

# EVALUATION STUDY OF EPWP PHASE II IN MPUMALANGA PROVINCE



public works,  
roads & transport  
MPUMALANGA PROVINCE  
REPUBLIC OF SOUTH AFRICA



**EXPANDED PUBLIC WORKS PROGRAMME**



**MPUMALANGA**  
THE PLACE OF THE RISING SUN

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## Acronyms

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CHBC	Community Home Based Care
ECD	Early Childhood Development
EPWP	Expanded Public Works Programme
CASP	Comprehensive Agricultural Support Programme
COIDA	Compensation of Occupational Injuries and Diseases Acts
DPWRT	Department of Public Works, Road and Transport
FFW	Food for Waste
FTE's	Full Time Equivalents
LSM	Living Standard Measure
M&E	Monitoring and Evaluation
NDP	National Development Plan
NQF	National Qualifications Framework
NYDA	National Youth Development Agency
NYS	National Youth Service
PC	Personal Computer
PSC	Project Steering Committee
SAQA	South African Qualifications Authority
SNP	School Nutrition Programme
TOR	Terms of Reference
TVET	Technical Vocational Education and Training
UIF	Unemployment Insurance Fund
WO	Work Opportunities
WOW	Working on Waste
WSP	Water and Sanitation Programme
WSP	Workplace Skills Plan

# **BACKGROUND AND CONTEXT OF THE EPWP**





### 1.1. Introduction

Since the advent of democracy in 1994, South Africa has witnessed great strides by the new democratic government in addressing fundamental socio-economic challenges inherited from the past. Today, these fundamental challenges patently manifest themselves through social fragmentation, economic exclusion and widening poverty gap amongst the previously disenfranchised. According to the New Development Plan (NDP) Cycle of Development concept, lack of social cohesion in the country is greatly influenced by the four critical challenges of unemployment, poverty, inequality and slow economic growth; as shown on Fig. 1.1 below:



Figure 1.1: Cycle of Development and Social Cohesion

As depicted on the figure above, addressing the challenges requires strong leadership, effective governance and active citizenry. Through strong leadership; legislation, policies and programmes are crafted for advancing the betterment of society; and an effective developmental state will champion implementation of the policies and programmes. Active participation of citizenry ensures that unemployment, poverty and inequality challenges are addressed. The interweaving relationships produce conditions, opportunities and capabilities for socio-economic development and ultimately social cohesion.

### 1.2. National and Provincial Status of EPWP

In 2004, the South African government developed the Expanded Public Works Programme (EPWP), a national strategy aimed at delivering at least one million work opportunities through the infrastructure roll out programme of government. Among others, the EPWP was designed to address some of the socio-economic challenges of

society. The immediate goal of the EPWP as originally conceptualized, was to alleviate unemployment for a minimum of one million people, of which at least 40% were to be women, 30% youth and 2% disabled, by 2009. Having achieved the original targets set for Phase 1 of the EPWP; government embarked on Phase 2 of the programme. EPWP Phase 2 was implemented within the period April 2009 – March 2014; with a target of 4.5 million work opportunities (WO) to be created across all EPWP sectors and spheres of government and non-state sector. The EPWP sectors through which the set targets were to be achieved are;

- Infrastructure Sector –aimed at increasing the labour intensity of government-funded infrastructure projects.
- Social Sector –aimed at creating work opportunities in public social programmes.
- Culture and Environment Sector –aimed at creating work opportunities in public environmental programmes.
- Another important dimension of the EPWP is utilizing general government expenditure on goods and services to provide the work experience component of small enterprises through learnership / incubation programmes, and full time equivalents (FTE).

According to the overall national assessment of EPWP Phase 2 Performance, November 2014; the overall performance picture stands as follows;

Table 1.2a: National EPWP Phase 2 Performance

Sector	Targeted WO	WO Reported	% Progress (WO)	Targeted FTE	Reported FTE	% Progress FTE
Infrastructure	2 374 000	1 647 379	69%	903 478	469 206	52%
Environment	1 156 000	817 588	71%	325 652	235 388	72%
<b>Social</b>	<b>750 000</b>	<b>866 246</b>	<b>115%</b>	513 043	314 944	61%
Non-state (NPOs)	256 000	180 154	70%	111 304	49 454	44%
<b>Non-state (CWPs)</b>	<b>384 000</b>	<b>559 925</b>	<b>146%</b>	166 957	78 708	47%
Total	4 920 000	4 071 292	83%	2 020 435	1 147 699	57%
<b>Total Against 4.4m WO &amp; 2m FTE</b>	<b>4 500 000</b>	<b>4 071 292</b>	<b>90%</b>	<b>2 000 000</b>	<b>1 147 699</b>	<b>57%</b>



Over the period April 2009 – March 2014, work opportunities (WO) targets were exceeded in the Social Sector and non-state community works programme (CWP). Generally, progress on work opportunities reported is higher than percentage progress full time equivalent (FTE); an average of 83% for work opportunities, compared to 57% for full time equivalent.

In terms of provincial break-down, Mpumalanga compares relatively lower than most provinces in the country as shown on Table 1(b) below; in which the Eastern Cape created more (WO) followed by Western Cape and Kwa-Zulu Natal.

Table 1.2b: Provincial and Municipal EPWP Phase 2 Performance

Province	Provincial Performance			Municipal Performances			Total		
	Target	WO Reported	%	Target	WO Reported	%	Target	WO Reported	%
EC	258 741	266 696	103	225 996	171 358	76	484 738	438 054	90
FS	150 295	77 316	51	92 278	40 703	44	242 574	118 019	49
GP	344 717	178 311	52	254 840	258 095	101	599 557	436 406	73
KZN	424 089	446 159	105	302 293	180 622	60	726 382	626 781	86
LIM	250 498	223 225	89	179 144	88 757	50	429 642	311 982	73
<b>MP</b>	<b>161 488</b>	<b>126 245</b>	<b>78</b>	<b>103 434</b>	<b>57 635</b>	<b>56</b>	<b>264 922</b>	<b>183 880</b>	<b>69</b>
NC	106 193	82 871	78	37 176	29 074	78	143 369	111 945	78
NW	183 066	121 603	56	113 023	47 800	42	296 089	169 403	57
WC	204 769	117 124	77	91 187	147 326	162	295 956	264 450	89
<b>Total</b>	<b>2 083 856</b>	<b>1 639 550</b>	<b>79</b>	<b>1 448 549</b>	<b>1 021 370</b>	<b>71</b>	<b>3 532 405</b>	<b>2 660 920</b>	<b>75</b>

Equally important to note is the fact that provincial targets and reported performance is generally higher than that of municipal targets and reported performance; and this brings into question the issue of institutional and structural arrangements at municipal level to plan, implement and report on the Expanded Public Works Programme; as well as utilization of grants by municipalities. What is absent in the above report is the actual impact of the EPWP to the beneficiaries post programme participation. In summary, the key objectives of the EPWP as originally conceptualised are to;

- Draw significant numbers of the unemployed into productive work to enable them to earn an income by providing them with training and skills.
- Make an effort to assist beneficiaries of the EPWP to either set up their own business / service or become employed once they exit the programme.
- Utilise public sector budgets to alleviate unemployment.
- A further objective is to create social and economic infrastructure and provide social services as a means of meeting basic needs. This is a critical objective from the perspective of evaluating the programme's impact.

The Mpumalanga Province Expanded Public Works Programme (EPWP) Phase 1 was implemented between 2004 and 2009; and Phase 2 between 2009–2014. For the purpose of this impact evaluation study, the EPWP within the Mpumalanga province was structured as follows:

- Infrastructure Sector; mainly National Youth Service (NYS), Siyatentela; Sakh'abakhi, and Water and Sanitation Programme (WSP).
- Social Sector; mainly School Nutrition Programme (SNP), Community Home Based Care (CHBC), Malaria, and Early Childhood Development programme (ECD).
- Culture and Environment Sector; mainly Food for Waste (FFW), Working on Waste (WOW), Beautification, and Comprehensive Agricultural Support Programme (CASP).

Table 1.3 below summarises the Mpumalanga EPWP sector performance targets and reported work opportunities (WO) performance for the period April 2009 – March 2014.



Table 1.3: Provincial EPWP Phase 2 Sector Performance

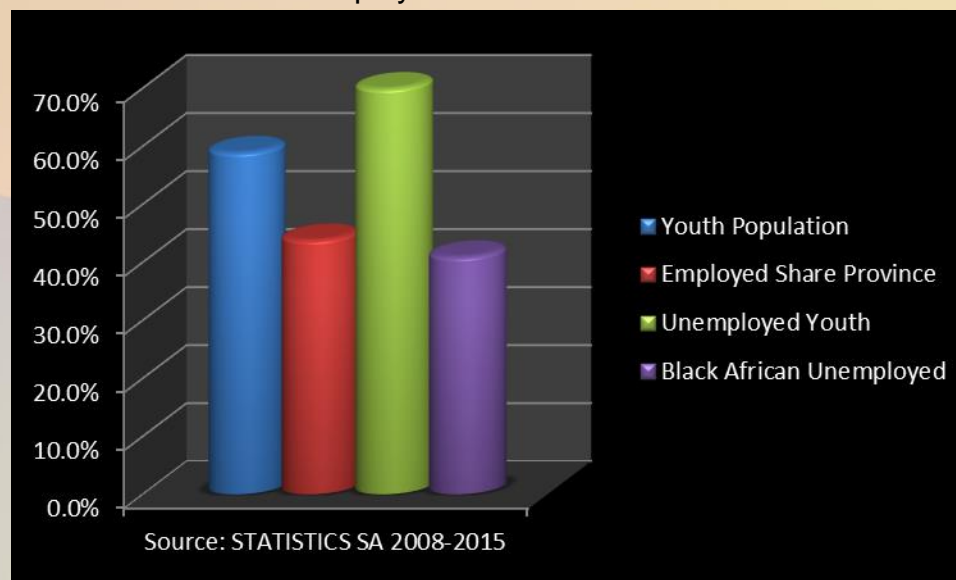
Sector	Provincial Performance			Municipal Performance			Total		
	Target	WO Reported	%	Target	WO Reported	%	Target	WO Reported	%
Infrastructure	72 831	44 775	61	103 434	34 184	33	176 265	78 959	45
Culture & Environment	36 597	25 162	69	-	19 998	-	36 597	45 160	123
Social	52 060	56 308	108	-	3 453	-	52 060	59 761	115
<b>TOTAL</b>	<b>161 488</b>	<b>126 245</b>	<b>-</b>	<b>103 434</b>	<b>57 635</b>	<b>-</b>	<b>264 922</b>	<b>183 880</b>	<b>-</b>

The total Infrastructure targets were the highest (176 265) but recorded the lowest WO reported performance of only 45%; while both the Culture & Environment and Social sectors exceeded the set targets (123% & 115% respectively). This phenomenon can be attributed to the target setting framework which sets a zero target for rural and small municipalities. A policy shift from this kind of target setting requires review to align set targets with reported WO and FTEs.

Provincial statistical breakdown by municipality and sector specific programmes could not be obtained from the provincial sector departments and non-state actors. This simply highlights a critical challenge associated with EPWP Programme administration, monitoring and evaluation within Mpumalanga province. One way of addressing this deficit is conducting cross-sectional surveys regularly aimed at creating baseline data for longitudinal impact evaluation and other studies post EPWP participation. This phenomenon was further exacerbated by the lack of standardized beneficiary and projects data management system at local level other than the national tool (MIS).

Provincial EPWP targets were set in the context of youth employment in the province. Figure 1.2 below summarises youth unemployment trends over the period 2008 -2015.

Figure 1.2: Provincial Youth Unemployment



According to the figure, the youth population in Mpumalanga stands at 58.9%. The Youth's share of the employed in the province stands at 43.8%. However, youth unemployment stands at 69.9% and this is astronomically at a high level; which should be addressed through various government and private sector driven initiatives such as EPWP. Figures from StatsSA also show that a sizeable number of youths in the country are now discouraged from looking for work. Proper planning (design), implementation, monitoring and evaluation of EPWP in Mpumalanga Province is therefore critical for addressing unemployment and other socio-economic challenges faced by youth in the province and country. This should be however done in context of the Mpumalanga economic needs to address the market skills requirements.



The background of the slide is a close-up photograph of an orange high-visibility safety jacket. The jacket features reflective yellow and grey stripes on the sleeves. Large, bold, black letters 'EPWR' are printed across the chest area. The text 'POLICY AND LITERATURE REVIEW' is overlaid in a white box with a black border at the top center.

# **POLICY AND LITERATURE REVIEW**

**EPWR**

The EPWP programme was contextualized and initiated in 2004 to address the triple challenges of unemployment, poverty and inequality; coupled by slow economic growth. Various policy frameworks have been developed to guide and enhance the implementation of the EPWP. The NDP as espoused in section one of this report forms a significant policy framework. The table below is a summary of the policies which have been considered together with their impact on the EPWP 2 Evaluation Study.

Literature Source	Key Provisions	Implications On Mpumalanga EPWP Phase 2 Study	Brief Critique
Framework for Monitoring and Evaluation of EPWP, Department of Public Works; 28 January 2005	The M&E framework provides guidelines for various studies including cross-sectional, longitudinal, case studies, poverty impact analysis and aggregate impact analysis studies for monitoring and evaluation of EPWP.	The EPWP Phase 2 study is expected to respond to terms outlined in the framework and deal specifically with the type of study without clouding issues of different studies into one.	TOR of this study did not comply with guidelines and instead a hybrid study was requested and should be avoided in future EPWP impact evaluation studies. Each study should be conducted separately.
Standards for Evaluation in Government; The Presidency, Department: Performance Monitoring and Evaluation; 17 August 2012	The Standards for Evaluation in Government outlines guidelines for evaluation products; by specifying the two types of reports and report format that should be followed when undertaking impact evaluation studies.	In line with Standards for Evaluation in Government guidelines, the Mpumalanga Phase 2 EPWP study is expected to produce a summary report (1/3-4/25) and detailed report on EPWP impact in the province.	Based on the standards and TOR, the Summary Report focuses on Longitudinal Survey of beneficiaries while Detailed Report attempts to cover all TOR deliverables notwithstanding the limitations.



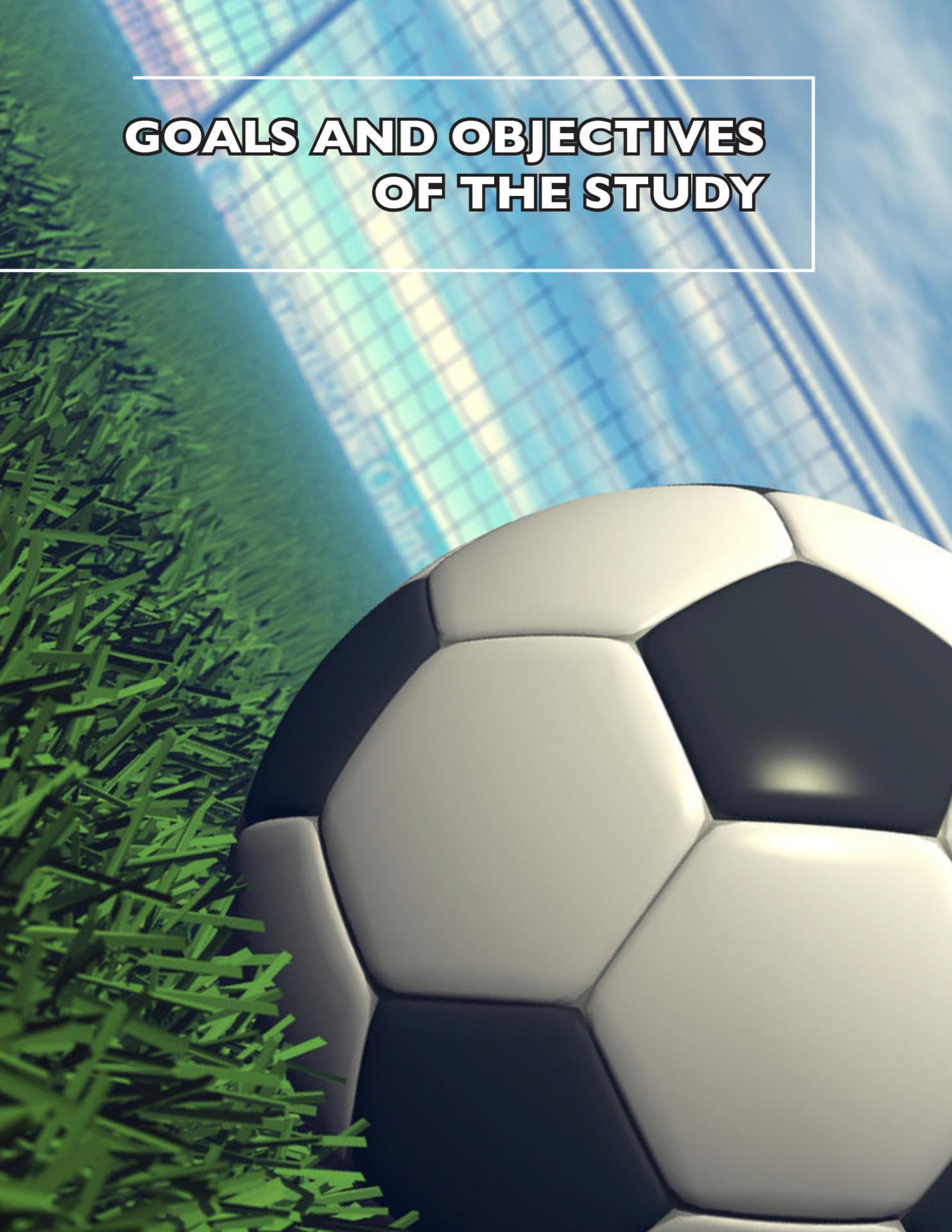
<p>National Youth Policy (2009-2014); Department of Presidency, March 2009</p>	<p>The policy focuses on holistic youth development and integration in society through education, economic participation, health &amp; wellbeing, social cohesion and civil participation. Skills development and economic participation are prioritised.</p>	<p>Read in conjunction with EPWP M&amp;E framework, the study assessed compliance on youth selection, skills development, employment, as well as economic opportunities post EPWP.</p>	<p>Both the Summary Report and Detailed Evaluation Report provide evidence on EPWP impact on youth in terms of skills development, employment status and level of economic participation post EPWP.</p>
<p>National Evaluation Policy Framework; The Presidency, Department: Monitoring and Evaluation, 23 November 2011</p>	<p>The policy framework introduces the concept of 'Results-Based Management' of inputs, activities, outcomes and impacts as key in evaluations. It further identifies 5 types of evaluations, namely; diagnostic, design, implementation, economic and impact; and provide bases for each type. The Provincial Evaluation Policy Framework takes its cue from the national framework.</p>	<p>Although this particular study primarily focuses on EPWP impact, understanding programme input (finance and other resources), activities implemented, and programme outcomes is also critical. In terms of evaluation type, this study is impact evaluation in the main.</p>	<p>As previously indicated, study TOR covered all the studies identified in the national framework; in which diagnostic, design, implementation, economic and impact efficacy of EPWP Phase 2 had to be undertaken. Such an approach fatally defeats primary purpose of each study.</p>

Exit Framework for EPWP Beneficiaries	The framework is intended to provide strategy in identifying opportunities where EPWP participants could be exited into post participation in the programme	The study evaluated the recommended opportunities against the skills acquired at the time participants exited EPWP Phase 2. Availability of exit opportunities guarantees future economic participation	Across sectors, programmes, projects and locations; exit opportunities identified for beneficiaries are inward looking and not reflective of economic opportunities within Mpumalanga private sector industries. Scope of opportunity should be broadened.
Other policies and programmes for consideration in Phase 2 EPWP Evaluation Study	Various policy and programme contexts of EPWP evaluation also considered include National Development Plan (outcome 4 and 5), Guidelines for Labour Intensive Infrastructure Projects under EPWP, EPWP Integrated Grant Manual, and Ministerial Determinations on EPWP Basic Conditions of Employment.	Most of these policy and programme imperatives relate to design, implementation and administration of Expanded Public Works Programme (EPWP) than its impact evaluation. Serious consideration needed when conducting each study separately.	When each study is conducted separately, other policy and programme imperatives are fully explored and these include design, implementation and economic studies. For this particular EPWP impact study on beneficiaries, above policy imperatives suffice.



Mpumalanga EPWP Phase 1 Impact Evaluation Report	Conducted in 2010, the Mpumalanga EPWP Monitoring and Evaluation Report captures essential features of EPWP Phase performance through surveys and case studies across sectors and programmes	EPWP Phase 2 Impact Evaluation study is a build-up on Phase 1. However Phase 1 did not specify type of study in line with framework guidelines and is all over.	Challenges in Phase 2 TOR emanates from Phase 1 failure to guide future EPWP impact studies. Challenges identified in Phase 1 still exist; no implemented of recommendations.
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# **GOALS AND OBJECTIVES OF THE STUDY**





### 3.1. Study Purpose, Objectives and Principles

Impact evaluation or assessment studies are not punitive approaches to programme management, but policy adherence processes that allow role-players and stakeholders to reflect on the programme and its intended objectives; and also inform the future of the programme based on practical and realistic data obtained during the study. The purpose of this impact evaluation study is therefore to improve the basis for decision-making and assist the Mpumalanga province with policy review for the advancement/improvement of the EPWP, as well as to assist project managers and participants to assess as to their own performance during the Phase II implementation.

The more specific study objectives of the Mpumalanga EPWP Phase 2 impact evaluation study include the following:

- a) To assess if EPWP Phase 2 set targets were met; in which sectors, programmes and locations.
- b) To assess if the EPWP Phase 2 outcomes were achieved in line with national objectives and targets.
- c) To assess whether the EPWP Phase 2 programmes reached the intended targets; in line with the set criteria for beneficiary selection.
- d) To evaluate the impact of the EPWP Phase 2 programmes on the livelihood of the beneficiaries post participation, from a socio-economic stand-point.
- e) To assess the availability of exit opportunities to beneficiaries and the impact thereof.
- f) To evaluate or assess the design and implementation efficacy (effectiveness) of the Mpumalanga EPWP Phase 2 programmes and recommend corrective actions.
- g) To identify internal and external factors inhibiting future success of the EPWP in the province; and recommend remedial actions in line with national guidelines.
- h) To recommend any policy, programme design and implementation changes for betterment of the EPWP future success.

The EPWP Phase 2 impact assessment study was guided by the following key principles:

Principle 1: Participation - of provincial departments; municipalities, service providers and beneficiaries in gathering and analysing the information.

Principle 2: Flexibility and Tolerance - to accommodate disruptions and delays in resource deployment, data collection, analysis and reporting.

Principle 3: Teamwork - Generally conducted by local facilitators during data collection phase (speaking the local languages) with the guidance of the service provider, with a significant representation of women, youth as well as a mix of sector skills from the community.

Principle 4: Optimal Ignorance - avoidance of irrelevant information and focusing on

what is essential to the EPWP programme impact evaluation study, thus essential information gathered is intended at providing the necessary recommendations and decisions regarding the future of the EPWP in the province.

Principle 5: Systematic – the evaluation process was beneficiary centred through the guidance of the service provider. The validity and reliability of the findings is verifiable through cross checking against other sources of information.

### 3.2. Study Limitations

Impact assessment studies face resentment, scepticism and sometimes outright rejection and the EPWP Phase 2 impact evaluation was no exception. The following are some of the challenges encountered in the evaluation process, with potential to limit validity and reliability of study findings:

a) Unavailability of beneficiary data for tracking purposes, in which data was unavailable 10 months into the study. When finally presented, only infrastructure beneficiary data was accessible. Beneficiary data for Social, Environment and Culture sectors was unavailable and beneficiaries had to be tracked down through other means. This made it more time consuming, costly and required flexibility.

b) Data capturing - During the EPWP data review process, a number of inconsistencies were identified in the captured programme data (MIS) and these include the following;

- Data was not systematic/logically captured and a lot of data cleansing had to be done in order to make it usable for the study and thus required more time and resources.
- Inconsistency where similar projects were captured under different sectors, for example; NYS, infrastructure project, would also be captured in several places under social sector.
- Some project names were captured as municipal names or coded with no references to the code.
- Incomplete data entry where some projects were not linked to the sites of implementation.
- Inconsistency and challenges associated with the double handling of the same data and thus costing more time to properly clean the data and subsequently allocate it to the relevant implementing stakeholders.

c) Beneficiary tracking -A list of beneficiaries' contacts was received from DPWRT for infrastructure sector. Tracking these beneficiaries was fairly easy. Beneficiaries tracking from social and cultural and environment was not easy though; and tracking had to be done through responsible officials or programme champions.

d) Some officials were very involved, knew the projects well, and were extremely helpful. This made data collection quite effective. In other projects however, the champions/officials responsible were "Not known" and data collection supervisors had



to move from one official to the other seeking beneficiary information. Some beneficiaries were interviewed without the involvement of the officials. In other projects, where beneficiary lists did not exist, and officials not known, tracking the beneficiaries was impossible.

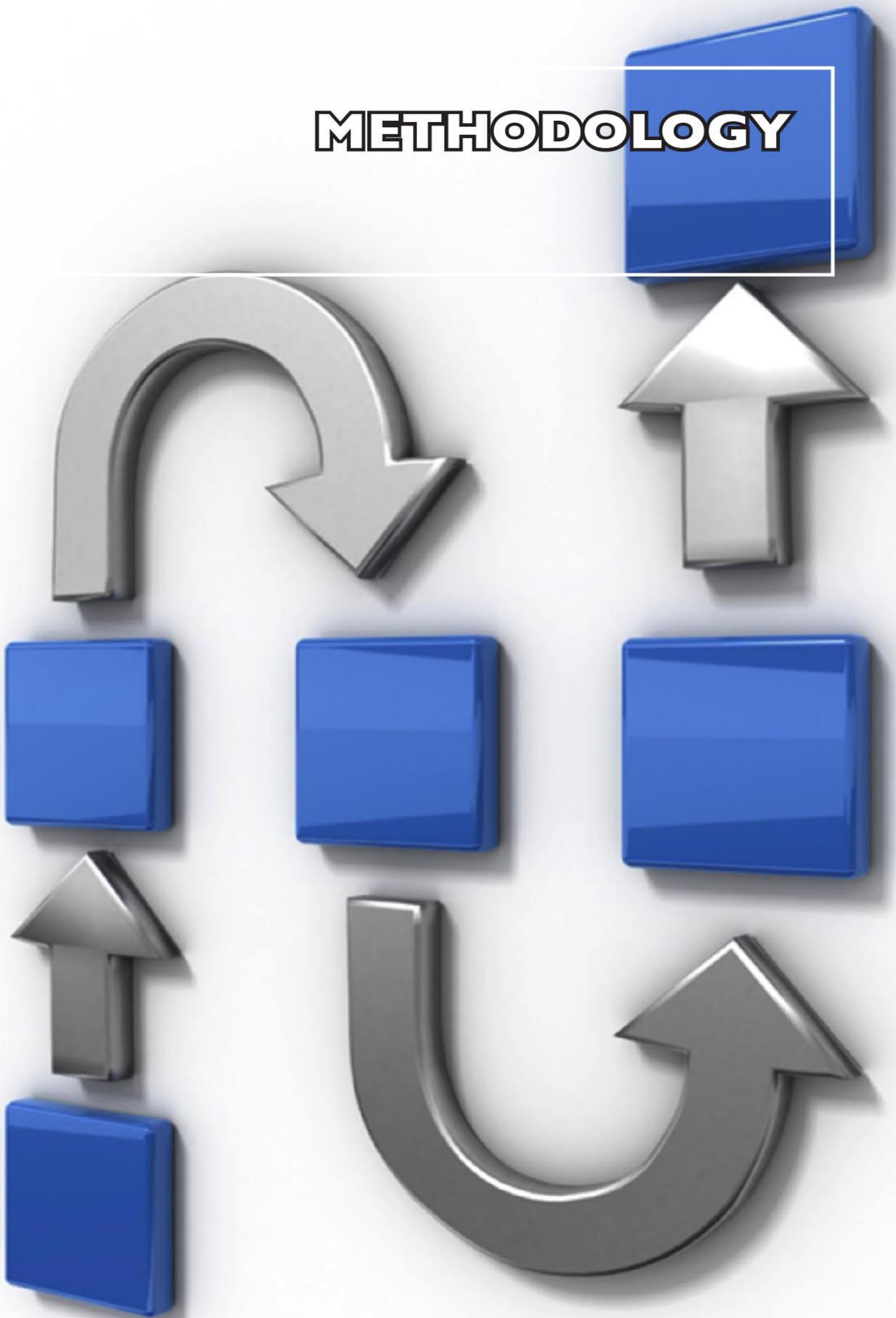
e) Some officials expressed the attitude that the exercise was "unimportant or a waste of time". They were therefore un-cooperative & the process of interviewing the beneficiaries was slow and protracted as interviews had to be rescheduled.

f) Financial constraints -Throughout the study, unacceptably slow payments were experienced, with some taking more than 90 days to be processed. This impeded on data collection plans and there were some serious delays in finalizing data collection.

g) PSC Meetings -The PSC was a critical aspect of the study because it was composed ideally of EPWP representatives at the provincial, district and municipality level as well as across sector departments. Throughout the study, only one un-constituted PSC meeting was held. This was a limitation because pertinent issues, contribution, information sharing which would have emanated from the PSC did not happen and information was therefore difficult to obtain.

