POLICY MONITORING AND EVALUATION FOR THE EXTENDED PUBLIC WORKS PROGRAMME WITHIN THE LOCAL GOVERNMENT ENVIRONMENT

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A Thesis submitted in fulfilment of the requirements for the degree of *Doctor of Philosophy in Programme Monitoring and Evaluation studies* within the local government environment in the Faculty of Commerce and Administration in the Mafikeng Campus of the North West University, Republic of South Africa

Promoter: Professor J B van Lill

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Abstract

Provision of basic services has been the national government's imperative since inception of the democratic South Africa in 1994. As such, Chapter 2 on the Bill of Rights in the Constitution of the Republic of South Africa, 1996 empowers the state to take reasonable measures within its available resources to realise provision of the enlisted basic services.

Measurability of the extent at which the said services are provided, adequacy of the services, proper identification of the deserving (designated) beneficiaries, clear definition of social problems and appropriateness of government's interventions, still remain indistinct.

Given the above scenario, the current study was set in the North West Province of the Republic of South Africa and premised on the Dr. Ruth Segomotsi Mompati District Municipality, provided theoretical conceptions and an alternative model for monitoring and evaluation of the Extended Public Works Programme (EPWP).

Key constructs in the study were developed to help augment the policy cycle specific to the South African municipalities as regards:

- Identification of an issue as a public concern;
- Initiation of a policy by national, provincial and local spheres of government;
- Collection of relevant information on environmental factors;
- Explanation of the context and problem that the programme is to solve;
- Consideration of alternative action for solving the problem or utilising opportunity; (policy adaptation or policy succession or policy termination)
- Initiation of policy;
- Defining elements of a logic model;
- Authenticating the Model;
- Designing of a programme to implement policy;
- Implementation and
- Evaluation.

In the final analysis, the study demonstrated interrelations amongst and proper positioning of the above intrinsic constructs pertinent to policy development, implementation and evaluation within the South African municipal environment.

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Declaration

I, Tshepo Boniface Tladi, declare with a clear conscience and from the innermost part of my heart that this thesis is an expression of that which was conceived in my soul and that it contains no material that, to a substantial extent, has been submitted by me or any other person for a degree at this or any other university. Material obtained from other sources contained in this thesis is duly acknowledged.

Signature: Tladi Date: May 2015

Tshepo Boniface Tladi

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Thanks to Ms. Brenda Lombard for the high quality and professional language editing she did in this whole thesis. She reconstructed all the material and extended her language acumen, which produced the comprehensive final product into its present state.

As for the IT related matters, Prophet Gorewang MacDonald Mokgalagadi assisted to an extent with some basic Microsoft office skills on some figures in the thesis. Thanks Bro Mac D.

It is upon completion of the present study that we hear of the untimely death of Dr. Ruth Segomotsi Mompati, a hero whom the district municipality under study was named after. A large portion of this thesis is dedicated to Mama Ruth as our hearts continue to find inspiration from the unparalleled contribution she made in the African continent. Let our heroic role model find her deserved peaceful rest.

On a sad note, Sir. Manuel Mahlangu passed on in a tragic car accident on his way from a friend's funeral on one of the country's notorious roads. At the time of writing, Sir Mahlangu is the key Information Technology Expert and former employee of Hymax company, who retrieved all the information for the first three chapters of this thesis through a surgical operation of the only remaining universal serial bus (USB) flash drive that was left after a burglary into my place of residence in 2012. I afford unreserved accolades to Sir Mahlangu for the outstanding demonstration of expertise when he repaired the light-emitting diodes (LED) inside the USB flash drive and retrieved information from the flash memory chip. My heartfelt thanks to you Sir. Farewell Brother and RIP.

Thanks to my father-in-law, Mr. Theko Edwin Bereng, for having been a shoulder to lean on during our times of different family needs. May the Almighty God bless and keep my father-in-law.

A disheartening moment befell me with the sudden flight of my mother to the world of the hereafter at the end of May 2014. My mother would have liked to have been present to see me go up to the stage clothed with a red gown to receive a little paper penciled "you made it Doctor Tladi". Look down upon your son. I love you so much Mom. Rest in Peace.

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Acronyms

AA	Affirmative Action
ADD	Average Daily Demand
ANC	African National Congress
ANCYL	African National Congress Youth League
CoGTA	Department of Cooperative Governance and Traditional Affairs
CPS	Cash Paymaster Systems
DA	Democratic Alliance
DDG	Deputy Director-General
DLG&TA	Department of Local Government and Traditional Affairs
DoL	Department of Labour
DPW	National Department of Public Works
DR RSMDM	Dr. Ruth Segomotsi Mompati District Municipality
DR RSMLC	Dr. Ruth Segomotsi Mompati Local Municipality
EE	Employment Equity
EEA	Employment Equity Act 55 of 1998
EEC	Employment Equity Commission
EEP	Employment Equity Plan
EPWP	Extended Public Works Programme
EWS	Early Warning System
GWM&ES	Government-Wide Monitoring and Evaluation System
HR	Human Resources
IDP	Integrated Development Plan
IMMIS	Integrated Municipal Management Information System
KPAs	Key Performance Areas
KPIs	Key Performance Indicators
LED	Local Economic Development
MEC	Member of the Executive Committee
MIG	Municipal Infrastructure Grant
MTAS	Municipal Turn Around Strategy
NLM	Naledi Local Municipality
NBWSP	Naledi Bulk Water Supply Project

PMS	Performance Monitoring System
PSC	Public Service Commission
SASSA	South African Social Security Agency
SETAs	Sector Education and Training Authorities
StatsSa	Statistics South Africa

Chapter 1

1.1. Introduction

The Department of Local Government and Traditional Affairs (DLG&TA) in the North West Province is a government organisation whose primary role is to render services within the scope of developmental municipalities and viable institutions of Traditional Leadership. One of the department's mandates at national, provincial and local levels is to eradicate poverty and create employment through one of its vehicles named the Integrated Developmental Plan (IDP). It is within such an IDP that the Local Economic Development (LED) finds expression in the form of the Extended Public Works Programme (EPWP). To that extent, the national department of Public Works has drawn a generic policy for the EPWP that local municipalities utilises across all sectors to generate employment.

In spite of the country's employment initiatives, one of which is the EPWP, the probability of finding a job declines with the length of time a person spent out of work. Moreover, the resulting depreciation of skills lowers potential growth – the rate at which an economy can grow sustainably. By the end of 2011 there were 2.8 million long-term unemployed persons, accounting for 68 % of the total, up from 61 per cent in 2008 in South Africa (National Treasury, 2011).

It is as such indicated from the onset that the present study is a programme monitoring and evaluation of the policy for the EPWP within the Dr. Ruth Segomotsi Mompati District Municipality (DR RSMDM) with specific reference to the project named the Bulk Water Supply in Naledi Local Municipality (NLM). While the study embarks on monitoring and evaluation based methodologies, some traditional research terminologies would be departed from in certain stages to follow hereafter.

In supporting the view of programme evaluation as an applied and specialised social research activity, Fournier (2005) defines evaluation research as an assessment of the strengths and weaknesses of a policy intervention, identifying ways to improve them and determining whether desired outcomes are achieved.

1.2. Background of the Study

By 2005 it was required of the public services, of which the DLG&TA is part, to systematically evaluate, coordinate and monitor its policy programmes. The Public Service Commission (PSC) undertook to monitor and evaluate the South Africa government's adherence to a restricted number of principles of good governance that the PSC derived from the Constitution 108 of 1996. In the process South African Cabinet resolved to develop a system to provide regular national government report-backs to the International UN Millennium Goals Initiative on the progress with halving poverty in South Africa by 2014 (UNDP, 2005).

As a result of the above initiatives there was a general awareness in government that the state of monitoring and evaluation of governmental activities in South Africa can and should be managed better. In July 2005, the South Africa Cabinet adopted a strategy to establish a Government-Wide Monitoring and Evaluation System (GWM&ES), intended to co-ordinate a systematic programme of policy monitoring and evaluation throughout the public sector in South Africa (Presidency, 2005). The GWM&ES aimed at improving general public management in the country and was to be the vehicle for reporting in 2014 on the implementation of the UN Millennium goals and targets to halve poverty according to a set of common indicators (Presidency, 2007a and 2007b).

The evaluation system (GWM&ES) only focuses on how monitoring and evaluation activities in government and other supplementary agencies should be structured. In the National Treasury's documentation a useful model is included of the various possible elements of programme evaluation (inputs, resource conversion processes, outputs, outcomes and impacts) (National Treasury, 2007). The GWM&ES necessitates integrated development, implementation and evaluation of governmental policies and practices. The GWM&ES was also purposed to establish a uniform system of monitoring and evaluation across all spheres of government including the business and voluntary sectors of South African society (Cloete, Wissink & De Coning, 2006: 293). It is for that reason that the revised monitoring and evaluation system does not only monitor internal governmental performance processes, but it also aims at determining the nature of external governmental

outcomes and its impact on South African society (Presidency, 2007a (19)). In context, the nature, duration of jobs and salaries for workers recruited in projects of the Extended Public Works Programme (EPWP) still defy the notion of unemployment reduction of employment creation.

A full exposition of the GWM&ES will be presented later to depict the inherent generic processes, which includes, among others, identification of an issue as a public concern, policy initiation, information gathering, alternative actions for solving a problem, model authenticating, implementation, etc. The development, implementation and evaluation of the municipal policy for the EPWP will, therefore, be studied to establish compliance with the processes of the GWM&ES.

In order to render services as one of its primary responsibilities, the government departments employ people to implement the relevant policies. The Employment Equity Act 55 of 1998 (EEA) stipulates requirements that an employer must comply with when recruiting workers into an organisation. Further, the EEA provides for an Employment Equity Plan (EEP) in which the ideal is to provide and implement equal opportunities between persons of diverse backgrounds by eradicating unemployment and giving opportunities to the previously marginalised groups. In that purview, focus was on whether the policy of the EPWP in the DR RSMDM recruits Employment Equity (EE) candidates mindful of the community within which it exists, i.e. with regard to the population demographics.

When recruiting workers, the municipality is legally bound to draw from a pool of potential EE candidates to fulfill its internal equity targets, as expected by the national Department of Labour (DoL). Through equity measures, the DR RSMDM identified itself as an active platform for redress in favour of specific individuals considered as designated groups. These groups include youth, women and people living with disabilities.

Tapomoy (2009: 515) avers that future employers should consider appointment and retention of the right talent essential for organisation's competitiveness and success. In practice, this ought to be attracting sufficient applications from potential candidates with the skills, qualities, abilities, experience and competencies deemed necessary for the job. It is against that background that one of the focus areas of

the current study is to establish whether the equity related requirements and objectives intrinsic within the policy of the EPWP are accomplished.

Based on the national government's Strategic Programme of Action, that assesses progress towards strategic goals, a number of stakeholders including the PSC are responsible for interdepartmental evaluations. These specific evaluations by the PSC concentrate on, among others, equity as a constitutional process principle (PSC, 2008). The GWM&ES are also designed to focus on monitoring and evaluation activities in government (Presidency, 2007a).

1.3. The Methodology

The theory-driven evaluation is "the systematic use of substantive knowledge about the phenomena under investigation and scientific methods to improve, to produce knowledge and feedback about, and to determine the merit, worth and significance of evaluands" (Donaldson & Lipsey 2006: 67). Further attention would be on assessment of locally-based sectoral or integrated governmental interventions aimed at reducing poverty, unemployment, education, quality of life and community development (Rogers & Williams 2006: 77).

Quantitative research methods were also chosen to collect the data.

- **Existing records**

Some of the existing records for use in the study include Annexure D1. The study scope is mainly concerned with the outcomes of the programme beneficiaries post implementation. The data from (some) existing records that would have been used to assess targeted outcomes, are omitted in the interest of maintaining focus on the primary respondents. The existing records refer 'to information that is acquired from secondary sources rather than from one's own data collection efforts" (Hatry, 1994). That is, the existing information was not collected as part of the current evaluation. Instead, it was collected by someone else for another purpose (Sabatelli & Anderson, 2005). Examples of the data in existing records are those in documents

from DoL, PSC, provincial treasury etc. Efforts would be made to develop tools that enlist detailed questions on the programme's inputs, outputs and outcomes. Sabatelli & Anderson, (2005) hold that existing records might have some advantage, but they are of little assistance in most outcome evaluations. Furthermore, some outside sources often provide information not related to the specific programme participants. "If this is the case, these outside sources of information will not help you evaluate the outcome or impact of a programme on the actual participants. Since the data is collected by someone else for a different purpose, it may not cover all of the important questions you wish to have answered" (Sabatelli & Anderson, 2005).

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- **Surveys**

During an outcome evaluation, a survey can help measure the effect your program is having on participants' knowledge, attitudes, beliefs, or behaviours. If an investigator collected baseline data at the beginning of the program, he or she can administer the same questions again and compare the responses. Or, at the end of the programme, the investigator could simply ask participants to rate how much they have changed on a list of targeted attitudes, beliefs, or behavior patterns as a result of participating in the programme (Sabatelli & Anderson, 2005). A list of questionnaires would then be developed to draw on the programme outcomes.

Surveys are the most widely used method of collecting information for outcome evaluations. Poland (1998) describes survey as a systematic way of asking people provide information about their own knowledge, attitudes, beliefs, or behaviour patterns. Questionnaires featured prominently in the survey for the study with tools like checklists.

The primary investigator acknowledges that the NBWSP had been completed at the commencement of the present study and not all the data required for survey purposes can be obtained. In the absence of the data on knowledge attitudes and beliefs that programme participants had at the beginning of the programme,

documentary data on personal details, skills profile, education, knowledge of programme beneficiaries would be collected from the municipal records.

Only when the programme was in progress should a survey have been done to measure the level of participants' satisfaction with the programme (Sabatelli & Anderson, 2005). To that extent, questionnaires shall be developed only but not dispatched on participants' satisfaction with the content of the programme, staff, facilities, equipment and responsiveness of the programme to participants' needs. Such efforts are an extra mile to cover all aspects of a survey specific to municipal programme monitoring and evaluation ventures.

1.4. Purpose of the Study

- **Problem Identification**

Problem identification determines policy initiatives. Given the above statement, if a person's Affirmative Action (AA) and equity candidacy are determined by three factors, namely, age, gender and disability, such categorisation is narrow and prohibits equity processes from reaching the exact citizens who were indeed previously disadvantaged. It is of concern that equity based efforts are designed to address the candidates' age, gender and disability, but not the actual state of depravity and unemployment itself. It is unfair to reach equity targets by recruiting, selecting and placing the candidates persistently, whereas others of the same age, gender and disabilities are not equally empowered. The investigation would, therefore, establish the existence of and design processes of a logic model aimed at addressing the "overlooked" EE targets within municipality's local community. The desired framework would create mechanisms that will help determine the beneficiaries' past and current marginalisation, degree of disadvantage and what the appropriate remedial actions should to be within the policy of the EPWP.

In effect, this study contemplates an objective determination of whether the population groups that were actually disadvantaged in the past are benefitting from the EE processes of the DR RSMDM. Both the policy for the EPWP and EEP of the municipality under study were investigated to determine if it involved appropriate

efforts to ascertain previous and current degrees of disempowerment (depravity) of workers recruited for the EPWP. AA measures do contain an element of reverse discrimination to ensure representation and further the aim of equality. If left unchallenged, these measures would nullify the concept of equality (Wilken, 2003).
In the same vein, the purpose of the proposed study was to determine the problem identification efforts of a specific municipality and whether the EPWP is the appropriate intervention for resolving unemployment.

- **Legal Framework**

The overall purpose of the study was to evaluate the policy for the EPWP to determine its adherence to the necessary legal framework. In other words, application of the said policy was viewed against the existing national guidelines (Annexure B) and relevant legislative framework i.e. Constitution of the Republic of South Africa Act 108 of 1996.
Moreover, redressing of previous imbalances should apply to all qualifying groups about whom there is enough proof of previous marginalisation, a departure from the age, gender and disability criterion.
A blanket approach seemingly disfavours persons who were disadvantaged in the past and have never benefitted from AA opportunities, yet still remain outside the pool of the targeted candidates. Such an approach may assist to monitor the successes of EE and create a model that addresses practical equity challenges, realistic unemployment issues and the determinable validity period, not indefiniteness.
One of the tools which the Employment Equity Act (EEA) put in place to measure government's progress is the equity plans that every designated employer is obliged to submit regularly (depending on the duration of the plan) to the Director General in accordance with Section 21 of the EEA. The Act requires equity plans to be drawn up to reflect objectives, timetables, numerical goals and strategies to achieve these goals. Ecclesiastes 3:2 of the Christian Bible espouses that in the same way as everything has its time for birth and death (Bible: 1980), so there must be a "sunset clause" for AA opportunities and equity aspects embedded the policy under investigation.

What still needs to be addressed in equity plans is inclusion of specific designated groups who were previously disadvantaged or exclusion of blacks who were advantaged by the previous employment practices. Put differently, in order to obtain a genuine target or representation of the designated persons who were previously marginalized, it would be prudent to make an objective distinction between those who were previously advantaged and those disadvantaged.

The criterion applied by the employer to target specific groups of individuals in employment practices of the EPWP, is often labeled as the advancement of designated groups namely, youth, women and people with disabilities. At the same time, it has been widely recognised that inclusion of men in gender work is now considered, even though it is also recognised that men are often marginalised from gender and in gender work (Cornwall, 2000; Chant & Gutmann, 2002).

- **The Municipality and its external environment**

Klijn (2008: 314) suggests that, if the events in a social system are seen as a range of mutual influencing interactions, where choices and events shape new situations and the positions of actors (the fitness landscape), then the task of the manager is to be aware of the opportunities in that landscape, as well as the positions of the actors, and use them to realise interesting policy proposals or to adapt proposals and actor coalitions in such a way that they become compatible with the external environment. Consequently, the study designed a model that connects the municipality to its external environment by making use of the existing resources and environmental factors to help reach municipal policy objectives and thereby eradicate unemployment.

- **The Model and GWM&ES**

The appropriate model is necessary to reflect where the individual stakeholders fit in the employment creation and poverty alleviation measures through the said policy interventions. The relationship between the GWM&ES and the monitoring and evaluation measures for the EPWP policy of the municipality will be studied with a view to introduce the GWM&ES into the organisation.

The overarching purpose in that regard concerns the introduction of the GWM&ES into the municipal monitoring and evaluation programmes with specific attention on the recruitment policy, its inputs and outputs. Cloete (2009: 301) presents a figure on the GWM&ES processes with a flowchart on how the intended outcomes of the GWM&ES should be achieved. This classical model elucidates the various roles of the diverse stakeholders by explaining the generic policy planning, implementation and assessment processes in government.

Wholey *et al* (2004) argue that evidence-based policy analysis is imperative in public policy analysis. The computer revolution and its developments of the 1980s led to more stringent approaches to research, enabled better informed decision-making, and brought about a revolution in policy analysis that has become known as evidence-based policy analysis.

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1.5. An outline of the Objectives

The particular objectives of the study were as follows:

Objective A (Problem Identification)

To observe appropriateness of the (EPWP) policy stages in the municipality and the appropriateness of the policy tools in solving the problem of unemployment. This would involve, among others, a determination of the relevance of training interventions.

Objective B (The municipality and external environment)

To establish whether the community participates in employment creation programmes of the municipality. To determine the contribution the municipality has in curbing unemployment and reducing poverty of the community within which it exists through its policy.

With the external environment in mind, the research would determine whether there is a relationship between the municipal's policy for the EPWP and the population demographics to observe the link between the policy and the external environment.

Objective C (Legal framework)

This evaluative study determined whether the municipality restricted itself to the Constitutional and legislative requirements of provision of basic needs in the process of achieving policy objectives.

To observe the frame of reference for the recruitment of targeted groups into the programme and the criterion used for recruitment. The study would like to determine the risks in using an all-inclusive (blanket) approach when the employer employs persons from the designated groups. Attention in this regard would be on the norms, measures and guidelines regarding selection of candidates from the targeted groups (i.e. the women, youth and persons with disabilities) and mediums of publicity to attract candidates.

Under the same objective the study investigated whether there are measures to monitor compliance to EE plans as determined by the national DoL. Connections between the said policy and the EEP, in compliance to provision of the national DoL, would be established.

To establish whether the procedures set out in the said policy are adhered to with reference to elimination of unfair discrimination and find out the effect and extent of political interference on the policy. The present objective is informed by the fact that during the initial analysis, the HR manager indicated that implementation of the EPWP policy has been impeded by, among others, a lack of sufficient funds and political deployments of candidates who do not meet the equity provisions inherent in the policy.

Objective D (Model and the GWM&ES)

The study culminated into a framework that prescribes the correct path for problem identification, utilisation of all relevant factors that influence a policy, development of policy for meaningful employment, achievement of the policy objectives through mechanisms helpful to reach designated beneficiaries who were actually disadvantaged (legal compliance) and connections to the processes of the GWM&ES.

1.6. Research Design

The records that would be obtained from the DR RSMDM and the provincial DLG&TA include the municipal specific policy for the EPWP; the generic policy document for the EPWP from national government; the Priority Needs and Key Issues for the DR RSMDM, a document on alignment of the municipal objectives with the National Strategic Objectives and the 12 National Priority Outcomes; EPWP Report (Volume 2 (MIS Pipelines) Section E)), the Municipal Summit of 2011 (Post Summit Report by

Portfolio Committee of Public Works); the Municipal Performance Monitoring, Evaluation and Reporting Framework and the Service Delivery Audit. The investigator anticipated cooperation from the employees in the district municipality and the DLG&TA.

The use of interviews emanates from fears that if the study relies on questionnaires alone, the time between distribution and collection of the research tools may open responses to manipulations by subjective respondents. Since the study is on a completed programme whose documents are already filed in the mentioned organisations, the primary data will be drawn from the records.

The investigation used the following Logic Model for the evaluation planning template as derived from the Kellogg Foundation (2004: 59).

Table A: Logic Model for Evaluation Planning

Evaluation Focus Area	Audience	Question	Use
Relationships			
Eradication and definition of unemployment	DR RSMDM & the provincial department of local Government	Criterion to determine whether community members are unemployed	Information on societal problems for policy inputs instead of unemployment statistics from StatsSA
Relationship between environmental factors and the policy for EPWP	Permanent municipal staff	Available resources and environmental factors in and around the municipality	Development of policy and plans to use environmental factors (and resources) to generate employment Redefining unemployment and creating

Evaluation Focus Area	Audience	Question	Use
			employment Creation of employment
Acquired training and technical skills	Programme funders EPWP workers	Whether project workers were given relevant training for "exit" purposes	The benefits of training during and after programme implementation
Fair labour practices	Technical staff / Contractors	What method did the programme use to appoint and retain the contractor and project workers?	The practice of fairness and openness when appointing of project workers and the contractors
Access to information and equity	Permanent municipal staff (programme coordinators)	Whether EE candidates (youth, women & people with disabilities) are informed and reached	Programme outreach and compliance to equity requirements in terms of the Act (EEA)
Mediums of communication	Municipal Staff (programme coordinators)	What mediums of communication are used to inform community members of available employment opportunities	Appropriate outreach methods
Public participation	Local community	Whether the community makes inputs into the municipal policy for	Public involvement in municipal policy development with clear role

Evaluation Focus Area	Audience	Question	Use
		employment creation	clarification
Outcomes			
Use of public funds in the EPWP	Funders/programme financiers	What the total programme budget was and how the funds were used for project implementation, salaries, training, etc.	Accountable use of public funds
Employment Equity Plan	Municipal permanent staff & DoL	Whether the municipality adheres to submission of equity reports to DoL	Compliance to the requirements of the Act
Project implementation	Project Coordinators	Whether the project was implemented as planned	Achievement of the programme objectives for monitoring purposes
Integration of GWM&ES into the municipal monitoring and evaluation	Municipal staff, Department of Public Works & the Public Service Commission	Any visible and active implementation of the GWM&ES in the municipal policy processes	Creating linkages amongst the departmental & municipal policy (EPWP) & the GWM&ES

The information summarised in table A represents the conceptual framework for investigation with linear details, including evaluation focus area, audience, questions and use. A complete depiction of the framework is presented fully in the Logic Model Development and Evaluation Planning Template (Table A) and manifested through the flow of the study in subsequent chapters.

1.7. Evaluation Focus Area

The study concentrated on the employment creation efforts of the municipality and the relevant policy tool of the EPWP. The investigation focused on linkages among the policy, the population demographics and environmental factors. The types of data required are statistics on employment of the AA beneficiaries in compliance with the available policy objectives and the requirements of the EEP.

The main approach of this study is to monitor and evaluate the said policy and achievement of the inherent objectives. Other focus areas included the community participation, outreach, relations of the municipality with its external stakeholders, adherence to legal provisions and integration of the GWM&ES into the municipal ventures of policy planning, implementation and evaluation.

1.7.1. Audience

Management and non-management staff from the government departments such as DoL, Department of Public Works, PSC, the municipal staff and EPWP workers comprised the population for the study. It would be through the district and local municipalities that the study gained optimal access to documents exchanged with external stakeholders and available records on available resources, environmental factors and programme workers. The main sample group were the beneficiaries of the municipal EPWP.

Cluster sampling is beneficial in an investigation where there is a dispersed population, difficulty in obtaining a good sampling frame and high costs to reach the entire population (Neuman, 2000). The population groups per race in all the local municipalities, for example, are spread out in the entire DR SMDM.

The sample consists programme beneficiaries, the control group, and permanent municipal staff. Pertinent characteristics such as gender, race, state of depravity, among others, were used to analyse the impact and outcomes of the municipal EPWP on the community. The data gathering tools included internal records, interviews with permanent municipal staff and questionnaires dispatched amongst the staff, programme beneficiaries and the control group. Presentation of the entire universe (DR RSMDM) was made to only reflect the entire populace in the district,

yet the study concentrated on the EPWP policy specific to an individual local municipality (the NLM) from where a sample was drawn. A total of 80 respondents (sample), therefore, was chosen from a population of 490140 (239466 + 250674) in the five local municipalities of the DR SMDM as depicted below.

Table B: The Universe, Sample and Data Collection Instruments

Population Group	Number of Households	Number of Males	Number of Females	Number of Respondents	Data Collection Instrument
African	114, 059	224653	235056	80	Questionnaires Record Reviews Interviews
White		7468	7676		
Coloured		6602	7255		
Indian/Asian		743	687		
Total	114,059	239466	250674		

Prior to 1994 the province was territorially divided into six areas that made up the National State of Bophuthatswana, part of the independent 'homelands', and the rest of the province was under the separate provincial administrations of the then Cape Province and the then Transvaal (Tait, 1996). The North West Province of the Republic of South Africa has a total population of about 3 200 900. At government level, the province comprises of nine (9) departments, each with a political mandate to provide services to the inhabitants.

1.7.2. Questions

The basic questions involved in this study will be listed as follows:

(a) Are there available ways by which the municipality identifies community problems that inform an employment creation policy?

(b) Do community members make inputs into the employment generating activities of the municipality?

(c) Are there effective mediums through which the municipality reaches potential candidates for employment opportunities into the EPWP?

(d) Do environmental factors and available resources help shape the employment creation policy?

(e) Is the policy for EPWP drawn up in relation to the local unemployment rate?

(f) Does the recruitment into the EPWP projects adhere to the applicable legal framework?

(g) What are the common challenges that impede the municipality from achieving its policy objectives and the corrective measures thereto?

(h) Is the GWM&ES integrated in the policy processes of the municipal EPWP?

(i) Does the municipality gather any stakeholder feedback (outcomes) after implementation of the policy for the EPWP?

(j) Does the EPWP create employment and reduce poverty?

(k) Is the EPWP cost effective?

The main research questions were tested by way of records review, questionnaires and interviews.

1.7.3. Use

A model was developed from the findings to generate appropriate employment creation tools, measures necessary to attain municipal objectives through recruitment of EE beneficiaries, connections to the external environmental processes (GWM&ES). There was necessity for mechanisms helpful to reach legitimate beneficiaries who are in actual fact disadvantaged. The creation of enforcement measures to ensure compliance to and commitment to policy may be necessary. If the department has been making political appointments, it was essential to observe the outcome. The corrective actions, if any, during the past two years of policy evaluation are also of interest. With all the details under "Use" a model inclusive of the inputs, outputs and outcomes (impact) emerged.

Theoretically, the suggested framework would find the relationship between such elements as level of depravity, equal opportunities, relationships with the provincial government departments, social dynamics, motivation and de-motivation towards

EE, the nature of employment policy in place, involvement and participation of the community and communication.

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1.8. Data Analysis Methods

The method to be used in analysing the data will be packaging of data into an organisational scheme in figures, tables and hierarchical diagram. As shall be demonstrated in Chapter 3, the numerical data will be obtained, analysed and interpreted on an ongoing basis with respect to the original questions that are contained in the policy under investigation (Leedy & Ormrod, 2005: 150). The approach will be closely woven into the data analysis spiral demonstrated by Creswell (1998) that helps organise data, using a data base, going through the data to see what it contains as a whole and then integrating the data into the government and social system.

The emerging evidence-based paradigm of policy analysis has to factor in the complex nature of policy systems and adduce evidence of how such systems operate, in order to draw conclusions about how to improve policy effectiveness, efficiency, outputs, outcomes and impacts. Evidence-based policy assessment relies on the existence of an effective M&E capacity in public organisations. The data analysis of the study derive from the evidence based methods inherent in the high order M&E. As such M&E systems are in themselves complex adaptive subsystems that operate on the same principles as any other complex adaptive systems (Cloete, 2009: 307).

1.9. Evaluation Methods Appropriate for Governmental Programmes (Methodologies)

All evaluations require a decision about who is to be evaluated. The sample is the group, or subgroup, of program participants who will be evaluated (Sabatelli & Anderson, 2005). A target consists individuals, groups (families, work teams, organisations), communities and physical units (houses, factories) that must be clearly defined from the beginning. As derived from Rossi et al (2004:119), this study will define the individuals (targets) in terms of their social and demographic

characteristics or problems, difficulties and conditions. It is equally important to think about the procedures, or how the data are going to be collected.

The study has envisaged selection of a combination of various yet related methods when undertaking the evaluation exercise. Rabie & Cloete (2009: 23) assert that the different approaches emphasise different aspects of the evaluator and that combination of approaches will provide 'richer' evaluation data through a multifaceted evaluation focus. The following approaches are thought to be appropriate for this study.

1.9. (a) Process or ongoing evaluation

The method under discussion investigates both the implementation and evaluation of a programme, including whether the objectives of the programme are being met; whether services are delivered in accordance to the goals of the programme; whether services are delivered to appropriate recipients; whether eligible persons are included (or omitted) from the delivered service and whether the project runs within the projected budgetary and time frames (Rossi *et al* 2004: 56-57, 78, 171). At the present stage the investigation would be studying programme implementation processes. Process or ongoing evaluation, therefore, would be used to assess the available records on (EPWP) programme implementation and

1.9. (b) Output evaluation

This type of evaluation assesses the practical output or service produced by the intervention with regards to quantity, quality and diversity of services delivered. It is assumed to be the uncomplicated and to the point focus for evaluation.

1.9. (c) Outcome evaluation

The method under this category focuses on the positive, unbiased or negative intermediate sectoral results or consequences of a project or programme (i.e. progress made towards achieving the strategic goals) (Rossi *et al.,* 2004: 224–225; Chen, 2005: 35; Weiss, 1998: 8). Outcome evaluations looks at "the individual level (alterations in knowledge, skills, attitudes), organisational level (changes in policies, practices, capacity), community level (changes in employment rates), and the policy or government level (changes in laws, regulations)" (Fournier, 2005). It is at the

present stage where the study would determine involvement of the local community in the policy development processes, client satisfaction and existence of social impact studies. It must be noted that policy evaluation can focus on either policy process assessment (how and why policies are developed and implemented) or policy content assessment (necessary interventions), or both (Owen, 2006: 26).

1.9. (d) Quantitative evaluation

The approach explained often manifests in the form of experimental designs. An experimental design propagates "a social experimental approach to reform where social programmes are retained, imitated, modified or discarded on the basis of apparent effectiveness on the multiple imperfect criteria available" (Rossi *et al* 2004:23–24). After concise objectives to be evaluated have been formulated, the evaluation can be perceived as a study of change.

The programme to be evaluated constitutes the causal relationship between variables, and the aspired change that is similar to the effect or dependent variable. The project may be designed within the context of hypotheses that state that activities A, B and C will produce results X, Y and Z (Stufflebeam & Shinkfield, 2007: 277, 281). In that perspective, it is of interest to learn the role and impact of the municipal policy for the EPWP in eradicating unemployment as well as policy outcomes on the programme participants.

1.10. Ethical requirements

The investigator sought permission to investigate the programme from the head for EPWP in the DR RSMDM.

1.11. Assumptions

The underlying assumptions of this study are as follows:

(a) Employment practices implemented in the workplace are important to achieve organisational policy objectives.

(b) All programmes for employment creation need proper, feasible, sensitive yet unapologetic planning. At the same time, affirmative action measures and EE need to be applied in a manner necessary to empower relevant people who have been

discriminated against by granting them opportunities. The government should bear in mind that the redress is aimed at portraying a positive picture of AA and to discouraging negative perception on equity (Dubourdieu, 1999).

(c) As a matter of fairness and in compliance with political mandates, leaders work toward restructuring the makeup of an organisation to let it more closely reflect that of society. In essence, managerial processes that ensure that all the employees are treated equally and with respect are necessary and that some are not given unfair advantage over others (Allard, 2005: 213).

(d) An employment creation policy of the EPWP is necessitated by community problems specific to a municipality under study.

(e) The municipality involves its external community when developing employment creation policies.

(f) The municipality creates community access to its employment creation programmes

(g) The target groups for EE will consist of the unemployed community members within the jurisdiction of a municipality.

(h) The GWM&ES processes are reflected within the policy development, implementation and evaluation efforts of the DR SMDM.

