP worker

By making temporary employment available for beneficiaries, the EPWP also aimed to alleviate poverty through the mechanism of cash payments. The main aim was to ensure that these wages would change the poverty status of the beneficiaries' households. The present section briefly discusses the findings resulting from analyses of wages received by the EPWP workers, aiming at determining whether community members perceived these wages as sufficient to bring about social change or not.

Table 5-8: Wages received

		Strongly Disagree	Disagree	Neutral	Agree	Strongly agree	Total	Mean
5.1	The income is enough to cover household needs.	13%	36%	32%	14%	5%	100%	2.62
5.2	Income is enough to pay for municipality fees.	9%	31%	25%	27%	8%	100%	2.94
5.3	The income is enough to buy electricity.	3%	11%	24%	48%	14%	100%	3.59
5.4	The income is enough to access public health care facilities.	12%	20%	23%	36%	9%	100%	3.10
5.5	The income is enough to access private healthcare facilities.	46%	36%	12%	2%	4%	100%	1.82

n=100

Table 5-8 indicates that the majority of community members perceived income as insufficient to cover their household needs. A total of 13% of the community members strongly disagreed that income was enough, 36% disagreed, 32% were neutral, 14% agreed and 5% strongly agreed. The mean score for this item was 2.62, which demonstrates that, on average, community members were unsure as to whether the income was enough to cover household needs. The second statement determined whether the income received by beneficiaries was enough to pay for municipality fees. The results indicate that 9% of the participants strongly disagreed, 31% disagreed, 32% were neutral, 27% agreed and 8% strongly agreed with this statement. The mean score was 2.94 indicating that, on average, community members had a neutral position around this. With regard to the statement as to whether the income was enough to buy electricity, 3% strongly disagreed and 11% disagreed, indicating that it was not enough. On the other hand, 24% were neutral, 48% agreed and 14% strongly agreed that it was enough arguing that the income was enough to buy electricity. The mean score of 3.59 indicates that, on average, community members slightly agreed that the income was enough to buy electricity. When it came to access public health care facilities, 12% strongly disagreed, 20% disagreed, 23% were neutral, 36% agreed and 9% strongly agreed that the income was enough. The mean score was 3.10 meaning that community members were not sure whether the income from the programme was enough to access public health care facilities. Lastly, 46% of the participants strongly disagreed that the income was enough to access health care facilities, while 36% disagreed, 12% were neutral, 2% agreed and 4% strongly agreed. The mean score was 1.82 indicating that community members largely disagreed, where the score for disagreement was 2, that the income was enough for this expense.

Community members, therefore, perceived the income provision of the EPWP as insufficient to cover household needs, except for electricity.

5.3.5 Impact of the EPWP

This subsection will focus on measuring and interpreting the descriptive analysing of the items measuring the impact of the EPWP.

Table 5-9: Impact of the EPWP

		Strongly Disagree	Disagree	Neutral	Agree	Strongly agree	Total	Mean
6.1	EPWP improves service delivery such as the waste removal.	7%	12%	14%	50%	17%	100%	3.58
6.2	EPWP reached its target of employing 40% of women.	2%	16%	32%	35%	15%	100%	3.45
6.3	EPWP reached its target of employing 30% of the youth.	1%	17%	27%	41%	14%	100%	3.50

6.4	EPWP reached its target of employing 2% of the people living with disabilities.	11%	22%	30%	27%	10%	100%	3.03
6.5	EPWP is improving infrastructure such as the road maintenance.	4%	15%	19%	41%	21%	100%	3.60
6.6	EPWP is improving the agricultural sector to ensure food security.	14%	29%	26%	22%	9%	100%	2.83

n=100

As reflected in Table 5-9, when it comes to service delivery, 7% of the participants strongly disagreed that the EPWP had improved service delivery such as waste removal and 12% disagreed, while 14% were neutral. On the other hand, 50% agreed and 17% strongly agreed that the EPWP had improved service delivery. The mean score was 3.58 indicating that community members agreed with the statement to some extent. A total of 2% of the community members strongly disagreed that the programme had managed to reach its target of employing 40% of women, whereas 16% disagreed, 32% were neutral, 35% agreed and 15% strongly agreed. The mean score of 3.45 means that, on average, community members slightly agreed that the programme reached its target of employing 40% of women. With regard to reaching the targeted 30% of the youth, 1% strongly disagreed, 17% disagreed, 27% were neutral, 41% agreed and 14% strongly agreed. The mean score of 3.50 demonstrates a slim agreement on whether the 30% target had been met. Concerning the impact target of employing 2% of people living with disabilities, 11% strongly disagreed that the programme had achieved this, while 22% disagreed, 30% were neutral, 27% agreed and 10% strongly agreed. The mean score of 3.03 demonstrates uncertainty among community members around this target.

Furthermore, 4% of the community members strongly agreed that the EPWP had improved infrastructure such as road maintenance, while 15% disagreed, 19% were neutral, 41% agreed and 21% strongly agreed. Here, the mean score of 3.60 shows that community members slightly agreed that the EPWP was improving this. As for whether the EPWP had improved the agricultural sector to ensure food security, 14% strongly agreed and 29% agreed that the programme had improved the agricultural sector. On the other hand, 26% were neutral, while 22% agreed and 9% strongly agreed with this statement. This statement showed a mean score of 2.83 indicating that community members were neutral on whether the EPWP was improving the agricultural sector to ensure food security.

Overall, community members slightly agreed that the programme was positively impacting service delivery, employment of women and infrastructure. However, community members were uncertain on whether the EPWP employed people with disabilities or if it had an impact on the agricultural sector to ensure food security.

5.3.6 Duration

Question 7 on the questionnaire was used to measure the perspectives of community members on the duration of the programme, to determine whether it was sufficient to improve the lives of the poor.

Table 5-10: Contract duration

		Frequency	Percent
Do you think the duration of the programme is long enough for it to change the livelihoods of the poor?	Yes	31	31
	No	69	69
	Total	100	100.0

Table 5-10 reflects a frequency indicating the number of community members that believed that the duration was long enough to change the lives of the poor, as opposed to those who did not. The table shows that 31% of community members that participated believed it to be sufficient towards improving the lives of the poor. On the other hand, 69% of the community believed that the duration of the programme was not sufficient to this end.

The table further indicates that the majority of the respondents perceived the duration of the programme as not being enough to improve the lives of the poor. Community members entertained differing views on why they perceived the duration to be insufficient. For example, community member 75 (2020) commented that the duration of the programme ranged from 3 months to 2 years, which was not long enough to change one’s life. Other participants indicated that permanent employment ensured security and financial freedom, while the EPWP had failed in this due to its short-term provision of employment. Community member 26 (2020) recommended that the government should employ more people in the agricultural sector so that they could acquire farming skills to secure food for themselves. Thus, the programme could have alleviated poverty, but duration had been insufficient. To address this, community members suggested that employment provision of the programme should be on a permanent rather than a temporary basis.

5.3.7 Positive social changes

By employing question 8, the researcher wanted to determine if the community perceived the programme as making Positive Social Changes (PSCs).

Table 5-11: Positive social change

		Frequency	Percent
Do you think the programme has made positive social changes in the communities?	Yes	69	69.0
	No	31	31.0
	Total	100	100.0

Table 5-11 shows that 69% of community members who participated in the study believed that the programme had resulted in PSCs. However, of the 100 participants, 31% believed that the programme did not bring about any PSC changes.

The 69% of the participants that agreed with the statement that the programme has made PSC had entertained differing views that ranged from improved household income for the beneficiaries to a reduction of crime in the communities. For example, community member 28 (2020) argued that the skills provided to beneficiaries enabled some among them to find employment, while some were able to create employment for themselves. Participants argued that the programme had helped vulnerable families and that it had provided the youth with the opportunity of acquiring skills and finding employment on participating in the programme.

5.3.8 Types of social changes

The researcher wanted to identify the types of changes that the programme had caused. Participants were presented with the opportunity of mentioning additional social changes that were not listed in the list of items. Table 5-12 represents the frequency of responses for community members on the type of social changes that occurred as a result of EPWP implementation.

Table 5-12: Types of positive social changes

		Count	Column N %
q9.1. Create employment	Yes	92	92.0%
	No	8	8.0%
	Subtotal	100	100.0%
q9.2. Alleviate poverty	Yes	77	77.0%
	No	23	23.0%
	Subtotal	100	100.0%
q9.3. Skills development	Yes	79	79.0%
	No	21	21.0%

	Subtotal	100	100.0%
q9.4. Improved service delivery	Yes	56	56.0%
	No	44	44.0%
	Subtotal	100	100.0%
q9.5. Improved household income	Yes	77	77.0%
	No	23	23.0%
	Subtotal	100	100.0%
q9.6. Improved infrastructure	Yes	60	60.0%
	No	40	40.0%
	Subtotal	100	100.0%
q9.7. Other	yes	5	5.0%
	No	95	95.0%
	Subtotal	100	100.0%

Table 5-12 illustrates that, on average, community members believed that as a result of implementing EPWP the following changes had occurred employment creation, poverty alleviation, skills development in addition to improving service delivery, household income and infrastructure. The results indicate that 92% of the community members believed that the programme had created employment for the poor. A total of 77% believed that the programme had alleviated poverty, while 23% held the opposite view. A further total of 79% of the community members believed that the programme had contributed to skills development, and 56% believed that it had improved service delivery in the communities, while 44% thought it had not. On the other hand, 77% of held that EPWP had improved the household income of beneficiaries, and 60% believed that EPWP had improved the infrastructure.

In addition, 5% of the community members indicated that the programme had brought about other social changes ranging from aspects that had impacted on the individual to those that had impacted on the community at large. Participants added that the income received by beneficiaries could have contributed towards supporting the education of the children. Community member 38 (2020) indicated that the programme had created project activities to keep the youth busy and off the streets. Other participants indicated that programme activities were reducing crime that usually resulted from unemployment.

As indicated in Chapter 3, the key objectives of the programme were to alleviate poverty, create employment for the poor and skills development by improving improve service delivery, household income and infrastructure. Table 5-14 indicates that, on average, community members believed that the EPWP had in fact created employment, alleviate poverty, contribute towards skills

development and improve service delivery, household income and infrastructure. Overall, participants saw the programme as having contributed to PSC.

5.3.9 What is good about the programme?

This section has to do with the perceptions of community members around what was good about the EPWP.

Table 5-13: Perceptions of community members on what was good about the programme

		Count	Column N %
q10.1. EPWP is people centred	Yes	67	67.0%
	No	33	33.0%
	Subtotal	100	100.0%
q10.2. Contribute to the economic growth of the country	Yes	72	72.0%
	No	28	28.0%
	Subtotal	100	100.0%
q10.3. Improves the lives of the poor	Yes	86	86.0%
	No	14	14.0%
	Subtotal	100	100.0%
q10.4. Improves well-being of the beneficiaries	Yes	80	80.0%
	No	20	20.0%
	Subtotal	100	100.0%
q10.5. Contributes to capacity development	Yes	65	65.0%
	No	35	35.0%
	Subtotal	100	100.0%
q10.6. Reduces unemployment	Yes	92	92.0%
	No	8	8.0%
	Subtotal	100	100.0%
q10.7. Other	Yes	5	5.0%
	No	95	95.0%
	Subtotal	100	100.0%

Table 5-13 indicates that 67% of community members believed that the EPWP was people centred, while 33% perceived the programme not to be centred on people. Community members argued that acts of favouritism in the programme did not reflect a people centred approach. A total of 72% of community members who participated in the study perceived the programme as contributing to the economic growth of the country. With regard to improving the lives of the poor, 86% of community members believed that EPWP had been improving the lives of the poor. A total of 80% believed that the programme had improved the well-being of the beneficiaries. The

majority, namely 65%, indicated that the programme had contributed to capacity development. In contrast, however, 35% indicated that the programme had not been contributing towards capacity development; this might have been due to the fact that participants did not understand what capacity development meant or that they felt that the programme had not been contributing towards capacity development. A total of 92% of the community members that participated in the study, perceived the programme to be contributing to the reduction of unemployment. Therefore, on average, community members perceived the programme as having contributed to economic growth, well-being, capacity development and unemployment reduction.

Furthermore, 5% of the community members indicated that additional aspects existed that they considered to be good, such as it contributes towards the reduction of crime. Community member 75 (2020) indicated that the “programme [kept] people away from being stereotype”, that is, it helped people create relationships while working together and eliminating stereotypes. Table 5-15 indicates that community members believed that the programme was improving the lives of the poor. One of the key objectives of the EPWP was to alleviate poverty, and 92% of the community members who participated in the study indicated that the programme was in fact reducing unemployment.

To summarise, community members largely believed that the programme had been people centred, had contributed towards the economy, had improved the lives and well-being of the poor, had contributed to capacity development and had reduced unemployment. Thus, community members believed that these were the aspects that categorised the programme as a good initiative.

5.3.10 Different views on the implementation of the EPWP

This section has to do with identifying differing views that community members held on the implementation of the EPWP. It appears to have stemmed from criticisms that the programme had failed to achieve its objectives, even as others were praising it for tackling some development challenges.

Table 5-14: Community members' views on the implementation of the EPWP

		Count	Column N %
q11.1. The programme is a good initiative	Yes	91	91.0%
	No	9	9.0%
	Subtotal	100	100.0%
q11.2. The programme is achieving its objectives	Yes	59	59.0%
	No	41	41.0%
	Subtotal	100	100.0%

q11.3. The programme is successfully implemented	Yes	59	59.0%
	No	41	41.0%
	Subtotal	100	100.0%
q11.4. The vulnerable groups benefit from the programme	Yes	76	76.0%
	No	24	24.0%
	Subtotal	100	100.0%
q11.5. Other	Yes	5	5.0%
	No	95	95.0%
	Subtotal	100	100.0%

Table 5-14 illustrates that 91% of community members who participated in the study perceived it to be a good initiative from the government. A total of 59% of the community members argue held that it had achieved its set objectives and that the programme is successfully implemented. Participants' responses in this case might have been related to the fact that they may not have known the objectives of the programme, or it could be that a number of people were still living in poverty. Either way, a total of 41% of community members held that it was failing to achieve its objectives and that it had not been successfully implemented. In addition, participants believed that the implementation of the programme was indeed a good idea whereas, it had not been successfully implemented due to acts of favouritism. A total of 76% of community members believed that the programme was in fact benefiting vulnerable groups.

This question was open-ended: community members were provided with the opportunity of adding comments. A total of 5% indicated that there were other views on the implementation of the programme. Participant 4 (2020) added that the programme reduced crime in other areas of Ikageng such as Defence (block 1), Vuka (block 2), Mapetla (block 3) and Queen's town (block 4). The programme reduced crime by keeping people off the streets and providing them with jobs and keeping them busy. In other words, people saw no reason for committing crime, because they had an income and the programme was keeping them busy. At a community level, participants indicated that the communities were considerably cleaner than they had been before the implementation of the EPWP. On the other hand, community member 49 (2020) indicated that the duration of the programme had been insufficient. While some participants held the programme as a good initiative, the selection process should be changed to ensure that everyone has an equal chance of participating in according to community member 85 (2020). In conclusion, the programme was perceived by community members as a relatively good initiative that had succeeded in benefitting the vulnerable.

5.3.11 Critiques of the EPWP

Statements reflected in Table 5-15 were aimed at finding out that about the programme which could be critiqued.

Table 5-15: Critiques about the EPWP

		Count	Column N %
q12.1. The recruitment process is biased	Yes	72	72.0%
	No	28	28.0%
	Subtotal	100	100.0%
q12.2. The programme failed to achieve its objectives	Yes	41	41.0%
	No	59	59.0%
	Subtotal	100	100.0%
q12.3. The information about the programme is not reaching the people	Yes	62	62.0%
	No	38	38.0%
	Subtotal	100	100.0%
q12.4. The duration is not long enough to improve the lives of the poor	Yes	80	80.0%
	No	20	20.0%
	Subtotal	100	100.0%
q12.5. Other	Yes	5	5.0%
	No	95	95.0%
	Subtotal	100	100.0%

A total of 72% of the community members believed that the recruitment process of the programme had been biased. Participants indicated that the process of recruitment had not been fair, because responsibility had been given to ward councillors and they had sometimes selected participants based on who they preferred the most, instead of looking at the living conditions of individuals. Of the 100 community members that participated in the study, 41% believed that it had failed to achieve its objectives while 59% believed that the programme had not failed. A total of 62% of the community members indicated that information about the programme had not reached the people. The explanation for this could be that, when the programme was recruiting participants, people might not have received the information on time or at all. That appears to be the reason why participant 85 (2020) commented that the government should have introduced a process of advertising when recruiting so, that information could have reached the people.

A total of 5% of the participants had other critiques of the EPWP. Community member 4 (2020) criticised the programme and stated that the wages that had been received by beneficiaries were not enough to cover their household needs for a month. Community member 39 (2020) criticised

the programme for failing to ensure that information about it had in fact reached local community members.

5.3.12 What the government can do to ensure successful implementation of the programme

This section focuses on what the government can do to ensure the successful implementation of the programme. Participants were provided with the opportunity to indicate additional effort that the government can put into this.