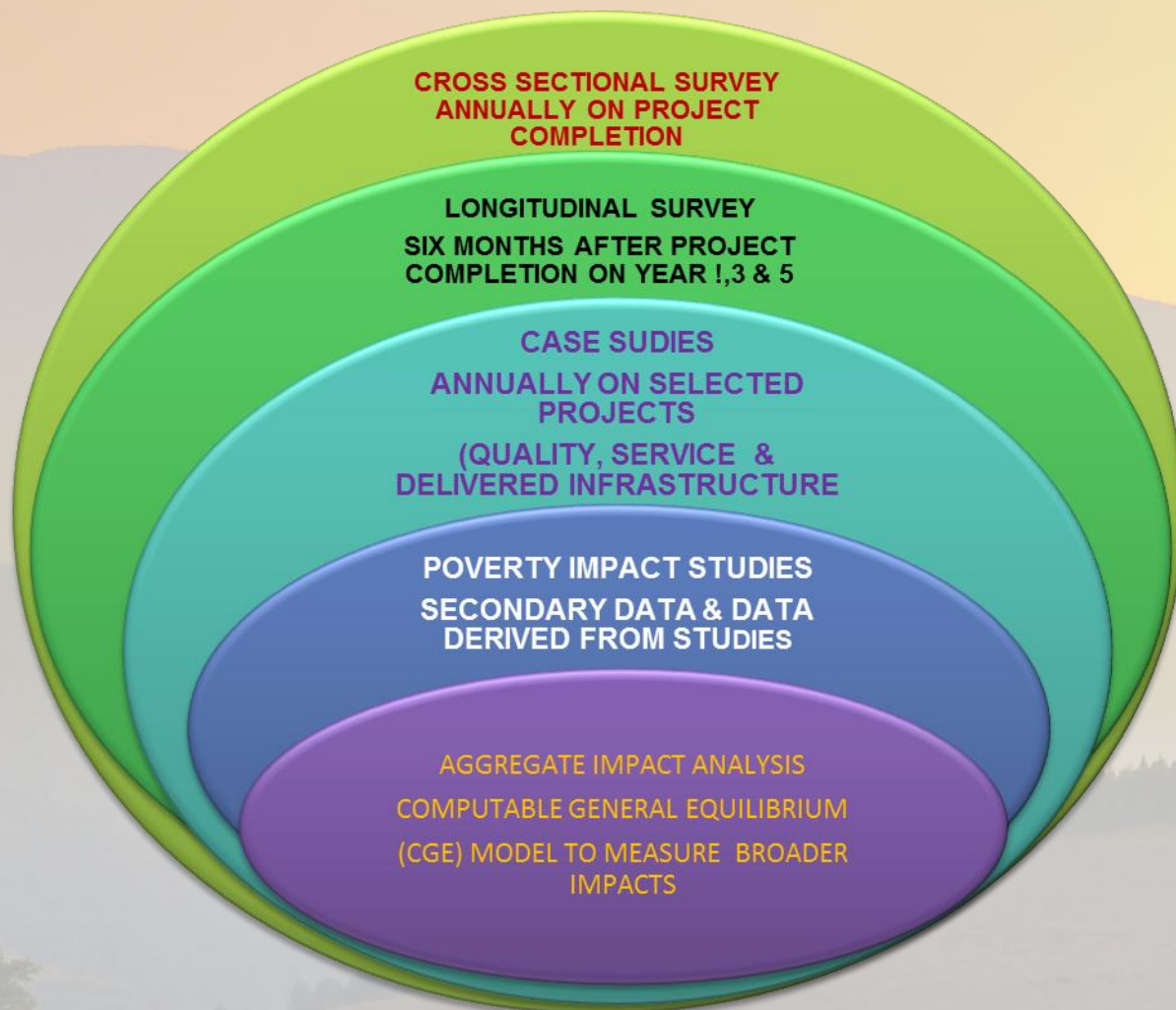
h) Communication breakdown -The progress of the study and adherence to study timelines was based on effective communication. Oftentimes, feedback from the DPWRT took longer, which subsequently affected study completion timeframes.

# METHODOLOGY





The National Framework for Monitoring and Evaluation of EPWP, January 2005; identifies five critical studies that evaluate EPWP impact as follows:



Due to the broadness of TOR for this study, this report reflects that cross-sectional, longitudinal as well as elements of poverty analysis and case study analysis were utilized. This is in sharp contrast with Summary Report that focuses mainly on longitudinal aspects of the study. In the main, study methodologies relied on both literature review and primary data collection and analysis techniques.

The broad TOR's were also followed in Phase 1 report and this eventually conflates the report and the quality of the study. The study cannot be broadened on each of the deliverable due to the limitations indicated above. Confining future studies to the M & E guidelines will assist the department to get better impact analysis and improvement plans.

#### 4.1. Literature Review

The Narrative Analysis and Meta-Analysis methods were utilized in literature review. Narrative Analysis methods were used mainly in qualitative literature review and main focus was on the findings and conclusions of the original researchers with a brief critique of the literature conclusions. Qualitative review focus was on the Framework for Monitoring and Evaluation of the Expanded Public Works Programme, January 2005; since it provides guidelines on how this evaluation study should be conducted. Other relevant national policies, programmes and plans were also fully explored. The Meta-Analysis methods were utilized in analysing quantitative data from national and provincial sources. The EPWP Phase 2 Performance Report of November 2014 provided statistics on provincial performances across sectors. Data was disaggregated to generate a clear picture of the EPWP performance in Mpumalanga compared to the other provinces and across the sectors. The same approach was used in the analysis of sector data from DPWRT across all the 3 districts and municipalities. Locating project sites and analysing their performance is critical for future EPWP performance monitoring.

#### 4.2. Primary Data Collection

The survey method was utilized for collection of primary data and since this impact evaluation study targeted beneficiaries who exited the EPWP Phase 2; the longitudinal survey technique was therefore the most appropriate. According to the national Framework for Monitoring and Evaluation of EPWP, January 2005; “The only technique available to ascertain the employment or self-employment prospects of beneficiaries once they exit the EPWP is longitudinal surveys. In terms of this technique, individuals from the sampling units are followed over time in order to ascertain the long-term impact of a policy intervention”.

A questionnaire was designed and administered by trained field researchers. Using a 95% confidence level, sample size representation across districts and sectors were determined as shown on table 1.2. However, due to various challenges previously cited as limitations to the evaluation study, a much lower sample size of 290 beneficiaries was interviewed. The purposive sampling method was used, in line with policy guidelines. The main focus of the longitudinal survey was on whether employment or self-employment has occurred after exiting the EPWP; longer-term impact of income transfers; longer term impact of training; offsetting effects such as displacement and substitution. The questionnaire was divided into 8 sections with closed questions and 1 section (section 9) with open ended questions.

Total sample of 2142 beneficiaries across sectors, programmes and locations was proposed for targeting; with infrastructure’s target at 822, followed by culture and &



culture at 720, and social sector with a target of 600 beneficiaries. A sample size of 2 142 from total population of 246 000 was deemed too big and unscientific. The most suitable sample size at 95% confidence level (5% margin of error) was calculated to be 383 beneficiaries. However, due to various challenges previously cited, a total of 290 beneficiaries were interviewed, broken down as shown on table 4; and these projects are located within municipalities of Mpumalanga as shown on the Map 1 that follow.

Table 4a: Interviewed Samples across Programmes and Locations: Infrastructure Sector

Sector	Programme	Project Locations	Beneficiaries Interviewed
<b>INFRASTRUCTURE</b>			<b>170</b>
	Siyatentela	Thaba Chweu, Bushbuckridge, Mbombela, Steve Tshwete, Thembisile	43
	Sakh'abakhi	Bushbuckridge, Mbombela, Nkomazi, Thembisile	24
	Water and Sanitation	Mbombela, Bushbuckridge, Nkomazi Thaba Chweu	20

	National Youth Service	Thaba Chweu, Bushbuckridge, Mbombela, Steve Tshwete, Emalahleni, Thembisile & Dr. JS Moroka.	83
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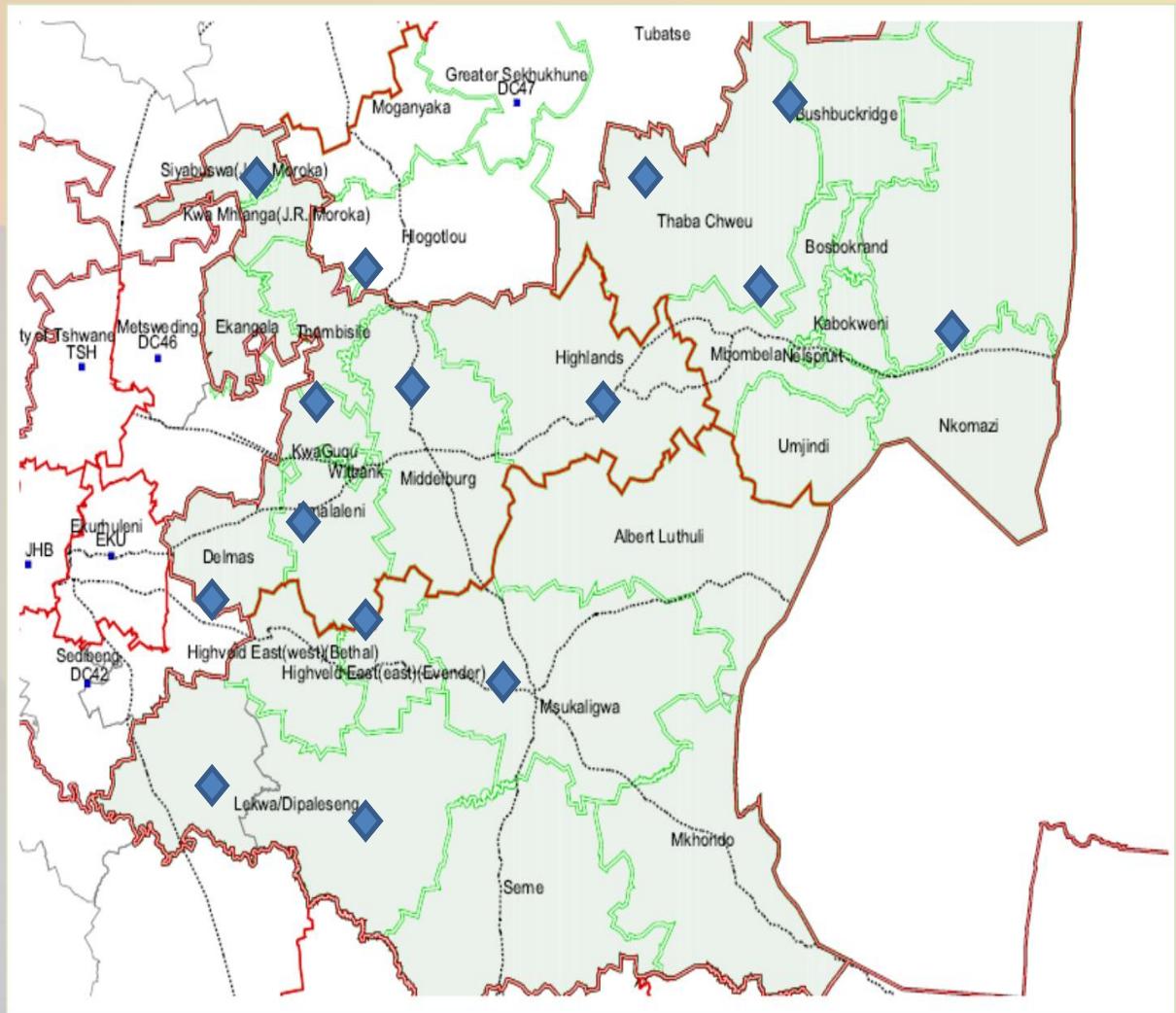
Table 4b: Interviewed Samples across Programmes and Locations: Culture & Environment Sector

Sector	Programme	Project Locations	Beneficiary Interviewed
<b>ENVIRONMENT &amp; CULTURE</b>			<b>51</b>
	Food for Waste	Steve Tshwete, Thembisile, Mbombela	11
	Comprehensive Agricultural Support Programme	Dr.JS, Mbombela, Nkomazi, Bushbuckridge	08
	Beautification of Towns	Mbombela, Steve Tshwete, Thembisile Bushbuckridge,	17
	Working on Waste	Steve Tshwete, Bushbuckridge, Emalahleni, Mbombela, Thembisile	15



Table 4b: Interviewed Samples across Programmes and Locations: Social Sector

Sector	Programme	Project Locations	Beneficiaries Interviewed
<b>Social Sector</b>			<b>87</b>
	Early Childhood Development	Thaba Chweu	02
	School Nutrition	Nkomazi, Thembisile, Bushbuckridge	08
	Community Home Based Care	Nkomazi, Mbombela, Bushbuckridge Thaba Chweu	41
	Malaria Programme	Nkomazi	36
<b>TOTAL</b>			<b>290</b>



### Map 1: Location of EPWP Projects across Mpumalanga Province



# **STUDY FINDINGS: BENEFICIARIES**

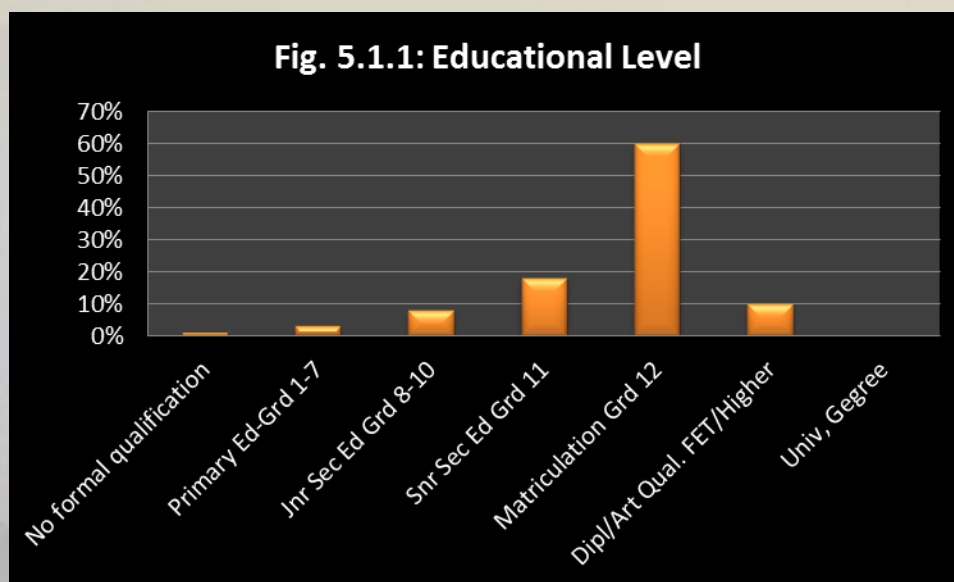


Section five is structured to capture findings emanating from the surveys conducted on Phase 2 EPWP beneficiaries. The findings are structured into nine sub-sections on issues around demographics of beneficiaries, economic participation, recruitment and selection methods, participation, skills development, living standard measures (LSMs), conditions of employment and exit opportunities availability. Sub-section 9 documents **SUGGESTIONS** from beneficiaries on how to improve the EPWP in the future, and therefore contributes towards the overall impact study recommendations on the future of EPWP in the Mpumalanga Province

## 5.1. Demographic Information

### 5.1.1. Educational Level

The EPWP beneficiaries who responded to the impact evaluation study show that a majority had Matriculation (Grade 12 Certificates); and this represented 60% of the sample population, followed by those with Grade 11 (18%); and only 10% of respondents have higher education qualifications. Figure 5.1.1 below summarises the statistics.

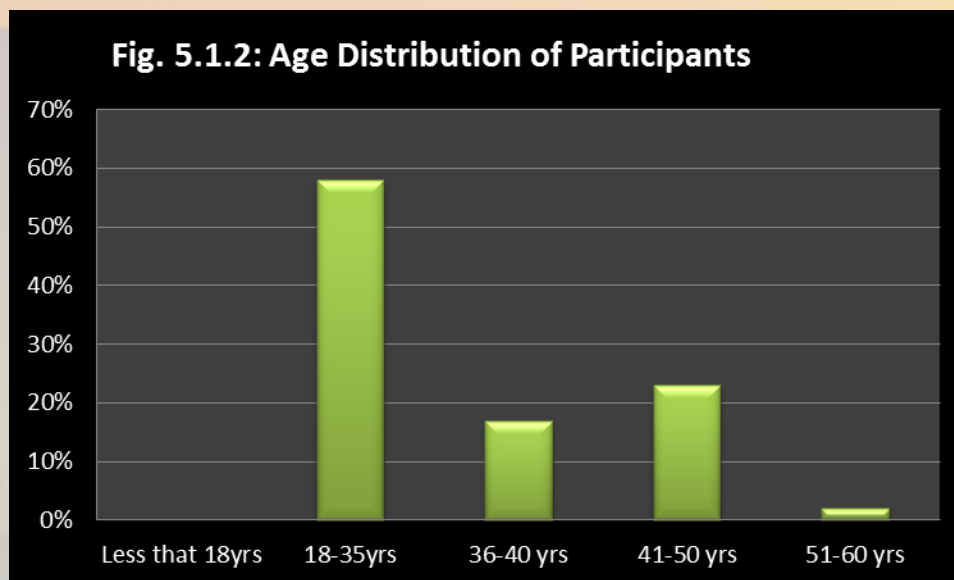


The level of education has a strong bearing on participants' ability to grasp theoretical contexts of their work activities. However, functional literacy is adequate for most EPWP programmes and representation is in line with framework. The high matriculation enrolment of beneficiaries is attributed to the NYS programme that has shown a more structured and systematic implementation (recruitment, selection, implementation, clear exit opportunities and overall management).

### 5.1.2. Age Distribution of Beneficiaries



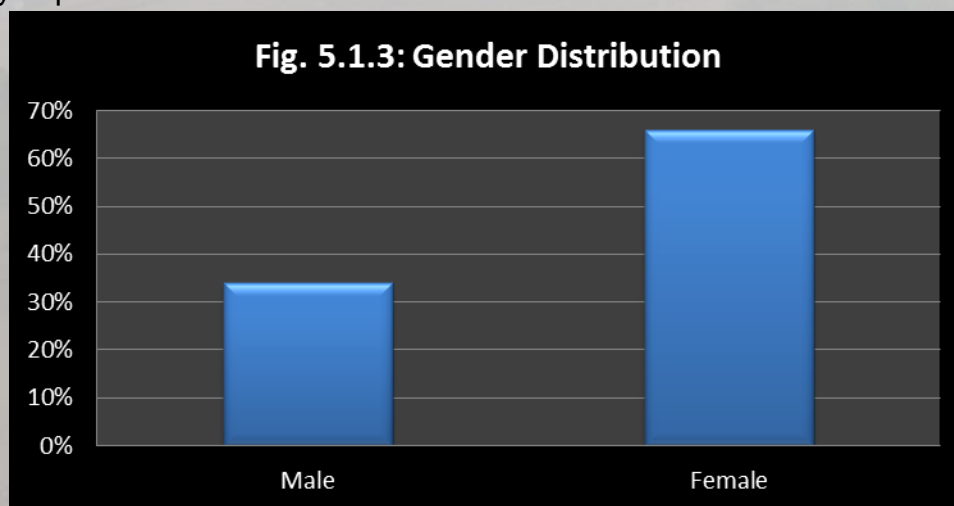
The majority of beneficiaries who participated in the evaluation study survey (58%) are in the age category 18 – 35 years and this is in line with EPWP policy on selection. However, the 36 – 50 years age category also constitutes a significant 40%. Figure 5.1.2 below summarises key survey findings.



The above statistics show that the EPWP across sectors and programmes attempt to meet targets set for youth participation. The age group 36-50 is attributed to the Siyatentela programme which focuses on women headed households.

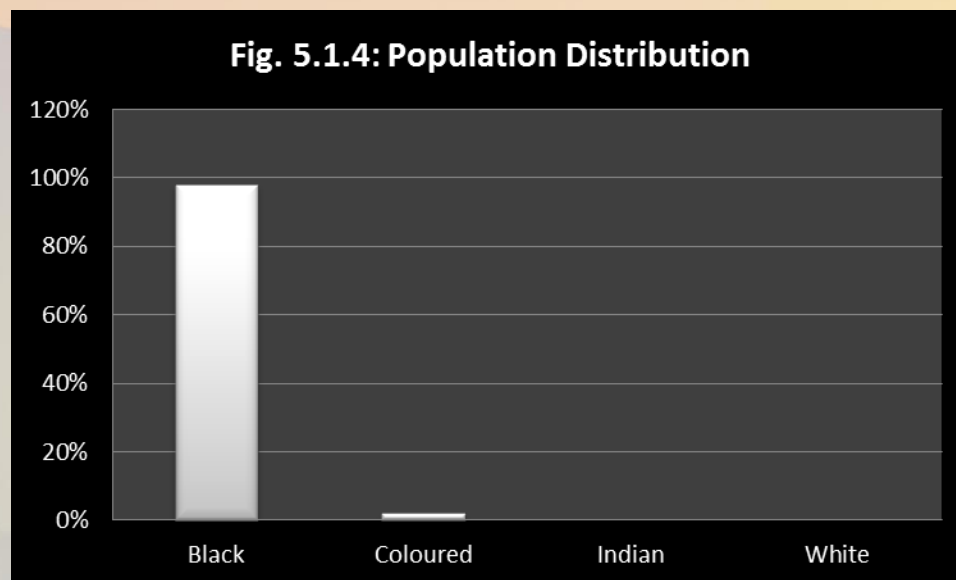
#### 5.1.3. Gender Distribution

In terms of gender composition, statistics on figure 5.1.3 below show that majority of participants in EPWP are female, at 66% with male constituting 34%. This is also in line with policy imperatives.



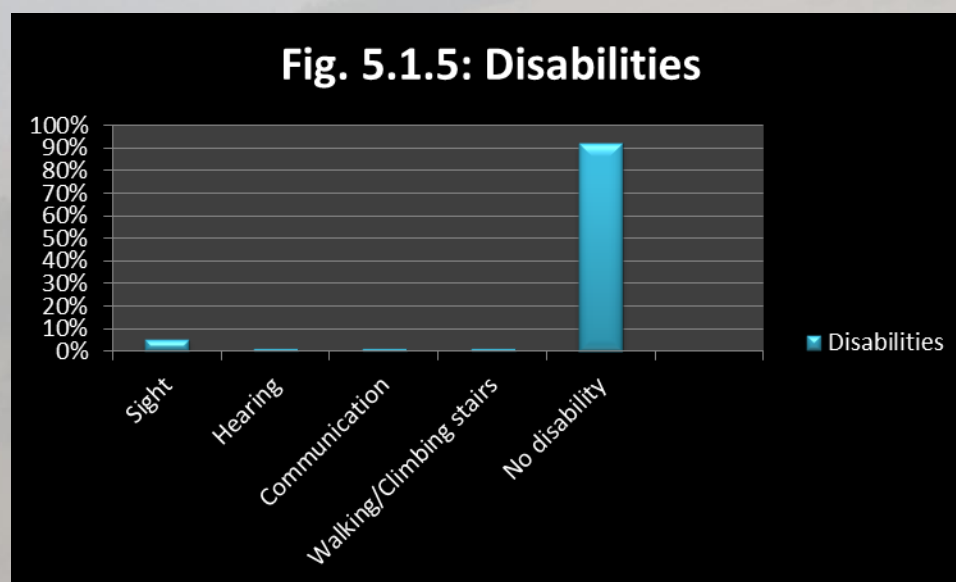
#### 5.1.4. Population Distribution (Race Composition)

Figure 5.1.4 below shows that a whopping 98% of EPWP participants are Black with only 2% representing the Coloured population group. No representation on Indian and White population groups. This is also in general in line with the EPWP targeting the poor of the poorest.



#### 5.1.5. Participation of People with Disabilities

Statistics show that 92% of EPWP participants do not have any disabilities; and of those with disabilities, 5% have sight challenges with the rest having challenges around hearing, walking and communication; as shown figure 5.1.5 below.

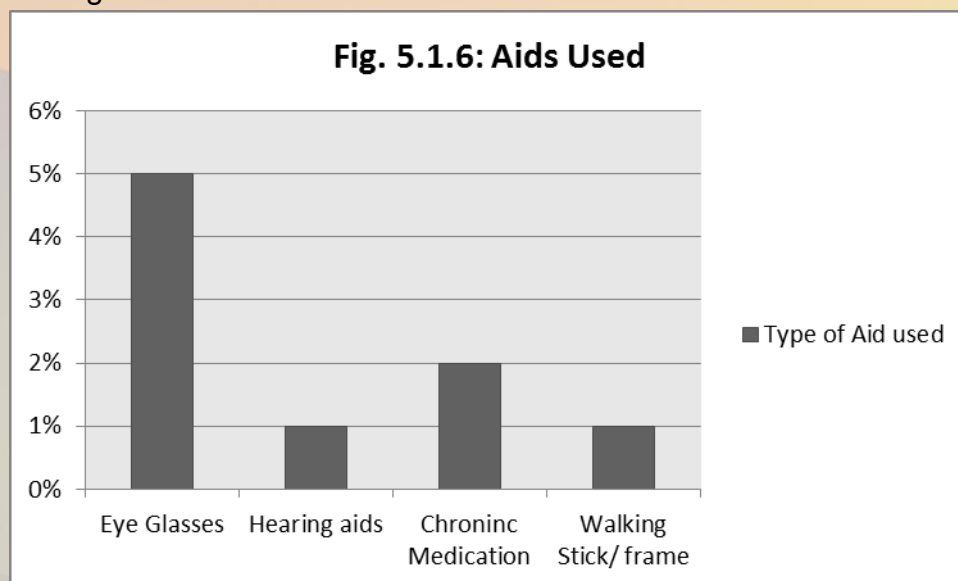


This 5% is above the required in-take of disabled beneficiaries targeted at 2%.



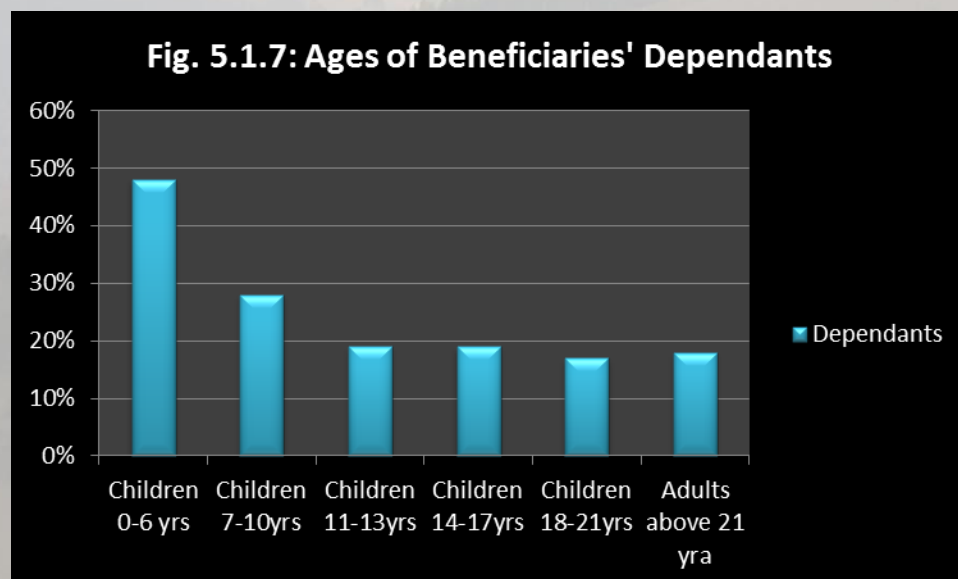
### 5.1.6. Aids Used

Of the 8% with disability challenges, majority indicated they are using eye glasses, followed by those use medication for chronic conditions, walking sticks as well as hearing aids. Figure 5.1.6 below summarises these statistics.



