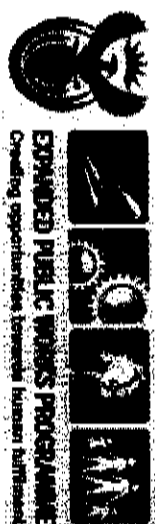


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EXPANDED PUBLIC WORKS PROGRAM MID TERM REVIEW



RESEARCH REPORT:

COMPONENT ONE OF EPWP MID-TERM REVIEW -

SOCIAL FIELD RESEARCH INTO

PERCEPTIONS OF THE EPWP BY GOVERNMENT OFFICIALS

JULY 2007

PREPARED BY SOCIAL SURVEYS

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1. BACKGROUND TO THE STUDY

1.1 A brief review of the situational context

South Africa faces a high rate of unemployment within its working age population, with a large proportion of this population lacking the skills and/or opportunities to earn a living and participate actively in our economy. Recent official estimates (March 2006) place the unemployment rate at about 25.6% of the working age population, which amounts to nearly 4, 3 million people¹. Whilst this is lower than some past measures – unemployment was estimated at 29.7% in the previous year, and peaked at 31.2% in 2003² – the rate is still of great concern. The Expanded Public Works Programme (EPWP) was initiated in 2003 to draw significant numbers of the unemployed into productive work, so that workers gain skills while they work, and increase their capacity to earn an income.

The EPWP framework has been built on existing job creation programmes focussed on introducing labour intensive methods which can still maintain cost efficiency and quality of output. Based on the fact that most unemployed people are relatively unskilled, as well as the principle that the causes of unemployment in South Africa are structural rather than cyclical, the EPWP aims to provide additional and mostly temporary work opportunities which are combined with training, in all spheres of government and state owned enterprises. The training element has been considered to be crucial in the current situation where the large majority (70%) of the unemployed youth have never been employed, and 69% of all unemployed have never had a job before.³

¹ South Africa's Official Gateway website http://www.southafrica.info/doinq_business/economy/development/unemployment.htm, which tallies with estimates provided by Stats SA on their official website www.statssa.gov.za/

² Stats SA March estimates, recorded on their website www.statssa.gov.za/

³ Sourced from EPWP's own website www.epwp.gov.za

EPWP Mid Term Review Component One Research Report

The programme has a four pronged approach, focussing on four key sectors of the economy, with a wide range of Departments and areas of activity being pulled together to contribute to the common goals.

- Infrastructure – aimed at increasing the labour intensity of the government funded infrastructure projects, and driven by the Department of Public Works. A number of other entities are also very involved here, including the Departments of Transport, Housing, Provincial and Local Government, Water Affairs and Forestry, Public Enterprises, Education, Minerals and Energy and Agriculture.
- Environment – aimed at creating work opportunities in the public environmental programmes, and driven by the Department of Environmental Affairs and Tourism. The departments of Water Affairs and Forestry, Arts and culture and Agriculture also play a role.
- Social – aimed at creating work opportunities in public social programmes, primarily within community and home based care and early childhood development. This area is headed by the Department of Social Development, and supported by the Departments of Health and Education.
- Economic – focussed on developing small businesses and co-operatives, using current Government expenditure to provide the work experience component of small enterprise learnerships and incubation programmes. This is led by the Department of Trade and Industry, and the Department of Labour, the Development Bank and varied SETA's are also involved.

Ongoing monitoring and evaluation has been a core part of the programme, and the M&E framework that has been established has been the basis for a number of evaluation studies. The EPWP is now halfway through its five year time frame, and is undertaking a formal mid-term review, in order to understand progress to date and guide future developments.

The Business Trust is supporting the implementation of the EPWP through the Expanded Public Works Support Programme, including contributing to the mid-term review, and the HSRC has been appointed to conduct the mid-term review. This review comprises of a number of components:

- Component 1 - Survey of "implementers"
- Component 2 - International review
- Component 3 - Survey of EPWP programme management and other key stakeholders
- Component 4 - Documentary analysis

Social Surveys was contracted to conduct the field research for Component One, and this report contains the full results of this research project.

1.2 Objectives of the Mid-Term review

This review has set out to accomplish the following:

- Assess EPWP's implementation against the performance indicators reflected in logical model
- Assess EPWP against criteria of relevance, efficiency, effectiveness, feasibility, quality, and sustainability
- Assess EPWP's design and implementation against the context of local conditions and international experience
- Assess assumptions underlying the design and conceptualisation of EPWP
- Make viable and realistic recommendations as to the future direction of the EPWP and how it should be revised / redesigned into the future.



2. COMPONENT ONE STUDY OBJECTIVES

Under the EPWP, all government bodies and parastatals are required to "make a systematic effort to target the unskilled un-employed"⁴, and the programme's success or failure therefore could be considered to be closely linked to the levels of understanding, commitment, and implementation of the programme within the varied state departments. It was therefore essential that the mid term review include an objective assessment of officials within a range of the abovementioned departments. Thus the first component of the review involved social field research focussing on the attitudes and perceptions of Government Officials towards the EPWP. The research incorporated Officials at National, Provincial and Municipal levels, and included coverage of the four EPWP sectors – Infrastructure, Environment, Economic and Social.

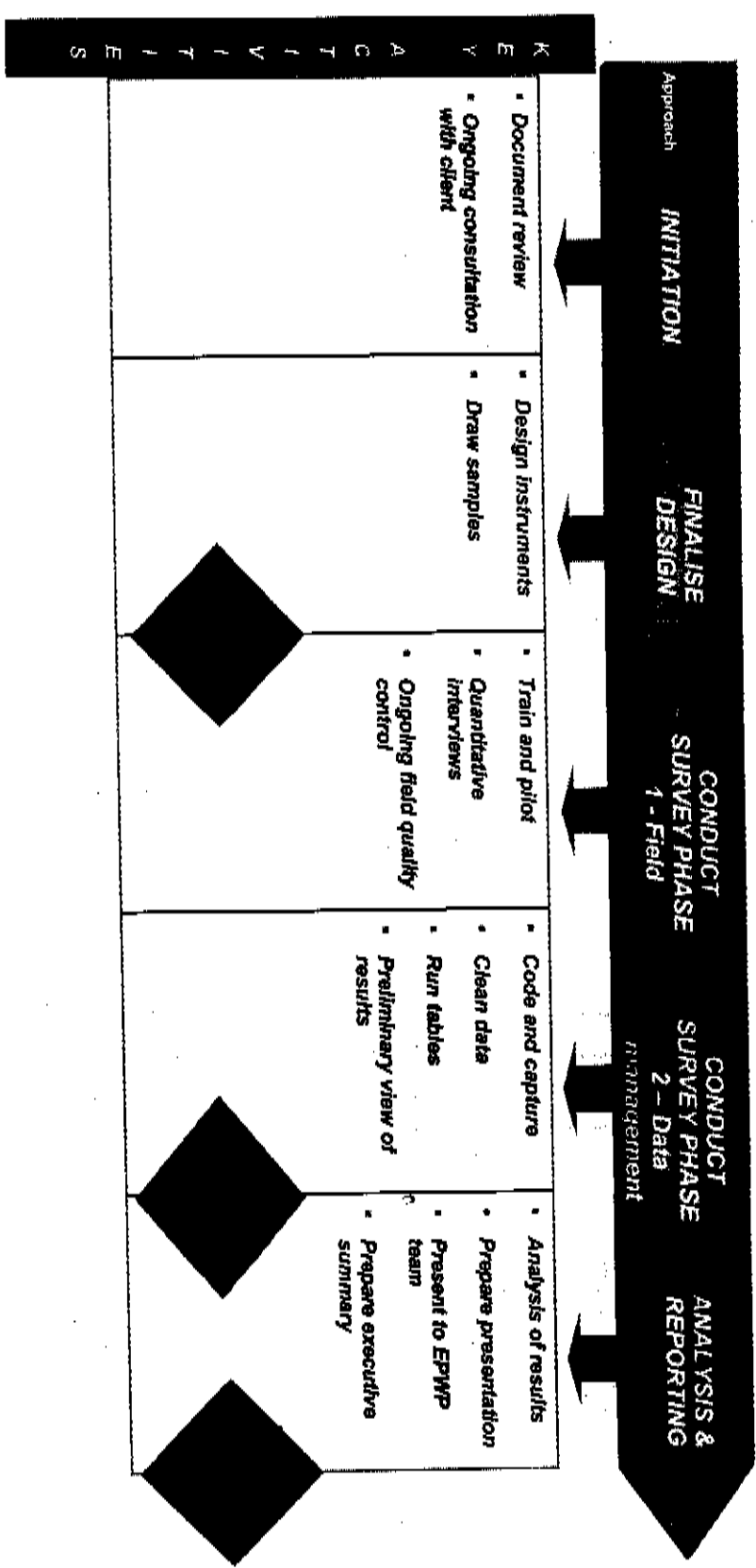
The research was intended to provide an objective, insightful and constructive understanding of the attitudes, knowledge and perceptions of Senior and Middle level Government officials towards the EPWP:

- What is the extent of their real knowledge and understanding of the EPWP?
- What is the extent of their real understanding of their roles and responsibilities in relation to implementation of the EPWP?
- What is the extent of their genuine support of and commitment to the EPWP?
- To date, what has been their actual experience of the EPWP?
- Based on their expressed perceptions and views of the EPWP to date, how do they feel it can be improved in order to succeed in the future?

⁴ Sourced from EPWP's website www.epwp.gov.za

3. METHODOLOGY

The following diagram summarises the research process:



3.1 Phase One – Project Initiation

This phase of research included a document review, and on-going consultation with key EPWP stakeholders, Shisaka and the HSRC. The focus was on obtaining additional insight into the issues being dealt with in the study, to provide input into the instrument and final sample, thereby ensuring their relevance and validity.

During this phase the instrument was developed, the sample finalised and contact lists for officials sought.

Identifying the correct individuals to interview was an ongoing process that started in phase one and continued throughout phase two until the sample was completed.

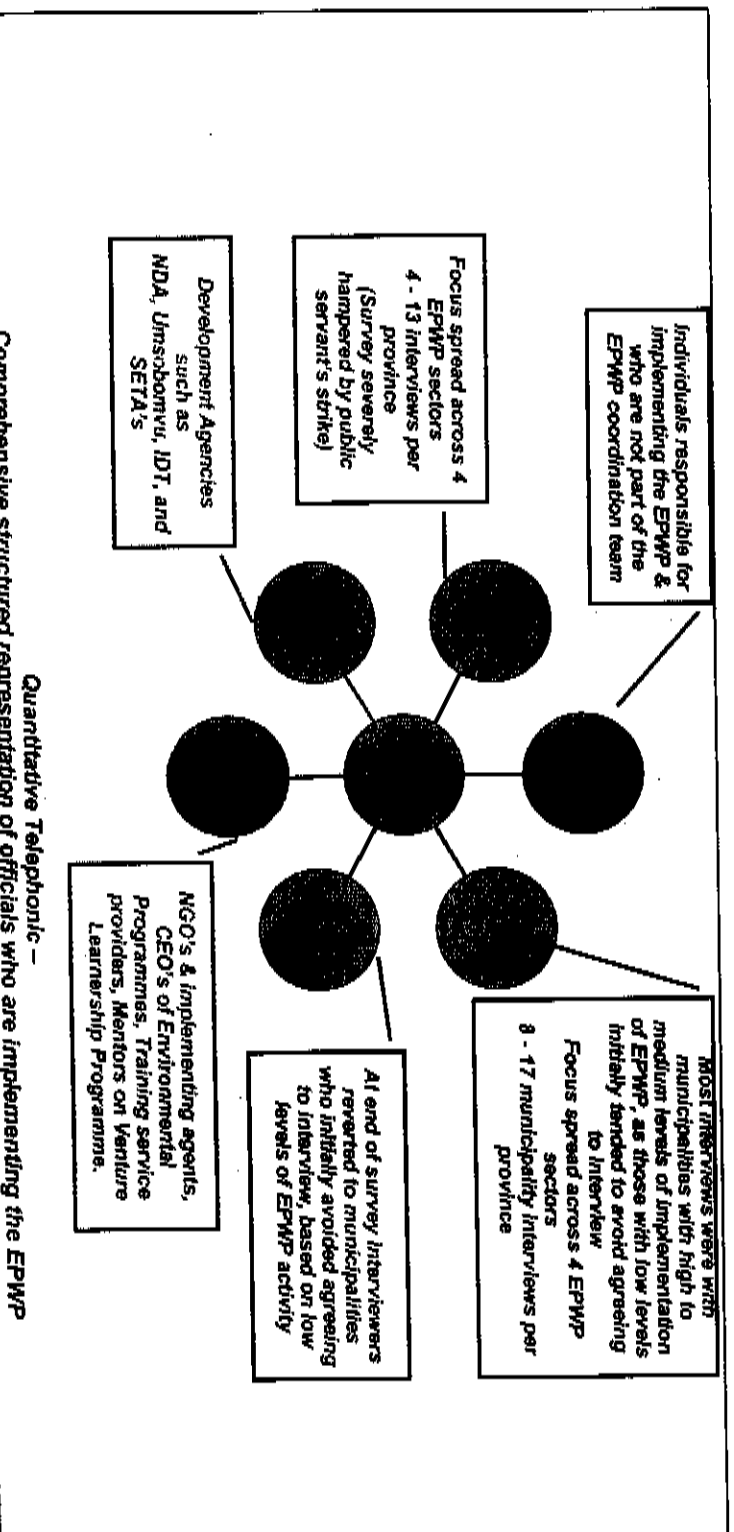


3.2 Phase Two – Telephonic Survey of Government Officials and other Stakeholders and Implementing Agents

Structured telephonic interviews lasting 20 – 30 minutes were conducted, which included multiple response questions eliciting unprompted responses (captured with pre-coded lists) as well as a number of open-ended questions.

3.2.1 Sample

The diagram below summarises the final sample structure:



The following table presents the key sub-samples:

Total	300	
Sphere		
National	9	3.0%
Provincial	69	23.0%
Municipal	116	38.7%
Low EPWP Municipality	10	3.3%
Non-Govt. implementers	76	25.3%
Other stakeholders	20	6.7%
Sector		
Infrastructure	98	33.8%
Social	91	31.4%
Environment	44	15.2%
Economic	44	15.2%
Involved in multiple sectors	37	12.8%
Provinces		
Gauteng	57	19.0%
Limpopo	41	13.7%
Western Cape	31	10.3%
Eastern Cape	29	9.7%
KZN	21	7.0%
Northern Cape	33	11.0%
Free State	24	8.0%
Mpumalanga	24	8.0%
North West	34	11.3%
Not relevant (National Delivery)	6	2.0%



Respondents were asked to indicate the nature of their EPWP related work, and the following table summarises the wide range of tasks mentioned:

Nature of work related to EPWP	Total	National	Provincial	Municipal	Low EPWP Municipality	Non-Govt. Implementers	Other stakeholders
	300	9	89	116	10	76	18
General Project management	59.7%	33.3%	79.7%	69.8%	*	36.8%	33.3%
Training/skills transfer	20.5%	0.0%	20.3%	12.9%	*	26.3%	59.0%
Job creation	9.0%	11.1%	5.8%	12.1%	*	5.3%	11.1%
M & E related	8.0%	11.1%	11.6%	6.0%	*	9.2%	0.0%
Financial / Administration	5.9%	22.2%	1.4%	10.3%	*	1.3%	5.6%
Identification of where resources should be focused	5.9%	11.1%	5.8%	7.8%	*	2.6%	5.6%
Economic sector related	5.6%	11.1%	4.3%	5.2%	*	5.3%	11.1%
Women, youth & disabled	5.2%	0.0%	0.0%	2.6%	*	13.2%	11.1%
Environment sector related	3.8%	0.0%	7.2%	2.6%	*	2.6%	5.6%
Social Sector related	3.8%	22.2%	2.9%	0.0%	*	9.2%	0.0%
Related to service providers	3.8%	0.0%	1.4%	2.6%	*	7.9%	5.6%
Infrastructure sector related	3.5%	11.1%	1.4%	6.0%	*	0.0%	5.6%
General community upliftment	2.4%	0.0%	2.9%	0.9%	*	5.3%	0.0%
Specific area of expertise related to project management	1.7%	0.0%	4.3%	0.9%	*	1.3%	0.0%
Strategic	1.0%	0.0%	1.4%	0.0%	*	2.6%	0.0%

* Not asked

The grouping of specific mentions grouped under the above headings is indicated in the tables below. It can be seen that the sample included individuals involved in a wide range of activities.

% out of total sample	300	% out of total sample	300
General Project management	59.7%	Environment sector related	3.6%
Monitor/manage EPWP projects	21.2%	Management of environmental programmes	1.4%
Coordination of EPWP projects	16.8%	Ensure people are employed in Parks, Gardens and water works	1.0%
Overall implementation of EPWP projects	16.7%	Establishing Tourism sector	0.7%
Project management	3.1%	Coordinate activities in the cultural sector	0.3%
Training/skills transfer	20.5%	Sustainable agriculture	0.3%
Training/skills transfer	20.5%	Social Sector related	3.8%
Identify work/identify the area where the project will be done	4.5%	Implementation of HIV programmes	1.7%
Not answered/Interviewer error	4.2%	Manage the OVC programme	0.7%
Identify beneficiaries	1.4%	Help people obtain identity documents	0.7%
Job creation	9.0%	Oversee housing institutions	0.7%
Making it labour intensive	3.5%	Related to service providers	3.6%
Job creation	5.6%	Employ and manage consultants	0.3%
M & E related	8.0%	Ensure contractors are paid	0.3%
Report writing	3.1%	Guide the contractors	1.0%
Evaluation of EPWP projects	1.4%	Support care givers	2.1%
Time keeping	0.7%	Infrastructure sector related	3.5%
Monitor EPWP volunteers	1.0%	Infrastructure	3.1%
Monitor home base care programmes	0.7%	Ensure service delivery in the area	0.3%
Quality control	0.3%	General community upliftment	2.4%
Compiling EPWP templates	0.3%	Encourage communities' involvement in upliftment projects	1.4%
Monitoring the NGOs on skills transference	0.3%	Poverty alleviation	0.7%
Financial / Administration	5.9%	Assessing the social problems in Community	0.3%
Tenders	2.1%	Specific area of expertise related to project management	1.7%
Linking projects with funds such as DTI, DBSA	0.7%	Provide technical support	0.7%
Provide funding to local municipality EPWP projects	3.1%	Human Resource Management	0.3%

% out of total sample	300	% out of total sample	300
Economic sector related	5.6%	Conflict resolution	0.3%
Formation of SHMIEs	2.1%	Sort out land problems	0.3%
Coordinate Village bank activities	0.7%	Strategic	1.0%
Economic development	2.4%	Encourage/Ensure EPWP growth	0.3%
Establishing manufacturing co-operatives	0.3%	Develop strategies for EPWP	0.3%
Women, youth & disabled	5.2%	Expanding public works	0.3%
Provide care for the disabled	3.1%		
Ensure women, the disabled and youth are included in project	1.0%		
Helping the abused women and children	0.3%		
We represent disabled people	0.3%		
Youth development	0.3%		

3.2.2 Summary of the field process

Training of fieldworkers and piloting of instrument

Social Surveys has a policy with regards to investing time in the on-going development of skilled fieldworkers, via focussed training for fieldwork on each job, irrespective of whether fieldworkers have worked for the company before. Experienced and senior fieldworkers and researchers were selected for this survey to ensure that they would be capable of interviewing individuals in the target audience. These fieldworkers underwent intensive training and at the same time the instrument was pre-tested. Training for this project covered issues such as applying research ethics, fine-tuning interviewing skills, covering the specific research issues and objectives, as well as a depth focus on the content and application of the questionnaire to be administered. Interviewing as well as general communication and probing skills of all interviewers were evaluated and enhanced with role-play exercises using the survey instrument. During the pilot, each fieldworker conducted 4 interviews. This training process served several important functions:

- Ensured that the field force fully understood the issues specifically relating to the current project, and could use the instruments optimally to obtain the highest quality of data.
- Contributed to ongoing investment in capacity building and skills sharing amongst previously disadvantaged individuals.
- Ensured that the instrument worked as intended.

Fieldwork

- Lists of Government Departments and municipalities were provided by the EPWP team, but for the most part these lists did not identify the actual officials involved in EPWP activity. Therefore departments and municipalities had to be selected, and then

contacted and a process of enquiry initiated to identify the correct people to interview. Two important factors should be noted which had an impact on sample completion:

- At a municipal level the mayor or municipal manager's office was first contacted, but claimed knowledge / awareness of EPWP activities was not always high, with two results:
 - It took time to identify who was actually responsible for EPWP implementation
 - Officials in municipalities where there was little activity were initially not very keen to be interviewed, and it was believed that they would not be able to answer many of the questions included in the final instrument. Later in the survey, it was agreed to go back to a number of these municipalities to conduct interviews using a shortened instrument, in order to gauge the difference between these officials' opinions and those from more active municipalities who had already been interviewed.
- At a provincial level, contact was hampered by the public service strike – either main reception telephone lines were often not being answered, making it difficult to identify and get through to the correct officials, or else in many cases officials who were identified and contacted were not willing to grant an interview during the strike action.
 - Contact details for implementing agents were supposed to be sourced from provincial officials, and since they were inaccessible, this slowed completion of this sub-sample. Eventually the EPWP unit was able to source this contact information.
- During fieldwork, the following standard measures were put into place to ensure quality data collection:
 - Telephonic research was all conducted from the Social Surveys offices, allowing for stringent monitoring to take place
 - Sampling from contact lists (as well as substitution procedures) was managed by the project manager and field manager
 - Daily communication of the field manager with field workers to ensure progress was monitored, data collection process ran smoothly, quotas were met, and day to day problems were shared, solved and communicated to all interviewers
 - Collection and checking of completed questionnaires, with relevant feedback given to fieldworkers on an on-going basis

Data Capture & analysis

- Data from the telephonic interviews was captured using SPSS and comprehensive tables were run. Social Surveys statisticians and data managers managed the following functions to ensure data integrity and quality:
 - Questionnaires were checked, coded and captured, and electronic data was thoroughly checked and cleaned prior to analysis.
 - Responses to open-ended questions were coded within a framework of codes that would enhance data interpretation. Coding was done by well-trained coders with an understanding of the project objectives, and the contents of the questionnaire.
 - Check and edit codes were included in the data capture programmes to perform functions such as verification of inter-related entries, skip patterns and also only allowing certain ranges of entries.
 - Experienced data capturers were familiarised with the objectives of the surveys and the contents of the questionnaires prior to data capture, to enable them to identify and query invalid responses on questionnaires during the capturing process. Data was entered on a rolling basis, as questionnaires were being checked and submitted.
 - Given timing issues (see 3.3 below) interim tables were run in order to inform pre-arranged meetings, using whatever data had already be captured at that stage
 - The final data was cleaned by a statistician with a thorough understanding of the research objectives and the contents of the questionnaire.

3.3 Timing

Key dates for this project were as follows:

Project initiation	<p>Project awarded 25th April</p> <p>Documentation to inform instrument requested 26th April</p> <p>1st Shisaka meeting held Mon 7th May</p> <p>Initial contact lists sent 7th May & information on final sample structure requested</p> <p>EPWP Meeting to review projects and related requirements held Wed 9th May</p> <p>Draft Instrument submitted to HSRC 14th May</p> <p>Sample finalised by Shisaka 16th May</p> <p>Feedback on 1st draft instrument received from HSRC on 17th May</p> <p>Feedback on 1st draft instrument received from Shisaka on 22nd May</p> <p>2nd draft instrument sent on 22nd May</p> <p>Comments on 2nd draft received from Shisaka on 23rd May</p> <p>3rd draft sent on 23rd May with a few queries</p> <p>Comments on 3rd draft received from HSRC on 24th May</p> <p>4th draft sent on 24th May</p> <p>Instrument approved 25th May</p>
Fieldwork	<p>Field training commenced 28th May</p> <p>Field commenced 30th May</p> <p>It should be noted that the public servants strike commenced on the 1st of June and public officials became more and more difficult to contact as telephones were not being answered, and/or many officials were unwilling to grant an interview during the strike. This dramatically hampered the field worker's ability to complete the sample in the originally envisaged timing.</p> <p>Field was completed on 28th June</p>
Analysis	<p>Interim results were provided on the 13th, 19th and 28th of June, with final tables being run on 2nd of July</p>



4. EXECUTIVE SUMMARY OF RESULTS

Results have been grouped into five key areas which are aligned with the reporting from other components in the mid-term review:

- Understanding of the programme
- Buy in and support of the programme
- Mainstreaming of the programme
- Implementation issues
- Perceptions regarding effectiveness

The analysis compares respondents from some key sub-samples, as described below:

Sector	Infrastructure	Sector in which respondents stated that their work was predominantly focused
	Social	
Main-streaming	Environment	
	Economic	
	Involved in multiple sectors	
	Central to role	Respondents who stated that they were involved in more than one sector
Sphere	Separate	Respondents who stated that their EPWP work was separate to their role and delivery mandate
	Non-Govt	Respondents who are not government officials
	Govt	All respondents who are government officials
	National	Respondents who are involved in implementing EPWP at a national level
	Provincial	Respondents who are involved in implementing EPWP at a provincial level
	Municipal	Respondents who are involved in implementing EPWP at a municipal level
	Low EPWP Municipality	Respondents who indicated that there had been very limited involvement with EPWP in their municipalities
	Non-Govt. implementers	Respondents from organisations involved in helping to implement EPWP NGOs, service providers, private companies etc
	Other stakeholders	SETA's, Development agencies such as NDA, IDT, Umsobomvu

4.1 Understanding of the programme

Most people believe that they understand the EPWP fairly well, with an average rating of 4 out of 5 (where 5 represents "extremely well"). It is worth noting that amongst low EPWP municipalities, insufficient knowledge and understanding is the most frequently mentioned reason for lack of activity.