Table 5-16: Perceptions of community members on what government can do more to ensure the successful implementation of the programme

		Count	Column N %
q13.1. Increase the number of the people recruited annually	Yes	95	95.0%
	No	5	5.0%
	Subtotal	100	100.0%
q13.2. EPWP Increases household income	Yes	85	85.0%
	No	15	15.0%
	Subtotal	100	100.0%
q13.3. Implement mentorship programmes within the programme	Yes	94	94.0%
	No	6	6.0%
	Subtotal	100	100.0%
q13.4. Increase channels of sending out information about the programme to the people	Yes	91	91.0%
	No	9	9.0%
	Subtotal	100	100.0%
q13.5. Improve the recruitment processes by advertising posts instead of assigning the responsibility of selecting beneficiaries to ward counsellors	Yes	90	90.0%
	No	10	10.0%
	Subtotal	100	100.0%
q13.6. Improve the exiting strategies of the programme.	Yes	92	92.0%
	No	8	8.0%
	Subtotal	100	100.0%
q13.7. Create permanent employment for beneficiaries after the programme	Yes	90	90.0%
	No	10	10.0%
	Subtotal	100	100.0%
q13.8. Other	Yes	4	4.0%
	No	96	96.0%
	Subtotal	100	100.0%

Table 5-16 indicates that community members recommend that the government should (i) increase the number of the people recruited annually, (ii) increase household income, (iii) implement mentorship programmes within the programme, (iv) increase channels of sending out information about the programme to the people, (v) improve the exiting strategies of the programme and (vi) employ beneficiaries on a permanent basis.

With regard to the open-ended section of the questionnaire, 4% of the participants added comments. They added that a pension fund must be created for the beneficiaries participating in the programme. Participants also indicated that the same people are continuously participating in the programme. They commented that all individuals seeking employment must have an equal chance of being selected. To conclude, community members believed that there is more that can be done to ensure the programme’s success.

5.3.13 What the government could implement in the EPWP to ensure its success

The researcher wanted to identify things that the government could start implementing in the programme to ensure the success of its implementation.

Table 5-17: Perception of community members on what the government could implement in the EPWP to ensure its success

		Count	Column N %
q14.1. Create permanent employment for the beneficiaries	Yes	91	91.0%
	No	9	9.0%
	Subtotal	100	100.0%
q14.2. Motivate beneficiaries to start their own business	Yes	90	90.0%
	No	10	10.0%
	Subtotal	100	100.0%
q14.3. Support small established business by beneficiaries	Yes	89	89.0%
	No	11	11.0%
	Subtotal	100	100.0%
q14.4. Introduce new channels of the recruitment	Yes	93	93.0%
	No	7	7.0%
	Subtotal	100	100.0%
q14.5. Introducing mentoring workshop programmes for the beneficiaries	Yes	96	96.0%
	No	4	4.0%
	Subtotal	100	100.0%
q14.6. Acquiring feedback from the local communities to improve the programme	Yes	97	97.0%
	No	3	3.0%
	Subtotal	100	100.0%

q14.7. Invest more in the agricultural sector	Yes	91	91.0%
	No	9	9.0%
	Subtotal	100	100.0%
q17.8. Other	Yes	6	6.0%
	No	94	94.0%
	Subtotal	100	100.0%

Table 5-17 indicates that 91% of the community that participated in the study suggested that the government should start employing beneficiaries on a permanent basis. A total of 90% of the respondents suggested that the government should motivate beneficiaries to start their own businesses on having participated in the programme. The government might not be able to create employment for everyone; however, it can support businesses established by beneficiaries with skills acquired from EPWP to ensure that employment is created. This can also be a process of ensuring that the skills learned from the programme are utilised to improve the lives of others. A total of 89% suggested that government should support small businesses established by beneficiaries, and 95% suggested that government should introduce new channels of recruitment for the EPWP, while 96% suggested that government should introduce mentorship programmes/workshops in the EPWP. A total of 97% of the community members that participated in the study agreed that the government should acquire feedback from local communities on how to improve the programme. Furthermore, 91% of the respondents believed that the government should invest more in the agricultural sector through EPWP.

A total of 6% of the participants added comments in the open-ended section of the questionnaire. They held differing views on what the government could implement in the EPWP to ensure its success. For example, community member 4 (2020) commented that the government must “increase the monthly wages” of beneficiaries to ensure that the programme successfully alleviated poverty. Community member 8 (2020) recommended that the government should start paying beneficiaries a minimum of R4 000.00 per month. Participants indicated that the government must ensure that information about the EPWP reaches the people to ensure an equal chance of being selected to participate in the EPWP. Lastly, community member 19 (2020) recommended that the duration of the programme be extended to ensure that it successfully generated positive social change in local communities.

5.3.14 What the government can stop practicing in the EPWP to ensure its success

In this section the, researcher wanted to identify what the government could stop practicing ensuring the successful implementation of the programme.

Table 5-18: What the government can stop in the EPWP to ensure its success

		Count	Column N %
q15.1. Stop delaying the payments of the beneficiaries.	Yes	100	100.0%
	No	0	0.0%
	Subtotal	100	100.0%
q15.2. Stop handing over the selection processes to the ward counsellors during recruitment process	Yes	96	96.0%
	No	4	4.0%
	Subtotal	100	100.0%
q15.3. Stop recruiting people on temporary basis	Yes	95	95.0%
	No	5	5.0%
	Subtotal	100	100.0%
q15.4. Other	Yes	8	8.0%
	No	92	92.0%
	Subtotal	100	100.0%

The table reflects that 100% of community members who participated agreed that the government should avoid delaying beneficiaries' payments at all costs. A total of 96% agreed that the government should stop handing over the selection processes to the ward counsellors during recruitment. A total of 95% agreed that the government should stop recruiting people on a temporary basis.

Participants added comments, including that the recruitment process should be changed to ensure that it is not biased. For example, community member 75 (2020) suggested that there should be measures in place to ensure that nepotism is prohibited during recruitment. Participants further suggested that the government should stop paying beneficiaries less income. In addition, community member 4 (2020) has argued that the government should stop paying beneficiaries an income that is mostly suitable for a wage and not a salary. The difference between the two is based on the fact that salaries are fixed payments negotiated by employee and employer, whereas wages are characterised by varying amounts of payment depending on the days or hours worked by the employee.

Consider once more that ST and LFA played an important role during the data collection and the construction on instruments for data collection. Therefore, the interpretation of the collected data is completed in relation to the frameworks. Firstly, LFA placed a strong emphasis on aspects such as objectives, outputs, inputs and the assumptions that must be fulfilled for the project to be carried out. In other words, it was only right that the goals, purpose, activities and outputs of the EPWP were taken into account when evaluating the programme. On the other hand, the ST points out that the evaluation of the EPWP should take into account the inputs, transformation

processes, outputs and feedback from the community. Thus, the goals are the overall broader impact of the EPWP which in this case is to alleviate poverty, enhance skills development and create employment. The analysis indicates that, on average, the community believed that the programme is alleviating poverty, enhancing skills development and creating employment.

However, there are concerns with regard to how certain activities are being carried out in the programme. For example, community members indicated that although the programme is assisting the poor with an income relief, it is still not enough to access their basic needs. On the other hand, the feedback from the community also suggested that the recruitment process of the programme is also not fair as there are acts of favouritism when recruiting. This also suggested that the programme might not be fully people centred.

On the other hand, CA and SLA explain the societal fitting of the EPWP by taking into consideration the implementation strategies and policies put on place to address the development challenges. Community members perceived the programme as changing the livelihoods of the individuals. For example, the analysis indicates that the community believed that skills development is taking place in the programme and enhancing the human capital of the beneficiaries. Therefore, the above analysis indicates that the EPWP is socially suitable as community members perceived the programme as a strategy addressing societal issues such as poverty, lack of skills and unemployment. However, the analysis also pointed out that not all societal challenges are being addressed. Community members have argued that the programme is failing to achieve its objective of employing people with disabilities. Furthermore, the programme is failing to improve the agricultural sector with the sole purpose of securing food.

5.4 Experiences of the beneficiaries of EPWP

As indicated in the introduction of this chapter, its second section will analyse data collected from beneficiaries of EPWP. The collected qualitative data were subjected to coding, as indicated in Chapter 4. Beneficiaries were asked questions related to the EPWP. The themes discussed in the present section centre on internal experiences of the beneficiaries of the EPWP, comprising of the following: income, skills development, employment creation, recruitment processes, work activities, termination processes and the overall broader impact of the EPWP.

5.4.1 Income

As discussed in Chapter 3, the GDS indicated that EPWPs could contribute towards income and poverty relief through the provision of temporary work for the unemployed where they carry out socially useful activities (Department of Public Works, 2018). The EPWP was in fact created as a mechanism for providing an important avenue of labour absorption and income relief. Therefore,

it is important to determine if the income that EPWP beneficiaries received was enough to improve the finances in households and subsequently, the lives of the poor.

Against this background, the researcher was interested in determining if income received by beneficiaries was enough or not to bring about positive change in their personal and social lives. Therefore, beneficiaries were asked questions aimed at determining if the income was contributing to improved circumstances in the household and how they spent their incomes. A sub-theme was generated as part of the investigation, namely, insufficient income. The income that the EPWP beneficiaries received was assisting their households. However, it was not enough to access all their basic needs. In other words, the provision of income relief did make a positive difference but did not address all the challenges experienced by individuals. Individuals from different households were experiencing different challenges, as indicated among others by Beneficiary 23 (2020), who stated that *"I am from a child headed family, I am the eldest and I am the only one with an income in the household, and I have four (4) siblings that are dependent on me"*. The Beneficiary further indicated that, *"...we work for R 110 a day on this programme, which amounts to R2400 and that amount is not enough, and I can only buy groceries with that money"*. Beneficiaries indicated that they could manage different situations with the income, ranging from contributing to the household by purchasing groceries to paying for municipality fees. Other beneficiaries indicated that they could also spend their income on their personal items such as buying toiletries. However, on average, beneficiaries indicated that they had mostly used the income for household responsibilities including, once more, buying groceries, paying for municipality fees and buying electricity.

In addition, beneficiaries indicated that the income did assist in accessing public health care facilities, but that it had not been enough to access private health care facilities. In public healthcare facilities, individuals could merely visit the nearest clinic when they needed medical attention. Should it have happened that they had been transferred to the hospital, there were ambulances and patient transport available to take them from clinics to hospitals. Beneficiary 5 (2020) stated: *"if it comes to a point where one needs to pay for his/her transport to access the public health care facilities the income from EPWP can definitely assist in this regard as it only cost R 10 in a taxi to go to the hospital"*. However, when it came to access private health care facilities, the income was just not enough to access the private health care facilities. In general, then, beneficiaries agreed that the income could have assisted with accessing public healthcare facilities but was not enough to access private healthcare facilities such as a private doctor.

When it came to paying the municipality fees, beneficiaries had different experiences. For beneficiaries that are breadwinners and also the sole workers in households it had been a challenge to pay for municipality fees and buy groceries at the same time. Beneficiaries indicated that they could only manage certain situations with the income and not everything they needed to. For example, Beneficiary 3 (2020) stated: *“the income is contributing, but it is not enough to cover all our needs, I can only buy grocery with the income and with everything left, I am unable to pay for the municipality fees and even buying electricity”*. However, the situation was different for beneficiaries who were not the only ones working in their household. They indicated that they had been sharing responsibilities with their household members whereby some were buying groceries while others were covering municipality fees and so forth. Beneficiary 9 (2020) stated: *“the income can contribute towards paying the municipality fees and buying electricity while other members of the family cover the other expenses such as buying groceries”*.

Not all the beneficiaries that participated in the study were parents. However, for beneficiaries who were parents, the income did have an impact on their children’s education. In most cases, their children were attending public schools and did not have to pay school fees. Beneficiary 5 (2020) commended: *“the income from EPWP does assist me with covering the educational needs for my child such as paying for transport”*.

To conclude, there was some negative feedback on the income received by the beneficiaries of the EPWP. The programme was making a difference in households; however, it was insufficient. Beneficiaries, therefore, wanted more income so that they could manage their basic needs.

5.4.2 Skills development

The South African government believed that training would be imperative for the EPWP so as to ensure that beneficiaries would acquire skills while participating in the programme (Department of Public Works, 2013:1). The government’s aim was to enhance beneficiaries’ chances of being placed on other viable programmes or finding employment upon exit from the EPWP programme. Therefore, beneficiaries were asked questions related to skills development. Data analysis generated a sub-theme, namely “no skills”.

The primary question that the researcher posed to beneficiaries with regard to skills development reads: “is skills development taking place in the programme?” On average, beneficiaries indicated that it had been communicated to them and that they would be learning skills when they started

participating in the EPWP. Beneficiary 9 (2020) stated: *“we were told that we would learn how to patch potholes, plumbing and other skills but we have been doing grass cutting only since we started with the programme and we are not learning anything else”*. Participants further indicated that, in other programmes of the EPWP, skills development was taking place, but not in all programmes. For example, beneficiaries indicated that skills development was not taking place in the Special Public Works Programmes (SPWP) of the EPWP, *“especially in programmes such as Itireleng of the EPWP”*, according to Beneficiary 14 (2020). Itireleng is an SPWP resorting under the auspices of the EPWP that aims at providing beneficiaries with temporary employment. Beneficiaries further indicated that skills development differed across programmes of the EPWP and indicated that *“in programmes such as the National Youth Development Programme (NYDP), skills development is taking place in those programmes”* according to Beneficiary 9 (2020). Programmes such as the NYDP of the EPWP equipped beneficiaries with skills related to plumbing, building, patching of potholes and electrician skills. However, that was not the case in the EPWP of the JB Marks municipality, Potchefstroom.

Although the majority of beneficiaries indicated that skills development was not taking place, some did indicate that skills development was taking place. However, they also pointed out that skills development was limited to grass cutting, especially in programmes such as Itireleng. These beneficiaries stated that grass cutting could be regarded as an essential skill, because they could start companies focusing on this activity. Beneficiary 25 (2020) indicated that *“skills development is taking place and after participating in the programme we as beneficiaries can open our own business and apply for tenders in the public sector where we can patch potholes or even grass cutting as those are the skills would have acquired from the programme”*.

Even though most beneficiaries stated that little or no skills development was taking place in the EPWP, they believed that it could bring about positive social change. They agreed that, if skills development were to take place in the SPWPs of the EPWP, this would increase the employability of beneficiaries upon participating in the programme. Beyond this, skills development could positively impact their self-confidence and lead them to start their own companies and even apply for tenders in the public sector.

In conclusion, skills development was found to be an important component of the programme. However, the analysis indicated a negative response from beneficiaries with regard to skills development in the programme. Beneficiaries stated that it was communicated to them that they would be acquiring skills from the programme, whereas this unfortunately had not taken place.

However, they continued to believe that, should skills development take place within the programme, they might be able to find employment or, again, start their own businesses upon participating in the programme.

5.4.3 Employment creation

As indicated, reducing unemployment is the South African government's main goal (Department of Public Works, 2008:13), which entails ensuring that the unemployment rate is reduced to a point where poverty is also significantly reduced. A total of 21 out of the 30 beneficiaries agreed that the programme did contribute towards the reduction of the unemployment rate. They stated that participating in the EPWP, they therefore stated, could increase one's chances of finding employment, based on the experience acquired in the programme, especially in the public sector. They indicated that the programme had been successful in creating temporary employment for the poor, as most of these who participated in the programme belonged in local communities. This gave rise to the generation of a sub-theme, "successful employment creation".

To ensure that the programme reduced unemployment, a strategy was put forward. The strategy was to provide temporary employment for at least 40% of women, 30% of youth and 2% people with disabilities, as has been mentioned (Department of Public Works, 2004:15). Beneficiary 7 (2020) indicated that *"the programme has managed to recruit 40% of the women, 30% of the youth, however with regard to recruiting people with disabilities, the programme has failed"*. Most of the participants were of the view that a third of the beneficiaries consisted of youth and that more females participated in the programme than males. Beneficiaries indicated that, on average, EPWP had not been successful in recruiting 2% of people with disabilities. Beneficiaries indicated that there had been only a few people with disabilities enrolled in other SPWPs, whereas there were none involved in Itireleng. Beneficiary 15 (2020) opined that *"there are no people with disabilities participating in this programme"*.

The researcher furthermore wanted to determine if beneficiaries perceived the EPWP to be an employment opportunity or not. Beneficiaries had different views around this. A total of 80% of the respondents indicated that they only perceived it as a programme that assisted the poor and not as an employment opportunity. In other words, though the EPWP offered temporary employment, beneficiaries still did not view it as an employment opportunity, but merely as a programme aimed at improving the employability of the people. In addition, they also perceived the EPWP as a programme that assisted in skills development and poverty reduction through

income relief. Beneficiary 25 (2020) stated that *“the EPWP is simply a programme assisting the poor and the unemployment and not an employment opportunity”*. Beneficiary 9 (2020) also emphasised that *“it was mentioned when they started participating in the programme that EPWP was a programme aimed at assisting the poor and the unemployed”*. These suggest that beneficiaries perceived the EPWP as a programme that assisted the poor and not an employment opportunity.

5.4.4 Recruitment processes

The recruitment processes of the EPWP are outlined in the Basic Conditions of Employment Act of 1997, which stipulates that the first step in recruitment involves consulting and informing local communities through all available structures related to the implementation of the EPWP (Mogagabe, 2016:78). The present analysis has indicated that the recruitment processes of the EPWP in the JB Marks municipality occurred in three ways: (1) through the ward councillors, (2) through the DoL and (3) through offices of Local Economic Development (LED) offices from the JB Marks Municipality.

The most common way of recruiting beneficiaries in the programme was found to be by means of ward councillors who, with the assistance of ward committee members, identified and submitted the names the disadvantaged individuals` and the unemployed to LED offices for recruitment. Beneficiary 23 (2020), who belonged to a child headed family, was recruited by ward councillors, since they knew about his situation at home He stated that *“I was approached by our ward councillor, whereby he told me that there is an opportunity in the EPWP and if I would like to participate and I agreed to participate”*.

The second method of recruitment, as mentioned, was conducted by the LED offices, where beneficiaries submitted their curricula vitae with supporting documents to the LED offices, so that their information could be captured in the municipality recruitment system. They were subsequently contacted when the programme started recruiting beneficiaries. Other participants were recruited by submitting their documents to the LED offices after being approached by the individuals that worked there, as reported by Beneficiary 3: *“ I was personally approached by someone that works at the LED offices to submit my documents, however that is also a challenge for others and an indication that information is not reaching the others”* (Beneficiary 3, 2020). Lastly, other beneficiaries were recruited through the Department of Labour by submitting their CVs to the department.