### 5.1.7. Ages of Beneficiaries' Dependents

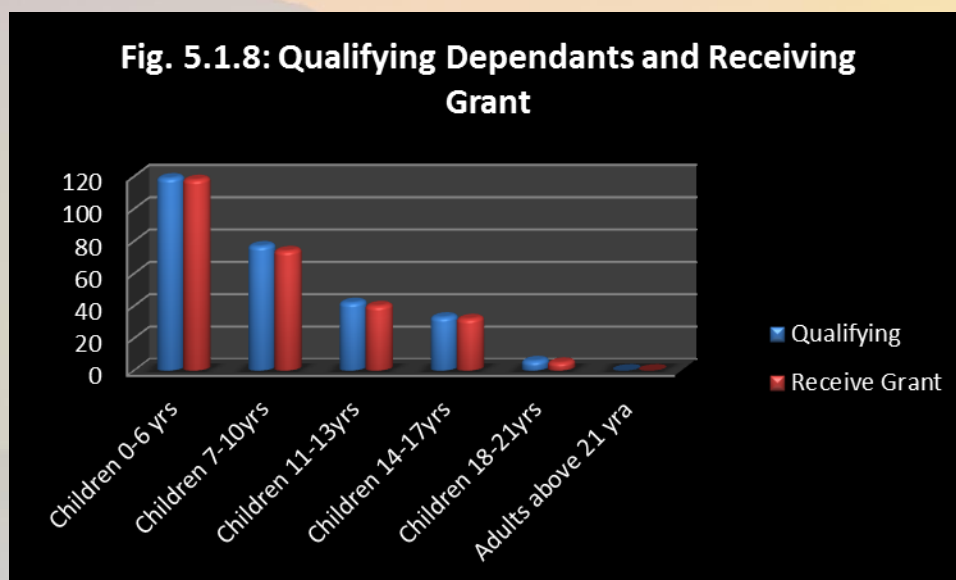
When requested to indicate age groups of dependents, 48% of the respondents said 0–6 years, followed by those in the age group 7-10 years. Figure 5.1.7 below summarises key findings on age of dependents.



Understanding dependency ratio is critical for purposes of correctly interpretation of EPWP impact on beneficiary livelihood; both in terms of number and age groups.

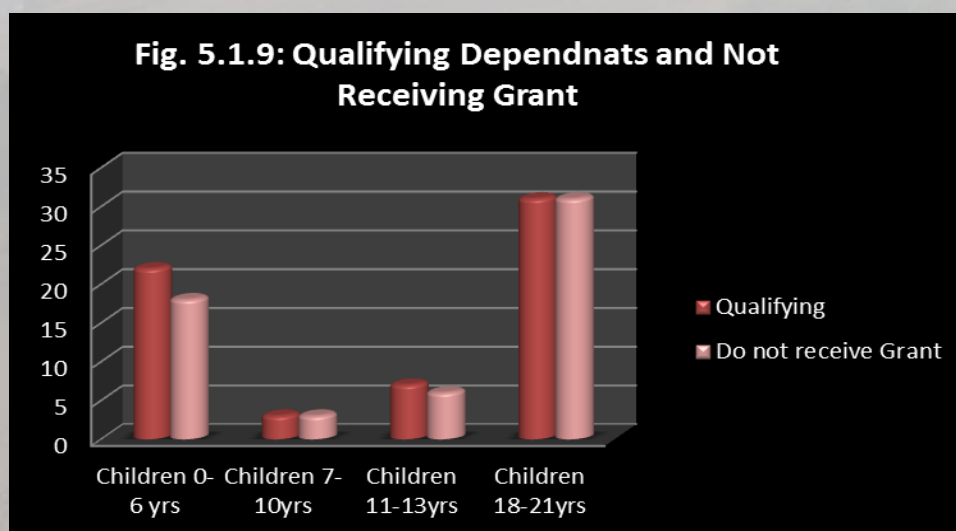
### 5.1.8. Qualifying Dependents and Receiving Grants

When further probed to indicate number of dependents qualifying and also receiving grants; of the total 290 respondents, 119 indicated that their 0-6 year dependents qualify and also receive grants. In the age category 7-10 years, 77 qualify to receive grants with 74 of these receiving grants. Table 5.1.8 below summarises key findings from survey.



### 5.1.9. Qualifying Dependents but Not Receiving Grants

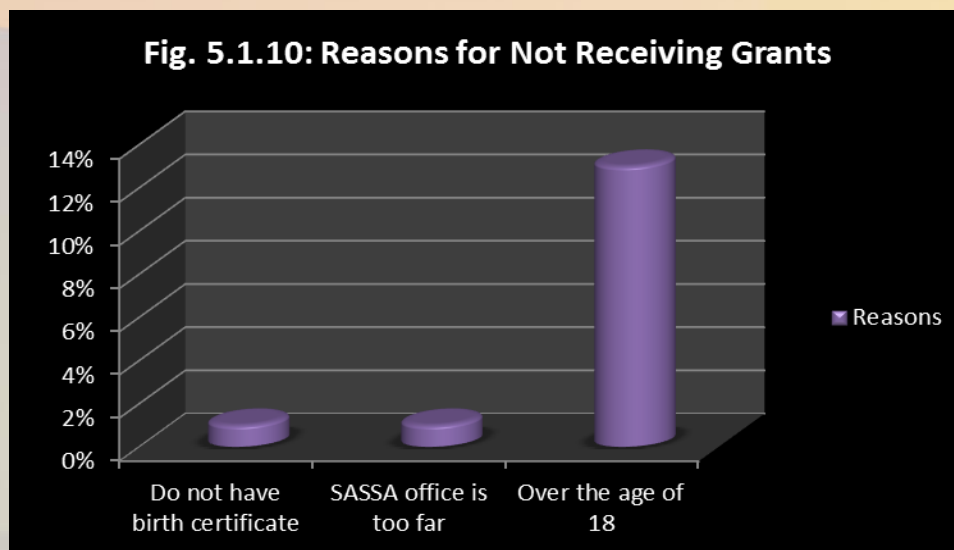
For those beneficiaries whose dependents qualify but do not receive grant, in the age category 18-21 years; 31 indicated they do qualify but do not receive. This is followed by age group 0-6 years in which 18 said their dependents qualify while 14 indicated they do not receive grants; as shown on figure 5.1.9 below.





### 5.1.10. Reasons for Not Receiving Grants

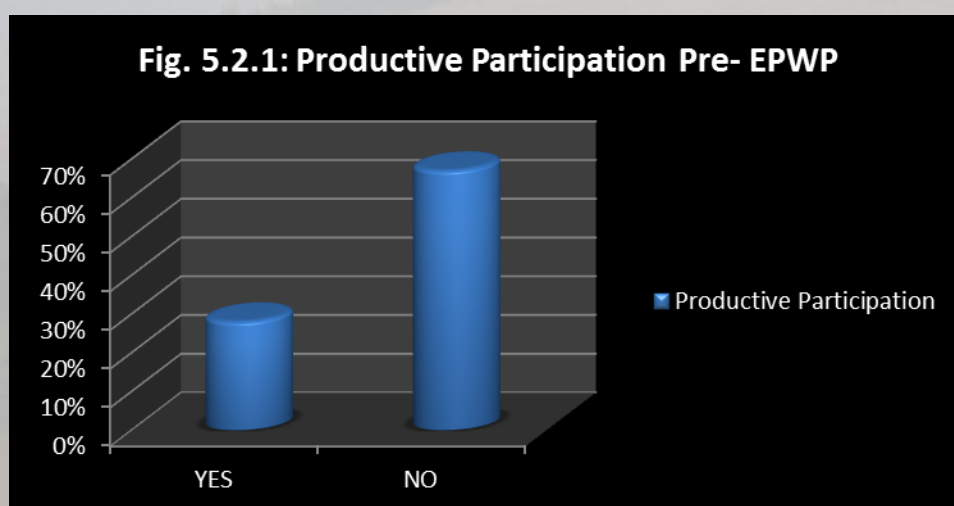
Finally, when asked ON reasons behind not receiving grants on part of qualifying dependents, major reasons cited include over the age of 18 dependents, SASSA offices being too far and not having birth certificates. Figure 5.1.10 below summarises the responses on reasons cited.



## 5.2. Economic Participation

### 5.2.1. Productive Participation Pre-EPWP

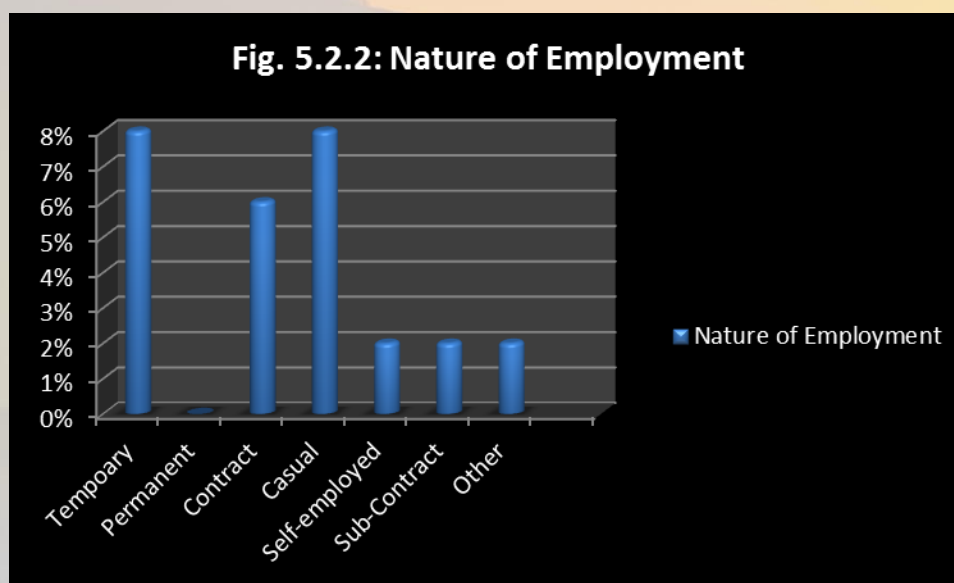
One of EPWP selection criterion factor is unemployment status of participant prior selection. To check on this, respondents were requested to indicate their status. Figure 5.2.1 below summarises responses.



As can be seen on the figure, 67% of the respondents indicated non-productive participation prior EPWP selection with 23% indicating active economic participation prior EPWP selection.

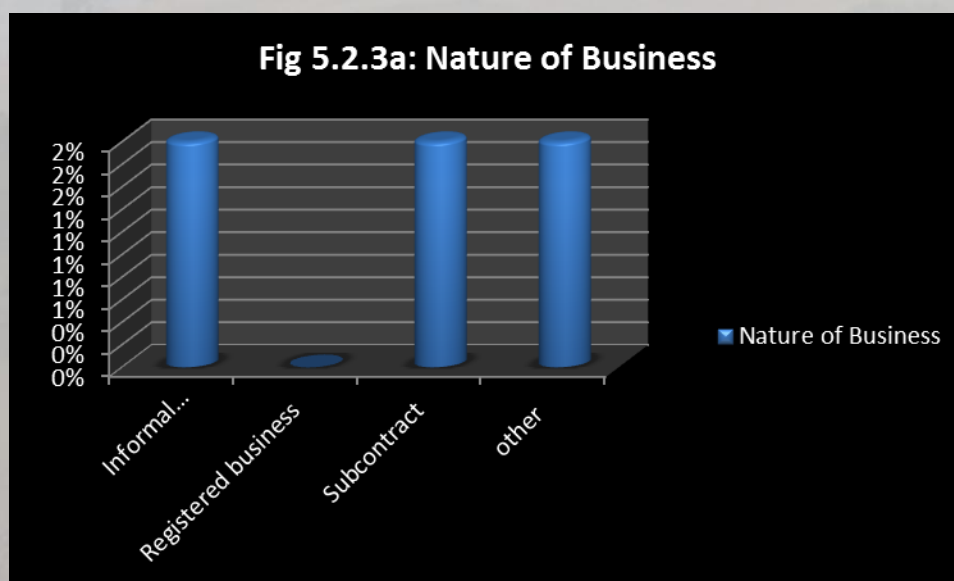
### 5.2.2. Nature of Productive Economic Participation

Beneficiaries who indicated active participation pre-EPWP were requested to indicate nature of employment. Majority indicated they were doing casual work, followed by temporary and contract work. A very insignificant number indicated permanent employment pre-EPWP. Figure 5.2.2 below summarises key responses from beneficiaries.



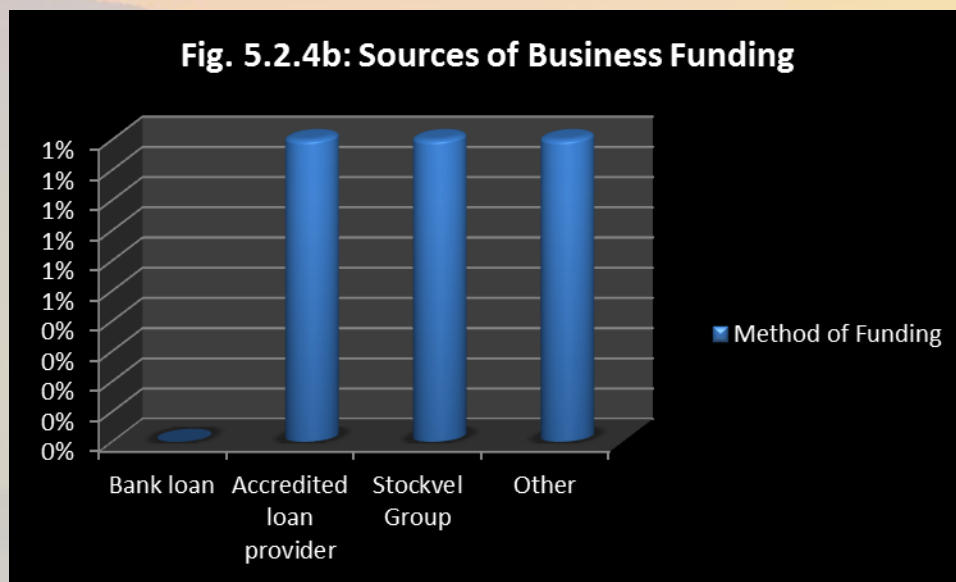
### 5.2.3. Nature of Business

Beneficiaries who indicated self-employment were requested to specify nature of business they were engaged prior EPWP. Table 5.2.3(b) below summarises responses.



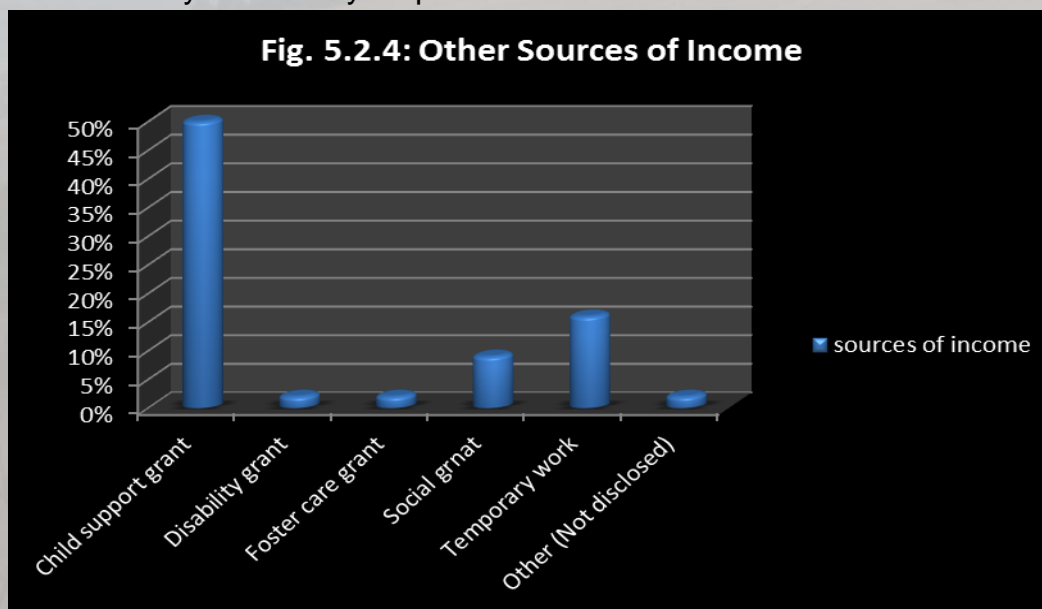


As shown on figure above, majority of beneficiaries were engaged in informal businesses, sub-contracts and other such activities outside of formally registered businesses. When further probed to explain how their businesses were funded, majority cited accredited loan providers, stockvel groups and loan sharks; as shown on figure 5.2.4(b) below.



#### 5.2.4. Other Sources of Income for Survival

Finally, respondents were asked to indicate other sources of income for survival pre-EPWP participation. Majority (whopping 50%) stated child support grant as main source, followed by temporary work and social grant. Figure 5.2.4 below summarises key sources cited by beneficiary respondents.

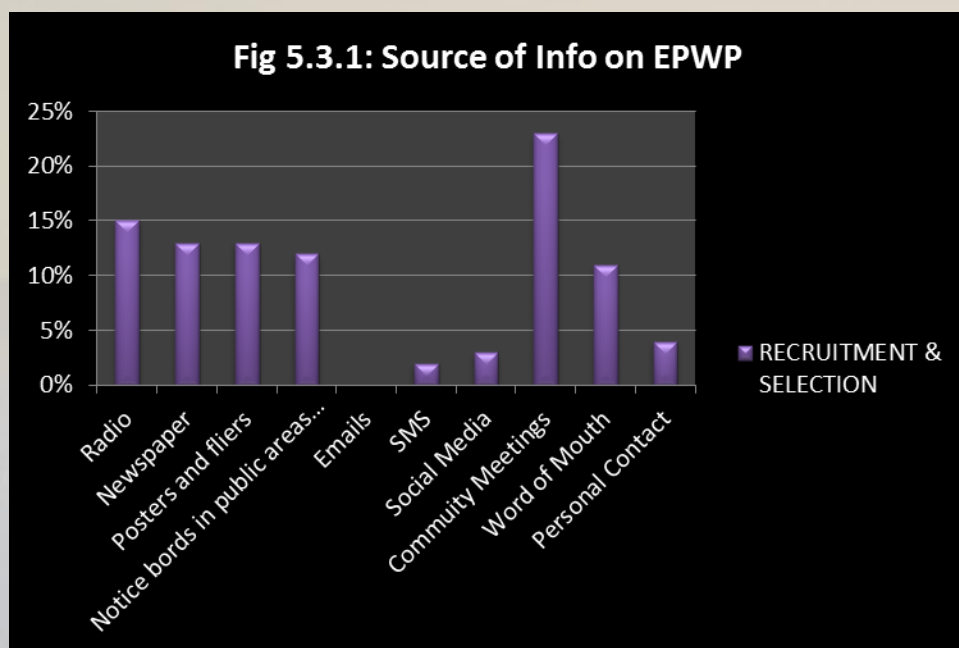


### 5.3. Recruitment and Selection into EPWP

EPWP recruitment and selection is critical component of the whole programme design, implementation and administration process. To check on process fairness, a number of questions were raised in order to assess influence on EPWP impact.

#### 5.3.1. Recruitment: Source of Information on EPWP

When requested to indicate source of information on EPWP, beneficiaries cited community meetings as main information source, followed by radio, newspapers, posters & flyers as well as bill boards in public areas. Word of mouth was also cited as a critical source. Figure 5.3.1 below summarises responses

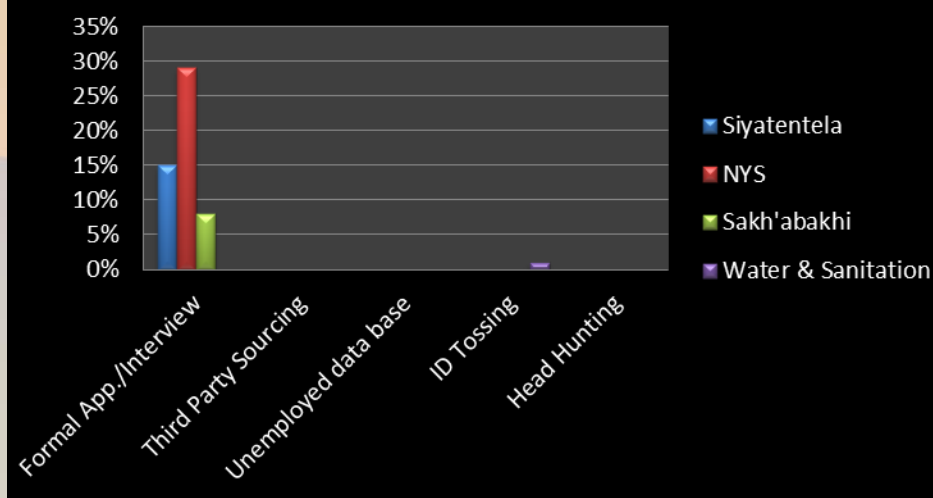


#### 5.3.2. Selection into EPWP

##### 5.3.2.1. Infrastructure Sector

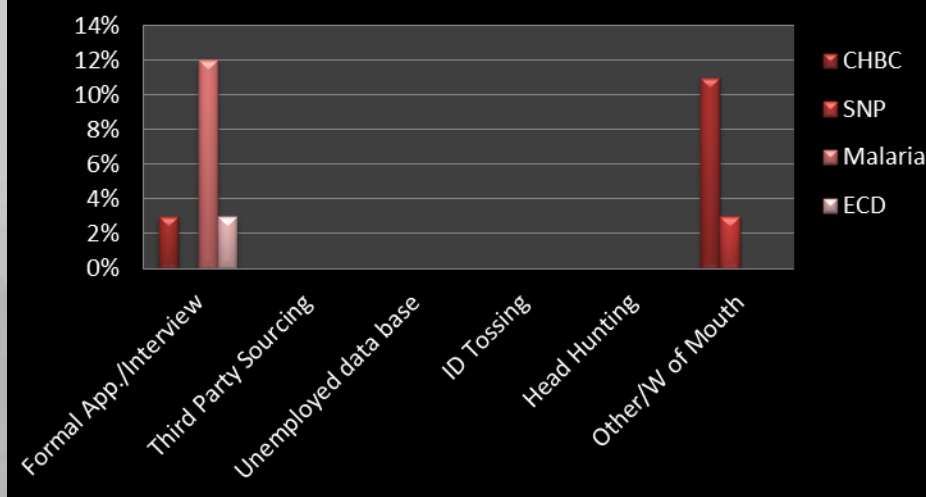
Formal applications and interviews were identified by most respondents in the Infrastructure Sector as the main method used in the selection of candidates for EPWP participation. This method is more evident in the NYS Programme followed by Siyatentela Programme and Sakh'abakhi. Figure 5.3.2.1 below summarises statistics on methods of selection used in the Infrastructure Sector programmes.



**Fig. 5.3.2.1: Recruitment Infrastructure Sector**

#### 5.3.2.2. Social Sector

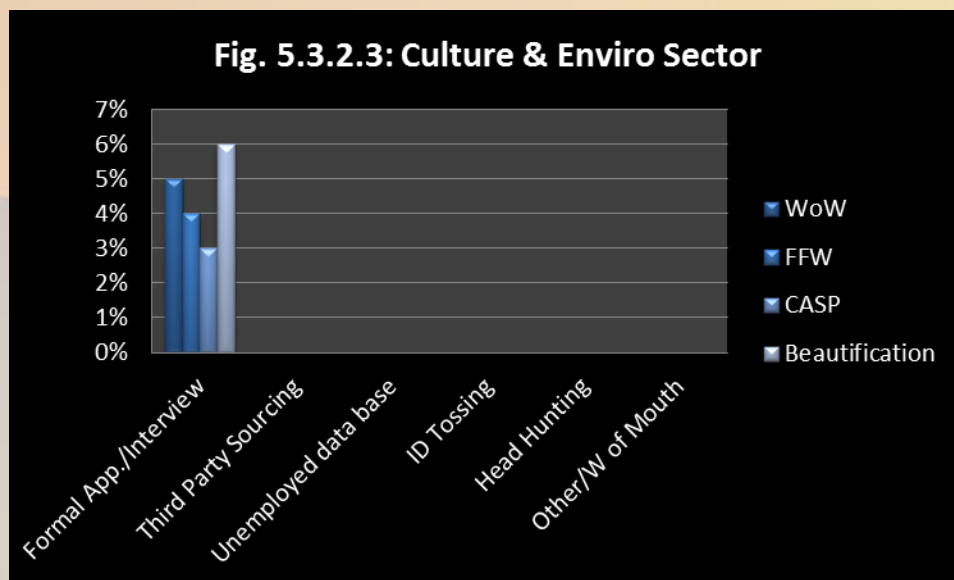
Beneficiaries interviewed from the Social Sector identified formal applications / interviews and word of mouth as key methods used. Interviews were cited more by beneficiaries in the Malaria, ECD and CHBC programmes. Figure 5.3.2.2 below provides a summary of key findings.

**Fig. 5.3.2.2: Recruitment Social Sector**

#### 5.3.2.3. Culture and Environment Sector

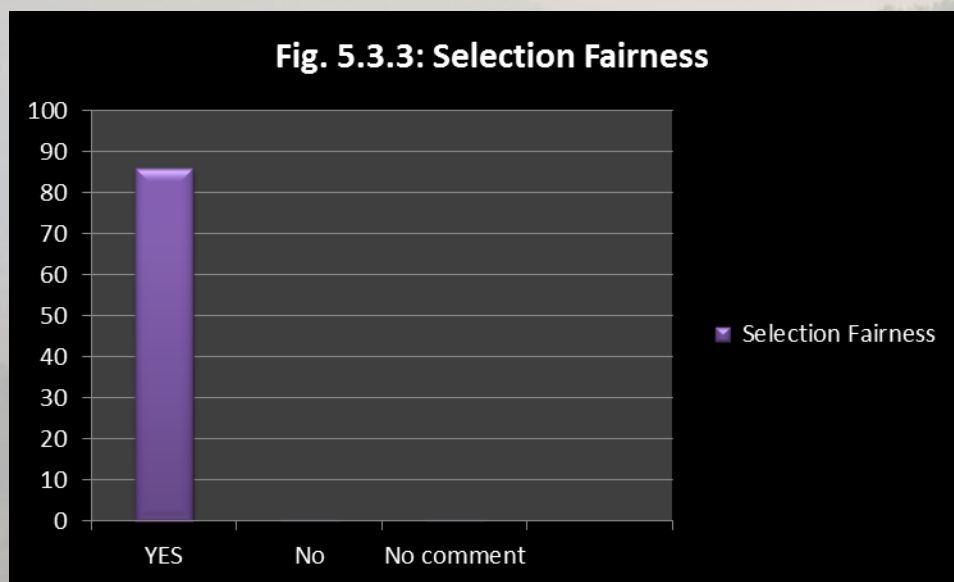
All the respondents from the Environment and Culture Sector identified formal applications and interviews as the sole selection method. At a programme level, this method is cited more by beneficiaries in Beautification of Towns, followed by Working on Waste, Food for Waste and CASP; respectively. Figure 5.3.2.3 below provides

summary.



### 5.3.3. Selection Process Fairness

When requested to indicate whether selection process was fair or not, a whopping 87% indicated YES compared to only 13% who said process was not fair. These findings are shown on figure 5.3.3 below.