When asked to elaborate on the programmes' objectives, job creation (mentioned by 78%) and Training / Skills development (mentioned by 56%) are the most frequently cited elements. This is consistent when respondents focus on the specific objectives for their sector, but training (mentioned by 57%) precedes job creation (mentioned by 50%).

Perceptions of objectives are closely aligned to indicators used to measure output, with number of work opportunities (mentioned by 71%) and number of people trained (mentioned by 63%) being the key elements mentioned.

Related to the above, provision of skills development (mentioned by 77%), using labour intensive methods (mentioned by 61%), and drawing the unemployed into productive work (mentioned by 47%) are the key criteria for EPWP compliance according to these officials.

Whilst most respondents feel that EPWP roles are generally well defined at sector (78% say yes), and at provincial (72% say yes) levels, the level of clarity is reduced at municipal level (63% say yes). A similar pattern is observed when respondents are asked about their clarity regarding their own roles, with municipal officials being less sure (average rating 3.7 out of 5) than provincial (4.4) and national (4.2). Officials in municipalities with low levels of EPWP activity are particularly unclear (2.4).

4.2 Buy in and support of the programme

- Officials in this survey generally believe that the key role players are quite positive towards the programme (giving an average rating of 4 out of 5), and 72% believe that the programme enjoys sufficient political championship. Those who see a lack in championship state that politicians do not believe in and/or do not understand the programme well enough.
- 72% of respondents state that their department has official EPWP targets, but the general level of knowledge of these targets is only moderate (average rating of 3.6 out of 5)
- Since increasing support and commitment to the programme is one of the key recommendations for improving the programme (mentioned by 19% of officials) addressing attitudes towards the programme should remain a priority.

4.3 Mainstreaming of the programme

- The EPWP is considered to be central to their roles by just over half (54%) of all the officials. Far more (63%) provincial officials consider the programme central compared to municipal (42%) and national (44%) officials.
- Officials are slightly more likely to see EPWP related responsibilities as having a positive impact on their core mandates (56% say impact is positive compared to 27% saying negative). A positive perception is more likely when the responsibilities are well aligned to core mandates and when implementation is running smoothly. A negative perception is more likely when insufficient trained staff are available, and the additional responsibilities are seen as different in nature from the job they were employed to do.
- Most officials consider their EPWP related work to be quite manageable (rating of 4 out of 5) – understandably, those seeing the role as central rather than separate to their core mandate are more likely to see the work as manageable.
- The programme is seen to change the fundamentals of how core functions are delivered by 78% of the sample, and this is generally considered to be a good thing, because of the resulting job creation, skills development and poverty alleviation.

4.4 Implementation Issues

Budget is considered to be a severe constraint for EPWP, with only 36% of the sample considering budgetary resources to be at a sufficient level for the programme overall.

Related to the above, only 48% believe that their sector has sufficient personnel, and only 49% believe that these personnel have sufficient skills to implement the programme effectively. A focus on skills development for EPWP staff is suggested by 19% of officials as a way of improving the programme.

Support of their own role is likewise limited on these elements, with only 42% stating they have adequate budget and 46% stating they have adequate personnel. Support on a conceptual level is not lacking, with most officials stating that this is adequate with regards to championship (mentioned by 80%), authority (mentioned by 80%) and guidance (mentioned by 85%).

Related to the above, an increase in resources (including budget primarily, but also staffing and equipment) is the most frequently mentioned suggestion for improving the programme (31% of officials refer to this).

Co-operation and co-ordination could be strengthened, since EPWP reporting systems, and effectiveness of coordination between role players are both only rated moderately well by most officials (average of 3.6 out of 5).

This point is underlined by the fact that administrative issues (mentioned by 18%), coordination and cooperation (mentioned by 15%) and communication (mentioned by 12%) are the main elements of the programme that were listed as not working well in the programme.

4.5 Perceptions regarding effectiveness

The majority (70%) of officials believe that the target of additional work opportunities for 1 million people by 2009 *will* be met, because they see a lot of work already underway, and widespread engagement. The remainder who express doubt state the projects are coming in too slowly and that implementation is not effective in all municipalities. They also cite lack of funding as a constraint.

- 72% of officials state that the programme is being implemented effectively towards its objectives
- Officials rate the effectiveness of the programme at a moderate level, giving it 3.7 out of 5 for both skills development and creating employment, but only 3.4 out of 5 for sustainability.
- Linked to the above, skills transfer (mentioned by 45%), and job creation (mentioned by 44%) are given as the key elements of EPWP that are working well. Training received by workers is generally considered to be useful (average rating of 4.2 out of 5), and 96% of the sample believe that training improves future employment prospects. Unfortunately, officials estimate that on average, only 65% of workers receive on the job training, and only 49% and 53% receive formal and life-skills training respectively.
- The quality of EPWP outputs is rated at a similar level (3.7 out of 5). In this area, assessment by individuals with technical expertise (mentioned by 32% of the sample), perceptions of effective skills development (mentioned by 28% of the sample) and formal M & E systems (mentioned by 24% of the sample) are cited as the main ways of judging output.
- Although the majority (64%) of officials believe that the EPWP is cost effective, the proportions of negative (19%) and unsure (17%) people indicate that this issue could be problematic. Those believing the programme to be cost effective give job creation, skills transfer, and ability to work within budget as the main reasons (22%, 20% and 18% respectively). Financial constraint is the main problem for those who are negative, with 19% mentioning insufficient funds generally and 12% specifying that additional budget is not made available for EPWP.

4.6 Concluding points and observations

Officials involved in implementation of the EPWP can be considered to be fairly positive towards the programme overall. They generally buy into the EPWP's principles and see value in the approach. This is an important foundation to maintain and improve upon. The philosophy and principles of the programme are supported.

These officials are able to explain the objectives of the programme at a basic level, but the extent and depth of understanding needs to be improved. There is a clear relationship between depth of understanding of the programme and level of activity where municipalities are concerned. Investment in resources towards enhancing understanding should be considered an important priority.

Mainstreaming EPWP activities into the mandates of government officials appears to be of great value. Individuals who consider EPWP to be central to their core mandate tend to have a better understanding and exhibit more positive attitudes towards the programme in general.

Availability of resources (both budget and personnel) is considered to be a major limitation by these officials. This is likely to be a key problem area and will need to be addressed either by re-assessing what resources are applied, or working on perceptions of how current resources should be utilised. Application of resources also is taken as an indication of true commitment to the programme.

Practical and measurable commitment to the programme should also be an area of priority – knowledge of specific targets trails behind general support of the principles of the programme.

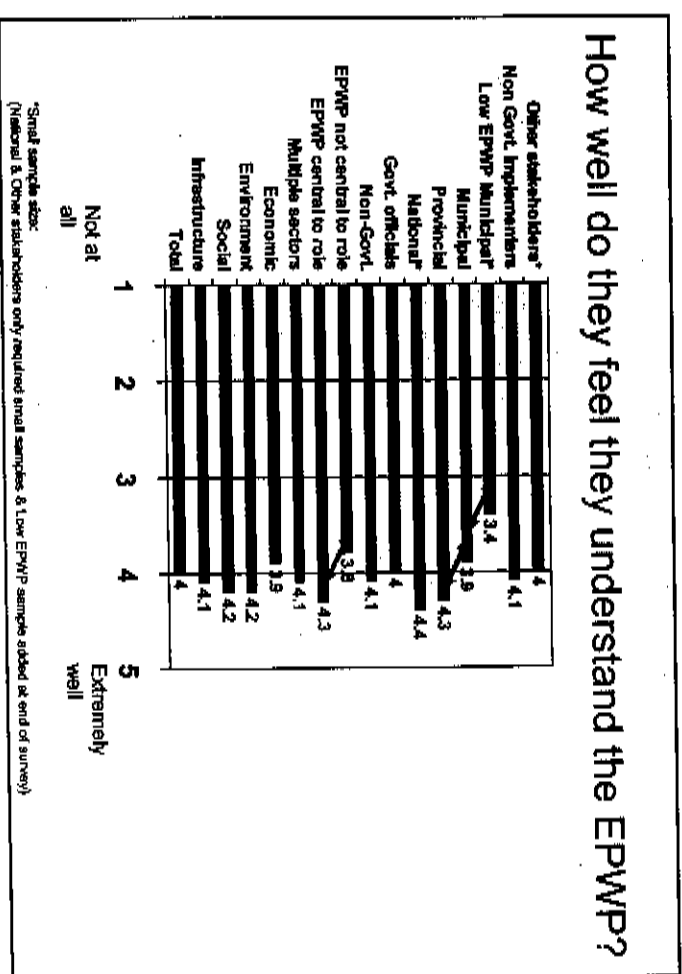
Finally, the logistics related to implementation and administration of the programme as well as communication and co-ordination between role players should be considered a very important area of focus for the future of this programme. Besides budget, most areas of negativity appear to be related to these elements.



5. DETAILED PRESENTATION OF RESULTS

5.1 Understanding of the programme

5.1.1 Overall understanding of the programme and its objectives

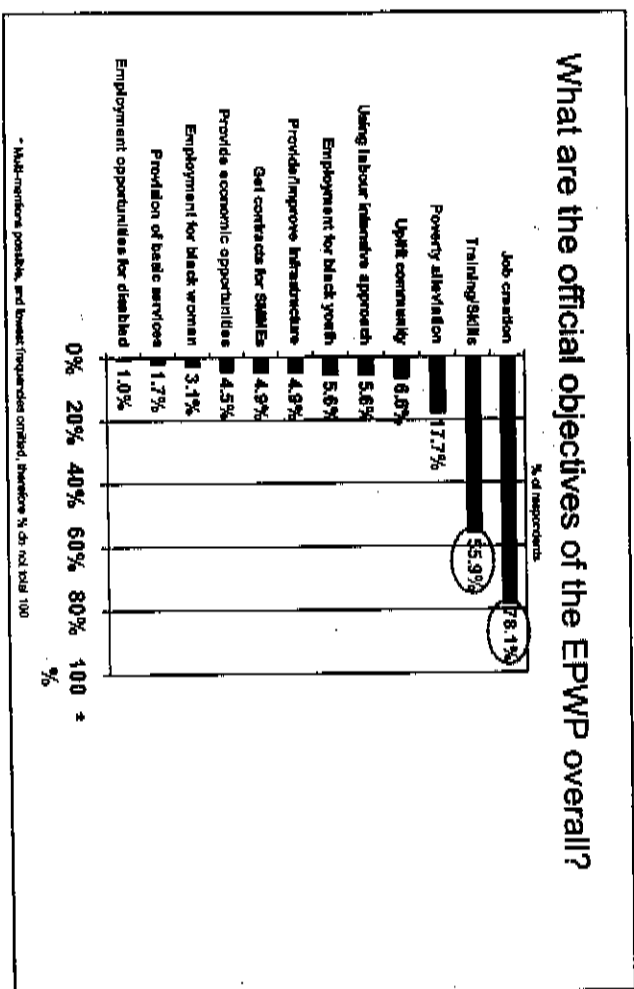


Respondents were asked to give a rating on their understanding of the EPWP using a 5 point scale where the higher the score, the more positive the rating⁵.

Respondents generally feel that they have a fairly good understanding of the programme. As could be expected, the sense of understanding increases along with depth of involvement. Hence, those who feel the EPWP is central to their role tend to give higher scores than those who do not, and amongst municipal respondents, those in municipalities with lower levels of EPWP activity give lower scores compared to others.

⁵ It will be seen that this scale is often used in the survey and the reader can apply a standard interpretation of "5 = most positive, 1 = most negative".

This topic can be explored further by reviewing the respondent's perceptions regarding the EPWP's official objectives. This question was an open-ended one posed early in the interview, and post coded using a detailed list of themes, and so it provides a useful view of these individuals' top of mind views. Respondents could give one or more answers to the question, and percentages show the proportion of individuals referring to a topic⁵. The slide below presents all categories of response given by 1% or more of the sample.



It is clear that job creation and provision of training and/or skills development are by far the most commonly cited objectives for the EPWP. Poverty alleviation is also mentioned by a significant proportion of the sample, but at a far lower level.

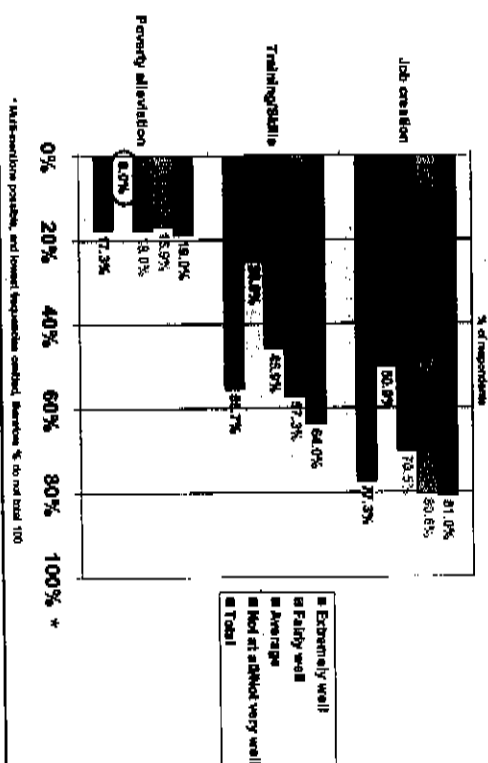
The table below reveals that this pattern holds true for most of the different types of respondent.

⁵ In this report, this is the standard approach to presenting responses to open ended questions – % are for respondents not responses (all the relevant graphs are marked to indicate this), since the purpose of this study is to represent the extent of various opinions and perceptions from a group of respondents representing those involved in implementation of EPWP.

Overall objectives of EPWP	Total	Sector					Sphere					
		Infra-structure	Social	Environment	Economic	Multiple sectors	National*	Provincial	Municipal	Low EPWP Municipality*	Non-Govt. implementers	Other stakeholders
Job creation	78.1%	83.7%	70.3%	84.1%	77.3%	91.4%	77.8%	84.1%	84.5%	50.0%	67.1%	86.7%
Training/Skills	55.9%	56.1%	61.5%	61.4%	31.8%	60.0%	66.7%	58.0%	49.1%	50.0%	59.2%	77.6%
Poverty alleviation/eradication of poverty	17.7%	17.3%	16.5%	20.5%	6.8%	20.0%	11.1%	31.9%	11.2%	0.0%	15.8%	16.7%
Uplift the community	6.6%	4.1%	11.0%	4.5%	4.5%	2.9%	11.1%	7.2%	2.6%	10.0%	9.2%	16.7%
Utilisation of labour intensive approach	5.6%	8.2%	3.3%	0.0%	11.4%	5.7%	11.1%	2.9%	8.6%	20.0%	2.6%	0.0%
Provide employment for the black youth	5.6%	5.1%	6.6%	6.8%	4.5%	2.9%	22.2%	2.9%	4.3%	0.0%	6.6%	11.1%
Providing /improve infrastructure	4.9%	5.1%	3.3%	0.0%	9.1%	5.7%	11.1%	2.9%	6.9%	10.0%	3.9%	5.6%
Get contracts for SMEs	4.9%	7.1%	1.1%	6.8%	2.3%	5.7%	22.2%	7.2%	2.6%	0.0%	2.6%	5.6%
To provide economic opportunities	4.5%	2.0%	5.5%	4.5%	4.5%	5.7%	11.1%	2.9%	5.2%	10.0%	1.3%	16.7%
Provide employment for the black women	3.1%	4.1%	2.2%	2.3%	4.5%	0.0%	11.1%	1.4%	3.4%	0.0%	2.6%	5.6%
Provision of basic services	1.7%	3.1%	2.2%	2.3%	0.0%	2.9%	11.1%	2.9%	1.7%	0.0%	0.0%	0.0%
Creating employment opportunities for the disabled	1.0%	0.0%	1.1%	2.3%	2.3%	0.0%	0.0%	1.4%	0.9%	0.0%	0.0%	5.6%
							* Small sample			* Small sample		

The most frequently mentioned responses have been reviewed comparing people expressing different levels of understanding of the EPWP, and this analysis is shown in the following two graphs.

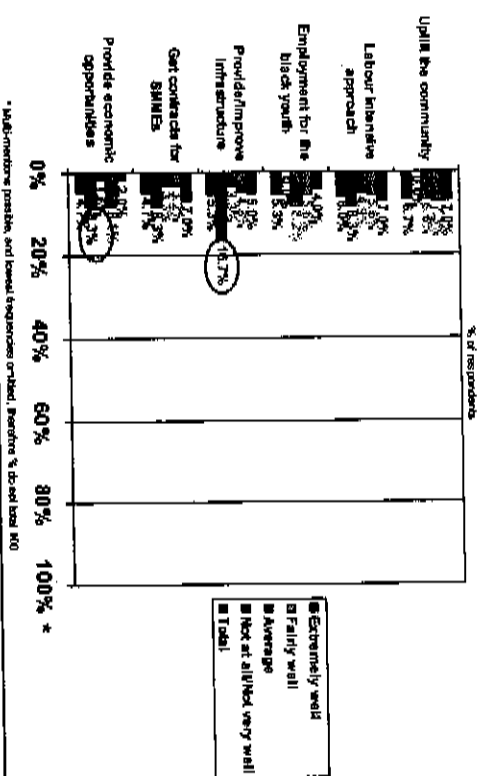
What are the official objectives of the EPWP overall?
(Split by rating on how well they feel they understand EPWP)



When the other responses – emerging at far lower levels of frequency, but presenting a more “detailed” view of the programme – are reviewed, it can be noted that they come predominantly from those people who feel that they have a good understanding of the EPWP.

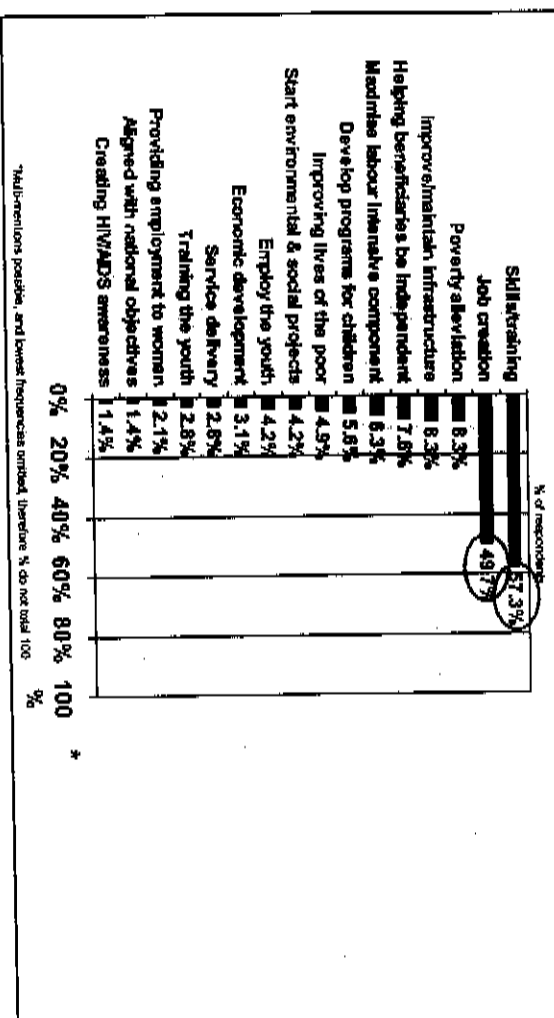
Job creation and skills development are far more likely to be mentioned by people claiming to understand the programme well.

What are the official objectives of the EPWP overall?
(Split by rating on how well they feel they understand EPWP)



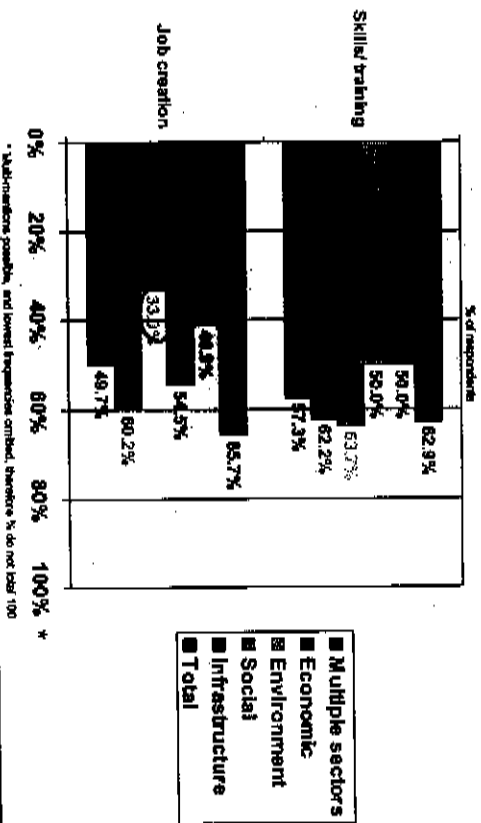
When asked to focus on their own sector, respondents tend to give similar responses, but skills development and training are mentioned more than job creation, although the difference in frequency of mention between the two elements is less pronounced.

What are the objectives of the EPWP in their sector?



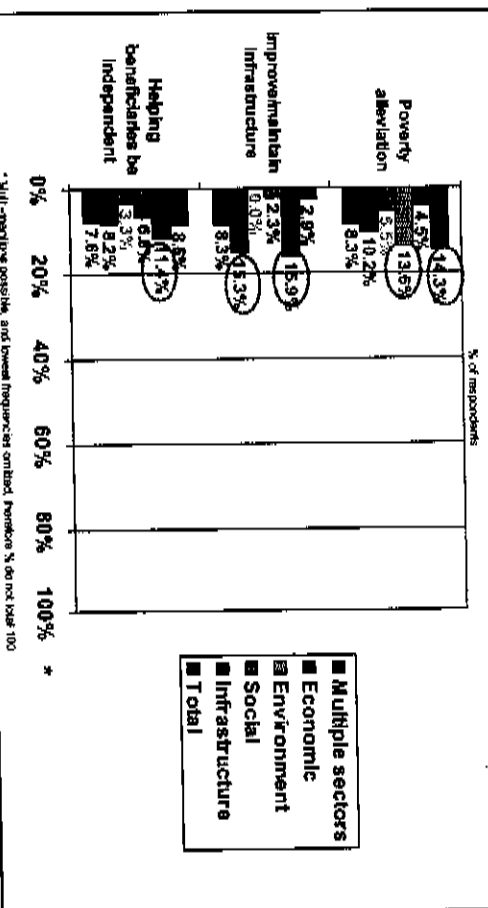
It is, of course appropriate to look at these responses by sector, and this is presented below.

What are the objectives of the EPWP in their sector?