Analysis of these led to the construction of the sub-theme “unfair recruitment processes”. Beneficiaries pointed out that the recruitment processes were not perceived as fair and transparent and it was also stated that *“the recruitment processes are not fair as other beneficiaries are recruited based on who they know and at the same time not everyone gets the equal chance of being selected”* (Beneficiary 29, 2020). The analysis indicated that issues related to favouritism occurred around the recruitment processes. Beneficiary 19 (2020) stated that *“ the chance of being selected to participate in the programme can easily be reduced especially in cases where one raises his/her concerns in a community meeting, and the ward councillor does not like that, automatically that makes me disliked and the councillor is less likely to nominate me so that I can participate in the programme”*. On the other hand, Beneficiary 26 (2020), also a ward committee member, stated that *“when recruiting, information is being sent to ward councillors but sometimes that information does not reach us as the ward committee members and thus not reaching the community at large. That usually becomes a problem because community members assume that we as ward committee members are selecting our own favoured individuals to participate in the programme”*. Therefore, on average, the analysis of the responses indicated that it is perceived that not everyone had an equal chance of being selected.

In conclusion, the theme unfair recruitment process was created as the beneficiaries indicated that the recruitment processes are not fair especially when ward councillors have the responsibility of selecting beneficiaries. Mogagabe (2016:78) has indicated that one might argue that *“the guideline of the code of good practice for employment and conditions of work for special Public Works Programme of the cooperatives were influencing the recruitment process and their preferred people to be part of the project”*, which dovetails neatly with the complaints mentioned above. Beneficiaries argued that the recruitment process of the programme was sometimes not fair, especially when councillors had selected them from their wards, whereas information had not necessarily reached the people. In addition, some beneficiaries had to submit applications to the LED offices after their ward councillor had failed to spread information across the ward and/or had failed to submit their documents.

5.4.5 Work activities

The present research has focused on activities undertaken throughout the implementation of the EPWP in Potchefstroom to achieve terms of achieving its set objectives, to be discussed in the present section. However, the activities will be discussed in relation to aspects such as tools,

clothes (work suits) and other equipment required for completing the activities. This is to indicate if beneficiaries were given the freedom to voice their opinions as to whether they were paid per task or according to a time schedule, whether personal development of the beneficiaries was monitored or not and whether they received feedback on how to improve on task completion, in addition to establishing whether safety gear and tools for carrying out the activities were provided or not.

Consider here that mentoring programmes and the ability of individuals reaching for their goals are the backbone of the successful establishment of small businesses, as demonstrated by Mukanyima (2012:20), who argues further that mentorships are favoured in a number of programmes because they allow suitably qualified professionals to transfer skills to local communities. Therefore, it only made sense for the EPWP to coordinate and facilitate mentorship programmes for beneficiaries to equip them with skills, knowledge and guidance for establishing small businesses. However, the analysis indicated that there were no mentorship programmes, giving rise to the sub-theme reading “no mentorship programmes”. Beneficiaries were not offered any form of mentorship as Beneficiary 13 (2020) in fact said, *“we do not participate in any mentorship programme and such programme could have come in handy in the future in terms of starting our own businesses of grass cutting or even plumbing”*.

Beneficiaries had no opportunities to voice their opinions, especially when it came to recommending ways of completing tasks towards enhancing the development of skills. This because they are work usually alone in workspaces with no supervision from the EPWP. In most cases, the supervisors had attended once a week just to check the progress of the assigned activities, subsequently returning to their offices. Therefore, a second sub-theme created here was “limited freedom”, since the analysis indicated that beneficiaries had not been given the opportunity and freedom to voice their opinions.

Furthermore, the analysis indicated that beneficiaries did receive tools, while these were however not enough and of poor quality. The sub-theme “inadequate tools” was thus generated. Beneficiaries had normally been given four sets tools used to carry out activities in a group of more than ten individuals and that had usually resulted in a shortage of tools among them. They had resorted to other measures as indicated by Beneficiary 27 (2020): *“we were given tools but they were not enough and in a period of 3 months the tools were damaged, when I reported this issue as a team leader and nothing happened and I resorted to buying some of the tools from my own pocket so that we can get the job done”*. The idea of beneficiaries buying tools to carry out the assigned EPWP activities suggests that they were committed to participating in the

programme. It suggests further that the EPWP's monitoring and evaluative measures were not effective.

Beneficiaries were provided with work suits for safety purposes. However, these, too, were of a poor quality and of small sizes that did not fit. Some beneficiaries made arrangements with personal tailors to adjust the sizes of these, while others worked without suits: *"the work suits can easily get torn and we do not usually get new ones unless we are on a new contract, therefore, some of us work without work suits"* (Beneficiary 26, 2020).

The researcher also wanted to determine if toilets and transport were provided for the beneficiaries. Beneficiaries indicated that a mobile toilet was provided on site and transport for those who worked away from Ikageng, in areas such as Mooibank. For beneficiaries that worked in Ikageng and in the central business district (CBD), however, no transport or toilets were made available. It was stated that *"we do not have transport, we even resorted to working on the roads that are next to our homes, however, it is not the same for everyone. Individuals that reside on the extensions have no choice but to work longer distance to the working sites"* (Beneficiary 3, 2020). The perception was that the government should have taken into account the distance that beneficiaries were traveling to the work sites and provide transport.

The researcher further wanted to determine if beneficiaries were paid depending on completed tasks or number of days. In this regard, the DoL (2018) stipulated that the prescribed wage for beneficiaries was R92.31 per day in terms of clause 13(2) of the determination. Therefore, beneficiaries were paid per day and not per task. The data collected indicated that beneficiaries were in fact paid in this manner, generating the sub-theme "paid per schedule".

The researcher was interested in determining if there were any systems in place to monitor the personal development of beneficiaries. The data collected indicated that there was a system in place to monitor this, but it was not effective. This system involved EPWP officials and team leaders, and the team leaders were also beneficiaries of EPW, to constantly inform EPWP officials about the development progress of their colleagues. In addition, officials were required to visit worksites to monitor the progress of beneficiaries and address any existing challenges. However, the analysis pointed out that officials were not checking up on beneficiaries as they should have. For example, Beneficiary 15 (2020) stated that *"EPWP officials are not monitoring the development progress of the beneficiaries, as you can see that one of our officials has just passed here and looked at us once without asking if we need anything or just checking our progress"*. It

was the responsibility of team leaders to provide feedback related to improving completion of programme tasks. This prompted some beneficiaries to conclude that there were no effective systems in place to monitor the progress of their development. The conclusion can be derived from the fact that no feedback occurred in their SPWP with regard to this.

All in all, then, there were negative responses with regard to the issues related to work suits and tools. Beneficiaries of the programme felt that the programme failed them with regard to addressing their challenges in the work field.

5.4.6 Termination processes

The EPWP's technical legal guidelines stipulated that "on termination of employment, a worker is entitled to a certificate stating: (a) the worker's full name; (b) the name and address of the employer; (c) the SPWP on which the worker worked; (d) the work performed by the worker; (e) any training received by the worker as part of the SPWP; (f) the period for which the worker worked on the SPWP; (g) any other information agreed on by the employer and worker" (EPWP, 2005:12).

The researcher followed up on whether the beneficiaries were in fact receiving certificates at the end of their contracts. The researcher also wanted to determine if the programme had measures in place to follow up with the beneficiaries on how to improve the programme or on whether the programme had managed to change their lives. In this case, the analysis indicated that on termination beneficiaries were not given certificates: "*we do not get any certificates as promised when we started with the programme, we just get SMSs' indicating that our contracts have come to an end*", said Beneficiary 3 (2020). This suggested that beneficiaries were not satisfied with how the termination processes were conducted. Beneficiary 25 (2020) said: "*we do not get any certificates and that is not the only thing, we were told that sometimes we will visit the workshops for training and that has not happened and our contracts are ending*". Some beneficiaries indicated that this was only their first time of participating in the programme and they were not sure if they would receive certificates on completing the programme. They also indicated that it was mentioned to them that they would be provided with certificates when completing the programme. Lastly, beneficiaries indicated furthermore that they had communicated with officials to ensure that they received certificates, for instance in the case of Beneficiary 7 (2020), a team leader, who said: "*we are now negotiating that we get certificates after completion as the previous beneficiaries were not given any certificates*". This generated the sub-theme "no certificate

provision” to cover the issuing of certificates on exit stipulating the work performed by the worker, any training received as part of the SPWP, the period of work in the SPWP and any other information agreed on by the employer and worker.

The analysis further suggested that the government did not follow up with beneficiaries that participated in the EPWP for a second time or more, to determine whether changes had occurred in their lives. A participant indicated that *“on completion you just get an SMS stipulating that your contract has ended, and we will not hear anything from the officials or anyone following up with us. We just wait for SMS in case there are new contracts and they will like for us to participate in the programme again”* (Beneficiary 3, 2020). A further participant said: *“when our contracts end, we do not get anything at all unless we are given another contract and we just get SMS with regard to the extension of our contracts”* (Beneficiary 2, 2020). It is important that a beneficiary can participate more than once, as indicated by Beneficiary 6 (2020): she has been participating in the programme for two years and 2020 is her third year participating in the programme.

Negative feedback with regard to the contract termination processes of the EPWP was therefore registered in the present study. The government did not honour their technical legal guidelines of the programme which, again, stipulated that, on termination of employment, beneficiaries were entitled to certificates neither did the government follow up for feedback purposes on whether the programme had improved the lives of the beneficiaries or not.

5.4.7 Overall broader impact of the EPWP

As indicated, the present study posed questions related to the outputs and activities of the programme, followed by general questions rooted in the goal and purposes. The latter was aimed at determining if the EPWP had indeed improved individuals’ lives and the community at large and to find out about from beneficiaries what they thought could be improved in the programme.

Therefore, the researcher set out to determine the impact of the programme on the lives of the beneficiaries, by asking them a question related to what the programme managed to change in their social life. The analysis revealed that the programme had changed how people interacted with one another and had strengthened social relationships within the programme, as stated by Beneficiary 6 (2020) that *“the programme has taught me how to work with different people and as we meet new and different people we get learn how to tolerate, respect and be patient with other people”*. However, with regard to maintaining friendships, the analysis indicated that the

programme had no impact on the individuals' friendships, especially outside the programme. For example, Beneficiary 5 (2020) said that *"the programme had absolutely no impact on his social life especially when it came to maintain friendships"*.

The analysis of this theme indicated that there were traits to be commended about the EPWP. The analysis indicated that the EPWP contributed towards poverty alleviation; Beneficiary 13 (2020) said: *"despite the questionable execution of the programme, it does help the poor with meeting their basic needs such as buying food"*. It was found that income relief from the EPWP was positively impacting households, since people could afford some of their basic needs. Beyond that, individuals living in poverty were benefitting from the programme; Beneficiary 27 (2020) mentioned that she belonged to a poor family, and said: *"however there are more families with worse situations where no one is working, and those families do benefit a lot from the programme"*. As a result of the post-apartheid regime strategy, the analysis indicates that the EPWP did impact on the existing challenge of poverty in South Africa in this case, but was limited; Beneficiary 23 (2020) mentioned that he was the only working member in his household and the income was just not enough to support himself and his four siblings with the income he received from the programme.

Around these themes, beneficiaries had different views on what they could critique the programme for. Their critiques were based on two factors low income and contract duration. It seems that the income received was very low, to the point that not everyone could afford everything they would have liked to or basically needed, such as buying groceries and paying municipality fees: *"the income we receive from the programme is very low and that is a problem because we cannot do much with it and that is a problem across the North-West province because it seems like beneficiaries from other provinces are earning more than what we earn"*, according to Beneficiary 3 (2020). The analysis indicated that the programme was also criticised around contract duration. This has always been a critique, on a broader front, when it comes to the EPWP. For instance, Gehrke and Hartwig (2018) demonstrated that training and employment provision of the DPW might or might not necessarily lead to increased employment rates in the short or long term depending on factors such as the contract duration.

Beneficiaries were given the opportunity to suggest what the government could do about the EPWP that they were not doing at that time. Beneficiaries had differing views around what the government can do more or start doing. The most important suggestion had to do with increasing the income of the beneficiaries. They indicated that the income could be increased by increasing

the number of days that they worked per month from twelve days a month to twenty-one. They also recommended that task and development monitoring processes should be improved; Beneficiary 18 (2020) said: *“we take our work serious and the EPWP officials should monitor our work properly and I believe that will motivate them to take our needs serious and improve the programme moving forward”*. In general, beneficiaries indicated that the implementation of the programme was a good governmental initiative. However, they believed that the problem with the programme lay in the ways in which processes and activities related to recruitment and monitoring methods were carried out by local governments. Beneficiary 18 (2020) indicated the following: *“the poor are benefiting from the programme, but officials are failing us when it come to the execution of the programme in local governments”*.

Importantly, beneficiaries were also given the opportunity to indicate what the government could not do or stop doing to ensure success of the EPWP intervention. Analysis of this sub-themes indicated that the government should stop or reduce assigning the recruitment process to ward councillors, as reflected in a statement made by Beneficiary 26 (2020): *“the government should stop assigning the recruitment process to the ward councillors and consider other alternatives, such as announcing on the local radio stations recruiting so that people can submit their CVs to the LED offices”*. It was further indicated that the government should stop recruiting people on a temporary basis and recruit them permanently to ensure that unemployment and poverty would be tackled for long-term periods.

In terms of determining how the programme impacted the lives of the beneficiaries and the community at large, beneficiaries were asked how the programme had changed their lives and their communities. The programme had changed individuals' lives in the sense that they could contribute to households and put food on the table. Furthermore, beneficiaries were finally able to acquire experiences that could further assist them in finding employment on participating on the EPWP. Beyond that, the community at large did benefit from the programme. By recruiting 30% of the youth, the programme contributed to crime reduction, which is frequently caused by unemployment, as expressed by Beneficiary 3 (2020): *“we are working with people who have committed crimes and can honestly claim that they have court dates and are happy to be part of the EPWP because they have stopped their illegal activities”*. In addition, the programme contributed to keeping communities clean; Beneficiary 24 (2020) said: *“we do our job properly and the streets are always clean”*.

To conclude, as previously mentioned the ST and LFA placed a strong emphasis on aspects related to objectives, outputs, inputs and the assumptions that must be fulfilled for the project to

be carried out. Therefore, beneficiaries of EPWP that participated in the programme were subjected to items measuring the objectives, outputs and the assumptions during the interviews. Furthermore, LFA also placed emphasis on the activities undertaken in the programme to yield the expected outcomes of the programme. That can also be communicated through the application of the ST by taking into account the transformation process. Thus, beneficiaries were also subjected to items measuring the activities carried out in the EPWP to achieve the set objectives. This played a significant role of determining the fitting of the programme in the society, which is the JB Marks Municipality, Potchefstroom in this case.

The results indicate that to some extent the programme managed to bring about positive social change in the JB Marks municipality. The findings indicate that the programme is playing an important role of alleviating poverty through the provision of temporary employment. In addition, the income relief from the programme comes in handy in households, beneficiaries are now able to contribute to their households and put food on the table. Thus, to some extent the programme is changing the livelihoods of the people. However, despite the important role of alleviating poverty played by the programme, there is still more that needs to be done within the programme. For instance, the analysis has indicated the skills development is not taking place in the programme. Therefore, that needs to be attended to as it will not only impact the individuals but the communities as well. Other aspects that the government needs to pay attention to in order to ensure the success of the programme are activities, termination processes and recruitment processes. The effect of this is that, there are concerns with how the recruitments processes, skills development and the termination processes are being carried out from the beneficiaries.

5.5 Discussion

As indicated, that the objective of the study is to critically evaluate the EPWP in the JB Marks Municipality, Potchefstroom in view of its objectives of implementing positive social change and targeting the marginalised groups. In doing so, the ST and LFA frameworks, as well as the CA and SLA approaches were applied. Therefore, the discussion of the overall evaluation of the programme in the JB Marks municipality in Potchefstroom will take into account the frameworks and approaches mentioned above. Thus, determining if the programme managed to achieve its objectives of implementing positive social change the researcher included community members (for their perceptions of the programme) and the EPWP beneficiaries (for their internal experiences of participating in the programme).

5.5.1 Poverty alleviation

Poverty alleviation is one of the goals and of the EPWP as stipulated by the LFA. Once more, according to Lewis (2017:3), poverty alleviation is the stated policy in the new South African democracy and requires the government to ensure this outcome. The response of government involved the implementation of the EPWP as a strategy for addressing poverty and employment creation. Therefore, data collection consisted of items measuring this outcome. Again, these items were distributed among community members by means of questionnaires and beneficiaries of the programme by means of interviews.

The analysis of the quantitative data indicated that Ikageng community members perceived the programme as alleviating poverty through the provision of temporary employment in Potchefstroom. Beyond that, community members indicated that the provision of income was in fact improving the lives of the people and was therefore bringing about positive social change. Ikageng EPWP beneficiaries believed that the poor were benefiting from the programme. The programme, therefore, was indeed bringing about positive social change in terms of alleviating poverty. However, the income received by the beneficiaries was insufficient, unable to cover their basic needs, especially if one had to buy groceries and pay for municipality fees. Although community members and beneficiaries of the EPWP believed that the income was insufficient, they agreed that it brought about a positive difference for households.

The study adhered to a multidimensional perspective by means of applying the SLA. As a result, income was not the only factor taken into account to measure whether the programme had managed to alleviate poverty. Other factors, such as the ability to pay for municipality fees and buying electricity, as mentioned, and access to private and public health care facilities and children's education were considered. The analysis indicated that the programme had been successful with regard to alleviating poverty.