(i) The findings of the study provided representative picture of the general trends for resolving unemployment in the province

1.12. Limitations and delimitations

The limitations and delimitations of the current study include:

The investigation is confined to only one district municipality within the North West Province and the findings in essence cannot provide a generalised picture of the entire country. Only one project of the EPWP was completed, while others are said to be pending because of a lack of funds.

Cloete (2009: 303) identified critical limitations of the present GWM&ES framework as absence of suggestions of the contents of what needs to be monitored and evaluated. Of particular concern is that the framework presently concentrates on how government monitoring and evaluation activities and in other supplementary agencies may be structured. The findings will in essence exclude the private sector.

1.13. Overview of the content of the chapters in the study

This study has been structured into five chapters in order to achieve the objectives of this report. Chapter one provides an overview of the presentation and motivated the need for an investigation.

The second chapter provides the generic programme monitoring and evaluation concepts as well as the definition of policy related terms and their positioning within the flow of the chain of activities pertinent to the framework of the study.

Chapter three explores the specific processes of the GWM&ES and their integration into the municipal policy for the EPWP. Perspectives on an ideal policy processes from various authors are adopted and, where appropriate, merged into the municipal local government environment.

In the fourth chapter, the related and unrelated sources, records, respondents etc, are used to demonstrate the influence of surrounding factors on an organisation's policy framework.

Chapter five illustrates the evaluation and monitoring tools that are designed to suit the municipal environment and its stakeholders. The chapter demonstrates relationships amongst the organisational policy, the population demographics, environmental factors and stakeholders.

1.14. Summary

The first chapter presents the programme monitoring and evaluation methodologies specific to the present study and proposed framework. The thesis is based on a study of the EPWP policy within the DRSMDM, which is relevant to the programme monitoring and evaluation ventures of the local government environment in South Africa, A road map and concepts for the study have been outlined and a full exposition of their interrelations follow in subsequent chapters.

Chapter 2 Generic Programme Monitoring, Implementation and Evaluation

2.1. Introduction

In the present chapter an exposition is made of policy-related concepts and designs and the proposed model along which all the components for the study are to be categorised. The rationale for focusing on the district municipality is to establish if the policy of the EPWP enables the municipality to resolve unemployment and eradicate poverty. The current study is based on programme monitoring and evaluation and would, among others, derive the purposes of (a) deciding where to allocate new resources and (b) documenting the level of success in accomplishing objectives of the municipal EPWP policy and analysis the impacts of a policy on the community.

By year 2011, the official statistics on unemployment within the district mentioned a "high rate" of youth unemployment without any detailed figures of the youth category. The persistently high rate of unemployment in South Africa is one of the most pressing socio-economic challenges facing the government and similarly DR RSMDM. High youth unemployment, in particular, means that young people are not acquiring the skills or experience needed to drive the economy forward. Job creation and skills development as stated in the Integrated Development Plan (IDP) will remain key priorities for the District (Dr. Ruth Segomotsi Mompati District Municipality, IDP General Review: 2012).

Former president, Mr. Thabo Mbeki, formally announced the Expanded Public Works Programme in his State of the Nation Address in February 2003 and Cabinet adopted it in November 2003. Cabinet has selected EPWP as a primary vehicle for creation of work opportunities and has endorsed a conceptual framework which designates a specific role and targets for each municipality in terms of the Programme (Dr. Ruth Segomotsi Mompati District Municipality, IDP General Review: 2012).

2.2. Definition of Concepts

2.2.1. Monitoring

The usual control over operations, deadlines and any arisen problems and any administration responsible for programme implementation, need to carry out evaluations of the program in its entirety. The evaluation exercise is required to

measure the results obtained by each stage of implementation of a programme within its economic, social, cultural institutional and environmental context. Therefore, development of a system of appropriate indicators for evaluation purposes relates directly to project monitoring (Churchill *et al,* 2009).

According to Keeves & Alagumalai (1998) monitoring refers to systematic and regular procedures for data collection about essential parts of a system at national, regional and local levels. A comprehensive approach to the monitoring of progress takes cognisance of contextual information, measurements of resource inputs and the processes.

2.2.2. Evaluation

In defining evaluation, a general description about the term will be followed by a more specific definition of the concept of programme evaluation. According to Beeby (1977: 68) evaluation refers to the systematic collection and interpretation of evidence, the direction, areas of the process and a value judgment aimed at taking action. The making of judgments based on collected evidence, through the measurements of attributes, characteristics of a phenomenon, is included in evaluation. At the most, the outcomes must be related to specific goals and values fixed for the activities.

Fournier (2005: 139–140) defines evaluation as:

"an applied enquiry process for collecting and synthesizing evidence that culminates in conclusions about the state of affairs, value, merit, worth significance or quality of a program product, person, policy proposal, or plan. Conclusions made in evaluations encompass both the empirical aspect (that something is the case) and a normative aspect (judgment about the value of something). It is the value feature that distinguishes evaluation from other types of enquiry, such as basic science research, clinical epidemiology, investigative journalism or public polling".

These two definitions are important to the extent that they explain evaluation as the process of determining the merit, value and worth of something.

2.2.3. Evaluation and Research

The concept of programme evaluation shares definitions and commonalities with social research. Evaluation has to do with a description of the performance of an entity under evaluation and a standard for judging that performance (Rossi *et al.* 2004: 16). It stands to reason that at the heart of a programme evaluator is a desire for due description of programme performance to allow comparison with the appropriate criteria.

2.2.4. Programme Evaluation

In a focused definition Mark, Henry & Julnes (2000) describe programme evaluation as a science that:

> "assists in sense making about policies and programmes through the conduct of systematic inquiry that describes an explain the policies' and programmes effects, justifications and social implications. The ultimate goal of evaluation is social betterment, to which evaluation can contribute by assisting democratic institutions to better select, oversee improve and make sense of social programmes and policies".

Another set of definitions use common terms for programme evaluation and explain the concept as systematic and that it involves an assessment, improvement and a measurement. The said definitions are that programme evaluation involves systematic measures and comparisons that give certain information on the results of a programme to management for use in policy or management decisions" (Milakovich & Gordon: 2001).

Another definition is that programme evaluation is implementation of scientific methods to measure the implementation and outcomes of programmes to assist in decision-making processes (Rutman & Mowbray, 1983).

Programme evaluation is described as the application of scientific research methods to assess programme design, implementation and effectiveness (Chelimsky, 1989).

Programme evaluation is further defined as a detailed assessment of the outcome of a programme, in light of established measures or anticipated results to establish if it has achieved its objectives (Business Dictionary, 2015).

Programme evaluation is also defined as the systematic assessment of the processes and outcomes of a programme as a means of pursuing its development and improvement (Washington University, 2015).

According to Rossi *et al.* (2004) programme evaluation is "the use of social research methods to systematically investigate the effectiveness of social intervention programmes in ways that are adopted to their political and organizational environments and designed to inform social action in ways to improve social conditions".

The above definition explains programme evaluation in specific elements such as systematic investigation, social research and politics. Further, there is a description on the use of social research procedures or data collection methods such as observation, interviewing, focus groups, tests, questionnaires, sampling techniques, research methods and secondary data.

Additionally, the effectiveness of social programmes is of vital importance in the definition whereby the results are compared to standards. It is also explained in the same definition that the evaluation should be adapted to the political and organisational context of the programme (eg, scientific tradeoffs must be always made, the people who are going to use the evaluation and practicality in the evaluation design). Rossi *et al.* (2004) point out (in the same definition) that social action must be informed to improve social conditions. Thus, ultimately the purpose of evaluation is to improve social conditions.

2.2.5. Primary Investigator's Definition for Programme Evaluation

Programme evaluation, therefore, may be defined as the use of scientific methods for studying the appropriateness of policy and programmes that improve social conditions and the design of conscious and deliberate actions that take advantage of the programme impacts to undertake correct interventions.

2.3. The Connection between Monitoring and Programme Evaluation

As a routine collection and analysis of information to observe progress against plans and check compliance to set standards, monitoring assist to check trends and

patterns, adapt strategies and inform decisions for project or programme management.

Whereas evaluation is carried out at specific points in time to assess how well the programme happened and the difference it brought, monitoring is an ongoing process that focuses on what is taking place. The key difference between monitoring and evaluation is their timing and focus of assessment. On one hand monitoring data is used for ongoing programme implementation, observing outputs, budgets and compliance with procedures. On the other hand evaluations help inform implementation, are less frequent and observe outcomes that are concerned with impact and appropriateness of an intervention (IFRC, 2011).

The integral link between monitoring and programme evaluation is that monitoring gives data for evaluation purposes and assessments (elements of evaluation) take place during monitoring.

> "For example, monitoring may tell us that 200 community facilitators were trained (action), but it may also include post-training tests (assessments) on how well they were trained. Evaluations may use this monitoring information to assess any difference the training made towards the overall objective or change the training was trying to produce, e.g., increase on the use of condoms, and whether this was relevant in the reduction of HIV transmission" (IFRC, 2011).

2.4. The Bulk Water Supply

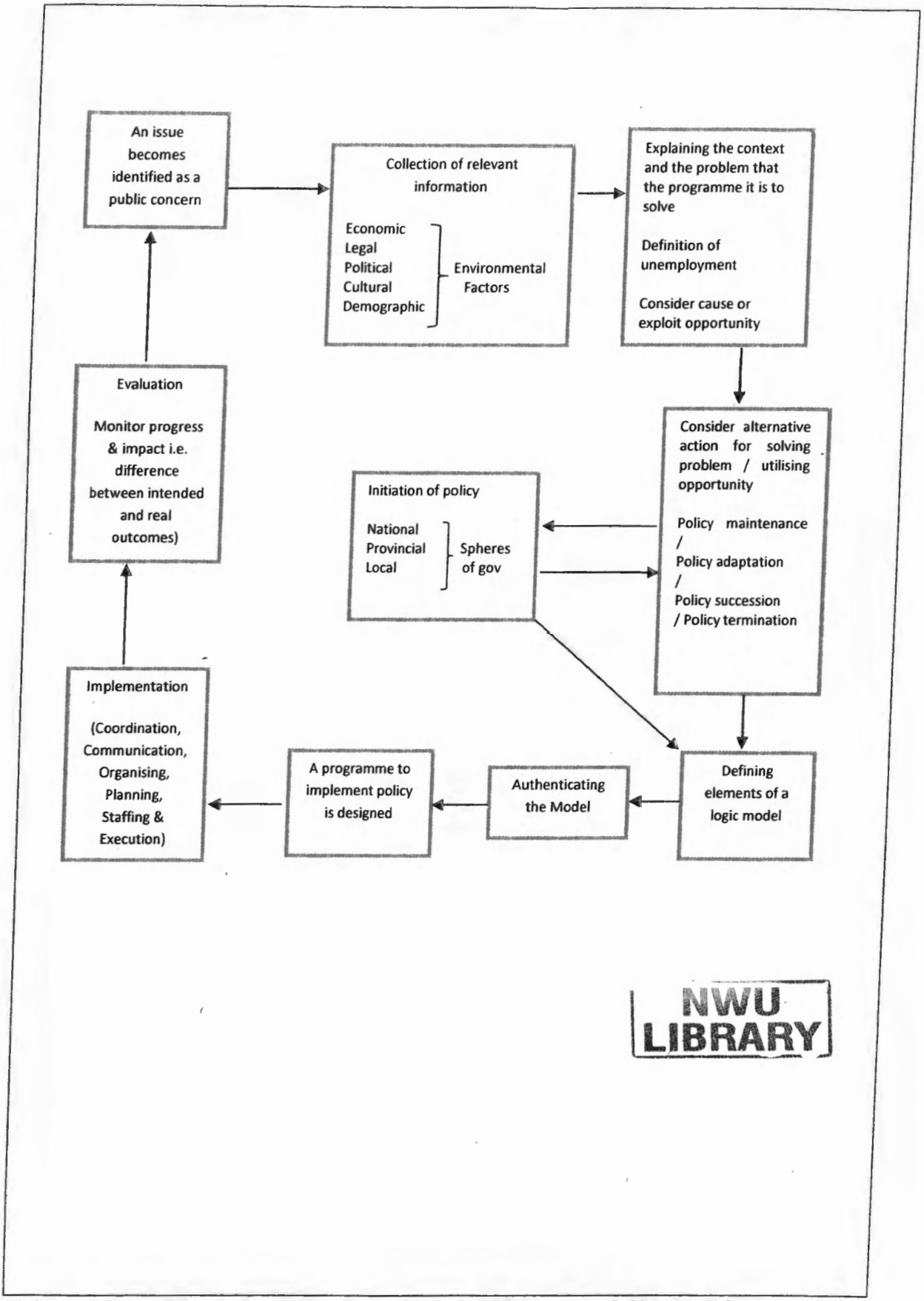
Bulk water "is all water supplied to retail water utilities through the national water carrier and associated infrastructure including pumping stations, reservoirs and pipe lines" (Institutional Support and Strengthening Program, 2015)

Bulk water supply refers to water withdrawn underground by public and private water suppliers and delivered to users for domestic, commercial, and industrial users, to facilities generating hydroelectric power, for public use, and occasionally for mining and irrigation (National Handbook of Recommended Methods for Water Data: 1977). A bulk water supply can also be described as a public or private water system that provides water to at least 2500 people or has a minimum of 15 service connections (National Handbook of Recommended Methods for Water Data. 1977).

2.5. The Proposed Model for the present study

In brief, the proposed model for the current study derives from the GWM&ES, Wholey *et al.* (2004, 14) five stages of constructing a logic model, the schematic table of the relationships between policy process and policy analysis in Cloete *et al.* (2006: 339), the statutory phase of the generic policy process adopted from (Cloete *et al.,* 2006: 53) and the municipal environment. The policy impact chain in Cloete *et al.* (2006: 217) serves as the path along which all the constructs (i.e. timing, positioning and appropriate interventions) of the framework flow. The proposed model, therefore, is depicted in Figure 1 below.

Figure 1: The Flow of the Model for the Current Study



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Adapted from: Cloete *et al.* (2006, 53-339) & (Wholey *et al.* (2004, 14).

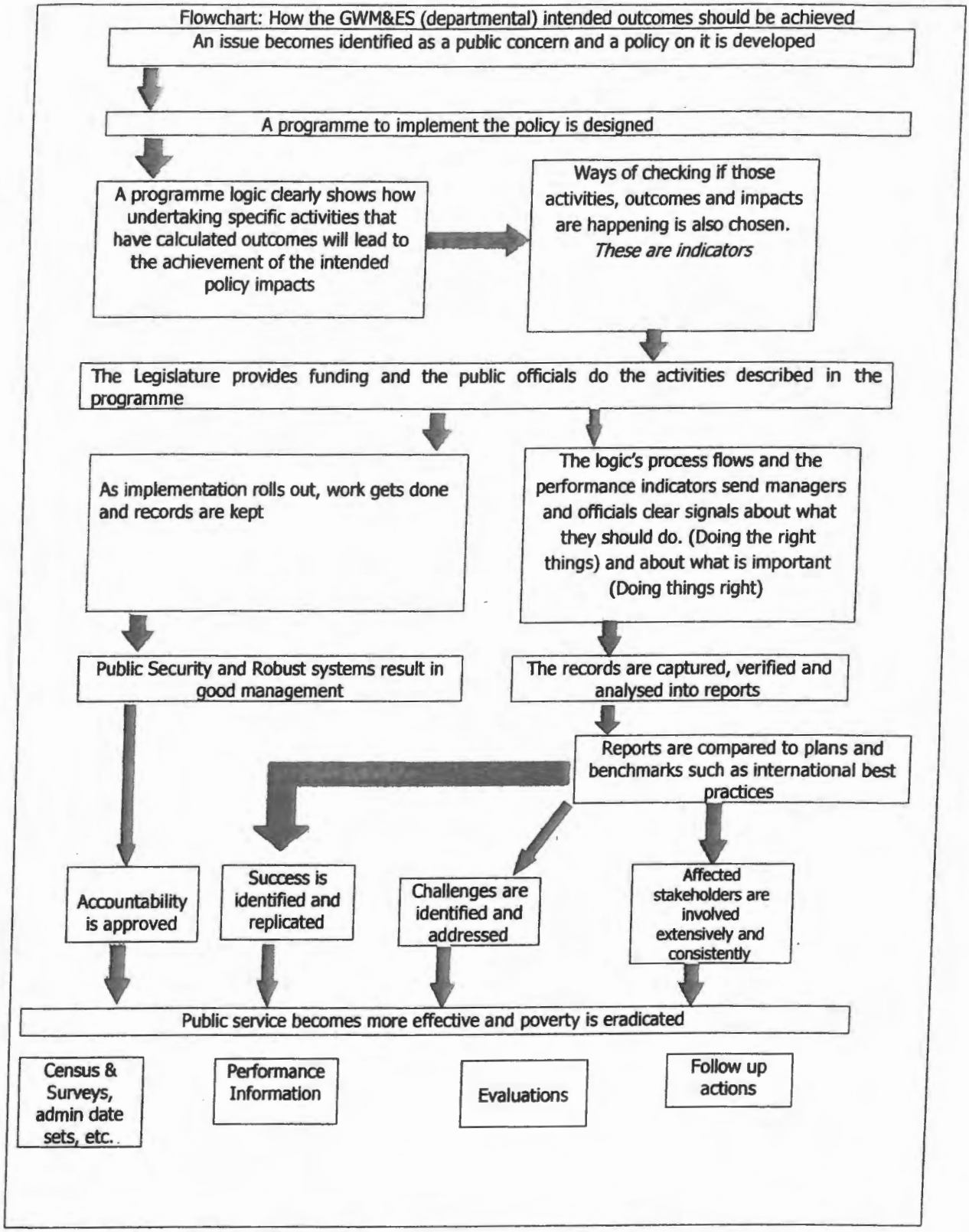
All the rudimentary stages undertaken (problem identification, data gathering and analysis, etc) as well as the position of participants within the chain of activities, have determined the present framework. The overarching objective in this study is concerned with introduction of a logic model for policy development, implementation and evaluation into the municipality with specific attention to:

- Identification of an issue as a public concern;
- Initiation of a policy by national, provincial and local spheres of government;
- Collection of relevant information on environmental factors;
- Explanation of the context and problem that the programme is to solve;
- Consideration of alternative action for solving the problem or utilising opportunity; (policy adaptation or policy succession or policy termination)
- Initiation of policy;
- Defining elements of a logic model;
- Authenticating the Model;
- A programme to implement policy is designed;
- Implementation;
- Evaluation (see Figure 1).

2.6. The Government-Wide Monitoring and Evaluation System (GWM&ES)

Cloete (2009: 301) presents a figure on the GWM&ES processes with a flowchart on how the intended outcomes of the GWM&ES should be achieved (see Figure 2). This logic model elucidates the various roles of the diverse stakeholders by explaining the generic policy planning, implementation and assessment processes in government.

Figure 2: Processes of the GWM&ES



Source: Cloete, (2009: 301)

Introduction of the GWM&ES into the municipal policy (its development, implementation and evaluation), is necessitated by the fact that the policy for Extended Public Works Programme in the DR RSMDM (Annexure A) does not have classified requirements for producing information required for policy. Cloete *et al.* (2006: 338) suggest that such a municipal policy for the EPWP (Annexure A) lacks the comprehensive set of events that determines the actions that the municipality would undertake, and from that determine the effects of such actions on social, political, economic and physical conditions (i.e. unemployment). Thus, ideas from other authors including Rossi, Lipsey & Freeman (2004) helped in the design of the current study.

The context, investigation, data collection methods, sampling methods and the impact of the social policy (and programme) in the study are developed in the context of these definitions. It is also crucial to demonstrate the interrelations amongst factors (economic, political, cultural and demographic), national goals, the national policy, municipal policy (including the Extended Public Works Programme and Projects) and the impact and outcomes of government intervention through societal feedback.

2.7. Background to Government Programme Evaluation

By 2005 it was required of all the public service, of which the municipality is part, to systematically evaluate, coordinate and monitor its policy programmes. The PSC undertook to monitor and evaluate the South Africa government's adherence to a restricted number of principles of good governance that the PSC derived from the Constitution. In the process the South African Cabinet resolved to develop a system to provide regular national government report-backs to the International UN Millennium Goals Initiative on the progress with halving poverty in South Africa by 2014 (UNDP, 2005).

As a result of the above initiatives there was a general awareness in government that the state of monitoring and evaluation of governmental activities in South Africa can and should be managed better. In July 2005, the South Africa Cabinet therefore adopted a strategy to establish a GWM&ES, intended to co-ordinate a systematic programme of policy monitoring and evaluation throughout the public sector in

South Africa (Presidency, 2005). This GWM&ES programme aimed at improving general public management in the country and will be the vehicle for reporting in 2014 on the implementation of the UN Millennium goals and targets to halve poverty according to a set of common indicators (Presidency, 2007a & 2007b).

In short, the GWM&ES is a system intended to create a uniform system of monitoring and evaluation across all spheres of government including the business and voluntary sectors in South Africa.

The processes of the GWM&ES presented in Figure 2 represent a sequential flow of the steps that were suggested by the Presidency in 2005 to serve as a guide for developing, implementing and evaluating government programmes. It is a flowchart of how the GWM&ES (municipal) intended outcomes should be achieved.

Cloete (2009: 298) states that it was not until 2005 that performance evaluations for individual staff members became institutionalised and regularly and systematically done in the South African government. Policy programme monitoring and evaluation, however, were not undertaken, managed and coordinated systematically in the South African Public Service. The GWM&ES is a programme intended to create a uniform system of monitoring and evaluation across all spheres of government including the business and voluntary sectors in South Africa. Limited evaluations were undertaken irregularly by principal departments for annual reporting purposes only.

The relationship between the GWM&ES and the evaluation measures for the recruitment policy of the department and municipality will be studied with a view to introduce the GWM&ES into the organisation.

Office of the President (2008) has also established, in consultation with StatsSA, a National Indicator Initiative (NII) that was developed in 1999. A range of 72 preliminary common policy evaluation indicators was published in 2007, while a second version of this indicator was published recently. Of the 76 indicators that covered the sectors below, the outcomes of the EPWP policy were evaluated.

Not all departments took this process seriously and around 2005 the PSC committed itself to monitor and evaluate the South African government's adherence to a number of principles of good governance derived from the Constitution of 1996.

According to the Evidence Based Policy Analysis in South Africa (no date) the following considerations *inter alia* motivated Cabinet to decide in 2005 to develop the GWM&ES

- "a need for regular national government report-backs;
- the International UN Millennium Goals Initiative on the progress with halving poverty in South Africa by 2014 (e.g. UNDP, 2005);
- South Africa was the host of the World Summit on Sustainable Development in 2002 and at that time did not have any national M&E system to assess sustainable development as required by the Rio Convention of 1992 and it was reiterated at the Johannesburg Summit where South Africa was the host country;
- the undertaking by the South Africa president to regularly inform citizens about progress with the Government's National Programme of Action (POA)".

The stages described in Table 1 would be a further contribution in the current thesis with regards to undertaking correct actions during policy processes.

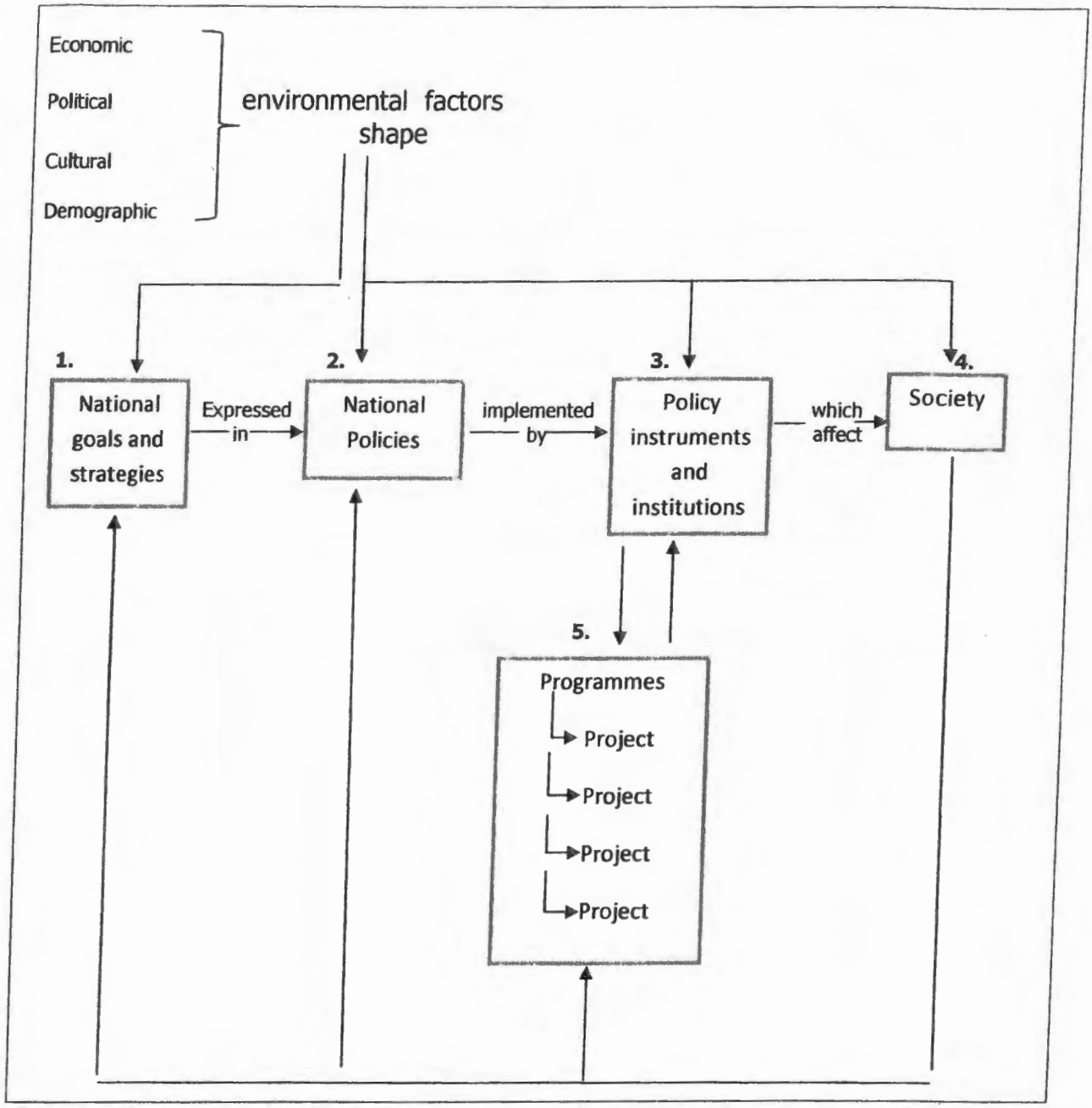
Table 1: A Schematic Representation of the Relationship between the Policy Process and Policy Analysis

Policy Process (stages)	Policy analysis (generation of policy relevant information)
Initiation of policy concern	Description of policy issue
Consider cause or exploit opportunity	Definition of policy problem or opportunity
Consider alternative actions for solving problem or utilizing opportunities	Determination of the future outcomes and alternatives
Decision on and design of action	Rational decision analysis and description of policy instruments
Publication	Production of public notice
Implementation	Production of plans and project information
Evaluation	Monitor progress and assessment of impact

Source: Rossi *et al.*, (2006: 339)

Cloete *et al.* (2006: 217) suggests a flow that the study emulates to demonstrate the influence of environmental factors (society) on national and municipal policy, its programmes and projects as shown in Figure 3. The GWM&ES, the statutory phase of the generic policy process adopted from Cloete *et al.* (2006: 53) and Wholey *et al.* (2004: 14) five stages that construct a logic model would be integrated into the municipal policy development, implementation and evaluation interventions.

Figure 3: Public Policy Impact Chain including Programmes and Projects



Source: Cloete *et al.* (2006: 217)

2.8. Public Policy

Most importantly, the public policy impact chain (Figure 3) becomes the template through which the flow of the generic strategy (i.e. policy, programme and projects) and relationships amongst other elements in the chain will be presented. Explored literature, the gathered data, identified gaps, findings, recommendations and contributions to science will follow logically as alluded to in the chain.

Public policy writing takes involvement of an array of participants that include legislative institutions, public officials, interest groups, cabinet, the media and the public (Cloete *et al.,* 2006: 31).

Accordingly, policy maintenance or adaptation, policy succession and policy termination are necessitated by changing technologies and environmental factors. Policy maintenance is the slight change made on organisational programmes to achieve the original policy objectives. The specific stage where alternative action for solving the problem or utilising opportunity is defined comes into existence as a result of the policy change model (Cloete *et al.*, 2006: 293).

Policy innovation is when an institution gets involved in an activity or service that is completely new to the organisation. Non-achievement of policy objectives and invalidity of philosophical underpinnings necessitate termination policy termination (Hogwood & Gunn, 1984: 295).

Policy succession is the purposeful replacement of existing programmes or projects in the same arena of activities and includes linear succession, splitting or consolidation, non-linear succession and incidental succession (Cloete *et al.,* 2006: 293). A full definition for types of policy succession is provided under recommendations in the final chapter.

The relationships amongst participants in public policy making are fundamental in determining the chain of activities necessary to birth successful policy development, implementation and evaluation.

2.9. Summary

This chapter explains key concepts for the present study. Further, attempts have been made to demonstrate relationships amongst the specific constructs of policy and a synopsis of their position in the logic chain. A combination of policy processes derived from various sources were adapted to integrate the municipality, external environment and policy phases for employment creation. The concepts central to the study were defined to provide clarity of the policy processes imbedded within the monitoring and evaluation science of the municipality under study.

Chapter 3 Programme Components

3.1. Introduction

Chapter 3 presents municipal demographics (environmental factors), specific challenges (problems) in the district municipality, policy and a full description and positioning of the programme components. It is also in the present chapter where the practical monitoring and evaluation of the programme under study takes place. In the process of analysing the municipal (EPWP) policy, theories from various literatures are introduced into the said (policy) tool with an intent to help address unemployment-related problems of the community.

3.2. Identification of an Issue as a Public Concern

Stages of the proposed model (Figure 1) of the present study commence with identification of an issue as a public concern. Poverty alleviation and provision of employment have been government priorities since 1994, but by April 2011 unemployment was still at 34% and 21% among the African and coloured population groups, respectively, according to Statistics South Africa (StatsSA, 2011). The IDP Report of Dr. Ruth S Mompati (2011: 109) shows that the Cabinet of South Africa, in January 2010, adopted 12 outcomes within which to frame public service delivery priorities and targets. More detailed delivery agreements were developed from the 12 outcomes with extension of targets and responsibilities to national and provincial departments, agencies and municipalities.

It must be noted that on account of its size, the diagram representing a full exposition of the municipal strategic objectives as aligned to the 12 national priority outcomes is presented fully in Annexure D. Cabinet mandated all municipalities to take the 12 outcomes into consideration when implementing and evaluating their IDPs as well as the EPWP. The municipalities have a role to play in contributing directly to the realisation of the outcomes through the implementation and facilitation of programmes at national and provincial departments.

Annexure D depicts the 12 national priority outcomes that Cabinet pronounced. Only three outcomes (4, 5 and 12) are relevant to the present study because they are based on:

- Decent employment through inclusive economic growth (the municipality has not defined the concept of decent employment).
- A skilled and capable workforce to support inclusive growth.
- A responsive, accountable, effective and efficient local government system.

Decent employment may be defined as an activity, occupation, work, business or service done by men, women, adults and youth within the context of the core labour standards as defined in ILO Conventions. Decent employment is not forced labour...does not entail discrimination at work on the basis of race, colour, sex, religion, political opinion, national extraction, social origin or other, provides an adequate living income, entails an adequate degree of employment security and stability...and promotes access to adapted technical and vocational training, (FAO, 2012).

The other nine (9) outcomes are not directly related to the focus of the present study since they are about:

- Basic education (outcome 1)
- Health (outcome 2)
- Safety and Security (outcome 3)
- General economic development (outcome 6)
- Agriculture (outcome 7)
- Housing and Human settlements (outcome 8)
- Government Systems (outcome 9)
- Environmental Management (outcome 10)
- Foreign Investment (outcome 11)

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3.2.1. Related National Objectives

In the process of setting objectives and devising strategies to implement the 12 national priority outcomes the municipality adopted a ten point plan designed for the enhancement of municipal contribution to employment creation and sustainable livelihoods through the LED in 2011 (IDP Report, Dr. Ruth S Mompati, 2011: 103).
From the five thematic areas or key performance areas that inform municipal programmes, only the LED thematic area comprise programmes that specialise in employment creation(IDP Report, Dr. Ruth S Mompati, 2011: 108).

The DR RSMDM municipality had aligned its strategic objectives to the national strategic objectives and the 12 national priority outcomes in its employment generating programmes (IDP Report, Dr. Ruth S Mompati, 2011: 105–108). How the EPWP policy and the national priority outcomes are related to each other is again visible through the socio-economic analysis that the municipality conducted in line with the national government priorities. In its planning, the municipality conducted a socio-economic analysis with the purpose to ensure that the objectives, strategies, projects and programmes of the municipality sufficiently consider the needs of previously disadvantaged or marginalised population groups and effectively address unemployment and gender equity.

3.2.2. Unemployment in the District (First Problem)

According to the IDP General Review, Dr. Ruth S Mompati (2012) unemployment in the District Municipality is identified as the main problem in that district. In the said IDP General Review the municipality identified the community problems as follows:

- The overall unemployment rate for the DR RSMDM for 2009 for males was (27.8%) and for females (31.6%);
- Out-of-school youth and adults in the district were not employed;
- Those in low income households worked to support many dependents and earned little relative to the cost of living;
- A broad section of working age people were not employed and
- Most of the households depended on grants.

The IDP Report, Dr. Ruth S Mompati (2011) reflects further demographic information on training that a huge number of the population (78 094 people or 17.76% of the total population) in the DR RSMDM area has not attained any education. Another portion of the population (65 325 people or 14.86% of the total population) has received primary education only. A further small portion of the population (24 754 people or 10.98% of the total population) has secondary education. Only a small number of the population (47 921 people or 21.26% of the total population) has Grade 12.