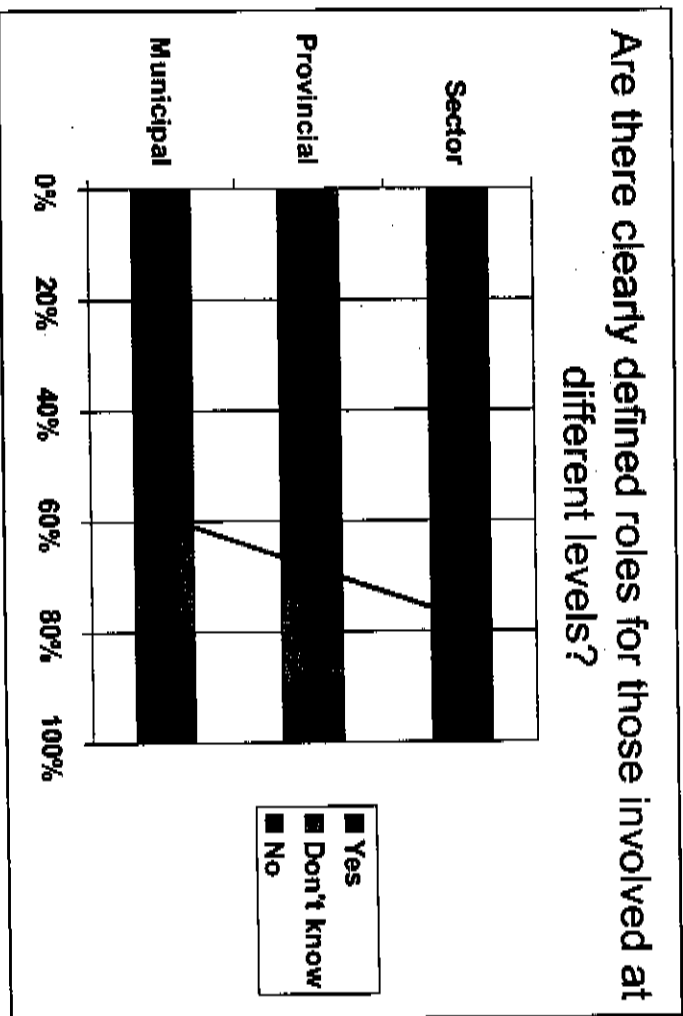
It is interesting to note that skills development is mentioned at far lower levels of frequency by respondents operating in the economic and environmental sectors. In the latter sector, job creation does not supersede skills development, but these respondents are more likely to mention a wider range of objectives such as improvement of infrastructure, and encouraging beneficiaries to become independent.

What are the objectives of the EPWP in their sector?

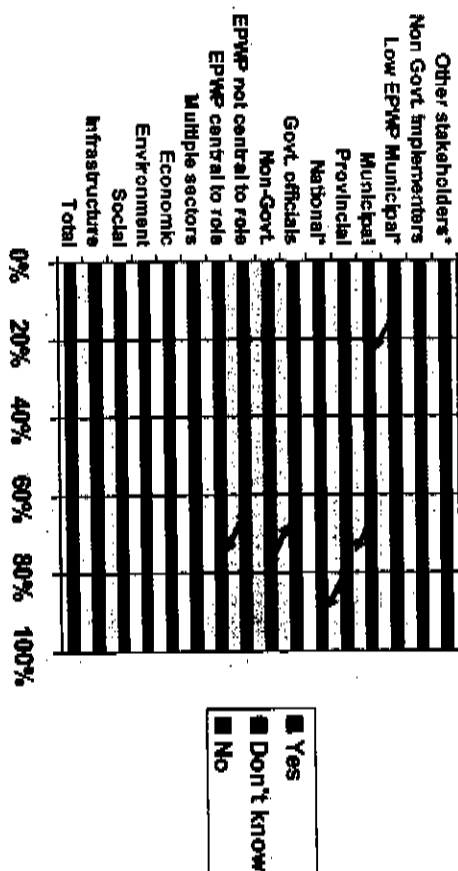


5.1.2 Understanding of roles within the programme

Most respondents tend to feel that there are clearly defined roles for those involved in this programme, but there are still significant proportions who are negative or in doubt on this issue. Clarity of roles appears to decrease when different levels of government are compared – over three quarters believe there is clarity at sector level but this drops to just under two thirds when asked about municipal level.



Are there clearly defined roles for those involved at sector level?



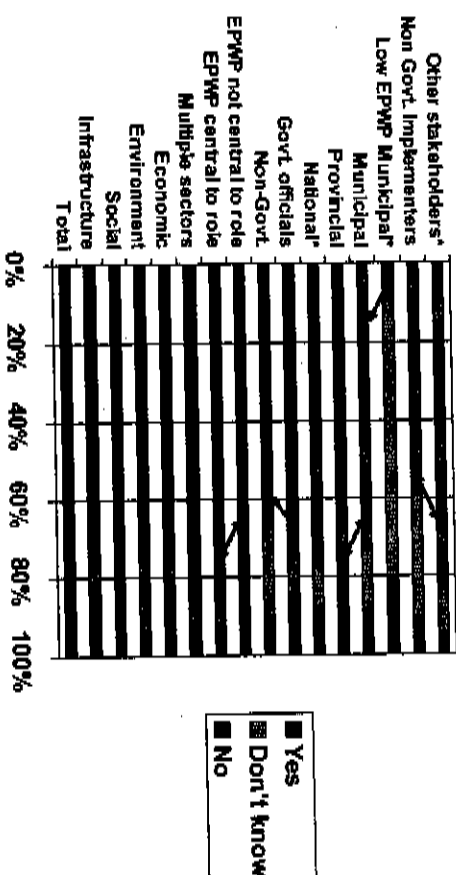
and importantly at municipal, most state that roles are not clear.

When sectors are compared, it is interesting to note that the environmental sector displays notably higher levels of clarity compared to the others.

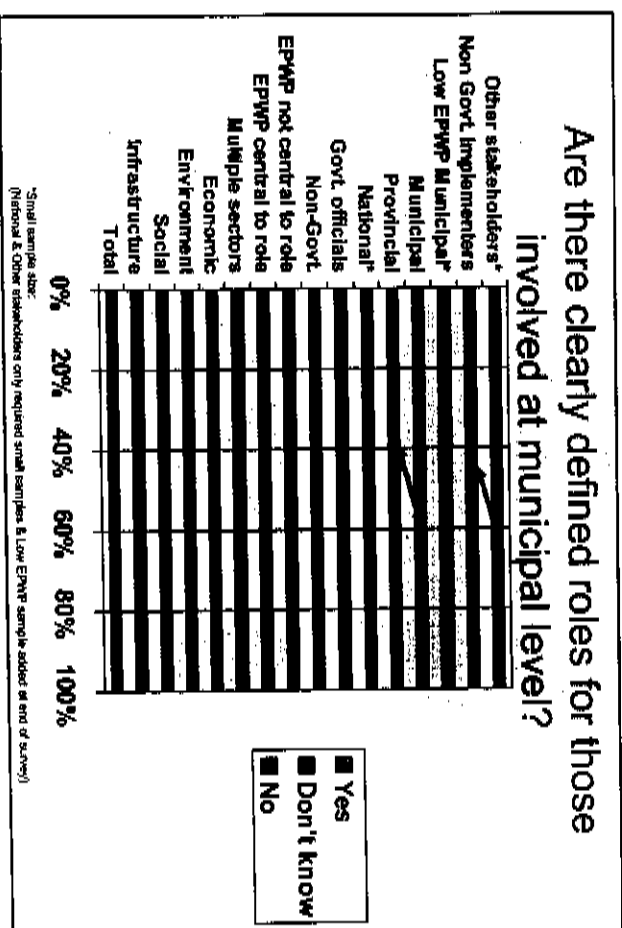
The following three graphs present the responses of different key respondent groups, separately for sector, provincial and municipal levels.

Comparisons of respondents in the different spheres of implementation are interesting. Responses reflect their level of involvement – municipal respondents are most positive at municipal level, provincial at provincial level and national at sector. It is not surprising that respondents from municipalities with low levels of EPWP activity do not tend to believe that roles are clearly defined at any level – they are not really sure at provincial level, but at sector,

Are there clearly defined roles for those involved at provincial level?

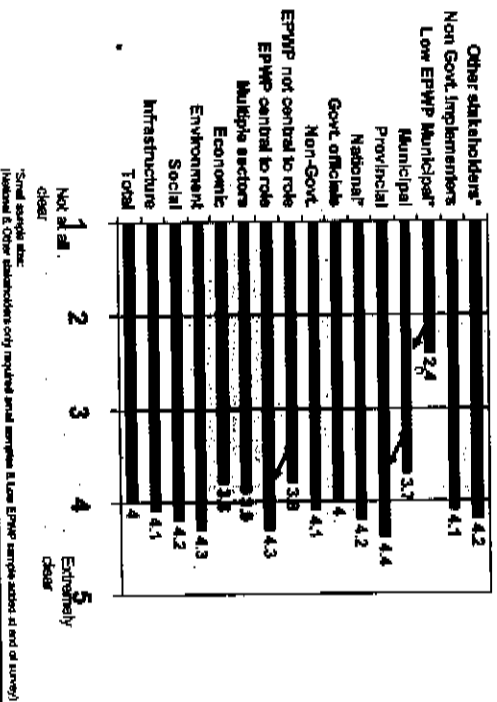


As tends to be a pattern throughout the survey, respondents who state that their EPWP work is central to their role tend to be more positive than those who see EPWP as secondary.



Government officials are more positive about clarity of roles at a provincial level compared to non-governmental respondents, but interestingly this is reversed when they consider sector level. Regarding the latter it is likely that non-governmental respondents have a better sense of how their sector operates as it relates more directly to the nature of their involvement, compared to provincial and municipal roles which can be considered to relate more to issues of governmental structure and staffing.

How clear are their own specific roles relating to EPWP?

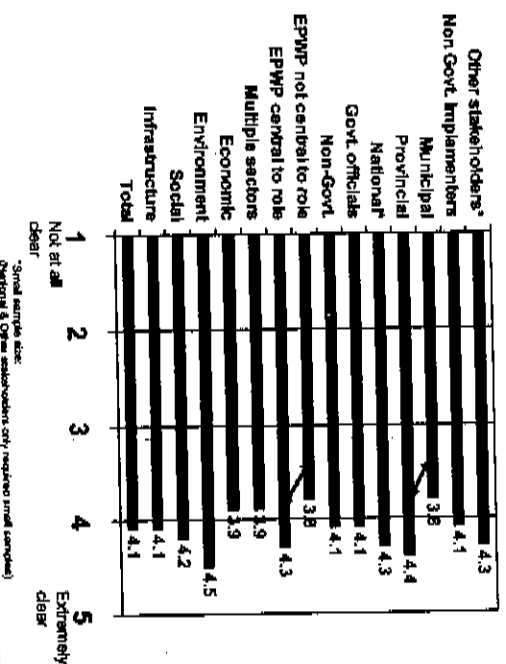


Respondents were also asked about the clarity of EPWP methods and objectives in relation to their own roles, and as the graph shows, there is a very similar pattern of response to the previous question.

Respondents were also asked to focus specifically on their own roles relating to EPWP, and the average rating is at a reasonable level of 4 out of 5. Here it is clear that municipal implementers are far less sure of what is expected of them – even those who are currently fairly actively involved.

Clarity regarding roles is also evidently more of a challenge for those involved in the economic or multiple sectors, as well as for those for whom EPWP activities are not considered to be central to their core role or mandate.

How clear are the EPWP methods / objectives in relation to their own roles?



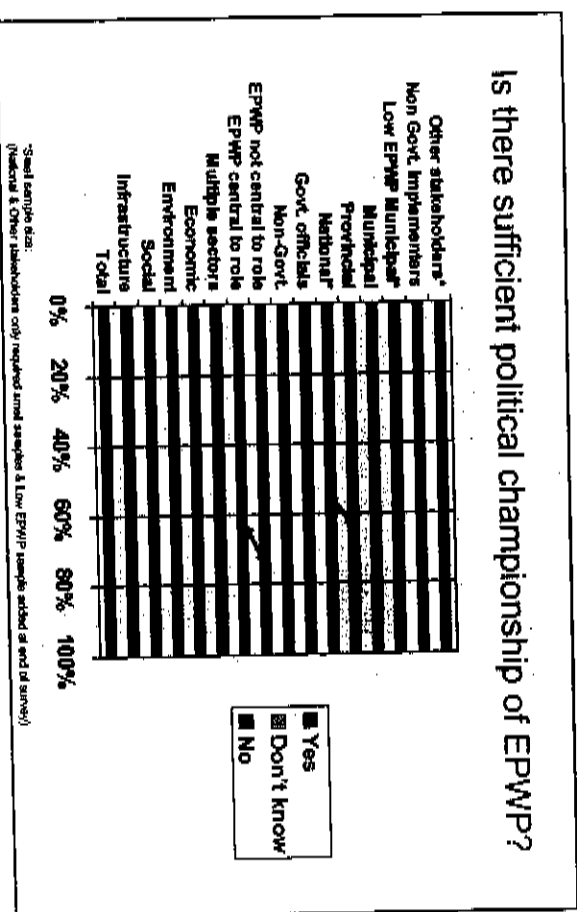
Regarding key role players, respondents were asked who they thought had primary accountability for the effective implementation of the EPWP in their sector. The table below presents a summary of the responses to this open-ended question and includes responses by sector as well as sphere since both are relevant.

Who is primarily responsible for implementation	Sector										Sphere			
	Total	Infrastructure	Social	Environment	Multiple sectors	National	Provincial*	Municipal	Non-Govt. implementers	Other stakeholders				
Municipal manager	11.8%	24.5%	5.5%	6.8%	5.7%	0.0%	0.0%	29.3%	0.0%	0.0%				
Project manager	9.0%	8.2%	13.2%	6.8%	8.6%	0.0%	2.9%	5.2%	21.1%	0.0%				
Director	6.3%	4.1%	7.7%	11.4%	2.9%	11.1%	7.2%	2.6%	13.2%	0.0%				
Head of department	5.2%	3.1%	4.4%	11.4%	2.9%	0.0%	18.8%	0.9%	1.3%	0.0%				
General manager	4.5%	3.1%	9.9%	0.0%	0.0%	11.1%	2.9%	0.0%	11.8%	5.6%				
Technical department/services	4.2%	9.2%	1.1%	0.0%	5.7%	0.0%	0.0%	10.3%	0.0%	0.0%				
All departments are held accountable	4.2%	4.1%	2.2%	4.5%	5.7%	22.2%	2.9%	5.2%	2.6%	0.0%				
Public works department	3.5%	3.1%	4.4%	4.5%	5.7%	0.0%	5.8%	0.0%	6.6%	11.1%				
Technical services manager	2.8%	4.1%	0.0%	2.3%	5.7%	0.0%	0.0%	6.9%	0.0%	0.0%				
PMU/PMU manager	2.4%	5.1%	0.0%	2.3%	5.7%	0.0%	0.0%	6.0%	0.0%	0.0%				
Social development Manager	2.1%	0.0%	5.5%	0.0%	2.9%	0.0%	4.3%	0.0%	3.9%	0.0%				
Department of social services	2.1%	0.0%	6.6%	0.0%	0.0%	0.0%	1.4%	0.0%	6.6%	0.0%				
Councillors	2.1%	3.1%	0.0%	0.0%	5.7%	0.0%	0.0%	5.2%	0.0%	0.0%				
							Small sample							

5.2 Buy in and support of the EPWP

5.2.1 Perceptions of levels of support from various role players

Is there sufficient political championship of EPWP?



Additionally, political championship appears to be less strong in the environmental and social sectors according to these respondents.

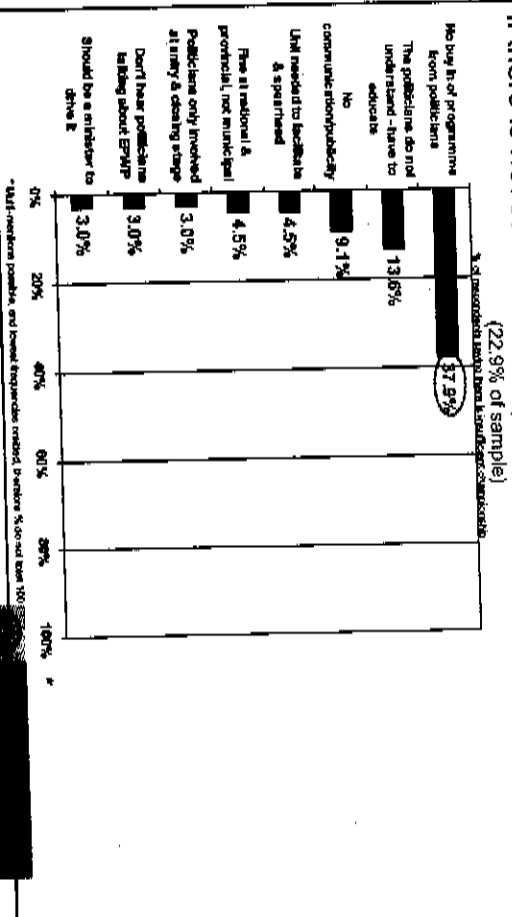
The small sample of respondents responding in the negative (22.9%) were asked to elaborate, and as the graph alongside shows, most of these simply believe that politicians do not really buy in to the programme. The additional comments, although at lower levels of frequency add depth to understanding of this issue, showing that there

EPWP Mid Term Review Component One Research Report

Starting with support of the programme on the broadest political level, it can be seen that nearly ¾ of the sample (72.2%) believe that there is sufficient political championship of the programme on the whole.

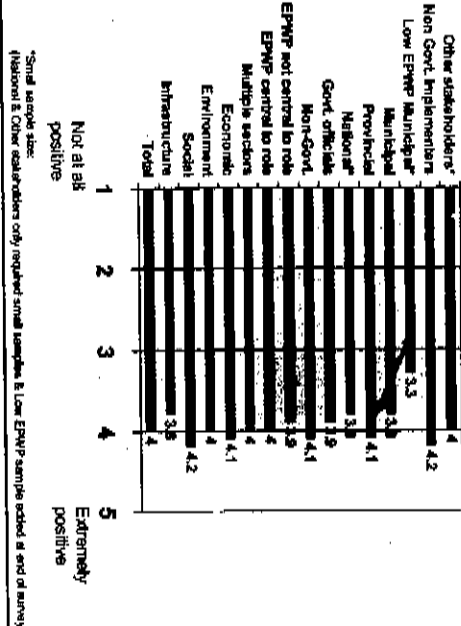
However, there are some important variations to note – those involved at a national level, and those for whom EPWP work is central to their role are notably less likely to state that political championship is sufficient, compared to other respondents. This might imply that the more involved one is, or the closer one is to political role-players, the less sure one is of the championship.

If there is not sufficient championship, where is the gap?



appears to be a lack of communication and spearheading to ensure that the programme is sufficiently well understood at all levels.

What do they think is the attitude of the key role players towards EPWP?

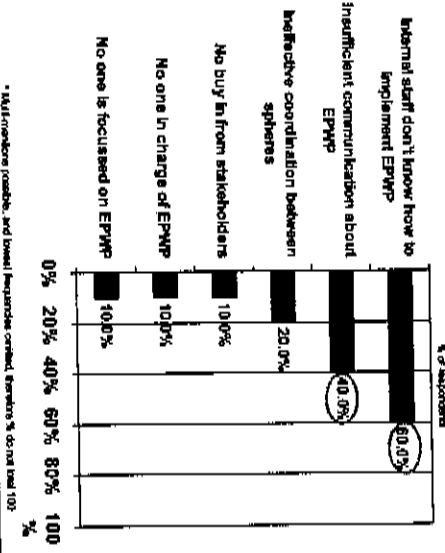


Respondents from municipalities with low levels of EPWP activity were asked why they thought involvement was low. Comments here reflect those given in relation to low support on a broader political level, as discussed above – respondents describe a situation where there appears to be insufficient knowledge and communication relating to the programme.

Following on from the above broad level, the research also explored respondents' perception of the attitude of those most involved in overseeing implementation of the programme as per the table at the end of section 5.1.2 (page 33).

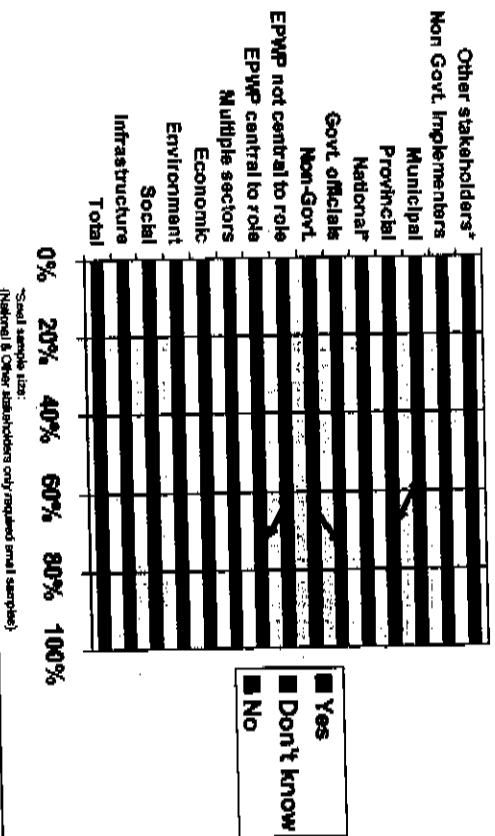
For the most part, it appears that key role-players are seen to be positive towards the programme. The most notable exceptions are the low EPWP municipalities who observe much lower levels of support from their role-players.

Why is municipality not more involved in EPWP? (Only asked of municipalities with low activity)



5.2.2 Evidence of commitment to EPWP in terms of official targets

Does their dept./municipality have official targets for the EPWP?

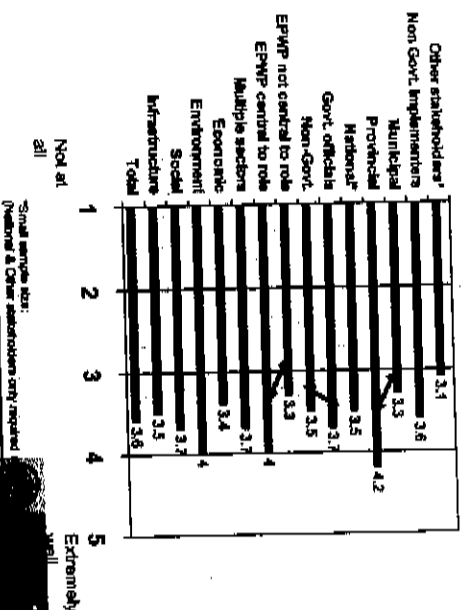


Responses to these two questions point to a possible gap in real engagement and commitment to the programme, at least in so far as actually setting tangible and/or measurable targets. It is easier to support a programme such as EPWP in principle (where the current respondents are clearly positive) than in practical terms.

The research explored respondents' awareness of official targets for EPWP. Whilst the majority state that their department does have official targets, the proportions who are unsure or answer negatively are of concern. Lack of awareness of targets is highest amongst national and municipal respondents, and unsurprisingly, those for whom EPWP is not central to their core role.

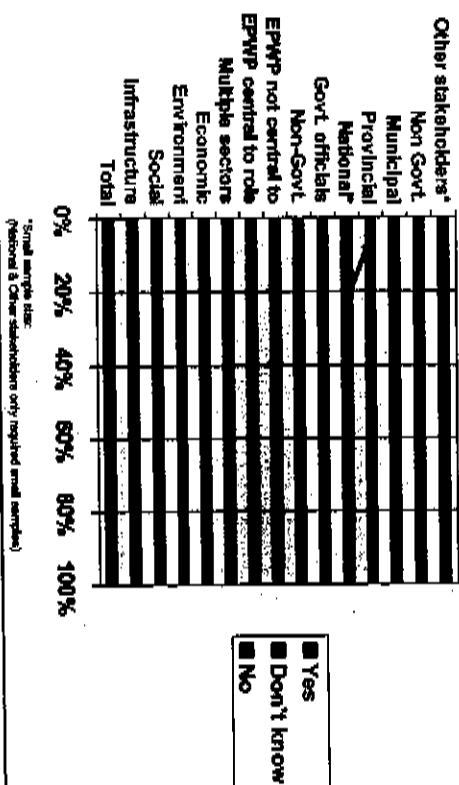
Although awareness of the existence of targets is fair, knowledge of these targets appears to be an area of challenge. Again this is especially the case for municipal and national respondents, and those for whom EPWP work is secondary.

How well do they feel they know their EPWP targets?



5.2.3 Interference with implementation of the programme

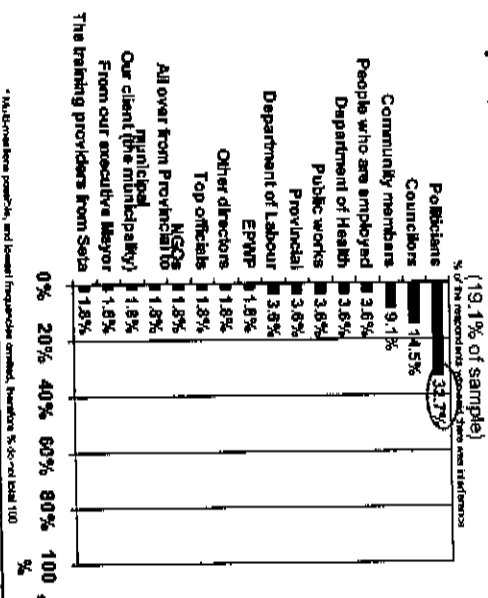
Is there any interference in the implementation of EPWP projects?