5.5.2 Employment creation

The second goal of the programme was to create employment for those benefiting least from the economy, with special focus on marginalised groups, as indicated. The analysis indicates that there had been employment creation by means of the implementation of the EPWP. The programme had achieved its objective of creating temporary employment for these groups. Participants acquired certain skills such as grass cutting and could use these to find employment on participating in the programme. Thus, the programme reduced unemployment by means of

providing temporary employment and also by increasing the chances of beneficiaries to find further employment on having participated in the EPWP.

Through the creation of temporary employment, the EPWP played the important role in enhancing individual's abilities with regard to performing their functionings. It is worth briefly giving a working definition again of these. Functionings are constitutive of a person's being, which means that a person may perform or participate in various activities that they may value doing or being, such as work (Sen, 1999:73). In other words, the participation of beneficiaries in the programme might have allowed them the opportunity to value participating in the programme as it could enhance their abilities to enjoy security, shelter, food and access to health care facilities while participating in the programme. For the poor, these abilities are frequently limited.

The present study established that the programme intervened in this situation by providing the poor with the opportunities or capabilities of enjoying an income while participating in the programme. The provision of temporary employment provided individuals with the freedom or the opportunity to accomplish what an individual considered to be important, such as being able to buy groceries, while participating in the programme. On the other hand, the provision of employment also had a limited impact on poverty alleviation. Lastly, the programme had managed to successfully create temporary employment for the poor in the JB Marks municipality, Potchefstroom, thus enhancing their functionings and capabilities.

5.5.3 Skills development

Skills development is part of the EPWP's objectives, as has been mentioned, and it is of the greatest importance, as it aims to ensure that employment through public works is sustainable. On exiting the programme, the EPWP aims to enhance the beneficiaries' chances of being placed on other viable programmes. The assumption is that those who are unemployed and involved in the programme will be provided with skills that will further help them meet the required demand for skilled labourers and allowing them the freedom to achieve valuable functionings (capabilities). Thus, beneficiaries are encouraged to enjoy a clear training programme that seeks to improve their skills around whatever obstacles they meet in completing their work or tasks (Nyoka, 2016:18).

However, the analysis has indicated that skills development was not taking place in the EPWP in line with what was supposed. The analysis suggests that the programme had not succeeded in improving skills development while, on the other hand, community members and beneficiaries agreed that the programme, would in fact, benefit society and individuals if it could manage this

outcome. In spite of these criticisms and reservations, the activities carried out by the beneficiaries of the programme, such as grass cutting and sweeping roads, could be considered to be work experience that would increase their employability. However, these were not necessarily the empowering skills that the programme promised to offer its beneficiaries in the JB Marks municipality.

5.5.4 Targeting the marginalised

Women, youth and people with disabilities are the most excluded individuals in the economy, and are mostly experiencing unemployment, also when compared to men. South Africa has experienced economic growth that did not translate into the creation of job opportunities for these neglected groups, who did not necessarily benefit from economic growth, as a large number of those with low levels of education and skills remained excluded from the active economy of the country. Hence, the implementation of the EPWP targeted marginalised groups. Again, these programmes aimed at employing 40% of women, 30% of youth and 2% of people with disabilities. As indicated, the analysis demonstrated that the programme had in fact managed to recruit women and youth but failed in the case of employing people with disabilities.

5.5.5 Recruitment process

As discussed in 5.3.4, the recruitment processes of the EPWP in the JB Marks Municipality occurred in three ways: (1) through ward councillors, (2) through the DoL and (3) through the offices of the LED within the municipality. The analysis further indicated that recruitment through the ward councillors was not always fair and that the government should consider alternative ways of recruiting beneficiaries. Participants indicated that nepotism was associated with the recruitment process carried out by these councillors. This is also reflective of the fact that information about the programme did not reach people in the local communities, which may in part be adduced further to the said nepotism. It was found that this was common during the recruitment processes. Thus, participants recommended that there should be other methods of recruitment, such as advertising and spreading information by means of local radio stations.

5.5.6 Termination processes

Upon termination of the programme, beneficiaries are meant to receive certificates as stipulated in the EPWP's technical legal guidelines. These certificates should state the worker's full name, the name and address of the employer, the SPWP on which the worker was occupied, the work performed by the worker, any training received by the worker as part of the SPWP, the period for

which the worker was active in the SPWP and any other information agreed upon by the employer and worker. The idea is that these certificates can be used by beneficiaries to find further or new employment opportunities. The present analysis has indicated that beneficiaries did not receive certificates despite being stipulated in the EPWP's technical guidelines. Instead, they merely received SMSs indicating that their contracts had ended and no further communication with regard to certificates.

5.5.7 Work activities

When evaluating a programme, it is important to examine activities undertaken in sequence, from implementation to termination. ST can be used as a lens when focusing on transformation, which relate to the design, delivery and measurements taken around activities to yield expected outcomes of the programme. The LFA further emphasises, as mentioned, key activities carried out to produce the expected results. The present study, therefore, followed the same argument put forward by the ST and the LFA is taking into account the activities of the EPWP towards evaluation the programme, examining activities related to mentorship programmes, tools, time schedules, the monitoring of personal development of the beneficiaries and the provision of work suits, transportation and mobile toilets in some programmes but not all the SPWPs.

The analysis found that activities related to mentorship programmes to enhance capacity development of the beneficiaries were not taking place, while beneficiaries were paid, once more, based on the number of days worked in a month. To perform activities, beneficiaries had been provided with tools to carry out tasks. However, as mentioned, tools were limited and delivered late. Beneficiaries were therefore not provided with sufficient tools to carry out activities assigned to them, resulting in situations where they used their own money to buy the necessary tools such as brooms and grass cutters. In addition, clothing such as work suits was provided, although participants complained about the fact that it was too small, so that some beneficiaries resorted to working without these. Beneficiaries residing and working in Ikageng were not provided with transport, while those working in places such as Mooibank, a distance of 11 km away from Ikageng, where they resided, were provided with it. Concerns were also raised around the provision of toilets. No mobile toilets were made available for beneficiaries working in Ikageng, while those that worked in areas such as Mooibank, again, did enjoy the use of this facility.

5.5.8 Evaluative remarks on the EPWP

As indicated in Chapters 2 and 3, the key objectives of the EPWP were to alleviate poverty, create employment and skills development. The objectives were not only meant to benefit individuals

but also communities. Present analysis established that the programme did in fact benefit communities, while individuals' lives were also impacted. It found further that no impact was made on the social lives of individuals. However, the programme did manage to improve individuals' lives by means of the provision of income. Individuals were able to contribute to households, as mentioned, with the income they received from the EPWP. On a community level, the programme impacted the community of Potchefstroom in the sense that the roads were clean and crime rates possibly reduced in certain areas. Again, this is because the EPWP employed the poor and kept them off the streets, preventing them from committing crimes.

Despite the broader impacts of the programme, as stated, participants suggested that the government should increase the income of the beneficiaries and the numbers of days that they work per month. Similarly, the provision of temporary employment should be changed to permanent work. This was suggested in the same breath as criticising the programme for offering beneficiaries low income and short-term contracts. Concerns were also raised around the recruitment processes of the programme, once more, especially when it came to councillors' selection of beneficiaries, where nepotism occurred. It was therefore recommended that the government should stop assigning the recruitment process to these councillors and consider alternatives such as advertising vacancies on radio stations and in newspapers.

To conclude, the critical evaluation of the EPWP in the JB Marks Municipality, Potchefstroom, North West Province, South Africa, as examined on the basis of ST and the LFA frameworks as well as the CA and SLA approaches, the application of the ST consisted of the system approach evaluation model which guided the evaluation of the EPWP. The model describes a system as consisting of inputs, processes and outputs. The model also focused on the influence of the outputs on the inputs. In addition, the LFA was also applied as an evaluation tool of the study. Thus, the LF Matrix was applied in evaluating the programme. The matrix is a four-component model consisting of the vertical and horizontal logics that are encased in the template matrix. For the purpose of this study, the horizontal logic was mainly used as it focuses on project evaluation and monitoring. The horizontal logics consist of goals (impact), purpose, outputs (or expected results) and inputs. To ensure that the ST and LFA are not overlapping, the two approaches were collectively applied to evaluate the programme. Table 3-1 in chapter demonstrates how the frameworks were applied jointly to evaluate the programme. In doing so, the traits of the frameworks were integrated to ensure that the frameworks do not overlap.

The analysis has indicated that the programme, to some extent, is achieving its key objective of alleviating poverty and creating employment for the poor (goal). However, the programme has not been successful in fulfilling skills development in the JB Marks municipality, Potchefstroom

(purpose). The analysis further indicates that the undertaken activities are not all properly carried out as beneficiaries are not satisfied with how some the activities are carried out. Those activities include the provision of clothing and tools. However, participants agreed that the implementation of the programme was a good initiative from the government as people are benefiting from the programme especially the poor (transformations processes).

On the contrary, CA is about presenting the opportunity for individuals to accomplish what they view as important. This can also be looked at from the arguments made by Sen when argued that, in a developed society it is easier for people to achieve their functionings as compared to when living in an undeveloped society. On the other hand, functionings are dependent on a number of individual factors such as age, gender, disabilities, access to education and other factors. However, to be able to achieve those functionings individuals need to be exposed to opportunities of doing things that they will have a reason to value. Central to CA is also the capabilities which are the real opportunities you have regarding the life you may lead (Sen, 1987:36). Capability, therefore, is the freedom or the opportunity to accomplish what an individual considers to be important. The last concept central to the approach of Sen's CA is agency, which is the acts of individuals to bring about change and whose accomplishments can be judged in terms of their values and objective. Through the application of the CA, the EPWP is seen as the opportunity for individuals to be able to do things they have a reason to value. The discussion indicates that to a limited extent the programme has managed to expose individuals to opportunities of doing elementary things they have a reason to value. For example, individuals are now able to put food on the table through participating in the programme. In terms of other aspect such as skills development, the programme has not been successful when it comes to providing individuals with skills to allow them to do things, they have a reason to value.

Table 5-19 below reflects the evaluation of the programme in terms of the CA, where analysis indicated that the EPWP failed to contribute significantly to the self-respect, integration, nourishment and social activities of the beneficiaries. An example is the inability of the programme to ensure that beneficiaries received certificates of participation at the end of their contracts. However, the programme did manage to contribute towards the education and care of individuals, as they were able to perform valuable acts such as buying food. At a community level, community members agreed that, to some extent, the programme did enhance self-respect, social integration, nourishment, education, social activities and caring in Ikageng, Potchefstroom. The analysis pointed out that certain things needed to change when it came to the implementation and execution of the EPWP, so as to ensure that individuals and the community could realise their functionings. For example, people should be presented with permanent employment opportunities and better income to ensure that individuals and the community at large could

realise these. Skills development should be enhanced to ensure that beneficiaries were equipped with skills that would increase their chances of employment. On the other hand, monitoring processes must be properly carried out to ensure the development of beneficiaries and the success of the EPWP, which must demonstrate values enshrined in Section 195 (1) (e) of the Constitution of the Republic of South Africa, 1996, along with ubuntu and integrity, to ensure valuable functionings will be achieved. Implementation of EPWP must be guided by this Section with the notion of responding to the needs of the people and ensuring that the public participates in policy making of EPWP to ensure that it addresses people's challenges. Most importantly, community members must be involved in the planning, implementation and evaluation of the EPWP to ensure that needs of the communities are met and that community challenges are addressed. In a nutshell, the analysis indicated that, once more, the programme had been able to provide individuals with the opportunity to accomplish what they considered to be important and promoted agency to some extent.

Table 5-19: Application of the capability approach

Capability approach	
Functionings:	Description of functionings in EPWP:
Did the EPWP contribute to self-respect, social integration, nourishment, education, social activities and caring at an individual level?	<p>The analysis indicated that the EPWP did not contribute to the self-respect of the beneficiaries, perhaps due to the reason that they did not receive a certificate of participation at the end of their contact. Beneficiaries received only SMSs that did not build good communication; they were not treated respectfully.</p> <p>In addition, the programme did not contribute to the social integration, nourishment and social activities of the individuals. This is because the programme had not impact on the beneficiaries' social lives and nourishment.</p> <p>However, the programme did contribute to the education and the caring of individuals as they were able to put food on the table, thus alleviating poverty.</p>
Did the EPWP contribute to self-respect, social integration, nourishment, education, social activities and caring at a social level?	<p>The analysis indicated that community members agreed that, to some extent, the programme had contributed to the self-respect, social integration, nourishment, education, social activities and caring of Potchefstroom, Ikageng. For example, community members agreed that the programme had alleviated poverty and beyond this, that the programme played the important role of keeping the streets of Ikageng clean, thus enhancing the self-respect and nourishment of the community of Potchefstroom, Ikageng.</p>
Capabilities	Description of capabilities in EPWP
What opportunities must the EPWP present so that individuals and the community can realise their functionings?	<p>An EPWP must present people with permanent employment opportunities and better income to ensure that they and the community at large are able to realise their functionings. Skills development programmes should be emphasised.</p>

	The monitoring processes of the programme should be improved to ensure that officials can monitor the personal development of the beneficiaries.
Values	Description of values in EPWP
What values must the EPWP demonstrate to ensure valuable functionings will be achieved?	The EPWP must demonstrate values enshrined in Section 195 (1) (e) of the Constitution of the Republic of South Africa, 1996, which states that the needs of individuals must be responded to and the public should be encouraged to take part in policy making. For example, when beneficiaries request work suits if they did not receive the right size or if there was a shortage of supply.
Agency	Description of agency in EPWP
How will an EPWP function that adheres to the capability approach?	The implementation of EPWP must be guided by the said Section with the notion of responding to the needs of the people and ensuring that the public participates in policy making. This will ensure that the programme responds to the needs of the people and that it is people centred.

On the other hand, the SLA states that development begins around that which people have and develop it to higher levels. This is because events occur within particular contexts, while the livelihoods approach recognises that, for example, before the security of a sustainable livelihood can be implemented a particular context such as poverty, it has to be identified. The role of the EPWP using the SLA can be best explained by means of the sustainable livelihood framework model. The notion behind the model is to mobilise people's capabilities and assets for sustainable livelihoods. However, this all starts with identifying the livelihood context by considering assets. Therefore, the implementation of the EPWP is a strategy based on the identified livelihood context, or the municipality's economic trends such as unemployment in JB Marks municipality. The idea is that the strategy, in this case, the EPWP itself, should be composed of activities leading to livelihood security outcomes. The analyses here indicate that the implemented strategy was achieving its key objective of alleviating poverty and creating employment for the poor to a limited extent, as mentioned. However, the programme had not been successful in fulfilling its objective of enhancing skills development in the JB Marks municipality. The analysis pointed out that the short duration of contracts did not guarantee a sustainable livelihood or security outcomes.

In addition, the SLA highlighted that outcomes leading to sustainable livelihood security outcomes could be achieved through the development of human, social and financial assets. The analysis indicated that EPWP was not making sustainable human, social and financial impacts on the individuals and the community at large. However, it is important to indicate that, once again to some extent, the programme was making these impacts on individuals, for short time periods, and not on a sustainable level. With regard to access modification, the EPWP aimed to present access to the variety of groupings mentioned in preceding sections for the present text, namely

30% of the youth, 40% of women and 2% of people with disabilities. The analysis has indicated that people with disabilities were not presented with access to a variety of resources that would lead to livelihood security outcomes. The execution of the EPWP in the JB Marks municipality was characterised by a number of challenges such as failing to fully enhance skills development and not maintaining effective monitoring measures to ensure successful implementation. It therefore failed to empower people in a changing socio-economic environment. In terms of the applicable livelihood strategy, the analysis indicated that the EPWP was not structured in a way that ensured a sustainable livelihood strategy to the community of Potchefstroom (Ikageng). This is evidenced by the temporary nature of employment and failure to follow up on former beneficiaries to ensure that the programme did indeed improved their livelihoods.

Nonetheless, a number of activities were carried out in the programme to ensure that the expected livelihood outcomes would be achieved, including the provision of tools where, however (and as mentioned), the data demonstrated that participants felt that they were not receiving sufficient tools to carry out their assigned activities. In terms of contributing towards securing the livelihood of people in Potchefstroom in a sustainable way, the EPWP did contribute, again to some extent, towards securing the livelihoods of the people. However, the programme was unable to contribute towards securing sustainable livelihoods through the provision of temporary employment. In other words, the programme had managed to change the lives of the people in the sense that poverty was alleviated but for only short periods of time that were dependent on contract duration the intervention was therefore not sustainable. Table 5-20 below reflects a summary of the application of the sustainable livelihood framework model and the findings of the evaluation study around the aspects of the model.

Table 5-20: Application of the sustainable livelihood framework model

Sustainable livelihoods framework model	
Assets development	
Does the EPWP build capital (human, social, financial)?	The EPWP was not making a sustainable human, social and financial impact on the individuals and the community at large. This is evidenced by the provision of temporary employment and the lack of skills development within the programme.
Assess modification	
Does the EPWP present access to a variety of groupings of people to resources?	The EPWP targets the youth (30%), women (40%) and people with disabilities (2%). However, the analysis indicated that people with disability were not presented with access to variety of resources.
Context changes	
Does the EPWP give empowerment to people in	The EPWP was successfully alleviating poverty for beneficiaries and the community at large. For example, income relief did assist individuals around affording some basic needs.

a changing socio-economic environment?	However, the execution of the programme in the JB Marks municipality was characterised by a number of challenges such as failing to fully enhance skills development, which amounts to a weakness in the programme. Furthermore, the programme did not effectively monitor its progress to ensure successful implementation. As a result, the programme failed to empower people in a changing socio-economic environment.
Applicable strategy	
Does the EPWP have a sustainable livelihood strategy?	The programme was not structured in a way that ensured a sustainable livelihood strategy for the community of Potchefstroom (Ikageng). This is because the EPWP was characterised by the provision of temporary employment which did not guarantee a sustainable livelihood strategy. This was mostly the case in situations where beneficiaries were provided with three-month contracts.
Activities towards livelihood	
What sustainable activities does the EPWP have towards uplifting the livelihood of people?	The activities carried out ranged from the delivery of tools, provision of clothing, transport and mobile toilets, time schedules and a mentorship programme.
Livelihood security and sustainability	
Did the EPWP contribute to securing the livelihoods of people in Potchefstroom in a sustainable way?	The EPWP did enhance securing the livelihoods of the people in Potchefstroom to some extent. The programme had managed to alleviate poverty to secure livelihoods. However, the programme was unable to contribute towards securing sustainable livelihoods since the employment was of a temporary nature.