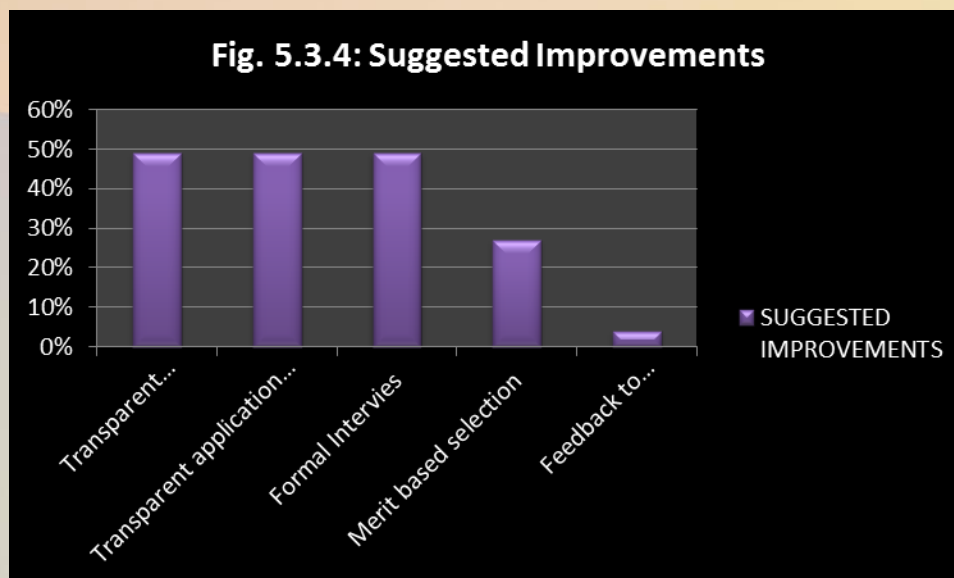


### 5.3.4. Suggested Improvements on Selection Process

Of the beneficiaries that express dissatisfaction with fairness of selection process, majority suggested improvements in recruitment and selection process, adherence to formal interviews, focusing on merit based process to any other factors; as well as



providing feedback results to candidates. Figure 5.3.4 summarises responses from beneficiaries who participated in the surveys.

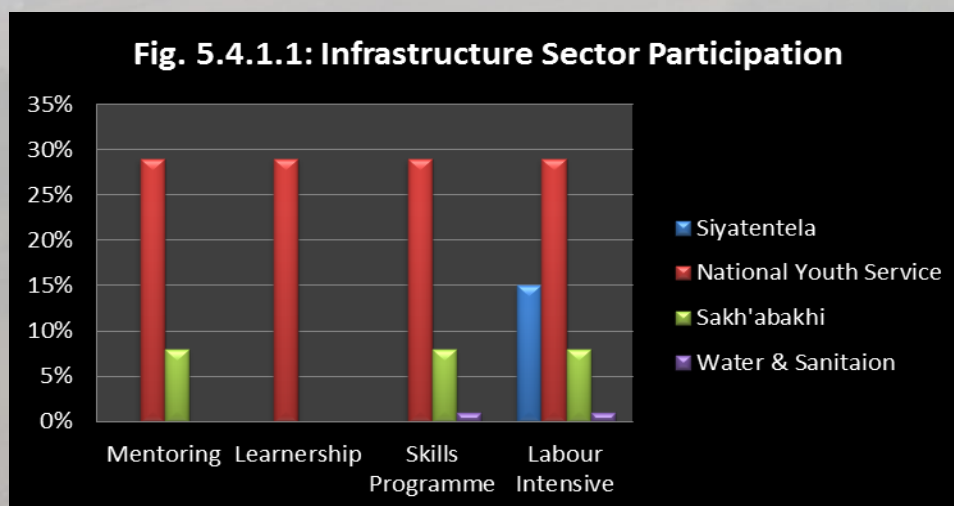


## 5.4. Participation in the EPWP

### 5.4.1. EPWP Programme Beneficiary Participation

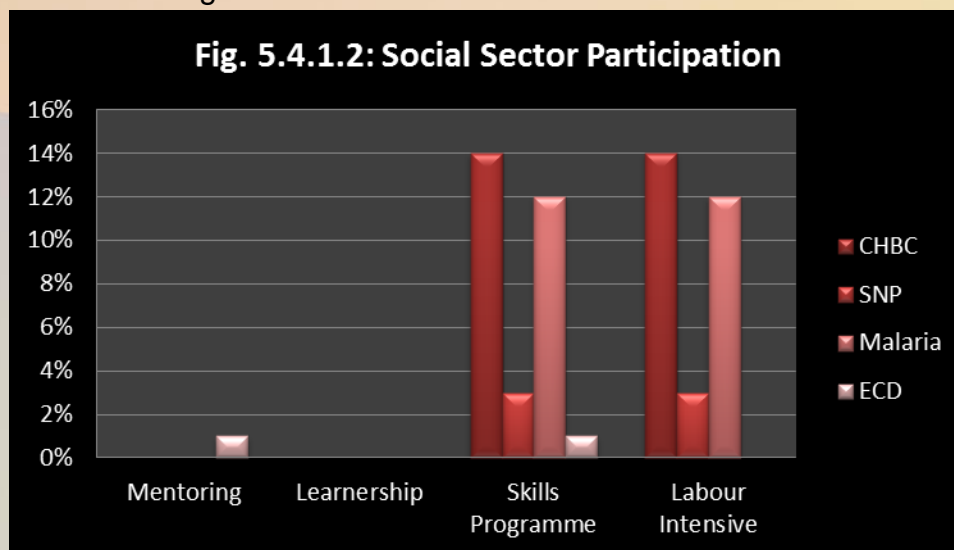
#### 5.4.1.1. Infrastructure Sector

National Youth Service programme has majority of the beneficiaries who participated in EPWP Infrastructure Sector; mainly in mentoring, learnership, skills development and labour intensive projects. These are followed by Siyatentela; mainly in labour intensive projects. Sakh'abakhi programme was mainly in mentoring, skills development and labour intensive projects. Figure 5.4.1.1 below summarises programmes and projects beneficiaries participated in programmes within Infrastructure Sector.



#### 5.4.1.2. Social Sector

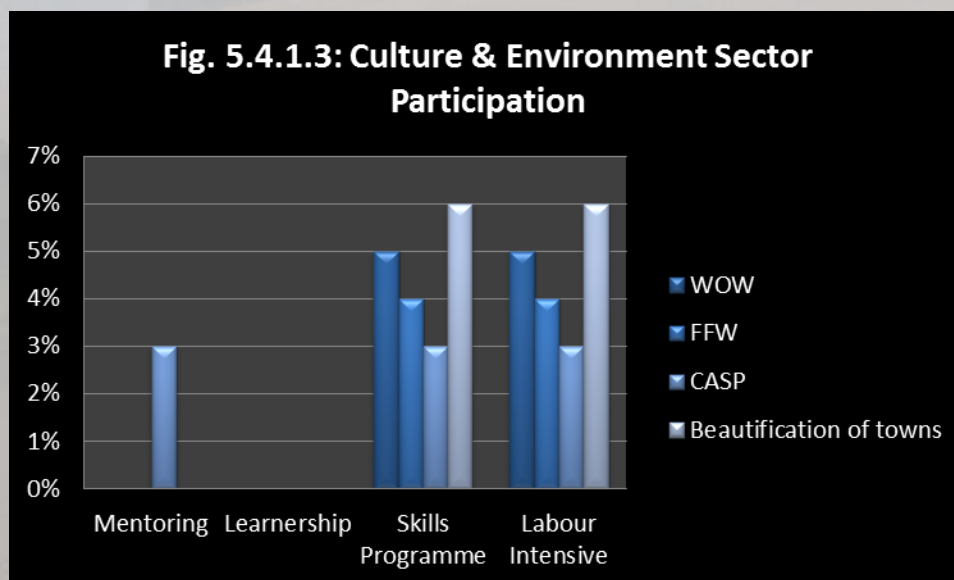
In the Social Sector, most beneficiaries participated in skills and labour intensive projects, as shown on figure 5.4.1.2 below.



A closer look at figure above shows that CHBC and Malaria programmes had most participants. Very few had participated in the Early Child-hood Development Programme.

#### 5.4.1.3. Culture and Environment Sector

In this sector, majority of beneficiaries participated in beautification of Towns programme, followed by Working on Waste, Food for Waste and CASP; in that order. Figure 5.4.1.3 below summarises responses.





As can be seen on figure most beneficiaries participated in labour intensive and skills development projects.

#### 5.4.1.4. Participation Period in EPWP

When requested to indicate duration spent in EPWP, 53% of beneficiary respondents indicated duration of 10-12 months; followed by those who spent 7-9 months (26%). Table 5.4.1.4 below summarises responses; without showing break-down per sector and programme.

Table 5.4.1.4: Participation period in EPWP

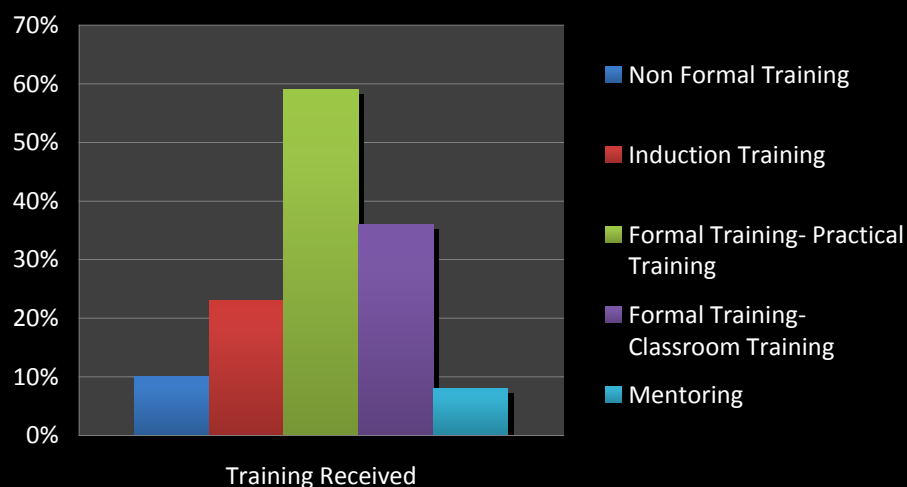
Number of Months	Responses
0-3 Months	0%
4-6 Months	6%
7-9 Months	26%
10-12 Months	53%
12-24 Months	9%
Other	6%
<b>TOTAL</b>	<b>100%</b>

#### 5.5. Skills Development in the EPWP

Skills development is one of EPWP's primary goals for post programme employment, further education & training as well as business development. To assess extent of skills development, participants were asked a number of questions as captured in this section.

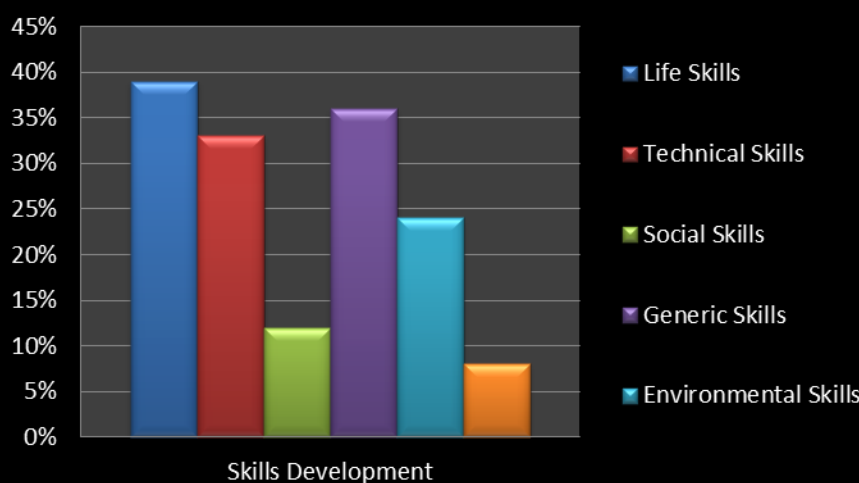
##### 5.5.1. Training Received

When asked to indicate training received, 59% of the respondents indicated that training formal with practical bias followed by 36% who indicated that it was formal with classroom or theoretical bias. Induction training was also identified by 23% of the respondents. Figure 5.5.1 below summarises beneficiary responses on training matrix.

**Fig. 5.5.1: Training Received Matrix**

### 5.5.2. Skills Gained

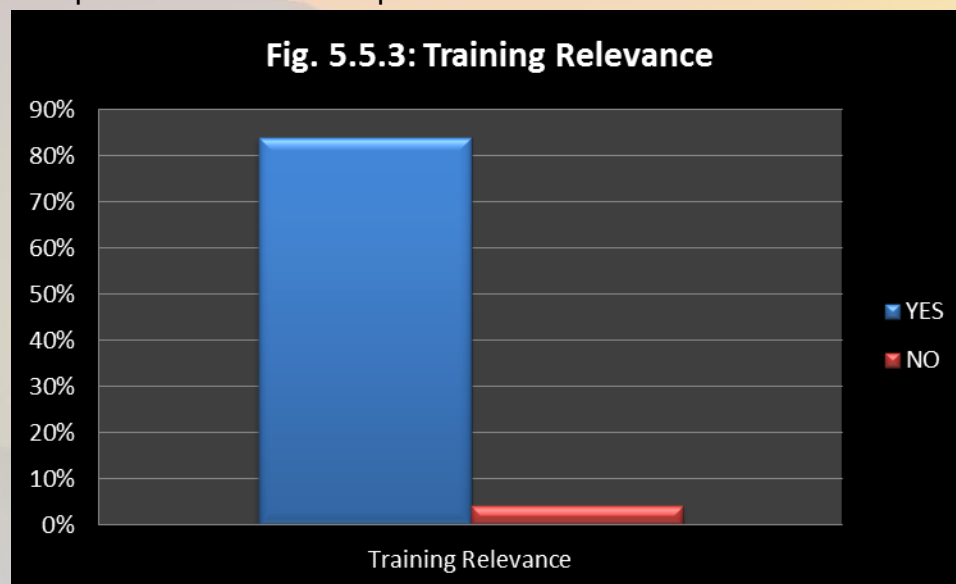
Whether training takes place practically in the field or via classroom learning; certain skills are expected outcomes of the learning process. Beneficiary participants were requested to indicate skills they feel developed during EPWP training. As indicated on figure 5.5.2 below, majority of respondents (39%) indicated life skills followed by generic skills (36%), with technical and environmental skills following at 33% and 24% respectively. In addition, social and financial skills were also cited as critical skills developed through EPWP training programme.

**Fig. 5.5.2: Skills Development Matrix**



### 5.5.3. Relevance of Training

Skills acquisition and relevance of skills post training are not also synonymous. When asked on whether they find training and skills acquired, a massive 87% of the respondents indicated YES with only 4% saying NO. About 9% of the beneficiary respondents did not indicate on relevance of training and skills to their lives. Figure 5.5.3 below depicts the YES/NO responses.

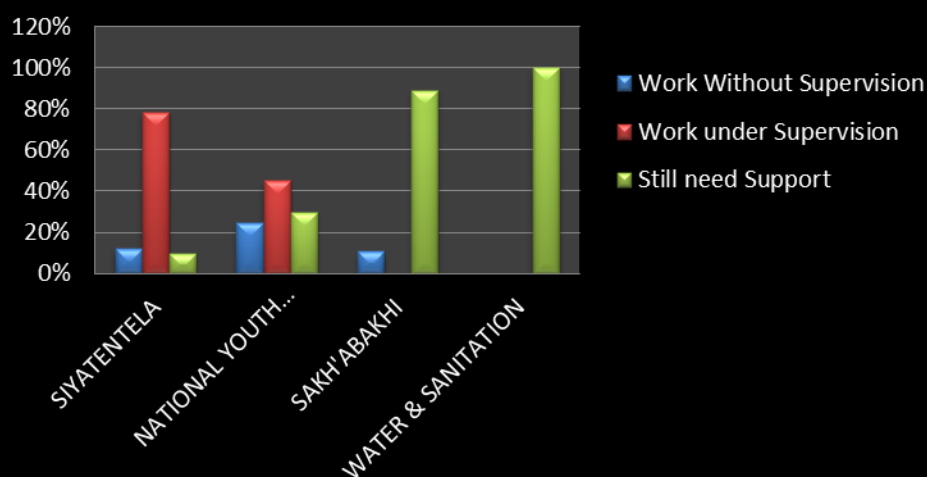


### 5.5.4. Training Relevance by Sector and Programme

When broken down by sector and programme, responses from beneficiary participants on training relevance paint very interesting insights into EPWP, as shown in this section of the report.

#### 5.5.4.1. Infrastructure Sector

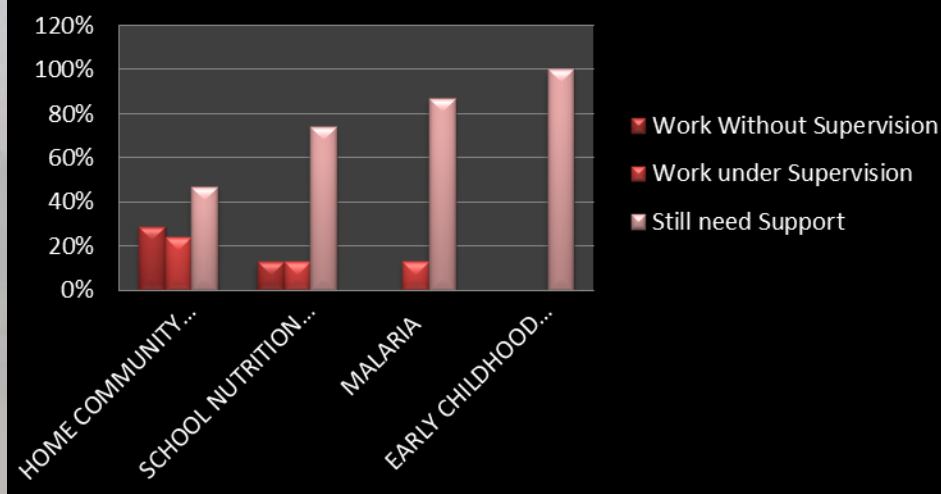
Working under supervision and still need for support were identified as critical post EPWP. These responses are more pronounced in the Water and Sanitation Programme (100%), followed by Sakh'abakhi (89%), NYS (30%) and Siyatentela (10%). The NYS Programme has a mix of these requirements; as shown by figure 5.5.4.3 below.

**Fig. 5.5.4.1: Infrastructure Sector**

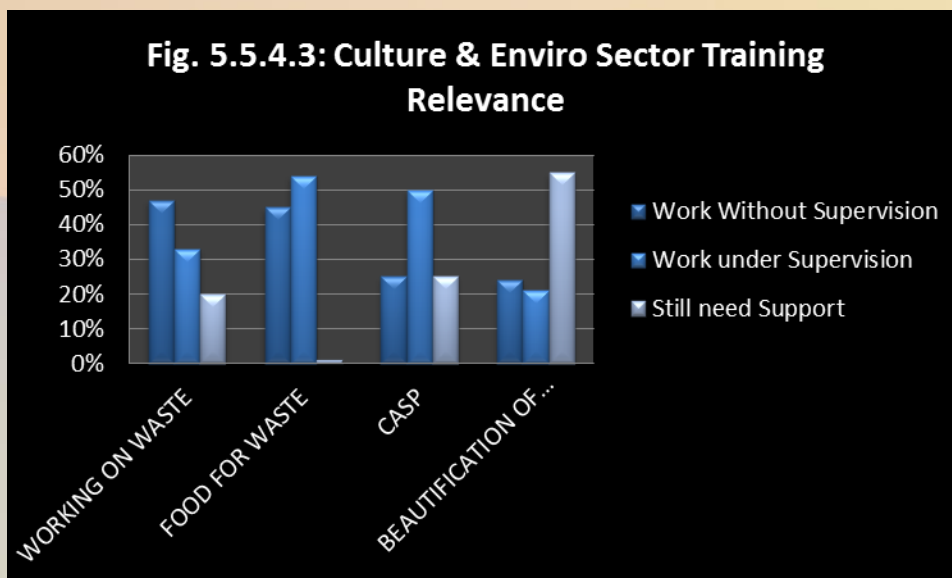
#### 5.5.4.2. Social Sector

Beneficiary participants in all the four programmes within Social sector still need support, as shown by statistics in figure 5.5.4.2 that follow. According to the figure, the need for support across programmes is as follows; ECD – 100%, Malaria – 89%, School Nutrition – 74% and Home Based Community Care – 47%.

Working under supervision is required most in HCBC and School Nutrition Programmes as shown on the figure.

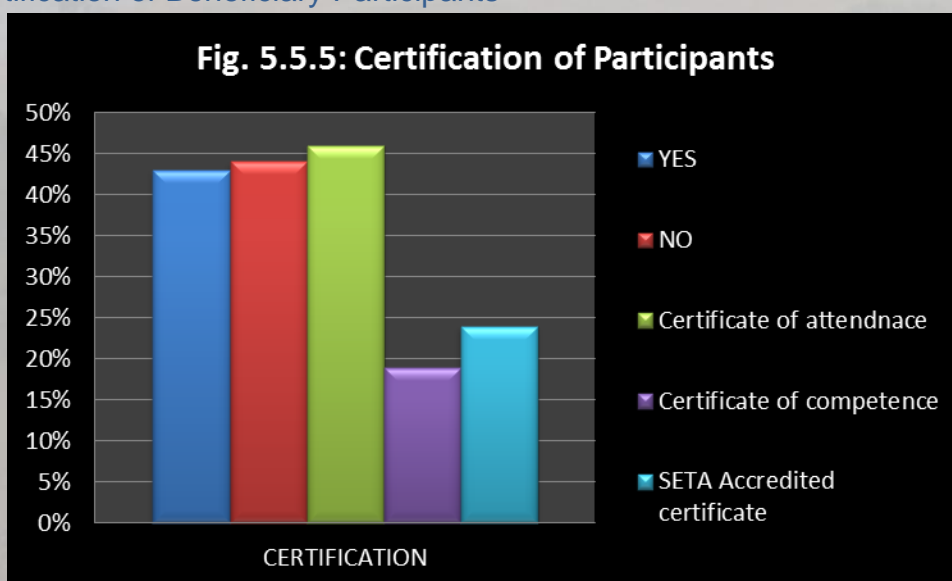
**Fig. 5.5.4.2: Social Sector Training Relevance**

### 5.5.4.3. Culture and Environment Sector



For those in the Culture and Environment Sector, responses are fairly distributed as shown on figure 5.5.4.3 above. From figure above, Beautification of Towns has following responses; still need support - 55%, need work under supervision - 21%, work without Supervision - 24%. CASP has following responses; still need supervision - 25%, need work under supervision - 50%, and work without supervision - 25%. Food for Waste also has following responses; still need support - 1%, work without supervision - 50% and work without supervision - 45%. Finally, Working on Waste has following responses; still need support - 20%, work without supervision - 33% and work without supervision - 47%.

### 5.5.5. Certification of Beneficiary Participants

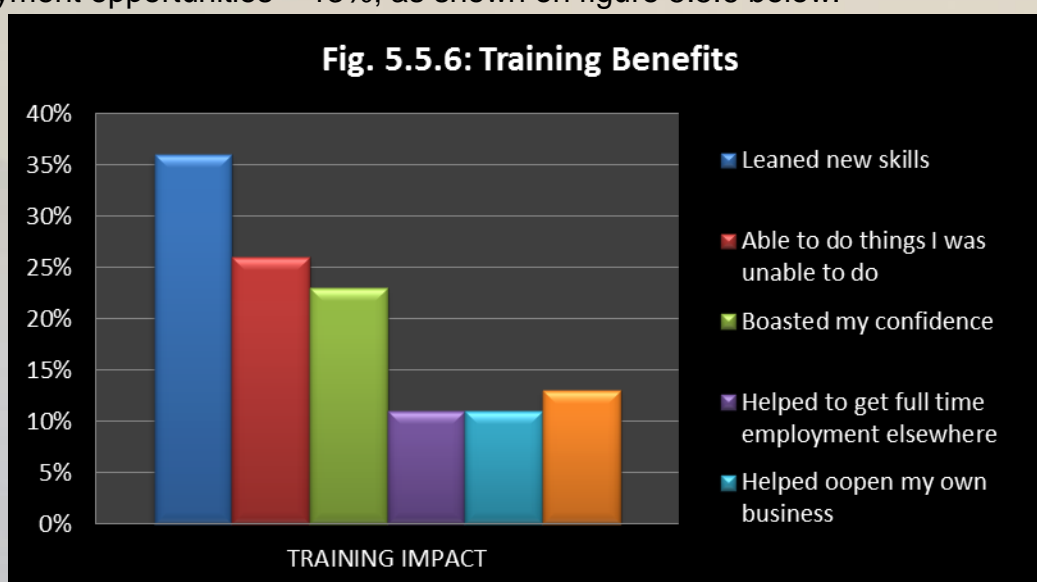




Certification of EPWP beneficiaries post training is central for employment opportunities and general evidence of education and training. When asked to indicate whether they received any certificates, 44% indicated NO with 43% saying YES. Of those that said YES, 46% received certificate of attendance, 24% SETA accredited certificates and 19% certificate of competence. Figure 5.5.5 above summarises responses from beneficiary participants.

#### 5.5.6. Training Benefits to Individual Beneficiaries

When requested to indicate benefits that have accrued to each individual beneficiary, responses are recorded as follows; able to open my business - 11%, able to do things I was not able to do before – 26%, boosted my confidence - 23%, learned new skills – 36%,, helped get full time employment elsewhere – 11%% and helped access employment opportunities – 13%; as shown on figure 5.5.6 below.



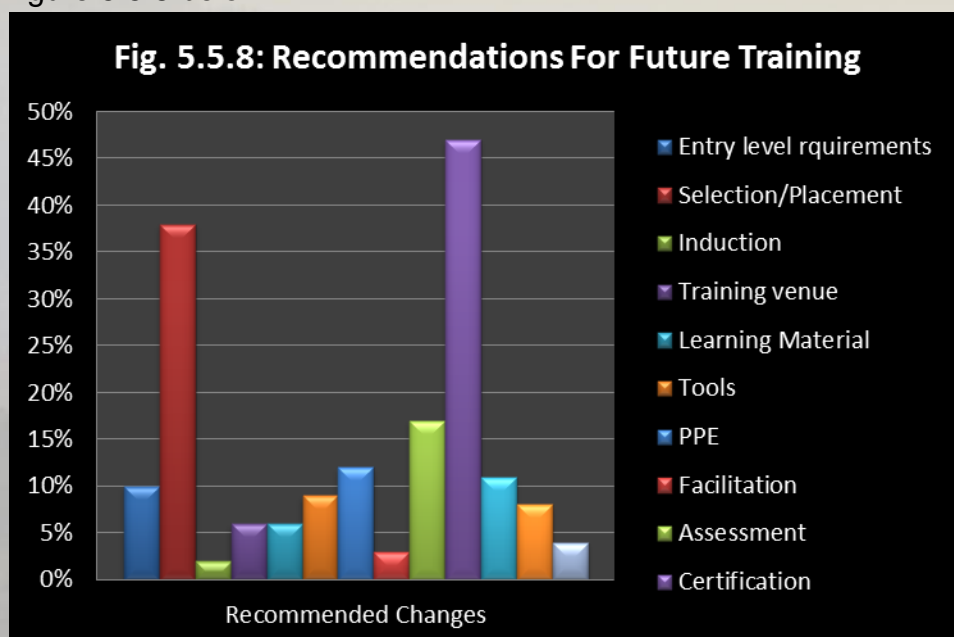
#### 5.5.7. Training Recommendations to Others

As seen in figure 5.5.8 below, 78% of respondents indicated that they would recommend others into EPWP with only 7% saying they would not. Rest of respondents did not give an opinion.



#### 5.5.8. Recommendations for Future EPWP Training

Finally, when asked on recommendations for future improvements on EPWP training, beneficiary respondents identified certification (47%) and selection/placement (38%) as critical areas for improvements. Other areas for improvement recommended are as shown on figure 5.5.8 below.



#### 5.6. Living Standard Measures (LSMs)

One of the critical goals of EPWP is to change life styles of beneficiary participants. To assess this component, respondent beneficiaries were asked to indicate their lifestyles prior to, during and after participation in various programmes of EPWP.