The coloureds were amongst the highest number of people without work in DR RSMDM with 40.7% males and 42.6% females unemployed; black males are at 29.2% and females 38.5%. A large number of white and Asian females are unemployed. (IDP General Review, Dr. Ruth S Mompati: 2012: 45–46). Table 2 shows the statistics for unemployment in the district municipality by race and gender.

Table 2: Number of Unemployed People per Population Group in the District

Race Group	Male		Female		Total	Percentage
	Number	%	Number	%		
African	15199	29.2%	14244	38.5%	29443	33.0%
White	93	2.6%	126	5.7%	219	3.8%
Coloured	856	40.7%	803	44.7%	1658	42.6%
Indian/Asian	11	3.2%	20	10.5%	31	5.8%
Total	**16159**	**27.8%**	**15193**	**36.9%**	**31352**	**31.6%**

Source: IDP General Review, Dr. Ruth S Mompati, (2012: 46) as adopted from Global Insight survey (2009)

There was high unemployment within Dr. RSMDM. The unemployment rate for African race for 2009 was at 33.0%, and the white 3.8%, coloureds 42.6% and Asian/ Indian was at 5.8%. The overall unemployment rate for the DR RSMDM for 2009 for male was 27.8% and 31.6%for female (IDP General Review, Dr. Ruth S Mompati, 2012: 45–46).

Unemployment for the coloureds people for the period of 1996 to 2009 increased. In 2006 unemployment rate was 37.0% and has been increasing annually. In 2009 a report indicates the rate at 42.6%.

Due to the increase of Indian/Asian people in the district municipality, there is a slight increase of their recorded unemployment rate. They contributed 5.8% in 2009 to the unemployment population. Even though some worked (between 2006 and 2009) in the shops around the municipal village, they had some family members who were unemployed and others were work-seekers.

The following information is the age demographic factor for the entire district.

3.2.2.1. Age

The age distribution shows that youth between the ages 18 and 35 are dominating throughout the race groups as reflected in Table 3. That is why the youth were targeted for employment opportunities of the EPWP, yet the target was not achieved.

Table 3: Age Distribution

Age	African Male	African Female	TOTAL	White Male	White Female	TOTAL	Coloured Male	Coloured Female	TOTAL	Asian Male	Asian Female	TOTAL	SA Male	SA Female	Total M&F
00-04	3674	3922	7596	170	140	310	360	353	713	39	43	82	4243	4458	8701
05-09	3715	3685	7400	199	126	325	402	409	811	37	27	64	4353	4247	8600
10-14	3641	3546	7187	153	163	316	381	389	770	31	42	73	4206	4140	8346
15-19	3460	3664	7124	155	182	337	331	370	701	32	29	61	3978	4245	8223
20-24	1492	2131	3623	118	104	222	329	335	664	25	26	51	1964	2596	4560
25-29	2172	2224	4396	170	206	376	301	280	581	35	32	67	2678	2742	5420
30-34	1943	1545	3488	160	165	325	277	274	551	41	34	75	2421	2018	4439
35-39	1458	1655	3113	125	125	250	229	236	465	27	33	60	1839	2049	3888
40-44	1177	1328	2505	148	168	316	153	230	383	48	39	87	1526	1765	3291
45-49	1223	1255	2478	182	172	354	141	243	384	36	45	81	1582	1715	3297
50-54	1137	1115	2252	153	219	372	146	192	338	39	26	65	1475	1552	3027
55-59	812	852	1664	177	182	359	92	149	241	22	25	47	1103	1208	2311
60-64	451	496	947	181	148	329	65	98	163	11	10	21	708	752	1460
65-69	281	442	723	93	103	196	61	77	138	16	33	49	451	655	1106
70-74	186	231	417	115	167	282	35	54	89	13	4	17	349	456	805
75+	173	338	511	117	168	285	41	57	98	5	7	12	336	570	906
Total	**26995**	**28429**	**55424**	**2416**	**2538**	**4954**	**3344**	**3746**	**7090**	**457**	**455**	**912**	**33212**	**35168**	**68380**

Source: Global Insight (2009)

3.2.2.2. The Integrated Development Plan (IDP)

The IDP analysis report (IDP Report, Dr. Ruth S Mompati, 2011: 57–58) presents the results of a socio-economic analysis, the poverty situational analysis and gender related challenges by stating the minimum requirement, pertaining to the output, that was to be attained. That is:

- Differentiation of data by socio-economic category and gender, where possible.

The report further states one of the minimum requirements, pertaining to the

public participation process that is inclusive and representative of social categories, especially poverty and unemployed groups and gender (IDP Report, Dr. Ruth S Mompati, 2011). The said IDP report obtained information on the public participation process (including social categories) from Stats South Africa.

The IDP is a strategy that local municipalities in South Africa have to implement for future development planning in their areas. Before the year 1994 long walking distances and bad planning made it difficult for the poor to access business and government services.

It is through the IDPs the government has determined to bridge the gap and level of services between rich and poor areas as well as address underdeveloped and disservice. Poor planning of the past has been overcome through this new approach. The National Development Plan (IDP General Review, Dr. Ruth S Mompati, 2012: 111–117) was formulated to respond to a variety of municipal problems.

3.2.2.3. The Rationale for Developing an IDP

The IDP General Review for the Dr. RSMDM (2012) spells out the main objectives for IDP as:

- The IDP ought to assist the local municipality pay attention on the most important needs of local communities making effective use of the locally available resources.
- Municipalities are compelled to ensure that resources are used to integrate rural and urban areas and to extend services to the poor.
- Through promotion of co-ordination between local, provincial and national government, the different spheres of government spontaneously work in a coordinated manner to ameliorate the development needs in a local area.

The Municipal Systems Act 32 of 2000 reads:

"Each municipal council must, within a prescribed period after the start of its elected term, adopt a single, all inclusive and strategic plan for the development of the municipality which—

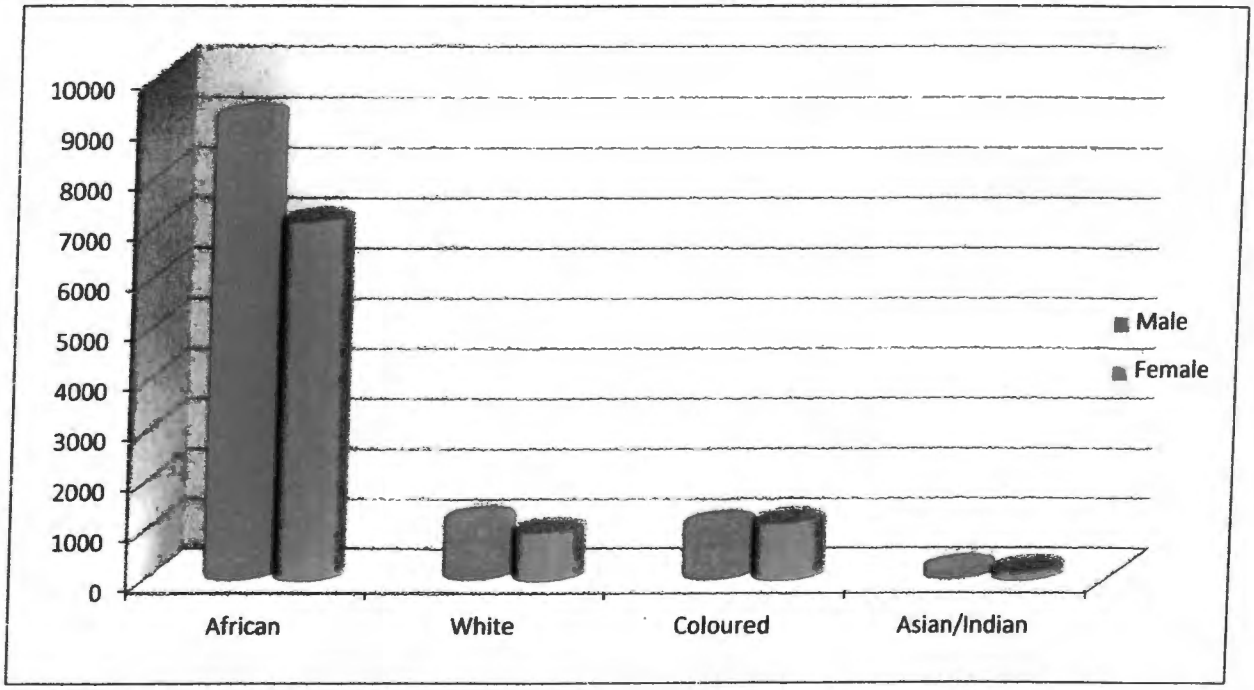
- Links, integrates and coordinates plans and takes into account proposals for the development of the municipality;

- Aligns the resources and capacity of the municipality with the implementation of the plan;
- Complies with the provisions of this chapter; and
- Is compatible with national and provincial development plans and planning requirements binding on the municipality in terms of legislation."

3.2.2.4. Naledi Local Municipality (NLM)

Selection of the NLM as a focal point became inevitable since only the storm water project was completed out of the planned projects in the area's EPWP. Figure 4 indicates that males dominate the economically active population within NLM.

Figure 4: The economically active population in Naledi Local Municipality



Source: Global Insight (2009)

The Naledi area also has an unemployment rate of between 20% and 39%; and 66% of the population lives below the poverty line (IDP General Review for the Dr. RSMDM, 2012)

The number is relatively high in the African males (40.3%), while 29.9% of African females are employed. The employment rate for white male population for is 48.9% and the white females 35% (Naledi Local Municipality IDP Report, 2012: 58–59).

Unemployment of population groups within the Dr. Ruth Mompati municipality led to the employment creation programme.

3.2.3. Poor Education in the District Municipality (Second Problem)

The total population in the entire district was estimated at 140 600 in year 2010. The IDP General Review, DR. RSMDM (2012) reports that a large portion of the population (78 094 people or 17.76% of the total population in the DR RSMDM area has not had any schooling. A large portion of the population (65 325 people or 14.86% of the total population) has received primary education. A small portion of the population (24 754 people or 10.98% of the total population) has secondary education. A small portion of the population (47 921 people or 21.26% of the total population) has Grade 12. A very small portion of the population (9 272 people or 4.12% of the total population) has some tertiary education.

3.2.4. Lack of Water in the District Municipality (Third problem)

More than 60% of the population of DR RSMDM depended on groundwater in 2011 (IDP General Review, DR. RSMDM: 2012).

The district had substantial groundwater resources in the form of dolomite compartments and fractured aquifers, but groundwater depletion and quality deterioration negatively affected groundwater. Another set of factors that negatively contributed in the scarcity of water were climate, agriculture, mining, population growth, urbanisation, policy and legislation.

The IDP General Review for the DR. RSMDM (2012: 158–159) presents perpetual challenges that are associated with the provision of water within the DR RSMDM. These include:

- theft and vandalism of infrastructure, poor revenue collection as current tariffs do not present the actual cost of water, high cost of raw water, high costs to maintain old infrastructure, the vastness of the area and dependency on ground water.
- The dispersed and rural nature of district – it is more expensive to provide water than in urban areas.

- 40% of the households within the district earn less than R1600/month and few people pay rates and taxes. This has an impact on the water services affordability. Urban areas performed better than rural areas in the past in this regard, now it seems as if is the other way round.
- The current institutional arrangements in the area are highly fragmented affecting efficiency and quality of the provided services.
- Inappropriate and inadequate staffing in many instances.
- Agricultural areas are under severe stress due to irrigation farmers extracting huge amounts of water. The end-result of on-going and further extension of irrigation areas will most likely, as it would be more difficult and costly to pump water from deep levels for livestock farming.
- Water from the Taung Dam is not used due to structural problems with the dam wall.
- Current tariffs do not present the actual cost of water.
- Water for livestock is not funded, but nevertheless urgently required in the second economy for subsistence farming.
- Funding for water purification is to be sourced, as department of Water Affairs and Forestry (DWAF) is currently not funding it.
- Ground water contamination by cemeteries, mining activities, etc. is high, largely as a result of a shallow water table.

3.3 Initiation of a Policy (national, provincial and local spheres of government) – (See Annexure A)

The EPWP policy is about the targets (national, provincial, municipal and own target). The EPWP policy for (DR. RSMDM: 12) reads:

Job creation and skills development are some of national government's top priorities. In 2011 the unemployment rate of 49% for South Africa was one of the highest in the world. The Expanded Public Works Programme (EPWP) is one of government's responses to address these challenges.

3.3.1. Municipal Summit

As part of the national government's employment creation efforts, the Portfolio Committee of Public Works held a Municipal Summit (Henderson, 2011: 10–11) with a purpose to ensure increased job creation by municipalities in order to reach the 4,5-million work opportunities target. The summit was attended by politicians, administrators, NGOs and community representatives from three spheres of government, 02 to 04 November 2011. The summit and took resolutions that:

- municipalities will ensure that their IDPs prioritise the EPWP approach and methodology in their projects in order to optimise job creation; and
- municipalities will deliver on the EPWP across all sectors, and will use labour-intensive methods in the delivery of projects in order to promote the creation of work opportunities.

At the Municipal Summit, Henderson (2011: 6) had a theme meant to:

- Impart technical knowledge and an understanding of the EPWP especially in the context of the new political principals elected into office in 2011.
- Garner the support of political principals and technical staff in terms of the EPWP targets.

The Municipal Summit Henderson, (2011: 11) recommended best practices of developing a policy that were shared with all municipalities as presented in Annexure E.

3.3.2. Policy, Programme and Projects

Policies prepare the environment where the developmental intervention is to take place. Cloete *et al.*, (2006: 215–217) provide a useful framework that this study emulates to indicate how the economic, political, cultural and demographic environment affect a governmental strategy and impact on other elements in the chain (see Figure 3). In the same context, national goals and strategies are carried out through various instruments and institutions, which affect the society through feedback.

A discussion of definitions of policy by a number of authors would bring one to the nature of the concept itself that would be linked to a programme. Cloete *et al.*

(2006: 14) argue that a policy indicates a goal, a specific purpose and a decided programme of action.

Hogwood & Gunn (1984: 13–9) aver that various uses of the word 'policy' refer to the contexts of the term as a label for a field of activity (e.g. economic, social policy); as a proclamation of general purpose or aspired state of affairs; as specific proposals; as government decisions; as formal authorisation; as a programme; as output; as a theory model and as a process.

Therefore, a policy is a guiding principle for setting direction in an organisation or a government while a programme is the translation of a policy into an action plan to bring about the desired results. A policy is a programme of action to give effect to specific goals and objectives aimed at changing (and preferably improving) an existing unsatisfactory situation such as unemployment (Wholey *et al.,* 2004).

A policy is a high level plan of action incorporating general goals. An example of such a policy in the current study is the policy designed to implement the Extended Public Works Programme.The municipal problems in the DR RSMDM do not exist in isolation and must be discussed in relation to national problems. The structure of government in the republic of South Africa helps to illustrate the positions and roles of national, provincial and local government. Public expenditure affects the use of resources and the quality of the citizens' lives through the operation of policies, programmes and projects. A project is a separate component within a programme and is decided at the lowest level (Public Private Partnership Policy Framework, 2015).

3.3.3. Expanded Public Works Programme (EPWP)

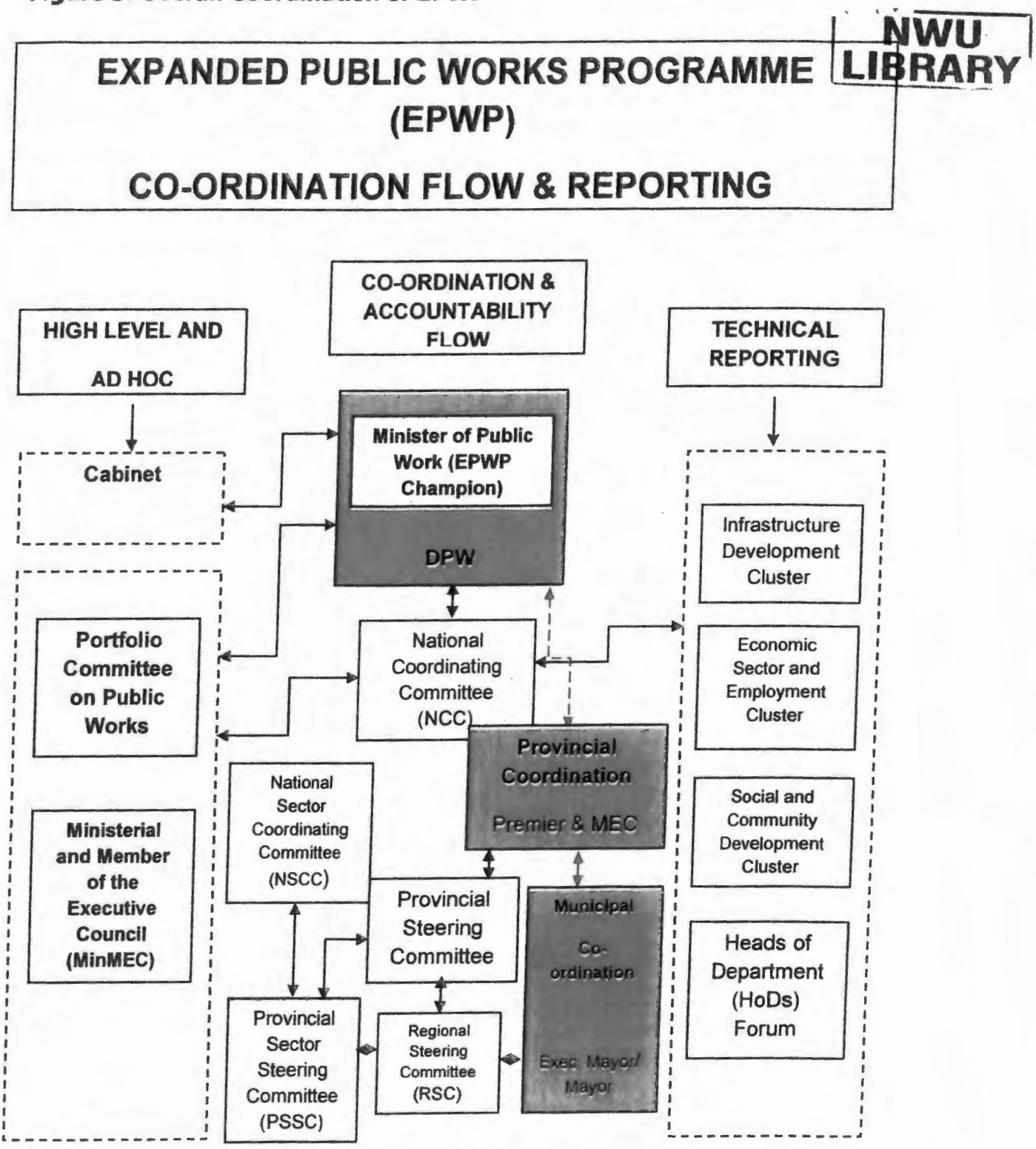
The National EPWP Policy for the DR RSMDM (2012: 5) describes the Expanded Public Works Programme (EPWP) as a nation-wide government programme aimed at drawing significant numbers of unemployed into productive work, so they may increase their capacity to earn an income.

3.3.3.1. Coordination Flow and Reporting (EPWP)

Figure 5 is presented to demonstrate the flow of coordination and reporting on the EPWP policy amongst national, provincial and local levels of government.

Figure 5: Overall Coordination of EPWP

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Source: The National EPWP Policy for the DR RSMDM (2012: 14)

3.3.4. Policy for the EPWP

Policies are usually implemented through programmes. The programmes are made up of government activities that are formally rolled out in the form of projects (Cloete, 2006: 216).

A programme is a body of procedures of projects designed to implement policies and achieve their aims. The EPWP was a tool designed to help implement IDPs at national, provincial and local levels of government.

In achieving the objectives of the EPWP, the particular programmes that have been in place within the municipality since 2010 to date are concerned with:

- Implementation of the community works programme
- Ensuring proper implementation of the EPWP at municipal level
- Designing service delivery processes to be labour intensive
- Utilising community structures to provide services.

3.3.4.1. Gaps in the National and Municipal Policy Tools

The national EPWP framework provides that local government develops an EPWP policy that is embedded within the IDP. The present study also made an analysis of the two policy documents (Annexure A and B). Owing to the difficulty associated with defining unemployment (misleading definitions) as demonstrated under Perspectives on Unemployment, the data collection stage has yielded results that proves the difficulty associated with problem identification (unemployment, for instance).

There is no clear policy problem or a condition/s that produces needs or dissatisfaction among people and for which relief or redress by government action is required (Anderson, 2004).

There are no precise processes (stages) of policy development, implementation and evaluation in the two (policy) documents (Annexure A and B) and as such the EPWP projects cannot help solve unemployment or eradicate poverty. Thus, though the EPWP policy for (DR RSMDM: 4) vividly spells out it is "expected to promote EPWP principles and the re-structuring of local government activities to facilitate and create greater employment opportunities per unit of expenditure", such an objective cannot

be easily achieved. Some policy goals lack clarity and this often takes the form of obscure goals and bundles of indeterminate exhortations" (Vedung, 1997: 219). Seemingly, there is lack of clear objectives, outcomes and what the policy is designed to achieve in the national and municipal policy documents for the EPWP.

For the EPWP to be effective the programme needs to be incorporated in all activities of the municipality. This will require that every project as per the IDP to promote EPWP principles and re-structure project activities to facilitate and create greater employment opportunities per unit of expenditure (IDP General Review for the DR RSMDM, 2012).

3.3.4.2 Alignment of the Municipal EPWP Policy to the National Policy

The present study looked at implementation of the national EPWP policy through the municipal EPWP policy and programmes. The Key Performance Indicators (KPI) of the national EPWP Policy (2010: 5) read:

> A qualitative or quantitative measure of a service or activity used to compare actual performance against set standard or other target. In the context of EPWP, the key performance indicators relate to worker demographics, project budget, training days, wages and social impact studies.

In spite of the above, the EPWP policy for the DR RSMDM is silent on compilation of quarterly report-backs for submission to the national department of Public Works as required by the national EPWP policy and the GWM&ES. Reporting on implementation of a municipal EPWP policy should be linked to the National Framework.

Ashton (2012) avers that the biggest problem with the EPWP is that only a small fraction of the money going into the programme reaches the intended beneficiaries. In some cases less than 10% of programme costs reach the workers as wages. Some are paid less than R50 per day. The said practice is exploitation at alarming proportions scale, where well-connected movers and shakers take the cream, leaving the crumbs for the purported beneficiaries (Ashton, 2012).

According to Ashton (2012) the "Liberals and free marketeers" suggest that the state does not have the role to create or provide employment. Instead, they advocate that the state should make conditions conducive to job creation.

Kennet (2008: 131) says that the institutions lack ideas for poverty reduction and employment creation in their policy making and recommends consensus amongst policy makers on drafting policies for employment creation and poverty alleviation. The competitiveness-oriented convergence club should be considered in order to grasp the logic of global policy to eradicate poverty and generate employment.

Recommendations

An overview of the municipal EPWP policy mentions that the national Department of Public Works requires a consolidated EPWP report quarterly to monitor progress of all sectors for the district and ensure that the overall district strives to achieve the targeted outcomes of the programme (EPWP Policy for the DR RSMDM. 2012: 7) This must be complied with.

Rossi et al (2004: 33) also suggest coordination of municipal and IDP Programmes of employment creation. One of the aims of an IDP is to coordinate the work of local provincial and national spheres of government in a coherent plan to improve the quality of life for the people. The achievement of such coordination might influence the proposed model if a substantial proportion of the departmental budgets for employment creation were to be directed towards community based initiatives.

Swanepoel & De Beer (2011: 168) suggests a qualitative method named Participatory Rapid Appraisal and Planning (PRAP), which includes identification of the needs of a community, examination of resources in a community, recording the background and history, measuring perceptions, etc. Usage of the PRAP method within the municipality under study would include:

- An objective and realistic identification of community needs, unique to each community; and
- examination of community resources with an objective to exploit same i.e. natural resources, human resources; financial, socio-economic, etc. The

community resources should be exploited to ensure the sustainability of employment and decent income in the EPWP projects.

Though the exercise of measuring perceptions might attract obstructive data when gathering policy related inputs, it may as well provide valuable information since local people know their community better. The suggestions that the local community members might give could assist in the long term, instead of employing beneficiaries on 18 months projects with an income of below R2 000 per month.

Recording of the background and history with a view to enable the municipality generate the reliable information on underlying causes for community "unemployment and poverty". In other words, the underlying factors that lead to unemployment and poverty in each area would have informed the municipal policy on employment creation.

The municipal policy of employment creation through the EPWP would be successful if there are some forms of public-private-partnerships such as joint ventures, outsourcing, franchising and operational transfers (Du Plessis, 2008).

3.3.4.3. Links between the National and Municipal EPWP Policies

The National EPWP policy states that the head of the EPWP at national level is the Deputy Director-General (DDG) of Public Works whose national branch is capacitated by technical staff across the sectors, training, monitoring and evaluation and small business development. The branch develops policy, funding mechanisms, guidelines and performs monitoring and evaluation (National EPWP Policy Guideline: 16).

However, there is no link between the National EPWP Policy Guideline and the municipal EPWP policy to fully satisfy the monitoring and evaluation efforts in the municipality. The report process undertaken by the national DDG and the technical staff mentions progress reports for information on the number of jobs created in the municipality. Nevertheless, the explicit monitoring and evaluation framework is lacking.

One of the responsibilities for the provincial Chief Director is to ensure that all public bodies in the Province participate in the EPWP, manage EPWP sectoral coordination

and help to monitor and evaluate the provincial EPWP (National EPWP policy Guideline 11).

Notably, the municipal EPWP policy (see Annexure A) states that monitoring and evaluating will be carried out by the department of Public Works. "Once finalised the monitoring and evaluation requirements for the other sectors will be made available to the various Sector Coordinators. Monitoring of projects will be carried out by the Service Provider's Monitoring Unit and provide progress reports with information on how many job opportunities have been created on the ground" (EPWP Policy for the DR RSMDM: 14).

On the other hand, the implementation objectives of the Sector Coordinators (directors) are to monitor, evaluate and report on sector specific KPIs to the Head of Department programmes. The directors are also responsible for designing, implementation and reporting on the EPWP System (National EPWP Policy: page 18). Despite that the coordinators are mandated to monitor and evaluate the EPWP programme and report to their principals, municipalities do not submit regular reports on progress made in projects as per the department Cooperative Governance and Traditional Affairs (Report 2011: 16). The report accordingly reads:

As stated in the monthly non-financial report on MIG, like all municipalities in the North West DR RSMDM and its locals did not submit their June 2011 EPWP (and MIG) report. In DR RSMDM MIG projects are about water and sanitation. Supply of water projects in the NLM is underway.

The municipal EPWP policy does not cater for collation of public feedback required by the national EPWP policy. A shortfall in the municipal policy lies in its omission of the social impact study stipulated in the national policy.

The national EPWP policy stipulates qualitative or quantitative measures of a service or activity needed to compare actual performance against set standard or other target. In the context of EPWP, such measures relate to worker demographics, project budget, training days, wages and social impact studies, (National EPWP Policy Guideline: 1).

The National EPWP framework provides that the local government must develop an EPWP policy that is embedded within the IDP. The policy is expected to promote EPWP principles and the re-structuring of local government activities to facilitate and

create greater employment opportunities per unit of expenditure (EPWP policy for DR RSMDM: 4).

3.4. Collection of Relevant Information (Environmental Factors)

The second stage of the proposed model (Figure 1) involves collection of relevant information, which was preceded by identification of an issue that is a public concern.

3.4.1. Demographics for the North West Province

The North West province is in the central north of South Africa and covers 116, 320 square kilometres, constituting 9.5% of the total land in the country. Two-thirds of the population speaks Setswana while the remaining third comprises groups that speak Afrikaans, Sesotho and isiXhosa. Only 35% of the population is urbanized. The Province was created in 1994 following the merger of Bophuthatswana, one of the apartheid-era Bantustans or "homelands", and the western part of province of former Transvaal (StatsSA, 2003).

Prior to 1994 the North West province was territorially divided into six areas that made up the 'national state' of Bophuthatswana, part of the independent 'homelands', and the rest of the Province was under the separate provincial administrations of the then Cape Province and the then Transvaal (Tait, 1996). The North West Province of the Republic of South Africa has a total population of about 3 200 900. At government level, the province comprises nine (9) departments, each with a political mandate to provide services to the inhabitants.

The North West province has its own provincial government and its legislative power is vested in the provincial legislature. The executive power is vested in a provincial premier and is exercised jointly with the other members of a provincial executive council.

The legislature has between 30 and 80 members elected for a five-year term based on the Province's portion of the national voters' roll. The legislature is empowered to pass legislation within its functional areas. The premier is elected by the legislature and is limited to two five-year terms in office. The premier appoints the other

Members of the Executive Council (MECs), which functions as a cabinet at provincial level.

The members of the executive council are accountable individually and collectively to the legislature. The said MECs are political heads of department responsible for rendering basic services to the population. Such responsibilities to deliver services are made possible through strategic plans drawn by individual service departments and municipalities at provincial and local levels. Accordingly, the departments have employed human capital to help expedite the service delivery programmes at municipal level.

3.4.2. The Programme Components

The programme components for the EPWP are outlined underneath, namely:

(a) Community Skills profile
(b) Existing societal networks
(c) Employment in other sectors
(d) Unemployment trends
(e) Nature of unemployment
(f) Recruitment
(g) Training

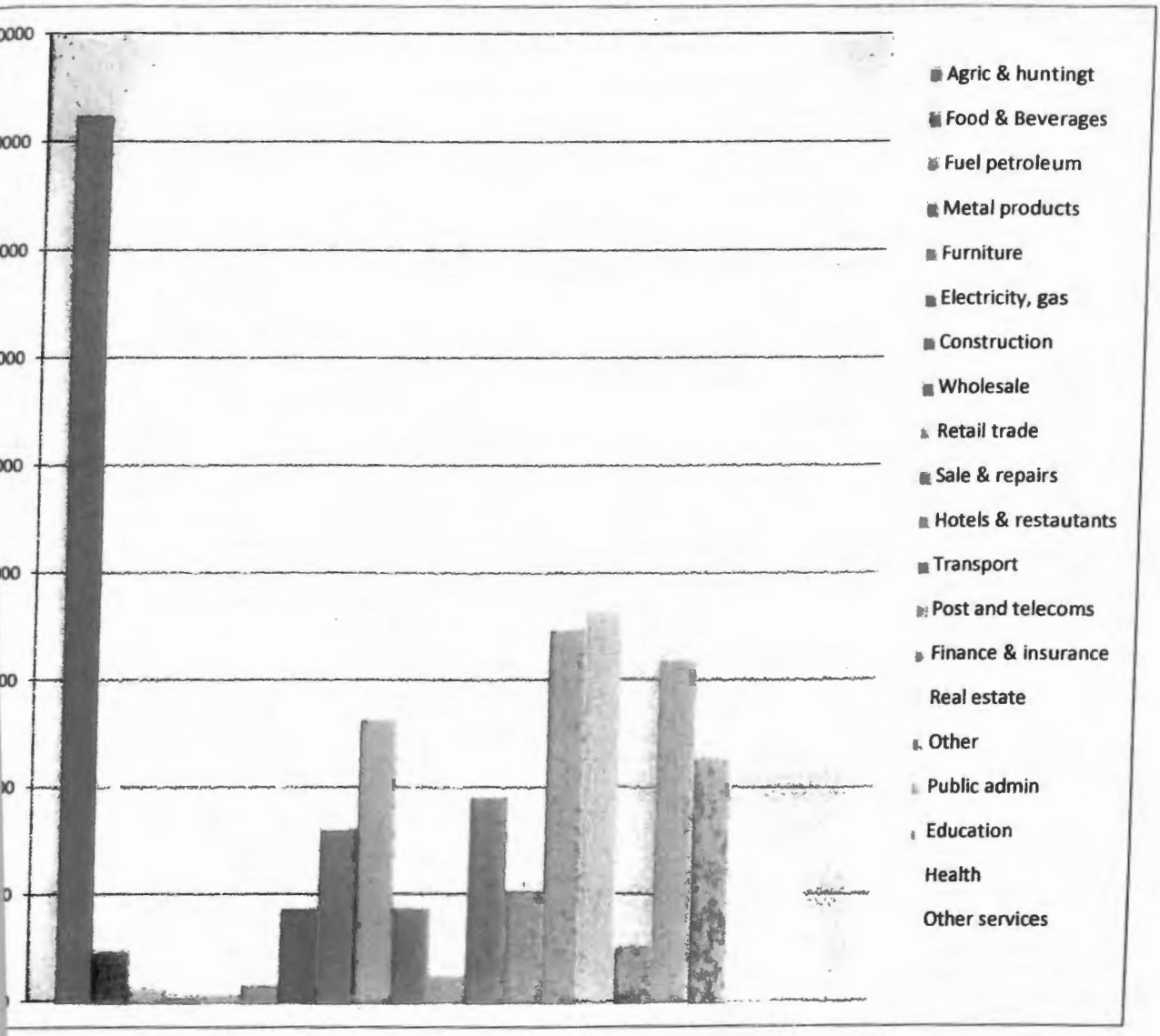
The programme activities are highlighted after the components.

The contextual factors that influence programme implementation are those that might have a bearing in the performance of a programme i.e. environmental circumstances like transportation challenges, economic pressures and customers' socioeconomic problems (Wholey *et al.,* 2004: 18). Likewise, the demographic factors within the municipality under study are presented to provide a picture about the type of area that is been studied.

3.4.2.1. Employment Creation

The employment creation in other sectors is shown in Figure 6.