Those respondents experiencing interference are most likely to state that this comes from politicians and councillors, although a wide range of other sources are also cited.

Perceptions or observations of interference with the EPWP were explored, and it can be noted that most respondents do *not* believe there is much interference. The sub-samples of individuals operating at a national level, and those involved in more than one sector show notably higher proportions of people experiencing interference.

If yes, where does the interference come from?



The tables alongside and below show which respondents experience interference from which sources. This information is presented here for the sake of comprehensiveness, but will not be commented on in detail since the bases are very small.

Who interferes with whom	Respondent							
	Total	Infra-structure	Social	Environment	Economic	Multiple sectors	EPWP Central to role	EPWP Separate
Source of interference								
	55	22	16	6	10	10	22	15
Politicians	32.7%	31.8%	37.5%	33.3%	30.0%	10.0%	31.8%	40.0%
Councilors	14.5%	18.2%	8.3%	16.7%	10.0%	10.0%	22.7%	13.3%
Community members	9.1%	4.5%	0.0%	16.7%	0.0%	30.0%	9.1%	13.3%
Department of Labour	3.6%	4.5%	6.3%	0.0%	0.0%	0.0%	4.5%	0.0%
Provincial	3.6%	4.5%	6.3%	0.0%	10.0%	10.0%	4.5%	0.0%
Public works	3.6%	9.1%	6.3%	16.7%	10.0%	10.0%	4.5%	0.0%
Department of Health	3.6%	0.0%	12.5%	0.0%	0.0%	0.0%	0.0%	0.0%
People who are employed	3.6%	4.5%	0.0%	0.0%	10.0%	0.0%	4.5%	0.0%
The training providers from Seta	1.8%	4.5%	0.0%	0.0%	0.0%	0.0%	0.0%	6.7%
From our executive Mayor	1.8%	4.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Our client (the municipality)	1.8%	0.0%	6.3%	0.0%	0.0%	0.0%	0.0%	0.0%
All over	1.8%	4.5%	0.0%	0.0%	10.0%	10.0%	0.0%	0.0%
NGOs	1.8%	0.0%	6.3%	0.0%	0.0%	0.0%	0.0%	0.0%
Top officials	1.8%	0.0%	6.3%	0.0%	0.0%	0.0%	0.0%	0.0%
Other directors	1.8%	0.0%	0.0%	0.0%	10.0%	0.0%	0.0%	6.7%
EPWP	1.8%	0.0%	0.0%	16.7%	0.0%	0.0%	4.5%	0.0%

Who interferes with whom	Respondent							
	Total	Non-Govt	Govt	National	Provincial	Municipal	Non-Govt implementers	Other stakeholders
Source of interference								
	55	18	38	3	10	25	14	4
Politicians	32.7%	27.8%	36.8%	66.7%	30.0%	36.0%	28.6%	25.0%
Councillors	14.5%	5.6%	18.4%	33.3%	20.0%	16.0%	7.1%	0.0%
Community members	9.1%	5.6%	10.5%	0.0%	20.0%	8.0%	0.0%	25.0%
Department of Labour	3.6%	5.6%	2.6%	0.0%	0.0%	4.0%	7.1%	0.0%
Provincial	3.6%	5.6%	2.6%	0.0%	0.0%	4.0%	7.1%	0.0%
Public works	3.6%	5.6%	2.6%	0.0%	0.0%	4.0%	7.1%	0.0%
Department of Health	3.6%	11.1%	0.0%	0.0%	0.0%	0.0%	14.3%	0.0%
People who are employed	3.6%	5.6%	2.6%	0.0%	10.0%	0.0%	7.1%	0.0%
The training providers from Seta	1.8%	0.0%	2.6%	0.0%	0.0%	4.0%	0.0%	0.0%
From our executive Mayor	1.8%	0.0%	2.6%	0.0%	0.0%	4.0%	0.0%	0.0%
Our client (the municipality)	1.8%	5.6%	0.0%	0.0%	0.0%	0.0%	7.1%	0.0%
All over	1.8%	5.6%	0.0%	0.0%	0.0%	0.0%	0.0%	25.0%
NGOs	1.8%	5.6%	0.0%	0.0%	0.0%	0.0%	7.1%	0.0%
Top officials	1.8%	5.6%	0.0%	0.0%	0.0%	0.0%	7.1%	0.0%
Other directors	1.8%	0.0%	2.6%	0.0%	0.0%	4.0%	0.0%	0.0%
EPWP	1.8%	0.0%	2.6%	0.0%	10.0%	0.0%	0.0%	0.0%

The nature of the interference experience varies a lot depending on where it comes from as shown in the tables below (the reader is cautioned that these percentages are off a very low base). Politicians and councillors who interfere are described as trying to get favours for people close to them, and trying to get implementers to do things their way. Community members focus on employment issues.

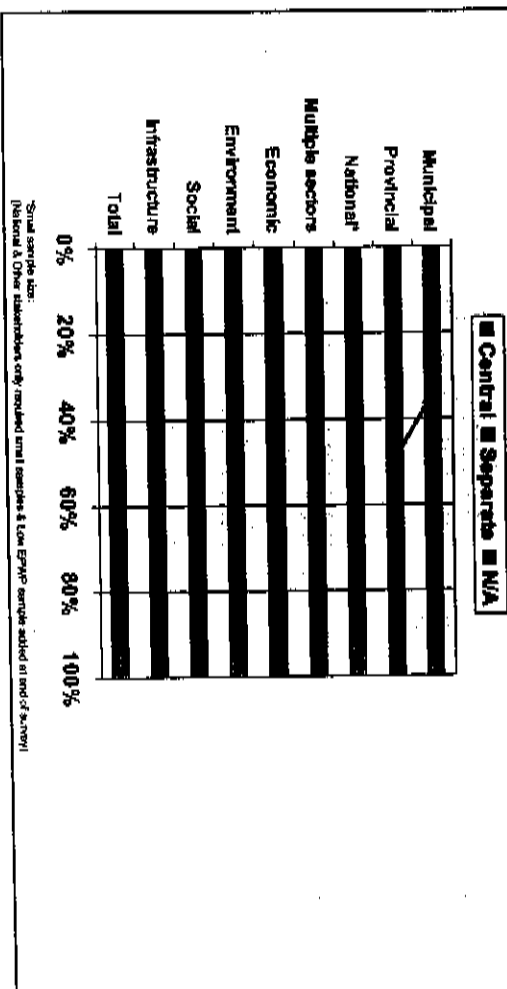
What kind of interference (note these % are off a very small base)	Total	Politicians	Councillors	Community members	People who are employed*	Dept. of Health*	Public works*	Provincial*	Dept. of Labour*
Do favours for their own people	14.3%	21.1%	37.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Complaints about how we employ people for projects	12.5%	10.5%	25.0%	50.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Don't give us enough money	8.9%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%	0.0%
Trying to tell us what to do	8.9%	21.1%	12.5%	0.0%	0.0%	0.0%	0.0%	0.0%	50.0%
They delay projects	7.1%	10.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
They want us to pay people a lot	5.4%	10.5%	0.0%	0.0%	50.0%	0.0%	0.0%	0.0%	0.0%
They want to be paid in advance and that creates a problem	3.6%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	50.0%
They want their decisions to be effected	3.6%	10.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Not providing enough training	3.6%	0.0%	0.0%	0.0%	0.0%	50.0%	50.0%	0.0%	0.0%
Political	1.8%	5.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Related to how construction is done	1.8%	5.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Don't come to work sometime but if they are not paid they get violent	1.8%	0.0%	0.0%	0.0%	50.0%	0.0%	0.0%	0.0%	0.0%
They don't understand what EPWP is	1.8%	0.0%	0.0%	0.0%	0.0%	0.0%	50.0%	0.0%	0.0%
									* Small sample

What kind of inference (note these % are off a very small base)	Total	EPWP*	Other directors*	Top officials*	NGOs*	All over*	Our client (the municipality)*	From executive Mayor*	Training providers from Seta
Do favours for their own people	14.3%	0.0%	0.0%	100.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Don't give us enough money	12.5%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%	0.0%	0.0%
They delay projects	7.1%	0.0%	0.0%	0.0%	0.0%	100.0%	0.0%	0.0%	0.0%
They want to be paid in advance and that creates a problem	3.6%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
Make sure that the targets are met	1.8%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%	0.0%
They complain we are not following procedure	1.8%	0.0%	100.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
They want verification for submission of the plans	1.8%	100.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
* Small sample									

5.3 Mainstreaming of the programme

5.3.1 Relationship between EPWP work and respondents' overall role

How central is EPWP to your role and delivery of core mandate (Govt. Officials)?



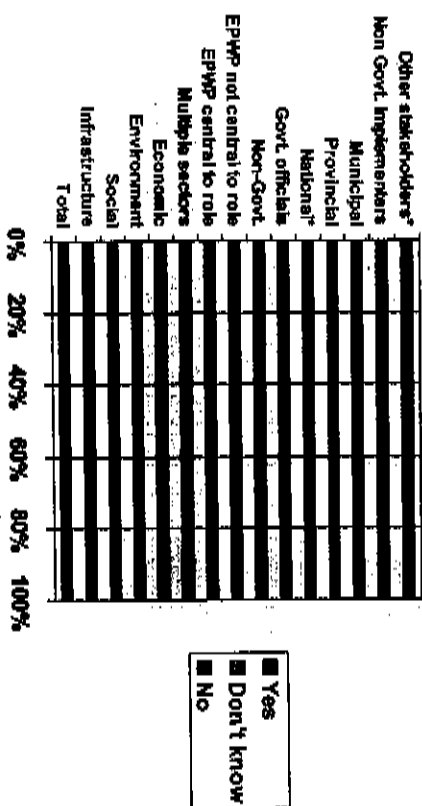
considering EPWP work to be core. Officials in the environment sector however are more likely to state that their EPWP work is central.

The analysis thus far has included level of mainstreaming as one of the variables for comparison, but the topic is included in the discussion at this point of the report since is was one of the required information areas in the study. The question was only asked of Government officials.

Exactly half of the sample stated that EPWP work was central to their core mandate, but notably fewer of the municipal and national respondents described their work in this way (this could be a function of the sampling).

There are significant differences between the sectors, with far fewer officials in the economic and infrastructure sectors

Is the EPWP changing the fundamental way core functions are delivered in their sector?



It is interesting to note what whilst national respondents also note a fundamental change, relatively few indicate that the programme is core to their work, which might lead to some level of difficulty to manage roles.

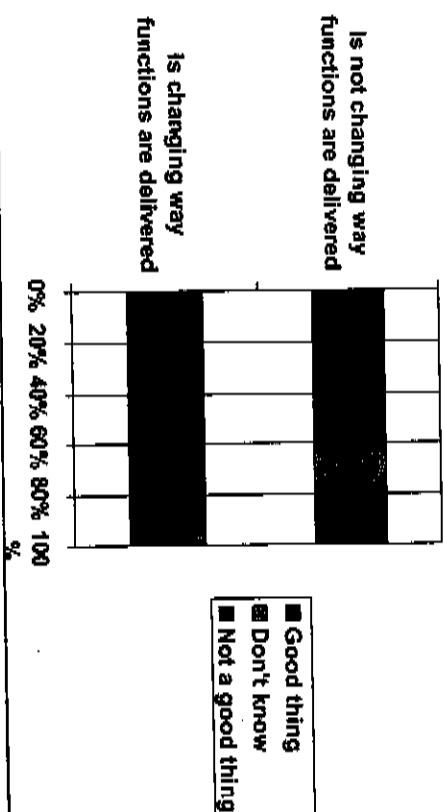
Nearly all respondents (96%) who note a change tend to consider this to be a positive thing. On the other hand, amongst those who do not see a change, the majority still see this as a good thing, but the proportion is less striking.

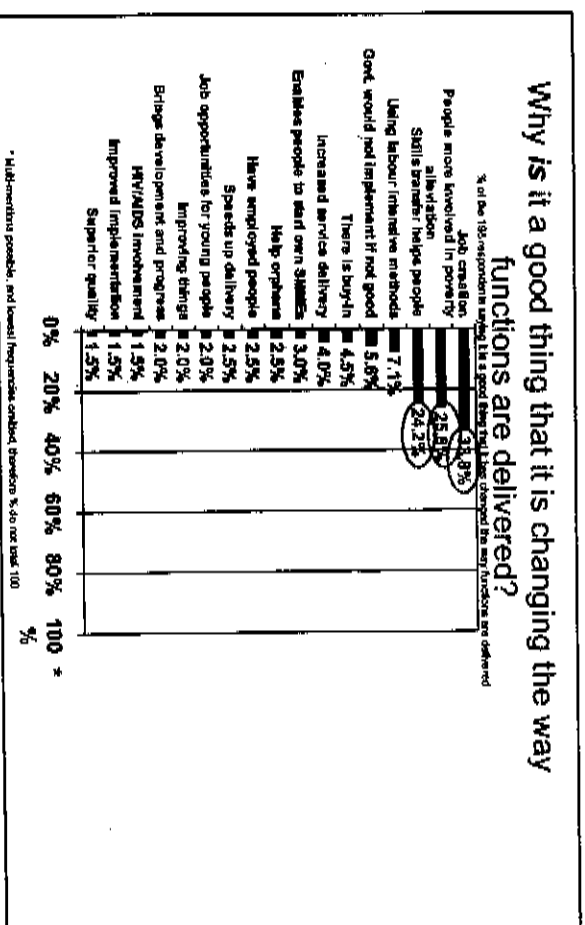
Reasons for believing that the change or lack thereof is a good thing or not were probed and the responses are summarised in the following graphs.

Following on from the above element, it is relevant to consider the impact that the EPWP appears to be having on the way core functions are delivered.

Just over two thirds (70.8%) of the respondents stated that there had been a fundamental change. The proportion of respondents in the environmental sector is notably higher, which combined with the previous question could indicate a higher level of mainstreaming here.

Is it a good thing if EPWP is/is not changing the fundamental way core functions are delivered?



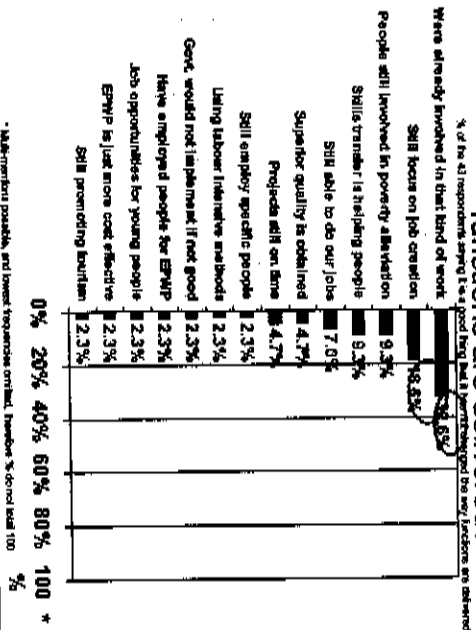


The first graph represents the responses from the largest proportion of the sample as a whole (96% of the 70% who noted a change). Their responses focus on the observation that the new ways that functions are delivered have a positive impact on the lives of people via job creation, poverty alleviation and skills transfer.

Only four respondents felt that the change was not a good thing, and their reasons were as follows:

- People do not understand the programme, and many workers are illiterate, leading to perceptions that people who work on the EPWP are being exploited
- The programme is not considered to be sustainable, and
- The programme stipulates that specific kinds of people have to be employed, which makes it more difficult to implement.

Why is it a good thing that it is not changing the way functions are delivered?

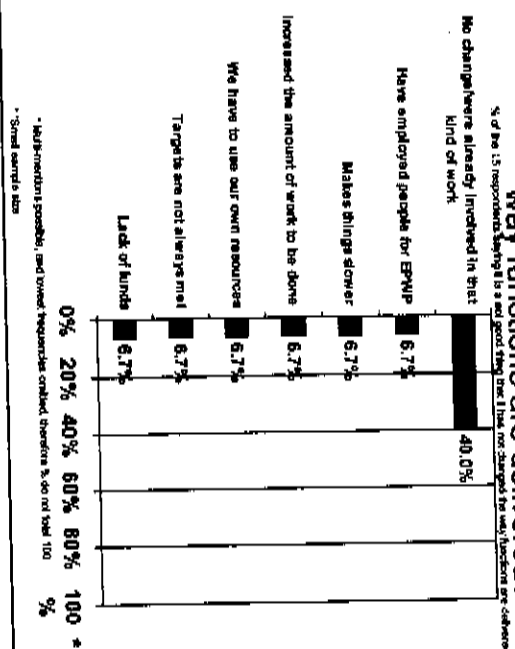


Only 15 respondents felt that that EPWP had not changed the way functions were delivered and that this was not a good thing. Interestingly a number of these said that they were already doing this kind of work, and evidently did not consider the nature of the work to be a positive thing in the first place. The remaining comments seem to refer to additional demands being made without appreciable results.

Respondents who have not noted a change and believe that this is a good thing represent the second largest group in the sample (62% of the 24% who believe that there has been no change), but this is still not an exceptionally big group.

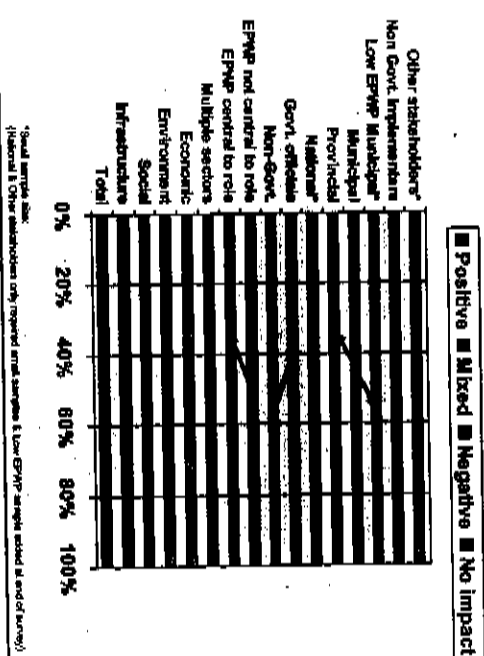
The main reasons given here focus on having had similar objectives to the EPWP all along – job creation, poverty alleviation and skills transfer.

Why is it a *not* a good thing** that it is not changing the way functions are delivered?



5.3.2 Effect of EPWP responsibilities on respondents' jobs

What is the impact of EPWP responsibilities on their core mandate?

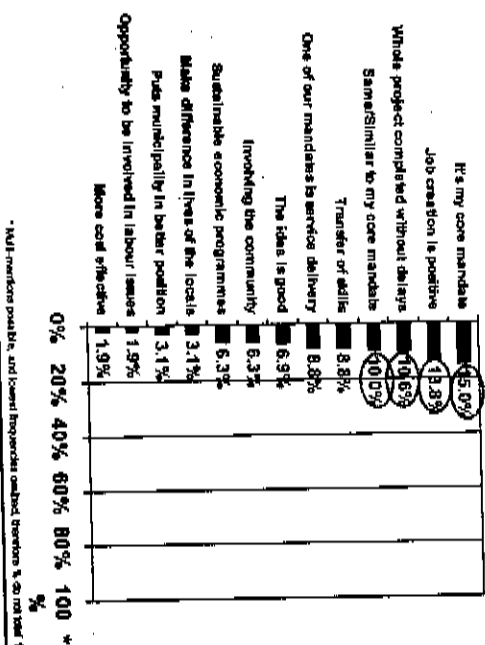


The highest incidence of mixed or negative impact is observed at a municipal level and amongst those for whom EPWP is not core.

Positive responses tend to be linked to the observation that the nature of the EPWP work is the same as or similar to their mandate anyway – that is to say, the work they are doing is supported and enhanced by the programme. The ability to create jobs and transfer skills, but still complete the project on time is an additional reason for positive impact.

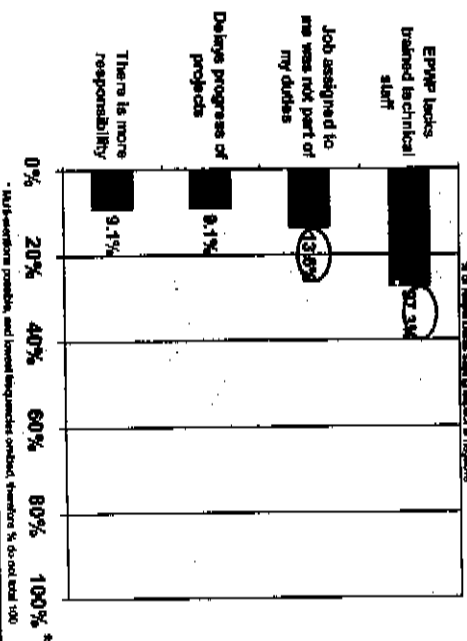
Only just over half (56%) of the respondents believe that the EPWP has had a positive impact on their core mandate, and a sizeable proportion (27%) state that there has been no impact at all. It should be noted that in the case of the low EPWP municipalities, the question was re-phrased to explore their expectation of the likely effect that EPWP responsibilities would have, and it is interesting to note that the expectation is generally quite positive. Although a reduced proportion of those considering EPWP work to be central consider the impact of this work to be positive, this should not be a matter for concern because the majority of the remainder state that there has been no impact at all (because EPWP is their main work).

Why does EPWP impact positively on core mandate? (56.3% of sample)





Why does EPWP impact negatively on core mandate? (7.7% of sample)



- Lack of funds
- Difficulties relating to transfer of skills

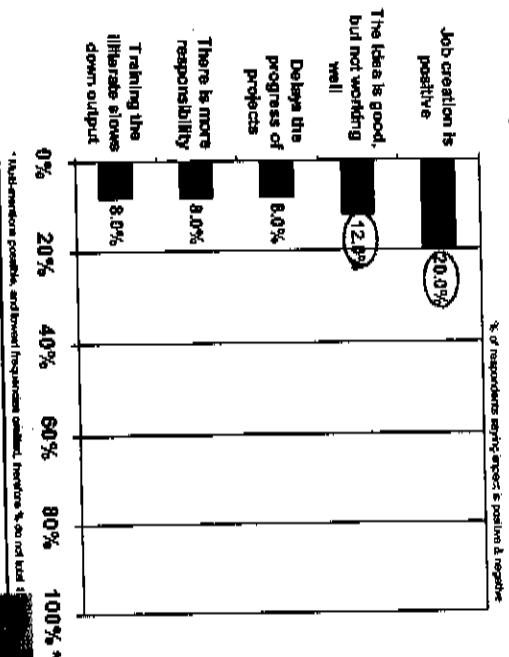
Respondents reporting a mixed impact mostly say that the idea is good, and that the focus on job creation is positive, but the implementation is problematic – there is increased responsibility and slower progress. Other individual mentions to note are:

- Creates sustainable economic programmes
- Involving the community is valued
- Slow application for grants
- Policy planning & monitoring suffers
- Minimal support from people above
- No clear information
- Lack of funds
- Transfer of skills is valued

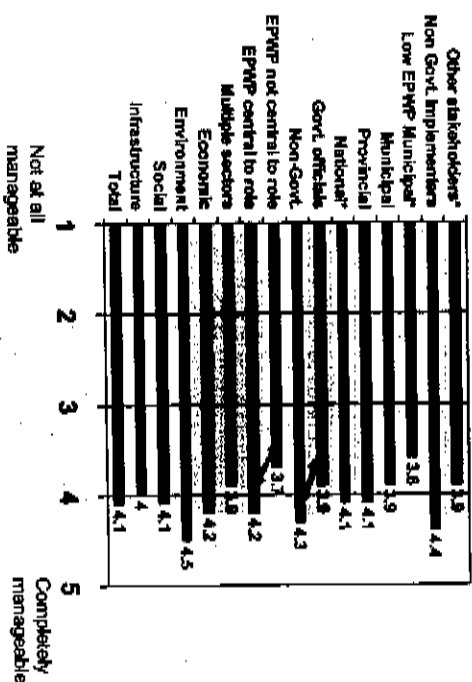
The main reasons for the experience of a negative impact relate to insufficient trained staff, and the perception that the EPWP work is different from other duties resulting in added responsibilities. In addition, this is seen to delay implementation. Other individual mentions are as follows:

- Time is spent in class / doing assignments
- Not enough labourers
- Consultants and contractors do not know what needs to be done
- Not performing at desired levels
- Non-compliance from other sectors
- Application for grants takes time
- Policy planning and monitoring has suffered
- Minimal support from the people above
- No clear information about EPWP

Why is the impact mixed (+ & -) ? (8.8% of sample)



How manageable is their work related to EPWP implementation?