The CA and the SLA played the important role of theoretically evaluating the EPWP. The combination of approaches further played an important role of determining if the intervention could be viewed as a proper social development programme. Central to the CA, as mentioned, are functionings. It focuses on the provision of opportunities for individuals to accomplish what they viewed as important, that is, functionings. The SLA highlighted that development begins with what people have to develop this to higher levels. From this perspective, the EPWP was meant to develop what people had already into higher levels with a view to improving their livelihoods. The analysis indicated that, again to some extent, the programme had managed to improve people's lives with regard to alleviating poverty. This was evidenced by the impact of successfully creating employment for the poor. Beyond that, income that was received from the programme made a difference in households. The analysis further found that the EPWP was playing the important role in keeping the community clean and reducing crime in the areas of Ikageng, as has been mentioned above. However, the provision of temporary provision of employment did not guarantee sustainable livelihood security. In addition, concerns were expressed, once more,

around the recruitment processes adopted by the programme. Beneficiaries witnessed acts of favouritism around the recruitment processes, while contract durations were perceived as not being sufficient to change the lives of the poor.

5.6 Conclusion

This chapter has discussed the empirical aspects of the evaluation of the EPWP and its implementation in the JB Marks Municipality, Potchefstroom, with regard to creating positive social change in terms of an analysis of the data collected from community members by means of questionnaires, and programme beneficiaries by means interviews. The community provided data on their views of the implementation of the EPWP and beneficiaries provided data on self-experiences around participating in the EPWP. Therefore, the chapter has therefore been divided into three sections, the first focused on the analysis of community members' data and the use of the SPSS in doing so. The second focused on the content analysis of the beneficiaries' data, and the third on discussing the findings that emerged from the collected data. Most importantly, the analysis took into account the applied frameworks of the study, namely ST and the LFA, as well as the approaches, namely the CA and SLA, towards explaining how the programme fitted within society or not.

Items measuring positive social change induced by the EPWP were presented in frequency calculations to determine the number of community members who agreed with the statements as well as those that did not agree. Data collected from the beneficiaries of the programme were subjected to coding. The following themes were consequently formulated: income, skills development, employment creation, recruitment processes, work activities, termination processes and the overall broader impact of the EPWP.

The subsequent discussion highlighted that, to some extent, the programme had managed to implement positive social changes, especially as centred on poverty alleviation. Individuals in the vulnerable groups, especially those that lived in poverty, did in fact benefit from participating in the programme. However, the programme failed to enhance skills development in the SPWP, as has been mentioned. Furthermore, the recruitment process was carried out in three ways and there were the concerns around this that have been mentioned. recruitment process had to do with assigning the recruitment process to the ward councillors. In other words, the recruitment is not always fair and sometimes information about the recruitment of the programme does not necessarily reach the people. This is mostly the case where councillors are assigned the

responsibilities of selecting participants from their wards. Furthermore, contract termination was not properly executed. Whereas the EPWP technical guidelines clearly stipulated that beneficiaries should be given certificates upon exiting the programme, this did not occur.

Evaluation of the EPWP was guided by theories and approaches that have been mentioned, ensuring a multidimensional perspective. ST and LFA were applied as theoretical approaches that informed the evaluation of the study. The application of the ST involved the system approach evaluation model. The ST model strongly emphasised input, transformation processes and outcomes whereas, as has been mentioned, the LFA is regarded as a tool for planning, managing and evaluating development projects. The LFA emphasised on goals, namely employment creation and poverty alleviation, purposes, such as skills development, outputs such as successfully employing women, youth & people with disabilities as well as activities. CA and SLA on the other hand were employed as the approaches that assisted in sociologically theorising the extent to which the EPWP fitted society, with a view to evaluating a person's advantage in terms of his or her actual ability to achieve various valuable functionings, as well as development interventions within particular contexts centred on people's needs especially, once more, the most vulnerable, in ways were appropriate to the given situations. Employing CA and SLA pointed out that the programme was achieving its objectives of offering people employment and contributing towards their functionings, taking into individual factors such as age, gender and disability to ensure that the marginalised were targeted. However, skills development was not properly executed in the EPWP, thus failing to enhance people's capabilities once they had participated in the programme. Neither did the EPWP succeed in impacting sustainable human, social and financial interventions for individuals or the community at large so as to ensure the security of sustainable livelihoods. In a nutshell, the objective of the study was to critically evaluate the EPWP in the JB Marks Municipality, Potchefstroom, in view of its objectives and in terms of the theories and approaches as to whether the programme had managed to achieve some objectives or none at all.

CHAPTER 6: CONCLUSIONS AND RECOMMENDATION

6.1 Introduction

The present chapter provides an overview and synthesises the work done in the preceding chapters, offering an outline of the critical evaluation of the EPWP in Potchefstroom, that is, the findings, a discussion of the limitations of the study and recommendations.

6.2 Chapter summary

Chapter 1 presented the orientation of the study and stated the objectives. Chapter 2 analysed, identified and evaluated extant literature on the role and impact of government interventions such as the EPWP programme, following a trajectory from general to specific materials so as to develop arguments based on broader observation of public works programmes internationally, relating these to the EPWP in South African municipalities. The chapter also examined contrasting views among various scholars around the implementation of PWPs. The chapter further prepared discussion for the relevance and use of ST and the LFA as frameworks and the CA and SLA as approaches. The ST and LFA were established to be theoretical lenses for evaluating the EPWP, and the CA and SLA were established as theoretical development lenses for evaluating the programme in the social contexts of JB Marks municipality in Potchefstroom.

Chapter 3 discussed the socio-political environment that regulates the EPWP, starting with the focus on the introduction of the social/governmental intervention programmes such as the EPWP towards explaining the implementation of the programme. The chapter demonstrated that the role of the EPWP was to alleviate poverty, create employment and enhance skills development, while targeting the marginalised groups mentioned.

Chapter 4 provided a discussion of qualitative and quantitative research designs to be employed in the study with a view to critically evaluating the programme. The research design was employed in this chapter to make findings with a view to reaching conclusions on the impact of the programme. The use of quantitative and qualitative designs entailed a multidimensional perspective of the study. Techniques used were a multi-stage cluster sampling for selecting community members and snowball sampling for selecting beneficiaries. This allowed the researcher to collect comprehensive results on which to base judgements around the implementation of the EPWP. Data was collected in February and March of 2020; these were collected by means of completing questionnaires and semi-structured interviews. All in all, the chapter provided an overview of conducting empirical research and provided the basis for the discussion of empirical findings.

Chapter 5 discussed the findings of the evaluation of the EPWP in the JB Marks municipality, Potchefstroom, which were gathered from community members and beneficiaries of the EPWP. Central to the discussion was the key objective of the programme, namely poverty alleviation, skills development and employment creation, to target the marginalised. Further foci around this were the recruitment processes, contract termination processes, work activities and the overall broader impact of the EPWP. The discussion included evaluative remarks, which consisted of the application of ST and the LFA framework as well as the CA and SLA approaches. In the context of the ST and LFA, as well as the CA and SLA, it was found that the programme had managed to improve people's lives and address poverty and unemployment through the provision of temporary employment, to some extent. However, the provision of temporary employment did not guarantee the security of sustainable livelihoods.

The next section critically evaluates the EPWP in Potchefstroom by taking into account the empirical results and finding of the research. The discussion will also take into account the programme's strength and weaknesses from the application of ST and LFA frameworks, and the CA and SLA approaches.

6.3 Critical evaluation of the EPWP in Potchefstroom

The transition from the apartheid to the democratic system constituted government interventions, policies and strategies for addressing the errors of the past. South Africa has been characterised by structural and chronic poverty which have always been seen as major development challenges. The implemented strategies included the implementation of PWP's. Chronic poverty has to do with those that experience poverty for extended periods of time and benefited least from economic growth and development initiatives (Du Toit, 2005:2). On the other hand, structural poverty has to do with simply the scarcity of resources but the broader sense of poverty for long duration. The present study focused, within this framework, only on the EPWP. Hence, the primary objective of the study was to critically evaluate the EPWP in the JB Marks Municipality, Potchefstroom, in view of its objectives of implementing positive social change, in terms of alleviating poverty, creating employment and skills development for the poor by means of targeting women, youth and people with disabilities. The sections below present the outcomes of the evaluation as viewed from community members' perspectives and based on beneficiaries' experiences of EPWP. The discussion will also include the analysis from the perspective of CA and SLA approaches.

6.3.1 Participants in community survey.

This section will start by discussing the strengths of the EPWP followed by the weaknesses. With that being said a strength that was found was that community members perceived the programme as good and successfully implemented, centred in particular on alleviating poverty, but also including assisting with livelihood and improving well-being. Furthermore, community members perceived the programme as successfully creating employment for the poor and thus improving the lives of the poor. They also believed that the EPWP was successfully contributing towards skills development and capacity development to further improve the lives of the beneficiaries. Skills learned from the programme were perceived as having the impact of increasing the chances of beneficiaries to find employment after participating in the programme.

Despite these positive impacts of the programme, community members shared their views of the weaknesses involved. They perceived EPWP as failing to provide enough income to cover general needs in households. In addition, information of the EPWP was not efficiently distributed on time for community members to apply for participating in the programme. Concerns were raised with regard to recruitment processes, which they perceived to be biased, involving favouritism. Payments for beneficiaries were perceived to be late in some instances. Community members said that contracts were not long enough to change the livelihoods of the participants. The aim of EPWP was also to ensure that priority was given to all individuals who had been previously excluded from the economy. However, they perceived the programme to be failing in accomplishing its goal of including the previously excluded. It did not benefit people with disabilities. An inability to secure food by not contributing towards the agricultural sectors was perceived as a further weakness.

Therefore, community members, therefore, recommended that the EPWP must contribute towards the provision of permanent employment. This will play an important role of ensuring sustainable livelihood security. In addition, it was recommended that the EPWP should contribute towards the creation of businesses by offering support to small establishments. The support could also take the form of mentorship programmes where beneficiaries participated in the programmes and were mentored on this. The perception was that the initiative would not only benefit the individuals but the community of Potchefstroom as a whole. Community members indicated that the EPWP must increase the number of people it recruits annually to ensure that the majority of those living in poverty would participate. It was further perceived that the EPWP must consider acquiring feedback from the community with the intension of improving it. This would contribute towards improving the EPWP and ensuring its success.

6.3.2 Beneficiary interviews

Beneficiaries indicated that the EPWP had assisted the poor with income. They also viewed the programme as playing the important role of keeping the community clean by activities such as grass cutting and street sweeping. Most importantly, they indicated the EPWP as playing an important role in reducing crime by recruiting youth.

Despite the positive impact of the EPWP, beneficiaries still did not view the programme as an employment opportunity but, instead, as a programme assisting the poor. They also indicated that the income provision of the EPWP was insufficient for covering general household needs, as has been stated. They also said that skills development had been practised to a limited extent and not as expected. Beyond that, the programme failed to provide beneficiaries with proper mentorship programmes. Beneficiaries also pointed out that the recruitment processes of the EPWP were not fair to the community members in general as other participants are selected based on the fact that ward councillors like them.

Furthermore, beneficiaries viewed the EPWP as failing to provide them with opportunities to voice their opinions, which could help improve the programme. In addition, there were the problems mentioned around clothes and tools provided by the EPWP as well as toilet facilities and transport. Beneficiaries also pointed out that the tools were not of good quality and not sufficient. This is because beneficiaries had to share the tools and the tools were not of good quality as they broke, and beneficiaries had to buy tools from their own pockets. Another aspect that beneficiaries viewed as not sufficient in the EPWP was the provision of transport and mobile toilets at work sites. The monitoring processes were said to be lacking, as indicated, and contracts were found to be of insufficient duration.

Beneficiaries recommended that the EPWP's wages be increased, which could ensure that general household needs could be covered. An increase in the numbers of days that beneficiaries worked monthly, from 12 days to 21 per month, was recommended. They recommended further that recruitment not be handled by ward councillors for the reasons mentioned. As a result, the acts of favouritism have been experienced in the existing recruitment processes of the programme.

6.3.3 CA evaluation

The CA holds that people should be presented with opportunities to accomplish what they view as important. In the present study, the application of this CA maxim has pointed out that the EPWP had contributed to an additional income for the poor. In other words, the EPWP did provide beneficiaries with the opportunity of accomplishing what they viewed as important, such as, again,

being able to cover household needs. However, in terms of the CA, the EPWP did not contribute towards individuals' functionings, as it failed to contribute to self-respect, social integration, nourishment and social activities at an individual level. The EPWP also did not contribute towards social integration.

Recommendations that emanated from the data as informed by the CA were that the EPWP had to provide a route to permanent employment. This could be created by contributing towards skills development and proper management by means of unbiased recruiting and proper monitoring. The EPWP also had to be attuned to the needs of the community to ensure that the programme would address the challenges and needs of that community.

6.4 SLA evaluation

On the basis of the outcome of leading to sustainable security around livelihood security, as per the SLA, these could be achieved by developing human, social and financial assets. The use of the SLA pointed out that the EPWP has to some extent contributed to securing the livelihood of the people in Potchefstroom. It had achieved this aim to a degree, while the programme had failed to contribute towards the sustainable human, social and financial impact of individuals and the community. The programme was not structured in a way that ensured sustainable livelihood strategies to be adopted by the community of Potchefstroom, Ikageng, as evidenced by the inability to create opportunities for permanent employment. For example, the programme can create opportunities for sustainable livelihood strategy such as enhancing skills development, but the programme has failed to do that. A contributing factor to the failure of the programme is the lack of effective monitoring measures in place to ensure the successful implementation of EPWP. The programme also failed to achieve its objective of presenting access to a variety of groupings of people especially when it comes to recruiting people with disabilities. Lastly, the programme has not been able to contribute towards the securing of sustainable livelihoods due to the provision of only temporary employment.

Lastly, the strengths and weaknesses of the EPWP were explained in view of the feedback from the community members and beneficiaries participated in the study. In addition, they were explained in view of the theoretical framework applied in the study.

6.5 Limitations

Like any other study, this study was also subjected to a number of limitations. Firstly, the objective of the study was to critically evaluate the EPWP in the JB Marks Municipality in Potchefstroom in view of its objectives. Therefore, the study was only the present study was limited to Potchefstroom, which limits the generalisation of the findings of the study as these outcomes

might not be applicable to other areas. Secondly, a sample of 100 households and 30 beneficiaries of the EPWP was found to be convenient, precisely because the study is limited in scope, but this means that the findings cannot be generalised on the scale of Potchefstroom as a whole. Thirdly, some of the beneficiaries of the EPWP were reluctant to participate, because they thought participating in the study might cost them their jobs. Some participants withheld some information for fear of losing their jobs; this impacted the findings of the study. Lastly, the EPWP is in its fourth phase of implementation, each phase has been operative for a five-year period consequently, the findings are limited to phase 4 of the implementation of the EPWP and not the other phases of implementation.

6.6 Recommendations

The following recommendations have been derived from the interpretation of the data collected from community members and beneficiaries with the aim of identifying the best way forward for the EPWP to ensure its success.

In the context of EPWP in Potchefstroom

- Participants must be treated with respect in the sense that they should be provided with opportunities to voice their opinions and improve their self-respect. This would improve the beneficiaries' self-respect and contribute towards their functionings. In addition, the EPWP should, in addition, accomplish its objective of presenting beneficiaries with the opportunity of covering some of their household needs such as buying grocery.
- Beneficiaries must be given additional opportunities to voice their opinions to their officials on how to complete assigned activities, as this could build their self-esteem and contribute towards self-respect.
- Monitoring and evaluation processes of the programme must be improved. The EPWP officials must visit the work fields more often to evaluate the progress of the beneficiaries and also provide them with feedback. This would give the beneficiaries the opportunity to know their progress and provide room for improvement for the beneficiaries and the programme.
- Recruitment processes need to be improved in such a way that all recruitment agencies will take ethical recruitment practices into account. This would ensure that community members have an equal chance of being chosen to participate in the programme. This would also play the important role of ensuring that information reached the people through recruitment agencies.
- When recruiting, information must be well communicated to such an extent that different ways are used to ensure that people receive the relevant information. Ikageng community

radio stations, community social media pages and local newspapers could be used as sources of information for ensuring that information reached the people.

- Every beneficiary of the EPWP must be provided with their own tools (depending on the nature of the work being done) for carrying out activities to facilitate completion of their assigned activities on time, without having to share tools. The problem with sharing is that it takes longer for beneficiaries to finish the tasks assigned to them. The improvement recommended here would save time and make activities more effective.
- Beneficiaries should be provided with enough and quality work clothes that properly fit them, on time. The provision of clothes ensures the safety of the workers: work boots, for instance, can protect the workers while carrying out activities such as grass cutting.
- Provision of toilet facilities would ensure that beneficiaries would not constantly have to ask people nearby their worksites to use their toilets. Therefore, the provision of mobile toilets must be a priority at all the work sites. The daily provision of mobile toilets will be useful especially for beneficiaries working in farm areas such as Mooibank.