Figure 6: Top 20 Economic Sectors in Naledi Local Municipality



Source: Global Insight (2009)

Naledi Local Municipality IDP Report (2012: 55) presents the results illustrated in Figure 6 which shows the main sectors of NLM. The sectors which are significant contributors of employment creation in the local municipality are agriculture and hunting (21%), transport (5%), finance and insurance (8%), public administration (8%) health and social (5.8%), education (3%) and food, beverages and tobacco

(1%). This also suggests that these sectors are the largest employers in NLM. Other sectors like fish farming, leather goods are potential for development by SMMEs.

3.4.2.2. Gross Domestic Product

The Gross Domestic measures the total amount of goods and services produced in a region. The total GDP for NLM at 2009 was R1 954 406. The sectors are given below with a highlight on the top twenty sectors contributing towards employment.

Table 4: Gross Domestic Product per Sector

Detailed Economic Sectors (34 sectors)	
Current prices (R 1000)	
2009	
11 Agriculture and hunting	412 276
12 Forestry and logging	564
13 Fishing, operation of fish farms	3 233
21 Mining of coal and lignite	0
23 Mining of gold and uranium ore	0
24 Mining of metal ores	249
25-29 Other mining and quarrying (incl 22)	364
30 Food, beverages and tobacco products	23 428
31 Textiles, clothing and leather goods	86
32 Wood and wood products	2 428
33 Fuel, petroleum, chemical and rubber products	7 175
34 Other non-metallic mineral products	1 944
35 Metal products, machinery and household appliances	3 366
36 Electrical machinery and apparatus	1
37 Electronic, sound/vision, medical & other appliances	7
38 Transport equipment	340
39 Furniture and other items NEC and recycling	3 965
41 Electricity, gas, steam and hot water supply	9 075
42 Collection, purification and distribution of water	185
50 Construction	44 659

Detailed Economic Sectors (34 sectors)	
Current prices (R 1000)	
61 Wholesale and commission trade	81 644
62 Retail trade and repairs of goods	133 257
63 Sale and repairs of motor vehicles, sale of fuel	44 498
64 Hotels and restaurants	12 767
71-72 Land and Water transport	96 863
73-74 Air transport and transport supporting activities	8 251
75 Post and telecommunication	52 954
81-83 Finance and Insurance	175 355
84 Real estate activities	183 918
85-88 Other business activities	26 895
91 Public administration and defence activities	159 609
92 Education	115 370
93 Health and social work	57 771
94-99 Other service activities	50 838
Total Industries	1713 334
Taxes less Subsidies on products	241 073
Total (Gross Domestic Product - GDP)	1 954 406

Source: Global Insight (2009)

Table 5 depicts the number of people in informal employment and the fact that SMMEs are largely operated in the informal sector and their businesses are not registered in order to evade municipal rates and licenses. Most of the people (1514) employed in this sector are in trading, construction (604) and community services (514).

Table 5: Number of People Employed in the Informal Sector

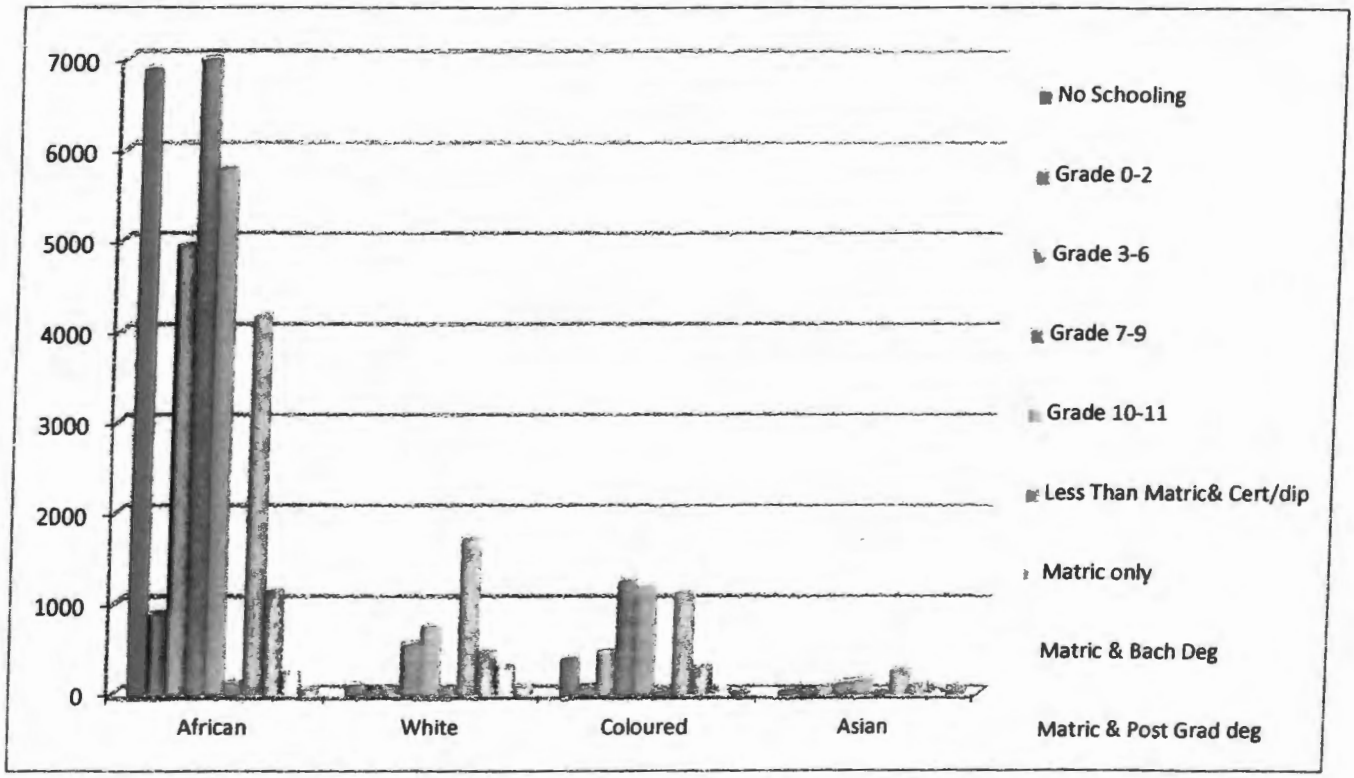
Sector	Number
Manufacturing	567
Construction	485
Trade	1491
Transport	213
Finance	28
Community Services	515
Total	3300

Sources: Global Insight (2009) Date of Access: September 2012

3.4.2.3. Community Skills Profiles

Figure 7 shows the number of people with no schooling in the NLM. Lack of education has a negative impact on the economic growth of the municipality (Naledi Local Municipality IDP Report: 2012).

Figure 7: Schooling by race



Source: Global Insight (2009)

3.4.2.4. Functional literacy

As per the table underneath, Africans were in majority (13786) and a considerable number of them (47.2%) were found to be illiterate.

Table 6: Functional Literacy: Age 20+, Completed Grade 7 or Higher Illiteracy

Population group	Illiterate	Literate	%
African	13786	12332	47.2
White	187	3477	94.9
Coloureds	1211	2884	70.4
Asian	81	550	87.1
Total	15266	19243	55.8

Source: Global Insight (2009)

There are more unschooled Africans and Coloureds than any other race. Whites and Indians, on the other hand, have a higher literacy rate. Issues relating to poverty among community members might have a negative effect on the literacy levels among Africans. NLM was indeed experiencing growth of the young African population.

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3.5. Gathered Documents

The information collected for the present study was gathered from various stakeholders within the district municipality and the DLG&TA. A number of interviews were conducted with the Engineering staff for EPWP in the municipality, the staff in the directorates Human Resource and Governance at the DLG&TA, Chief Director Infrastructural Development, EPWP Staff in the department. The said stakeholders are but a few role players who availed related documents from the local government environment. On account of its layout and size, Annexure D1 is presented in a software copy accompanying the hard copy file. The documents were analysed and the information included:

- The Extended Public Works Programme Policy for the DR RSMDM – **Annexure A**
- The Extended Public Works Programme Policy for National government – **Annexure B**

- The Priority Needs and Key Issues for the DR RSMDM – **Annexure C**
- Alignment of the Municipal Objectives with the National Strategic Objectives, The 12 National Priority Outcomes **Annexure D**
- EPWP Report. Volume 2 (MIS Pipelines) Section E – **Annexure D1** (presented in soft copy)
- Municipal Summit 2011 - Post Summit Report (Portfolio Committee of Public Works) – **Annexure E**
- The Municipal Performance Monitoring, Evaluation and Reporting Framework – **Annexure F**
- Service delivery Audit 2010 – **Annexure G**
- The Project Plan – **Annexure H**
- Confirmation Letter for Language Editing and Proof Reading – **Annexure I**
- Solemn Declaration – **Annexure J**
- Map of the North West province – **Annexure K**
- Questionnaire on Outcomes Evaluation of the Naledi Bulk Water Supply Project (Programme Beneficiaries) – **Annexure L**
- Questionnaire on Outcomes Evaluation of the Naledi Bulk Water Supply Project in NLM – Comparison Group – **Annexure M**

3.6. Related Factors

It should be noted that the second stage of the proposed model in the present study is about collection of relevant information. Presentation of the following literature, therefore, is an attempt to indicate the effects of environmental, economic, political, and factors on individuals, society and organisations.

3.6.1. Dissatisfaction

Robbins (2003: 82) argues that South Africa had long experienced tremendous loss of employees on account of expressed dissatisfactions. Depending on which side of the line they find themselves, workers varied in their responses to workplace related political pressures. These took the forms of:

- **Exit:** Behaviour directed toward leaving the organisation, including, looking for a new position as well as resigning.
- **Voice:** Active and constructive attempting to improve conditions, including suggestions on improvements, discussing problems with superiors,
- **Loyalty:** Actively but optimistically working for conditions to improve, including speaking up for the organisation in the face of external criticism and hoping the organisation and its management will take correct actions.
- **Neglect:** Subtly allowing conditions to worsen, including chronic absenteeism or lateness and reduced effort.

Employee absenteeism is costing South African companies between R12 billion and R20 billion a year. This is the finding of a White Paper compiled by Bytes Systems Integration & Kronos (2011) the world's leading provider of time and attendance systems.

Chief in the list of reasons attributed to absenteeism and why SA organisations lose many millions of Rand a year are:

- Paying people for work they are not actually doing;
- Lost business opportunities, such as the inability of a restaurant franchise to open due to the absence of key staff;
- Demotivated staff who know their colleagues drag on their feet and resent it; and
- The cost of hiring replacement workers.

A Bytes System Integration company Kronos (2011) found that the indirect costs of absenteeism can more than double that amount on account of skills shortage, employee.

George & Jones (2002: 201) comment that:

> "workers leave the job or organisation or are being forced to resign. The most common example of this approach is employee turnover, and, not surprisingly, leaving the organization is most prevalent in situations of underpayment and inequity".

3.6.2. Counter-productive behaviour

Workers who are excluded from AA and equity benefits naturally display counterproductive behaviour which included a broad number of domains. According to Gruys (1999) there were as many as 87 separate counterproductive behaviours appearing in literature by Baron & Neuman, 1996; Hollinger, 1986; Hollinger & Clark, 1982, 1983a; Hollinger, Slora & Terris, 1992; Hunt, 1996; Jones, 1980; Mangione & Quinn, 1975; Raelin, 1994; Robinson & Bennett, 1995; Robinson & O'Leary-Kelly, 1996; Ruggiero, Greenberger & Steinberg, 1982; Skarlicki & Folger, 1997; Slora, 1989; Terris and Jones, 1982).

Anderson *et al.*, (2001: 146) and Gruys (1999) enlist only 11 categories of counterproductive behaviours, namely:

- Poor attendance (unexcused absence or tardiness, misuse sick of leave);
- Theft and related behaviour (theft of cash or property, giving away of goods or services, misuse of employee discount);
- Destruction of property (deface, damage or destroy property; sabotage production);
- Misuse of information (reveal confidential information, falsify records);
- Misuse of time and resources (waste time, alter time card, conduct personal business during work time);
- Unsafe behaviour (fail to follow safety procedures, failure to learn safety procedures);
- Poor quality work (intentionally slow or sloppy work);
- Alcohol use (alcohol use on the job, coming to work under the influence of alcohol);
- Drug use (possess, use or sell drugs at work);
- Inappropriate verbal actions (argue with customers, verbally harass co-workers).

On the other hand, beneficiaries of the AA policies had developed slackness from the system in that poor work performance on their part was blamed on their past deprivation of learning opportunities (Wingrove, 1995: 52). Such situations are explicitly demonstrated during data analysis of workers for the EPWP in the project under spotlight.

3.7. Explanation of the Context and Problem that the Programme is to Solve

The third stage in the model of the present study is about explanation of the context and problem that the programme is to solve. In the process of defining the problem and its context, one needs to understand the problem, who is involved and the factors that caused the problem. The programmme will address the identified problems in a bid to solve that problem in the long term (Wholey *et al.,* 2004: 16).

The persistently high rate of unemployment in South Africa is one of the most pressing socio-economic challenges facing the Government (National EPWP Policy Guideline: 10). High youth unemployment and lack of skills deprive them (youth) of the requirements needed to drive the economy forward. Job creation and skills development as stated in the IDP will remain key priorities for the District (National EPWP Policy Guideline: 10).

Wholey *et al.,* (2004: 17) states the key considerations to look into when defining the problem that the programme addresses may be listed as follows:

- What influences the need for the programme, client and customer needs for example, is often top on the list.
- All the major factors that cause the problem must be identified
- Define which factors the programme addresses and its position in a larger scheme of programmes aimed at solving the same problem.
- Simplify legislative texts by adding an extra layer of outcomes

Factors associated with the four considerations above are fully discussed under problems of unemployment, poor education and lack of water within the municipality.

An accurate exposition of the relationship of the problem at issue, the factors causing the problem and external factors assist individuals to justify that the programme is solving a problem in a unique manner (Wholey *et al.,* 2004: 17).

According to Van der Waldt (2004: 315) the fact that Local Government is at the forefront of service delivery, makes delivery of services an important subject in local government. The National Government in South Africa expects strong, vibrant, creative and responsive local governments delivering the public services needed in

communities. In the government's view all residents, irrespective of their residence, deserve good quality public services. Local Government is poised to enable people to receive services in such a manner as to reflect local circumstances and empower local communities. Contextual factors, if identified before a programme commences, may be dealt with effectively.

It is also advisable that the programme staff identify all the factors that need to be addressed and develop performance partnerships with other programmes developed to solve the same problems. All factors that are beyond the control of the programme are likely to affect the long term success of the programme, if performance partnerships are neglected (Wholey *et al.*, 2004: 18).

Questions on community problems during the situational analysis phase of an employment creation initiatives concern an existing situation affecting local people in a municipality. Common community problems are a lack of basic services and unemployment. When municipalities identify problems they consider people's perceptions of the problems they experience and needs they may have (IDP General Review, 2012: 15).

Limitations in the methods used for identifying problems prior to municipal employment programmes is similar to what Rossi et al (2004: 107) calls lack of an objective phenomena. This refers to a stage where the present study would contribute to the method used by municipalities in identifying and assessing the existing levels of unemployment.

3.7.1. The Employed, Unemployed and the Economically Active

Table 7 shows the statistics on percentages of the employed, the unemployed and the not economically active population in the North West Province in July 2010. A large proportion of unemployed people were among the African (34%) and Coloured (21%) population groups. The population in Table 7 includes, among others, the number of people employed in both the private and the public sector.

Table 7: Employment Demographics of North West Province (The Employed, Unemployed, and Not Economically Active Population in North West Province (July 2010))

Population group	Employed		Unemployed		Not Economically Active		Total	
	N	%	N	%	N	%	N	%
African	620 541	34,3	435 756	24,1	752 751	41,6	1 809 048	100
Coloured	11 921	42,6	5 763	20,6	10 310	36,8	27 994	100
Indian	3 372	55,8	262	4,3	2 409	39, 9	6 043	100
White	82723	57,2	4 211	2,9	57 605	39,9	144 536	100
Total	718 557	36,1	445 992	22,4	823 072	41,4	1 987 621	100

Source: StatsSA, (2011)

3.7.1.1. Unemployment Statistics from Statistics South Africa (StatsSA)

StatsSA had released information that the unemployment rate increased to 24.9% in the third quarter of 2010. In his medium-term budget for 2009 to 2011 speech the then Finance, Minister Pravin Gordhan, announced that job-creation is the government's top priority and one of the biggest challenges facing the country. Except for the 24.9 % increase in unemployment rate during the third quarter of 2010, Stats SA's survey showed that employment contracted by a further 3.6%, translating into a loss of 484 000 jobs. In summary, Stats SA reported a 28.5% unemployment rate during the third quarter of 2010.

During 2011, South Africa's formal sector accounted for 70.4% of the country's total employment, the informal sector for 15.5%, and private households for 9%, while agriculture accounted for 5.1%. Unemployment rate was highest among 15- to 24-year-olds, at 48.4 %, and lowest among 55- to 64-year-olds, at 6.8 %. Of South Africa's estimated 49.3-million people, around 31-million are between 15 and 24 years old (Rogan, 2013).

StatsSA (2012) says that it has followed the guidelines set out by the International Labour Office (ILO) in 1982. These guidelines have been adopted in many countries. The reasoning is that, by not searching for work, an unemployed person signals a lack of commitment to finding work. However, the ILO guidelines include a provision

for relaxing the work-seeking criterion in countries with "inadequate labour absorption" (Hussmanns *et al.,* 1990: 108). Countries are advised to select the appropriate definition of unemployment depending on (a) the previous work experience of the non-searching unemployed and (b) how the labour-force commitment of the 'non-searchers' compares to that of the searching unemployed on the one hand, and people who are not economically active on the other hand (Hussmanns *et al.,* 1990: 107–108).

Information from StatsSA (2013) reports if that countries with relatively low unemployment were to use a 'broad' or expanded definition which includes the non-searching unemployed, the rate of unemployment would typically increase by almost a percentage point or two. In South Africa, however, this is not the case. The unemployment rate would be significantly higher if the non-searching unemployed were included. The inclusion of the non-searching unemployed in South Africa raises the unemployment rate by an average of approximately ten percentage points.

The question of which definition is appropriate to use in analysis and policy responses is no small matter: for example, in 2004, when the gap between the two definitions was largest, StatsSA reported that the non-searching unemployed (4.1 million) almost equaled the number of searching unemployed (4.2 million people). In 2012 there were approximately 3.1 million non-searching unemployed and 4.5 million searching (official) employed (QLFS data) (Posel, Casale & Vermaak, 2013).

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StatsSA simultaneously redefined its expanded definition to produce a sudden downward step, between 2007 (the end of LFS) and 2008 (the start of QLFS), of approximately 800 000 people in the expanded, or broad, count of unemployment. This change wasn't explained either. At the end of 2012 there were approximately 3.1 million non-searching unemployed and 4.5 million searching (official) employed (QLFS data). The strict (official) rate of unemployment was 24.9% and the expanded rate 35.9% (Posel, Casale & Vermaak, 2013).

Until 2007, in the bi-annual Labour Force Statistics (LFS), StatsSA published both the strict and the broad unemployment rates, even though the former had an 'official' status. When, in 2008, it switched to the Quarterly Publication of Labour Market Statistics (the QLFS) it simultaneously, and without explanation, stopped publishing or mentioning the broad unemployment rate and publicly communicated only the

strict rate to public (Posel, Casale & Vermaak, 2013). Discouraged work seekers, or the non-searching unemployed, were counted but categorised as 'not economically active' and therefore not as unemployed. In this way the unemployment problem was suddenly 'reduced' markedly. The QLFS did, though, in 2010 start to show statistics for an 'expanded definition of unemployment'.

StatsSA had developed a set of questions and a terminology it used when undertaking surveys towards compilation of annual employment statistics. By year 2010, the institution's definition of "unemployed" referred to a respondent who had not actively looked for work during the previous month (Posel, Casale & Vermaak, 2013).

3.7.1.2. Ambiguity of the Term Unemployment

Casson (1981: 12) lists a number of definitions for unemployment like voluntary and involuntary unemployment which are charactarised by strong political and the moral aspect. Whereas voluntary unemployment is a state of joblessness blamed on the person himself, involuntary unemployment refers to a state of lack of work on a person brought about by impersonal forces of the economic system in its entirety, or by the controllers of the system.

Posel, Casale & Vermaak (2013) suggest that there is little to distinguish the searchers from the non-searchers in terms of their commitment to finding work. Moreover, the non-searching unemployed form a legitimate part of the labour force and that their exclusion from the official rate should be reconsidered. At the least, this group of the unemployed should be included explicitly in both academic and policy discussions about the extent and causes of South Africa's persistent unemployment problem, as well as potential policy responses (Posel, Casale & Vermaak, 2013).

Keynes (1936) defined unemployment as involuntary when the unemployed, though s/he resists a cut of salary, accepts a reduction in real wage in event it was imposed by general rise in prices. In this instance a change to inflation policy can help resolve involuntary unemployment.

(Casson, 1981: 13) avers that the above explanation is similar to what StatsSA defined that 'searching for a job' is limited. A second broad definition of involuntary

unemployment refers to unemployment caused by lay-offs and redundancies and while employees who resign without having an alternative job are termed as voluntary unemployed persons.

Surface reasoning for an unemployed university graduate and a self-employed respondent with grade 12 is that the unemployed do sometimes rely extensively on social networks to find work (Schöer & Leibbrandt, 2006). Similarly, many firms tend to recruit workers by word-of-mouth via their own workforces (Rankin, 2013). Although the definition of search activity in official surveys includes social networks, the unemployed are required actively to have sought assistance from family or friends in searching for work.

Spector and Kitsuse (1977) argue the statistics do not necessarily define unemployment but only allow the investigator to decide the 'number' of unemployed people when defining a problem. Additionally, there needs to be a change to the definition of unemployment so that the programme objectives to address the needs of the unemployed may differ over time.

The historical ambiguity in the concept of unemployment gives similar challenges to other societies as well. Bulmer and Warwick (1993: 152) assert that when countries around the world study unemployment trends, a typical question is whether participants are "looking for work". This is a perfect example of a question that is irrelevant and may illicit misleading responses. The concept of "looking for work" may be familiar to the urban dwellers of industrial countries but carries a different meaning when interpreted, by the peasant in a subsistence economy. That means it makes no sense to pose questions about "looking for work or even unemployment" to poor farmers who, in an effort to stay alive, are already farming, fishing, chopping firewood, doing chores for others, and selling a few items at the nearby market (Bulmer & Warwick, 1993: 152–153).

The concept only probes for facts on whether the respondents are doing something specific to find paid work in any legitimate place of business. In-so-far-as subsistence farmers who may already be working for some hours a day are concerned, questions about looking for work may seem irrelevant, if not offensive (Bulmer & Warwick, 1993: 152–153). These kinds of questions are regularly asked

on employment surveys in the developing countries such as South Africa and may lead to wrong conclusions.

The more passive act of waiting to hear about available work opportunities from family or friends is not recorded as a search activity in official surveys, and the unemployed who rely on this job-finding method therefore will be excluded from the official rate of unemployment (Posel, Casale & Vermaak, 2013).

The most common way of finding a job among the unemployed is through waiting to hear from family or friends about jobs that become available, rather than through active job search methods, such as registering at an employment agency, responding to job advertisements, or enquiring at factories, shops and other businesses to find out if work is available. This job-finding strategy is not recognised as 'searching for work' in official statistical surveys (Posel, Casale & Vermaak, 2013).

Posel, Casale & Vermaak (2013) found substantive evidence that the non-searching unemployed form a legitimate and integral part of the labour force and should be included in unemployment measures - and in academic and policy discussions of the extent and causes of South Africa's persistent unemployment problem, as well as potential policy responses.

Posel, Casale, and Vermaak, (2013) highlighted the weaknesses of the concept "unemployment" as it has been defined by StatsSA. They uncovered that the definition of unemployment in South Africa excludes many from the unemployment category. The official rate of unemployment, for instance, includes only the unemployed who are actively searching for work. However, findings from new data challenge this practice. The 'searching unemployed' are no more likely to find employment than the 'non-searching unemployed'. This casts doubt on the idea that non-searchers are not committed to finding work. Furthermore, many people find jobs through social networks - but this job-finding method is not recognised as 'searching for work' in official statistical surveys. StatsSA should reconsider how they count the 'officially' unemployed (Posel, Casale & Vermaak, 2013).

Hasluck (1987: 14) says the duration of unemployment can help define long-term unemployment as a continuous period of unemployment in excess of 12 months. Varying definitions of the concept of unemployment surely create confusion as to the

appropriate criterion to develop a uniform definition of unemployment and collect statistics about the phenomenon.

Spector and Kitsuse (1977) argue that community members and stakeholders involved in a particular issue tend to create the social reality that make up an acceptable social problem.

The specific unemployment challenges in communities might necessitate appropriate alleviation programmes and this obviously raises arguments about the nature of the problem and the appropriateness of the solution. That would mean the way in which a society defines a problem informs the political actions shown in the preamble to the proposed policy. It follows that the said policy reflects conscious efforts made to address real social conditions, like unemployment.

It is for that reason that the current thesis submits that the official unemployment rate at national, provincial and local levels of government is based on unreliable statistics. Objectives to eradicate unemployment through initiation of the policy for EPWP cannot be met because of a lack of precision in identification of an issue considered to be public concern. The problem identification stage in the policy circle of the municipality under study is stifled by lack of a distinct social problem. The ambiguity and relativeness of "unemployment" has also been discovered through data analysis at the evaluation stage. Eradication of unemployment, therefore, is a nonstarter.

3.8. Considering Alternative Action for Solving the Problem or Utilising Opportunity

The fourth stage of the model in the current study is to consider alternative action for solving the problem or utilise opportunity. The symptoms and causes of problems are also taken into account in order to make informed decisions and to suggest appropriate solutions. A weakness in the planning process of the IDP in municipalities in South Africa is that realistic solutions are based on existing and accessible resources and resource limitations (IDP General Review, 2012: 18). The method used for solving problems is largely done within the context of limited resources and not the problems themselves. That is to say, it would have been a

better approach if the realistic solutions were sought while taking existing symptoms and causes of these problems into account.

The fourth stage may be considered as a suggested innovation to the chain of activities within the recommended logic model for the municipality.

3.8.1. Recommendations

The policy stages and actions are influenced by various factors as expounded below.

3.8.1. (a) Policy Change

Cloete (2006: 293) suggests policy maintenance of the EPWP should be done to effect minimum changes on municipal programmes to achieve the original policy objectives. The slight policy changes should be effected (at the logic model stage) when "considering alternative action for solving a problem or utilising opportunity".

A policy shift of alternative service delivery must be considered to guide policy on the EPWP by means of outsourcing and public-private partnerships. The Provincial DLG&TA uses a questionnaire for the departmental service delivery audit. The said questionnaire must ask extensive questions on the search activity that individuals, especially graduates, do to look for work in order to come to reliable conclusions of whether respondents are employed or not.

3.8.1. (b) Policy Analysis

The Employment Equity Act 55 of 1998, Section 19 (1) stipulates the concept "analysis" and provides for an employer to "collect information and conduct an analysis of its employment policies, practices, procedures and the working environment, in order to identify employment barriers which adversely affect people from designated groups".

3.8.2. Definition for Logic Models

The rationale for placing the theory on logic models in this section is that related concepts are in the fifth stage of the proposed model. In other words, such a positioning is in line with the stages of the framework of the current study. A logic model can be explained as a representation of how an activity (such as a project, a

program, or a policy) is aimed to produce particular results. A model is almost graphical in nature and demonstrates the logical relationships among the resources that are invested, the activities that occur, and the benefits or changes that result, as a sequence of events. Logic models can be used at all stages of an activity, including planning, implementation and evaluation (Kellogg Foundation, 2004).

Another definition for a logic model is a systematic and visual method of presenting and sharing one's interpretation of the relationship among programme operational resources, planned activities and the expected changes or results (Kellogg Foundation: 2004).

According to Wholey *et al.,* (2004: 8) a logic model is a workable model of how a programme will operate in the face of particular environmental circumstances to deal with certain problems. Simply put, a logic model has four components as shown in the table underneath.

Table 8: Components of a Logic Model

Inputs	**Activities**	**Outputs**	**Outcomes/impacts**
what resources go into a programme	what activities the programme undertakes	what is produced through those activities	the changes of benefits that result from the program
eg. money, staff, equipment	eg. development of materials, training programs	eg. number of booklet produced, workshops held, people trained	eg. increased skills/ knowledge/ confidence, leading in longer-term to promotion, new job, etc.

Source: Knowlton & Phillips (2011)

Components of a logic model shown above include the use of programme resources to perform activities in order to produce certain results or benefits.

The process on how the programme works does not have to include unnecessary programme details but only those that help understand how the programme works.

Inclusion of information on elements of a programme in the table must consider

solutions to longer-term problems. Programme logic clearly shows how undertaking specific activities that have calculated outcomes will lead to the achievement of the intended policy impacts (Wholey *et al.,* 2004: 18).

The Logic Model Development, Evaluation Planning Template that has been adopted is presented below.

Table 9: The Logic Model Development and Evaluation Planning Template

Evaluation Focus Area	Audience	Question	Use
Relationships Employment Creation, Unemployment Definition	The Municipality & DLG&TA	Do we have a criterion to ascertain the previous unemployment status of programme workers? What is the most common employment status in worker profiles? What is the duration of employment contracts or are the employment opportunities sustainable? What are the most frequent un/employment statuses / records? Are programme workers satisfied with employment opportunities?	Recruitment to reduce unemployment as per the statistics Stakeholders roles in contributing towards eradicating of unemployment
Linking environmental factors to the municipal EPWP	Permanent municipal staff	What resources are available in the Local Municipality?	Exploitation of environmental factors (resources) to create employment

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Evaluation Focus Area	Audience	Question	Use
policy		Does the municipality exploit local resources to generate sustainable employment?	Defining unemployment and creating employment within the environmental context Creation of sustainable employment
Training for exit purposes, Technical skills learned	Programme Funders EPWP Workers	Were project workers trained? Are contractors and programme workers satisfied with training opportunities? Did the municipality offer training for "exit" purposes and what benefits did the training bring? Were the workers given beneficial training opportunities? Is the training programme cost effective?	Cost Benefits/Seeking Budgets Programme improvement & planning
Prohibition of Unfair Labour	Technical Staff / Contractor	How will the project staff / contractors retained?	Programme promotion/Obtaining

Evaluation Focus Area	Audience	Question	Use
Practices		What method was used to appoint the contractor and project workers?	Budgets Appointments of project workers / Contractors Quality Assurance/Project Planning
Citizens' access to information	Permanent Municipal Staff (programme Coordinators)	Are we reaching the targeted EE candidates (youth, women & people with disabilities)	Evaluation / promotion of programme outreach
	Municipal Staff (programme Coordinators)	How do unemployed community members find EPWP job adverts? What is the most effective awareness approach (outreach)?	Improvement of advertising methods (outreach)
Public Participation	Local Community	Does the municipality involve the local community in employment creation programmes?	Programme planning/ collective efforts during programme implementation, Task allocation & role clarification Promotion of Public involvement in municipal policy development
Outcomes	Funders/ programme	What was the programme budget?	Cost benefit analysis

Evaluation Focus Area	Audience	Question	Use
Effective use of public funds in the EPWP	financiers	Cost of employment contract?	
Employment Equity Plan	Municipal Permanent Staff & DoL	Regular submission of employment equity reports to the DoL?	Compliance with the Employment Equity Act requirements
Employment Equity Plan	Technical Staff & Contractor	Appointments/month/year/duration of the programme?	Annual report/programme outreach/ government communication
Employment Equity Plan		Cost savings for the municipality (DLG&TA)?	Annual report/programme outreach/securing budgets
Employment Equity Plan	EPWP Staff	Contractors/programme duration?	Annual report/worker recruitment
Employment Equity Plan	Permanent Municipal staff	Satisfaction of EPWP workers?	Programme interventions / staff development measures
Project Implementation as per the plan	Project Coordinators	Was the project carried out according to the plan?	Value for money / Project Monitoring
Integration of GWM&ES into the municipal evaluation programmes	Municipal Staff, department of Public Works & the Public Service	Is there Integration / Implementation of the GWM&ES in the municipal evaluation? Is the municipal evaluation	Creating relationships between the departmental & municipal policy (EPWP) & the GWM&ES

Evaluation Focus Area	Audience	Question	Use
	Commission	system aligned to the GWM&ES? The department's awareness and application of the GWM&ES in its programme development, Implementation & evaluation?	

Source: table adapted from the Kellogg Foundation (2004)

3.8.3. Logic Models Theory

By using the logic model to focus on the intended outcomes of a particular programme the questions ought to change from 'what is being done?' to 'what needs to be done?' McCawley (2001) suggests that by using this new reasoning, a logic model for a program can be built by asking the following questions in sequence:

- What is the current situation that we intend to impact?
- What will it look like when we achieve the desired situation or outcome?
- What behavior need to change for that outcome to be achieved?
- What knowledge or skills do people need before the behavior will change?
- What activities need to be performed to cause the necessary learning?
- What resources will be required to achieve the desired outcome?

By focusing on ultimate outcomes or results, planners can think backwards through the logic model to identify how best to achieve the desired results (Knowlton & Phillips, 2011).

3.8.4. Stages of a Logic Model

Wholey *et al.,* (2004: 14) discusses five stages in constructing a logic model, namely:

Stage 1 – collecting of relevant information

Stage 2 – explaining the context and the problem that the programme is to solve

Stage 3 – defining the elements of the model in a table

Stage 4 – outlining the logic model

Stage 5 – authenticating the model.

The five stages by Wholey *et al.,* (2004) and a combination of other models was explained under the proposed model for the current study in Figure 1 (Chapter 2).

3.8.5. Service Quality Models

The model is shown below in order that the approach used therein may be imported to fill gaps identified in the quality of the municipal logic model's chain of activities. The emulated stages are identification of several salient gaps (quality gap analysis) and the service journey and customer processing.