### 5.6.1. Items Acquired Prior EPWP Participation

Table 5.6.1: Items acquired prior EPWP Participation

Items Acquired Prior EPWP	Number of Respondents	Percentage
Internet / email /Smart phone	64	22%
Read Newspapers	144	<b>50%</b>
Colour TV	143	<b>49%</b>
Fixed Telephone Line	9	3%
Music System / Hi-Fi	43	15%
Mobile Phone	90	<b>31%</b>
Refrigerator	66	<b>23%</b>
Washing Machine	27	9%
Satellite dish	32	11%
One or more Car	11	4%
Clothing Account	36	12%
Built-in Kitchen	15	5%
Freezer	36	12%
DVD Player	58	20%
Microwave Oven	40	14%
PC / Laptop / Tablet	16	6%
Video Camera	11	4%
Bank Account	77	<b>27%</b>
Electric Iron	77	<b>27%</b>
Live in Brick Wall House	63	<b>22%</b>
Live in Shack Watch Movies	33	11%
Watch Movies	17	6%

Table 5.6.1 above shows that 50% of all the respondents (290) had access to reading newspapers; followed by those who had access to a colour TV (49%). From the above statistics it can be deduced that majority of Phase 2 EPWP beneficiaries did not have access to basic household items and access to entertainment. Only 27% had access to a bank account, while a paltry 12% had access to a clothing account.

### 5.6.2. Items Acquired during EPWP Participation

Understanding beneficiary lifestyle during EPWP participation against lifestyle prior EPWP participation is critical for assessing performance impact of the programme. When asked to indicate what items they acquired during EPWP participation, 39% indicated that they opened bank accounts, followed those who had improved access to internet via own phones and brick house ownership(35% apiece). Table 5.6.2 below summarises statistics from respondents



Table 5.6.2: Items Acquired during EPWP

Items Acquired During EPWP	YES	%
Read Newspaper	102	35%
Colour TV	94	32%
Fixed Telephone Line	18	6%
Hi-Fi / Music System	44	15%
Mobile Phone	74	26%
Refrigerator	81	28%
Washing Machine	61	21%
Satellite DSTV	59	20%
One or More Cars	4	1%
Clothing Account	81	28%
Access to Internet / PC / Tablet	28	10%
Built-in Kitchen	10	3%
DVD Player	95	33%
Deep Freezer	30	10%
Microwave Oven	48	17%
Personal Computer / Laptop	34	12%
Video Camera	9	3%
Bank Account	113	39%
Electric Iron	78	27%
Live in Brick House	102	35%
Live in Shack	39	13%
Live in Mud House	6	2%
Watch Movies in Theatre	14	6%

As can be seen from table, EPWP participation helped a few of the beneficiaries acquire items for livelihood improvements and could be as result of low monthly remuneration or generally high standard of living. Individual preferences also influence the type of items bought on a regular basis.

### 5.6.3. Improved Quality of Life post EPWP Participation

Items acquired pre and during EPWP participation create baseline for assessment of EPWP impact to beneficiaries. When asked to indicate how post EPWP participation improved their living conditions, 50% Of all respondents indicated that post participation had improved their skills and ability to participate in community activities; while 64% indicated functional literacy improvements. Other notable improvements are recorded in payment of school fees, poverty alleviation, technical skills improvements and improved

nutrition. Table 5.6.3 below summarises all the responses from respondent beneficiaries.

Table 5.6.3: Improved Quality of Life post EPWP

<b>Ways EPWP Participation Improved Quality of Life</b>	<b>YES</b>	<b>%</b>	<b>NO</b>	<b>%</b>
Use Income for Payments	139	48%	141	<b>52%</b>
Improved Nutrition and Food Security	155	<b>53%</b>	135	47%
Access to Education for Kids	164	<b>57%</b>	126	43%
Participation in Social and Community Life	143	50%	147	50%
Alleviated poverty	137	47%	153	<b>53%</b>
Skills development	143	50%	147	50
Improved Technical skills	133	46%	157	<b>54%</b>
Improved Literacy	187	<b>64%</b>	103	36%
Improved knowledge	85	29%	205	<b>71%</b>
Improved Career opportunities	81	28%	209	<b>72%</b>
Provided Experience or Track Record	64	22%	226	<b>78%</b>
Improved financial track Record	70	24%	220	<b>76%</b>
Ability to get Employment	62	21	228	<b>79%</b>
Having a Job working for Someone	65	22%	225	<b>78%</b>
Providing Self-employment	79	27%	211	<b>73%</b>
Improved Life	70	24%	220	<b>76%</b>
Improved ability to contribute to Community	70	24%	215	<b>76%</b>
Acquired Life Skills	59	20%	231	<b>80%</b>
Improved Marriage or Family Cohesion	70	24%	220	<b>76%</b>
Access to Transport	51	18%	239	<b>76%</b>
Other	5	2	-	-

## 5.7. Conditions of Employment

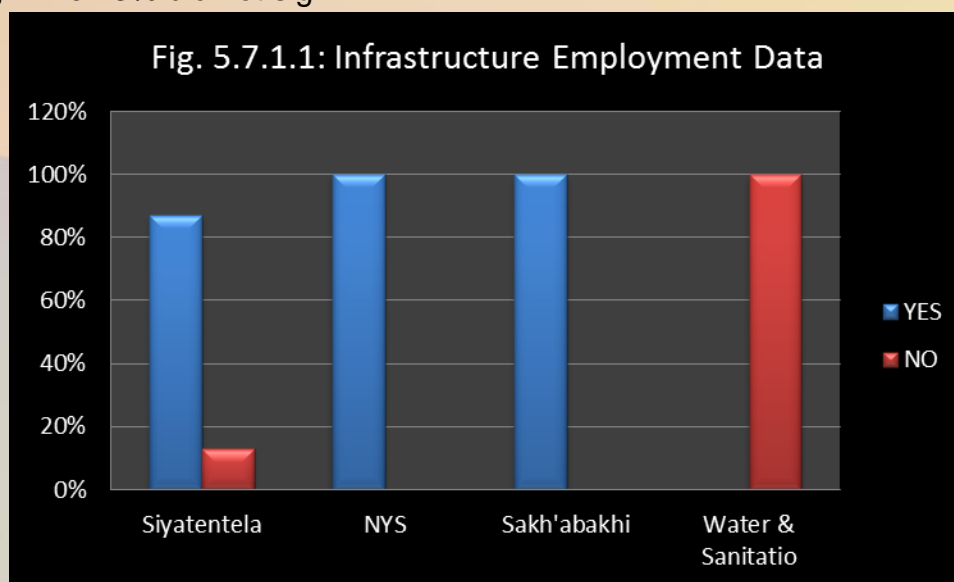
This section seeks to assess EPWP design and implementation compliance with basic conditions of employment. A number of pertinent issues were raised and beneficiaries of the various programmes responded differently to the issues raised as captured in this section.

### 5.7.1. Signing EPWP Contract

#### 5.7.1.1. Infrastructure Sector

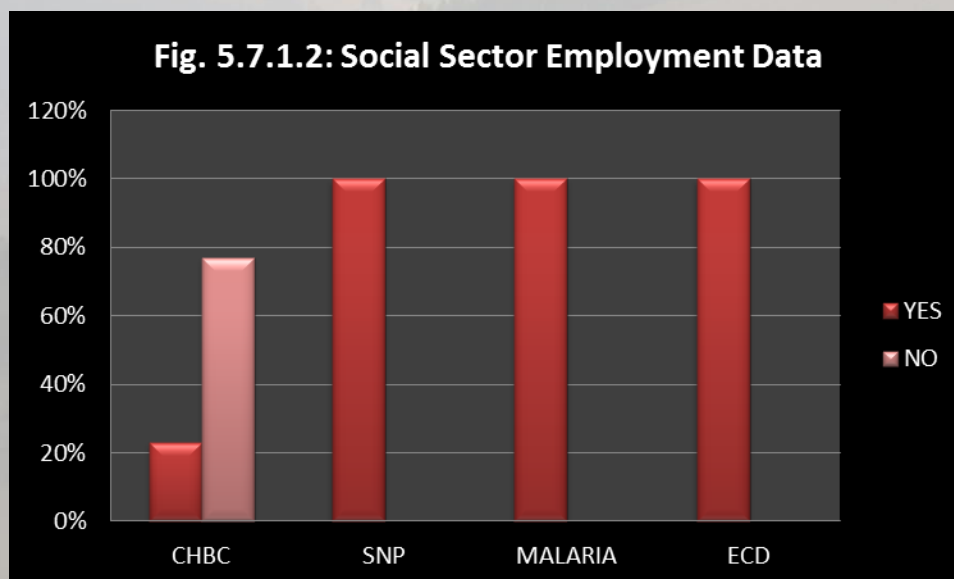
Figure 5.7.1.1 below summarises responses from beneficiaries who participated in the four programmes within the Infrastructure Sector. All beneficiaries who participated in NYS and Sakh'abakhi indicated that they signed contracts; while those in the Water and Sanitation Programme indicated that they all did not sign any contracts. In the

Siyatentela Programme, 87% of the respondent beneficiaries indicated that they signed contracts; while 13% did not sign.



#### 5.7.1.2. Social Sector

In this sector, all respondent beneficiaries in the Malaria, Early Childhood Development and School Nutrition Programme indicated that they signed contracts. In the Community Home Based Care; 77% of the respondent beneficiaries indicated having not signed the contract; with a paltry 23% indicating to the contrary. Figure 5.7.1.2 that follows summarises the responses from beneficiaries who participated in the programmes.

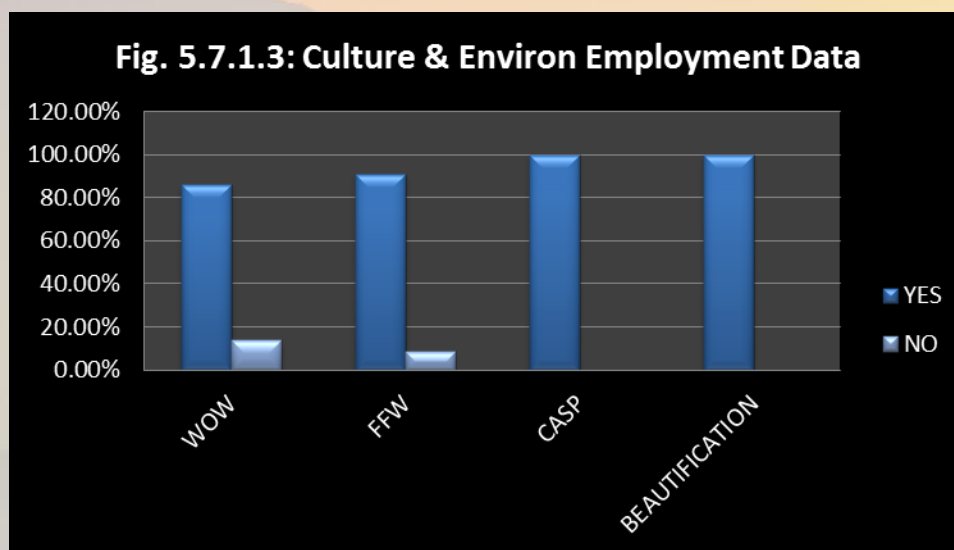


#### 5.7.1.3. Culture and Environment Sector

As indicated on Figure 5.7.1.3 below, respondents who participated in the Beautification



of Towns and Comprehensive Agriculture Support Programme all indicated that they signed contracts upon enrolling into the EPWP. In Working on Waste Programme 86% of the respondents indicated that they signed the contracts with 14% indicating that they did not sign the contracts. Finally, 91% of the respondents who participated in the Food for Waste Programme indicated that they signed contracts with only 9% indicating that they did not sign the contracts.



### 5.7.2. Working Hours

When asked to indicate average number of hours they worked per week, respondent beneficiaries NYS, Sakh'abakhi, Water and Sanitation, Malaria Programme and CASP all indicated that they worked an average of 40 hours per week and this translates into 8 hours per day for a five days week. Those who participated in the School Nutrition Programme and ECD indicated that they worked 35 hours per week (90% and 30% respectively). It is in the Food for Waste Programme that 57% of the respondents indicated that they worked for only 25 hours per week. Figure 5.7.2 below summarises statistics from different programme beneficiaries.

Table 5.7.2: Working Hours Spent

Sector Programme	40 Hours	35 Hours	25 Hours
Siyatentela	73%		27%
National Youth Service	100%		
Sakh'abakhi	100%		
Water and Sanitation	100%		
Community Home Based Care	69%	31%	

School Nutrition Programme	4%	96%	
Malaria Programme	100%		
Early Childhood Development	70%	30%	
Working on Waste	78%		22%
Food for Waste	43%		57%
Comprehensive Agriculture Support Programme	100%		
Beautification of Towns	100%		

### 5.7.3. Remuneration during EPWP Participation (stipends)

When asked to indicate how much per month they received as remuneration or stipends, of the 290 total respondents; 18% indicated that they received between R501 and R1 000, followed by 14.2% who indicated that they received between R5 001 and R5 500 per month. Figure 5.7.3 below summarises responses from across sectors and programmes.

Table 5.7.3: Remuneration during EPWP

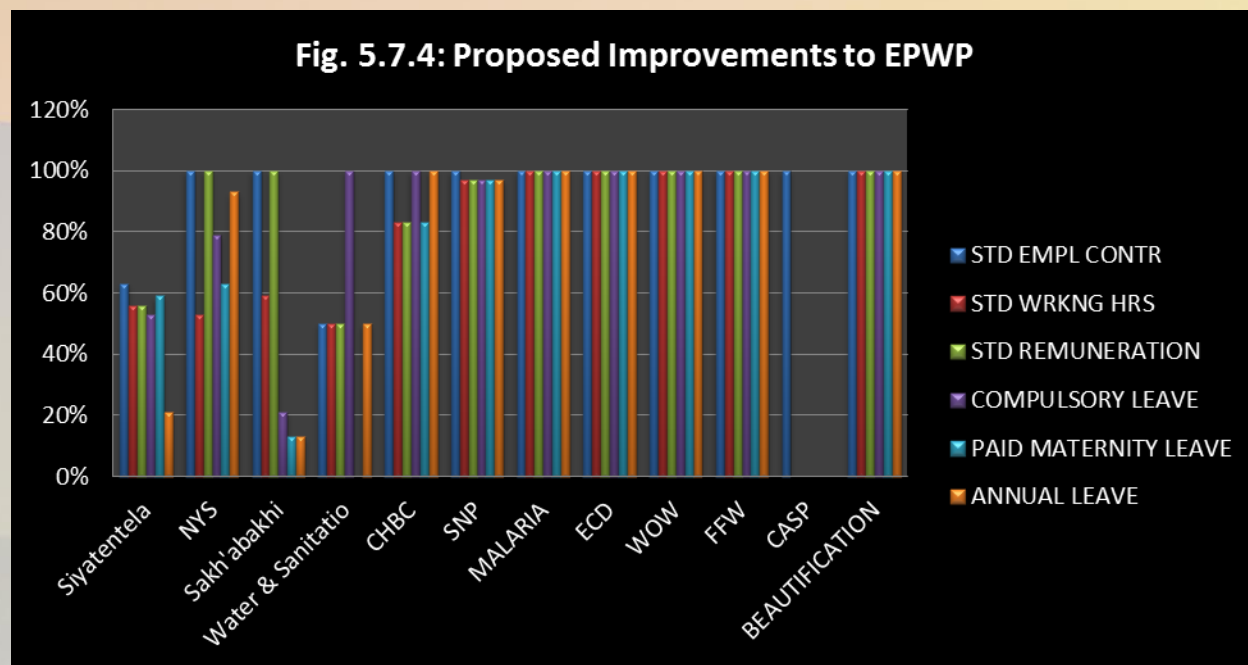
R0-R500	R501-R1000	R1001-R1500	R1500-R2000	R2001-R2500	R2501-R3000	R3001-R3500	R3501-R4000	R4001-R4500	R4501-R5000	R5001-R5500	No Stp
0	53	32	41	19	19	33	40	0	0	41	11
	18%	11%	14%	7%	7%	11%	14%	0%	0%	14%	11%

In addition to issue of remuneration, participants were also asked to indicate whether they were getting leave benefits. 51% of the participants did get leave benefits, 41% did not get leave benefits whilst 8% were either unaware or projects were too short to get leave. 33% of them got sick leave, while 16 got annual leave and 5% indicating that family commitments prompted them to take time off. In cases where leave was not granted, the responsible officials did not allow beneficiaries to take leave as they were not regarded as employees of the institutions. Some of the respondents indicated that they were afraid of victimization, hence they never bother to request for leave days.

### 5.7.4. Proposed Improvements on Employment Conditions

To improve on future design and implementation of the EPWP, responded beneficiaries were requested to suggest areas for future improvement. Beneficiaries who participated in Beautification, Food for Waste, Working on Waste, Early Childhood Development, Malaria Programme and School Nutrition Programme largely indicated that EPWP needs improvement on the following key areas of performance; standard employment contracts, standard working hours, standard remuneration packages or stipends,

standard and compulsory leave days and paid maternity and annual leave; as shown on figure 5.7.4 below.



An interesting finding from the above statistics is that requests for improvements are yearned for mostly in Social and Environment & Culture Sector programmes. In the Infrastructure Sector Programmes, requests for improvements are mainly around leave days, standard remuneration and standard employment contracts.

## 5.8. Exit Opportunities

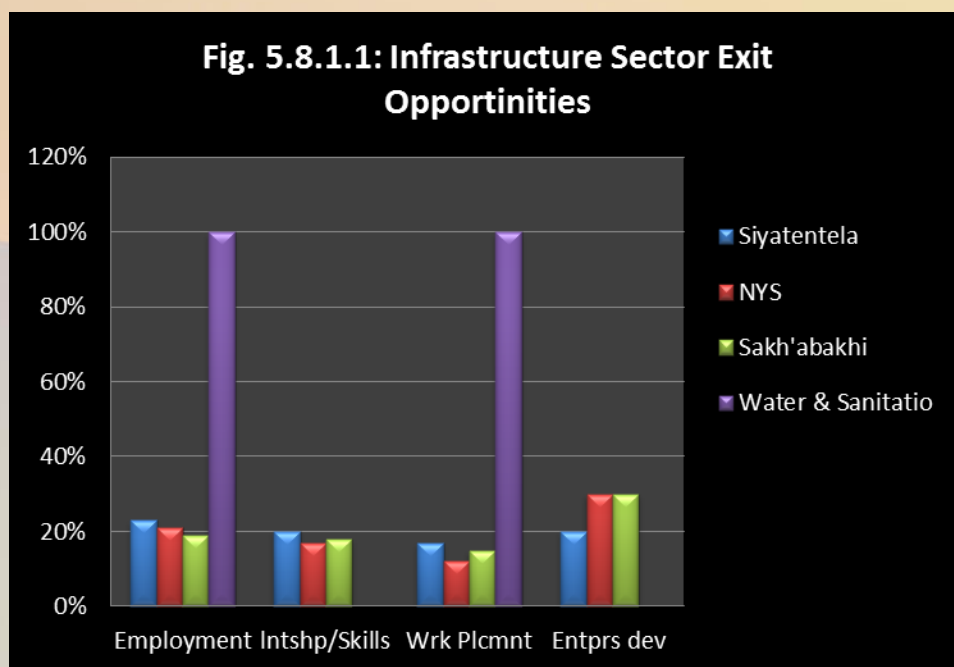
Availability of exit opportunities is critical policy thrust of the EPWP and beneficiaries need to be aware and participate in them post EPWP. To gauge on the extent of these opportunities, beneficiaries were asked three critical questions as captured in the sections 5.8.1 to 5.8.3 below.

### 5.8.1. Knowledge of Exit Opportunities during EPWP Participation

#### 5.8.1.1. Infrastructure Sector

When asked about their knowledge on the existence of exit opportunities during participation in the EPWP, beneficiaries in the infrastructure sector had varying responses as shown on Figure 5.8.1.1 below.

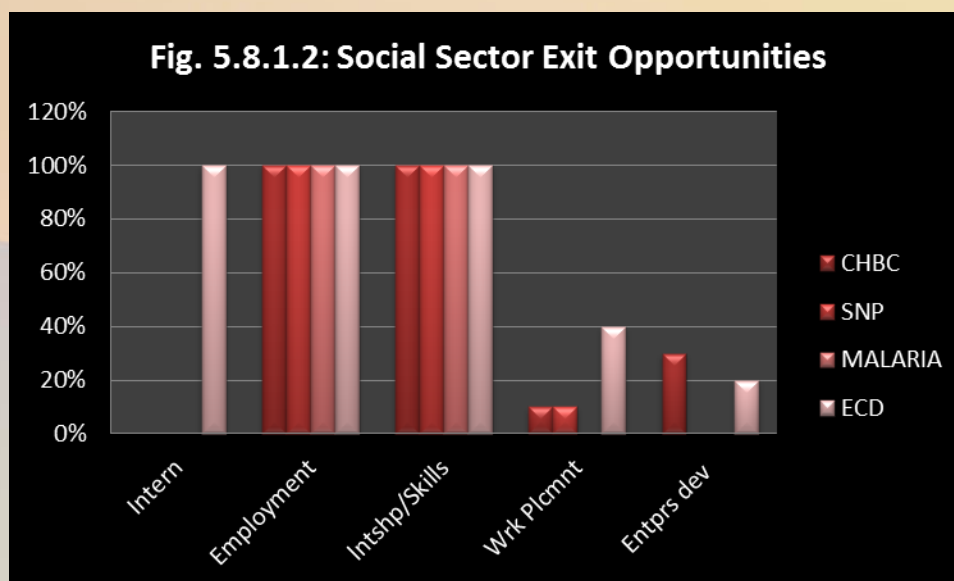




As shown on the above the figure, Siyatentela Programme beneficiaries shown relatively higher knowledge of employment opportunities (23%) enterprise and skills development opportunities (20% apiece), with work placement opportunities at 17%. Beneficiaries in the National Youth Service indicated more knowledge of enterprise development opportunities (30%), followed by employment (21%), skills development (17%), with work opportunities last at (12%). Respondent beneficiaries in the Sakh'abakhi Programme indicated more awareness of enterprise development opportunities (30%) followed by empowerment (19%), skills development (18%) and lastly work placement (15%). Finally, beneficiaries who participated in the Water and Sanitation Programme were only aware of employment and work placement opportunities

#### 5.8.1.2. Social Sector

Responses from beneficiaries who participated in the social sector programmes show that employment and skills development exit opportunities were the most widely known, followed by internship opportunities, workplace and enterprise development opportunities; as shown on Figure 5.8.1.2 that follow.

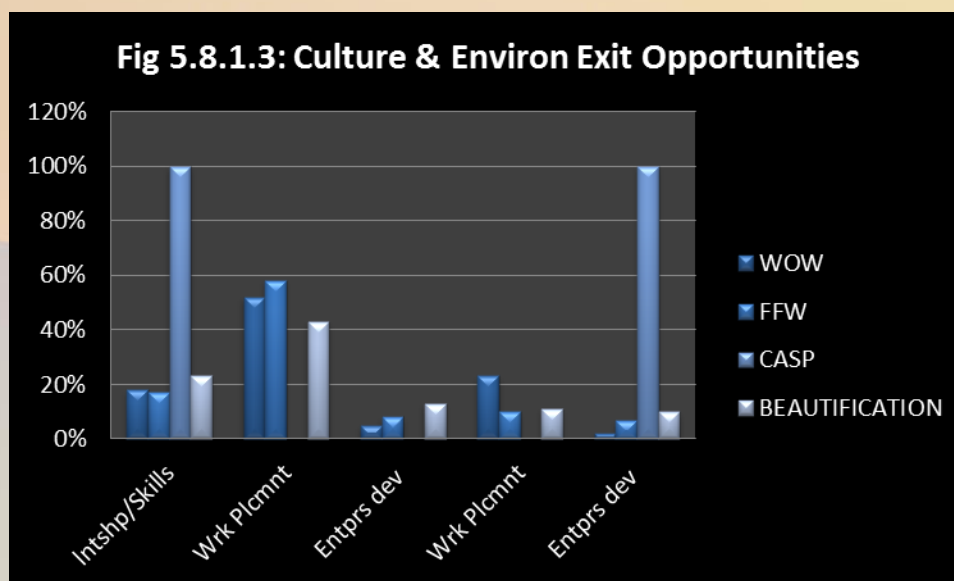


When analysed from a programme perspective, beneficiaries who participated in the CHBC programme all knew about employment and skills development opportunities (100%), followed by enterprise development (30%) and work placement opportunities (10%). Those in the School Nutrition Programme (SNP) knew about employment and skills development opportunities (100%); with only 10% being aware of the work placement opportunities. Malaria Programme participants all knew about employment, internship and skills development exit opportunities. Finally, beneficiaries in the ECD programme knew about employment and skills development opportunities (100%); followed by work placement opportunities (40%) and enterprise development opportunities (20%)

#### 5.8.1.3. Environment and Culture Sector

Unlike response patterns recorded in the social sector, beneficiary respondents in the environment and culture sector programmes indicated knowledge of exit opportunities around skills development, work placement and enterprise development.

However, the picture changes when analysed from a programme perspective. Figure 5.8.1.3 that follows summarise responses from beneficiaries who participated in the Environment and Culture sector programmes.



Beneficiary respondents who participated in the Working on Waste (WOW) programme had more knowledge of the existence of work opportunities (52%), followed by work placement opportunities (23%), skills development (5%) and enterprise development opportunities at paltry 2%. Respondents who participated in the Food for Waste (FFW) indicated awareness of employment opportunities (58%), followed by internship (17%), work placement (10%), skills development (8%) and enterprise development lastly at 7%. Respondents in the Comprehensive Agriculture Support Programme (CASP) all knew about internship and enterprise development programme; while respondents in the Beautification of Towns showed a very different picture. 43% of the respondents in the Beautification Programme were aware of employment opportunities, followed by 23% (internship opportunities), 13% (skills development, 11% (work placement) and only 105 being aware of entrepreneurship opportunities.

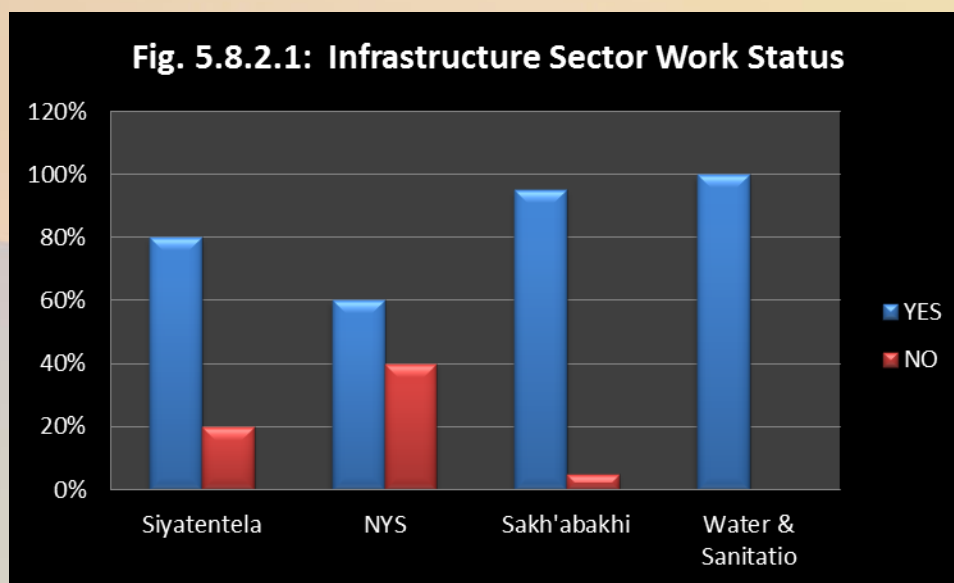
## 5.8.2. Employment / Work Status

Critical thrust of EPWP is to ensure meaningful post programme employment or work. To assess on the status post EPWP, beneficiaries were asked to indicate their current employment or work status; and responded in various ways across sectors and programmes.

### 5.8.2.1. Infrastructure Sector

As shown on Figure 5.8.2.1 that follow, beneficiaries who participated in the Infrastructure Sector across programmes indicated that they are currently gainfully employed post EPWP participation.