In the context of EPWP nationally

- The EPWP must present pathways to permanent employment opportunities outside its ambit, as this will contribute towards the guaranteeing of the security of sustainable livelihoods. This will also increase the participation of people on the programme in future.
- The salaries of the beneficiaries must be increased from R 1 107,72 per month (that is, R 92,31 per day for 12 days), whereby the beneficiaries would receive a minimum of R 3 500.00 per month as stipulated by South African labour relations.
- The key objectives of the programme must be aligned with the key challenges faced by and needs of the community where the programme is active. For example, each community experiences its own development challenges and, therefore, the key objectives of the programme must differ based on the challenges of that particular community. In other words, the objectives of the programme must not be the same across all the provinces, municipalities and communities. A more practical example of the challenges that the EPWP might address in the JB Marks municipality would be the lack of housing and the development of informal settlements in Ikageng.

In view of the present study's limitations, recommendation can be made for future research. Future research must be conducted in other areas and with larger samples that can ensure a more comprehensive representation of the population.

The key objective of the study of critically evaluating the EPWP in the JB Marks municipality in Potchefstroom in view of its objectives of implementing positive social change with a view to alleviating poverty, creating employment and skills development for the poor by means of targeting women, youth and people with disabilities, has thus been achieved, concluding that to some extent the programme did play an important role towards improving the livelihoods of the people. However, considerably more needs to be done to ensure that the programme would achieve its set objective more comprehensively. The present study made recommendations for the EPWP that could assist this development, where the programme would achieve its goal of improving the lives of the poor.

BIBLIOGRAPHY

- Akinboade, O.A., Mokwena, M.P. & Kinfack, E.C. 2014. Protesting for improved public service delivery in South Africa's Sedibeng District. *Social indicators research*, 119 (1):1-23.
- Aliber, M., Kirsten, M., Maharajh, R., Nhlapo-Hlope, J. & Nkoane, O. 2006. Overcoming underdevelopment in South Africa's second economy. *Development Southern Africa*, 23(01):45-61.
- Altman, M. & Hemson, D. 2007. The role of the Expanded Public Works Programme in halving unemployment.
- Ashley, C & Carney, D. 1999. Sustainable Livelihoods: Lessons from early experience. London: Department for International Development.
- Babatunde, O. & Sheshangai, K. 2014. Social Protection in Africa: A Review of Potential Contribution and Impact on Poverty Reduction. *Study Report*, 1-44.
- Babbie, E. 2011. The basic of social research. Belmont, Wadsworth.
- Babbie, E & Mouton, J. 2004. The Practice of Social Research. Oxford: Oxford University Press.
- Banathy, B. H. 2013. Designing social systems in a changing world. California: Springer Science & Business Media.
- Barrett, C.B. 2011. Covariate catastrophic risk management in the developing world: Discussion. *American Journal of Agricultural Economics*, 93(2):512-513.
- Beagle, K., Galasso, E., & Goldberg, J. 2017. Direct and indirect effects of Malawi's public works programme on food security. *Journal of Development Economics*, 128:1–23.
- Beagle, K., Galasso, E. & Goldberg, J. 2017. Direct and indirect effects of Malawi's public works programme on food security. Washington DC: The World Bank.
- Berg, E., Bhattacharyya, S., Durgam, R. & Ramachandra, M. 2012. Can Rural Public Works Affect Agricultural Wages?: Evidence from India. *CSAE working paper*, (5):1-46.
- Bertalanffy, L. 1968. General Systems Theory: Foundations, Development, Application. New York, George Brazillier, Inc.
- Blattman, C. & Ralston, L. 2015. Generating Employment in Poor and Fragile States: Evidence from Labor Markets and Entrepreneurship Programs New York: Columbia University.

- Bokolo, S. 2013. Integrating employment creation and skills development: The case of Expanded Public Works Programmes in South Africa. *Africa Institute of South Africa*, 93:1-5.
- Boote, D.N. & Beile, P. 2005. Scholars before researchers: On the centrality of the dissertation literature review in research preparation. *Educational researcher*, 34(6): 3-15.
- Brocklesby, M.A. & Fisher, E. 2003. Community development in sustainable livelihoods approaches—an introduction. *Community development journal*, 38(3):185-198.
- Bryman, A. 2001. *Social research methods*. 1st ed. Oxford: Oxford University Press.
- Bryman, A. 2012. *Social Research Methods*. 4th ed. Oxford: Oxford University Press.
- Carney, D. 2003. Sustainable livelihoods approaches: progress and possibilities for change (p. 64). London: Department for International Development.
- Carroll, C., Patterson, M., Wood, S., Booth, A., Rick, J., & Balain, S. 2007. A conceptual framework for implementation fidelity. *Implementation Science*, 2:1–9.
- Carter, M. R., & Barrett, C. B. 2006. The economics of poverty traps and persistent poverty: An asset-based approach. *Journal of Development Studies*, 42(2), 178–199.
- Census. 2001. Primary tables South Africa Census '96 and 2001 compared. Pretoria: Statistics South Africa (StatsSA).
- Census. 2011. Ikageng main place 676004 from census 2011. <https://census2011.adrianfrith.com/place/676005> Date of access: 10 Feb 2020.
- Chambers, R. 1999. *Whose reality counts? Putting the first last*. London: Intermediate Technology Publications.
- Chambers, R. & Conway, G. 1992. *Sustainable rural livelihoods: practical concepts for the 21st century*. United Kingdom (UK): Institute of Development Studies.
- Chari, A.V., Glick, P., Okeke, E. & Srinivasan, S.V. 2019. Workfare and infant health: Evidence from India's public works program. *Journal of Development Economics*, 138:116-134.
- Clayton, T. & Radcliffe, N. 2018. *Sustainability: a systems approach*. London: Routledge.
- Cobbinah, P.B. Erdiaw-Kwasie, M.O. & Amoateng, P. 2015. Africa's urbanisation: Implications for sustainable development. *Cities*, 47:62-72.
- Cnobloch, R. & Subbarao, K. 2015. *Targeting methods to identify the poorest in Malawi*. Washington DC: The World Bank

- Coleman, G. 1987. Logical framework approach to the monitoring and evaluation of agricultural and rural development projects. *Project Appraisal*, 2(4):251-259.
- Coryn, C. L. S., Noakes, L. A., Westine, C. D., & Schröter, D. C. 2011. A systematic review of theory-Driven evaluation practice from 1990 to 2009. *American Journal of Evaluation*, 32(2): 199–226.
- Couillard, J., Garon, S. & Riznic, J. 2009. The logical framework approach-millennium. *Project Management Journal*, 40(4):31-44.
- Crawford, P. & Bryce, P. 2003. Project monitoring and evaluation: a method for enhancing the efficiency and effectiveness of aid project implementation. *International journal of project management*, 21(5):363-373.
- Creswell, J.W. 2013. *Qualitative Inquiry & Research Design: Choosing among Five Approaches*. Thousand Oaks, CA: SAGE.
- Creswell, J.W. 2014. *Research Design: Qualitative, quantitative, and mixed methods approach*. 4th ed. Los Angeles: Sage publication.
- Crocker, D. 1995. Functioning and capability: the foundations of Sen's and Nussbaum's development ethic, part 2. In Nussbaum and Glover. Oxford: Oxford University.
- David, M. & Sutton, C.D. 2004. *Social Research: the basics*. London, Sage Publications.
- Davids, Y.D. & Gouws, A. 2013. Monitoring perceptions of the causes of poverty in South Africa. *Social indicators research*, 110(3):1201-1220.
- Dejardin, A.K. 1996. *Public Works Programmes, a Strategy for Poverty Alleviation: The Gender Dimension*. International Labour Office, Development and Technical Cooperation Department. *Issues in Development Discussion Paper*, 10:1-26.
- Del Ninno, C., Dorosh, P.A. & Subbarao, K. 2007. Food aid, domestic policy and food security: Contrasting experiences from South Asia and sub-Saharan Africa. *Food Policy*, 32(4):413-435.
- Del Ninno, C., Subbarao, K. & Milazzo A. 2009. *How to make public works work: A review of the experiences*. Washington, DC: World Bank (Social Protection Discussion Paper no 0905).
- Denscombe, M. 2008. Communities of practice: A research paradigm for the mixed methods approach. *Journal of mixed methods research*, 2(3):270-283.
- Department of Public works. 2013. *Expanded Public Works Programme*. <http://www.epwp.gov.za/>. Date of access: 17 Oct. 2018.

- Department of Public Works. 2016. EPWP beneficiary's certificates awarding function. 27 September 2018. <https://www.gov.za/h-yawa-epwp-beneficiaries-certificates-awarding-function-0>. Date of access: 20 Sep. 2018.
- Dessler, G. 2006. A framework for human resource management. Pearson Education India.
- Devereux, S. & Sabates-Wheeler, R. 2004. Transformative social protection. *Working paper series*, 232: 1-30.
- Development Bank of South Africa. 2011. Investigating the potential to promote local economic development and job creation through social grants expenditure.
- Devereux, S. & White, P. 2010. Social protection in Africa: Evidence, politics and rights. *Poverty & Public Policy*, 2(3):53-77.
- Dreze, J. & Oldiges, C. 2009. A Comparison of the First Two Years of the Implementation of the NREGA Shows that Some Questions Still Remain. *Frontline*, 27.
- Du Toit, A. 2005. Chronic and structural poverty in South Africa: challenges for action and research. *Chronic Poverty Research Centre Working Paper*, (56).
- Dutta, P., Murgai, R., Ravallion, M. & Van de Walle, D. 2012. Does India's employment guarantee scheme guarantee employment?. Washington, DC: The World Bank.
- Easdale, M.H. & López, D.R. 2016. Sustainable livelihoods approach through the lens of the State-and-Transition Model in semi-arid pastoral systems. *The Rangeland Journal*, 38(6):541-551.
- Engelbrecht, M., Shaw, L. & Van Niekerk, L. 2017. A literature review on work transitioning of youth with disabilities into competitive employment. *African Journal of Disability*, 6:1-7.
- Eiselen, R. & Uys, T. 2016. Analysing survey data using SPSS version 22: A workbook. 5th ed. Johannesburg: University of Johannesburg.
- Ellis, F. 2000. Rural livelihoods and diversity in developing countries. Oxford University Press, New York.
- Etikan, I., Alkassim, R., & Abubakar, S. 2015. Comparison of snowball sampling and sequential sampling technique. *Biometrics and Biostatistics International Journal*, 3(1):1-2.
- European Integration Office. 2011. Guide to the Logical Framework Approach: A key tool for project cycle management. *Government of the Republic of Serbia EU Integration Office*, 300:1-78.

European Commission. 2004. EuropeAid Cooperation Office, Project Cycle Management Guidelines.

Expanded Public Works Programme (EPWP). 2008. Expanded Public Works Programme Five Year Report 2004/05-2008/09.

Expanded Public Works Programme (EPWP). 2014. EPWP Phase 2 Performance November 2014.

Expanded Public Works Programme (EPWP). 2015. Terms of reference-cluster training approval committee. Skills programme/short courses.

Expanded Public Works Programme (EPWP). 2017. List of projects per District, Metropolitan and Local Municipalities (Cumulative: 01 Apr 2017 to 31 Dec 2017).

http://www.epwp.gov.za/documents/Reports/Year14-17-18/Q3-201718/Q3_2017_18_Annexure_H.pdf. Date of access: 05 Oct. 2018.

Food and Agriculture Organisation (FAO). 2013. The state of food insecurity in the world. Rome: Food and Agricultural Organisation of the United Nations.

Frye, A.W. and Hemmer, P.A. 2012. Programme evaluation models and related theories: AMEE guide no. 67. *Medical teacher*, 34(5):288-299.

Funnell, S.C. & Rogers, P.J. 2011. Purposeful program theory: Effective use of theories of Change and Logic Models. *Evaluation Journal of Australasia*, 14(1):46-47.

Gasper, D. 2000. Evaluating the 'logical framework approach' towards learning-oriented development evaluation. *Public administration and development*, 20(1):17-28.

Gehrke, E. & Hartwig, R. 2018. Productive effects of public works programs: What do we know? What should we know?. *World Development*, 107:111-124.

Gelb, S. 2003. Inequality in South Africa: Nature, causes and responses. Johannesburg: Edge Institute.

Getler P.J., Martinez S., Premand S., Rawlings L.B. and Vermeersch C.M.J. 2016. Impact evaluation in practice. 2nd ed. Washington DC: ProQuest.

Gilling, J., Jones, S. & Duncan, A. 2001. Sector approaches, sustainable livelihoods and rural poverty reduction. *Development Policy Review*, 19(3):303-319.

Glazer, D. & Erez, E. 1988. Evaluation research and evaluation guidance. New Brunswick, Transaction books.

United Kingdom, R. 2008. *Social research methodology: a critical introduction*. United Kingdom, Palgrave Macmillan.

Groce, N.E. 2004. "Adolescents and Youth with Disabilities: Issues and challenges". *Asia Pacific Disability Rehabilitation Journal* 15(2), 13-32.

Grosh, M., Del Ninno, C., Tesliuc, E., & Ouerghi, A. 2008. *For Protection and Promotion: The Design and Implementation of Effective Safety Nets*. Washington DC: World Bank.

Guberman, S. 2004. "Reflections on Ludwig Bertalanffy's General System Theory: Foundations, Development, Applications". *Gestalt Theory*, 26(1), 44-57.

Halvorsen, R. & Hvinden, B. 2014. "Nordic reforms to improve the labour market participation of vulnerable youth: An effective new approach?" *International Social Security Review*, 67(2):29-47.

Hemson, D. 2008. Expanded Public Works Programme: hope for the unemployed? *HSRC Review*, 6(3):27-28.

Henderson, K.A. 2011. Post-positivism and the pragmatics of leisure research. *Leisure Sciences*, 33(4):341-346.

Hilsen, A.I. & Brøgger, B. 2005. *Evaluation of the NHO Programme in China*. Oslo: Work Research Institute.

Hlatshwayo, M.S. 2017. The expanded public works programme: perspectives of direct beneficiaries. *TD: The Journal for Transdisciplinary Research in Southern Africa*, 13(1):1-8.

Holloway, E.M., Rickwood, D., Rehm, I.C., Meyer, D., Griffiths, S. & Telford, N. 2018. Non-participation in education, employment, and training among young people accessing youth mental health services: demographic and clinical correlates. *Advances in Mental Health*, 16(1):19-32.

Holmes, R. & Jones, N. 2011. Public works programmes in developing countries: Reducing gendered disparities in economic opportunities? *Policies to Protect and Promote Young People's Development during Crisis*, 273:1-27.

Huijbregts, M.P., Kay, T. & Klinck, B. 2008. Theory-based programme development and evaluation in physiotherapy. *Physiotherapy Canada*, 60(1):40-50.

International Labour Organisation (ILO). 2015. *World of Work Report: 2014 Developing with Jobs*. Switzerland: ILO Publications.

International Monetary Fund. 2014. 'Fiscal Policy and Income Inequality', IMF Policy Paper. Washington, DC, International Monetary Fund.

- Ismail, Z. 2018. *Designing, Implementing and Evaluating Public Works Programmes*. Birmingham UK: University of Birmingham.
- Jayasuriya, S.K. & McCawley, P. 2010. *The Asian tsunami: aid and reconstruction after a disaster*. Cheltenham: Edward Elgar Publishing.
- Jones, P.H. 2014. Systemic design principles for complex social systems. *In Social Systems and Design*, 91-128.
- Ivankova N.V., Creswell J.W. & Stick S. 2006. Using mixed-methods sequential explanatory design: from theory to practice. *Field methods*, 18(1):3-20.
- JB Marks Municipality. 2018. Final Integrated Development Plan (IDP) review, 2018-2019. Potchefstroom.
- Kalman, J. 2015. The background and international experiences of Public Works Programmes. *In focus*, 42-58.
- Khembo, F. & Chapman, S. 2017. A formative evaluation of the recovery public works programme in Blantyre City, Malawi. *Evaluation and programme planning*, 61:8-21.
- Kobokana, S. 2007. Reconciling poverty reduction and biodiversity conservation: The case of expanded public works programme (EPWP) in Hluleka and Mkambati Nature Reserves, South Africa. University of the Western Cape (Thesis-PhD).
- Kopung, S. 2017. An operational framework to improve municipal infrastructure grants pending in north-west province, South Africa. North West university (Thesis – PhD).
- Krantz, L. 2001. The sustainable livelihood approach to poverty reduction. *SIDA. Division for Policy and Socio-Economic Analysis*, 44:1-38.
- Lal, R., Miller, S., Lieuw-Kie-Song, M. & Kostzer, D. 2010. *Public works and employment programmes: Towards a long-term development approach*. Brazil: Working Paper, International Policy Centre for Inclusive Growth.
- Lautze, S. & Raven-Roberts, A. 2006. Violence and complex humanitarian emergencies: implications for livelihoods models *Disasters*, 30(4):383-401.
- Lawson, D., Ado-Kofie, L. & Hulme, D. 2017. *What Works for Africa's Poorest?: Programmes and Policies for the Extreme Poor*. Practical Action Publishing Limited.
- Lewis, O. 2017. *Poor Jews: An American awakening*. New York, Routledge.