Kumar et al, (2009) explain depict a gap that represents the difference between customers' expectations and customers' perceptions which is referred to as the perceived service quality (Kumar et al., 2009: 214). The study focus was on this gap also, the difference between expectations of programme beneficiaries on the EPWP (expected service) and perceptions of service.

The essential elements of service quality dimensions in the above figure are focused service quality dimensions, external factors that influence expectations and perceptions about service quality. Also contained under service quality of a service delivery organisation will be continuous efforts to determine the customers' requirements and translate these requirements into product and delivery process specifications. The common gaps between expectations and perceptions are generally accepted to be the main origin of service quality problems. That means Servqual often depicts service quality as the gap between a customer's expectations for a service offered and the customer's perceptions of the service received.

3.8.6. Outline for the Servqual Model

Van der Waldt (2004: 194) refers to research that was done into the potential for service quality shortfalls as a result of the behaviour of the service provider and the

way in which organisational processes were being managed. This research revealed four gaps in the process of service delivery and their causes, as follows:

Gap 1: Customer's expectations versus management perceptions as a result of lack of a marketing research orientation, inadequate upward communication and too many layers of management.

Gap 2: Management perceptions versus service specifications as a result of inadequate commitment to service quality, a perception of unfeasibility, inadequate task standardization and an absence of goal setting.

Gap 3: Service specifications versus service delivery as a result of role ambiguity and conflict, poor employee-job fit and poor technology-job fit, inappropriate supervisory control systems, lack of perceived control and lack of teamwork.

Gap 4: Service delivery versus external communications as a result of inadequate horizontal communications and a propensity to over-promise.

Gap 5: The discrepancy between customer expectations (influenced by the extent of personal needs, word of mouth recommendation and past service expectations) and their perceptions of the service delivered, is a result of the influences exerted from the customer side and the shortfalls (gaps) on the part of the service provider. As a result of these gaps, the Servqual model was developed (Van der Waldt, 2004: 194).

The Servqual (Service/quality) approach begins with the assumption that service quality is critically determined by the difference between customers' or consumers' expectations and their perceptions of the service actually delivered. The model identifies 10 criteria for the evaluation of quality of service, and these criteria are gathered under the following five headings (Van der Waldt, 2004: 195):

- Tangibles: The appearance of physical facilities, equipment, personnel and communication material.
- Reliability: The ability to perform the promised service dependably and accurately.
- Responsiveness: Willingness to help customers and provide prompt service.
- Assurance: Competence (possession of the required skills and knowledge to perform the service); courtesy (politeness, respect, consideration and

friendliness of contact staff); credibility (trustworthiness, believability and honesty of staff); security (freedom from danger, risk and doubt).

- Empathy: Access (approachability and ease of contact); communication (keeping customers informed in a language they understand, and listening to them); understanding the customer by making an effort to know customers and their needs.

The philosophy founded on the Servqual model would be resourceful to the policy, programmes, project, evaluation templates and the logic model chain of the municipality.

3.9. Authenticating the Model

The sixth stage of the model is about the process of authenticating the logic model, which involves an evaluation plan, certain stages of programme development, evaluation questions, the flow of the model for the current study (Figure 1) and related evaluation functions that must be followed (Rossi *et al.,* 2004: 40 and The Kellogg Foundation: 2004). Authentication of the model is deliberately deferred to Chapter 5 because of its technical nature. The recommended evaluation tools for the municipality are designed to reflect the science behind the context of the municipality and its stakeholders as shown in the Tables 34–44 (Chapter 5).

3.10. A Programme to Implement the Policy is designed

Next is the seventh stage of the model whereby a programme to implement the policy is designed (see Figure 1). The municipal programme that was identified for the present study covers the EPWP and employment projects of the Dr RSMDM (see Annexure A).

Definition of the problem and its context is usually inked to the programme designed for implementation of the policy. Once the problem has been defined and a programme designed, a relationship is made with other programmes in order to solve the problem. Unless performance partnerships are made, all factors that are beyond the scope of the programme are likely to affect the programme's longer-term success. For example Wholey *et al.,* (2004: 19) say numerous Federal

programmes depend on state and local programmes to perform policies drafted at the federal level. One of the performance goals of the U.S. Environmental Agency is to provide clean and safe water, which can only happen after relevant stakeholders have developed and enforced guidelines for protecting water.

3.10.1. Background to the Governmental EPWP (General)

The cabinet of South Africa endorsed the EPWP in November 2003 with the aim of creating 4.5 million work opportunities by 2014. Since its introduction, the programme has been implemented by all spheres of government, across four (4) defined sectors, namely the infrastructure, social, non-state and environment and culture.

The programme has been implemented in the context of strategic government initiatives which includes the New Growth Path (NGP). The NGP outlines key job drivers, such as targeting more labour-absorbing activities throughout the main economic sectors; and substantial public investment in infrastructure to create employment in construction, operation and maintenance (National EPWP Policy: 10–11).

3.10.2. Programme Specification

In an effort to carry out the 12 outcomes that Cabinet adopted in January 2010, the Municipality concerned identified projects for the EPWP during the 2012 financial years as listed in table 11 below. Priorities and targets for the said outcomes were extended to national and provincial departments, agencies and municipalities (IDP Report, DR RSMDM. 2011: 109).

Construction and upgrading of water infrastructure project in Table 1, hereunder referred to as Naledi Bulk Water Supply Project (NBWSP), commenced on 09 January 2012 and was completed on December 2012, while the rest were stalled owing to budgetary constraints.

Table 11: Planned Municipal Projects of the EPWP

Nature of Project	Location	Type of Project	Budget
Upgrading of Bulk Water Supply	RBIG Mamusa Local Municipality	Upgrading of bulk water supply	R48 158,000.00
Rural Bulk Water Supply Program	Naledi Local Municipality	Construction of Bulk Water Supply Program	R12,238,362.84
Rural Water Supply Program	Greater Taung Local Municipality	Construction and upgrading of water infrastructure	R17,548,800.00
Rural Water Supply Program	Kagisano Molopo Local Municipality	Construction and upgrading of water infrastructure	R11,699,200.00
Rural Sanitation Program	Greater Taung Local Municipality	Construction of VIP Toilets	R15,000,000.00
Rural Sanitation Program	Kagisano Molopo Local Municipality	Construction of VIP Toilets	R10,000,000.00

Source: The EPWP for the DR RSMDM policy (page 11)

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3.10.3. Programme Objectives

The EPWP is aimed at utilisation of budgets to achieve increased employment opportunities and training, particularly for unemployed and unskilled labour. The main objectives of the programme are:

- employment creation for the unemployed across all sectors;
- skills development or EPWP training programmes within communities through accredited providers;
- Development of Small Micro and Macro Enterprises (SMME) to execute EPWP work by facilitating the transfer of technical, managerial and financial skills through relevant Sector Education and Training Authorities (SETAs) and Department of Labour (DoL) courses, in properly structured learnership programmes;
- Using clearly defined key performance indicators - monitor, evaluate and report all EPWP initiatives (EPWP policy, DR RSMDM: 6–7).

3.10.4. Completed Project

The programme Engineer said that the only project that was completed successfully within the EPWP of 2012 is the second one in table 11 above i.e. Construction and upgrading of water infrastructure project in Greater Taung Local municipality (NLM). The project referred to above is the focus of the present study. It is through the said project that the components of the logic model were developed.

A total of four other projects were stalled since the local Municipality was not allocated enough funds in the 2012 financial budget. The assertions on lack of funds confirmed the municipal challenges in the programmes that were implemented between 2010 and 2012 which were:

- Lack of intergovernmental cooperation and inadequate sector department support to district and local municipalities in implementing programmes or projects identified in the IDP and LED strategies of municipalities.
- Lack of effective monitoring and evaluation of projects and programmes to ensure sustainability;
- Poor integration of programmes or projects intended for community empowerment by the three spheres of government and
- Lack of both financial and human resource capacity in some local municipalities to implement, manage and evaluate the implementation of LED programmes (IDP Report for DR RSMDM, 2011: 71–6).

A list of four project specific documents in the EPWP Report Volume 2 (Annexure D) contains the project details, project plan, beneficiary information and the progress report data for the entire project duration. All the four documents in a Power Point slides are summarised and labelled Annexure D 1. The total budget for the project was R 12,238,362.84 (R 11,626,444.70 + R 611,918.14).

The water infrastructure project in Greater Naledi is, therefore, the focal point that was investigated in terms of its employment creation, skills development, SMME development, evaluating and reporting.

3.10.4.1. Project Details

The project registration form is fully outlined in Annexure D1 (a power point template presented in software copy) and would be presented in an abridged tabular form underneath:

Table 12: The Project Registration Form

Project Description	Job creation
Project number	RDM 2011-038Cg
Project name	Upgrading of Naledi Bulk Water Supply line from Vryburg to Pudimoe Volume 2: Pipeline (Section E - Construction of Main Supply Line from 10ml Reservoir to Huhudi Reservoir)
Project priority	Labour Intensive and Training
Municipal Provincial National	Provincial
District Municipality/Metro	Dr Ruth S Mompati District Municipality
Project owner or Funder	Dr Ruth S Mompati District Municipality
Estimated project start date	Monday, January 09, 2012
Estimated project end date	Thursday, August 30, 2012
Short project location	Construction of Main Supply Line from 10 ML Reservoir to Huhudi Reservoir
Project environment	Rural
Source of funding	Provincial department
Organisation	Dr Ruth S Mompati District Municipality
DDG/Chief Director/Accounting Officer (1st)	David Thornhill (Senior Manager Finance)
DDG/Chief Director/Accounting Officer (2nd)	Mr. Chwene Molefe
DDG/Chief Director/Accounting Officer (3rd)	
Organisation Postal Address	60 MARKET STREET VRYBURG
Organisation Physical Address	P.O. BOX 21, VRYBURG, 8600

Contact e-mail	modibaj@bpphirima.co.za
Telephone	539271024
Fax	539272401
Cellular	0798864601

3.10.5. Programme Inputs (Resources)

The detailed programme inputs that are required for the EPWP in the municipality are based on the National Policy Guideline for the EPWP (Annexure B). The elements required to develop, implement and evaluate the programme are:

- The Constitution
- Legislation
- Policy prescripts, plans and reports
- Stakeholders
- Equipment
- Facilities (systems)
- Knowledge (skills)

3.10.5.1. The Constitution, Legislation, Policy Prescripts and Batho Pele Principles according to Batho Pele Handbook (2003)

Under the inputs column, the key sources mentioned referred to include Legislation and related policies such as: (National EPWP Policy Guideline, (2011: 13 -14))

- The Constitution of South Africa (Act 108 of 1996);
- The Integrated Development Plan (2012–2017);
- Municipal Finance Management Act (Act 56 of 2003);
- Division of Revenue Act (depending on the applicable year);
- The Municipal Systems Act (Act 32 of 2000);
- The Basic Conditions of Employment Act (Act 75 of 1997);
- Skills Development Act (Act 37 of 2008);
- Employment Equity Act 55 of 1998
- 2003 Cabinet Memo which approves the implementation of EPWP;

- EPWP Phase 2: Consolidated Programme Overview, 2009;
- Ministerial Determination 4: Expanded Public Works Programme, No. 35310 Gazetted 4 May 2012;
- Code of Good Practice for employment and conditions of work for Expanded Public Works Programme, no 34032, gazetted 18 February 2011;
- Expanded Public Works Programme (EPWP) Institutional Arrangement Framework, (2012);
- National Development Plan 2011; and
- New Growth Path (2010) (draft)

3.10.5.2. The Constitution of South Africa 108 of 1996

AA is a concept that was introduced in South Africa from 1994 as a measure aimed at bridging the historical imbalances between population groups on the basis of their race, ethnicity, gender, sexuality, religion, just to name a few.

Section 17 (3) of the Constitution contains, amongst other stipulations, an attempt to rectify the injustices of the past through application of equitable means such as AA. Gender equality received primary attention of the legislation in terms Section 187 of the Constitution of 1996. The employers are prohibited from taking any decision concerning employment policy or practice that would deprive external applicants of job opportunities or continued employment to existing employees..., (section 17 (3), Constitution 108 of 1996). The above provisions AA measures and the EEA are within the spirit of the Constitution.

One of the Constitutional provisions that refer to equity and form the basis of an Affirmative Action programme promotes equality before the law and prohibits unfair discrimination based on grounds including race, gender, sex, pregnancy, marital status, ethnic or social origin etc, (Section 9 (a) – (e), the Constitution of the Republic of South Africa, 108 of 1996).

Based on the said Constitutional provisions on prohibiting of unfair discrimination, it is essential to identify individuals excluded from AA programmes specific to employment and promotion opportunities within the municipality under study.

3.10.5.3. The Employment Equity Act 55 of 1998

Despite the prohibition of discrimination in the Constitution, Section 6 (1) and (2) (a) - (b) Employment Equity Act, 55 of 1998 stipulates that "it is not unfair discrimination to take AA measures consistent with the purpose of this Act; or distinguish, exclude or prefer any person on the basis of an inherent requirement of a job".

Section 15 (1) of the Employment Equity Act, 55 of 1998 spells out that "Affirmative Action measures are measures designed to ensure that suitably qualified people from designated groups have equal employment opportunities and are equitably represented in the all occupational categories and levels in the workforce.

(a) measures to –

(i) ensure equitable representation of suitably qualified people from designated groups in the all occupational categories and levels in the workforce; and

(ii) retain and develop people from designated groups and to implement appropriate training measures," (Section 15 (1) – (4) Employment Equity Act, 55 of 1998).

Section 3 (2) (d) of the Employment Equity Act provides for measures including preferential treatment and numerical goals. If left unchallenged, these measures would nullify the concept of equality (Wilken, 2003).

Despite the AA measures in place, South Africa has had serious unemployment. The average decline of the labour force between 1994 and 2001, for example, was nearly 4% per year, a substantial acceleration over the longer trend decline of about 1% per year from 1967 to 2001 (Adams, 1998: xxii).

Adams (1998: xxii) said that if the situation is not dealt with well enough in the next decade, Government will not be able to achieve its stated goal of reducing unemployment by half by 2014. Predictions based on unemployment reports are that it will continue for the next decade at a 3% growth rate and a 1% annual decline in labour intensity would produce an official unemployment rate in the range of 33 percent by 2014.

The state has developed gender bodies and their personnel that are funded to expedite the gender equality initiatives. These are Office of the Status on Women (based in the President's Office) and the Commission on Gender Equality. The Gender Education Unit in the Department of Education is a good example of a national department with gender desks or gender units responsible for advocacy on issues of women.

3.10.5.4. Unitary Planning System

It is crucial to bear in mind that all the municipalities within the Republic of South Africa must adhere to the Constitutional requirements for compliance and uniformity. The Land Use Management Bill (4 of 2001) and the Green Paper on Development and Planning (notice number 22473 of 1999) are crucial guiding authoritative sources that provide for the establishment of a new unitary planning system in South Africa. With the provincial department playing a monitoring role the above set of legislation unifies municipalities in their implementation of the local government services.

3.10.5.5. The History of Affirmative Action (AA)

Wingrove (1995: 5) says AA is a concept that was first introduced by American President Kennedy in 1961. It originates from the Universal Declaration of Human Rights during the 1940s by the International Labour Organisation which reads "everyone is entitled to pursue his material wellbeing and spiritual development in conditions of freedom and dignity without discrimination on the grounds of race, colour, sex, language, religion, political views, national extraction, social origins, property birth or any other status".

- Affirmative concentrates only on employment, development and promotion of the disadvantaged group.
- It redressed imbalances. It finds positions that were previously denied the disadvantaged group land incepts specific recruitment initiatives for these groups.

- It distributes resources to the disadvantaged and sets corrective action these employers should adopt to address inequalities (Wingrove, 1995: 5–6).

A summary of a number of definitions for Affirmative Action is as follows:

- A range of compensatory and preferential programmes for the disadvantaged.
- A remedial actions for the continuing consequences of previous wrongs and the future consequences of present wrongs
- A series of steps, procedures policies and programmes designed to overcome the present effects of past discrimination (Encyclopaedia Americana, 1985).
- A set of measures designed to ensure that persons in designated groups are afforded equal employment opportunities and are equitably represented in various positions of employment with the appropriate employer, Namibia Draft Bill (Part IV, para 3).
- A process of creating mechanisms to ensure equal opportunity based on existing potential capabilities of the previously disadvantaged population groups (Wingrove, 1995: 7–8).

3.10.5.6. Affirmative Action and Equity

Relationships and distinctions exist between the AA and equity concepts. Tladi (2008) undertook a study on AA and the EEA of South Africa whereby he distinguished AA from related concepts such as equal employment opportunity and reverse discrimination. To have a clear understanding of AA, the study also distinguished between descriptive definitions and normative definitions. The thesis adopted normative definitions in order to develop an ideal of what AA is supposed to be. The research investigated how AA is conceptualised in the EEA of South Africa. Through an evaluation of the concept of AA in the EEA and in terms of a normative definition of AA, it was discovered that:

"Affirmative Action is not similar to reverse discrimination. It redresses injustices experienced by groups who were disadvantaged in the past. It eliminates unfair discrimination and develops the skills of those who did not have opportunities... It promotes equal opportunities in employment and it is a temporary intervention in

the workplace... The findings of the study concluded that Affirmative Action is essential to the economic and skills development of the disadvantaged groups in particular and the South African society in general" (Tladi: 2008).

3.10.5.7. Reports of the Employment Equity Commission (EEC)

A report from the EEC presented workforce profiles for all employers, government and the private sector shows the workforce profile of employees all employers workplace based on race, gender and occupational level (EEC, 2008: para 4.2).

The report of the EEC presented a national picture showing disproportional promotions of workers with regard to their race and gender. Top management responsibilities, for example, showed that at the skilled level Africans constitute nearly 50%, yet at the next level (professionally qualified / mid management) their representation is far less. The representation indicates that the opportunity to move up is disproportionately favouring the white group.

3.10.5.8. The Sullivan Code of Conduct

Herholdt & Marx (1999: 2) trace the developments of AA in South Africa back to 1978 when the Sullivan Code of Conduct was imposed on companies in the country. The pioneer for the Sullivan Code, Rev Leon Sullivan, was a Director of General Motors (America) whose advocacy was a South Africa that ought to change from within. Sullivan propagated that apartheid was to be overcome through strict code of business conduct outlawing racial discrimination, assisting technical training and the promotion of blacks and the formation of trade unions.

The Code among others, demanded equal employment opportunities, equal pay for equal work, apprenticeship and management trainee programmes across the colour bar, promotion to higher positions of and improvement for living conditions of non-whites (Herholdt & Marx: 1999) and this links with the EPWP.

3.10.5.9. Affirmative Action in the USA

There are three approaches to the concept 'Affirmative Action" in the US. The first, AA, takes its name from the legislation beginning with the passage of Title VII of the Civil Rights Act of 1964 of the USA. This law and subsequent statutes such as the

Americans with Disability Act were passed to "correct" past workplace injustices. Some organisations, misunderstanding the purpose of the legislation hired "by the numbers", (without following any legislated criterion) assuming that the workers would assimilate into the predominantly white male organisational cultures. AA in the US, however, continued to be a controversial topic falsified in its execution (Allard, 2005: 5).

The second approach favours diversity and focuses on making individuals more aware that a wider range of behaviours and styles that can add value to the quality of work. Candidates appointed through AA processes need to be the best corporate fit by virtue of the experience and skills they possess. The third approach requires that diversity efforts link to the strategic mission and goals of the organisation through maximization of the contribution of individual workers. This means that diversity efforts contribute to the productivity and achievement of goals in an organisation (Allard, 2005: 5).

During the currency of AA practices in the US both the organisations and individuals were hindered from making any medium or long-term plans. Employers were unable to make the normal business plans or projections which were such an intrinsic part of their business success. Workers and managers have to be aware that their own behaviour has important effects not only on the organisation itself but also on other people and groups inside and outside the organisation. The well-being of organisations and the well-being or society of which they are part are closely linked and are the responsibility of everyone (George & Jones, 2002).

An employer has to harness the capabilities, strengths and talents by assessing workplace needs and placing the right people with the right talent in the right assignments (Bowen, 2000: 127).

The level of education had deteriorated and even university levels become suspect through 'pass one – pass all' threats. The economy was at its worst in decades and it was feared and anticipated by most that there will be more joblessness (Wingrove, 1995: 55).

Olen & Barry (1992: 306) argue that reverse discrimination during AA in the USA resulted in racial tensions and increased sexism.

3.10.5.10. The Political Intentions of Affirmative Action

Prejudice has kept members of certain demographic groups out of organisations in countries like SA. In essence, managerial processes that ensure that all employees are treated equally and with respect are necessary and that some are not given unfair advantage over others (Allard *et al.*, 2005: 213).

Meaningful implementation of AA requires a political commitment to a policy of effective equal opportunity and to measures that would facilitate and support the participation of previously disadvantaged groups (Adams 1993: 15).

The African National Congress Youth League (ANCYL) in 1944 expressed the ultimate goal of the struggle as being: "to free Africa as a whole and South Africa in particular... and to make it possible for Africa to make her contribution to human progress and happiness." The Pan Africanist Congress has relentlessly maintained the position taken by the ANCYL (Adams 1993: 14).

The Black Consciousness Movement aligned itself to the same credo as Motlhabi puts it: Black Consciousness was seen by its proponents as some form of re-awakening of Black people in South Africa to their value as human beings and their dignity as God's children and creatures (Adams 1993: 14).

AA must change the mindset of the black people. Blacks must overcome the feelings of anger, alienation and even inferiority reminiscent of the past excruciating, and dehumanizing experiences. Although the alienation cannot be forgotten, it must not be allowed to derail attention from the current and future challenges. The challenges are to affirm the dignity and sense of self-worth of black people, which has been the aim of the liberation struggle throughout the decades (Adams 1993: 15).

3.10.5.11. Influence of Court Decisions

In the case of Fedsure Life Assurance LTD v Greater Johannesburg Metropolitan Council 1998 12 BCLR 1458 (CC) 1464 para 80 it was decided that the legitimate aim and function of local government is to remove disparities and disadvantages that are residues of past policies to improve services in the previously disadvantaged areas.

3.10.5.12. Employee Oriented System

Opportunities do not only relate to advancement at work, but also have to do with making professionals think their work is important, although this may be true for all employees. Whereas professionals tend to be more focused on their work as their central life interest, non-professionals typically have other interests outside of work that can compensate for needs not met on the job. The professionals place a high level of importance on having skill-development opportunities and support (Robbins 2003: 206).

Motivation for professionals has to do with providing them with on-going challenging projects. Granting of autonomy to follow their interests and allow them to structure their work in ways that they find productive. For developmental purposes, educational opportunities like training, workshops and attending conferences – can allow them to keep themselves abreast of the current trends (Robbins, 2003: 206).

The employers need to attract and retain the right talent that is essential for organisation's competitiveness and success. That is to attract sufficient applications from candidates with the skills, qualities, abilities, experience and competencies deemed necessary for the job. Generally, unfairly treated employees are dissatisfied as a result of their inability to cope up with certain situations and also may get aggrieved due to lack of promotions, transfer, layoff, retirement, succession planning, training opportunities, etc (Tapomoy, 2009: 515).

Boninelli and Meyer (2004) argue that when employing, the HR has to attract the right people when they avail themselves at the right time. Thus, recruiting employees to join the company's mix of talent and keeping the "bench" full of enabled, competent staff. The HR function of organisations in a democratic society is driven by a precise plan to maximize the organisations human capital competitiveness in order to attract, retain, develop and motivate a disproportionate number of committed, high-potential employees who will contribute to the company's high-performance culture and thereby deliver outstanding business results. Briefly, HRM is seen as central to overall business performance in general, and to globalization in particular.

3.10.6. Implementation of the Programme

The relationship between the DR RSMDM and the NLM is that the former exists as a satellite office and renders services at a local level within its own jurisdiction. In other words, the DR RSMDM oversees other local municipalities, including the NLM, in their delivery of services. Though the focus of the study is on the NLM, all the data and records used were obtained from the DR RSMDM, which serves as a custodian of all the policy and programmes' documents.

The data presented in this section consists of questions on the EPWP under study and a summarised record of corresponding responses that were gathered from the Engineering Section (technical staff) in the municipality. The Engineering Section in the municipality completed the questionnaires and provided Annexure D1 in response to questions on implementation of the (EPWP) policy objectives. At provincial level, the staff in the directorates Human Resource and Governance at the DLG&TA, Chief Director Infrastructural Development and the EPWP office in the DLG&TA provided the following records:

- The Municipal Performance Monitoring, Evaluation and Reporting Framework **Annexure F**
- Service Delivery Audit – **Annexure G**

The list of questions presented underneath are linked to the scope of the research focus areas in table 9 and are related to the context, implementation and outcomes questions in the study as aligned to the Logic Model. In short, the questions from employment creation (10.6.1.) to evaluation (10.6.12.) were structured to seek answers as to whether the NBWSP met objectives of the EPWP policy.

3.10.6.1. Employment Creation

The questions and responses in the table below are specifically about employment creation.

Table 13: Questionnaire on Employment Creation

Employment Creation	
Questions	**Answers**
How many employment opportunities were created in the Greater Taung Naledi Bulk Water Supply project (number of jobs created)?	46
How many permanent staff worked in the project?	3
How many contractors were appointed to work on the project and what were their roles?	One contractor did the construction of Bulk Water Pipeline
What was the duration of the employment?	09 January 2012 - 30 August 2012 but extended to November
What was the Person-days of Employment during the project?	None
What other employment creation programs existed in the area (Naledi) by other sectors	EPWP Environmental and Infrastructure sectors
Were there available intergovernmental cooperation i.e. support from other sector departments (Public Works)?	"Yes, reporting site visits and audit information filing"
What criterion was used to determine that the project beneficiaries are: Residents of designated area where project is being implemented? What criterion was used to determine that the project employed persons from indigent households?	"Wards, Ward Councilor, Project Steering Committee and Community Liason Officer" "All beneficiaries are from indigent household"
What criterion was used to determine that	"No Information"

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Employment Creation	
Questions	**Answers**
individuals employed in the project are from households with no income?	
What criterion was used to determine that project beneficiaries were unemployed before project commencement? (the reason here is to establish how the municipality determines an "unemployed person")	"Yes, all the beneficiaries were without income"
Are there any records that show the contribution of functions of other departments towards the employment creation of the EPWP?	Yes
What is the overall percentage contribution of the Naledi Bulk Water project towards the total employment creation in the local municipality during 2012?	No information

3.10.6.2. Influential Factors (Available Resources)

The investigation probed a question on the availability of influential factors and was also responded to by the Project Engineer.

Question : Any factors such as socio-economic, ecological, natural etc, in the Taung area that can affect / help the municipality in creating employment?

Answer : Natural green land can be turned into community parks and resorts.

The dominant employment sectors in the DM were the services sector (provided 36.80% of the total number of employment opportunities) and the agricultural sector (providing 33.00% of the total number of employment opportunities). The other sectors were weak employers with trade and catering, mining, manufacturing and construction providing respectively 10.6%, 6.0%, 4.8% and 0.7% of the total

number of employment opportunities. The NLM experienced a negative growth rate, possibly due to the decline in manufacturing (IDP Report, DR RSMDM: 2012).

3.10.6.3. Training

Q : What was the type of training given to beneficiaries?

A : NQF 2, Construction Methods. Class training was only given to 10 beneficiaries. It was impossible for workers to abandon the work on site and attend training because the contractor complained that production was being negatively affected.

Q : Was a training needs analysis done?

A : Yes, Tirisano conducted the skills analysis and training needs analysis.

Q : Was there any pre-existing skills among programme beneficiaries?

A : No

Q : Person-Training Days for project beneficiaries and anyone trained for the purposes of the project?

A : The class training was only given to 10 beneficiaries.

Q : What training was given to prepare beneficiaries for an exit strategy?

A : NQF 2, Construction Methods.

Q : The municipality's records of the training needs of workers on "exit".

: Not in possession.

Q : Does the training address the current needs and the future needs after workers "exit" the municipal project?

A : Yes, those who received it.

3.10.6.4. Prohibition of Unfair Labour Practices

Q : Which processes were used to recruit project staff into the EPWP?

A : Selection of workers was done in community meetings held in the Tribal Authority.

Q : What methods were used to appoint the contractor for the EPWP in the Naledi Local Municipality?

A : The automated rooster system picked (appointed) the contractor that was eligible for the job.

3.10.6.5. Citizens' Access to Information

Q : What method (job adverts) was used to inform the public about the availability of employment opportunities?

A : PSC and Tribal Authority

Q : Was the information made accessible to all the targeted community members? (i.e. communication strategy).

A : No Answer.

3.10.6.6. Public Participation

Q : Was there public involvement during programme identification?

A : The project, yes.

Q : Any Citizen satisfaction (post-service) surveys after the project?

A : No.

Q : Any social impact studies done after the project implementation?

A : No.

Q : Are the lessons learnt after implementation used to take corrective action and plan for future programs/projects?

A : No.

Q : The available community networks (constituencies).

A : Yes, Ward Committees and Water Committees.

3.10.6.7. Budget

Q: How was the Project Budget allocated? A breakdown of how the R17M was spent on recruitment, salaries, training and project operations.

A: The breakdown was made on construction including operations and wages.

Q: Were the project funds used as planned?

A: Yes

3.10.6.8. Employment Equity

Q: Is there any Employment Equity Plan, compliance thereto and reporting to the Department of Labour?

A: "Not followed since the bulk of the work is hard labour. The project absorbed more males".

Q: Were the beneficiaries appointed in terms of the municipal target: women (55%), youth (40%) and racial groups only? (This question was refers to target groups and recruitment of beneficiaries).

A: "No"

Q: If there is no compliance, what corrective measures are in place?

A: No response.

One of the objectives in the present study is to look into the municipal compliance with EE requirements when appointing workers into the municipal EPWP.

There are findings on number of incidents of non-compliance with the requirements of the EEA in the municipal recruitment practices. The absence of an EEP, appointments that are not in line with the municipal targets for EE and lack of corrective measures for noncompliance are discrepancies in view the provisions of the EEA.

The mere mentioning of the municipal EE targets in the policy for EPWP is just, but a false depiction of which no live plan (EEP) is put in place for execution. No wonder there is no response to the question of what corrective measures are taken in event of no compliance to the EEP. In the absence of a plan in place, no action for non-compliance can be taken.

3.10.6.9. Implementation (Technical Work done in a Bulk Water Project)

Q: What specific equipment (machinery) were used in the project and who owns the equipment, the contractors / municipality?

A: TLB and Excavators, owned by the contractor.

Q: Describe the detailed technical work that was carried out in the Bulk Water Supply Project.

A: The work involved digging trenches and furrows and laying pipes.

Q: Was the technical project work implemented according to the plan?

A: Yes.

3.10.6.10. Technical Work in a Bulk Water Supply Project

Much of the technical work in the NLM project was documented in scientific jargon and drawings to illustrate the project plan. No specific documented data was gathered on the daily project plan and technical activities from the contractor itself but information from Dihatshwane Construction and Agricultural Projects illustrate the technical work activities involved in a bulk water project. The information provided below typify the nature of work done in a bulk water project and has been gathered from training manuals of a business entity named Dihatshwane Construction and Agricultural Projects.

The sequence of daily activities that a contractor and its project workers perform normally include:

(a) Setting Out

When setting out a work area, one marks exactly where you are going to fit or install your pipes and trenches, and where you will install your fixtures and fittings. The setting out must have been done over a stretch of 20 kilometers in the NBWSP (Dihatshwane Construction and Agricultural Projects. 2014. Plumbing Learning Material).

(b) Using pegs and line

To position and structure trenches and pipes correctly, one needs to work out how far the structure must be from the boundaries (according to the plan). Then, one must peg out all the corners of structure. If a structure is square or rectangular in shape, one simply knocks four corner pegs into the ground once the correct position has been measured.

Once the pegs are in the ground, a line is strung between the pegs. This line helps to check for square and also serves as a guide in place if one has to dig a trench later on. A builder's line is very useful when setting out a structure on a slope. A spirit-level (water pas) helps to check if the line is on the correct level. On very steep slopes, a water level is more useful (Dihatshwane Construction and Agricultural Projects. 2014. Plumbing Learning Material).

(c) Chalk lines and powder

Small structures can be set out using a builder's line especially on sites where there is soil or grass. However, if a concrete slab has already been cast, then one has to set out the position of the walls or formwork, usage of a chalk line is advised.

(d) Excavation

The set out and markings are done to identify where to excavate. When the digging starts timbering (a way to stop the soil from collapsing into the trench) is used depending on the type of soil and how deep the trench is (Dihatshwane Construction and Agricultural Projects. 2014. Plumbing Learning Material).

(e) Hard ground

If the ground is very hard the earth need not be supported. On the other hand, if the ground is loose in patches, boards are used (which are called poling boards) and timbering to keep the soil from falling into the trench. Adjustable steel struts for excavations are used in this process.

Occasional manual work could be done digging reasonably small trenches by loosening the soil with pick and digging it out with a spade and shovel. For large-scale trenches a front-end loader or a digger loader is used (Dihatshwane Construction and Agricultural Projects. 2014. Plumbing Learning Material).

(f) Loose or wet ground

When the soil is quite firm, but has loose patches, then lengths of timber that are wider and thicker than boards are used. The said boards are referred to as walling boards (or walling).

In instances when the earth is very loose or waterlogged and it is dangerous, sheeting (or some kind of solid boards)is used, or poling boards positioned close together along the inside wall of a trench. Otherwise sheeting should be used with poling boards to stop the soil from collapsing (Dihatshwane Construction and Agricultural Projects. 2014. Plumbing Learning Material).

(g) Bedding and Backfilling Pipes

The bedding (or laying) of pipes on the ground in trenches is very important. Correct backfilling of pipes avoid potential damage and malfunctioning.

(h) Bedding

Pipes are laid on bedding and if not bedded correctly, using the right material, the water system won't function properly. The purpose of bedding is to support the pipes, and to pack (or surround) them so that they do not move and change the direction, not even slightly. The bedding material also provides an even force on the pipes.