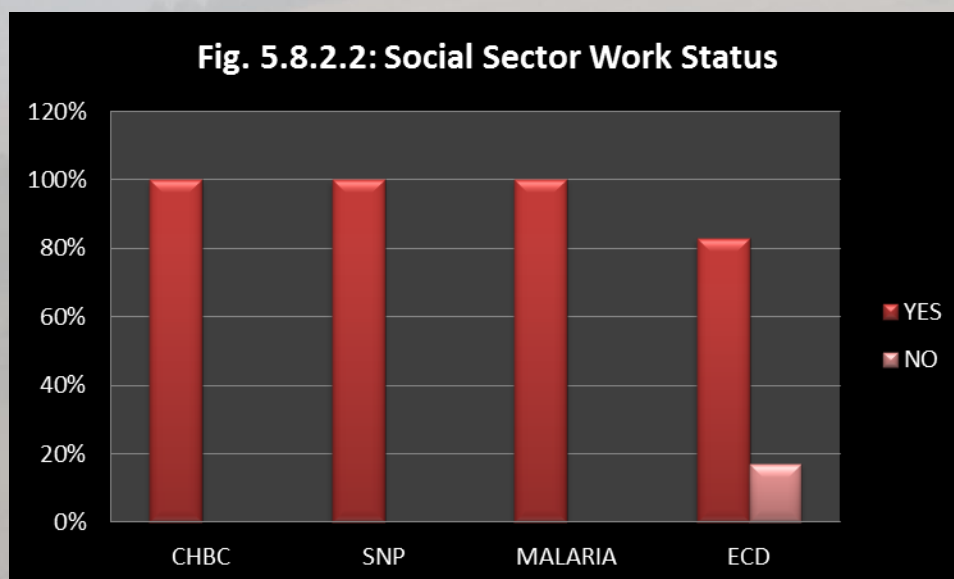




For beneficiaries who participated in the Siyatentela Programme, 80% indicated that they are gainfully employed, with only 20% indicating No to employment status. National Youth Service programme participants indicated a 60% Yes and 40% No; Sakh'abakhi a massive 95% Yes and only 5% No; and Water and Sanitation showing a 100% Yes.

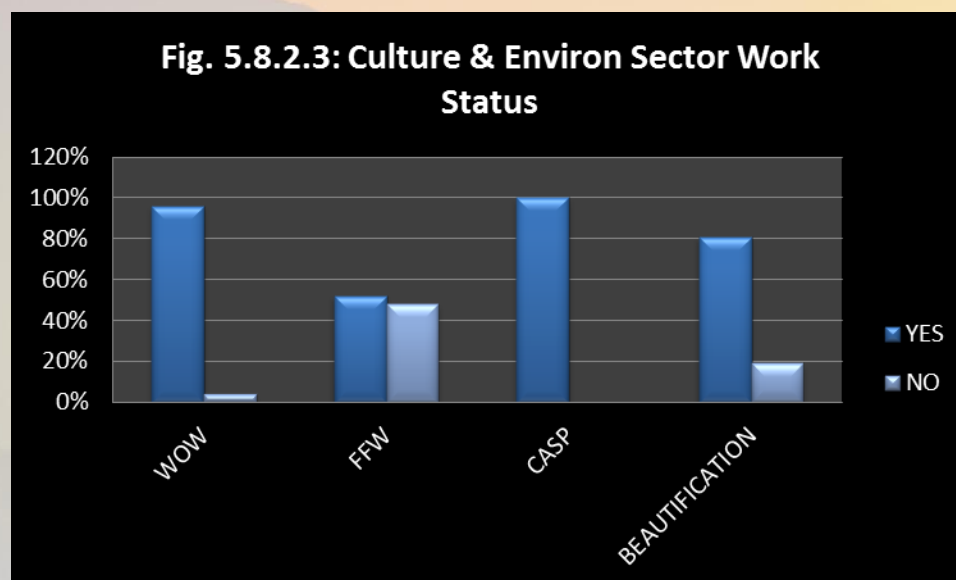
#### 5.8.2.2. Social Sector

Beneficiary respondents who participated in the social sector programmes show a completely different picture from the infrastructure sector programmes; with only in ECD where 83% said YES, and 17% & NO; with the all the rest saying YES as shown on figure 5.8.2.2 below.



### 5.8.2.3. Environment and Culture Sector

Unlike in the Social Sector picture, respondents who participated in the Environment and Culture sector showed that mainly CASP and Working on Water has 100% gainful employment, followed by Beautification Programme with 81% YES and 19% NO; while Food for Waste has 52% YES to gainful employment and 48% NO. Figure 5.8.2.3 below summarises the responses.



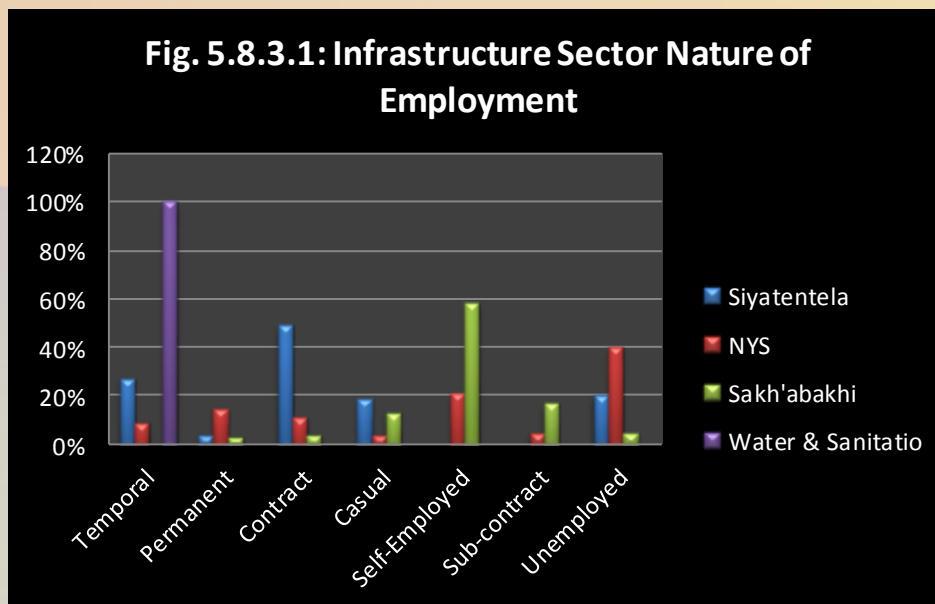
### 5.8.3. Nature of Employment / Work

More interestingly, beneficiaries were requested to indicate the nature of their gainful employment. Options that were given include temporary, permanent, contract, sub-contract, casual, self-employment (business) and unemployed. Interesting responses across sectors and programmes are summarised in sections 5.8.3.1 to 5.8.3.3 that follow.

#### 5.8.3.1. Infrastructure Sector

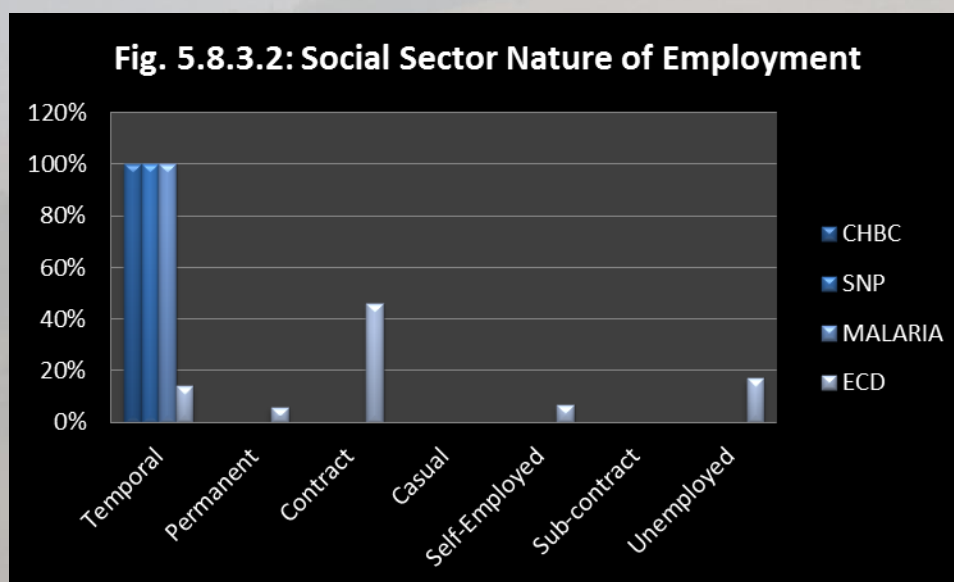
For beneficiaries who participated in the Siyatentela Programme, 49% indicated that they are working as casual workers, followed by 27% who are working as temporary employees, 20% unemployed, 19% self-employed and only 4% on a permanent basis. For NYS, a significant number (40%) is unemployed, followed by 21% (self-employed), 15% permanently employed, 9% in temporary employment, and 11% on contract employment; while 5% and 4% are working in sub-contracts and casual work respectively. Sakh'abakhi programme have a significant number in business/self-employment (58%), followed by those in sub-contracts (17%), casual work (13%) and a paltry 4% in contract work. Only 5% of the beneficiary respondents indicated that they are unemployed. Finally, those who participated in the Water and Sanitation Programme all indicated that they are in temporary employment. Figure 5.8.3.1

summarises all key findings.



#### 5.8.3.2. Social Sector

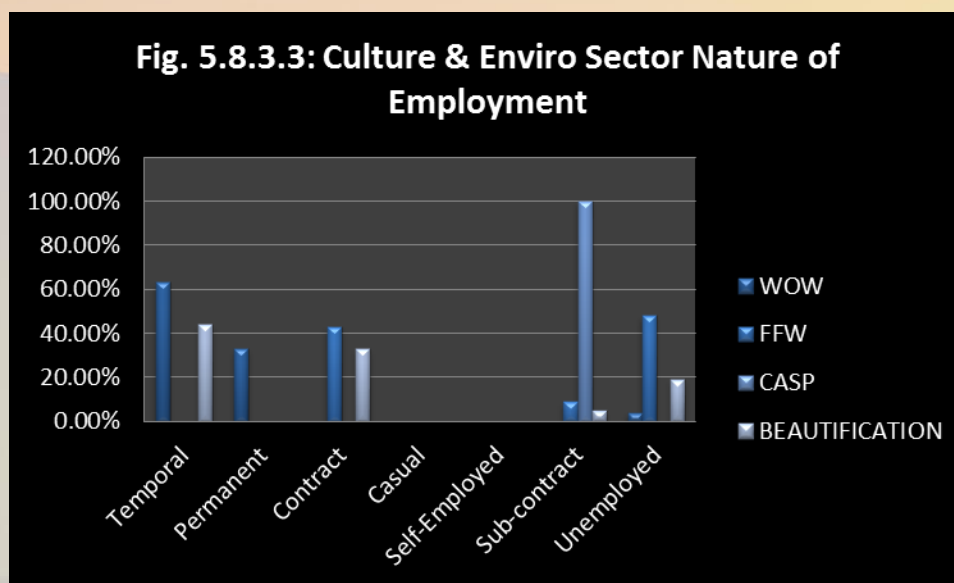
A different picture emerges from respondents who participated in the Social Sector Programmes. Beneficiaries in the CHBC, School Nutrition and Malaria Programmes are currently in temporary employment (all 100%) with those in the ECD Programme (46%) indicating that they are in contract employment and 17% being unemployed. Figure 5.8.3.2 that follows summarises the nature of employment of beneficiaries who participated in the Social Sector Programme.





### 5.8.3.3. Environment and Culture Sector

A slightly different picture emerges from beneficiaries who participated in the Culture and Environment Sector, as shown on Figure 5.8.3.3 below:



The majority of beneficiaries who participated in the Working on Waste Programme (63%) indicated that they are working as temporary workers, followed by 33% who are permanent workers and only 4% being unemployed. For the beneficiaries who participated in the Food for Waste Programme, 48% are unemployed, 43% are contract workers while 9% are working as sub-contractors. This picture is very different from CASP in which all the respondents indicated that they are working as sub-contracts. Finally, those who participated in Beautification of Towns Programme had the majority (44%) indicating that they are in temporary employment, followed by 33% who are in contract employment, 19% unemployed and a paltry 5% working as sub-contractors.

### 5.9. Beneficiaries' Suggestions on Future Enhancement of EPWP

Future of EPWP depends largely on design, implementation and administration efficacy; and input from beneficiaries based on their past experience is critical. To assess on improvements needed for EPWP success in future, beneficiaries were requested to provide input using the Strategy Canvass Model approach. The approach focused on three critical dimensions of the EPWP, namely;

- What EPWP should start doing to improve performance and impact
- What EPWP should continue doing to enhance performance and impact
- What EPWP should stop doing for performance and impact improvements

### 5.9.1. What EPWP Should Start Doing

When requested to indicate what EPWP should start doing in order to improve programme performance and impact, the following were major suggestions from beneficiary participants:

- a) EPWP should offer more training and skills development opportunities to the youth of Mpumalanga by identifying sectors not currently targeted in Phase 1 and 2; and these sectors should include renewable energy, rehabilitation of land on abandoned mines, reforestation etc by opening up branches in other small towns and rural areas in order to accommodate new youth groups.
- b) EPWP should link participating beneficiaries across sectors and programmes to private sector organisations for further experiential training and employment opportunities.
- c) EPWP should consider longer periods for beneficiary participation and these should accumulate into levels or skills development grades. Such a move will allow gradual accumulation of skills and absorption into private organisations. Beneficiaries should also undergo trade tests and certification
- d) Beneficiary participants should start receiving stipends on regular and consistent basis; uniforms and or protective clothing each year, as well as all other conditions of service enjoyment by citizens in similar employment contracts.
- e) EPWP administration, monitoring and evaluation should improve and strict adherence to programme policy on employment & poverty; service delivery & economic growth targets enforced. Corrective measures should be taken when deviations are recorded.
- f) EPWP should start re-working on exit strategies in order to enhance exit opportunity availability to beneficiaries exiting EPWP. This must be done jointly with private sector partners and relevant stakeholders.

### 5.9.2. What EPWP Should Continue Doing

When requested to indicate what EPWP should continue doing for performance and impact enhancement, beneficiary participants suggested the following as key:

- a) EPWP should continue identifying new sectors, programmes and sites or locations for project implementation. By continually identifying new sectors, programmes and project locations; EPWP will accommodate more youths into training and skills development as well as job and business market
- b) EPWP should continue encouraging entrepreneurship or business development as opposed to job seeking in order to streamline informal and small business formalization and growth. Through small business support, the burden on creation of job opportunities is lessened.
- c) EPWP should continue recruiting other youth into programme across remote rural areas. This should alleviate poverty ravaging most rural and remote communities.



However, issue of stipends needs review continually to avoid creating new poverty layer of 'employed' people.

d) EPWP must continue issuing qualify certification to beneficiaries upon programme completion. These certificates should specify unit standards or outcomes on the NQF national bands. Certificates of attendance should not be allowed since they may not be recognisable and acceptable to industry.

e) EPWP should continue providing a combination of practical and theory lessons in balanced ratio of 70:30 respectively. This enhances both skills and knowledge development.

### 5.9.3. What EPWP Should Stop Doing

Finally, when requested to indicate what EPWP should stop doing in order to improve programme performance and impact, beneficiary participants suggested the following:

a) EPWP should stop training and 'dumping' beneficiaries upon completion of stipulated programme duration; that is, they should monitor, evaluate and support individual progress in business or employment post participation. Post EPWP tracking and support will ensure value for money in the long term.

b) In some cases, officials communicate information that is 'untrue', inconsistent and or contradictory. Such misinformation should be avoided since it creates expectations, anxiety and ultimately disappointment. All information communicated should be consistent and in line with national policy guidelines and provincial frameworks. This therefore calls for policy clarity and consistent action or behaviour on the part of officials and service providers.

c) In instances where beneficiaries are working with hazardous substances, EPWP should stop seconding participants without necessary or requisite personal protective clothing; since this exposes them to danger. All equipment should therefore be made available.

d) EPWP should discourage officials from communicating information threatening or discouraging to beneficiary participants since this tendency demoralizes the 'camp'. Development of manual on code of ethics for both officials and beneficiaries may solve the challenges.

e) Finally, EPWP should stop abusing or being abused by officials and beneficiaries for selfish ends but remain a programmatic government action plan that seeks to address society's ills. All undeserving beneficiaries should not be recruited into the programme and competent service providers utilised in programme implementation.



The background of the image is a grayscale photograph of architectural blueprints. A large sheet of paper with detailed floor plans is spread out, showing various rooms, furniture layouts, and structural lines. In the upper left, a section of a rolled-up blueprint tube is visible, with another sheet of paper partially unrolled. The overall scene suggests a professional or academic setting related to design or planning.

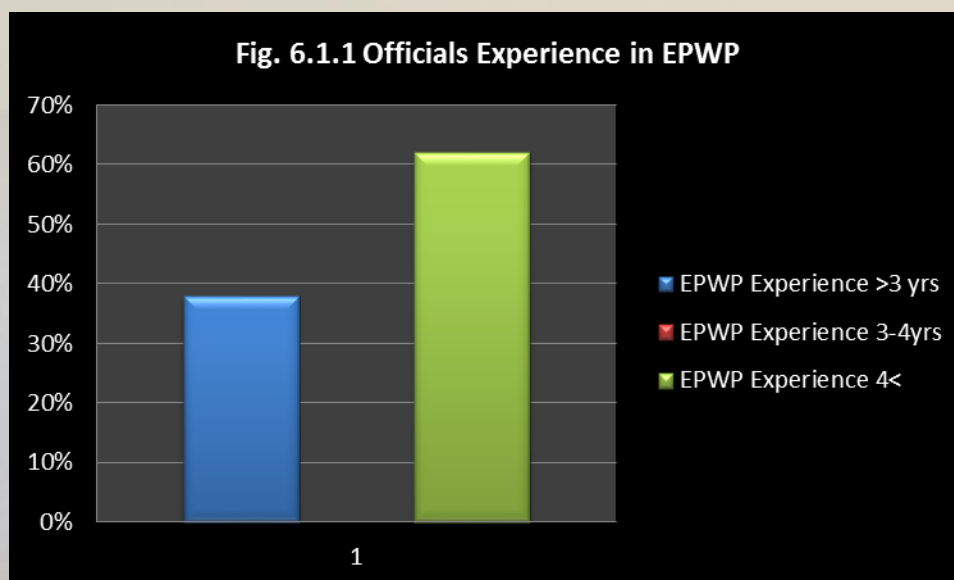
# **STUDY FINDINGS: EPWP OFFICIALS AND IMPLEMENTERS**

This section of the study report captures responses from government officials and other implementers of EPWP Phase 2 within Mpumalanga. It is divided into six sections of governance and decision making, recruitment and selection of beneficiaries, target setting and planning, skills development and training, compliance; and accountability. The officials and implementers interviewed were from across sector departments, municipalities and appointed EPWP service providers. Main thrust of surveys was to assess EPWP design and implementation efficacy.

## 6.1. Governance and Decision Making

### 6.1.1. Experience in EPWP

Across sector departments and municipalities, sectors and programmes; majority of EPWP officials who participated in surveys have more than 4 years in the programme (62%), followed by those with less than 3 years (38%); as shown on figure X below. This therefore implies that officials have fair understanding of EPWP Phase 2.



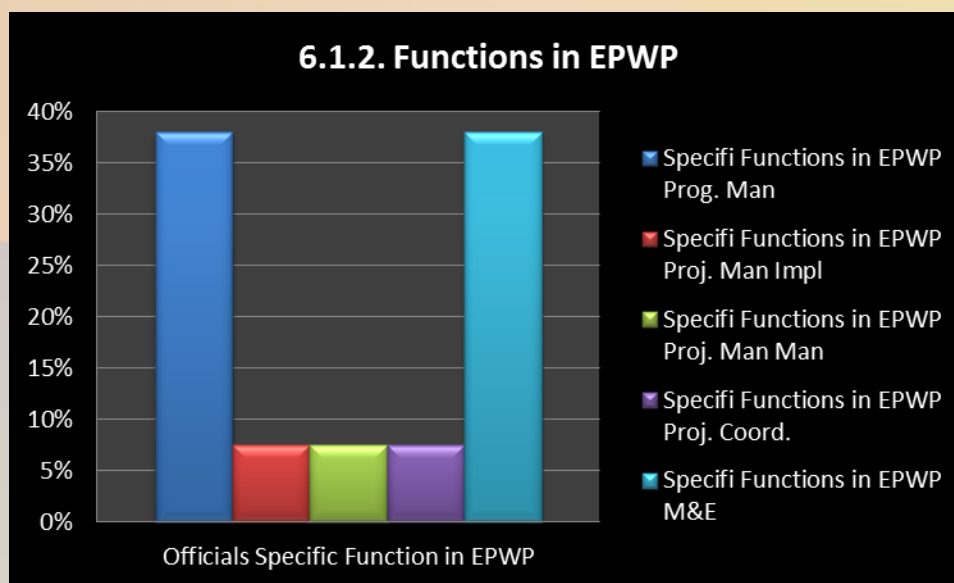
### 6.1.2. Functions in EPWP

The majority of the officials in EPWP work as programme managers (37%) or in the programme management unit as well as monitoring and evaluation units (37%). The rest of surveyed participants work as follows:

- Project Management Managers (8%)
- Project Management Implementers 9(%)
- Project Coordinators (9%)

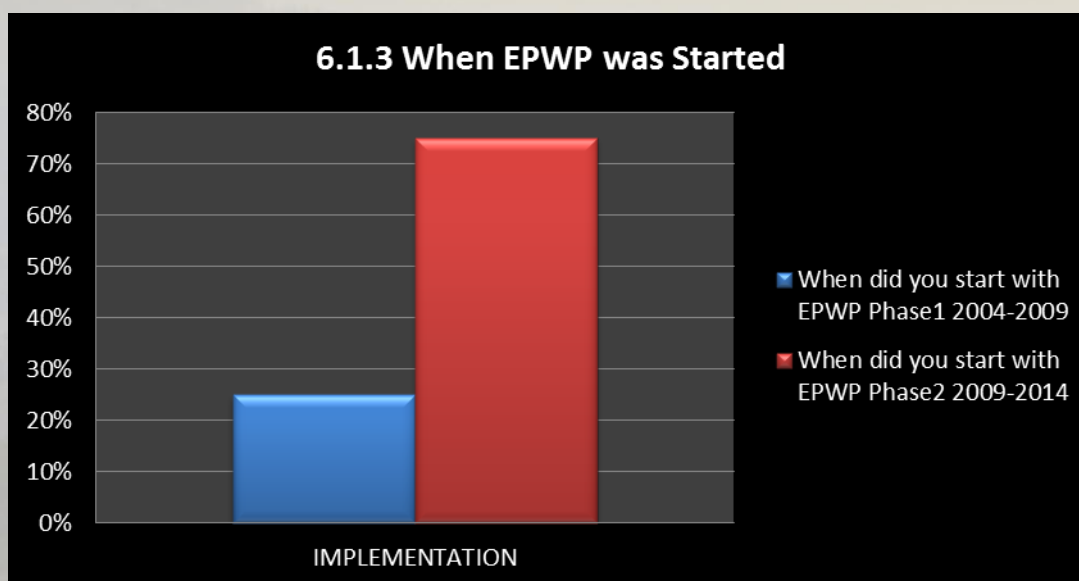
Figure 6.1.2 that follows summarises EPWP functions of officials and or implementers of Phase 2.





#### 6.1.3. When EPWP Started in Organisation

When asked to indicate start of EPWP, 75% of responses said EPWP Phase 2 was for 2009-2014; while 25% indicated that EPWP Phase 1 was for period 2004-2009; as shown on figure 6.1.3 that follow.

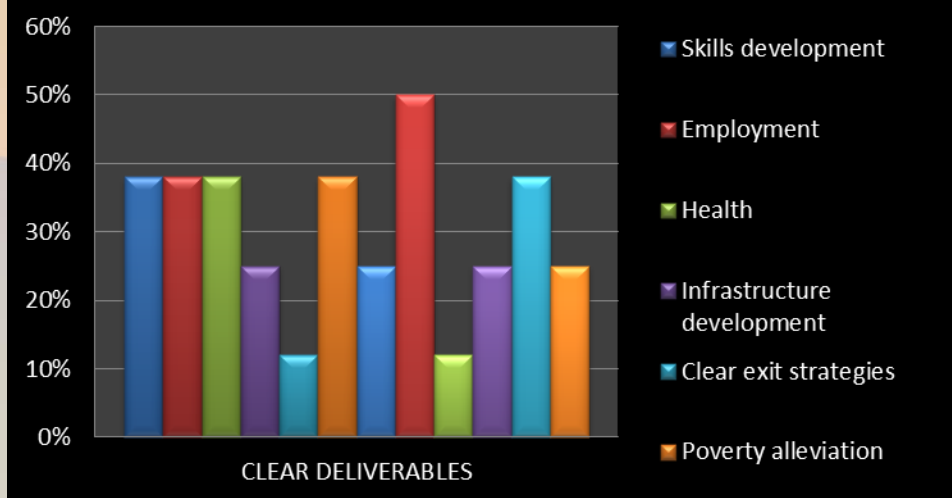


#### 6.1.4. Clarity of EPWP Deliverables

More interestingly, officials indicated that deliverables around employment targets, exit strategies, poverty alleviation and skills development are much clearer than others such as infrastructure development and health targets. Figure 6.1.4 that follows summarises responses from officials.



### 6.1.4 Clarity of EPWP Deliverables



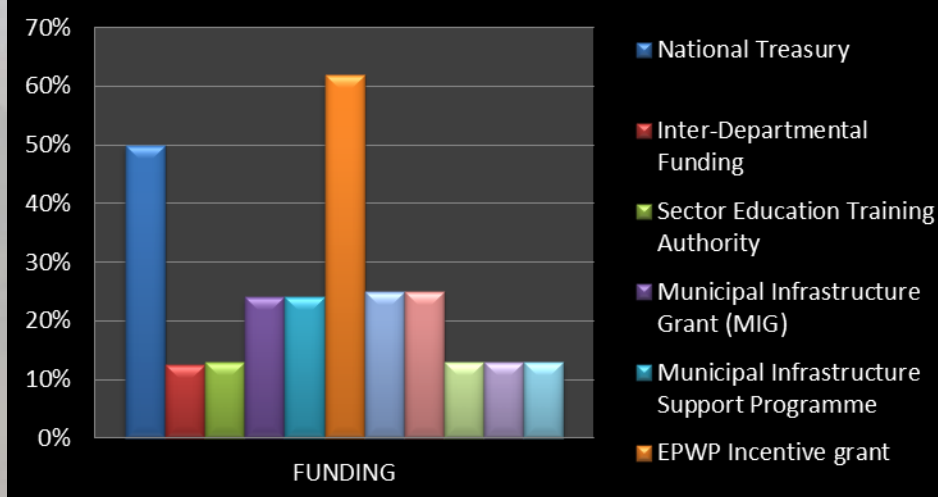
### 6.1.5. Sources of EPWP Funding

EPWP funding at national, provincial or municipal level is critical for performance and impact success. Major sources of Mpumalanga EPWP Phase 2 funding were identified as follow:

- EPWP Incentive Grant (62%)
- National Treasury (50%)
- Municipal Infrastructure Support Programme and Municipal Infrastructure Grant (24%)

Other sources were also identified as shown on figure 6.1,5 below.