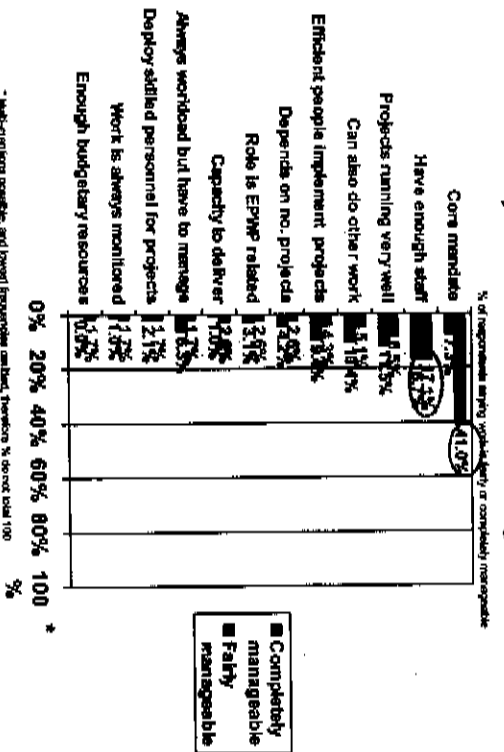


*Small sample size.
(National & Other stakeholders only required small samples & Low EPWP sample added at end of survey)

Respondents were asked to express how manageable they found their EPWP implementation related work, and as can be seen, the perception tends to be fairly positive. Government officials, those in the environmental sector, and those for whom EPWP work is core are particularly positive.

This question was also re-phrased to focus on expectations for respondents from low EPWP municipalities. It is interesting to note that although they had tended to state that they thought the EPWP would have a positive impact on their ability to deliver on their core mandate, they tended to expect the work to be a little less manageable compared to the rest of the sample.

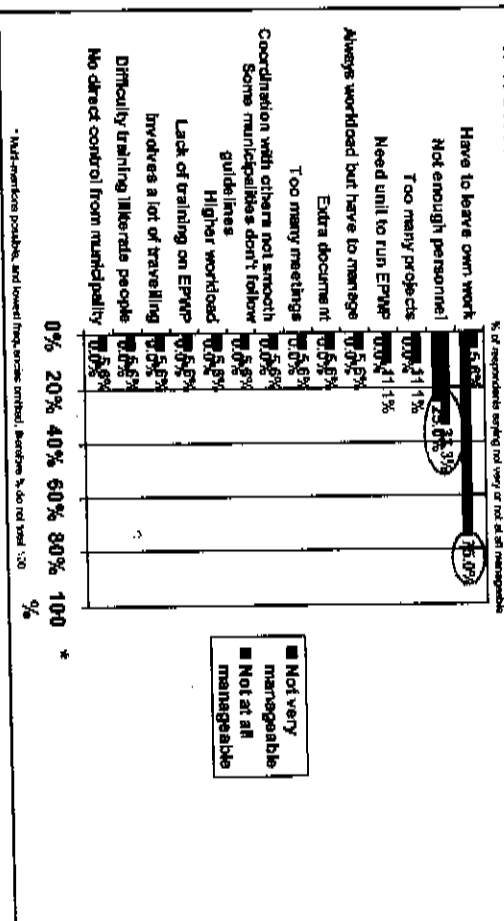
Why is EPWP work manageable?



Conversely, when EPWP work is not considered to be manageable, this tends to be related to that work being seen as separate from, and taking focus away from the core mandate. Coordinated capacity is clearly a problem for these respondents, who describe too many meetings, too many projects and too much travelling, combined with problems in working with other stakeholders.

Considering EPWP work to be manageable is primarily linked to the work being the same as or similar to ones core mandate, and having sufficient skilled staff capacity. This enables projects to be run in a smooth and efficient way.

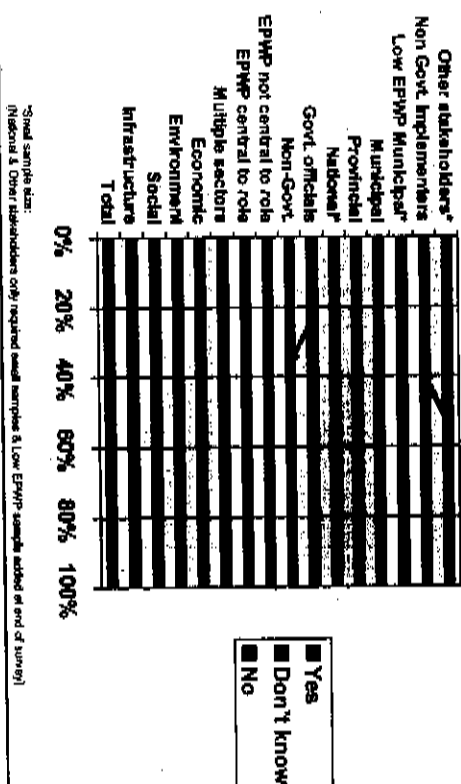
If work related to EPWP is not manageable, why not?



5.4 Implementation Issues

5.4.1 Resources

Are sufficient budgetary resources allocated to EPWP?



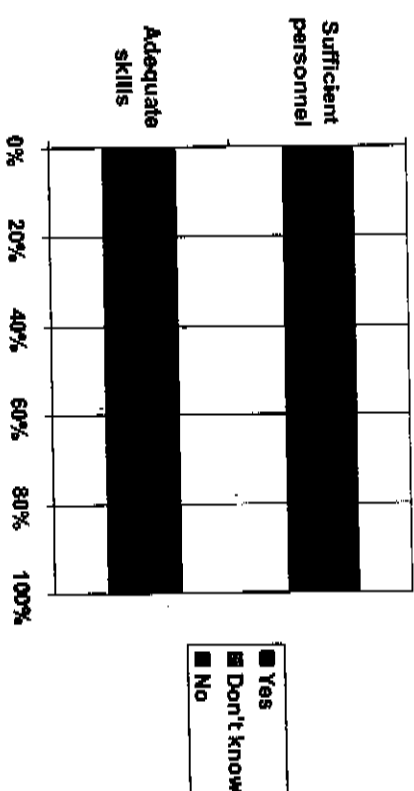
Non governmental respondents and other stakeholders are relatively less negative regarding budget than the others, but the overall picture remains of a lack of funds.

Whilst one of the principles of the EPWP is that it is implemented primarily using funds that are already in place to provide infrastructure, products and services, it is clear that these respondents do not see this as feasible.

A number of probes were included which focus on understanding whether people involved in implementation of the EPWP feel that they have the required resources and support to do the job. This was considered on a general level, as well as sector, and also in relation to the respondents' own specific roles.

It is clear that the majority of respondents feel that there is inadequacy as regards budget, personnel and required skills.

Is appropriate capacity allocated to EPWP in your sector?

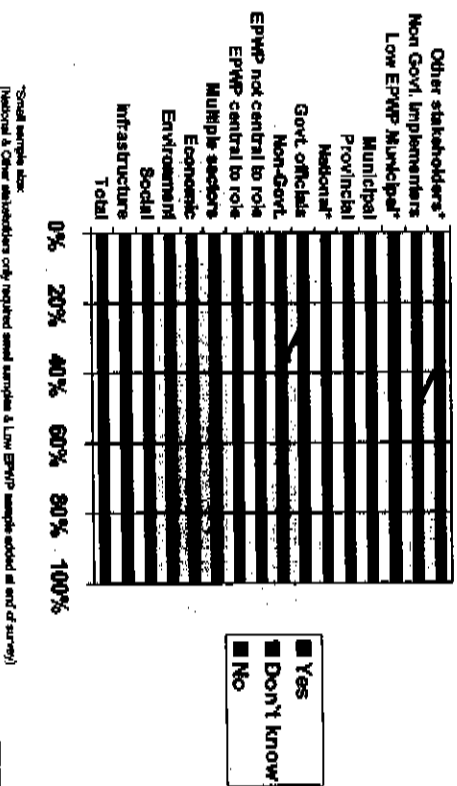


This issue of funding appears to go beyond the perception that the EPWP requires additional work and therefore should be allocated additional funds, because even those individuals who see EPWP as central to their role also report a lack of budget.

Differences between key groupings of respondents regarding perceptions of adequacy of personnel and skills are presented in the following two graphs.



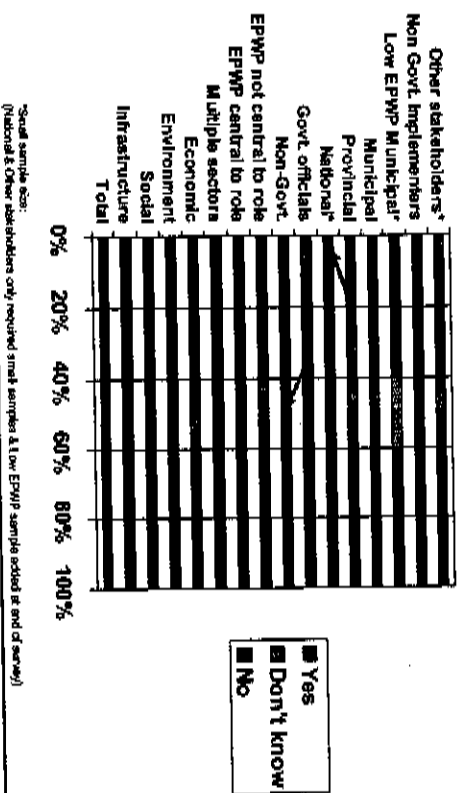
Is appropriate capacity allocated to EPWP in your sector — sufficient personnel?



Whilst not extremely positive, respondents involved in the social sector appear to be less hindered by these capacity problems.

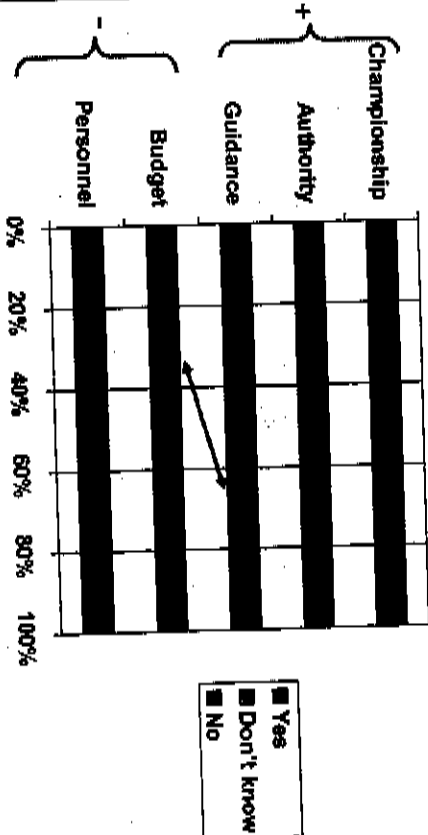
Non government respondents, especially non-governmental implementers are far less likely to report problems relating to personnel and skills levels, which is not surprising given the context of their involvement in the EPWP.

Is appropriate capacity allocated to EPWP in your sector — adequate skills?



5.4.2 Support and co-ordination between role players as it relates to implementation

Do they have adequate support for fulfilling their own role in implementing EPWP?

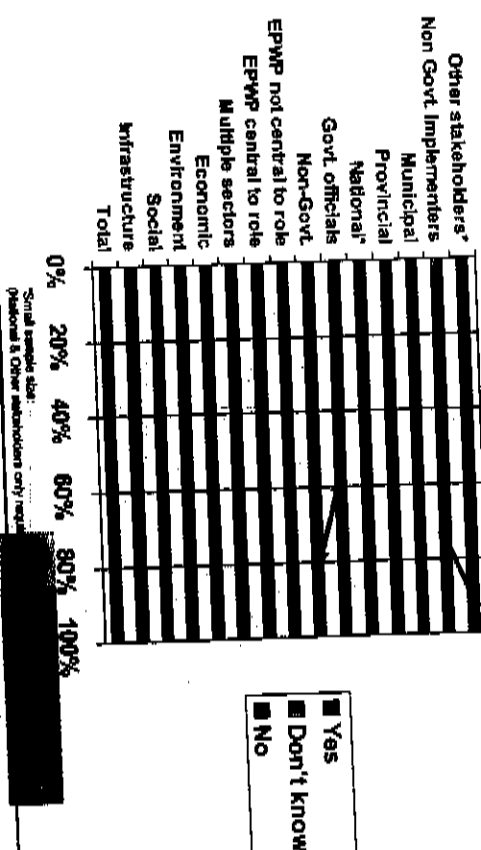


When key respondent groups are compared, the perceptions of support relating to championship, authority and guidance are reasonably consistent, although non government respondents tend to be more positive than are government officials.

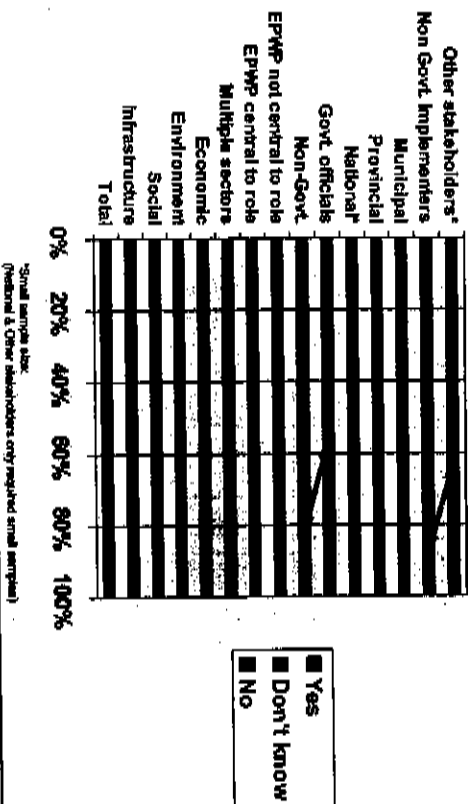
When respondents were asked to focus specifically on their own roles in implementing the EPWP, the preceding comments are reinforced. Again, a lack of provision of support relating to budget and personnel is reported.

The support and buy-in is seen to be there in principle (championship, authority and guidance), but lacking when it gets to practicalities.

Do they have adequate support for fulfilling their own role in implementing EPWP - Championship?



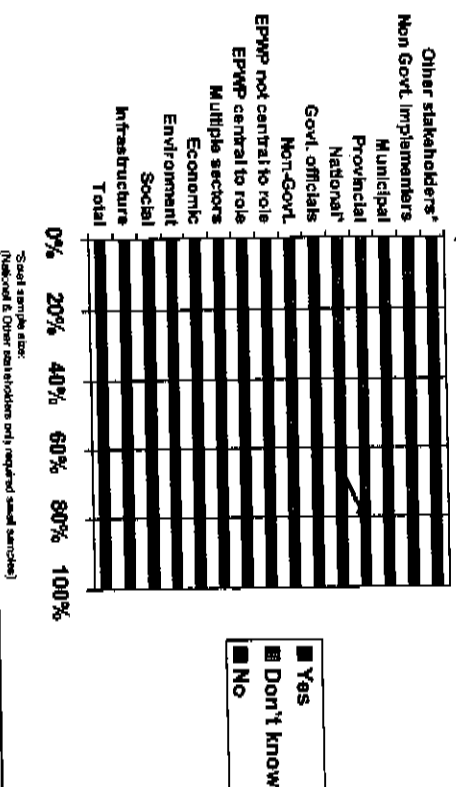
Do they have adequate support for fulfilling their own role in implementing EPWP - Authority?



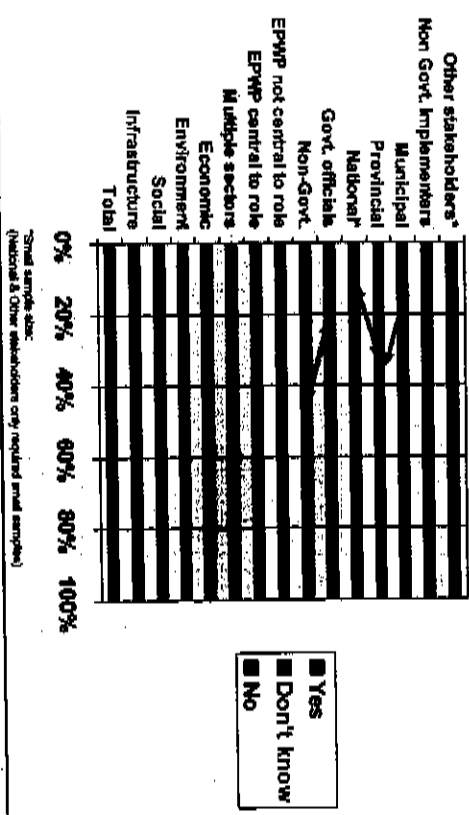
Although still positive, national respondents give a relatively lower score on guidance compared to others – possibly in their position they are expected to provide a lot of guidance themselves, but some are lacking the guidance that they need to maintain this role.

Respondents working in the economic sector show a slightly lower score on championship and authority compared to other sectors, although they seem to be fairly similar in perceptions regarding guidance.

Do they have adequate support for fulfilling their own role in implementing EPWP - Guidance?



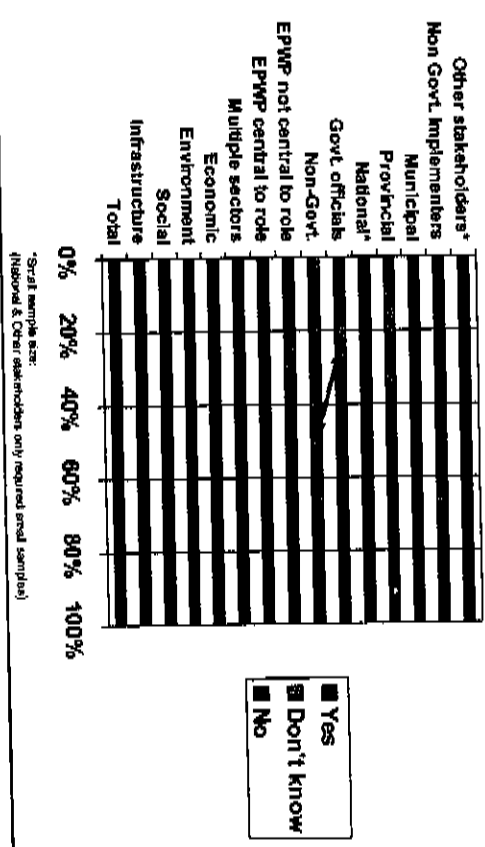
Do they have adequate support for fulfilling their own role in implementing EPWP – Budget?



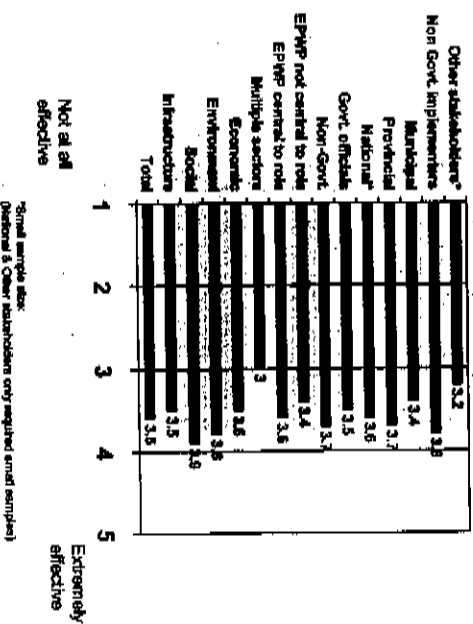
Similarly to when discussing resources at a general and sector level, non government respondents are less negative compared to government officials with regards to adequate budget and personnel.

Interestingly, other stakeholders do not perceive a problem regarding budget.

Do they have adequate support for fulfilling their own role in implementing EPWP – Personnel?



How effective is the coordination between EPWP role-players in their sector?

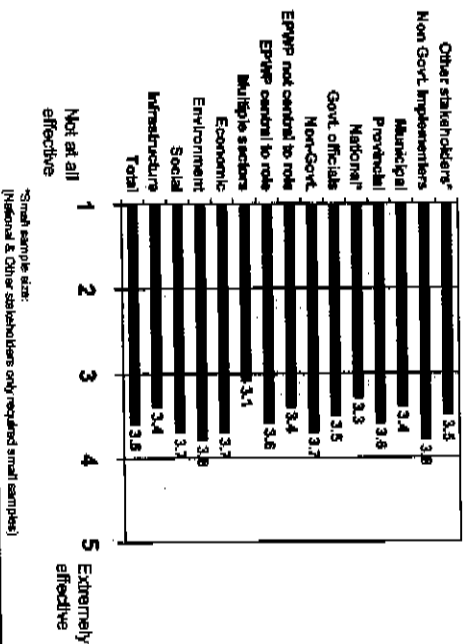


In concluding this section, perceptions regarding co-ordination between role players are considered. Respondents are more positive than negative here, but not extremely so.

Those respondents involved in multiple sectors have the least positive perception of all – it is likely that their situation makes co-ordination especially problematic.

5.4.3 Monitoring and evaluation issues

How effective are the EPWP reporting systems in their sector?

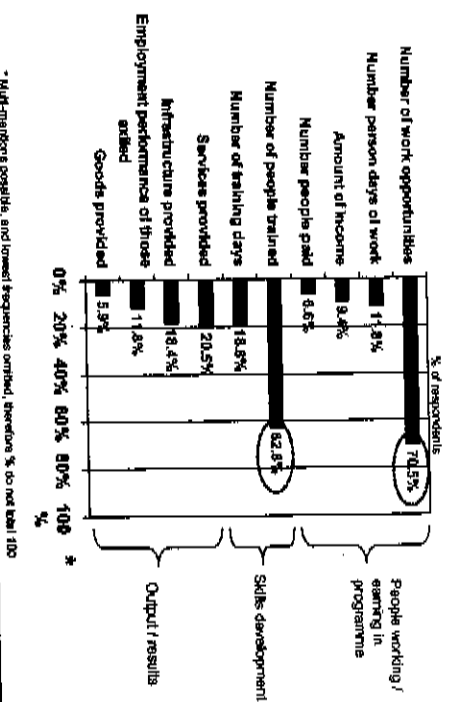


When asked to relate which indicators are used to measure output of EPWP projects, respondents tend to focus on the most straightforward measures - number of work opportunities and people trained. These indicators also relate directly to perceptions of the main objectives of the programme overall, as discussed in section 5.1.1.

A number of questions relating to M&E were asked. It should be noted that responses here are based on recall in the context of the interview – respondents were not asked to look up any “official” information in documentation. Questions were also not prompted, hence the responses here are an indication of general perception and recall.

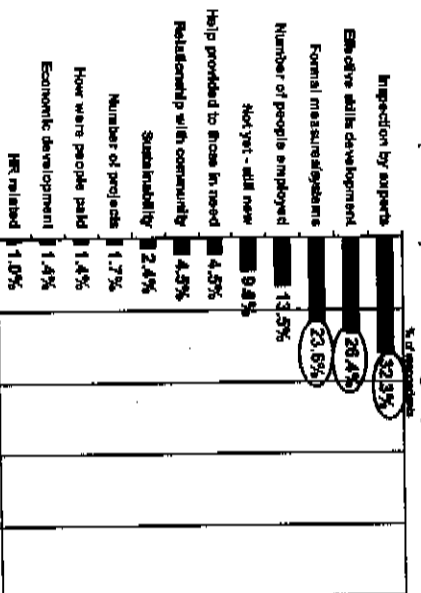
According to these respondents, reporting systems could certainly be improved somewhat.

What indicators are used to measure EPWP output?



What criteria are used to judge the quality of EPWP output?

(Individually coded items grouped thematically)



* All interviews possible, and lowest percentages coded. Therefore % do not total 100

An extremely wide range of responses was gathered when respondents were asked to describe the criteria that they used to judge the quality of EPWP output. In order not to lose depth responses were coded in some detail. To enhance the reader's grasp of the key elements, these individually coded items have been grouped thematically and are presented in the graph alongside.

It can be seen that respondents largely rely on the opinion and judgment of experts, formal measures, and effective development of skills. Taken together, the remaining measures relate to the perception of the extent to which the output results in helping the community in meaningful ways.