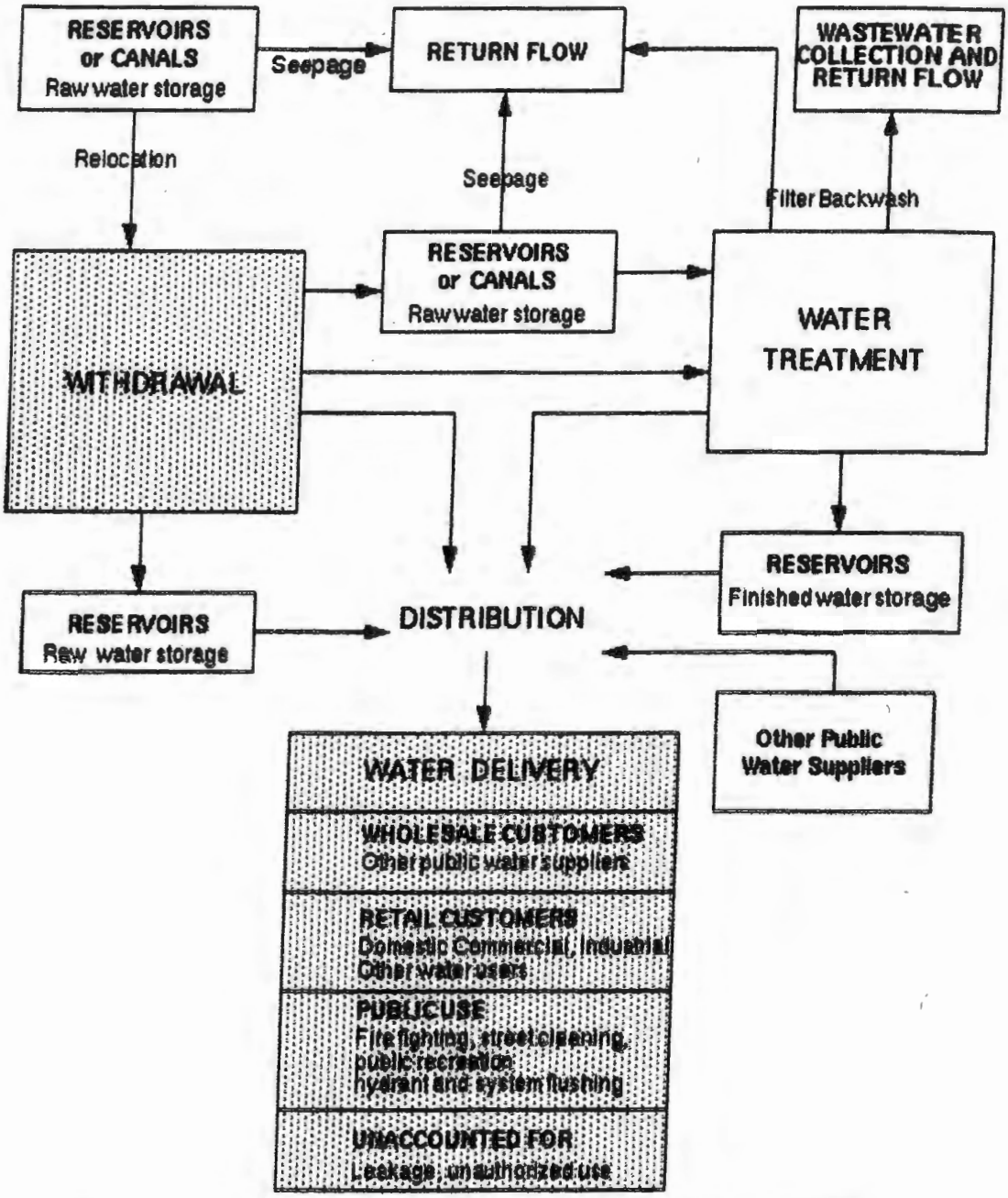
(i) Backfilling

For water pipes installations, the soil that was removed from the trench cannot be used for backfill. The backfill material needed must have little or no organic material in it, and no stones or clay. Backfill is normally done in layers no thicker than 100mm. After each layer is backfilled the backfill material need to be compacted so that it is firm and won't collapse later on (Dihatshwane Construction and Agricultural Projects. 2014. Plumbing Learning Material).

3.10.6.11. Programme Technical Activities (Implementation)

Figure 8 represents the universal diagram of processes for compliance when supplying bulk water for public consumption. It is a well-renowned system and has thus been adopted and would be a measure to test the Naledi Bulk Water Project as has been shown in the context of this section. NEP consulting engineers did the bulk water supply connections in the NLM.

Figure 8: Diagram of Bulk Water Supply



Consumptive use occurs as evaporation from open reservoirs and conveyances. Reservoirs include open and covered reservoirs, tanks and towers.

The water-use activities in the bulk water-supply category include:

- water withdrawal from ground and surface water;
- in-stream conveyance to and from reservoirs and canals;
- consumptive use, as evaporation during open storage or conveyance;
- raw and finished water storage;
- purchases from other public water suppliers;

- treatment and distribution to other public water suppliers and to various users as presented in Figure 8.

The primary investigator made unsuccessful attempts to reach the NEP Consulting Engineers in order that they might assist to fill the questionnaire that follows underneath. According the Municipal Project Engineer, the universal diagram (Figure 8) is a generic framework for the bulk water supply the elements of which are applied worldwide in all related projects. Therefore, the summary of project-specific questions posed underneath was based on the universal framework for bulk water supply in Figure 8. Except for the question and answer on the water source for the project, all the corresponding answers are efforts by the investigator and consist of information drawn from sources with generic facts on Bulk Water Supply Projects. The questions and answers are presented below.

Q: Which of the above activities did NEP consulting engineers undertake in the Naledi Bulk Water Supply Project?

A: The water use activities in the Naledi Local Municipality should have included:

- **Treatment Plants**

Treatment plants are used often when surface water is a source of supply. Increasing average daily demand (ADD) on the public water supply system necessitates the development of larger sources, storage facilities, and distribution systems until the system depicted in Figure 8 begins to emerge.

Large public water-supply systems can be complex and incorporate many reservoirs from which withdrawals are made from one reservoir (or from several independent reservoir systems), from wells, dams, or even springs (William *et al.,* 1977).

Q: What was the source of water supply for the Naledi Bulk Water Project?

A: Vaal Harts Water Scheme that draws water from the Vaal River

Q: What water supply system was used in the project?

A: Water treatment can range from a simple system of no treatment, simple chlorination, addition of corrosion control chemicals, to a more complex system that adds coagulation, flocculation, sedimentation, and filtration. Water used in backwashing filters or other sanitary operations is either

released into wastewater-collection systems or returned to the hydrologic system. After treatment, water usually is sent to finished water storage or directly into the distribution system (William *et al.*, 1977).

Q: What water treatment system was used in the project?

A:

- **Distribution**

Distribution includes deliveries to (1) other water suppliers (wholesale); (2) domestic, commercial, industrial, thermoelectric, mining, and agricultural users (retail); (3) public use, such as in municipal buildings and parks or for street washing, firefighting, and hydrant and system flushing (William *et al.*, 1977).

- **Water Distribution System**

A water distribution system refers to a network of pumps, pipelines, storage tanks, and other appurtenances. The system must deliver adequate quantities of water at pressures sufficient for operating plumbing fixtures and firefighting equipment, yet it must not deliver water at pressures too high enough to cause the occurrence of leaks and pipeline breaks. Pressure-regulating valves may be installed to reduce pressure levels in low-lying service areas. More than half the cost of a municipal water supply system is for the distribution network (William *et al.*, 1977).

Q: Give an outline of the water distribution system in the Naledi Bulk Water Supply Project

A: Furthermore, municipal water consumption in a community depends on several types of demand, such as domestic, public, commercial, and industrial uses.

- Domestic demand is includes water for drinking, cooking, washing, laundering, and other household functions.
- Public demand includes water for fire protection, street cleaning, and use in schools and other public buildings.

- Commercial and industrial demands include water for stores, offices, hotels, laundries, restaurants, and most manufacturing plants. There is usually a wide variation in total water demand among different communities. This variation depends on population, geographic location, climate, the extent of local commercial and industrial activity, and the cost of water (Encyclopedia Britannica, 2014).

Q: What are the demands of water and the distribution methods involved?

A:

- **Water Use and Demand**

Water use or demand is expressed numerically by average daily consumption per capita (per person). In the US the average is about 380 litres per capita per day for domestic and public needs. Generally, the average total demand is about 680 litres per capita per day, when including commercial and industrial water uses. (These figures do not include suction from freshwater sources for crop irrigation or cooling operations at electric power-generating facilities). The average water consumption in some developing countries may be as little as 15 litres per capita per day. The world average estimates are approximately 60 litres per person per day (William *et al.,* 1977).

Q: What is the average water demand and consumption in terms of liters per capita in Naledi?

A: In any community, water demand varies on a seasonal, daily, and hourly basis. On a hot summer day, for example, it is not unusual for total water consumption to be as much as 200 percent of the average demand. The peak demands in residential areas usually occur in the morning and early evening hours (just before and after the normal workday). Water demands in commercial and industrial districts, though, are usually uniform during the work day. Minimum water demands typically occur in the very early or predawn morning hours. Civil and environmental engineers must carefully study each community's water use patterns in order to design efficient pumping and distribution systems (William *et al.,* 1977).

Q: Is there a pumping and distribution systems that operates according to the water use pattern?

A:

- **Quality Assurance**

Quality assurance of Bulk Water-Supply water use commonly involves:

- comparing public water-supply withdrawal values with population-served values;
- population served values reported by public water suppliers with those included in legislation;
- deliveries to domestic, commercial, industrial users, and public use and loss estimates with those of other public water suppliers, and determining the mean, mode, interquartile range, and standard deviation, and identifying and resolving outliers; and
- public water-supply data with public wastewater-collection and return flow data (William *et al.,* 1977).

Q: What does the quality assurance of the Naledi Water Supply Project involve?

A:

- **Pipelines**

"The pipeline system of a municipal water distribution network consists of arterial water mains or primary feeders, which deliver water from the treatment plant to areas of major water use in the community, and smaller-diameter pipelines called secondary feeders, which tie in to the mains. Usually not less than 150 mm (6 inches) in diameter, these pipelines are placed within the public right-of-way so that service connections can be made for all potential water users.

The pipelines are usually arranged in a gridiron pattern that allows water to circulate in interconnected loops; this permits any broken sections of pipe to be isolated for repair without disrupting service to large areas of the

community. "Dead-end" patterns may also be used, but they do not permit circulation, and the water they provide is more susceptible to taste and odour problems because of stagnation" (William *et al.,* 1977).

A water distribution pipeline must be able to resist internal and external forces and corrosion. Pipes take stress by internal water pressure, by the weight of the overlying soil and by vehicles passing above. They may have to withstand water-hammer forces (that occur when valves are closed too rapidly) causing pressure waves to gush through the system. In addition, metal pipes may rust internally if the water supply is corrosive or externally because of corrosive soil conditions.

Q: What distribution pipelines were used for withstand internal water pressure; and external environmental conditions?

A:

- **Materials and the Use**

Distribution pipes are made of asbestos cement, cast iron, ductile iron, plastic, reinforced concrete, or steel. Asbestos cement, although not as strong as iron, has corrosion resistance and ease of installation and is a desirable material for secondary feeders up to 41 cm (16 inches) in diameter. Pipe sections are easily joined with a coupling sleeve and rubber-ring gasket. Cast iron has an excellent record of service, with many installations still functioning after 100 years. Ductile iron, a stronger and more elastic type of cast iron, is used in newer installations. Iron pipes are provided in diameters up to 122 cm (48 inches) and are usually coated to prevent corrosion. Underground sections are connected with bell-and-spigot joints, the spigot end of one pipe section being pushed into the bell end of an adjacent section.

A rubber-ring gasket in the bell end is compressed when the two sections are joined, creating a watertight, flexible connection. Flanged and bolted joints are used for aboveground installations (Encyclopedia Britannica, 2014).

Plastic pipes are produced in diameters up to 61 cm (24 inches) are lightweight, easily installed, and corrosion-resistant, and their smoothness provides good hydraulic characteristics. Plastic pipes are joined either by a bell-and-spigot compression-type joint or by threaded screw couplings.

Precast reinforced concrete pipe sections up to 366 cm (12 feet) in diameter are used for arterial mains and are joined using a bell-and-spigot-type connection that is sealed with cement mortar. Steel pipe is sometimes used for arterial mains in aboveground installations. It is very strong and lighter than concrete pipe, but it must be protected against corrosion with lining of the interior and with painting and wrapping of the exterior. Sections of steel pipe are joined by welding or with mechanical coupling devices.

Q: What materials were used during the Naledi Bulk Water Project?

A:

- **Fittings**

For proper functioning, a water distribution system requires several types of fittings, including hydrants, shutoff valves, and other accessories. The main purpose of hydrants is to provide water for firefighting. They also are used for flushing water mains, pressure testing, water sampling, and washing debris off public streets.

Q: What fittings were installed in the Naledi Bulk Water Project?

A:

Many types of valves are used to control the quantity and direction of water flow. Gate valves are usually installed throughout the pipe network. They allow sections to be shut off and isolated during the repair of broken mains, pumps, or hydrants. A type of valve commonly used for throttling and controlling the rate of flow is the butterfly valve. Other valves used in water distribution systems include pressure-reducing valves, check valves, and air-release valves.

- **Installation**

Water mains must be placed approximately 1–2 metres below the ground surface to protect against traffic loads and to prevent freezing. Since the water in a distribution system is under pressure, pipelines can follow the shape of the land, uphill as well as downhill. They must be installed with proper bedding and backfill. Proper support is rendered through compaction of soil layers under the pipe (bedding) as well as above the pipe (backfill). A water main should never be installed in the same trench

with a sewer line. Where the two must cross, the water main should be placed above the sewer line.

Q: What types of pumps are used in the distribution system in Naledi?

A:

- **Pumps**

  "Most water distribution pumps are of the centrifugal type, in which a rapidly rotating impeller adds energy to the water and raises the pressure inside the pump casing. The flow rate through a centrifugal pump depends on the pressure against which it operates. The higher the pressure the lower the flow or discharge. Another kind of pump is the positive-displacement type. This pump delivers a fixed quantity of water with each cycle of a piston or rotor. The water is literally pushed or displaced from the pump casing. The flow capacity of a positive-displacement pump is unaffected by the pressure of the system in which it operates." (Encyclopedia Britannica, 2014).

Many kinds of pumps are used in distribution systems. Pumps that lift surface water and move it to a nearby treatment plant are called low-lift pumps. These move large volumes of water at relatively low discharge pressures. Pumps that discharge treated water into arterial mains are called high-lift pumps. These operate under higher pressures. Pumps that increase the pressure within the distribution system or raise water into an elevated storage tank are called booster pumps. Well pumps lift water from underground and discharge it directly into a distribution system.

Q: What materials were used for keeping the water?

A:

- **Storage tanks**

Distribution storage tanks, common in many communities, have two basic purposes: equalizing storage and emergency storage. Equalizing storage means the volume of water needed to satisfy the community peak hourly demands. Late at night and

during very early morning hours, when water demand is lower, high-lift pumps fill the tank. During the day, when water demand is higher, water flows out of the tank to help satisfy the peak hourly water needs. This allows for a uniform flow rate at the treatment plant and pumping station. Water in a distribution storage tank may also be needed for fighting fires, cleaning up accidental spills of hazardous materials, or other emergencies in the community. The capacity of a distribution storage tank is designed to be about equal to the average daily water demand of the community. Distribution storage tanks are built at ground level on hilltops higher than the service area. In areas with flat topography, the tanks may be elevated aboveground on towers in order to provide adequate water pressures, or ground-level storage tanks with booster pumping may be provided.

Q: What did the Naledi Bulk Water Project distribution storage tanks include?

A:

- uniform flow rate;
- Equalizing storage;
- fighting fires;
- cleaning up accidental spills of hazardous materials; and
- other emergencies in the community.

3.10.6.12. Evaluation

The lack of effective monitoring and evaluation of projects in the municipality, alluded to above, deprives the present study of a source from where a comprehensive data on the EPWP can be drawn for evaluation purposes. In an effort to address the said gap, the municipality proposed a number of interventions to address the challenges including a comprehensive monitoring and evaluation system of all LED initiatives in future. Proposals were also made for a collectively developed monitoring and reporting tool for all programmes related to LED, (IDP Report, DR RSMDM, 2011: 71–76).

3.10.7 Generic Programme Outputs (Programme Components on Employment Creation)

The final stage in the proposed model of the present study is evaluation of outputs as shown in Figure 1. It is also within the context of the Logic Model Evaluation Template (Table 9) that the evaluation stage becomes the last stage in the chain.

Outputs are the products, goods and services received by the programme's immediate customers. That may, for example, be reports developed by after programme implementation (Wholey *et al.*, 224:9).

The outputs are representations of the quantity of work done during project implementation phase. The number of trained candidates would be an output in a training programme. A more refined output in how the work is done could be the total number of training hours delivered (McDavid & Hawthorn, 2006: 49).

A presentation on the project's actual outputs will follow after reflecting on the EPWP policy provisions. The idea of beginning with the municipal policy stipulations (on project outputs) is a way of unveiling weaknesses inherent in the evaluative efforts of the said policy. The municipal outputs (not outcomes) from the NBWSP are derived from KPIs within the EPWP policy. These are:

- Project Wage Rates.
- Job Opportunities.
- Person Days of Employment.
- Demographic Targets (Women, Youth, and People with Disabilities).
- Training Days.
- Project Budgets.

The information collected during and after the project on the above KPIs is used for reporting purposes only. When submitting responses to questions about KPI's of the project under study, the programme manager availed records (Annexure D 1) on the said KPIs and confirmed that there are no evaluation efforts undertaken in the specific project under study.

An investigation of what records are available to help determine population demographics in the district municipality prior to recruitment processes was done. The investigation includes the demographical information on the skills profiles in an

area, gender stats, races and people with disabilities. The process involved in gathering the demographical information on EE Plans and reports for the duration of the programme. The EE Reports to the national DoL.

3.10.7 (a) Project Wage Rates

The total budget for salaries to be paid to workers for the duration of the project and as determined in the sectoral determination of the DoL are referred to as project wage rates.

3.10.7 (b) Job Opportunities

The employment opportunities created in the EPWP, irrespective of the duration of the project, are some of the outputs of the employment generating projects (upgrading of bulk water supply programme in NLM). It is during this stage that the key performance indicators (KPIs) are essential in determining such outputs since they are applicable to the implementation of all projects which form part of the EPWP.

3.10.7 (c) Person-days of Employment

The number of person-days of employment created during the period under review. This is calculated by aggregating the duration of each of the job opportunities created and dividing the total by the appropriate unit (days, weeks or months). The result is the number of person-days for any given review period.

3.10.7 (d) Person-Training Days

The total number of training opportunities aggregated and expressed in the equivalent number of person-training days. The training outputs are, therefore, inclined to match up with the KPI dealing with Person-Training Days (the total number of training opportunities aggregated and expressed in the equivalent number of person-training days (National EPWP policy: page 29).

The number of work opportunities created for women, the youth and people with disabilities expressed as a ratio of the total number of work opportunities created for any given period, for each of the four sectors (National EPWP Policy page: 30).

3.10.7 (e) Project Budgets

The total expenditure aggregated for all EPWP projects inclusive of all the sectors, Infrastructure, Environment and Culture, Social and Non State Sectors.

3.10.7.1. Specific Programme Outputs for the Naledi Bulk Water Project

Annexure D1 has a list of documents specifically on the project description (registration form), project plan (submission form), formative progress report and the final project report named beneficiary information (Project E).

The DR RSMDM presented the primary investigator with the project plan for the first month and the project Engineer explained that the plans for the subsequent months were based on the project plan of the first month. Monthly reports for the entire project were available. The project plan designed ahead of the Naledi project included abridged Key Performance Indicators (KPIs) that form the basis for reporting as required by the National EPWP policy. The process part of the study comprises linkages between the project plan, formative progress report and some elements of the beneficiary information.

The project plan (Annexure H) for the NBWSP was drawn in its original form and is presented below for information purposes only. The table is used to show the type of EPWP related documents used for in projects.

Interest was on the expenditure of finances towards the Naledi Bulk Water project particularly a comparison of the planned budget and the actual financial expenditure spent on the contractor and the beneficiaries. The national EPWP policy defines a project budget as the amount tendered by the contractor and fees for the professional services rendered in the project. The project budget is the third element in the inputs box and will be limited to the total money allocated for the second project (Table 11) in the 2012 EPWP.

The said policy describes project wage as daily wages paid to beneficiaries. Note that the daily wage in the project plan was R151.60 (R18.25 per hour). The municipality paid beneficiaries R170.55 from January and later increased salaries to R184.50 in September. The wages were slightly higher than provided for in the sectoral determination of salaries applicable during the period.

3.10.7.2. Project Impact Evaluation

Van der Waldt (2004: 20) discusses the term outcomes in terms of the Public Finance Management Act 1 of 1999 as introduced into the delivery of services. In-so-far-as performance is concerned, "outcomes" refer to the impact of delivered services on the target community. The following programme outcomes are specific to the Naledi Bulk Water Supply Project:

3.10.7.2. (a) Project Wage Rates

Table 14 represents monthly financial expenditure on project operations and workers' salaries.

Table 14: Expenditure on Salaries

Tendered Project Budget	Month	Actual Amount Spent	Project Wage
R12,238,362.84 (R11,626,444.70 + R 611,918.14)	January	R2 720 767.07	R8 915.85
	February	R1 175 700.49	R71 036.10
	March	R648,491.28	R92 437.20
	April	R1 099 758.70	R80 764.35
	May	R940,756.46	R100 544.40
	June	R593,316.95	R75 894.75
	July	R592,365.13	R76 152.75
	August	R16,735.88	R55 588.50
	September	R12,701.45	R48 037.50
	October	R66,133.30	R68 706.00
	November	R450,868.97	R45 733.50
Total		R27 866 851.60	R678 077.48

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The project budget on the project plan (submission form) was allocated for the financial years 2011/12 (R 11,626,444.70) and 2012/13 (R 611,918.14). Following the plan Implementation of the project was approved in 21 November 2011 and implemented between January 2012 and November 2012 and a financial year begins on April 1st and ends on March 31st. It is for the above reason that the splitting of the project budget (R 11,626,444.70 + R 611,918.14) over two financial years (2011/12 and 2012/13) was questionable. When asked why the amounts were split, the programme engineer did not provide any tangible answer, but substantiated that the R 611,918.14 amount is budgeted to cater for unforeseen expenses caused by circumstances (like rainfalls), which may prolong the project duration. It is the finding of the investigator that the municipality allocates municipal finances fruitlessly because funds for any additional expenses that may be incurred in unforeseen circumstances may be applied per event from provincial Treasury.

The duration of employment during the project (09 January 2012 – 30 August 2012 and extended to November), is short term and the salaries (R170.55 per day) earned by workers is not enough to meet the basic needs.

Discussion

In January alone, the actual money spent on beneficiary wages was R8915.85 but the beneficiary information report (Annexure D1) records R17831.70, a difference of R8915.85. The comment above is based on the fact that only the first 20 workers were at work in January while others were absent. Even if the workers from number 21 on the list downwards were mistakenly marked absent, their total number (26) and actual work days would not have tallied exactly with the project wage figure of R8915.85. The above incident is example of gross dishonesty by the municipality in dealing with public funds.

The data on worker absences and underlying reasons showed that records relating to some workers' absences and turnover (from August to November) reached the municipality informally. Reasons for some absences and turnover were allegedly tough working conditions and dissatisfaction over wages.

Recommendations

Recommendations that could be used to manage the worker absences are that the municipality should consider invocation of the progressive disciplinary measures that provide for managerial efforts to go an extra mile to find out why workers absented themselves from. Withdrawal of wages or deprivation of salaries cannot be implemented as the only action against worker absences and such measures should be actions of the last resort.

Workers for the EPWP should be recruited to do specific jobs and trained based on their skills needs and potential.

Discussion

The current project was advertised on an open tender (rooster) process. Note that the workers' salaries were paid by the contractor because the Project Wage (R678 077.48) included the Actual Money Spent (R27 866 851.60). Apart from the Project Wage (R678 077.48), a difference of R27 188 774.12 was used for the contractor, professional services of design and project supervision. It is clear from the Progress Reports (Annexure D 1) that the tendered amount of R12 238 362.84 (R11 626 444.70 + R 611 918.14) was exceeded by R 14 950 411. 28 (R27 188 774.12 – R12 238 362.84).

Recommendations

Realistic quoting practices by service provides (contractors etc.) and effective tender valuation system of the municipality should be introduced to curb incorrect quotation amounts of service providers who deceptively seek to be awarded with tenders.

3.10.7.2. (b) Job Opportunities and Demographic Targets

The following table comprises the job opportunities and demographic targets in the NBWSP.

Table 15: The Job Opportunities and Demographic Targets

Number of jobs created	Number of females	Number of males	Number of youth	Number of adults	Number of people with disabilities	Daily wages	Duration of employment
46	9	37	30	16	0	R170.55	11 Months

Discussion

The numbers of females, youth and people with disabilities employed are not in line with the EPWP policy that aimed at employment of the said designated group. In other words, despite the policy requirements to employ individuals from designated groups for fulfilment of EE requirements, the project did not employ a single person living with disabilities. As mentioned under EE, community members criticized recruitment of people with disabilities during plenary meetings on the basis that people living with disabilities already receive disability grants as a source of income and they would benefit twofold if they were to receive employment opportunities. The disabled category of persons and women were as a result excluded during recruitment into Greater Naledi Bulk Water Project.

Additionally, the nature of work in the EPWP and the type of equipment are not modified to accommodate the physical strength of women and disabilities of candidates as planned in the municipal policy for EPWP. The specific mention of employment of the EE target groups in the EPWP policy was not adhered to since out of the 46 employees in the project only 16 are the below age 35. The study finds that there was no compliance to the provisions of EEA with regards to employment of the EE target groups and recommends tools to ensure regular monitoring on compliance. Community comments and disapprovals superseded legislative provisions.

The municipality could neither justify nor explain provision of training to ten programme workers and exclusion of more than 30 others. There were no criteria to select the 10 employees and exclude the other 30. According to the programme manager the exclusion was done arbitrarily. Given the fact that training for exit strategy and SMME development were some of the policy objectives, the deprivation of the majority of workers of training amounts to unfair discrimination.

Recommendations (The Law)

It is advisable that the municipality either introduces a business unit that is responsible for EE within its organogram or leave the function to its internal the Labour Relations Unit. Section 20 (1) Employment Equity Act 55 of 1998 states that in order to reach the equal or near equal results an employer is obliged to prepare the EEP which will achieve reasonable progress towards employment equity in the workforce. Section 20 (2) (a) – (f) of the Act further provides that the EEP must stipulate annual objectives, the AA measures, numerical goals to achieve equitable representation, annual timetables the, duration of the plan and the monitoring and evaluation procedures.

The DR RSMDM must be duty bound to educate the community of the importance of compliance with Legislation and the EPWP. The municipality and the contractor must have agreed on realistic and funded training and work plans prior to commencement of the Naledi project. In the project planning process the municipality had to assess the types of disabilities in the community and see how they could be accommodated in the project operations. Reasonable accommodation of persons with disabilities requires that a small percentage (2%) of the workers be of the disabled category, meaning that only one person would have been enough to satisfy EEA requirements of a total of 46 workers. Such a person could have assisted with record keeping which was obviously not done correctly.

Recommendations (Disability Grants)

The earning of a disability grant should not have been a pretext to exclude the said category from benefitting from project employment as was expressed by the community. There is no known law to the effect that earning the disability grants should disqualify the beneficiaries and that an employer should succumb to disapprovals of an unemployed community who discriminate against the disability-grant-earning-minority.

Recommendations (Constitutional Provisions)

Accordingly, Section 9 of the Constitution of the Republic of South Africa 108 of 1996, provides for equality before the law and the right to equal protection and

benefit of the law. The Constitution prohibits unfair discrimination against anyone based on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth.

3.10.7.2. (c) Employment Equity Plan (EEP) in the DR RSMDM

The Programme Engineer's response to the question on the municipal compliance to equity requirements in terms of Section 20 (1) Employment Equity Act 55 of 1998 was that there is neither compliance with, nor existence of an equity plan.

Recommendations (Employment Equity Plan)

The municipality has to develop an EEP in compliance with Section 20 (1) Employment Equity Act 55 of 1998 since noncompliance with the Act renders an employer susceptible to a fine of almost R100 000 per year.

3.10.7.2. (d) Person Days of Employment

The report labelled Beneficiary Info Project (in Annexure D 1) shows that out of 46 workers, only 25 employees were on duty the whole January 2012. A certain male named Odiseng worked in the project from January until April and earned R225.00 per day, but there are missing personal details such as his identity number and date of birth. Another two persons, Danster and Mogorosi, were without identity numbers and gender and earned daily wages of R225 per day. Danster was employed in the project from April until September, while Mogorosi worked from April until December 2012.

There is an anomaly picked with regards to the number of days they worked every month. Unlike other workers, Odiseng, Danster and Mogorosi worked for an equal and more number of days than other employees. The absence of the identity numbers of Odiseng, Danster and Mogorosi, the sequence of the dates of employment into the project, the equality in the number of days worked throughout create suspicions as to the existence of such persons. The dubious nature of their personal details and work records raises questions about fraud. Questions pertaining

to the three workers could not be asked by the investigator for fear of withdrawal of information by the Project Engineer.

The Person Days of Employment is defined as aggregate of the number of people who worked on a project multiplied by the number of days worked by each person. The prescribed formula for calculating the Person Days of Employment assisted the investigator to compile the data in Table 16.

Table 16: Person Days of Employment

Month in 2012	Planned Person days of Employment	Actual Number of Days Worked per Month
January	Not specified	56
February	Not specified	424
March	Not specified	504
April	Not specified	459
May	Not specified	616
June	Not specified	482
July	Not specified	396
August	Not specified	330
September	Not specified	251
October	Not specified	356
November	Not specified	235
Total	Not specified	4109
Total Person Days of Employment for the Project		**189014**

There are also notable absences from duty on the part of many employees and that affected the person days of employment necessary for evaluation purposes. In January only the first 20 workers on the list were present at work to perform their

duties. All of the first 20 workers on the list were absent during March while the remaining 26 on the list were at work. A total of 18 workers at the top of the list were absent during May, June and July while some from number 21 to 46 on the list were variably absent from August until the end of the project in November and their absences constituted turnover. The project budget that was allocated for salaries was not all used as planned.

There was high absenteeism during the Naledi project, which may be attributed to a number of factors. In the absence of facts pertaining to the said employee absences, it must be borne in mind that the unequal treatment imposed upon certain individuals cause absenteeism and harm the general performance at work. Latham (2007) discusses the relationship between satisfaction and performance and that when morale is high the productivity of the organisation will also be high.

Discussion

Though the person days of employment is one of the key performance indicators required to for report purposes in the National EPWP, it is not stipulated in the submission form (Annexure D 1) what the planned person days of employment were to be. Omission of the planned person days of employment creates a difficulty in comparing the difference between the planned (expected) and the actual person days of employment.

Requirements for reporting in line with the municipal EPWP policy (EPWP Policy for the DR RSMDM: page 7) cannot be satisfied. Incidental occurrences where a sequence of employees all worked for an equal number of days in particular months raise suspicions about the credibility of the information provided. The beneficiary information sheet (Annexure D 1) records a number of such coincidences as elucidated underneath: (the information sheet cannot be presented because of its massive content).

- the first 25 employees all worked 11 days during February, whereas the rest were absent;
- all workers from number 23 until 46 worked for 21 day during March, while those from number 1 until 22 were all absent;

- workers from 21 to 46 on the list were all present for 17 days during April;
- the workers from number 21 to 46 were all present for 22 days in May;
- although there were many absentees in July, all the present employees worked for 22 days, needless to mention that the first two workers seem to have both worked for almost equal number of days during all the months;
- A single worker served one day only and a further 10 worked for 22 days in November and the rest were absent from duty (see Annexure D 1).

The above incidents of absences raise questions as to the truthfulness of the report. On the other hand, it is apparent that many workers were not present at the end of the project because of absenteeism and turnover.

Staff turnover is one of the changes in the context that influences performance of a programme. Any other factors not accounted for have an influence in the results and their influence should be assessed in the evaluation (Wholey *et al*, 2004: 19).

Recommendations

In order for the municipality to compile credible reports, an independent programme evaluator must be on site to keep daily work registers that will project realistic reports. It, therefore, becomes difficult for the municipality to present a programme report from which data can be drawn for evaluation.

An effort was made to list a detailed exposition of related factors in the context of a programme as summarised underneath.

3.10.7.2. (e) Training

Further questions related to the programme objectives in the municipal EPWP policy were on development of Small Micro and Medium Enterprises (SMMEs) and Skills development and training for exit strategy. Also, the study made attempts to evaluate the person days of training for workers as would be outlined later. According to EPWP policy the person days of training is defined as the number of people who were offered accredited or non-accredited training multiplied by the number of training days.

3.10.7.2. (f) Knowledge (Skills)

This is the final element of the programme outputs but has been deliberately placed just before the programme training outputs of the study. The general training approach that follows underneath may serve as an aid in employee training programmes. Skills training for beneficiaries of any programme may generally take cognisance of the elements in the form of processes or steps to be considered when conducting training. Successful completion of sequential activities in the form of a step-by-step process is important. Processes that may prove effective for a training programme are elucidated underneath.

- **Identifying Training Needs**

Training need is about the difference between a standard of performance and actual performance. The gap (difference) would clearly unveil the need for training of employees. Hence, under this phase, the gap is identified in order to assess the training needs.

- **Establish Specific Objectives**

Training objectives helps to bring a proper match between beneficiaries and what the planned training is meant to achieve.