### 6.1.5 Sources of EPWP Funding

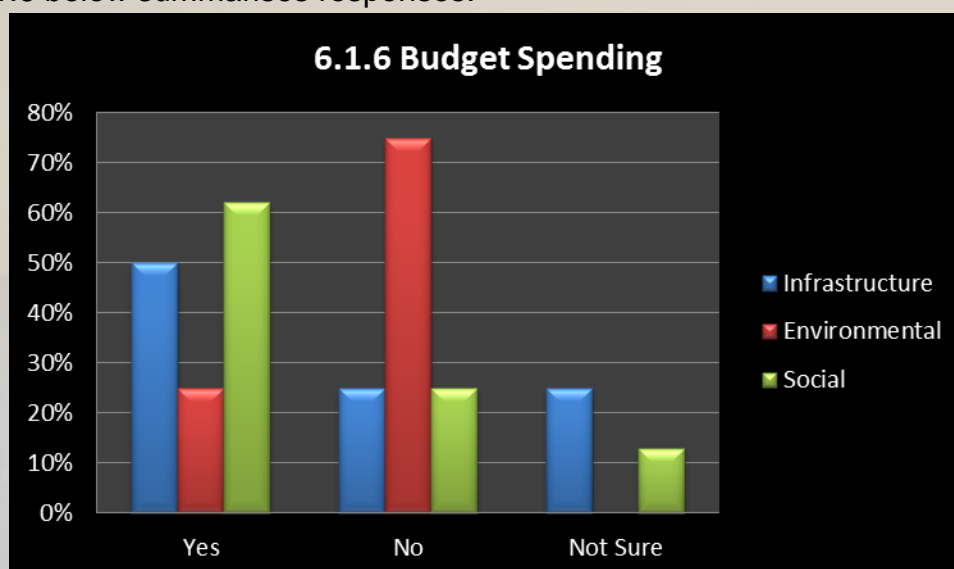


Ways suggested for improvement of EPWP funding model include but not limited to the following:

- Lobbying private sector
- Consolidation of sector department funds
- Lobby for CSI funds of big corporations

#### 6.1.6. Budget Spending

When asked to indicate whether budget is adequate for EPWP, majority of respondents managing programmes in the Social Sector said YES (62%) compared to those that said NO or were not sure. In the Culture and Environment Sector, 75% indicated a NO compared to only 25% who indicated YES. In the Infrastructure Sector, 50% of the respondents said YES compared to other 50% who said NO or NOT SURE (apiece). Figure 6.1.6 below summarises responses.



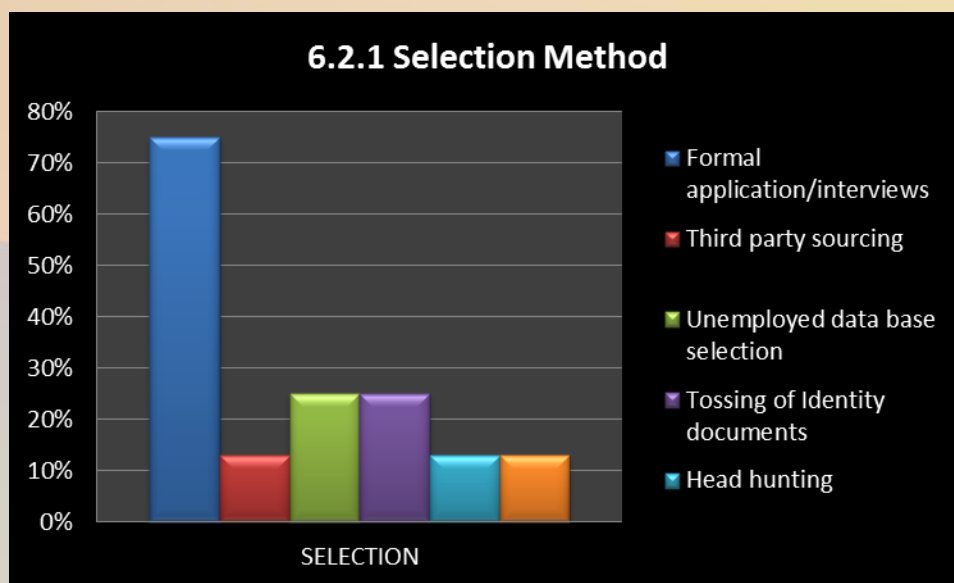
In addition, strong sentiments also indicate that EPWP funds are not being exhausted annually to variety of reasons ranging from lack of EPWP support systems, lack of understanding of EPWP processes, late disbursements of funds to late appointment of service providers.

## 6.2. Recruitment and Selection

In line with recruitment and selection process assessments targeted at beneficiaries, officials were also requested to indicate on the EPWP experience on the matter.

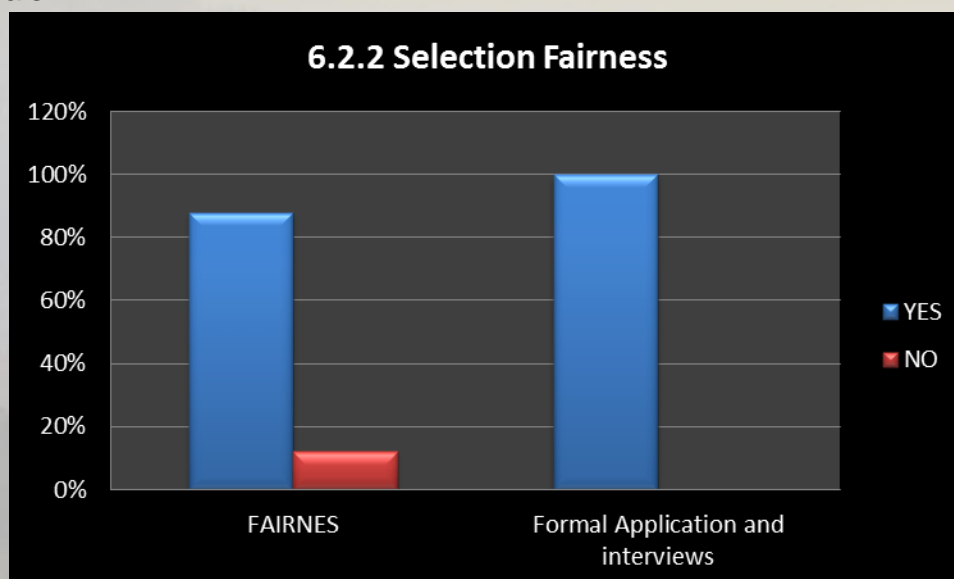
### 6.2.1. Methods for Selection of EPWP 2 Beneficiaries

Formal applications and interviews are identified as methods commonly used in beneficiary selection and indications are also that most candidates get to know about the programmes through community meetings and advertisements. Figure 6.2.1 shows commonly used methods for section of beneficiaries.



#### 6.2.2. Fairness of Selection Process

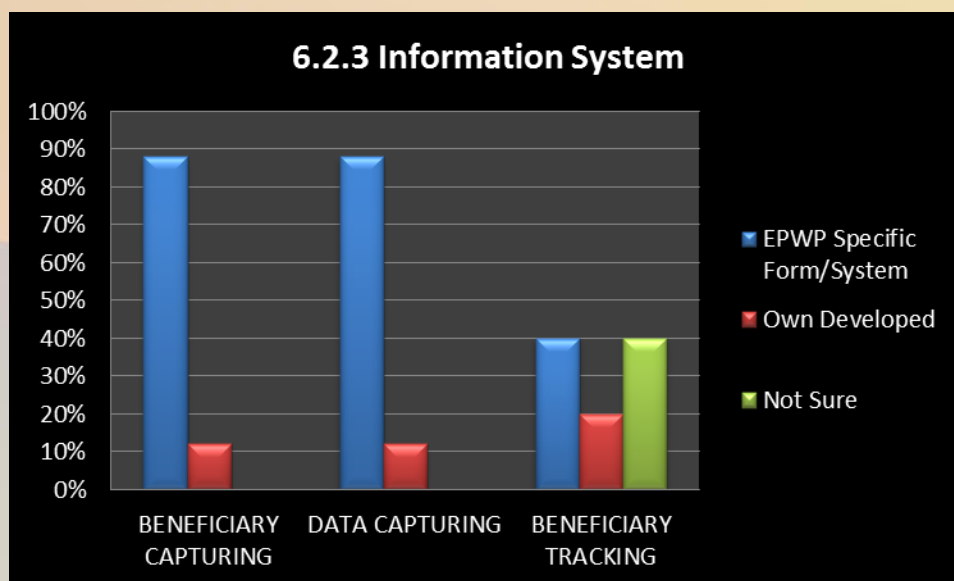
Formal application and interview methods utilised in selection of EPWP beneficiary participants are largely regarded as fair. More than 80% of respondents indicated this position with less than 20% indicating otherwise. Figure 6.2.2 below shows responses from officials.



#### 6.2.3. Information Systems for Capturing and storing Data

Capturing, cleansing and storage of beneficiary data is critical for ease retrieval and tracking post EPWP. Official respondents were requested to indicate how beneficiary data capturing and tracking is done. On beneficiary and capturing, 87% indicated there specific forms or system that is used. However, only 40% indicated such system exist for tracking beneficiaries post EPWP. Figure 6.2.3 summarises responses.

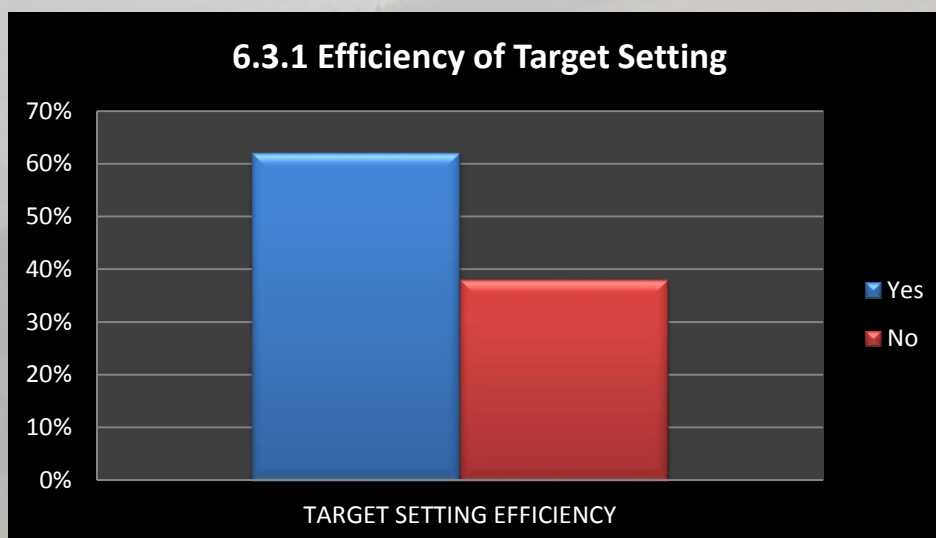




## 6.3. Target Setting and Planning

### 6.3.1. Efficacy of EPWP Target Setting

EPWP performance is measured against set targets across sectors and programmes around employment, poverty, enterprise development and such other indicators. When asked on whether current EPWP target setting approaches are effective, 62% of respondents said YES compared to 32% who said NO. Responses were given in the context that top management set targets and that these targets are informed mainly by infrastructure backlogs, need to maintain infrastructure, need for clean and healthy environments; among others. Figure 6.3.1 summarises responses



For those that said NO, suggested areas of improvement forwarded include adopting bottom-up approach, profiling provincial needs, strict adherence to national, provincial, district and local EPWP guidelines. Other critical areas of concern relate to communication of set targets to implementers, synchronization of EPWP planning

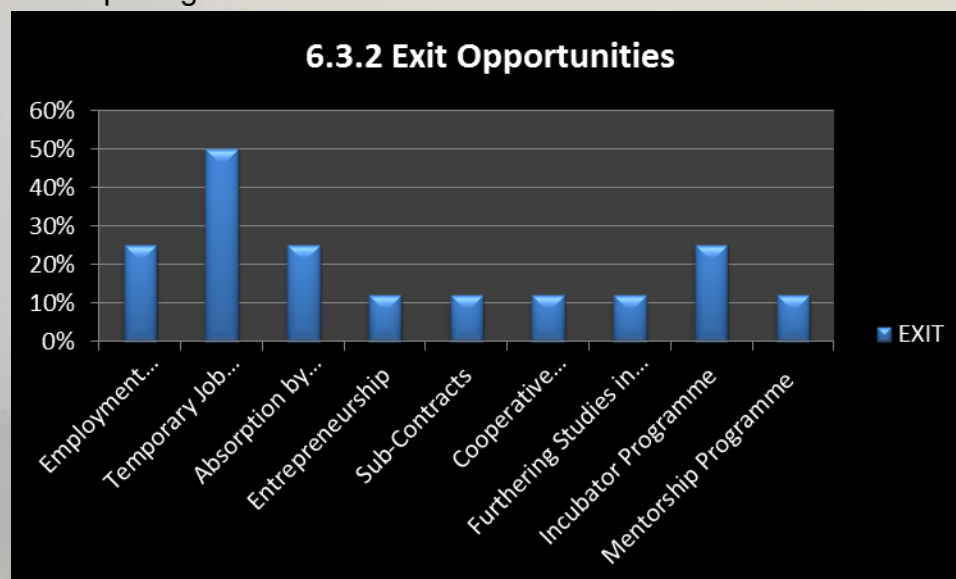
cycles across spheres of government and improved institutional arrangements. To improve EPWP planning, following suggestions were identified as critical:

- Alignment and standardization of planning
- Gathering of baseline information
- Improved stakeholder participation, communication and awareness of the programme
- Setting clear targets and deliverables from onset.

### 6.3.2. Exit Opportunities for Beneficiaries

Exist opportunities cited to be in existence include but not limited to the following:

- Temporary job opportunities
- Absorption by Public/Private participating in EP
- Employment opportunities (Public /Private) Sector
- Entrepreneurship
- Sub-Contracts
- Cooperatives establishment
- Furthering Studies in specialized fields
- Incubator Programme
- Mentorship Programmes

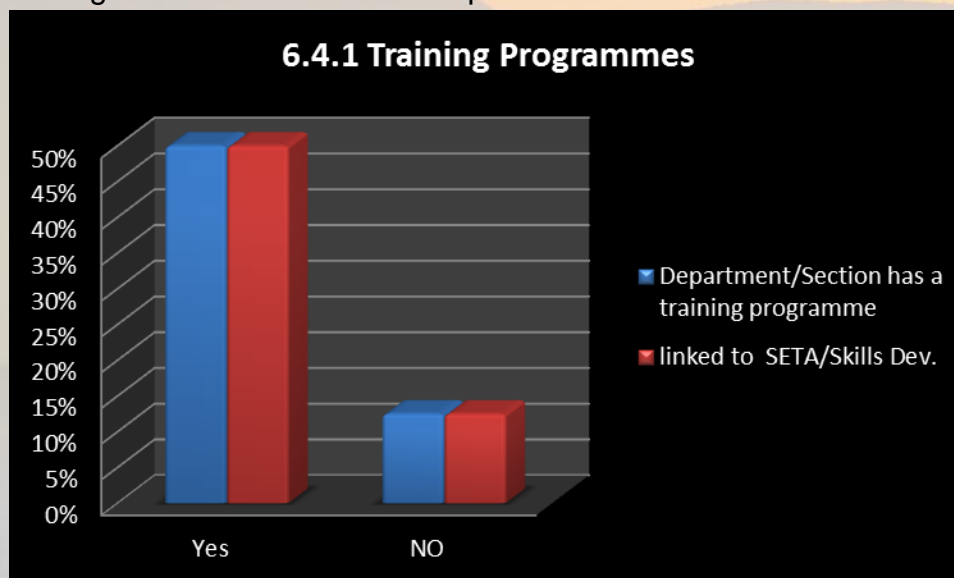


However, it should be noted that EPWP exit opportunities are available in the context of institutional challenges such as; lack of support from sector departments, inadequate EPWP budget, lack of own funding for EPWP, inability to access total incentive grant, absence of marketing plan (strategy), absence of continuity in EPWP; and less qualified and resourced human capital.

## 6.4. Skills Development and Training

### 6.4.1. SETA Linked Training Programmes for EPWP Implementers

Training of EPWP implementers or champions is central part of capacity building within programme. Effectiveness and efficiency largely depend on capacity of these champions. When asked on whether accredited or SETA skills development programmes to them as implementers of EPWP, 50% of respondent officials indicated that departments have training programmes linked to SETA skills development training programmes. Figure 6.4.1 summarises responses.



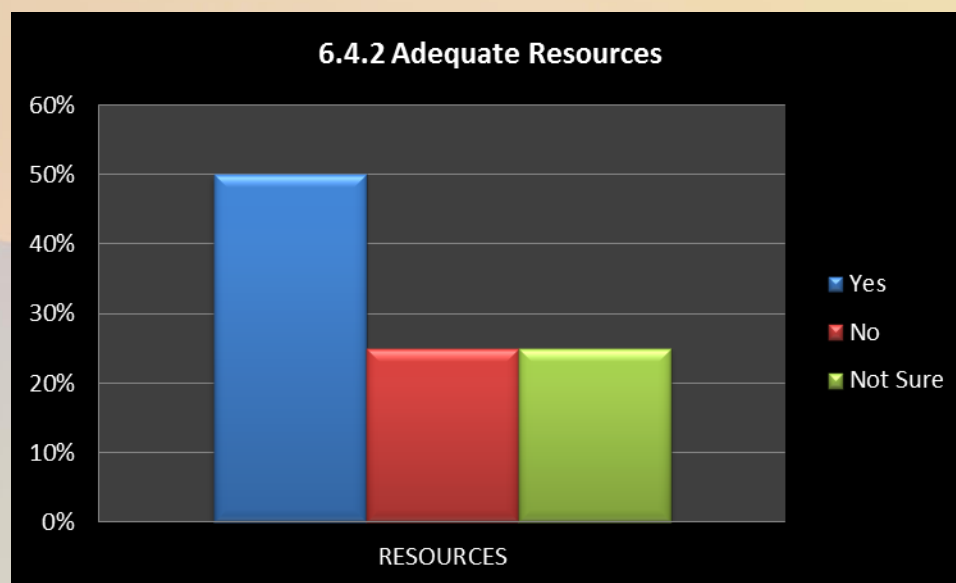
When further probed to indicate nature of training programmes, most respondents (50%) indicated auxiliary EPWP programmes, followed by contractor development (25%) and labour intensive related programmes (25%).

### 6.4.2. Adequacy of Resources Available

50% of officials and implementers indicated that resources; including skills and tools are made available for effective planning, implementation and monitoring of EPWP. However, 25% of the respondents said NO and rest indicated they are NOT SURE.

Figure 6.4.2 summarises responses from officials and implementers who participated in the surveys.





For those that said NO, following suggestions were made for improving the situation; additional staff, training and re-training, team building and change management, adequate budgeting and proper target setting, and provide tools, equipment and incentive schemes.

#### 6.4.3. EPWP Training Programmes for Beneficiaries: 2009-2014



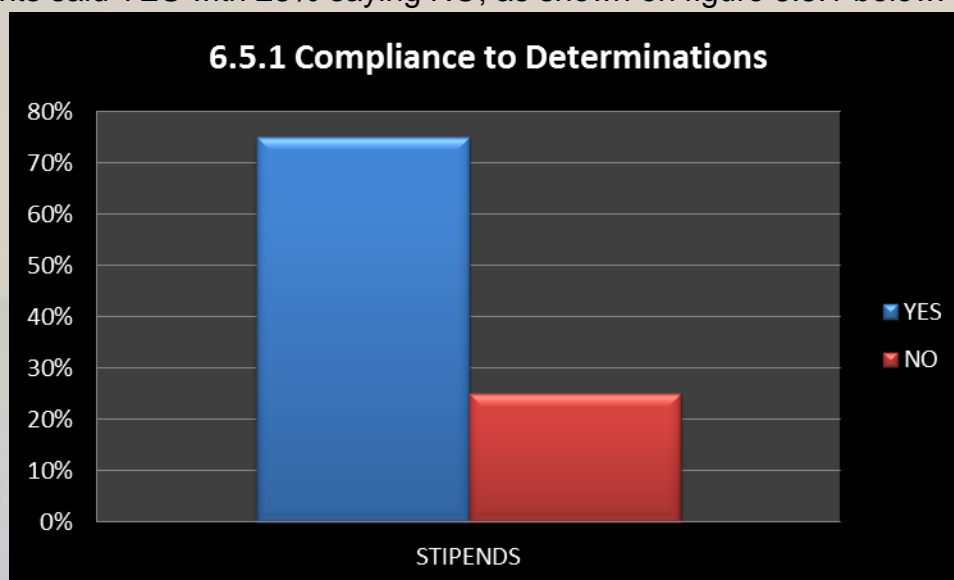
When asked about beneficiary training, 75% of respondents indicated their organisations had beneficiary training in the period 2009-2014.; as shown on figure 6.4.3 above. Major training identified includes but not limited to nutrition / food handling and health & hygiene, labour intensive training, waste collection and environmental management, operator training; CHB, construction contracting, construction

supervision, air-conditioning & refrigeration, project management and financial management. Most of the training programmes were regarded as SETA accredited; mainly SSETA, HSETA and CETA. All the programmes were closely monitored by teams, evaluated with adequate budgets.

## 6.5. Compliance

### 6.5.1. Beneficiaries' Stipend Entitlement

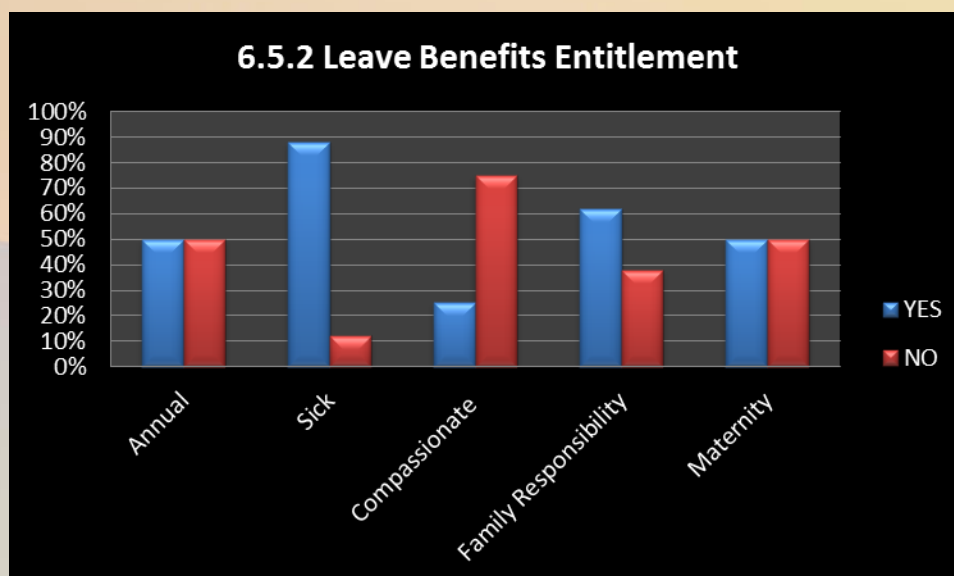
To check on sector departments' compliance with basic conditions of employment, officials were asked on whether beneficiaries are entitled to stipends or not; 77% of respondents said YES with 23% saying NO; as shown on figure 6.5.1 below.



### 6.5.2. Beneficiaries' Leave Entitlement

When further asked on whether beneficiaries are entitled to leave days and type of leave, almost 90% said YES to sick leave, 60% YES to leave related to family responsibility, 50% YES to maternity leave and annual leave. On the other hand, almost 80% said NO to compassionate leave, NO to annual leave and maternity (50%), and 40% NO to leave related to family responsibility.

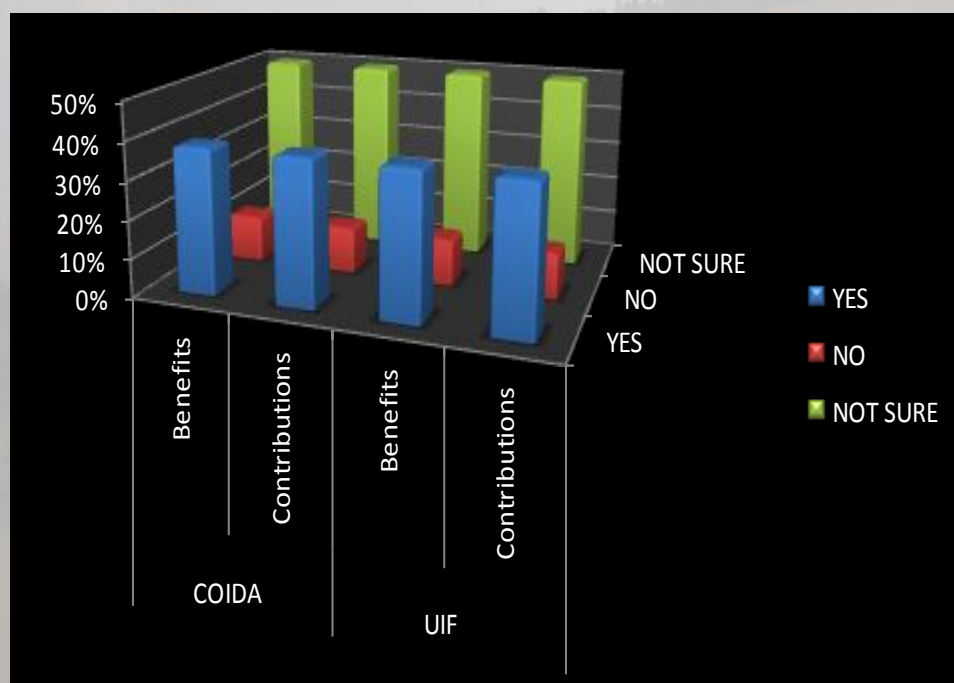
Figure 6.5.2 summarises responses on beneficiaries' entitlement to various types of leave available.



### 6.5.3. Beneficiary Registration with COIDA and UIF

Responses show that most officials who took part in the survey are not sure whether beneficiaries are registered or not with both COIDA and UIF (50%); with only 38% saying YES to both and 12% saying NO to both. In terms of whether they think beneficiaries are entitled to these benefits, officials responded in a similar fashion as above.

Figure 6.5.3 below summarises responses from officials on COIDA, UIF and benefits.





## 6.6. Accountability

### 6.6.1. Specific EPWP Programmes Implemented by Sector Departments

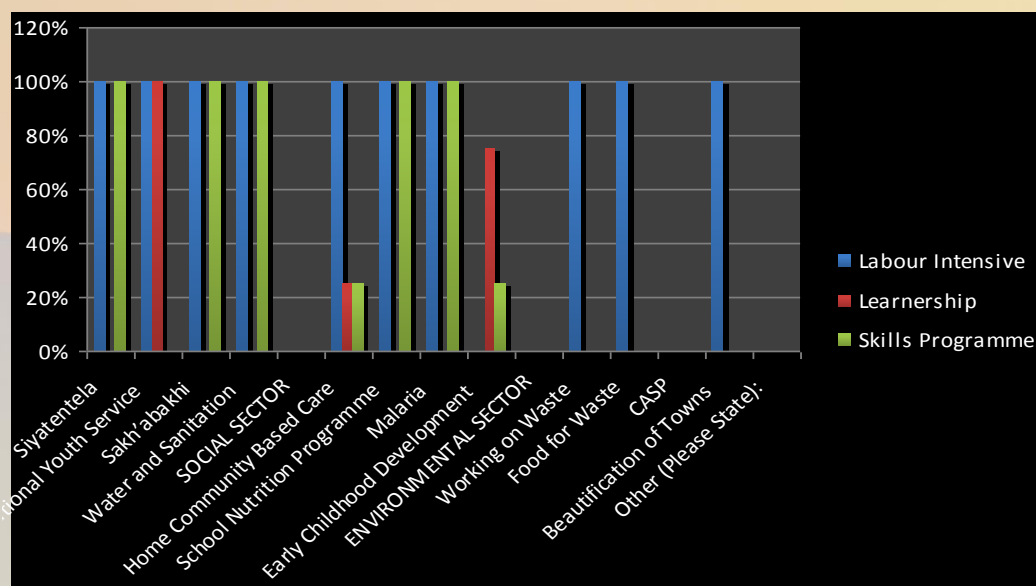
Table 6.6.1 summarises EPWP Phase 2 sectors, programmes and projects that were implemented during 2009-2014 period.

INFRASTRUCTURE SECTOR	Labour Intensive	Learnership	Skills Programme
Siyatentela	100%		100%
National Youth Service	100%	100%	
Sakh'abakhi	100%		100%
Water and Sanitation	100%		100%
SOCIAL SECTOR			
Home Community Based Care	100%	25%	25%
School Nutrition Programme	100%		100%
Malaria	100%		100%
Early Childhood Development		75%	25%
ENVIRONMENTAL SECTOR			
Working on Waste	100%		
Food for Waste	100%		
CASP			
Beautification of Towns	100%		
Other (Please State):			

According to the table, Siyatentela focused on skills development and labour intensive projects (same applies with Sakh'abakhi and Water and Sanitation. NYS focused on labour intensive and Learnership projects. In the Social Sector, ECD and Malaria were focused on labour intensive and skills development projects; while HCBC focused on all the three projects; as shown on the table above.