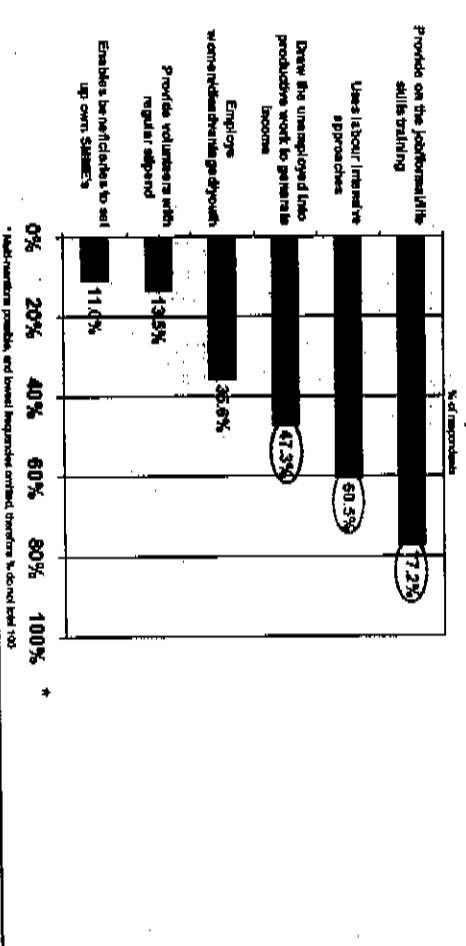
The most frequently occurring themes have been reviewed by sector and sphere, and are presented in the table below. Respondents involved in the environmental sector and those working at a national level are more likely to mention inspection by experts than average. Those in the social sector, national level again, and also other stakeholders are more likely to mention use of formal measures than is the norm. The number of people receiving employment is mentioned by more respondents involved in multiple sectors.

Criteria used to judge quality of EPWP output	Total	Infra-structure	Social	Environment	Economic	Involved in multiple sectors	National	Provincial	Municipal	Low EPWP Municipality	Non-Govt implementers	Other stakeholders
Inspection by experts	32.3%	39.8%	18.7%	45.5%	34.1%	31.4%	68.7%	40.6%	37.1%	0.0%	19.7%	5.6%
Effective skills development	26.4%	23.5%	30.8%	27.3%	29.5%	31.4%	22.2%	29.0%	26.7%	0.0%	25.0%	22.2%
Formal measures/systems	23.6%	24.5%	33.0%	22.7%	11.4%	14.3%	55.6%	26.1%	15.5%	0.0%	26.3%	44.4%
Number of people employed	13.5%	16.3%	7.7%	13.6%	11.4%	25.7%	11.1%	18.8%	16.4%	0.0%	6.6%	5.6%
Not yet - still new	9.0%	8.2%	11.0%	6.8%	11.4%	8.6%	0.0%	8.7%	8.6%	0.0%	10.5%	11.1%
Help provided to those in need	4.5%	2.0%	9.9%	2.3%	2.3%	0.0%	0.0%	1.4%	1.7%	0.0%	13.2%	0.0%
Relationship with community	4.5%	0.0%	8.8%	9.1%	2.3%	0.0%	0.0%	2.9%	0.0%	0.0%	11.8%	11.1%
Sustainability	2.4%	4.1%	0.0%	0.0%	4.5%	8.6%	0.0%	4.3%	2.8%	0.0%	0.0%	5.6%
Number of projects	1.7%	2.0%	0.0%	0.0%	0.0%	8.6%	0.0%	2.9%	2.6%	0.0%	0.0%	0.0%
How were people paid	1.4%	2.0%	2.2%	0.0%	0.0%	0.0%	0.0%	1.4%	1.7%	0.0%	1.3%	0.0%
Economic development	1.4%	1.0%	0.0%	0.0%	2.3%	5.7%	0.0%	2.9%	0.0%	0.0%	2.6%	0.0%
HR related	0.3%	0.0%	1.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	3.9%	0.0%

The following table shows the individually coded items that were grouped into the abovementioned themes.

Criteria to judge output	% respondents who mentioned	Criteria to judge output	% respondents who mentioned
Theme		Theme	
Inspection by experts	32.3%	Help provided to those in need	4.5%
The quality	13.9%	Services rendered	2.8%
Monitoring/inspecting each and every project done/supervision	10.8%	Number of food parcels distributed	0.7%
We use consultants to judge the quality of work	5.9%	Mentorship deployed on site	0.7%
Rely on technical person we have	1.7%	Number of orphans helped	0.3%
Effective skills development	26.4%	Relationship with community	4.5%
Training provided to people/number of people trained	19.8%	Community participation	1.7%
Whether the skills are utilized after the project is completed	6.6%	Response from the people we service	2.8%
Formal measures/systems	23.6%	Sustainability	2.4%
Set standards to a required level	9.7%	Sustainability	2.4%
Reporting system	5.2%	Number of projects	1.7%
Passing assessment tests	2.4%	We look at the number of complete projects	1.4%
The engineering criteria	1.7%	We look at the number of local municipality who receive projects	0.3%
If it was done on time	1.7%	How were people paid	1.4%
Performance management system	1.4%	Amount paid to labour	1.0%
SABS	0.7%	We use template to see if people were paid well and on time	0.3%
KPI	0.3%	Economic development	1.4%
Audit outcome	0.3%	Income/Sales of craft products	0.7%
Number of people employed	13.5%	How people pay back money	0.3%
Number of jobs created/people employed	10.4%	The growth of small contractors	0.3%
Whether it was labour intensive/we look at the labour they use	2.4%	HR related	1.0%
Job creation, specific mention	0.7%	Commitment of caregivers	0.3%
Not yet - still new	9.0%	Degree of absenteeism	0.3%
None/still new, still more concerned with the output	9.0%	Number of Disciplinary actions	0.3%

What are the key criteria for projects to be classified as EPWP compliant?



A wide range of other criteria were mentioned at very low frequencies:

- Ward committees to be involved
- Poverty alleviation
- The quality must be the same as for other approaches
- Funded by department
- Access to/of the poor
- Scope of what one wants to build
- People living with HIV are helped
- Complying with terms of providing reports
- Help orphans
- Employ disabled people

EPWP compliance is another important element of M&E in relation to implementation of the programme, and respondents were also asked to state what criteria they could recall.

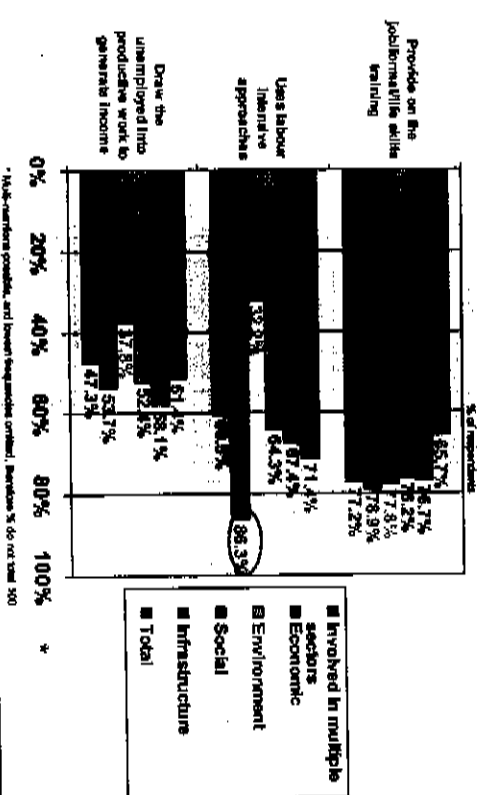
The graph here includes the most often mentioned criteria.

As might be expected from the results presented in the above discussion, skills development, labour intensive approaches and providing work for the unemployed (especially if they are women, the disabled or the youth) are the most key elements used to judge compliance.

- EPWP guidelines followed
- EPWP elements on the tender documents
- Social upliftment
- Set ourselves targets
- People employed at registered ECD sites
- Sustainability
- Long term projects
- Community based projects
- Provision of infrastructure

The following graphs present the main criteria for compliance as mentioned by the various key respondent groupings.

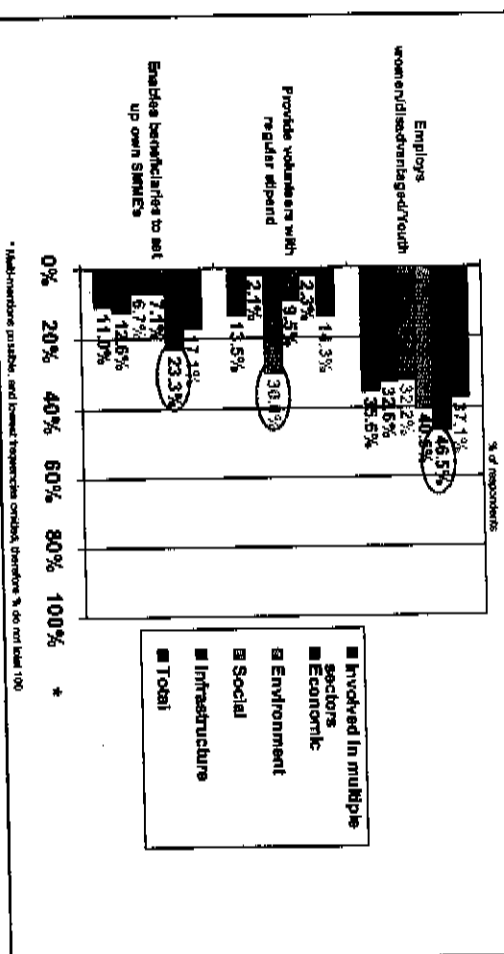
What are the key criteria for projects to be classified as EPWP compliant?



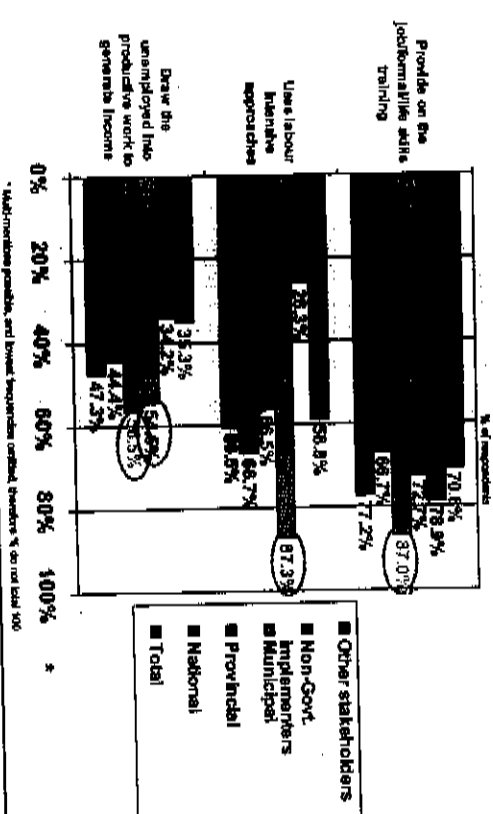
Also as might be expected, economic development is mentioned more often than average by respondents from the economic sector.

When sectors are compared, mentions of skills development are reasonably consistent. However, as might be expected, the use of labour intensive approaches is relatively more frequently mentioned by those in infrastructure, and less so in the social sector. The latter group is also relatively less likely to mention drawing the unemployed into work opportunities, but on the other hand the provision of a stipend to volunteers is relatively more important in this sector.

What are the key criteria for projects to be classified as EPWP compliant?



What are the key criteria for projects to be classified as EPWP compliant?



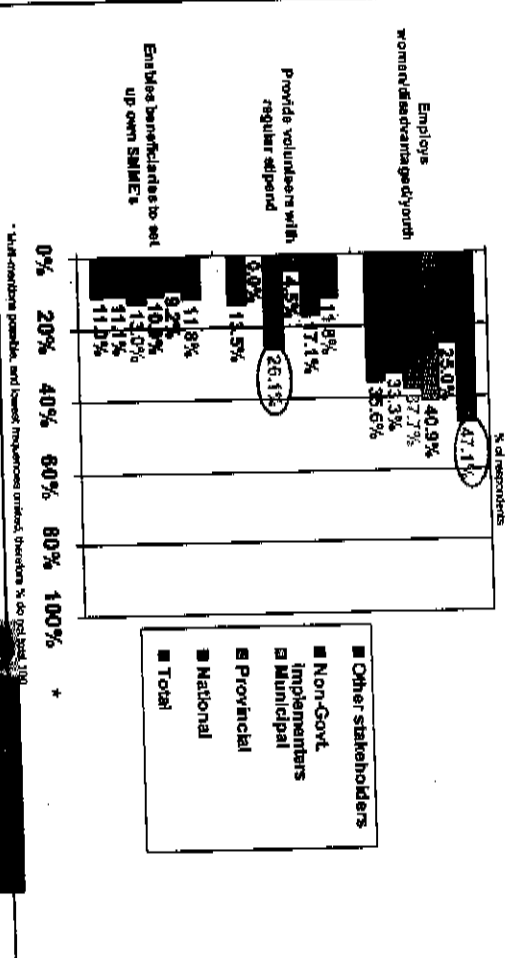
Other stakeholders are more likely than average to mention employment of women, the disabled and the youth.

The provincial focus on providing volunteers with a stipend is probably linked to the management of social sector EPWP projects at a provincial level.

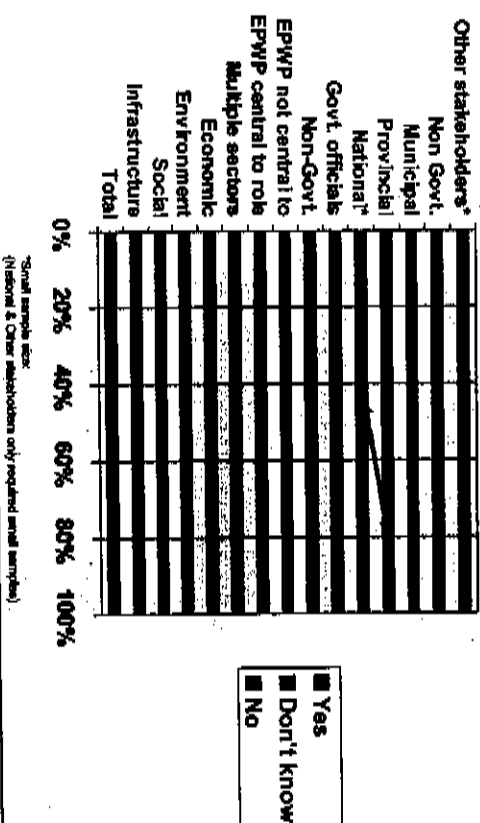
Skills development is relatively more important for respondents working at a provincial level, whilst labour intensive approaches seem to have far greater significance for municipal respondents.

Both provincial and municipal respondents are more likely to mention providing work for the unemployed compared to other respondents, whereas other stakeholders and non-government stakeholders are far less likely to mention this aspect.

What are the key criteria for projects to be classified as EPWP compliant?



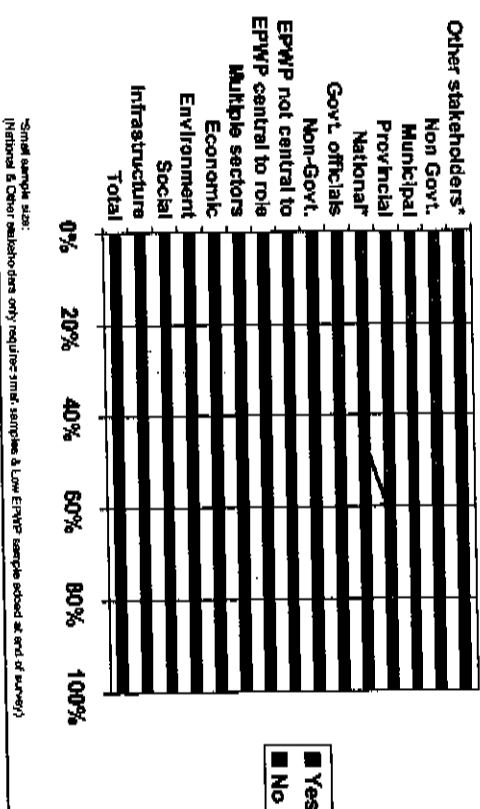
Are records kept of the beneficiaries who have participated in the EPWP?



It is interesting to note that the national respondents are far less sure whether records are being kept.

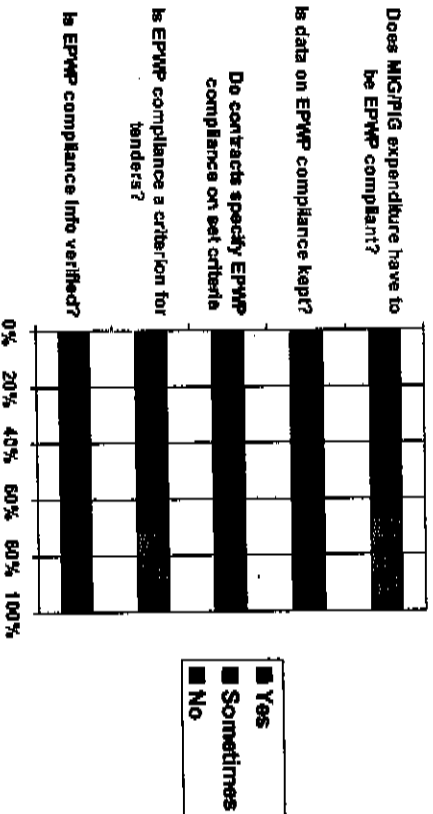
According to these respondents records of beneficiaries of the programme are generally being kept, and the majority of respondents state that they know who is responsible for this record keeping. It should be noted that this element of M&E should not be considered an unqualified strength – records are being kept, but as indicated at the beginning of this section, the systems for reporting could be more effective.

Do they know who keeps the records of the beneficiaries who have participated in the EPWP?



5.4.4 MIG / PIIG related elements (asked of infrastructure only)

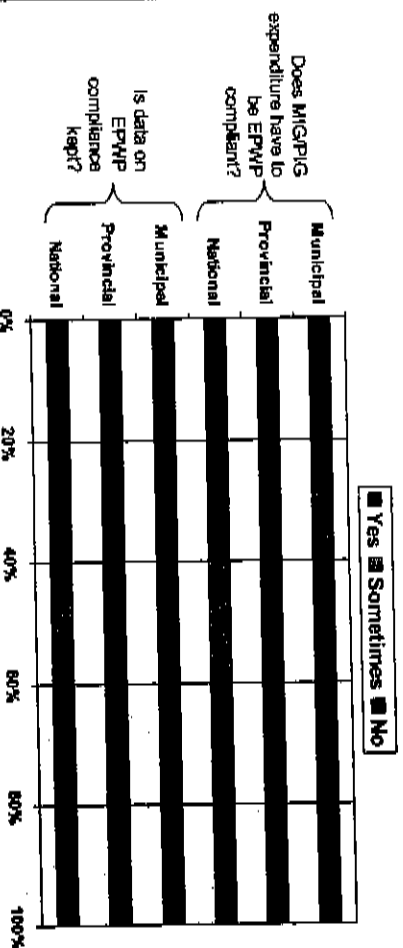
Asked of Infrastructure only ...



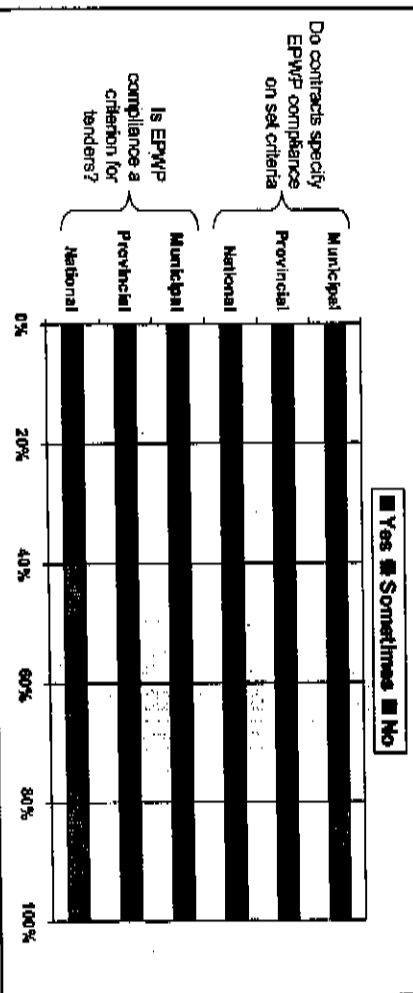
Questions relating to EPWP compliance for MIG and PIIG expenditure were asked of infrastructure respondents. As the graph shows there is a moderate level of specification along EPWP criteria.

The following graphs present responses to these questions split by national, provincial and municipal spheres.

Asked of Infrastructure only ...

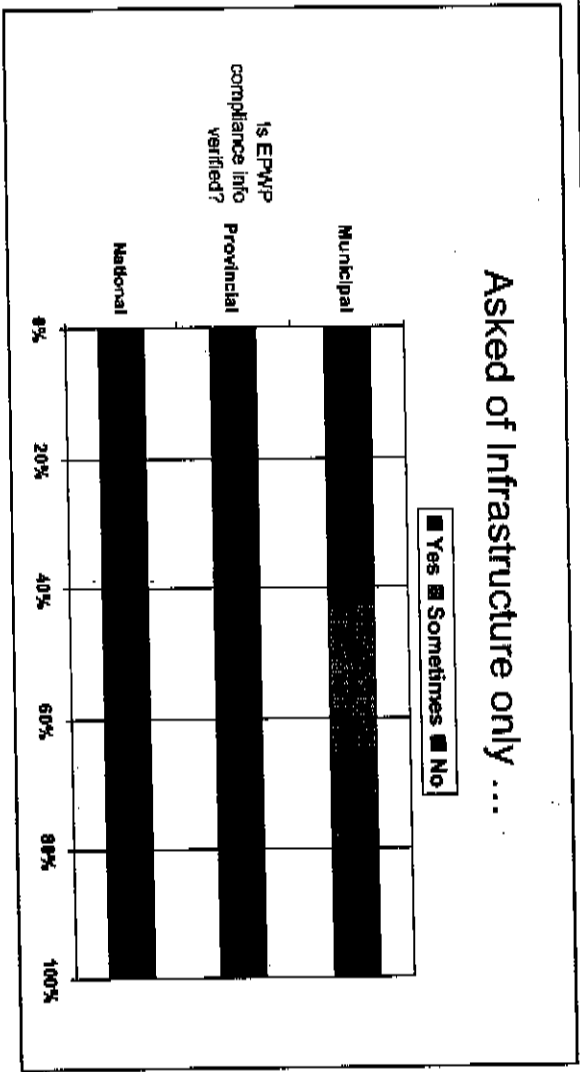


Asked of Infrastructure only ...



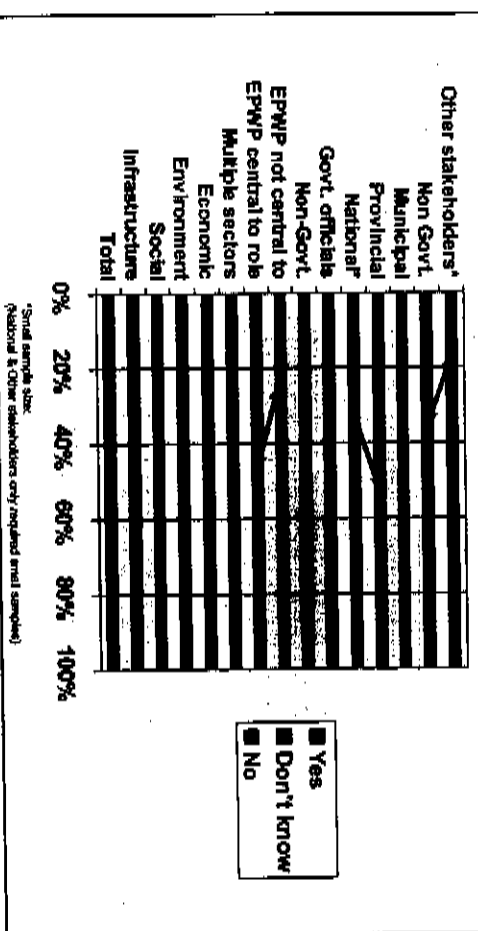
Although generally quite positive on the other elements, municipal respondents reveal that the compliance criteria that are specified are not always actually verified.

Asked of Infrastructure only ...



5.4.5 Areas of improvement noted since EPWP implementation began

Are they aware of any improvements that have been made to EPWP since it began?