- **Select Appropriate Methods**

Training methods are the necessary means of achieving training objectives. After training have needs been identified and objectives specified, a suitable training method is identified and chosen to attain the desired objectives. Numerous training methods are available, but their relevance is decided based on the organisational training needs.

- **Implement Programs**

After the selection of an appropriate method, the actual functioning takes place. Under this step, the prepared plans and programmes are implemented to get the desired output. Under it, employees are trained to develop for better performance of organisational activities (Accounting-Management, 2015).

- **Evaluate Programme**

The present step involves an evaluation of various aspects of training so as to verify the effectiveness of the training programme. Evaluation of training looks at, among others, the effect of training on employees' performance (Accounting-Management, 2015).

- **Feedback**

Finally, a feedback mechanism is designed to identify the weak areas in the training programme and take corrective future actions. In the feedback process, information pertaining to class room, food, lodging etc, is obtained from participants. The gathered information is then tabulated, evaluated, and analysed in order to identify weak areas of training programmes and for future improvements (Accounting-Management, 2015).

3.10.7.2. (g) Training Outputs

The present stage is about the training that took place during the NBWSP.

Capacity building and skills development of both officials and EPWP beneficiaries through (a) accredited training aligned to the National Qualifications Framework (NQF) to enhance the (b) placement of beneficiaries once the EPWP projects have been completed would be included in the training outputs. It is important to have an exit plan to ensure that the exiting workers are able to apply the acquired skills elsewhere (after completion of the EPWP projects) and have the training to address current and prospective training needs. Placement beyond the EPWP projects would look at the number beneficiaries and relevance of the training to both the projects and "beyond the EPWP projects".

The relevance of the training is important because the training provided is said to depend on the type of projects implemented and may include learnerships, skills programmes and artisan development programmes (National EPWP policy: page 29).

3.10.7.2. (h) Additional Training-related Questions

A training unit within the DR RSMDM delegated a training coordinator to do the skills analysis for beneficiaries of the EPWP. Questions related to skills development and training for exit purposes were presented to the training coordinator and responded to as shown below:

Q: What type of training was given to beneficiaries?

A: NQF 2, Construction Methods.

Q: Were all the beneficiaries trained?

A: The class training was only given to 10 beneficiaries and there was a need to have all the people on site every day since the production was badly affected.

Q: Was a training needs analysis?

A: Yes, the training coordinator named Tirisano conducted the skills analysis and training needs analysis

Q: Did the programme beneficiaries have any pre-existing skills before they worked in the project?

A: No relevant skills.

Q: With regards to Person-Training Days for project beneficiaries was anyone trained for the purposes of the project?

A: The class training was only given to 10 beneficiaries only.

Q: What training was given to prepare beneficiaries for an exit strategy?

A: NQF 2, Construction Methods.

Q: Does the municipality have records of the training needs of workers for "exit" strategy?

A: Not in possession.

Q: Are there records to prove that the training addressed the current needs and the future needs after workers "exit" the municipal project?

A: Yes, those who received the training.

Q: What records can be availed to prove that the training addressed the current needs and the future needs after workers "exit" the municipal project?

A: Ten certificates.

- **Training Analysis**

According to the information obtained in Annexure D 1 the only element of the training analysis that the municipality undertook was the taking stock of prior learning of project beneficiaries.

Discussion

The educational codes (1, 2, 3, etc) on the left side of Table 17 symbolised the levels of education used for categorisation of the educational details that project beneficiaries might have had.

Table 17: Educational Levels Used for the Project

Educational Code	Level of Education
1	Unknown
2	No Schooling
3	Grade 1-3 (Sub A – Std 1)
4	Grade 4 (Std 2) ABET 1
5	Grade 5-6 (Std 3-4) ABET 2
6	Grade 7-8 (Std 5-6) ABET 3
7	Grade 9 (Std 7) ABET 4
8	Grade 10-11 (Std 8-9)
9	Grade 12 (Std 10)
10	Post Matric

The available skills for beneficiaries in the project are presented in Table 18.

Table 18: Skills Available Amongst Project Beneficiaries

Available Educational Levels	Number of Workers
(9) Grade 12 (Std 10)	1
(7) Grade 9 (Std 7) ABET 4	1
(6) Grade 7-8 (Std 5-6) ABET 3	8
(5) Grade 5-6 (Std 3-4) ABET 2	7
(4) Grade 4 (Std 2) ABET 1	3
Total:	**20**

Information on what the municipality considered a skills analysis contains only skills for beneficiaries in the project. That is information available for the first 20 male workers of the project (see Annexure D 1). No information was available on prior learning and skills of 26 other beneficiaries. There was only one worker with a Grade 12 (matric) certificate and most were in possession of Grade 7–8 (Std 5–6) ABET 3 certificate. According to the available information, no worker had prior construction related training.

Towards the end of the project term, Training was offered to 10 workers out of the above 20. The training excluded 26 other workers and there is no skills profile and training analysis for them. Information in Table 18 is lacking and does not provide detailed facts for purposes of concluding a skills needs analysis.

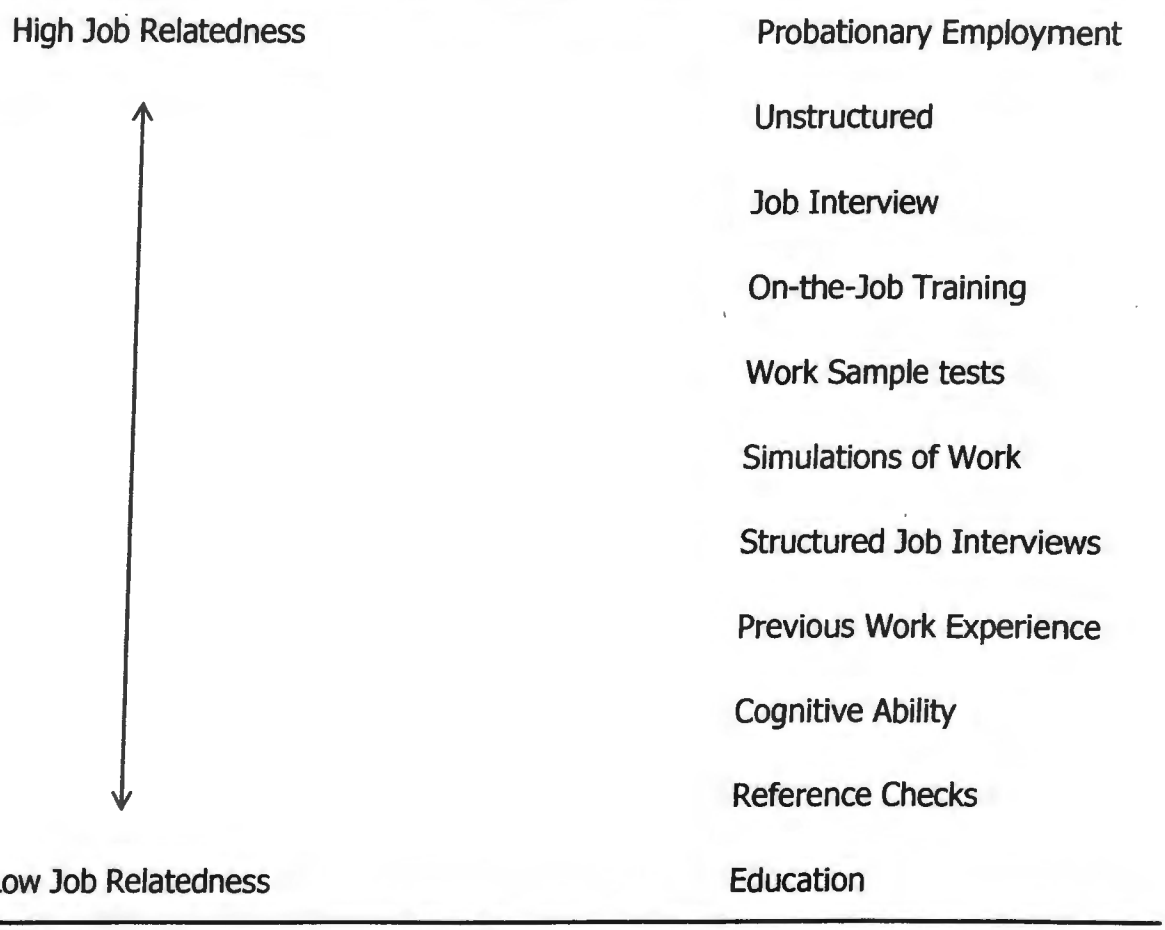
Recommendations

The area where the study makes a contribution in compilation of an assessment of training needs follows hereunder.

In an effort to match individuals to organisations, Wanous (1992) illustrates the matching model that connects individual or potential capabilities to abilities required in an organisation and specific individual job requirements in workplace to the vast situations in an organisation. A further matching process stresses realistic

recruitment help inform a job candidate to make a realistic self-selection decision to resume work in a particular organisation. Figure 9 illustrates the realistic selection methods that assess job relatedness and how related the selection method is to the actual job.

Figure 9: The job Relatedness of Selection Methods



Source: Wanous (1992)

Figure 9 illustrates a "hierarchy" of selection methods underpinned by "job relatedness" that help employers to predict future job performance of job candidates. The five selection methods at the top of the list are utilised for communicating realistic information about the job to candidates. Three of these five methods above (work sample tests, simulations of work and structured job

interviews) comprise selection techniques that can be used to assess the candidates' previous job experience (Wanous: 1992).

In order that the EPWP policy addresses the training needs of the particular local municipality and satisfy AA and equity requirements, a demographic study specific to Naledi community would be necessary for determining the training needs.

In-so-far-as the EPWP policy objectives are concerned, the offered training was to enable workers perform the project work and prepare them (workers) for an exit strategy. In order to achieve on-the-job and exit objective, the policy must make active plans to assess what the workers' project activities and exit plans entail. Bezuidenhout, Garbers & Potgieter (1998: 113) say training must be part of employees' integrated development in the case of a municipal programme. Beginning with assessment of employees' level of skill and experience training should have taken the following steps:

- **Needs Assessment**

A needs assessment is essential at the beginning of a training effort to develop an appropriate training programme. According to Schuler and Huber (1993: 515), the process of needs assessment would evolve from an organisational needs analysis, job needs analysis, personnel needs analysis and a demographic needs analysis.

- **Organisational Needs Analysis**

An organisational needs analysis begins with an exploration of short and long term objectives of an organisation and influences the objectives. The important information for the exercise may derive from efficiency indices like cost of labour, quality of output, waste and equipment used and repairs. The effectiveness of a training programme and identification of training needs in a specific department rely on needs analysis (Schuler & Huber: 1993).

- **Job needs analysis**

In order to achieve the policy objective on training for current work and exit purposes, Schuler and Huber (1993) suggest a job needs analysis that would have helped to examine the content of the present and future jobs. During this stage one

gathers information on the tasks to be performed in each job (from the job description), the skills necessary to carry out these tasks (job specification) and the minimum performance standards (from performance appraisal). It is only at the disposal of such information that one can ascertain whether training programmes are job specific and useful.

- **Personnel Needs Analysis**

Personnel needs analysis can be done in two ways:
The worker performance weaknesses can be determined by contrasting real registered performance with the minimum expected performance standards. Alternatively, one may compare and assess employee proficiency on each needed skill dimension with the proficiency level needed for each skill. The first step is derived from the actual, present job performance of the employee and is used to decide training needs for the current job. The second method is appropriate as the basis of training needs for the future. Various approaches decide on employee training needs namely:

- **Self-assessed Training Needs**

Workers know their own weaknesses and deficiencies of their performance and skills. Self-assessment is normally conducted by putting up posters that announce available training courses and enquiries about the interested parties. Surveys on training needs are formal methods for self-assessed training (Schuler & Huber, 1993).

- **Attitude Surveys**

Attitude surveys by customers can assist in compiling training needs. If, for example, a customer scores a worker lower marks on performance, this may suggest training need for that worker. In summary, this is a source of information on both employee deficiencies and a determinant for inadequacies in the services rendered

- **Competency-Based Assessment**

The Competency-Based Assessment has five primary steps, namely:

Develop broad based competency categories

This is a process of determining needed skill, at a certain level of job classification, to promote effectiveness.

Develop specific competencies

The competencies under this category are developed after defining broader ones.

Develop a resource guide and a competency rating form

This step promotes development of resource guides or competency manuals that help in organisational skills development.

Prepare a development plan for each employee

Supervisors have to work with their subordinates to develop specific improvement plan after assessing all employees.

Evaluate employee progress and develop a new plan

Workers' progress in skill development has to be assesses periodically.

3.10.7.2. (i) Further Training Related Challenges

According to internal records, the site meetings held between the municipality and the contractor discovered that:

- the training efforts for programme beneficiaries were not successful because the municipality, the national DoL and provincial Public Works department had arguments about the training budget transfer;
- no single department took the responsibility to train programme beneficiaries;
- the budget for training that used to be available in the municipality's EPWP was lately in the National DoL;
- there was no strategy to disseminate or transfer the training funds from the DoL to the municipality;
- skills training unfortunately took place towards the end of the Naledi project;
- there were no prior arrangements about training with contractor, as the latter did not include the training charges in his tender amount. Worker study leave of absences would not have been catered for if beneficiaries were to leave work and attend training during the duration of the project.

Discussion

Reliance on government jobs did not offer long-term employment and developmental training for beneficiaries given the short duration and lack of training during the project.

The fact that training was offered at the end of the project to 10 workers only poses a question of what benefit the training was in equipping workers to do the project work effectively. Organisations consider training essential because it takes employers and its departments, divisions and functions to their destinies (Pettinger, 2001: 107). Bartol and Martin (1998: 329) both agree on the interrelatedness of training and development, and argue that both terms are used interchangeably. Thus, training suggests efforts to increase employee skills on present jobs. Development refers to efforts directed towards improvement and is related to future jobs. US businesses direct an estimated annual budget of $ 60 billion on running internal training and development programmes (Bartol & Martin, 1998: 329).

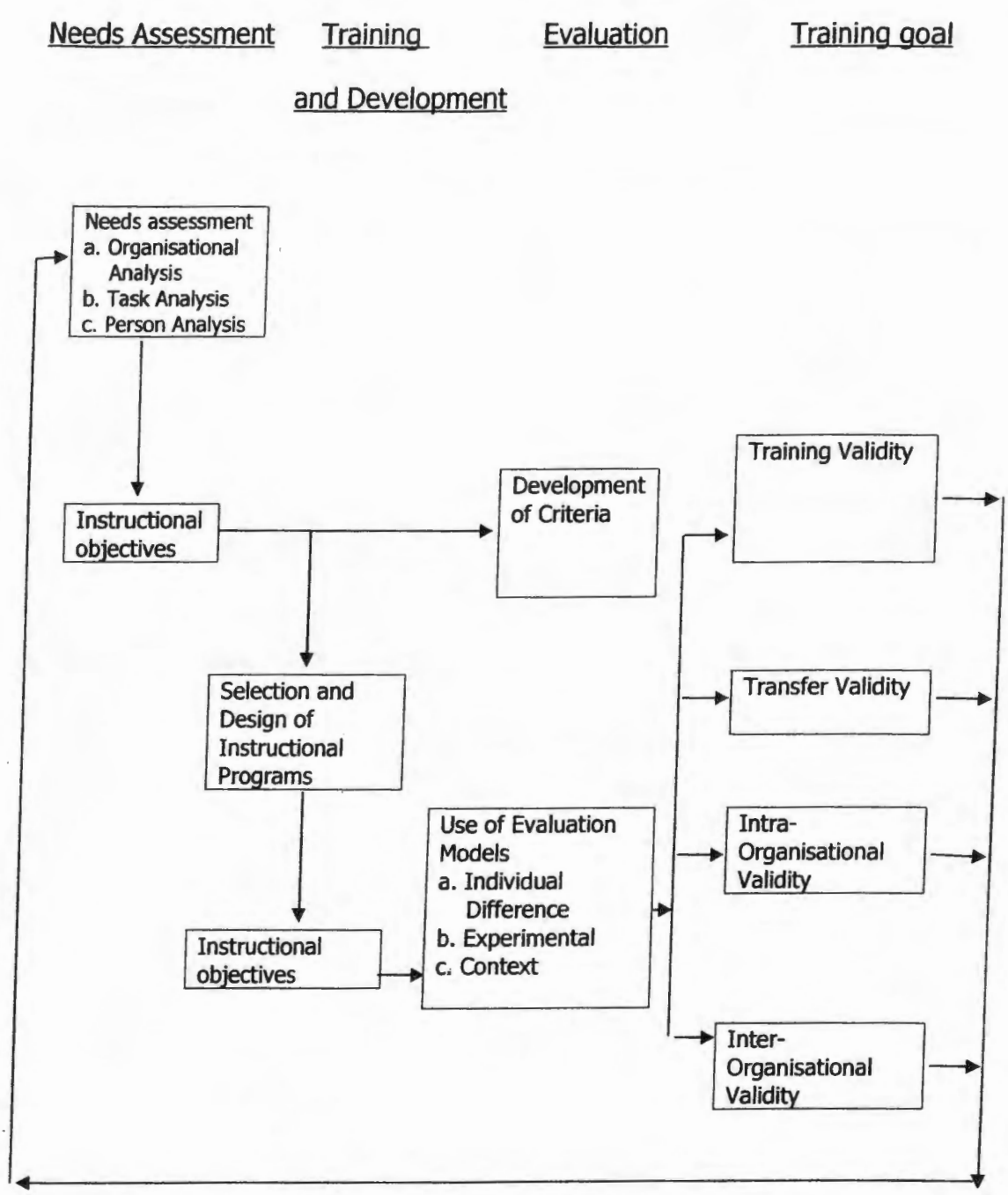
Recommendations

Jupp & Hodlin (1978: 45) state that a pre-course and post course assessment must be conducted the same way and must both share a number of characteristics. The initial assessment needs must be:

- quite easy and quick to be run
- basically assesses the skills competency relevant to work situations
- present recorded samples of observed performance for subsequent analysis and comparison
- present a background about an individual.

Figure 10 shows the training and development systems model designed to guide an employer on the needs assessment, implementation and evaluation stages of the training process (Cascio, 1998: 261).

Figure 10: The Training and Development Systems Model



Source: (Cascio, 1998: 261)

The model in Figure 10 illustrates needs assessment, or planning phase, an implementation phase, and an evaluation phase. The needs assessment phase in the NBWSP was not enough. Cascio (1998: 261) argues that should the needs assessment phase not be enough the training offered will be irrelevant to the needs of the organisation. The training evaluation phase was not done in the project, the

behavioural change, whereby management assesses changes in the individual worker's behaviour, that measures outputs (actual results on the job) was also not done.

The project, therefore, completely failed to empower all the beneficiaries in line with the policy targets and targets for EEA, i.e. women, youth and people with disabilities.

3.10.7.2. (j) Programme Outcomes Evaluation of the NBWSP (How to Measure Outcomes)

The rationale for an outcomes evaluation in a programme hinges on stakeholder groups interested to know about the programme's effectives. The stakeholder groups ordinarily include:

- the clients
- their family members
- the programme staff
- employers of programme recipients
- criminal justice system
- health insurers or other funders for the programme services
- government organisations
- general community members (World Health Organisation, 2000)

Outcome evaluations focus on the immediate effects that the program has on the group of individuals who underwent a programme. The purpose of an outcome evaluation is to learn about short-term changes in participants' "baseline measurements" knowledge, attitudes, beliefs, or actual behaviour. Importantly, an outcome evaluation focused only on the programme beneficiaries and only on the immediate changes the candidates experienced after completing the program. Attention on immediate changes is important because of an opportunity to have a bigger goal in mind or to address some larger social problem (Sabatelli & Anderson, 2005).

Outcome evaluation is a type of evaluation to determine what results from a program and its consequences for people, for example, increased knowledge, changes in attitudes, behavior, etc, (Taylor-Powell, Jones, & Henert, 2003).

Outcome evaluation is based on a quantitative approach and is characterised by one of three designs:

- randomised controlled trial
- comparison group
- pre-post comparison, (World Health Organisation, 2000).

Sabatelli & Anderson, (2005) concur with the World Health Organisation, (2000) the pre-post design option is more realistic for services or systems with limited experience and/or resources. Although pre-post designs are less scientifically rigorous, they can produce useful results for purposes of accountability and programme improvement. Pre-post studies assess clients on the same variables, and over the same time intervals, before and after they receive a service. Although the data on the selected group (sample) in the project report (Annexure D1) would be used during output evaluation, the same sample were re-contacted beyond completion of the project with outcome based questions. Such an evaluation is called a time-series design.

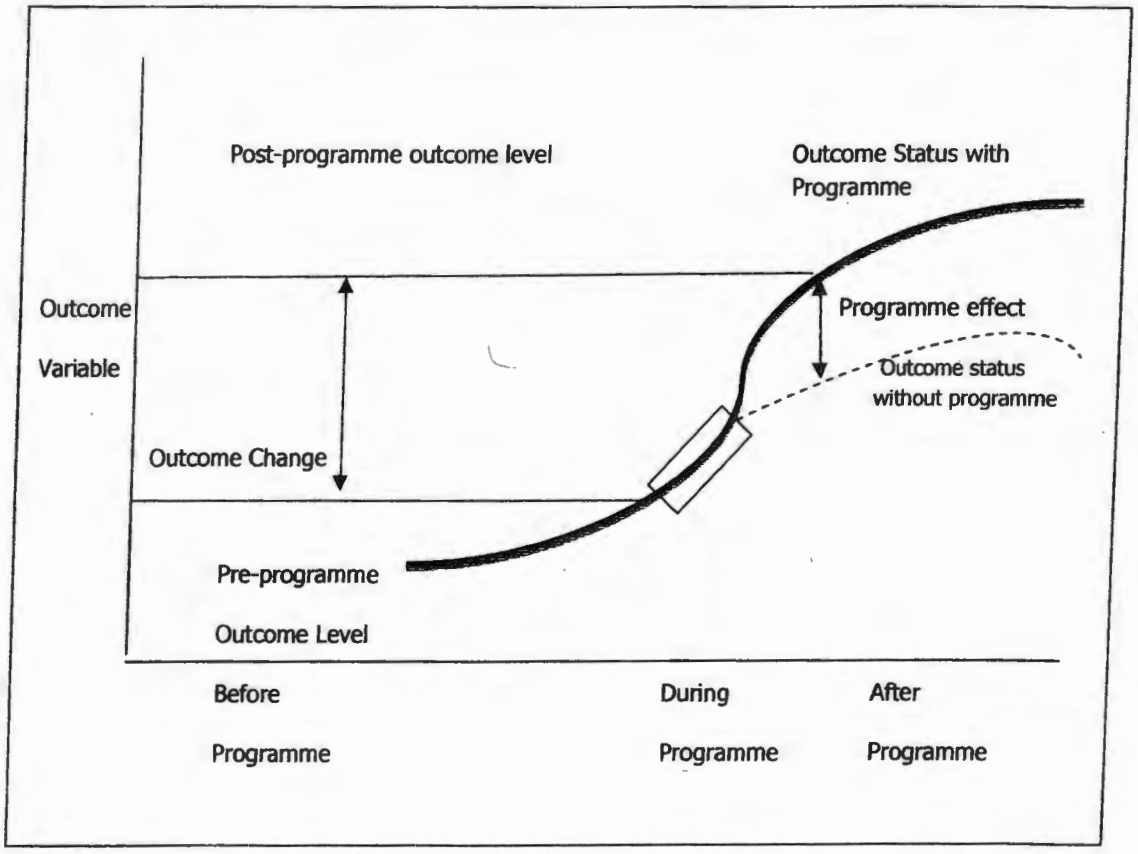
Pre-post evaluations have an advantage to determine if programme objectives are being achieved (outputs), and the type of client who improves most or least (outcomes). Positive results from a pre-post study are rewarding for staff and can satisfy accountability requirements of some funding agencies.

Van der Waldt (2004: 20) asserts that most governments are in search for credible information on policy outcomes ranging from information on costs, inputs, outputs and outcome indicators. When collecting data it will become a challenge to decide how much and in what mix, and what should be collected systematically, and what can be collected ad hoc.

Outcomes are observed characteristics or social conditions of the target population, not of the programme or its activities. It is common practice for organisations to define the services rendered to a community as programme "outputs", outcomes should refer to the benefits that the services may yield on participants (Rossi *et al.*, 2004: 205).

Rossi *et al.* (2004: 207) provide a graph that depicts outcome level, outcome change and programme effect that can be helpful in evaluating (measuring) the levels of outcome measure over time. The vertical axis in the exhibit underneath represents an outcome variable used in the programme designed to measure the characteristics or conditions of the target population that the programme actions could change (Rossi *et al.*, 2004: 206). In the current study the proposed outcomes could be the social conditions as a result of programme implementation, not the success of the policy in achieving its objectives.

Figure 11: Outcome Level, Outcome Change and Programme Effect



Rossi *et al.* (2004: 207)

The horizontal axis represents time intervening between the delivery of a service to its target population and the time afterwards. The meandering line within the graph indicates the average outcome level of people who received the programme

services. The status of the population is shown in a meandering line because outcome dimension does not always stay constant (Rossi *et al.,* 2004: 206). The perforated line explains the curve on the outcome variable that would have been the results in case the participants had not received the programme.

The difference between the outcome level achieved after participation in the programme and the one the same people would have achieved if they had not participated in the programme is the area of change in the outcome produced by the programme. The exact value added, total gain portion or improvement of the outcome that would not have taken place without the programme is referred to as the programme impact or effect.

Outcomes are observed characteristics or social conditions of the target population, not of the programme or its activities. While, it is common practice for organisations to define the services rendered to a community as programme "outputs", outcomes should refer to the benefits that the services may yield on participants (Rossi *et al.* 2004: 205).

Rossi *et al.* (2004:59) argue that evaluation sponsors mostly approve of impact evaluation since it is the only method used to arrive at questions as to the intended effects of a programme. The research focus areas have thus been planned to investigate outcomes of the Naledi EPWP programme in the municipality. It was from such outcomes that corrective actions were recommended. Attention must not only be on outcomes of identified municipal programme but also on the degree to which the changes brought about by outcomes are a result of the programme intervention i.e. present characteristics or social conditions of the sample group not the programme actions (Rossi *et al.,* 2004: 205).

The stakeholder perspectives emanating from the mission statements, policies, programmes and their activities spell out the social conditions that the municipality expect to change.

The study is also concerned with what outcomes the employment creation and training of the EPWP have brought on both the beneficiaries and the community beyond completion of the programme. Usage of the logic model to plan for evaluation is as such designed to measure:

- outcome level of people who received the programme services
- outcome variable that would have been the results in case the participants had not received the programme
- the area of change in the outcome produced by the programme, i.e. outcome level achieved after participation
- the programme impact or effect, i.e. value added, improvement of the outcome that would not have taken place without the employment and training after the EPWP in NBWSP.

It is very important to state with some degree of certainty that it was actually a particular one programme that made a difference. Often the most reliable way to know whether it was a certain programme or some other outside factor that accounted for the results is to include a comparison group an your evaluation (Sabatelli & Anderson, 2005).

Asked about the existence of tools to measure outcomes of the EPWP, the programme, the municipality unreservedly indicated that there have never been any efforts to measure outcomes of the municipal programmes.

There were instances when some data (records) gathered from the municipality provided insightful literature of what could otherwise have been obtained from other stakeholders (DoL, Department of Public Works, PSC), and such data was not analysed in order to avoid unnecessary efforts and wide scope.

The population in need can be defined as a group of target units in an identified area that demonstrates a condition of concern to the programme. The direct measures of the conditions of the population in need are critical. In programmes that deal with unemployment or poverty alleviation the population in need refers to families whose annual income, adjusted to family size, is below a specified minimum Rossi et al (2004:122). This means the wages, if any, of the sample group would be considered in relation to their family size (dependents) and monthly expenditure on basic needs. The characteristics of respondents without jobs from the pool of both (former) programme workers and the control group were compared.

The study undertook efforts to evaluate outcomes of the NBWSP in relation to the employment creation objectives inherent within the EPWP policy of the municipality.

At the present stage of the evaluation, the study administered a questionnaire to 16 programme beneficiaries and a control or comparison group of 44 respondents as depicted below. The characteristics for consideration are fully elucidated in Annexure and include:

- ages of respondents
- gender
- physical disabilities
- previous work experience
- type of skills
- where the skills were acquired from
- relevance of the skill to the local environment
- application of skills to earn a living
- municipal assistance in using skills to create self-employment
- voluntary job search
- monthly income
- awareness of community based programmes of the municipality
- participation in municipal employment creation programmes
- mediums of communication with the municipality
- access to the mediums of communication
- income comparisons with persons who earn below the prescribed minimum as per the Sectoral Wage Determination.

3.10.7.3. Presentation and Data Analysis

The present stage of the study deals with presentation, analysis and interpretation of the data collected from the programme beneficiaries and comparison group in order that the outcomes of the NBWSP may be analysed. The primary data collection tools were questionnaires administered amongst 16 programme beneficiaries and 44 individuals of the comparison group. The programme beneficiaries represented 26.6% of the sample group while the comparison group comprise 73.33%.

On account of their availability and traceability, only 16 respondents comprised the programme beneficiaries' category while the rest (30) could not be reached as a

result of reasons ranging from relocation to offline cellphones. The primary investigator consulted all respondents per individual and group appointments in order to interpret the questionnaires into the local language and expedite the feedback process. Respondents from both groups voluntarily provided their contact details included in annexure L and annexure M (questionnaires).

The percentages shown in the tables below reflect the entire sample group. The presentation includes analysis the programme beneficiaries first followed by that of the comparison group on the biographic data, outcome evaluation and community awareness and communication mediums for employment creation programmes of the municipality.

3.10.7.4. Biographical Data (programme beneficiaries)

Two sample categories, i.e. programme beneficiaries and the comparison group, were selected to study the programme's outcome on employment creation. Characteristics of the both sample categories were contrasted with a view of determining if certain post project outcomes are attributable to the work experience and skills acquired during the NBWSP. Characteristics of the comparison group like work experience, skills profiles, employment status, access to municipal employment opportunities etc, were compared to those of the programme beneficiaries. Analysis of data on the biographic information, programme outcomes and access of the sample groups was separated.

3.10.7.4. (a) Ages for respondents

A selection of the following biographical data was done in a bid to evaluate the NBWSP's contribution towards employment creation amongst the youth, females and people with disabilities in the DR SMDM as per the EPWP policy provisions and the EEA. Attempts were made to compare the pre-programme outcome level to the post-programme outcome level as well as the outcomes and effect that the EPWP has brought to the employment status of the programme beneficiaries.

Table 19. Age groups of the sample (programme beneficiaries)

Age	Number	Percentage
18 – 35	5	31.25
36 – 56	11	68
57 – 65	0	0
Total	16	100

There is a substantial number (68%) of programme beneficiaries that reveal non-compliance of the municipality to its EPWP policy provisions and the EEA. The age groups of the comparison group follows below.

Table 20. Age groups of the sample (comparison group)

Age	Number	Percentage
18 – 35	32	72.72
36 – 56	12	27.27
57 – 65	0	
Total	44	100

A total of 72.2% of the comparison sample group fall under the youth category. The age categories, gender and physical disabilities of the control group would not have been of significance to the study since interest is only between their skills and training variance and that of programme beneficiaries' outcome evaluation data.

3.10.7.4. (b) The gender of respondents

A presentation of the respondents' gender follows below.

Table 21. The gender of respondents (programme beneficiaries)

Gender	Number	Percentage
Males	12	75
Females	4	25
Total	16	100

The male respondents (75%) outnumber the females (25%) who were employed in the NBWSP and such a feature defeats policy provisions of the municipal policy for the EPWP.

3.10.7.4. (c) Physical Disabilities

Responses relating to the physical disabilities of both sample groups were analysed in the table below

Table 22. Physical Disabilities

Physical Disabilities	Yes	No	Percentage
	0	60	100%
Total	60 (16 + 44)		

Responses to questions about the physical conditions show that the majority of the population do not have physical disabilities.

3.10.7.4. (d) Programme Outcome Evaluation

A presentation of the data on outcomes of the NBWSP was categorised in terms of respondents' work experience, length of service in the project or elsewhere, skills received prior to and during the project, the relevance of the skill to the environment, skills transfer abilities, present employment status creation (and self-employment), monthly income, relevance of the current employment to the skills acquired from the NBWSP and improvement of individual and community conditions. Tables 23 to 29 contains an analysis of the data that was collected from two groups of people namely, the programme beneficiaries and the comparison group through questionnaires. The responses are interpreted in the form of percentages and all responses was considered in order that a broad picture of the Naledi programme outcomes could be conceived.

The table below entails a presentation on the programme outcomes of the beneficiaries and a contrast with characteristics of the comparison group.

Table 23. Outcomes Evaluation of the programme beneficiaries and the comparison group

Question	Yes %	No %	Total
1. Work experience in the NBWSP (both sample groups)	26	73.3	100
2. Work Experience outside the NBWSP (both sample groups)	18.3	81.6	100
3. Relevance of the work experience and skills of the NBWSP to the local environment (programme beneficiaries)	56.25	43.75	26.6
4. Relevance of work experience and skills of the comparison group to the local environment	2.2	97.72	73.3
4. Ability to transfer knowledge and skills from the NBWSP to the environment (programme beneficiaries)	25	75	26.6
5. The actual application of knowledge and skills from the NBWSP to create employment (programme beneficiaries)	31.25	68.75	26.6
6. The actual application of knowledge and skills from elsewhere to create employment (comparison group)	63.63	36.36	73.33
7. Current employment status of the programme beneficiaries	12.5	87.5	26.6
8. Current employment status of the comparison group	68.18	31.81	73.33

Most of the respondents belonged to the comparison group (73.3%) and only a few (26%) have work experience from the NBWSP. A total of 18.3 % respondents have work experience outside the NBWSP.

About 56.25% of the programme beneficiary category agreed that the work experience and skills of the NBWSP were relevant to the environment within the local environment. Responses of 97.72% of the comparison group depict the irrelevance of their work experience and skills to the local environment. There work experience and skills that the beneficiary sample group obtained from the NBWSP are positive outcomes of the municipal policy for the EPWP.