- Lieuw-Kie-Song, M. 2011. Integrating public works and cash transfers in Ethiopia: implications for social protection, employment and decent work. *Working paper*, (84):1-27.
- Lubbe, B.A. & Puth, G. 1994. Public relations in South Africa. Durban: Butterworths.
- MacKenzie, V. 2016. Home- and community-based care services: identifying consumers and needs in a rural Western Cape Province setting. Stellenbosch University. (Dissertation-MBA).
- Makoza, F. & Chigona, W. 2012. The livelihood outcomes of ICT use in microenterprises: The case of South Africa. *The Electronic Journal of Information Systems in Developing Countries*, 53(1):1-16.
- Malefane, S.R. 2004. Poverty Alleviation by Local Municipalities in South Africa's North West Province with Reference to Potchefstroom. North West University (Thesis – PhD).
- Marais H.C. 1979. Kommunikasie in kleingroepe. [Communications in small groups.] Bloemfontein: PJ de Villiers.
- Martinez, D.E. 2011. The Logical Framework Approach in Non-governmental Organizations. University of Alberta.
- Massengale, K.E., Erausquin, J.T. & Old, M. 2017. Organizational and health promotion benefits of diaper bank and community-based organization partnerships. *Children and Youth Services Review*, 76:112-117.
- Mazibuko, S. 2013. Understanding underdevelopment through the sustainable livelihoods approach. *Community Development*, 44(2):173-187.
- McCord, A.G. 2002. Public works as a response to labour market failure in South Africa. University of Cape Town. (Thesis – PhD).
- McCord, A. 2003. An overview of the performance and potential of public works programmes in South Africa. SALDRU/CSSR.
- McCord, A. 2004. October. Public Works and overcoming under-development in South Africa. In *UNDP, HSRC & DBSA Conference on Overcoming Under-development in South Africa's Second Economy*, (29):1-18.
- McCord, A. 2005. A critical evaluation of training within the South African National Public Works Programme. *Journal of Vocational Education and Training*, 57(2):563-586.
- McCord, A. 2009. An exploration of the social protection function of public works programmes contexts of chronic poverty. University of Cape Town. (PhD-Thesis).

- McCord, A. 2012. Appraising productivity enhancing Public Works Programmes. Social Protection Programme. Overseas Development Institute. London.
- McCord, A. 2015. The role of public works in addressing poverty: Lessons from recent developments in public works programming. *What Works for Africa's Poorest: Programmes and policies for the extreme poor.*
- McCord, A. 2017. The role of public works in addressing poverty: Lessons from recent developments in public work programming. (In Lawson, D., Ado-Kofie, L. and Hulme, D. *What works for Africa's poorest: Programmes and policies for the extreme poor. Bourton: Practical Action Publishing*:141-164.
- McCord, A. 2018. Linking Social Protection to Sustainable Employment: Current Practices and Future Directions. *Social Protection for Employment Community (SPEC)*:1-77.
- McCord, A. & Slater, R. 2015. Social protection and graduation through sustainable employment. *IDS Bulletin*, 46(2):134-144.
- McCord, A., Willcox, O., Harvey, P., Vaidya, K. & Hemson, D. 2007. EPWP mid-term review: component 1: international PWP comparative study. University of Cape Town.
- McCutcheon, R.T. 1995. Employment creation in public works: Labour-intensive construction in sub-Saharan Africa: The implications for South Africa. *Habitat International*, 19(3):331-355.
- McCutcheon, R.. 2018. Is the EPWP off track? *IMIESA*, 43(2):46-47.
- Mchunu, B.S. 2015. Examining the use of systems thinking approach to school development: A case study of five schools in the Umgungundlovu district. University of KwaZulu Natal. (Thesis-PhD)
- McLean, J.E. 2015. Beyond the pentagon prison of sustainable livelihood approaches and towards livelihood trajectories approaches. *Asia Pacific Viewpoint*, 56(3):380-391.
- Mele, C., Pels, J. & Polese, F. 2010. A brief review of systems theories and their managerial applications. *Service Science*, 2(1-2):126-135.
- Melody, R. & Zonyana, M. 2017. Local Economic Development: exploring the Expanded Public Works Programme as an important tool and contributor to the City of Cape Town's Economic Growth Strategy. *Skills at Work: Theory and Practice Journal*, 8:20-44.
- Meth, C. 2004. Half measures: The ANC's unemployment and poverty reduction goals. *Working Paper*, 89(4):1-85.

- Mfusi, Z.E. & Govender, K.K. 2015. Alleviating Poverty in South Africa: A Theoretical Overview of the Expanded Public Works Programme. *Journal of Economics*, 6(2):118-127.
- Mhango, C., Kasawala, C., Khonje, V. & Nsitu, G. 2015. Systems Theory. *Leadership and Management*.
- Milner, P. & Kelly, B. 2009. Community participation and inclusion: People with disabilities defining their place. *Disability & Society*, 24(1):47-62.
- Mizikaci, F. 2006. A systems approach to programme evaluation model for quality in higher education. *Quality Assurance in Education*, 14(1): 37-53.
- Mkhatshwa-Ngwenya E.N.M. 2016. Implementation of the Expanded Public Works Programme (EPWP) in South Africa (2004-2014). University of South Africa (Thesis-PhD).
- Mkhize, N.M. 2012. The Impact of the Expanded Public Works Programme in Job Creation: A case study of eThekweni Municipality. University of Kwazulu-Natal (Dissertation-MBA).
- Mo Ibrahim Foundation. 2013. Forum facts & figures: Africa ahead- the next 50 years. Addis Ababa, Ethiopia.
- Moeti, L. 2014. Towards the effective implementation of the expanded public works programme in South African municipalities: A case study of the City of Tshwane metropolitan municipality. University of South African (Thesis-PhD).
- Mogagabe, C. 2016. Implementation and Outcomes of the Expanded Public Works Programme (EPWP) in Mabopane. Johannesburg: WITS. (Dissertation-MBA).
- Mohapi, B.J. 2013. An evaluation of the sustainability of the social sector of the expanded public works programme to empower women, youth and the disabled. University of Pretoria (Thesis-PhD).
- Moletsane, R., Reddy, V., Ntombela, S., Dayal, H., Wiebesiek, L., Munthree, C., Kongolo, M. & Masilela, T. 2010. Gender and poverty reduction: Voice, dialogue and targeting. *Policy Analysis and Capacity Enhancement, Human Science Research Council*: 1-172.
- Moyo, M. 2013. How effective is EPWP employment in enhancing the employability of participants once they exit these programmes? The case of the Modimola Integrated Expanded Public Works Programme (EPWP), North West province. University of the Witwatersrand (Thesis-PhD).

- Mukanyima, A. 2012. An evaluation of the EPWP vuk'uphile learnership programme within Ekurhuleni Metropolitan Municipality. University of Witwatersrand (Thesis-PhD).
- Mukhathi, D. 2015. The impact of the Expanded Public Works Programme on poverty alleviation and skills development for Social. University of Pretoria (Thesis-PhD).
- Mumba, B.N. 2016. Job creation and employment sustainability within the Tlokwe Local Municipality: a policy analysis, North-West University (South Africa), Potchefstroom Campus. (Dissertation-MBA).
- Murgai, R, & Ravallion, M. 2005. Is a guaranteed living wage a good anti-poverty policy? Policy Research Working Paper Series 3640. Washington, D.C.: The World Bank.
- Mushongera, D., Zikhali, P. and Ngwenya, P. 2017. A multidimensional poverty index for Gauteng province, South Africa: evidence from Quality of Life Survey data. *Social Indicators Research*, 130(1):277-303.
- Mvula, Peter M., Evious K. Zgovu, Ephraim W. Chirwa, & Esme Kadzamira. 2000. Second Beneficiary Assessment of the Public Works Programme (PWP). Final Report. Wadonda Consult, Malawi.
- Nafziger, E.W. & Auvinen, J. 2002. Economic development, inequality, war, and state violence. *World development*, 30(2):153-163.
- National Department of Health. 2001. National Guideline on Home-Base Care / Community-based care.
- National Planning Commission (NPC). 2012. National Development Plan 2030: Our future—make it work. Pretoria: *Presidency of South Africa*: 1-489.
- National Union of Metalworkers of South Africa (NUMSA). 2014. South Africa's youth unemployment crisis. <https://www.numsa.org.za/article/south-africas-youth-unemployment-crisis/> . Date of access: 12 June 2019.
- National Youth Development Agency. 2014. NYDA Annual Report 2015-2016.
- Nel, H. 2015. An integration of the livelihoods and asset-based community development approaches: A South African case study. *Development Southern Africa*, 32(4):511-525.
- Ng, I.C., Maull, R. & Yip, N. 2009. Outcome-based contracts as a driver for systems thinking and service-dominant logic in service science: Evidence from the defence industry. *European Management Journal*, 27(6):377-387.

- Ngoh, M.S. 2013. Rural women and their role in the expanded public works programme in Modimolla village, North West Province: an assessment. North-West University. (Thesis-PhD).
- Niringiye, A., & Ayebale, C. 2012. Impact Evaluation of the Ubudehe Programme in Rwanda: An Examination of the Sustainability of the Ubudehe Programme. *Journal of Sustainable Development in Africa*, 14(3):1520-5509.
- Nkuna, L. 2018. Assessing the role of the expanded public works programme national youth service in promoting youth employment. University of the Witwatersrand. (Thesis-PhD).
- Norton, A., Conway, T. & Foster, M. 2001. Social protection concepts and approaches: Implications for policy and practice in international development. London: Overseas Development Institute.
- Nussbaum, M.C. 2000. Women's capabilities and social justice. *Journal of human development*, 1(2):219-247.
- Nyoka, I.K. 2016. Challenges to the efficient implementation of Expanded Public Works Programme Projects in the North West Province. North-West University. (Dissertation – MBA).
- Nzimakwe, T.I. 2008. Addressing unemployment and poverty through public works programmes in South Africa. *International NGO Journal*, 3(12):207-212.
- Odhiambo, O., Ashipala, J. & Mubiana, F. 2015. Are public works programmes effective in reinforcing social protection systems? Evidence from Northern Namibia, Working Paper. *International Policy Centre for Inclusive Growth*, 132:1-25.
- Okun A. M. 2015. Equality and efficiency: The big tradeoff. Washington: Brookings Institution Press.
- Onwuegbuchulam, C., Paul, S. & Mtshali, K. 2018. Contesting Paradigms in Society's Poverty Alleviation and Development Arena: Theoretical Debates on Agency. *Theoria: A Journal of Social & Political Theory*, 65(154):75-95.
- Ortengren, K. 2004. The logical framework approach: A Summary of the Theory Behind the LFA Method. Stockholm: SIDA.
- Parkinson, S. & Ramirez, R. 2006. Using a sustainable livelihoods approach to assessing the impact of ICTs in development. *The Journal of Community Informatics*, 2(3).
- Parenzee, P. & Budlender, D. 2016. Who Cares? South Africa's Expanded Public Works Programme in the Social Sector and Its Impact on Women. Heinrich Böll Stiftung: South Africa:1-108.

- Pham, T. 2018. The Capability Approach and Evaluation of Community-Driven Development Programs. *Journal of Human Development and Capabilities*, 19(2):166-180.
- Phillips, S. 2004. October. The Expanded Public Works Programme (EPWP). In Presentation to the Conference on Overcoming Under-Development in South Africa's Second Economy, Pretoria.
- Phillips, S., Harrison, K., Mondlane, M., Van Steenderen, W., Gordon, R., Oosthuizen, M., Weir-Smith, G. & Altman, M. 2009. Evaluation of the Expanded Public Works Program in the North West. *Development Policy Research Unit, University of Cape Town*, 1-215.
- Plaatjies, D. & Nicalaou-Manias, K., 2005. Budgeting for job creation in social welfare services: exploring EPWP opportunities. University of the Witwatersrand
- Ravallion, M. 1990. For a theoretical discussion on the effects of public works on welfare. *Oxford Economic Papers*, 42(3):574-585.
- Posavac, E.J. & Carey, R.G. 1992. Programme evaluation: methods and case studies. Englewood Cliffs: Prentice Hall.
- Republic of South Africa. 1995. Labour Relations Act (LRA), Act 66 of 1995. Pretoria: Government Printer.
- Republic of South Africa. 1997. Basic Conditions of Employment Act, No 75 of 1997 (as amended). Pretoria: Government Printer.
- Republic of South Africa. 1996. Constitution of the Republic of South Africa No. 108 of 1996. Pretoria: Government Printer.
- Republic of South Africa. 2000. Municipality Systems Act 32 of 2000.
- Republic of South Africa. 2004. Government Gazette Division of Revenue Act (DORA) 2004.
- Republic of South Africa. 2019. Division Revenue Act 30 of 2017.
- Republic of South Africa. Department of Public Works (DPW). 2004. Guidelines for the implementation of Expanded Public Works Programme. Pretoria.
- Republic of South Africa. Department of Public Works (DPW). 2004. Consolidated Programme Overview and Logical Framework. Pretoria.
- Republic of South Africa. Department of Public Works (DPW). 2005. Framework for Monitoring and Evaluation of the Framework for Monitoring and Evaluation of the Expanded Public Works Programme. Pretoria.

Republic of South Africa. Department of Public Works (DPW). 2008. Expanded Public Works Programme. Pretoria.

Republic of South Africa. Department of Public Works (DPW). 2009. Expanded Public Works programme five-year report 2004/05-2008/09: reaching the one million targets. Pretoria.

Republic of South Africa (RSA). 2011. National Development Plan. Pretoria: National Planning Commission, The Presidency. Retrieved from <http://www.npconline.co.za/medialib/downloads/home/NPC%20National%20Development%20Plan%20Vision%202030%20lo-res.pdf>

Republic of South Africa. Department of Labour (DoL). 2012. Annual labour market bulletin: Labour market policy - Labour market information and statistics April 2011-March 2012, Department of Labour, Pretoria

Republic of South Africa. Department of Labour, 2015

Republic of South Africa. Department of Public Works (DPW). 2013. Expanded Public Works Programme (EPWP) Training Opportunities. Pretoria.

Republic of South Africa. Department of Public Works (DPW). 2013. Minister's Speech: EPWP Year 9 (2nd) Quarter Report. South Africa, Pretoria: National Department of Public Works.

Republic of South Africa. Department of Public Works (DPW). 2014. Implementation Protocol Between the Minister Responsible for Public Works and The Premier of Province and Executive Mayor / Mayor of Municipality on Phase 2 Of the Expanded Public Works Programme (2009-2014). Pretoria.

Republic of South Africa. Department of Public Works (DPW). 2015. Expanded Public Works programme five-year report: reaching the one million targets. Pretoria.

Republic of South Africa. Department of Public Works (DPW). 2018. Expanded Public Works Programme (EPWP). <http://www.epwp.gov.za/>. Date of access: 06 May. 2020.

Republic of South Africa. Department of Social Protection. 2015. South Africa - Expanded Public Works Programme. Pretoria: Kelobang and Boon.

Ringhofer, L. 2019. Has the Theory of Change established itself as the better alternative to the Logical Framework Approach in development cooperation programmes? *Progress in Development Studies*, 19(2):112–122.

- Ritzer G. 1992. *Sociological theory*. New York: McGraw-Hill.
- Roggero, P., Tarricone, R., Nicoli, M. & Mangiaterra, V. 2006. What do people think about disabled youth and employment in developed and developing countries? Results from an e-discussion hosted by the World Bank. *Disability and Society*, 21(6):645-650.
- Rossi, P. H., Lipsey, M. W., & Freeman, H. E. 2004. *Evaluation. a systematic approach*. Thousand Oaks: Sage Publications.
- Rowlands, J. 2003. *Development methods and approaches: Critical reflections*. Oxford: Oxfam GB.
- Rutman, L. 1984. *Evaluation research methods: A basic guide*. London: Sage Publication.
- Samson, M. 2007 "When public works programmes create 'second economy' conditions". *Development Studies Journal*, 216-227.
- Satumba, T. 2016. *Evaluating the impact of social grants and the Expanded Public Works Programme (EPWP) on poverty reduction in South Africa*. University of the Western Cape (Thesis-PhD).
- Sawadogo, J.B. & Dunlop, K. 1997. Managing for results with a dynamic logical framework approach: From project design to impact measurement. *Canadian Journal of Development Studies*, 18(1):597-612.
- Sayed, Y., Kanjee, A. & Nkomo, M. 2013. *The search for quality education in post-apartheid South Africa interventions to improve learning and teaching*. HSRC press: Capet Town.
- Schischka, J., Dalziel, P. & Saunders, C. 2008. Applying Sen's Capability Approach to poverty alleviation programs: two case studies. *Journal of Human Development*, 9(2):229-246.
- Scoones, I. 1998. Sustainable rural livelihoods: a framework for analysis. *IDS Working Paper*, 72:1-22.
- Seekings, J. 2007. Poverty and inequality after apartheid. *CSSR Working Paper*. 200:1-37.
- Sembene, M.D. 2015. Poverty, Growth, and Inequality in Sub-Saharan Africa: Did the Walk Match the Talk under the PRSP Approach? *International Monetary Fund*, 45(1):15-122.
- Sen, A. 1987. *The standard of living: lecture II, lives and capabilities*. The standard of living. United Kingdom: Cambridge University Press.
- Sen, A.K. 1999. *Development as Freedom*. New York: Knopf Press.

September, R. 2007. The expanded public works programme: opportunities and challenges for the ECD sector. *The Social Work Practitioner-Researcher*, 19(1):5-25.

Skosana, N. 2012. 'The role of Expanded Public Works Programme in ECD provisioning', paper prepared for conference on Early Childhood Development, East London International Convention Centre, 26–30 March 2012.

Skosana, I. 2016. School feeding schemes help to grow young minds. Studies show that feeding programmes at schools not only reduce stunting, but also combat obesity and lead to increased enrolment in schools. <https://bhekisisa.org/article/2016-03-07-school-feeding-schemes-help-to-grow-young-minds/> Date accessed: 23 April 2019. Statistics South Africa (StatsSA). 2004. Provincial profile 2004: North West. Pretoria: Statistics South Africa.

Statistics South Africa (StatsSA). 2018. Who is most likely to be affected by long-term unemployment? <http://www.statssa.gov.za/?p=11688>. Date of Access: 18 Apr. 2019.

Statistics South Africa (StatsSA). 2017. Poverty on the rise in South Africa. <http://www.statssa.gov.za/p=10334>. Date of access: 21 February 2018.