The majority of respondents have not really noted any improvements in implementation since the programme began. This is to be expected – in a programme of such a scale, the approximately 2 ½ years of implementation can be considered to be “only just getting up to steam”.

An exception to the trend in the sample overall is observed in the provincial sphere, and amongst those for whom EPWP is central, where relatively more respondents have noticed improvements.

The following table presents the type of improvements noted by the 40% who answered in the affirmative to this question. This was an open ended question and the full range of individually coded items have been grouped thematically to aid comprehension.

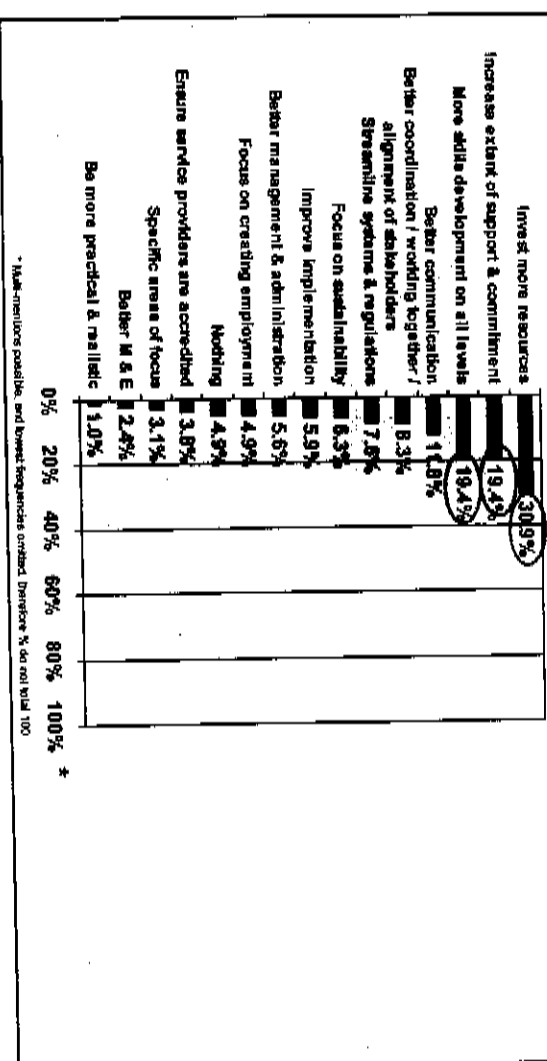
What improvements have been noted	Total	Infra-structure	Social	Environment	Economic	Involved in multiple sectors	National	Provincial	Municipal	Low EPWP Municipality	Non-Govt. Implementers	Other stakeholders
Skills transfer	38.3%	25.7%	41.0%	57.1%	28.6%	26.7%	100.0%	37.2%	20.6%	0.0%	\$11.7%	20.0%
Output quality improved	19.1%	25.7%	12.8%	28.6%	14.3%	20.0%	25.0%	18.6%	23.5%	0.0%	13.8%	20.0%
Creating employment	17.4%	22.9%	7.7%	23.8%	21.4%	33.3%	25.0%	16.3%	20.6%	0.0%	17.2%	0.0%
Better coordination	13.9%	14.3%	12.8%	14.3%	14.3%	20.0%	0.0%	11.6%	14.7%	0.0%	17.2%	20.0%
Communication	11.3%	8.6%	15.4%	9.5%	7.1%	20.0%	0.0%	7.0%	14.7%	0.0%	13.8%	20.0%
Channeling benefits to community	9.6%	2.9%	12.8%	14.3%	14.3%	0.0%	0.0%	4.7%	8.6%	0.0%	17.2%	20.0%
Better implementation	7.8%	11.4%	7.7%	4.8%	7.1%	0.0%	25.0%	16.3%	5.9%	0.0%	0.0%	0.0%
Planning & focus	7.8%	5.7%	12.8%	4.8%	7.1%	0.0%	0.0%	11.6%	2.9%	0.0%	6.9%	0.0%
M&E & reporting	3.5%	2.9%	5.1%	9.5%	0.0%	6.7%	0.0%	4.7%	2.9%	0.0%	3.4%	0.0%

The following table shows the individually coded items that were grouped into the abovementioned themes:

Theme	% respondents who mentioned	Theme	% respondents who mentioned
Skills transfer	36.3%	Channelling benefits to community	9.6%
Provision of skills	29.6%	More money is spent locally	0.9%
Accredited training	5.2%	Increased stipend	2.6%
People are finding employment after EPWP	3.5%	Feeding schemes	0.9%
Output quality	19.1%	More involved in child headed families	0.9%
Schools have been built	2.6%	Development of community facilities	1.7%
Programme has expanded: - Programme is now focusing on other areas	12.2%	Increase in employment of disabled	1.7%
Improvement in quality: Quality of the work has improved	3.5%	Managed to build more relationships with the communities	0.9%
The environment is cleaner	0.9%	Better implementation	7.8%
Creating employment	17.4%	Employed more people to help: Consultant have been employed	3.5%
Created jobs: Reduced poverty/creation of jobs the way we employ	14.8%	Implementation	2.6%
More labour intensive/labour intensive	2.6%	Better service delivery	1.7%
Better coordination	13.9%	Planning & focus	7.8%
Streamlining processes	0.9%	We are writing a business plan	0.9%
Co ordination of the programme	7.0%	We have increased our target and we are meeting that target	0.9%
In terms of incorporating it into MKG	0.9%	Correct funding/funding: Funds have been allocated at the right amount	4.3%
The support for EPWP role-players	3.5%	Leadership	1.7%
Contracts	1.7%	M&E & reporting	3.5%
Communication	11.3%	Reporting template is improved and very effective	2.6%
Departmental staff get guidelines	1.7%	Monitoring and evaluation	0.9%
Awareness is better, objectives are better understood	5.2%		
There is more communication between LMs and Provincial level	4.3%		

5.4.6 Areas of improvement suggested for EPWP implementation

What improvements do you suggest for EPWP? (Individual answer codes grouped thematically)



The following table shows the individually coded items that were grouped into the abovementioned themes:

Respondents were asked to outline the kind of improvements that were recommended to improve EPWP implementation in the future and a very wide range of responses were gathered. These were coded in detail and then regrouped into themes as shown alongside.

Increased investment in the programme – both on hard (e.g. resources) and soft (e.g. commitment and communication) elements – is strongly advocated in resources.

Suggested improvements	% respondents who mentioned	Suggested improvements	% respondents who mentioned
Invest more resources	30.9%	Focus on sustainability	6.3%
Funds/bigger budget	19.8%	Sustainability/More money put into it to ensure sustainability	2.8%
Better office equipment	0.3%	Create sustainable jobs/jobs should be permanent	3.5%
Improve facilities	0.3%	Improve implementation	5.8%
Employ more people for EPWP	10.4%	Meeting targets on time/line time spent on the project	1.0%
Increase extent of support & commitment	19.4%	Implementation should be improved	3.5%
More publicity: Create awareness of/it to propagate it will	10.1%	Identifying best projects for communities	1.0%
Politicians should be involved to convince people	3.1%	Should not be run like pilot projects	0.3%
Participation from provincial stakeholders	2.1%	Better management & administration	5.8%
Municipalities would participate more on projects/more municipalities	1.4%	Improve management system/look at supply chain management	3.1%
Give local municipalities adequate support, provincial authorities should support municipal	2.1%	Administration	0.7%
Public works should be more involved	0.3%	Pay their labour on time	1.7%
LIBSA should assist in the strategic planning of EPWP	0.3%	Focus on creating employment	4.9%
More skills development on all levels	19.4%	All projects should be done using labour intensive method	0.3%
More training/skills	14.9%	Seta should employ youth that have been trained	0.3%
Training of staff: Continuous training for department staff	3.5%	Increase the number of projects to increase employment	2.8%
Role-players sharpened	1.0%	Better exit strategy for those who have acquired skills, creating enabling environment	1.4%
Better communication	11.8%	Ensure service providers are accredited	3.8%
Communication/communication needs to be more structured	11.1%	We need to ensure that service providers are EPWP compliant	2.1%
Need more information	0.3%	Training should be accredited/service providers should get accredited	1.7%
Clear guidelines needed at the beginning	0.3%	Specific areas of focus	3.1%

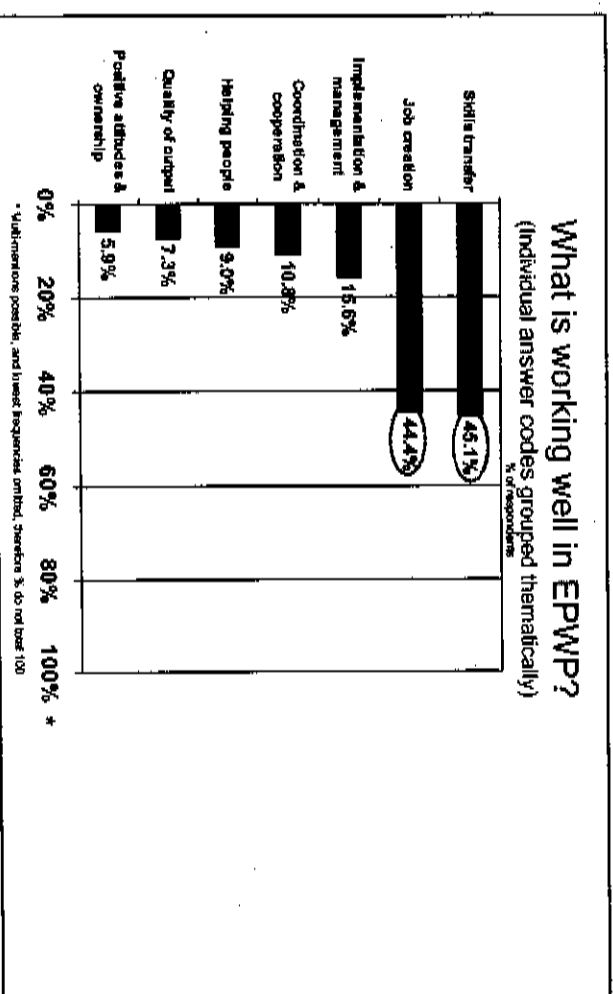
Suggested Improvements Theme	% respondents who mentioned	Suggested improvements Theme	% respondents who mentioned
Better coordination / working together / alignment of stakeholders	6.3%	Still not implemented in rural areas	0.7%
Need monthly meetings and monthly site visits	1.0%	Agricultural programmes	0.3%
Municipal managers should be involved in EPWP monthly meetings	0.3%	Focus on construction	0.3%
Should be an update for all projects done	0.3%	Should be re launched concentrating on sectors that are not doing well	0.3%
Better coordination. Coordination of the programme amongst role players	3.5%	Look at gender issues, putting women in top positions	0.3%
Align programmes with local municipalities, provincial and national	0.7%	Concentrate more on economic growth	0.3%
Make it part of the MIG programme not separate	0.7%	Create employment for people with disabilities	0.7%
Linkages between municipalities and agencies	0.7%	Better M & E	2.4%
Consultation	0.7%	Quality / quantity of jobs should be improved	1.0%
Commitment, if we can work together as a team	0.3%	Better monitoring of projects	0.7%
Streamline systems & regulations	7.6%	They should have a policy	0.7%
Rules must be amended	0.3%	Be more practical & realistic	1.0%
Speed up processes to make EPWP effective	1.4%	Better planning	0.3%
Reduce red tape	1.0%	Certain jobs should be labour intensive and certain jobs use machines too	0.3%
Reporting should be improved / simpler, forms simpler	4.5%	Give the programme enough time	0.3%
System to check quality should be improved	0.3%		

A comparison of the most frequently mentioned improvement areas by key respondent groups is presented in the table that follows:

Suggested Improvements	Total	Infra-structure	Social	Environment	Economic	Involved in multiple sectors	National	Provincial	Municipal	Low EPWP Implementers	Non-Govt. Implementers	Other stakeholders
Invest more resources	30.9%	31.6%	26.4%	40.9%	20.5%	31.4%	44.4%	42.0%	30.2%	20.0%	23.7%	16.7%
More skills development on all levels	19.4%	22.4%	19.8%	13.6%	20.5%	17.2%	22.2%	8.7%	21.6%	20.0%	27.6%	11.1%
Increase extent of support & commitment	19.4%	13.3%	19.8%	34.1%	22.7%	22.1%	33.3%	23.2%	15.5%	86.0%	22.4%	11.1%
Better communication	11.8%	7.1%	17.6%	6.8%	15.9%	8.6%	0.0%	4.3%	12.9%	0.0%	17.1%	16.7%
Better coordination / working together / alignment of stakeholders	8.3%	9.2%	4.4%	13.6%	11.4%	9.3%	11.1%	10.1%	9.5%	0.0%	5.3%	5.6%
Streamline systems & regulations	7.6%	9.2%	9.9%	0.0%	9.1%	5.4%	0.0%	4.3%	6.9%	0.0%	11.8%	11.1%
Focus on sustainability	6.3%	9.2%	0.0%	11.4%	2.3%	8.6%	0.0%	7.2%	6.0%	10.0%	7.9%	5.6%
Improve implementation	5.9%	2.0%	8.8%	13.6%	4.5%	0.0%	0.0%	10.1%	6.0%	10.0%	2.6%	5.6%
Better management & administration	5.6%	4.1%	6.6%	11.4%	2.3%	5.4%	0.0%	8.7%	3.4%	10.0%	6.6%	5.6%
Focus on creating employment	4.9%	2.0%	6.6%	8.8%	4.5%	5.4%	11.1%	8.7%	3.4%	0.0%	5.3%	0.0%
Nothing	4.9%	7.1%	6.6%	0.0%	2.3%	0.0%	0.0%	0.0%	2.6%	0.0%	7.9%	22.2%
Ensure service providers are accredited	3.8%	3.1%	6.6%	4.5%	4.5%	5.4%	0.0%	10.1%	3.4%	0.0%	1.3%	0.0%
Specific areas of focus	3.1%	2.0%	0.0%	4.5%	6.8%	5.7%	11.1%	2.9%	2.6%	20.0%	2.6%	5.6%
Better M & E	2.4%	3.1%	3.3%	2.3%	2.3%	11.4%	0.0%	4.3%	0.9%	0.0%	1.3%	11.1%
Be more practical & realistic	1.0%	1.0%	2.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.9%	0.0%	1.3%	5.6%

5.5 Perceptions regarding effectiveness

5.5.1 Overall perceptions of what is and is not working well in the EPWP



The following table shows the individually coded items that were grouped into the abovementioned themes:

Respondents were asked to list what they thought was and was not working well, in an open-ended format. The individually coded items have been grouped and are shown alongside.

The main areas mentioned as working well relate to output - skills transfer and job creation are both areas that are mentioned by significant proportions of respondents.

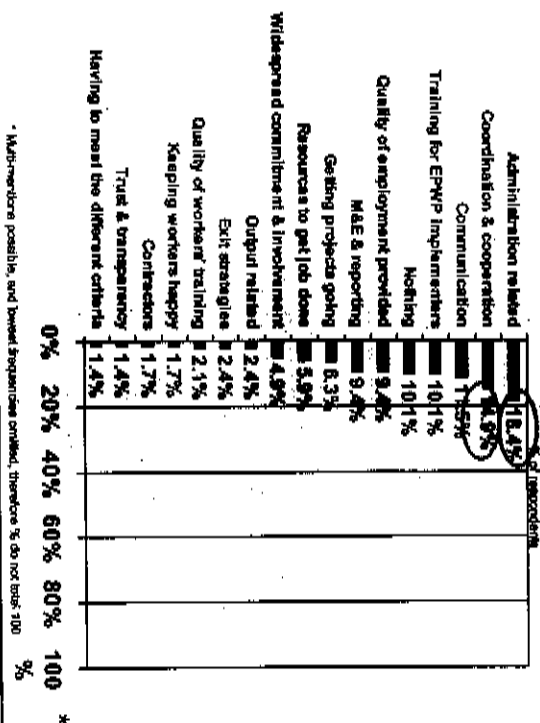
What is working well	% respondents who mentioned	What is working well	% respondents who mentioned
Theme		Theme	
Skills transfer	45.1%	Helping people	9.0%
Training skills transfer/skills/providing training	41.0%	Helping the community	2.1%
Giving youth skills	2.1%	We support people mentally when they are sick	0.3%
Giving women skills	1.0%	Helping people	1.4%
Skills for the disabled	0.7%	Auxiliary social work is working well	0.3%
Exit Strategies	0.3%	Critical things that have been ignored are addressed	0.3%
Job creation	44.4%	Poverty alleviation/alleviation of poverty	3.1%
Job creation	40.0%	Intervention and improvement of local businesses	0.3%
Employs local labour	2.1%	Food distribution	1.0%
Labour intensive methods is working well	1.4%	Quality of output	7.3%
Implementation & management	15.6%	Quality	1.4%
Implementation of the projects	6.6%	Providing better infrastructure to the community that were	0.7%
Completion of the projects	0.3%	Empowering disadvantaged groups/empowerment	1.4%
Administration is good	1.0%	Roads Projects	1.0%
Deadlines are met	0.3%	Infrastructure	0.3%
The law is very practical	0.3%	Water projects	1.4%
Management system	3.5%	Clearing of alien vegetation	5.9%
Money is well spent	1.0%	Positive attitudes & ownership	1.4%
Evaluation process	2.1%	Willingness to do the job	0.7%
Guidelines to meet their objectives/policies	10.6%	People are volunteering	1.4%
Coordination & cooperation	2.8%	Intention of the ideas it has are great	0.7%
Coordination	2.4%	Mentorship	0.7%
Communication	2.4%	Creates ownership	0.3%
Cooperation of provincial and local government/cooperation a	2.4%	The confidence it gives	

What is working well Theme	% respondents who mentioned	What is working well Theme	% respondents who mentioned
Guidance from National level	0.7%	More community involvement	0.7%
Marketing project	1.4%		

A comparison of the most frequently mentioned areas considered to be working well by key respondent groups is presented in the table that follows:

What is working well	Total	Infra-structure	Social	Environment	Economic	Involved in multiple sectors	National	Provincial	Municipal	Non-Govt. implementers	Other stake-holders
Skills transfer	45.1%	53.1%	39.6%	29.5%	50.0%	51.4%	55.6%	46.4%	48.3%	36.8%	44.4%
Job creation	44.4%	56.1%	35.2%	54.5%	52.3%	42.9%	66.7%	47.8%	50.0%	36.8%	27.8%
Implementation & management	15.6%	11.2%	24.2%	25.0%	6.8%	2.9%	33.3%	18.8%	12.1%	13.2%	16.7%
Coordination & cooperation	10.8%	6.1%	17.6%	15.9%	9.1%	0.0%	0.0%	17.4%	3.4%	14.5%	22.2%
Helping people	9.0%	3.1%	15.4%	2.3%	15.9%	5.7%	0.0%	7.2%	5.2%	16.4%	5.6%
Quality of output	7.3%	9.2%	4.4%	11.4%	6.8%	8.6%	22.2%	2.9%	10.3%	3.9%	11.1%
Positive attitudes & ownership	5.9%	6.1%	6.6%	0.0%	0.0%	14.3%	0.0%	7.2%	6.0%	5.3%	5.6%

What is not working well in EPWMP? (individual answer codes grouped thematically)



The key problem areas mentioned relate more to practical implementation than output. Areas such as administration, coordination, communication and training of implementers are all especially important areas for consideration here.

The following table shows the individually coded items that were grouped into the abovementioned themes:

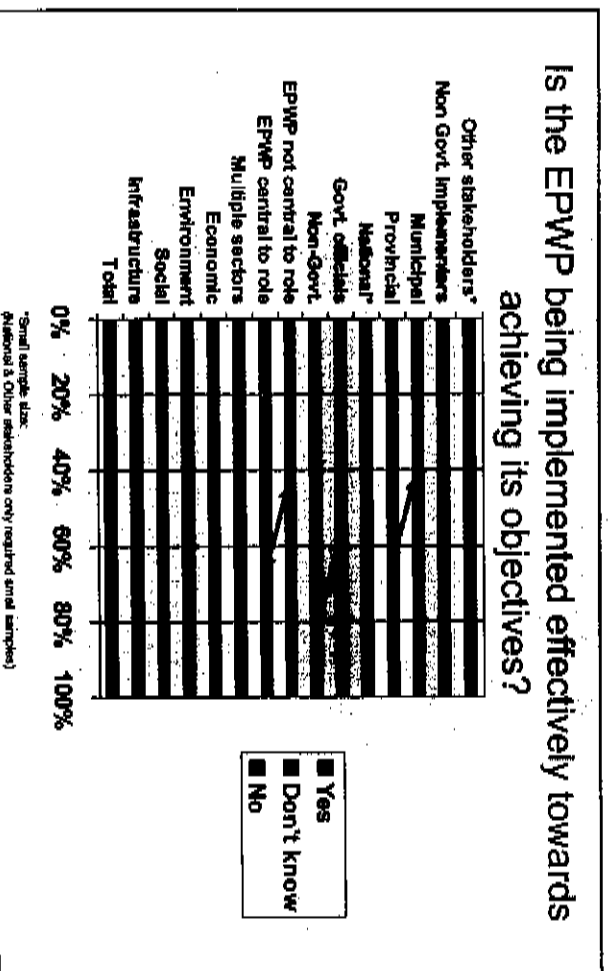
What is not working well	% respondents who mentioned	What is not working well	% respondents who mentioned
Theme		Theme	
Administration related			
Funding	18.4%	Resources to get job done	5.9%
Late payment/no payment	10.4%	Not enough staff/human capacity/need to employ people for EP	5.6%
Awarding tender to contractors	5.2%	The lack of resources at other municipalities	0.3%
Procurement process	0.3%	Getting widespread commitment & involvement	4.9%
Approval process	1.0%	The absence of commitment/some municipalities are not committed	3.5%
Specification of programme is unrealistic	0.3%	Legislation to force people to deliver	0.3%
Provincial administration	0.3%	Municipalities are not effectively involved	0.3%
Every year the money is under spent	0.3%	Other sectors should be active	0.3%
Coordination & cooperation		Women are not involved, they should be more involved	0.3%
Coordination of the stakeholders/general coordination	14.9%	Exit strategies	2.4%
Slow implementation/slow pace/not completed on time	6.9%	Exit strategy	1.4%
Project management is not working well, they are not hands on	5.6%	Placement of people that have been skilled	1.0%
Integration with other services has to improve/integration	1.4%	Quality of workers' training	2.1%
Interference	0.7%	Quality of the training/quality of the skills	1.0%
Communication		Training should be accredited	1.0%
Poor communication at various levels	0.3%	Output related	2.4%
Rules are not clearly defined/lack of policy	11.5%	Sometimes the quality is undermined	1.7%
Manuals are not good	8.3%	Economic sector is not doing well	0.3%
There is less exposure of EPWP to people	0.3%	It is failing to establish SMEs	0.3%
Training for EPWP implementers		Having to meet the different criteria	1.4%
More training is needed	2.1%	The issue of having to involve people with a disability	0.3%
People who work in this programme do not understand how it works	18.1%	Criteria that require 60% of women to be involved	0.3%
	6.9%	69 days is not working well	0.3%
	3.1%		

What is not working well Theme	% respondents who mentioned	What is not working well Theme	% respondents who mentioned
EPWP people should be trained	0.0%	Want to force one into doing labour work when machines are needed	0.3%
M&E & reporting	9.4%	Contractors	1.7%
Reporting back/reporting is not working well/reporting systems	5.2%	Contractors/service providers not accredited	1.4%
Too much paper work	2.1%	Contractors	0.3%
Monitoring the projects/monitoring of projects during and after	1.7%	Keeping workers happy	1.7%
Evaluation	0.3%	The issue of rates of remuneration	1.4%
Quality of employment provided	9.4%	The demands of the volunteers	0.3%
Jobs are temporary	7.6%	Trust & transparency	1.4%
Not providing enough jobs	1.7%	Transparency of the contracts, we need a proper explanation	0.3%
Getting projects going	6.3%	Empty promises	0.7%
Projects are coming in slowly	1.0%	Nepotism	0.3%
Planning of projects	1.0%		
The implementation	3.5%		
Time is not always there	0.7%		

A comparison of the most frequently mentioned areas considered to be not working well by key respondent groups is presented in the table that follows:

What is not working well	Total	Infra-structure	Social	Environment	Economic	In multiple sectors	National	Provincial	Municipal	Low EPWP Municipality	Non-Govt implementers	Other stakeholders
Administration related	18.4%	21.4%	15.4%	23.3%	13.6%	11.4%	22.2%	17.4%	20.7%	0.0%	18.4%	5.6%
Coordination & cooperation	14.9%	19.4%	12.1%	9.1%	18.2%	20.0%	11.1%	10.1%	23.3%	0.0%	5.3%	22.2%
Communication	11.5%	9.2%	11.0%	11.4%	13.6%	14.3%	0.0%	20.3%	7.8%	0.0%	15.8%	0.0%
Nothing	10.1%	7.1%	20.9%	0.0%	9.1%	8.6%	11.1%	4.3%	4.3%		23.7%	11.1%
Training for EPWP implementers	10.1%	11.2%	12.1%	9.1%	4.5%	8.6%	33.3%	8.7%	6.9%	0.0%	13.2%	11.1%
M&E & reporting	9.4%	7.1%	14.3%	2.3%	11.4%	5.7%	0.0%	10.1%	9.5%	0.0%	9.2%	11.1%
Quality of employment provided	9.4%	12.2%	5.5%	13.6%	9.1%	10.3%	11.1%	7.2%	12.1%	0.0%	7.9%	11.1%
Getting projects going	6.3%	4.1%	8.8%	4.5%	6.8%	2.9%	11.1%	8.7%	2.6%	0.0%	3.9%	22.2%
Resources to get job done	5.9%	6.1%	5.5%	4.5%	4.5%	8.6%	0.0%	7.2%	6.9%	0.0%	2.6%	11.1%
Getting widespread commitment & involvement	4.9%	8.2%	1.1%	2.3%	4.5%	5.2%	0.0%	8.7%	3.4%	0.0%	5.3%	0.0%
Output related	2.4%	3.1%	2.2%	2.3%	2.3%	8.6%	0.0%	1.4%	3.4%	0.0%	0.0%	11.1%
Exit strategies	2.4%	0.0%	0.0%	9.1%	4.5%	2.9%	11.1%	5.8%	0.9%	0.0%	1.3%	0.0%
Quality of workers' training	2.1%	1.0%	1.1%	2.3%	4.5%	2.9%	0.0%	2.9%	3.4%	0.0%	0.0%	0.0%
Contractors	1.7%	0.0%	3.3%	2.3%	4.5%	0.0%	0.0%	7.2%	0.0%	0.0%	0.0%	0.0%
Keeping workers happy	1.7%	0.0%	3.3%	2.3%	2.3%	0.0%	0.0%	2.9%	0.0%	0.0%	3.9%	0.0%
Having to meet the different criteria	1.4%	2.0%	1.1%	0.0%	2.3%	1.0%	0.0%	0.0%	1.7%	0.0%	1.3%	5.6%
Trust & transparency	1.4%	0.0%	3.3%	2.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	5.3%	0.0%

5.5.2 Perceptions of the effectiveness of the EPWP in relation to specific criteria

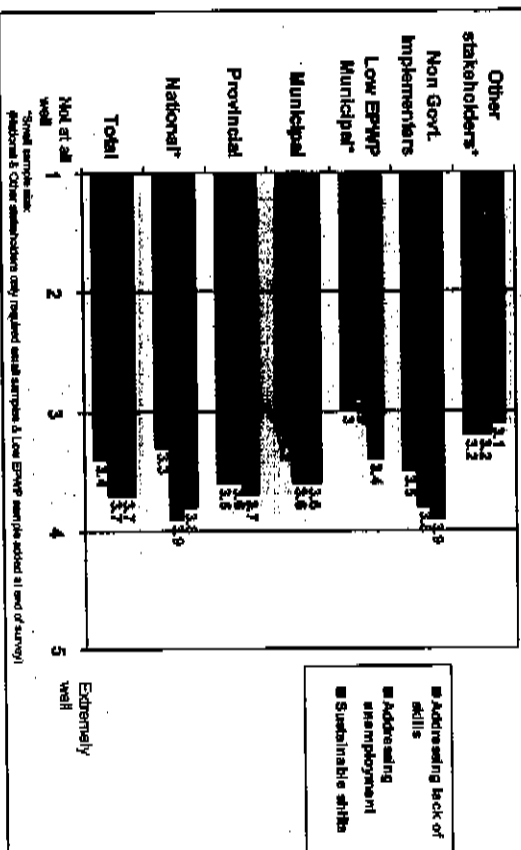


On the whole, respondents tend to believe that the programme is being implemented effectively, with 72% answering in the affirmative.

Government officials, and those for whom EPWP is central to their role are notably more positive than average.

Municipal respondents however, are rather less positive on this element.

How effectively is EPWP performing?

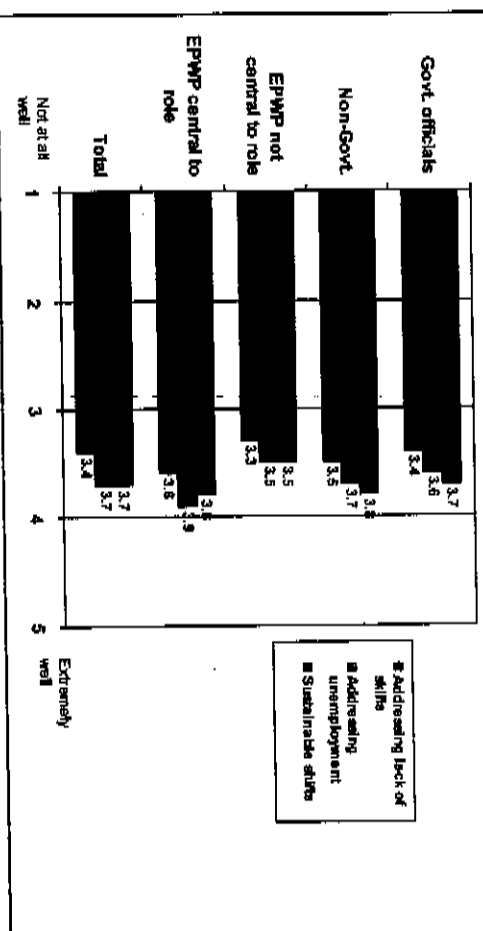


Respondents for whom EPWP work is considered to be central are slightly more positive than others on all three elements.

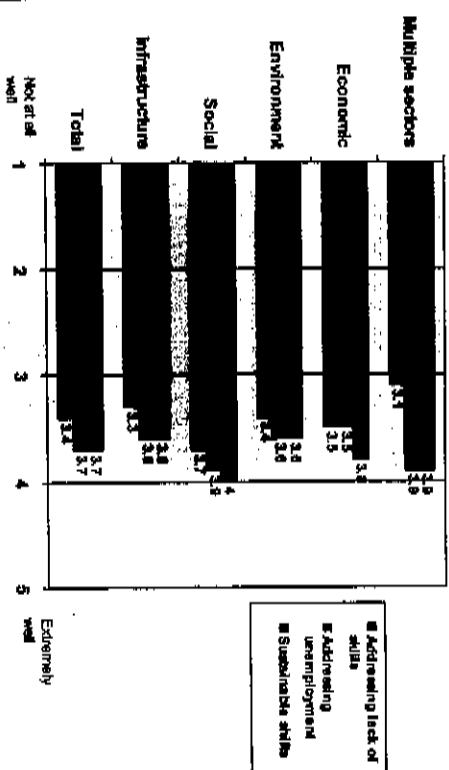
Respondents were asked about the effectiveness of EPWP performance specifically in relation to skills development, addressing unemployment and sustainability.

Average ratings sit only just above the neutral point of 3/5, with the first two elements tending to be rated slightly better than the last one.

How effectively is EPWP performing?

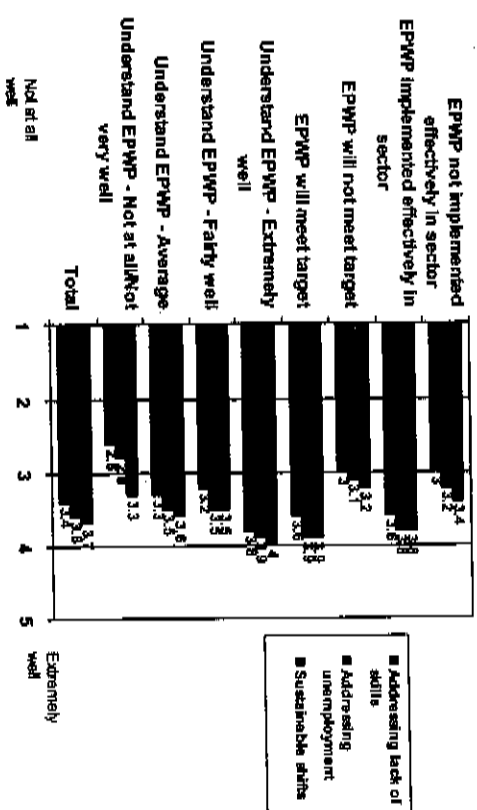


How effectively is EPWP performing?



Major differences are not noted when sectors are compared.

How effectively is EPWP performing?

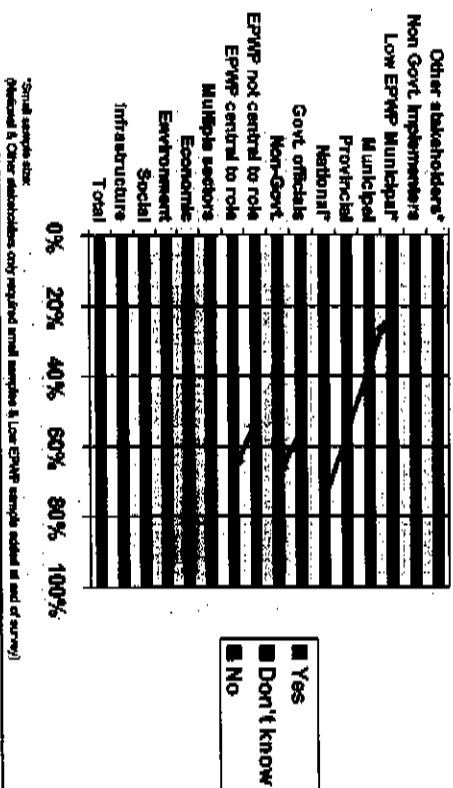


Responses to these items have been cross analysed with some other attitudinal questions included in the survey.

Respondents who believe implementation is effective in their sector, and who believe that the programme will meet its main target tend to rate performance better than their counterparts.

Interestingly the better respondents feel they understand the EPWP, the more effective they consider the programme to be.

Do they think the EPWP target of "creating additional work opportunities for a minimum of one million people in SA between 2004 & 2009 will be met?"



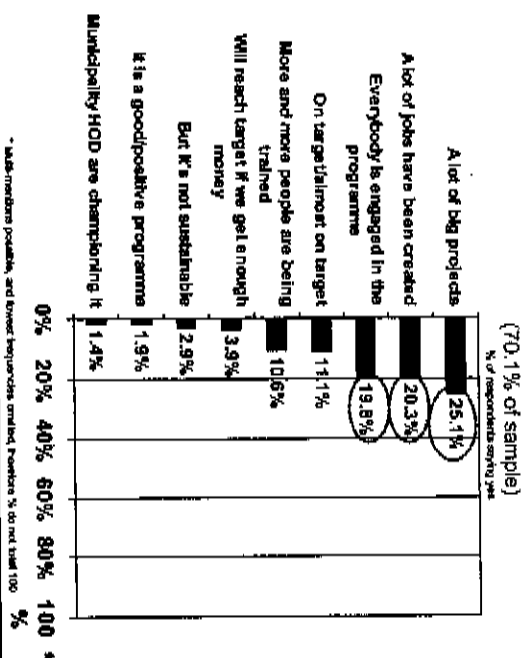
The main reasons for believing that the target will be met relate to a sense of the scale of implementation already underway.

Just over two thirds (70%) of the sample believes that the target of work opportunities for one million people will be met, with the notable exception coming from municipalities with low EPWP involvement.

There is a gradual increase in the levels of positive attitude when municipal, provincial and national respondents are considered.

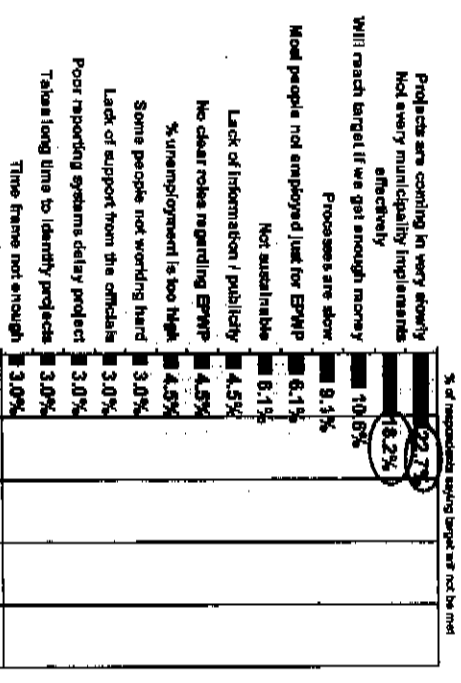
Interestingly, non-governmental respondents are more optimistic compared to government officials. Within the latter group, those considering their EPWP work to be core are more positive than those who do not.

If you think the target will be met, why?



If you do not think the target will be met, why not?

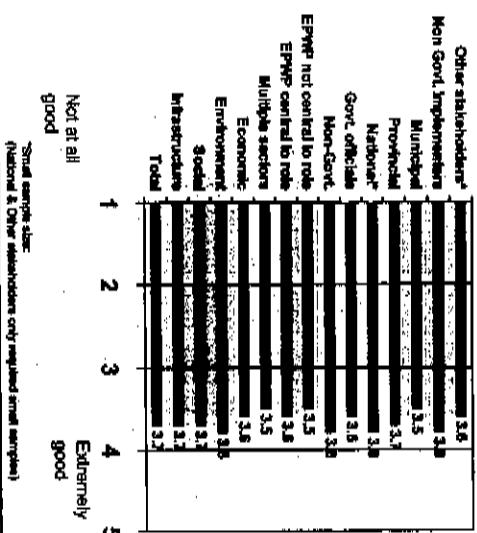
(21.9% of sample)



* Multi-mentions possible, and lowest frequencies omitted; therefore % do not total 100 %

A slow pace for projects to be implemented, and awareness that all municipalities are not equally effective are the key reasons for a lack of optimism regarding this target.

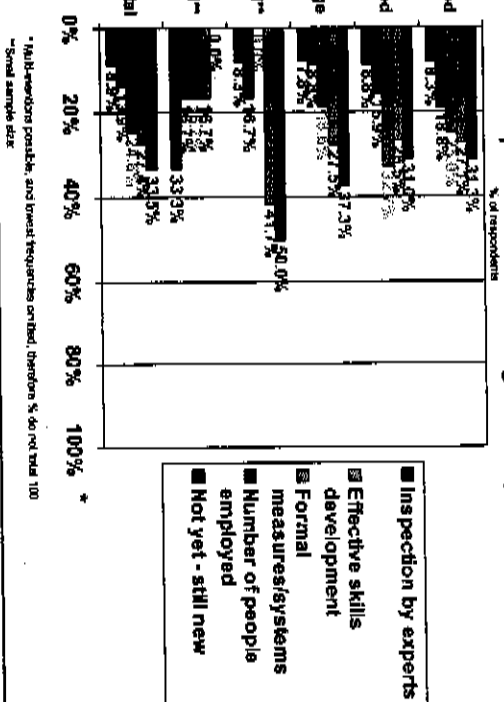
How do they rate the quality of EPWP outputs?



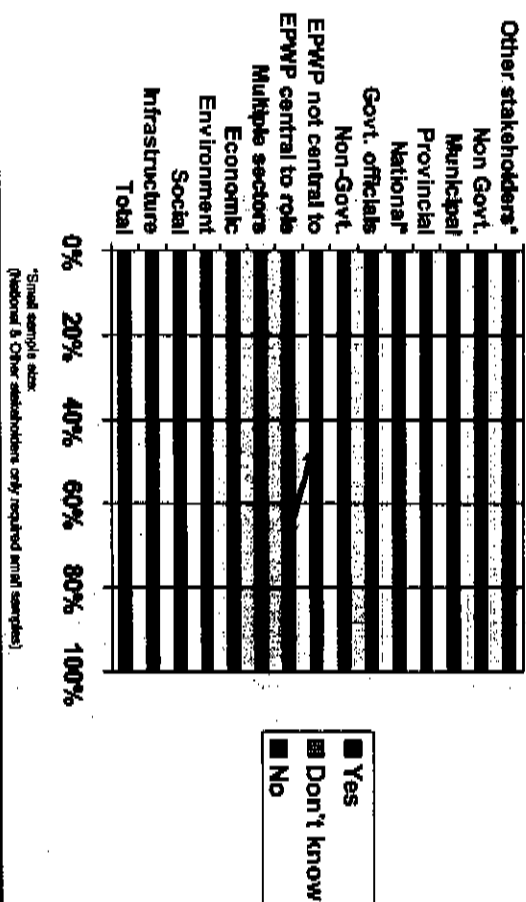
The current quality of output is considered to be fairly good by most respondents, with very little variation observed between types of respondent.

Ratings of quality of output have been cross analysed against the criteria used for judging quality and the results are shown in the graph below. The opinion of experts and evidence of skills development tend to be mentioned more often by those rating the output negatively.

Criteria used to judge the quality of EPWP output compared with rating of output



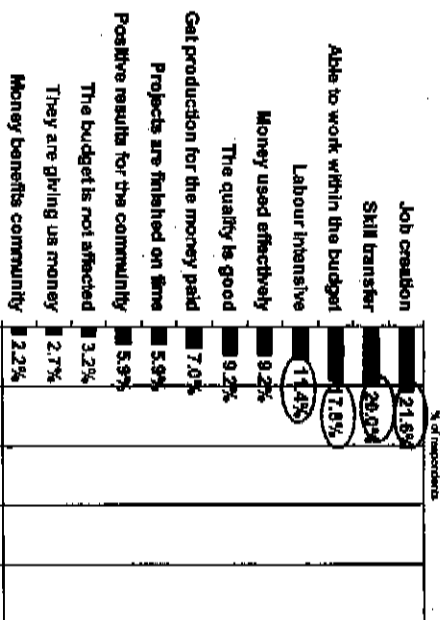
Overall, do they think EPWP is cost effective?



Nearly two thirds (64%) of the sample consider the EPWP to be cost effective, but national respondents and those working in multiple sectors or the environmental sector are relatively less positive.

Again government officials for whom EPWP work is core are more positive than those who do not.

If yes, why is it cost effective? (63.9% of sample)



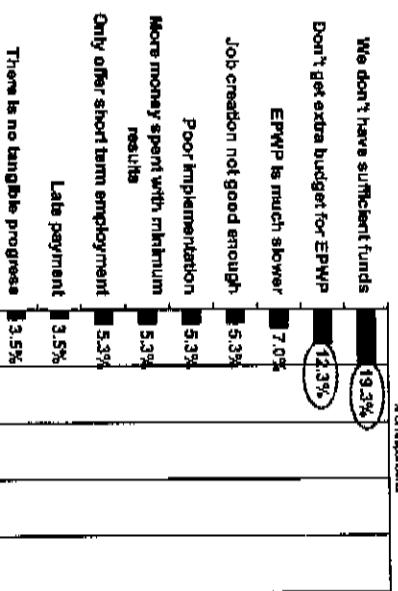
* Multi-responses possible, and several frequencies entered; therefore % do not total 100

Many of the respondents considering the EPWP to not be cost effective cite the lack of adequate funding to be the main reason. Weak implementation is also a consideration, in terms of such elements as slow timing, insufficient job creation and minimum results for the money spent.

The most common reasons for considering the EPWP to be cost effective centre on the resulting benefits of job creation / labour intensive methods, and skills transfer.

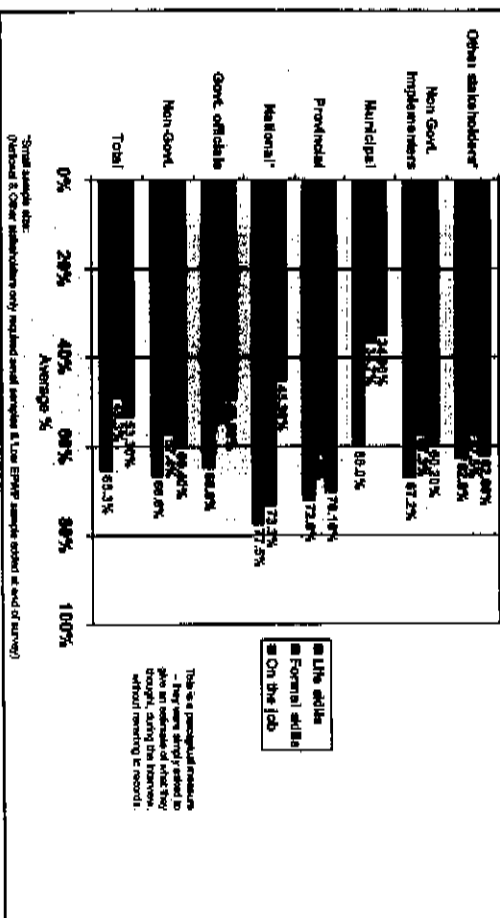
It is interesting to note that a sizeable proportion of respondents consider simply being able to work within the budget as a reason for considering the programme to be cost effective.

If not, why is it not cost effective? (19.4% of sample)



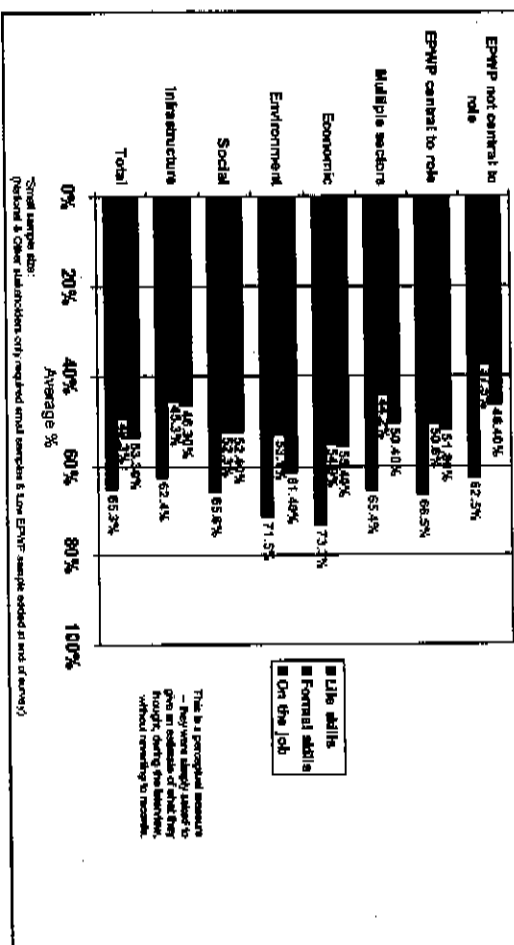
* Multi-responses possible, and several frequencies entered; therefore % do not total 100

What percentage of workers do they estimate receive training?

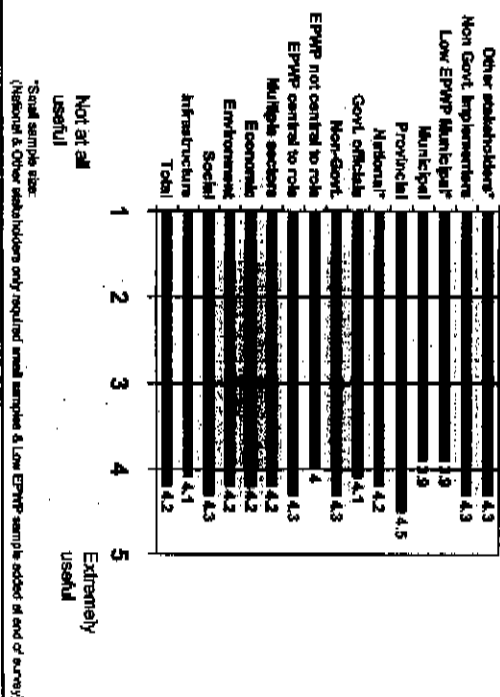


It is of concern that the effective delivery of training does not appear to be the norm. On average only 65% of beneficiaries get on the job training and the percentages drop to 53% and 49% for life skills and formal skills. Given that transfer of skills has been considered to be one of the key objectives of the programme, it would be expected that nearly all beneficiaries at least get on the job training.

What percentage of workers do they estimate receive training?



How useful is the training given to EPWP beneficiaries in their sector?



Although provision of training is not 100%, respondents do rate the quality of the training quite well, and believe that it improves future employment prospects for beneficiaries.

Do they believe that the training given improves the beneficiaries' future employment prospects?