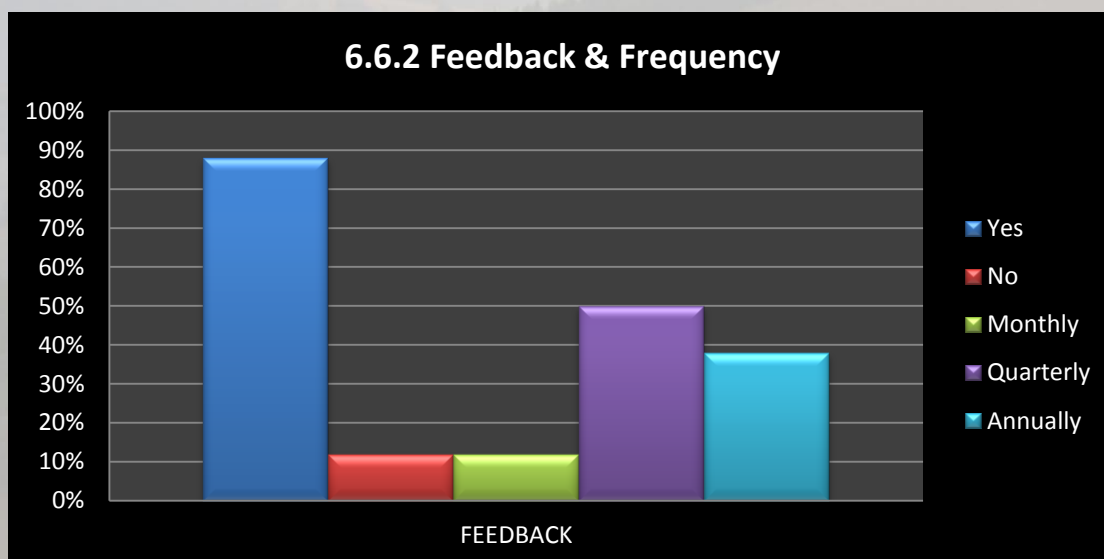
Finally, in the Culture and Environment Sector, the three programmes of Working on Waste, Food for Waste, and Beautification of Towns focused on labour intensive related projects.

Figure 6.6.1 below provides the graphic representation of sectors, programmes and projects for EPWP Phase 2; based on official responses.



### 6.6.2. Provision of Regular EPWP Feedback

From a design, implementation, monitoring and evaluation perspective; provision of feedback across spheres of government, sector departments and stakeholders is an essential component of EPWP management. This is achieved through various institutional arrangements and platforms created. To check on feedback provision, officials were requested to indicate whether feedback is given to stakeholders and the frequency of such feedback. Figure 6.6.2 provides summary responses from officials and implementers.

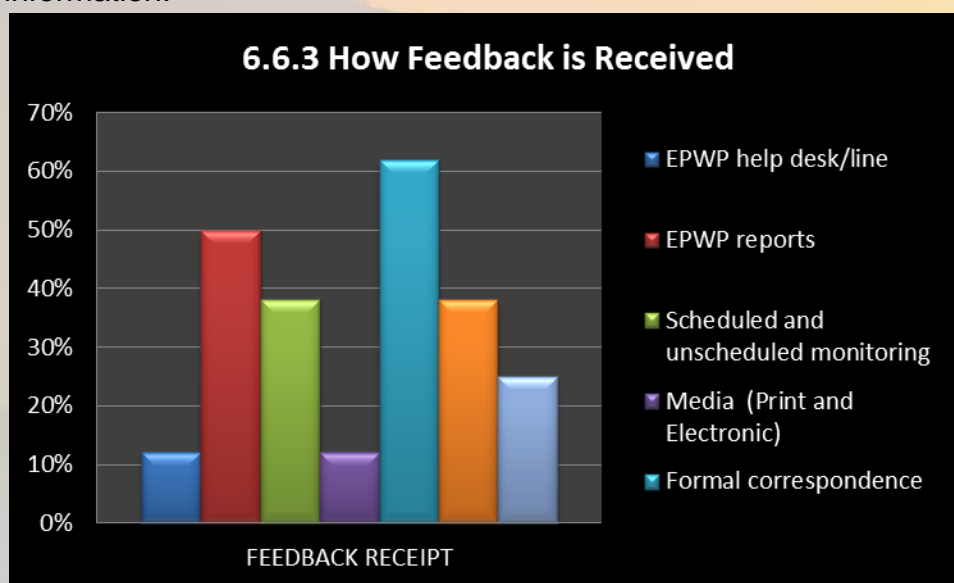


89% of respondents said YES with only 11% saying NO there is not any feedback provided. In terms of frequency, majority of the YES (50% said feedback is provided quarterly, followed by 39% who said annually with only 11% saying monthly. Top management, sector departments political and administrative leadership within

municipalities are all cited as recipients of feedback.

### 6.6.3. Feedback Communication

In terms of how feedback is communicated, respondents identified formal correspondences (60%) as main source of feedback information; followed by EPWP reports (50%); scheduled and unscheduled meetings as well as face to face walk-ins. Figure 6.6.3 summarises responses on methods used in communicating EPWP feedback information.



In order to improve provision of feedback to various stakeholders, suggestions made ongoing beneficiary community profiling, including EPWP on Stats SA surveys, appointing independent consultants to do impact assessment, more EPWP monitoring and evaluation staff, increased budget for marketing/communication, developing EPWP beneficiary tracking system and follow guidelines on EPWP monitoring and evaluation. Finally, to improve overall accountability within EPWP, suggestions made include; putting more resources to EPWP, streamlining communication and securing buy-in from political and senior management, establishing functional EPWP units across spheres and sector departments, targets set to be performance linked across sectors, programmes and projects, more awareness campaigns and stakeholder engagement, continuity planning for beneficiaries linked to exit strategies, incentives for officials and project implementers, artisan training to be linked EPWP exit opportunities, clear beneficiary tracking and support system on exit, monitoring and evaluation of EPWP expenditure and sector departments involvement on planning & implementation of EPWP.



# KEY OBSERVATIONS

A magnifying glass with a black frame is positioned over a document. The lens of the magnifying glass is focused on a section of the document, which appears to contain a table or a list of items. The text 'KEY OBSERVATIONS' is overlaid in a white box at the top of the image. The background of the document is a light beige color, and the text is in a dark, serif font. The magnifying glass is held at an angle, and the lens is slightly tilted, creating a sense of depth and focus on the specific area of the document being examined.

This section of the study report captures key observations during the Evaluation Study interaction with the beneficiaries, officials in all three spheres of government and other implementers of EPWP Phase 2 within Mpumalanga. These observations provide critical assessment of the design and implementation effectiveness in the Mpumalanga EPWP Phase 2. The following observations were made during the study:

*a) Lack of coordination and programme ownership at the implementation level.*

At this level, officials have their main line functions and then EPWP projects are regarded as non-priority functions. This observation was further articulated by officials when conducting the interviews. This state of affairs provides impediments in the implementation of the EPWP as it is regarded as a peripheral and extra responsibility which officials are not remunerated for.

*b) Insufficient or total lack of training on EPWP design and implementation, expectations and programme reporting.*

The interaction with the officials provided material observation that officials are not adequately empowered and trained to effectively discharge their functions on the EPWP; especially at local municipality level. Most of the EPWP champions referred our team members to junior officials who had less experience on the EPWP.

*c) Lack of a standardized data capturing and reporting mechanism or systems.*

Although the EPWP had the Management Information System (MIS) standard data capturing system, most of the municipalities and provincial departments did not have any database of the beneficiaries and implemented projects except for DPWRT whose information was also not standard year on year. The lack of such data escalates data analysis and cleansing costs together with baseline information accuracy.

*d) Barriers to employment Exit opportunities*

Some Beneficiaries worked as administrators in the DPWRT Cost Centers yet could not apply for the same work on an official capacity. On further investigation, it was found the 'Persal System' in which they had already been captured for stipend payment 'viewed' them as employees. This presented a contradiction because beneficiaries did not attract similar conditions of employment as public servants which included salaries and benefits.

*e) Different project planning and implementation.*

Some projects were well organized, coordinated and implemented, while others showed serious gaps in administration. The NYS – Building Maintenance Programme for instance showed proper planning, clear communication and transparent recruitment strategy as well as the training plans and targets. The Community Home Based Care on the other hand showed serious monitoring gaps where some beneficiaries (participants) are not paid stipends over a long period of time.



*f) Delays in stipend payment and no benefits*

All beneficiaries are supposed to be paid monthly stipends and it is not always the case in most instances. Some programmes deny participants benefits such as UIF, COIDA and leave which is non-compliance to the Ministerial determinations for EPWP basic conditions of employment. In situations where the stipends are not paid on time, the beneficiaries resort to loan sharks to borrow funds in order to meet their daily needs.

*g) Poor communication and coordination.*

The various compliance matters and activities on EPWP are not closely monitored and enforced. In some cases; the non-state and the state sectors are not monitored if they comply with the EPWP guidelines and several requirements. Some participants who were trained between 2009 and 2012 have not yet received their certificates to date.

*h) EPWP commitment and retention of staff.*

In interactions with officials, it was evident that EPWP was 'used and dead wood dumping area'. This was evident in the high staff turnover within the EPWP in the state sector. The commitment and moral of the staff was very low as they perceived themselves unappreciated for doing additional work they were not employed for.

*i) Assets and Infrastructure*

Due to the limitations alluded in the report, the assets created through the EPWP could not be evaluated on their value for money due to lack of information during the project inception and implementation phase of the project. The infrastructure sector of the EPWP however indicated major impact on the number of participating beneficiaries, skills and exit opportunities. A longitudinal survey could however have established much clearer and concrete evidence on the impact across the value chain of the infrastructure sector. This is an assertion of the need to conduct the various surveys as per the guidelines for M&E to achieve the goal of impact assessment.

*j) Grant Utilization by Municipalities*

The municipalities that participated in the evaluation study indicated a similar pattern on the utilization of the grant. They indicated that the compliance to access the grant was more of an administrative burden to their existing structure. The grant also comes with very stringent conditions which further limit the proper administration of the EPWP at the municipal level. Reports of grant misuse were highlighted in some municipalities where ghost beneficiaries were alleged.



# **CONCLUSION: DESIGN, IMPLEMENTATION AND IMPACT**



This section of the report provides summary conclusion of EPWP Phase 2 design and implementation efficacy, effectiveness of monitoring and evaluation; as well as impacts of EPWP on beneficiaries.

### **8.1. EPWP Participation across Sectors and Programmes**

The Mpumalanga EPWP Phase 2 under review was implemented across the three sectors of Infrastructure, Social and Environment & Culture; and each sector has four programmes. The programmes do not represent the economic character of Mpumalanga dominated by manufacturing, mining, agriculture (forestry) and tourism. In order to provide more scope and depth to EPWP within the province, there is need for identification of other critical economic sectors from which EPWP can leverage; both within government and non-government sectors and actors. The current scope is too limited both in sectoral and locational terms.

### **8.2. Demographics of EPWP 2 Beneficiaries**

Survey findings show that EPWP Phase 2 beneficiary participants were drawn from age groups 18 – 35 years. These are the youth whose highest level of education is mainly Matriculation. One characteristic feature of the youth is that they do not have skills and work experience. EPWP therefore had the relevant target groups in the programme who were exposed to both skills and work experience. In terms of gender and disability; EPWP Phase 2 had correct targets in line with national standards and guidelines. It can therefore be concluded that Mpumalanga complies with guidelines when selecting EPWP beneficiaries.

### **8.3. Economic Participation pre, during and post EPWP**

Majority of beneficiaries selected into EPWP 2 were not in employment or business. The few fortunate ones were doing menial jobs as casuals, contract workers under temporary conditions. These beneficiaries were offered the opportunity to acquire skills and work experience during EPWP participation; earning incomes in line with ministerial determinations and guidelines. Post EPWP, majority of these beneficiaries find themselves in work opportunities; although a lot still needs to be done to improve nature of employment and earned incomes by improving quality of exit opportunities.

### **8.4. Recruitment and Selection**

Recruitment and selection is viewed by both beneficiaries and EPWP champions as fair; and main information sources are unbiased towards any particular groups. However, development of standard selection template across sectors and programmes; and locations may be necessary to then capture baseline beneficiary data pre-EPWP participation. Selected beneficiaries participated in labour intensive, skills, Learnership and mentorship related projects across Mpumalanga's 3 districts for periods ranging between 8 – 12 months. These periods are not adequate for technical and soft skills



development.

### 8.5. EPWP Governance, Planning and Administration

Across sectors, programmes and locations; EPWP institutional arrangements are weak and need revamp. Minimum structures are not in place both at provincial and municipal levels. This ultimately compromises target setting, utilization of grant funds (due to poor reporting), and poor budget spending. In addition, current governance structures do not allow active participation of private sector stakeholders, structured data capturing and reporting systems and poor accountability on programme performance. To improve on governance, planning and programme administration requires that institutional arrangements are revised with in capacity set for different levels; as well as strengthening of external institutional platforms for stakeholder engagements. EPWP monitoring and evaluation is therefore compromised.

### 8.6. Skills Development during EPWP

There is enough evidence beneficiaries mainly received combination of formal technical training and classroom based training. This is the combination of training (on 70 – 30 ratios respectively) that produce requisite skills post EPWP participation. Beneficiaries gained technical, generic, life; social and other skills helping them function as active members of society post EPWP. However, majority of them still need support and supervision to perform their functions. Revision of EPWP participation period may require review and each participant receive certificate of competency leading to full qualifications. Skills of officials responsible for EPWP roll-out also need attention.

### 8.7. Conditions of Employment during EPWP (Compliance)

In terms of conditions of employment, Mpumalanga EPWP 2 complied with most standards in terms of signing of contracts by beneficiaries, working hours as well as remunerations across sectors and programmes. Any variations are minor. However, EPWP needs improvements with regards to delays in payment of stipends, and registrations with CIODA and UIF. Compliance to regulations needs strengthening.

### 8.8. Living Standard Measures (LSMs)

Comparative analysis of beneficiary living standard measures pre and post EPWP shows that beneficiaries were able to buy some basic items they could not afford pre EPWP. Key among these items is ability to open bank accounts, living in a brick walled house and afford fees and food for the family. However, the scope and extent of income impacts post EPWP is very limited; signifying the limited income generated by the beneficiaries post programme participation. The scope and extent of employment and business opportunities needs strengthening. The set of LSM indicators should be identified and monitored over a period of time and these will ultimately provide benchmarks for improved living conditions.



### 8.9. Exit Opportunities and Economy of Province


Analysis of availability of exit opportunities shows that more needs to be done before beneficiaries exit EPWP. There is too much emphasis on government related employment opportunities as opposed to private sector driven employment. This challenge is further exacerbated or compounded by the lean scope of programmes located within the value chain networks of the Mpumalanga economic sector drivers; as well as weak institutional arrangements and participation of non-government actors (particularly private companies). This challenge limits the scope and extent of EPWP impact on beneficiaries post participation. Strengthening exit strategies is priority for improved performance and impact of EPWP in Mpumalanga. Worse still, the quality of business development and support needs revamp to make sure beneficiaries start and run businesses that are profitable and sustainable in the medium to long term.

### 8.10. Employment Status post EPWP

There is enough evidence to conclude that majority of EPWP Phase 2 beneficiaries are economically active' post participation. Statistics across sectors and programmes provide proof to that effect. However, the quality of employment and business engagement is worrisome since majority of these beneficiaries are in casual, temporary and contract employment. These jobs, although they provide relief to beneficiaries; are not sustainable in the longer term. Equally worrisome is the quality of businesses run by beneficiaries since they tend to be contracts and informal activities. This calls for the development of clear beneficiary tracking, monitoring and support strategy post EPWP.

### 8.11. Overall Life Improvements post EPWP

In terms of overall life improvements post EPWP, statistics show that Phase 2 programme has had great impact on beneficiaries' functional literacy, improved family nutrition and education for children. However, there is very limited programme impact on getting well-paying jobs, starting and running successful businesses, and overall improvement of family living conditions. This is best explained in the context of the limited economic sector alignment of EPWP, limited exit opportunities that beneficiaries get exposed to before exiting programme and subsequently quality of jobs and businesses started by the beneficiaries. Conducting separate poverty analysis impact studies is crucial to provide statistical evidence of the actual change in beneficiary living conditions. Finally, no evidence of dead weight, substitution and displacement effects were identified as offsetting effects to EPWP performance and impact on beneficiaries.

A large roll of red carpet is shown, partially unrolled, against a white background. The carpet has a textured, plush appearance. A white rectangular border is positioned in the upper left corner of the image, containing the title text in bold, black, sans-serif capital letters.

# **RECOMMENDATIONS FOR FUTURE EPWP ROLL-OUT**



The report is mindful of the fact that the EPWP Phase 3 began in April 2014 and that these recommendations are coming almost a year into the implementation of EPWP Phase 3. This section provides critical recommendations for future EPWP design, implementation and; monitoring & evaluation purpose. Whereas the EPWP is well-designed, managed and monitored at the national and to a certain extent provincial level, a number of recommendations are made hereunder to ensure that the EPWP performance impact is improved and sustained in the Mpumalanga Province; even at municipal level. These recommendations should be read in conjunction with EPWP Phase 2 Impact Evaluation Study Power Point Presentation (PPP) and Summary Report.

## 9.1 EPWP Design

The recommendations under the design philosophy of the EPWP in the Mpumalanga Province have been categorized into the following:

### 9.1.1 Planning

Planning is a critical element in the success or failure of any project life cycle. The EPWP planning is currently fragmented due to the perceptions of the various stakeholders in the two spheres of government (provincial and local). In order to ensure effective planning the following recommendations are therefore made:

- Establish an integrated provincial planning forum to be aligned; and plan all Provincial EPWP activities inclusive of all stakeholders and sector departments.
- The planning forum should be comprised of all decision makers (political heads, senior management, management, implementers (junior management and service providers, non-state sector and the private sector) or develop a bottom up system to feed the strategic planning level.
- The planning forum should have at least three meetings per annum (Plan - Monitor Plan Implementation - Evaluate).
- The decisions on project sectors and selection should be responding to the provincial socio-economic conditions and indicators. Identify economic sectors with scope and potential for exit opportunities for beneficiaries post EPWP. Provincial economic cluster and municipal LED structures should assist in this regard.

### 9.1.2 Institutional Arrangements

As alluded to in the planning recommendation above, institutional arrangements is an essential or integral part of planning. To set up proper and effective institutional arrangements is fundamental for any effective or successful implementation of a programme or plan. The current institutional set up for the EPWP is mainly ad-hoc and has the entire recipe for non-accountability and hindering the EPWP intended objective.



The following recommendations for strengthening institutional arrangements are therefore made:

- All municipalities must have a dedicated and properly resourced EPWP function within the structure.
- Provincial Departments involved in EPWP should have dedicated EPWP staff instead of the skeleton staff currently in place.
- Strengthening of the existing EPWP forums through dedicated staff appointment at all spheres of government should be prioritised.
- The provincial Department of Public Works, Roads and Transport should undertake municipal and sector departments EPWP capacity assessment and determine minimum structural requirements for effective administration of the programme.

### 9.1.3 Coordination & Communication

The coordination of the EPWP function is ad-hoc at the municipal level and poses a challenge to effective communication. Most officials (EPWP Champions) at municipal level are on a managerial position within an established structure and thus overburdened and this negatively impact EPWP coordination and effective communication.

- EPWP coordination should be compensated and held accountable if added to an existing structure function where it was not part of the job description for accountability.
- Alternatively, establish a function within the structure of the institution to deal with the EPWP coordination, reporting and overall management.

### 9.1.4 Administration of EPWP

During the interviews, it came out very strongly that EPWP was an additional administrative burden for most officials across the spheres of government. The poor record keeping across the sectors and programmes can be attributed to the lack of dedicated EPWP administrative support. The following is recommended:

- Establish a dedicated EPWP administration function within all the sectors.
- Compensate existing staff who were not appointed specifically for EPWP.
- Consider cross deployment/secondment of under-utilized staff across sectors.

### 9.1.5 Funding

The funding of the EPWP projects has been raised and observed throughout the study. Provincial departments have indicated budgets were cut and thus targets were affected. The need to expand the EPWP and job creation has been espoused in the Phase 1 recommendations and thus the need to continue with the EPWP is not negotiable and cannot be left to the state fiscal only. The following recommendations are made:

- The zero-target for small municipalities should be compounded with the incentive grant for setting and meeting own targets other than the reporting incentive grant.
- Foster partnerships with big business chambers to roll out EPWP
- Engage the private sector especially mining houses; agriculture; built-environment and forestry companies to use their CSI budgets to roll out EPWP (Maintenance of roads and buildings).
- Recommend tax incentive to National Treasury for participating private sector companies.
- Recommend increased equitable share for use of own budget to roll out EPWP for municipalities.
- Use incentive grant to remunerate officials who administer EPWP (Existing or new positions) within the structure.
- The incentive grant should be used to improve the current administration of the EPWP at municipal level by establishing function and resourced units.
- The DPWRT should monitor/audit how the incentive grant is used by the implementers.

## 9.2 EPWP Implementation

This section provides the implementation recommendations for the EPWP and has been segmented into the following:

### 9.2.1 Recruitment

- A standard recruitment form should be developed for uniformity in the province across sectors and this form should also capture selected beneficiaries' LSMs pre-EPWP participation.
- Prescribed recruitment methods should be applicable to similar sectors across districts and localities. Select prescribed and uniform mediums for recruitment to similar sectors.
- Verify and monitor recruitment process to guarantee fairness.

### 9.2.2 Selection

- Set standard selection methods and criteria across the spheres of government.
- There should be no political or administrative influences outside of the prescribed standards.
- Standardise selection procedures should be set for similar sectors across the board.
- Institute independent monitoring of selection processes to guarantee fairness.



### 9.2.3 Compliance

- Conduct ongoing monitoring on compliance matters.
- Conduct independent compliance surveys.
- Conduct all impact evaluation studies in line with M & E guidelines; and avoid clustering (conflating) of the studies into one.
- Institutionalise compliance reporting & publicise noncompliance.
- The incentive grant should be used to strengthen compliance and implementation of the EPWP by the implementer.

### 9.2.4 Training

- Align training to provincial skills needs and economic sector opportunities.
- Target scarce skills for artisans with potential for further skills development and learning path-ways.
- Officials' capacity building on EPWP programme/project management, monitoring & evaluation and reporting must be prioritised (including data capturing).
- Conduct systems based training for officials and monitor all training providers and deliverables.
- Certification of beneficiaries upon completion of training should be made mandatory; based on NQF level bands or SAQA prescribed outcomes.

## 9.3 EPWP Monitoring and Evaluation

This section deals with the recommendation on improving the current monitoring and evaluation mechanism. The section has been segmented into five sub-sections hereunder.

### 9.3.1 Data Management and Cleansing

The quality of data determines the quality and accuracy of reports that can be generated from such data. The EPWP Phase 2 data capturing and storage was not structured and left grey areas for analysis. Most of the data required cleansing and thus became costly and time consuming.

- All data capturers should be properly trained
- Encoding of data to prevent misplacement and incorrect entries should be prioritised.
- All data must be captured per sector, programme and locality of projects.
- The database should be designed to reject non-conforming entries.
- Only cleaned data should be entered/allowed by the database.
- The data base should have an early warning system.
- Cross sectional survey report baseline information should be retrievable from the



database.

### 9.3.2 Quality control

- Develop standard guidelines for quality standards across sectors for similar projects.
- Develop a quality control checklist.
- Set quality monitoring tools (support, frequency and corrective actions).

### 9.3.3 Tracking

- Develop a system to track beneficiaries; economic activities and sustainability post EPWP.
- Tracking system for project implementers (contractors-consultants) must be developed.

### 9.3.4 Feedback and Corrective Actions

- Develop and test user friendly reporting systems.
- Develop feedback mechanisms aimed at supporting easy implementation
- Develop early warning systems and corrective actions.
- Stimulate bottom up approach feedback through training, awareness and team building.
- Develop performance incentives for feedback

### 9.3.5 Ongoing Surveys and Impact Assessments

The monitoring and evaluation guideline provides for staggered surveys at various intervals of the EPWP implementation stages. This has been thoughtfully and purposefully planned to ensure that baseline information is acquired during the cross-sectional surveys which can be fed into the longitudinal impact assessment evaluations.

- Ensure that Cross Sectional Surveys are conducted annually at the end of each project cycle as per the guideline. A standard questionnaire should be designed with the assistance of experts and administered once beneficiaries exit EPWP.
- Restrict issues as per the guidelines.
- Conduct Longitudinal Surveys annually six months after beneficiaries exit EPWP and six months thereafter; either using true panels or omnibus panels. A standard questionnaire should be designed with assistance of experts and where necessary, changes can be made on the questionnaire. Restrict issues as per guidelines
- Conduct Case Studies annually for quality measurement of assets created and best practice models for future learning. Case studies should be across sectors, programmes, projects and locations. Restrict issues as per guidelines. Standard case study development tool should be crafted with the help of experts.
- Conduct Poverty Impact Analysis on year 3 & 5 as per the guidelines. Poverty

Impact Analysis studies should not be confused with any other study and should be restricted to poverty indicators only. Standard poverty analysis tool should be developed with the help of experts.

- Conduct Aggregate Impact Analysis (known as Development Impact) on year 3 & 5 as per the guidelines. Use model prescribed by the national guidelines.
- The various surveys should be independently conducted to avoid clouding the data and purpose of individual studies. Where the department and stakeholders feel a different kind of study is need (deviation from guidelines); this must be specified and the intended objectives and process outcomes clearly spell out; otherwise exercise the exercise will produce facts that will not assist in decision making, policy review or programme impact assessment.
- The monitoring and evaluation has a responsibility to ensure that the money spent on EPWP makes a meaningful impact, minimize wasteful expenditure from non performing programmes by applying the set guidelines.





# LESSONS LEARNED





Five critical learning points have been identified as follows:

**Lesson Learned 1:** Impact evaluation study is a component of applied research and as such, clear understanding of theoretical and practical context underpinnings of study is fundamental for effective EPWP monitoring and evaluation. This understanding helps in the specification of the evaluation study type, formulation of the study Terms of Reference (TOR), and project management of the evaluation.

**Lesson Learned 2:** EPWP institutional arrangements, structures and capacity are critical design components for improved performance and impact of programme; in line with the adage that says 'structure follows strategy'. At provincial, district and local municipality level weak institutional arrangements and capacity compromise programme implementation and monitoring & evaluation. EPWP data capturing, projects administration and reporting is compromising the incentive grant funding model currently in place. This calls for strengthening of the institutional arrangements using the incentive grant to supplement the administration costs to run the EPWP.

**Lesson Learned 3:** EPWP implementation success (performance and impact) has great potential within Mpumalanga Province; given its diverse economy. However, current implementation focus is around government linked exit opportunities as opposed to linking EPWP to mining, manufacturing, agriculture and forestry sectors of the provincial economy (Economic thrusts). This should be enhanced through private sector participation in EPWP planning, monitoring and evaluation. In its correct construct, the EPWP should be government led but private sector driven. This can be done through linking the Sector Education programme and the youth wage subsidy across the economic thrusts within the Mpumalanga Province.

**Lesson Learned 4:** The availability of the data capturing system is not in itself a solution for the management of beneficiaries and projects as manifested in the raw data analysis report. This is further exacerbated by the lack of human resources at municipalities and sector departments. This calls for the development of standardised information management systems to facilitate beneficiary, project and tracking purposes.

**Lesson Learned 4:** Finally, Mpumalanga EPWP Phase 2 evaluation study has clearly demonstrated that adherence to policy and programme imperatives are not optional but mandatory. This study has resulted in two separate reports due to clouding of TOR rather than focusing on separate studies which can be completed using similar budgets and other resources. This calls for the development of data collection tools for cross-sectional, longitudinal and poverty impact analysis studies; with consultants being responsible for data analysis and report writing while case studies have their own tool.

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