Statistics South Africa (StatsSA). 2019. Quarterly Labour Force Survey, Quarter 1: 2019.

Steyn, G.M. & Vlachos, C.J. 2011. Developing a Vocational Training and Transition Planning Programme for Intellectually Disabled Students in South Africa: A Case Study. *Journal of Social Sciences*, 27(1): 25-37.

Stichweh, R. 2011. Systems theory. *International Encyclopedia of Political Science*. New York: Sage.

Subbarao, K. 1997. "Public Works as an Anti-Poverty Programme: A Review of Cross-Country Experience". *American Journal of Agricultural Economics*, 79(2): 678–683.

Subbarao, K., Bonnerjee, A., Braithwaite, J., Carvalho, S., Ezemenari, K., Graham, C. & Thompson, A. 1997. Safety net programs and poverty reduction: Lessons from cross-country experience. The World Bank.

Subbarao, K., Del Ninno, C., Andrews, C., & Rodriguez-Alas, C. 2013. Public Works as a Safety Net: Design, Evidence, and Implementation. World Bank: Washington, DC.

Thaler, R.H. & Sunstein, C.R. 2009. *Nudge: Improving Decisions About Health, Wealth, and Happiness*. New Haven, CT: Yale University Press.

The World Bank. 2019. Annual Report 2019: Ending Poverty, Investing in Opportunity.

- The World Bank. 2015. Annual Report 2015.
- Thwala, W.D. 2008. Employment creation through public works programmes and projects in South Africa. *Experiences and potentials. Acta Commercii*, 8(1):103-112.
- Thwala, W.D. 2011. Public works programmes as a tool to address unemployment and skills shortages among the youth in South Africa. *African Journal of Business Management*, 5(15):6011–6020.
- Tilley, N. 2002. Realistic evaluation: an overview. Presented at the Founding Conference of the Danish Evaluation Society.
- Tlokwe Local Municipality. 2015. Integrated development plan (IDP) review, 2015-2016. Potchefstroom.
- Tlokwe Local Municipality. 2017. Integrated development plan (IDP) review, 2017-2022. Potchefstroom.
- Toolbox. 2003. Government programme and policies.
<http://www.etu.org.za/toolbox/docs/government/epwp.html> date of access. 2 Sept. 2018.
- Triegaardt, J.D. 2006. Reflections on poverty and inequality in South Africa: Policy considerations in an emerging democracy. *Development Bank of Southern Africa, Research Paper*, 1-9.
- Twigg, J. 2001. Sustainable livelihoods and vulnerability to disasters. *Disaster and management paper*, 2:1-18.
- Van der Waldt, G. 2014. Infrastructure project challenges: the case of Dr Kenneth Kaunda District Municipality. *Journal of Construction Project Management and Innovation*, 4(1):844-862.
- Van Vuuren, J.P. 2002. Environmental scanning-a South African Corporate Communication perspective with special emphasis on the tertiary sector University of Pretoria. (PhD-Thesis).
- Von Bertalanffy, L. 1968. General System theory: Foundations, Development, Applications. New York: George Braziller.
- Von Braun, J., Teklu, T. & Webb, P. 1992. Labour-intensive public works for food security in Africa: Past experience and future potential. *Int'l Lab. Rev.*, 131:19-34.
- Walker, M. 2005. Amartya Sen's capability approach and education. *Educational action research*, 13(1):103-110.

Wolfgang, H. 2005. Ludwig von Bertalanffy forerunner of evolutionary systems theory. Paper presented at JAIST Repository Conference. Kobe, Japan.

<https://dspace.jaist.ac.jp/dspace/handle/10119/3806>. Access Date: 13 May 2019.

APPENDICES

APPENDIX A – INTERVIEW SCHEDULE

Introduction

This questionnaire forms part of the Sociology Masters Degree study, from the Sociology Department at the North-west University. The Study is titled, “*the critical evaluation of the Expanded Public Works Programme (EPWP) in the JB Marks Municipality, Potchefstroom*”. The community members of Potchefstroom and the beneficiaries of the EPWP are asked to participate in the study by completing the questionnaire. For the Purpose of the study, the questionnaire is completely confidential, and the information gathered will not be linked back to the participants. Participation will remain voluntary and participants will not be forced to participate in the study. Participation is also anonymous. Lastly, the researcher will practice no acts of deception that will deceive the participants into participating in the study. In addition, the study was approved by the North West University’s ethics committee on the 26 of August 2019 and received the following ethical clearance number: NWU-01462-19-A7.

I herewith declare that the interview process was explained to me. I understand it and therefore give my consent to participate in the interview.

Title: _____ Name and Surname: _____

Date: _____ Signature: _____

PARTICIPANT INFORMATION

Name and Surname of participant		Cell Nr	
Date		Interview Duration	
Interviewer Name		Signature	

Section 1: Demographic and Profile Information

1. How long do you permanently reside in Potchefstroom?

1	1-7 days	1
2	1-4 weeks	2
3	1-6 months	3
4	6 months -1 year	4
5	1-2 years	5
6	More than 2 years	6

2. Which Sex/gender do you identify yourself with? **Single response only.**

Male	1	Female	2	Other	3
------	---	--------	---	-------	---

3. What is your age group? **Single response only.**

Under 18	1	18-25	2	26-35	3	36-45	4	46-55	5	Over56	6
----------	---	-------	---	-------	---	-------	---	-------	---	--------	---

4. What is your marital status? **Single response only.**

1	Single	1
2	Married	2
3	In domestic partnership	3
4	Divorced	4
5	Widowed	5

5. What is your current employment status? **Single response only.**

Employed	1	Unemployed, seeking work	2	Unemployed, not seeking work	3	Self employed	4
----------	---	--------------------------	---	------------------------------	---	---------------	---

Section 2: Perceptions of the community on the EPWP.

EPWP is a key government initiative, which contributes to Governments Policy Priorities (GPP) of improving the living conditions of the people in terms of decent work and sustainable livelihoods, education, health, rural development, food security and land reform and the fight against crime and corruption. The main objectives of the EPWP is to alleviate poverty, create employment and enhance skills development. The JB Marks municipality implemented EPWP in 2004, it was first introduced by Minister Jeff Radebe and Premier Ednah Molewa in Mahikeng. The municipality has managed to implement different programmes in different sectors of society. For example, in the infrastructure sector, the municipality has managed to create 9 municipal infrastructure programmes such as the National Youth Services (NYS) road maintenance programme. The beneficiaries of the EPWP can be identified through the orange work suits that they wear and are printed EPWP on the back.

1. Do you know about the Expanded Public Works Programme (EPWP)? **Single response only.**

Yes	1	No	2	If 'No', thank you and close the interview
-----	---	----	---	--

2. Indicate how you know about the EPWP? **Single respond per statement.**

1	Social Media	1
2	Recruitment Agencies	2
3	Newspapers	3
4	Television	4
5	Seeing Beneficiaries wearing the EPWP clothes	5
6	South African Radio Stations	6
7	Seeing Beneficiaries working on their projects	7
8	Former EPWP beneficiary	8
9	Other	9

If other, please specify:

Skills Development

3. I will read out the following statements regarding the skills development within the EPWP programme. Indicate the extent to which you agree with the statements. Simply read out the number of this scale. **Single respond per statement.**

		Strongly Disagreed	Disagree	Neutral	Agree	Strongly agree
3.1	Skills Development is taking place in the EPWP.	1	2	3	4	5
3.2	With the acquired skills from the EPWP beneficiaries can find employment.	1	2	3	4	5
3.3	Skills learned from the EPWP are addressing the demand of skilled labour in particular professions (such as plumbing).	1	2	3	4	5
3.4	Skills learned from the programme can improve livelihoods (means of securing the necessities of life) of the beneficiaries.	1	2	3	4	5
3.5	The Skills learned from the programme can encourage more participation of the beneficiaries in future.	1	2	3	4	5

4. Employment creation

I will read out the following statements regarding the employment creation within the programme. Indicate the extent to which you agree with the statements. Simply read out the number of this scale. **Single respond per statement.**

		Strongly Disagreed	Disagree	Neutral	Agree	Strongly agree
4.1	The programme reduces unemployment.	1	2	3	4	5
4.2	The programme creates employment for the youth.	1	2	3	4	5
4.3	The programme creates employment for women.	1	2	3	4	5
4.4	The programme creates employment for people with disabilities.	1	2	3	4	5
4.5	Employment through the EPWP improves the Livelihood of the poor.	1	2	3	4	5

5. EPWP wage received by an EPWP worker

I will read out the following statements regarding the income received by the beneficiaries of the EPWP. Indicate the extent to which you agree with the statements. Simply read out the number of this scale. **single respond per statement.**

		Strongly Disagreed	Disagree	Neutral	Agree	Strongly agree
5.1	The income is enough to cover household needs.	1	2	3	4	5
5.2	Income is enough to pay for municipality fees.	1	2	3	4	5
5.3	The income is enough to buy electricity.	1	2	3	4	5
5.4	The income is enough to access public health care facilities.	1	2	3	4	5
5.5	The income is enough to access private healthcare facilities.	1	2	3	4	5

6. Impact of the EPWP

I will read out the following statements regarding the impact the EPWP. Indicate the extent to which you agree with the statements. Simply read out the number of this scale. **Single respond per statement.**

		Strongly Disagreed	Disagree	Neutral	Agree	Strongly agree
6.1	EPWP improves service delivery such as the waste removal.	1	2	3	4	5
6.2	EPWP reached its target of employing 40% of women.	1	2	3	4	5
6.3	EPWP reached its target of employing 30% of the youth.	1	2	3	4	5
6.4	EPWP reached its target of employing 1% of the people living with disabilities.	1	2	3	4	5

6.5	EPWP is improving infrastructure such as the road maintenance.	1	2	3	4	5
6.6	EPWP is improving the agricultural sector to ensure food security.	1	2	3	4	5

7. Do you think the duration of the programme is long enough for it to change the livelihoods of the poor? **Single response only.**

Yes	1	No	2
-----	---	----	---

Please explain why you think the duration is long enough or not:

8. Do you think the programme has made positive social changes in the communities? **Single response only.**

Yes	1	No	2
-----	---	----	---

Why do you think the programme has made a positive social change or why it has not made positive social change?

9. What type of social changes has the programme created? **More than one response.**

		Yes	No
9.1	Create employment	1	2
9.2	Alleviate poverty	1	2
9.3	Skills development	1	2
9.4	Improved service delivery	1	2
9.5	Improved household income	1	2
9.6	Improved infrastructure	1	2
9.7	Other	1	2

If other, please specify:

10. What do you think it is good about the programme? **More than one response.**

		Yes	No
10.1	EPWP is people centred	1	2
10.2	Contribute to the economic growth of the country	1	2
10.3	Improves the lives of the poor	1	2
10.4	Improves well-being of the beneficiaries	1	2
10.5	Contributes to capacity development	1	2
10.6	Reduces unemployment	1	2
10.7	Other	1	2

If other, please specify:

11. There are different views across South Africa on the implementation of the EPWP. The programme is being criticised for failing to achieve its objectives while others are praising it for tackling some of the development challenges such as poverty alleviation. In your own view, what can be commended about the EPWP? **More than one response.**

		Yes	No
11.1	The programme is a good initiative.	1	2
11.2	The programme is achieving its objectives	1	2
11.3	The programme is successfully implemented	1	2
11.4	The vulnerable groups benefit from the programme.	1	2
11.5	Other	1	2

If other, please specify:

12. What can be critiqued about the EPWP? **More than one response.**

		Yes	No
12.1	The recruitment process is biased	1	2
12.2	The programme failed to achieve its objectives	1	2
12.3	The information about the programme is not reaching the people	1	2
12.4	The duration is not long enough to improve the lives of the poor	1	2
12.5	Other	1	2

If other, please specify:

13. What do you think the government must do more to improve the successful implementation of the EPWP? **More than one response.**

		Yes	No
13.1	Increase the number of the people recruited annually.	1	2
13.2	EPWP Increases household income.	1	2
13.3	Implement mentorship programmes within the programme.	1	2
13.4	Increase channels of sending out information about the programme to the people.	1	2
13.5	Improve the recruitment processes by advertising posts instead of assigning the responsibility of selecting beneficiaries to ward counsellors.	1	2
13.6	Improve the exiting strategies of the programme.	1	2

13.7	Create permanent employment for beneficiaries after the programme.	1	2
13.9	Other	1	2

If other, please specify:

14. What must the government start to do in the EPWP to ensure its success? **More than one response.**

		Yes	No
14.1	Create permanent employment for the beneficiaries	1	2
14.2	Motivate beneficiaries to start their own business	1	2
14.3	Support small established business by beneficiaries	1	2
14.4	Introduce new channels of the recruitment	1	2
14.5	Introducing mentoring workshop programmes for the beneficiaries	1	2
14.6	Acquiring feedback from the local communities to improve the programme	1	2
14.7	Invest more in the agricultural sector	1	2
14.8	Other	1	2

If other, please specify:

15. What must the government stop to do in the EPWP to ensure its success? **More than one response.**

		Yes	No
15.1	Stop delaying the payments of the beneficiaries.	1	2
15.2	Stop handing over the selection processes to the ward counsellors during recruitment process.	1	2
15.3	Stop recruiting people on temporary basis	1	2
15.5	Other	1	2

If other, please specify:

The Experiences of the Beneficiaries of the EPWP

Income

1. Is the income making a difference in the household?
2. Is the programme improving/contributing to household income, and what difference does it make?
3. The income contributes to access of health care facilities.
4. Is the income enough to pay the municipal fees?
5. Is the income contributing to education of the children?
6. What do you with the income?

Skills development

7. Is skills development taking place in the programme?
8. If any, what skills did you learn in the programme?
9. Is the programme building beneficiaries' self-confidence to overcome challenges in getting employment?
10. Are the skills learned in the programme enough to find employment?

Employment

11. Do you see the programme as an employment opportunity? Explain why you see it that way?
12. Is the programme creating employment opportunities after completion?
13. Did the programme manage to reach its target of recruiting 40% of women?
14. Did the programme manage to reach its target of 30% of youth?
15. Did the programme manage to reach its target of 2% of the people with disabilities?
16. Are there any employment opportunities coming from the public sector from your participation in the programme?
17. Does the programme guarantee employment after completion?

Recruitment

18. How is the recruitment process executed?
19. Was the recruitment process fair (in a sense that everyone had an equal chance of being selected to participate in the programme)?
20. When recruitment takes place, does the information about the posts and recruitment processes reach the poor communities?
21. During recruitment does the information reach individuals in need of employment?

Work activities

22. Are beneficiaries of the EPWP treated with respect?
23. Are there any mentorship programmes within the programme?
24. How often are participants given the freedom to voice their opinions with the programme?
25. Did the tools you work with in the programme arrive on time?
26. Are there enough tools for carrying out tasks?
27. Is there a time schedule?
28. Are beneficiaries paid based on the time schedule?
29. Are beneficiaries paid per task?
30. Are there systems to monitor the personal development progress of the beneficiaries?
31. Do beneficiaries receive feedback on how to improve after completing a task?
32. Are the beneficiaries receiving clothes to participate in the programme? If so:
 - a. What are your views on the clothes?
 - b. Are you happy with the type of clothes provided to you?
33. Is the transport for transporting the beneficiaries to the fields?
34. Is there any provision of toilets for the beneficiaries?

Termination

35. Are there follow up sessions from the programme after completion?
36. What strategies are there to motivate the beneficiaries?
37. Is there an existing strategy to honour the beneficiaries?

The overall broader impact EPWP.

12. What did the programme change in your social life (such as friendships)?
 13. What can be commended about the EPWP?
 14. What can be critiqued about the EPWP?
 15. What must the government start to do in the EPWP that they do not currently do?
 16. What must the government stop to do that they currently do in the EPWP?
 17. What can the government do more in the EPWP to ensure its the success?
 18. What must the government do less in the EPWP to ensure its success?
 19. Is the duration of the programme enough to change the livelihoods of the people?
 20. Is the duration of the programme long enough to make a difference to poverty?
 21. What can you comment of the EPWP on how it impacted your personal life?
- What can you comment of the EPWP on how it impacted the community?

APPENDIX B – TURNITIN REPORT

13250612:Dissertation_final_3.docx

ORIGINALITY REPORT

11 %	9 %	2 %	4 %
SIMILARITY INDEX	INTERNET SOURCES	PUBLICATIONS	STUDENT PAPERS

PRIMARY SOURCES

1	hdl.handle.net Internet Source	1 %
2	repository.nwu.ac.za Internet Source	1 %
3	repository.up.ac.za Internet Source	<1 %
4	Submitted to North West University Student Paper	<1 %
5	Submitted to KTH - The Royal Institute of Technology Student Paper	<1 %
6	uir.unisa.ac.za Internet Source	<1 %
7	researchspace.ukzn.ac.za Internet Source	<1 %
8	core.ac.uk Internet Source	<1 %
9	www.tandfonline.com	

APPENDIX D – DECLARATION OF LANGAUAGE EDITING



Director: CME Terblanche - BA (Pol Sc), BA Hons (Eng), MA (Eng), TEFL
22 Strydom Street Tel 082 821 3083
Baillie Park, 2531 cumlaudelanguage@gmail.com

DECLARATION OF LANGUAGE EDITING

I, Juan Etienne Terblanche, hereby declare that I edited the MA dissertation titled

A critical evaluation of the Expanded Public Works Programme in the JB Marks Municipality in Potchefstroom

for P Monyelo for the purpose of submission as a postgraduate research study. Changes were indicated in track changes and implementation was left to the author.

Regards,

A handwritten signature in black ink, appearing to read "J. E. Terblanche", is placed on a light blue rectangular background.

Prof. J. E. Terblanche

Cum Laude Language Practitioners (CC)