It was, however, noted that 75% of the programme beneficiaries lack the ability to transfer knowledge and skills from the NBWSP on their environment to create work or income generating activities. Only 31.25% of the programme beneficiaries have actively applied the acquired knowledge and skills from the NBWSP to create employment. The above results reflect weaknesses or poor outcomes of the municipal EPWP policy in relation to its impartation of knowledge and skills transfer and employment creation capacity and the irrelevance of the acquired knowledge and skills to the environment.

The ability of about 28 (63.63%) respondents from the comparison group to exploit their inherent knowledge and skills for employment creation serves as proof that expertise beyond the EPWP may be relied on in employment creation. That means about 63.63% of the comparison group revealed ability to utilise their inherent knowledge and skills to create employment. The current unemployment of the programme beneficiaries (87.5%) in contrast to the comparison group (31.81%) creates doubts as to the EPWP related work experience and skills and EPWP policy capabilities to prepare beneficiaries for future employment creation.

There is generally a bleak picture of unemployment amongst the programme beneficiaries as contrasted with the comparison group.

Below follows a table that explains what outcomes the beneficiaries' skills and training (outside the NBWSP) produced for the individual respondents and the community.

Table 24. Skills learned beyond the NBWSP

Question	Response	Ratings
1. Skills and training acquired outside the NBWSP	Computer training	1 (6.25%)
	Community house Building, Mine crusher operator skills	1 (6.25%)
	Mines locomotive operator. Stores and first aid attendant. Winch operator	1 (6.25%)
	Pipes installation. Trench filling	4 (25%)
	Car Wash skills.	4 (25%)
	Store attendant skills	2 (12.5%)
	Hair Dressing	3 (18.75%)
	General gardening and cleaning services	6 (37.5%)
	Home based care	2 (12.5%)

Although the above skills and experiences in the beneficiaries' disposal and obtained beyond the programme serves an advantage to help make a living income, large number (87.5%) of the group are unemployed (see table 23).

A table that projects the skills types and training learned during the programme follows hereunder.

Table 25. Skills learned during the NBWSP

Question	Response	Rating
Skills and training acquired during the NBWSP	Learning on shutter hand, mesh wire, measuring tape, dumping level	5 (31%)
	Water Construction skills	12 (75%)
	Labour intensive in construction	15(93%)
	No training, only experiential learning in pipes positioning and Soil levels replacement	8 (50%)
	Digging main holes. Concrete walls building. Reinforce wires fixing	7 (43.75%)

A combination of the skills range in the above table depicts a rich skills base capable of creating an income source, if applied in a relevant environment. In the absence of skills application to create income generating activities (employment), it is difficult to imagine the applicability of such skills to the local environment (natural resources). In light of the above fact, the vast skills base at the disposal of programme beneficiaries is of no relevance to the environment in NLM as reported in the 3rd and 4th questions of table 23.

Table 26 below presents the actual outcomes that the NBWSP bore amongst the programme beneficiaries.

Table 26. Changes in knowledge, attitudes and living conditions

Question	Response	Rating
Changes in individual knowledge, attitudes and living conditions as a result of having worked in the NBWSP	Usage of the skills in the ESO Frank Construction Company	1 (6.25%)
	No changes	11 (68.75%)

A vast number (68.75) of programme beneficiaries disagreed about changes to their individual knowledge, attitudes and living conditions. Even though the other 31.23% suggest programme outcomes, these are of no special significance since they include occasional casual work contracts with local unregistered businesses where not more than a thousand rand per month is earned. No tangible outcomes are ascribed to the programme.

The table underneath shows the outcomes that the programme under study gave rise to in the wider community.

Table 27. Programme outcomes for the community

Question	Response	Rating
Programme benefits for the community	Assisted in building one house in the community	1 (6.25%)
	Making house stoops locally	1 (6.25)

Only two respondents of the programme beneficiary category use their acquired skill for the benefit of the community. Their skills, however, are not directly related to the

NBWSP. In that context, assistance in house building cannot be considered as a programme outcome since the expertise used is not the post-programme result. The community house building, therefore, would have succeeded without the respondent's exposure to the NBWSP.

A common response to the question whether the knowledge and skills from the NBWSP are used in employment creation was that the project did not award certificates that may adduced as proof to prospective employers. Almost 75% of the respondents within the beneficiary category made uninvited comments about nepotism and favoritism into the programme employment contracts.

The data on what mediums of communication the municipality uses to announce its employment creation programmes and access are reflected in the following table. The responses were captured from both programme beneficiaries and the comparison group.

The programme outcomes, therefore, demonstrated non-accomplishment of the EPWP policy objectives namely, employment creation for the EEA designated groups and training for exit strategy. There was little effect of the EPWP, poor post-programme outcome level and less outcome change amongst the beneficiaries, in as far as the data in table 23 projected. Utilisation of an approach adopted from the measurement tool in figure 11, measuring outcome level, outcome change and programme effect on the beneficiaries, reveals same results.

Table 28. Community awareness and mediums of communication on municipal programmes of employment creation (Reach)

Question	Response	Rating
Medium of communication on municipal employment creation programmes	Loudhailer and announcements at the tribal authority meetings	53 (88.33%)

The table below presents the data on questions relating to accessibility of mediums of communication and the municipality's involvement of the community in employment creation programmes.

Table 29. Access and community involvement

Question	Yes	No	Total
Accessibility of the mediums of communication	36.6%	63.3%	100%
Involvement of the community in municipal employment creation programmes	0 %	100%	100%

Both groups of respondents indicated that it is customary for the local community to gather at the local tribal authority each week where new developments are announced. A high number (63%) of respondents indicated that they would not have known about the project had they been absent at home during the period when the municipal EPWP was announced with a loudhailer. Residents added that consistent attendance of weekly meetings at the tribal authority is not always possible.

As shown by a 100% of the respondents, the municipality does not involve the local community from the onset in its employment creation programmes. There is no consultation at the initial stages of community based programme planning. The respondents repeatedly commented that appointments into local projects are charactarised by discriminatory criteria.

3.10.7.5. Further Programme Impacts and Outcomes

An elucidation of further programme outcomes follows in Table 30 below.

Table 30: Further Programme Impacts and Outcomes

Further Programme Impacts and Outcomes
• Created Employment • Policy Impact • Programme Outcomes • Public participation • Citizen satisfaction • Access to information • Communication strategies • Resource management perspective reports • Post service survey reports

At provincial level, the DLG&TA has developed a standard Municipal Performance Monitoring, Evaluation and Reporting Framework that describes comprehensive monitoring processes, methods to collect data, the challenges, etc. The same framework serves as a tool in random surveys to study unemployment trends in the municipalities, how the department implements programmes specific to the objective of employment creation.

The Municipal Monitoring and Evaluation Chief Directorate in the department utilizes a municipal performance monitoring, evaluation and reporting framework (Annexure F) for support, coordination, monitoring, reporting and evaluation of both provincial interventions by sector departments and Municipal Turn Around Strategies (MTAS) including the EPWP.

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Weaknesses

Inadequate questions about the biographical information of external respondents in the departmental evaluation framework (Annexure F) make it impossible to evaluate whether the municipality employs designated groups of the community within which it exists.

In the same context, the investigation is concerned with drawing an appropriate framework for creation of the municipal evaluation which will demonstrate whether the department gathers information from the community to assess the effectiveness

of its EPWP policy in employment creation within its geographical area. Thus, it is of interest to observe if the Chief Directorate dealing with Evaluation gathers information from the external environment before and after programme implementation to study the impact of the municipality in employment creation.

The above Chief Directorate uses two evaluation processes called "data analysis to determine outputs, outcomes and trends, distribution and feedback mechanisms and equity requirements of the job creation.

3.10.7.6. Eradicating Unemployment through Job Creation

The National EPWP policy prioritises Job creation and skills development. The EPWP is a Cabinet endorsed Programme aimed at creating 4.5 million work opportunities by 2014. The Programme is implemented by all spheres of government, across four (4) defined sectors, namely the Infrastructure, Social, Non-State and Environment and Culture sectors. The Programme's overall coordinator is the National Department of Public Works (DPW).

The Programme is implemented in the context of strategic Government initiatives which includes substantial public investment in infrastructure both to create employment directly, in construction, operation and maintenance (National EPWP Policy: 10).

It is one of the objects of the EPWP Policy that the poorest of the poor be provided with job opportunities to sustain their lives and skills training as an exit strategy. Employment is also deemed as a serious challenge. The policy also suggests that poverty eradication is possible through the EPWP (EPWP Policy for DR RSMDM: 4).

The investigation aimed at linking the EPWP policy objectives (policy inputs) with the actual environmental circumstances. In other words, one of the gaps filled by this study would be in the municipal policy (tackling unemployment and training) and the recognition of the environment within which it exists. What the present study propagates, among others, is an introduction of initiatives in which the municipality visibly creates employment through taking advantage of potential resources within municipality in order that the EPWP may be executed.

The targets of the EPWP policy i.e. national, provincial, municipal and own target are job creation and skills development and the study would therefore evaluate how the

municipal programmes (EPWP) contributed in addressing the unemployment rate in South Africa (EPWP Policy for DR RSMDM: 12).

Discussion

Sustainability of exit strategies aimed at maximising employment creation and skills development is one of the policy objectives in the EPWP. Numbers alone cannot satisfy achievement of policy goals relating to eradication of poverty and employment creation. Definitions for unemployment leaves one wondering as to which specific criterion was used to determine the unemployment of programme beneficiaries of the EPWP. The appropriateness of the programme in solving the unemployment problem according to the contextual considerations of each individual may also be questioned. In other words, there is no single definition of unemployment that can be applied to all the contexts as would be accounted for by literature on unemployment.

The attached questionnaire for service delivery audit of the DLG&TA (questions 17 and 20 of (Annexure G) attracts misleading answers from respondents. In the affixed questionnaire, for example, the respondent in question says s/he is unemployed, but his response on follow up is that s/he does casual jobs. The final report on unemployment trends would obviously record this particular respondent as unemployed. Such a criterion leads to unreliable unemployment reports (stats) since it suggests a possibly of other respondents on casual jobs who might complete the questionnaires to reflect that they are employed. It is, therefore, inappropriate for the national DoL to compile unemployment statistics by asking farm workers whether they are employed since such a definition might obviously be irrelevant and uncommon to the farm workers in question and may result in unreliable data.

3.10.8. Service Delivery Audit for the Department of Local Government

A factor that creates doubt in the methods used by the municipality to define (or determine) unemployment amongst locals is that the criterion used and questions asked are misleading. A good example of the unreliable and misleading responses during a community survey on employment trends in the area.

As mentioned before, the provincial EPWP unit of the department of Roads and Public Works has appointed a Chief Director to ensure that all public bodies in the Province participate in the EPWP, manage EPWP sectoral coordination and help to monitor and evaluate the provincial EPWP (National EPWP policy: 11).

The department of local government also has a directorate called Local Governance, which is responsible for Municipal Performance, Monitoring and Evaluation across the province. The directorate uses a four page survey questionnaire to gather statistics on provision of basic services provincially, (see Annexure G). The aim of the questionnaire is "to make a service delivery audit that will determine whether funds are focused to community identified".

Discussion

The questionnaire includes questions on the residents' highest education level. A few respondents who have Grade 12, however, indicate that they are self-employed, while some with degrees respond that they are unemployed.

The questionnaire enquires whether a respondent is employed or not (question 17) and how s/he generates income an income if s/he is unemployed. Classical responses from different respondents who tick the unemployment box are:

- "I do some piece jobs" (numerous residents)
- "Casual jobs"
- "Depending on my husband" (Pauline Mogapi, a resident)
- "My younger brother is working" (anonymous resident)
- "My father is working" (anonymous resident)
- "No response"
- "Child support grant"
- "Depending on my sister" (Virginia Motseta, a resident)

The Service Delivery Audit is the department's internal tool used to give guidance if services reach the intended recipients and the recipients' employment status. A government department cannot determine unemployment in a community based on the above responses because of lack of a consistent (reliable and objective) test.

StatsSA has adopted a 'strict' measure of unemployment as the official measure for South Africa since 1998. In order to be counted, an unemployed person must have "taken active steps to look for work or to start some form of self-employment" (StatsSA, 2013). The official rate of unemployment therefore excludes all individuals who report that they do want to work but have not taken active steps (as specifically defined) to search for work in the previous month.

The questionnaire for the Service Delivery Audit should have posed a follow up question that probes whether respondents have taken active steps to search for work in the previous month. On the other hand, even if the department relied on the "strict measure" determined by StatsSA and results from the internal Service Delivery Audit, there would have been ambiguity, but not synergy.

Notably, the unemployment trends gathered through the questionnaire for the Service Delivery Audit (including StatsSA) are unreliable in so far as the definition of unemployment in the above scenario is concerned, which necessitates the need to redefine unemployment. Moreover, the confusion created by responses from the Service Delivery Audit suggests that unreliable data is gathered for employment policy purposes.

The unreliable data gathered provincially through the Service Delivery Audit does not provide answers on whether the services reach the intended recipients and the employment status of respondents. It is for that reason that interventions, such as the EPWP policy, are not appropriate in creating employment.

The duration of employment of workers in the NBWSP and responses from a certain participant (respondent) in the service delivery audit are remarkable examples that suggest the need to redefine unemployment. The specific respondent who indicated that he is unemployed, explained that he does "some piece jobs" (anonymous resident).

The fact that the duration of the job opportunities in the NBWSP was ten (months), that most of the workers were not trained and that the workers served on intermittent basis, create commonalities to the employee who does "some piece jobs". The reason for considering the employment opportunities in the Naledi project as "piece jobs" is because, except for the short project duration, the municipal objectives of SMME development, employment creation and training for exit strategy

were not reached. In other words, the nature of EPWP projects is not adequate enough for the municipality to consider itself as having achieved its policy objective of employment creation and purposes of reporting to the Presidency.

Recommendations

The employment and income generating initiatives of some community members must be studied with an objective to draw experiences and pass knowledge to others. Lessons from the self-employed individual community members who identify themselves according to their own initiatives (not government initiatives) must be learnt and maximised. Further recommendations are:

- **Policy Splitting or Consolidation**

Cloete (2006: 294-5) suggests policy splitting or consolidation and policy innovation to bring forth new internal organisation structures and procedures and a legislative mandate and approval of budgetary allocations by politicians. Given the limited economic and development opportunities in this part of the district, there is a need to develop the skills of residents to enable and capacitate them to access income-earning opportunities. The employment generating activities (lesson learned) of self-employed respondents (who possess Grade 12) need to be commercialised and copied onto the municipal policy for employment creation programme.

Policy splitting or consolidation features prominently in the above exercise where a single policy programme (the EPWP) is structurally and functionally split into two or more programmes that are managed separately. The present policy programme (the EPWP) may continue to exist concurrently with the employment creation programme of lessons learned from self-employed individuals. The employment creation programme would embrace a system that supports entrepreneurs who create jobs for themselves. Such innovations are vital at the logic model stage of "considering of alternative action for solving a problem or utilising opportunity". Successes and positive impacts from the leaned lessons will be replicated.

The approved budgets would then be directed towards low income business owners to help them overcome lack of capital and maintain successful business services. Should the municipality under study adopt policy splitting, the employment

generation programmes and job creation initiatives that prove successful will bring lasting solutions for "unemployment" at local level. Such local innovations would help to generate inputs intended to contribute towards the national EPWP policy.

- **Resource Management Perspective Reports**

The Municipal Score card model (item 26.3) of the Sakhisizwe IDP Review document (2011 -12) is a tool that has ushered programme evaluation into the Sakhisizwe local municipality, which is a modified scorecard model fashioned to suit the SA local government legislative context. The Sakhisizwe local municipality chose the model based on its strengths including, but not limited to, "a balanced view of performance based on inputs, outputs, outcomes and processes. The Scorecard model has been adopted as a recommended model for all municipalities by the South African Local Government Association.

The four perspectives on which the municipal scorecard is based are the development impact, service delivery and resource management and governance process. Development priorities and indicators are believed to fall within the shared accountability of the municipality, other spheres of government and civil society.

Interestingly, the developmental outcomes are measured in the municipality to see if policies have the desired impact, (Sakhisizwe, 2013). With this in mind, the primary investigator will establish the synergy (shared developmental accountability) between inputs, outcomes and impacts of EPWP policy of the municipality.

The resource management perspective reports on performance of a municipality with regards to its HR. That would be applicable for evaluating staff dissatisfactions, resignations and adherence to the equity measures.

The governance perspective helps the municipality assess its engagement and relationship with other stakeholders in governance. Significant areas for inclusion in the model are said to be:

(a) Public participation
(b) Customer care relations
(c) Citizen satisfaction
(d) Access to information
(e) Communication strategies

In that regard, critical areas will be the means of communication used to create awareness of the available employment opportunities, whether some of the positions attract designated groups and reduce unemployment of target populations and the goals of the municipality versus expectation of the community.

The DR RSMDM is one of the state's service providers whose primary role is to render services as a municipality. Through its EPWP policy the municipality recruits competent and skilled persons who enable achievement of the municipal organisational goals. When recruiting such personnel, the municipality is legally bound to draw from a pool of potential EE candidates to fulfil its internal equity targets, as expected by the EE plan of the national DoL

The difficulty associated with access to government services is at times blamed on bad planning for services aimed at the unemployed and services not reaching the intended customers (access) for example, which was identified as one of the limitations of the EPWP policy. This is because limited mediums of communication cannot reach the intended recipients. Common obstacles that impede access to the advertising media may be long travelling distances, affordability, literacy, etc.

- **The Reach Concept**

The concept of reach is one of the essential features in logic models, which refers to the 3Rs of performance: resources, people reached, and results (Wholey *et al.*, 2004: 9). The people help to establish the relationship between resources and results.

> "placing customers, the users or receivers of a product or service, explicitly in the middle of the chain of logic helps program staff and stakeholders better think through and explain what leads to what and what population groups the program intends to serve" (Wholey *et al.*, 2004: 9).

One example of services that did not did not meet the expectations of customers involved a situation of poor work performance in the Western Cape where the department of local government agreed with the community that contractors build open toilets in a few municipalities. Delivery of services in South Africa would not have been of concern since the citizens would not have to be provided with squalid, open toilets built for the poor. The disservice followed after contractors failed to

build walls and a local business person had been paid state funds for a shoddy construction job (Anon., 2011).

- **A Case Study of the Mertens**

Mertens & Wilson (2012: 297-298) describe an evaluative study that was conducted for preparation programme for teachers of deaf students to design a model and choose a purpose for evaluation. The case study presented hereunder is relevant to the present study and its approach would be preferred. The evaluations of the Mertens required evaluators to have sufficient knowledge about the cultural groups and context and participants in the initial evaluation planning.

In the Mertens' study the evaluation planning team included various concealed characteristics within the population of the deaf, which enabled the evaluators to support the needs of the stakeholders in a culturally appropriate manner. The scope and methodology of the evaluations covered team meetings where programme documents and personal experiences of team members were explored.

According to Mertens & Wilson (2012: 297) observations and gathering of programme graduates to determine their most salient issues followed next, instead of imposing specific answers on the views of the programme director and the evaluator. The cycle involved development of a team, team gatherings, observations, interviews to reflect with programme participants interviews with faculty and staff from coordinating schools, dissemination of findings to internal stakeholders and professional groups and follow-up to find out the changes resulting from the evaluation findings. The data were used at each step of the process to determine the next steps and the specific data to be collected next.

Mertens & Wilson (2012: 298) state that the findings uncovered shortcomings that needed attention such as the need to support hearing graduate students to learn native sign language, but reflected a lack of support for students with no hearing problems to learn native sign language.

More importantly, the teachers admitted that they lacked skills to handle children from diverse cultures i.e. children of non-English origin, children whose first language was not the medium of instruction at the school; children who had

additional disabilities to deafness, and children who came to school using non-verbal cued speech.

Mertens & Wilson (2012: 298) further argued that the evaluator and programme director were surprised at the poor expectations that the school had for its own students and at the marginalization of the deaf children by the wider school community. The teachers yearned to learn more on how to challenge the inequalities. The result (outcome) was that the faculty and staff permitted the evaluation team to use the evaluation findings to influence curriculum change, placement sites, and teacher support. Eventually, the programme was shared with and simulated by the wider teacher preparation programmes for deaf students.

According to Mertens & Wilson (2012: 261) evaluations that are performed to support foregone conclusions are done as public relations exercises based on illegitimate purposes. The investigative skills of evaluators must be used to determine the actual reasons and purposes of stakeholders when they request for an evaluation.

Mertens & Wilson (2012: 264) further list various types and purposes of evaluations of which the current study will be confined to an evaluation of programme effectiveness. In this regard, evaluation purposes are helpful only if they match those listed in Table 31.

Table 31: Evaluation Purposes and Types

Purposes	Types of Evaluation
To assess programme effectiveness: **For Example:** ▪ **To assess skills development, knowledge gain and or attitude and behavior changes by programme participants.** ▪ **To compare changes in provider behavior over time.** ▪ **To compare costs with benefits** ▪ **To find out which participants do well in the programme** ▪ **To decide where to allocate new resources** ▪ **To document the level of success in accomplishing objectives** ▪ **To demonstrate that accountability requirements are fulfilled** ▪ **To aggregate information from several evaluations to estimate outcome effects for similar kinds of programmes** ▪ **To gather success stories**	▪ **Outcome/Impact Evaluation** ▪ **Summative Evaluation** ▪ **Policy Evaluation** ▪ **Replicability/Exportabilit y/ Transferability Evaluation** ▪ **Sustainability Evaluation** ▪ **Cost analysis**

Source: Centers for disease Control and Prevention (CDC). (1999)

It is prudent to discuss the connections between the national and municipal EPWP policies as indicated below. The diagram in Figure 5 will help to understand the relations between and roles for the stakeholders beneath. The national EPWP policy stipulates (under technical reporting) that the head of the EPWP at national level is the Deputy Director-General (DDG). The role of the DDG is to manage a branch that is capacitated by technical staff across sectors of training, monitoring and evaluation and small business development. The branch develops policy, funding mechanisms,

guidelines and performs monitoring and evaluation, (National EPWP Policy Guideline: 16).

In terms of Section 85 of the Constitution of South Africa the President and other Cabinet Members should develop and implement national policy as well as coordinate the functions of state departments and administrators.

However, there is no connection between the National EPWP Policy Guideline and the municipal EPWP policy to fully satisfy the monitoring and evaluation efforts in the municipality. The explicit monitoring and evaluation framework is lacking. The aspect of the policy where evaluation may have been covered makes mention of progress reports only with information on the number of jobs created in the municipality.

The next challenge is found in the processes of both the municipal policy for EPWP (Annexure A) and the EPWP Policy for national government (Annexure B). Cloete *et al.,* (2006: 338) say the fact that a government may have adopted a particular policy (Annexure B, for example) for implementation does not mean that the actual policy process is complete.

3.10.8.1. Lack of Monitoring and Evaluation of the Municipal Policy for EPWP

The monitoring and evaluation of the municipal Policy for the EPWP is mentioned in Clause 21 of Annexure A and only restricts itself to progress report on the number of job opportunities created on the ground. The linear approach of evaluation is not effective since it will enlists official numbers on job creation only. Thus, the municipal monitoring and evaluation is not appropriate for determining the effect the policy will have or had and the difference between intended and real outcomes (Cloete *et al.,* 2006: 259).

One of the responsibilities for the provincial Chief Director is to ensure that all public bodies in the Province participate in the EPWP, manage EPWP sectoral coordination and help to monitor and evaluate the provincial EPWP, (National EPWP policy: 11).

An anomalous provision in the municipal EPWP policy (Annexure A) states that monitoring and evaluating will be carried out by the Department of Public Works.

The policy states:

> "the monitoring and evaluation requirements for other sectors will be made available to the various Sector Coordinators. The monitoring of projects will be carried out by the Monitoring Units of service providers and provide progress reports with information on how many job opportunities have been created on the ground" (EPWP Policy for the DR RSMDM: 14).

Oddly, the implementation objectives of the Sector Coordinators (directors) are to monitor, evaluate and report on sector specific Key Performance Indicators (KPIs) to the Head of Department programmes. The directors are also responsible for design, implementation and reporting on EPWP System (National EPWP Policy: 18).

Despite that the coordinators were mandated to monitor and evaluate the EPWP programme and report to their principals, municipalities had not submitted regular reports on progress made in projects during 2011 as per the department Cooperative Governance and Traditional Affairs (MIG Report, 2011: 16). The MIG report accordingly reads:

> "all municipalities in the North West DR RSMDM and its locals did not submit their June 2011 EPWP (and MIG) report. In DR RSMDM MIG the projects are about water and sanitation."

The absence of reports by sector coordinators suggested that no evaluation of the municipal EPWP took place during 2012.

3.10.8.2. Weakness in the Departmental Evaluation Framework

Another set of weaknesses in the departmental evaluation framework exist in what is termed "Early Warning System" (Annexure F, item 3.2.) aimed at evaluating the internal activities as well as monitoring Key Performance Areas (KPAs) for each municipality in event certain conditions are not met. To do the necessary work the KPAs and Key Performance Indicators (KPIs) must be defined to determine which conditions constitute risk and data collection to support the measures. However, as stated on 08 August 2012, the data format had not been agreed upon and the data had not been reliably collected from all municipalities, (DLG&TA. 2012. The Municipal Performance Monitoring, Evaluation and Reporting Framework, (Unpublished)). Of major concern is that the report under discussion reads "only

once this has been defined and processes exist to collect the data, can the loads for the data be created and KPIs developed".

A reflection on the penultimate paragraph titled "the Early Warning System (EWS)" (Annexure F, paragraph 3.2.), is made to reveal the gaps. The paragraph mentions that the initiatives on the EWS initially contained a single set of data, which has never been updated. The templates for the format were dispatched but the data had not been made available as a result of human error.

It is expressly mentioned under item 5 (Data Collection Mechanisms for Indicators) that the departmental data collection is done haphazardly, and is unstructured hence the loss of important "data that could have led to major and critical decisions being made by management; the data might be hidden in big reports sitting in someone's PC; etc". Not only is communication amongst departmental directorates very poor, but also information sharing is none existent and for that reason there are problems on data management related to the evaluation framework.

The report reflects a lack of systematic evidence-based assessment that can only be undertaken when the evidence is available for assessment. Evaluation can be possible only when all the evidence based information is collected, stored and processed through systematic, rigorous monitoring and reporting processes (Cloete, 2009: 297).

The present thesis envisions that management of information would establish the link among the activities of the department's M&E unit and the EPWP.

Accordingly, the data will be obtained for evaluative purposes to ultimately assess the "long term multi sectoral impacts / consequences" or relationships that the EPWP policy has with employment creation, communication, equity adherence and the GWM&ES (Cloete, 2009: 296).

Recommendations

- **Social Impact Studies**

The specific key performance indicators under investigation are based on the projects identified during 2012/13 as depicted in Table 11. When reporting the municipal EPWP policy limits itself to the Key Performance Indicators to the exclusion

of pertinent social impact studies. The social impact studies are concerned with the effect the municipal EPWP has made on the public and the community outreach or related activities for compilation of community feedbacks. Not only that, but also the social impact studies were performed in order that community inputs might be used for corrective interventions, policy review and future planning.

Rossi *et al.*, (2004: 33) argue that some of the questions that an evaluation programme must answer are concerns from the target groups like persons, families or social groups who are recipients of a particular service. Similar questions are whether the service recipients are been served, the required impact is made through the programme, how the programme is operated and managed, its costs and efficiency. The knowledge of how to obtain important, timely and credible information on numerous aspects of programme performance is very essential (Rossi *et al.*, 2004: 33).

The stakeholder perspectives emanating from the mission statements, policies, programmes and their activities spell out the social conditions that the municipality expect to change. However, the municipality under study paid attention to Key Performance Indicators only and did not record the social impact studies after implementation of the EPWP policy. In other words, there are no records on the changes made or a difference on social conditions before and after programme implementation.

Discussion

The municipal EPWP policy does not cater for collation of public feedback required by the national EPWP policy. A weakness in the municipal policy lies in its omission of the social impact study stipulated in the national policy.

As a means of good practices, however, the national EPWP policy stipulates qualitative and quantitative measures of a service or activity used to compare actual performance against set standard or other target. In the context of EPWP, such measures relate to worker demographics, project budget, training days, wages and social impact studies (National EPWP Policy: 1).

Recommendations

- **Post Service Survey**

A Post-Service Survey Questionnaire is a tool used to investigate the impact of an "Aging in Place" senior social programme. This post tool may necessitate a post service evaluation to improve dissemination of departmental messages (adverts) during social interactions and compile realistic equity trends inside and outside of the department. In order to obtain information on the whether such equity benefits are available to internal municipal staff and external recipients one may have to emulate the example in Table 32 "Example of a table of specifications for a Post-Service Survey Questionnaire for an Aging In Place (AIP) Senior Program (Yuen, 2009: 159), which is schematically presented in Table 32.

The municipality may as well improve on the practices involved during the recruitment process, access to and awareness of positions by the target populations within the scope of this study. The relationships between the community and the municipality and the means of communication (job adverts) to the target groups should be improved. Interdependency amongst the community members may be improved by deriving the example in Table 32 which follows next. The connectedness and socialization among community members assists to disseminate government messages (like job adverts) to the target groups. Otherwise information about available job opportunities in the EPWP will not reach the intended recipients.

Table 32: An example of a Table of Specifications for a Post-Service Survey Questionnaire for an Aging in Place (AIP) Senior Programme

Table of Specifications for Social Connectedness With New Analysis Methods			
Variables/Information	**Item/Questions**	**Target**	**Analysis**
Linkages to Others, (socialising, participation knowledge of neighbours)	1. I have come to know three new neighbours .....Yes.....No 2. I have phone numbers of at least two new neighbours I recently met. .....Yes.....No 3. I feel more comfortable with greeting and chatting with my neighbours .....Agree.....Disagree 4. I have visited one of my neighbours for the first time. .....True.....Not True	Know at least three new neighbours and have two additional phone numbers. Accomplish three of the four results	fq %
Knowledge of Resources	5. If I need assistance, I know I could call on my neighbours without feeling I am putting a burden on them. .....True.....Not True 6. I learned more about how and where to get help for my social security benefit. .....Agree.....Disagree 7. I store the emergency safety kit I received from Emergency Training in a proper place in the house. .....Yes.....No 8. I have Community and Emergency Service Contact Information Sheet posted/stored close to my phone. .....Yes .....No	75% participate emergency training; 65% know where and how to seek assistance; 30% would seek help if needed.	fq %

Table of Specifications for Social Connectedness With New Analysis Methods			
Social Involvement	9. I signed up to be visited by a Senior Companion volunteer. .....Yes.....No 10. I have become more active in social activities. .....Strongly Agree .....Agree.....Disagree .....Strongly Disagree 11. I am out of my house meeting people more than before. .....Strongly Agree.....Agree ..... Disagree.....Strongly Disagree 12. I have been to or plan to go to one of the neighbourhood parties. .....Strongly Agree.....Agree .....Disagree.....Strongly disagree 13. All these activities have disturbed the quiet and calm life I enjoy. .....Strongly Agree.....Agree .....Disagree.....Strongly Disagree 14. I would rather be left alone for the time being. .....Strongly Agree.....Agree .....Disagree..... Strongly Disagree	55% give at least three positive responses to items 9 to 12. No more than 5% respond positively to items 13 and 14, and their desire is honoured	fq % mean
Demographics	15. Gender.....Male.....Female 16. Age.....60-69.....70-79.....80+		

Source: Yuen, (2009: 159)

Basic Considerations:

- Would accessibility and literacy be concerns?
- Who are the relevant workers to complete the questionnaire?

- Is this tool age appropriate?

Yuen (2009: 159) presents a post-service questionnaire, which forms the checks to assess the outcomes of a programme after a service has been performed. The questionnaire verifies the relevance of the tool to the environment and its inhabitants. In the same way, the post service survey relevant to the environment may have to be done to evaluate the outcomes of the municipal EPWP policy. The evaluation plan encapsulates the post-service questionnaire for the attention of the audiences identified therein.

A post service survey in the above context assists to gather information on whether an organisation has reached its policy objectives. For purposes of the conceived framework in the present study, the above post service questionnaire would help to create an awareness of government initiatives (available job adverts), which can be communicated amongst residents through alternative mediums like social clubs (as shown under social involvement – question 10 of table 32).

3.10.8.3. Weaknesses of the Evaluation Tools in the Department

At provincial level, the DLG&TA uses a Municipal Monitoring, Evaluation and Reporting Framework (Annexure F) for, among others, monitoring and evaluating unemployment trends in the local government environment. However, there are no questions about the race and state of disability, nature of employment, etc. in the questionnaire.

Also, there is no link between the questionnaire, (Annexure G) and the Monitoring, Evaluation and Reporting Framework (Annexure F) and how they both contribute in gathering employment trends for outputs into the EPWP policy.

In its introductory note, the framework undertakes to have "an effective monitoring and reporting system that will allow for systematic gathering of credible data (which will be categorized as primary and secondary) and enhance monitoring and reporting...Whilst implementation continues, the Department (DLG&TA) will prepare for monitoring and the annual municipal assessment process, geared towards performance of the Municipal Turn Around Strategy".

The framework describes how departmental monitoring is carried out and captures statement that reads:

"Monitoring can be put in place as a management tool that may be sustained over time. It can be used to improve initiatives by identifying aspects that are working according to plan and yielding positive results, while on the other hand it can identify those initiatives that need mid-course corrections"(the Evaluation Framework for the DLG&TA, item 2, paragraph 2 of Annexure F). It is in the same purview that the study investigated whether the existing monitoring and evaluation effort contributes towards the achievement of the policy inputs, outputs and the achievable outcomes. When the evaluation directorate performs the evaluation and monitoring function to study the outputs and outcomes the only processes that are adhered to are the following.

- Development and definition of indicators to measure the progress made towards meeting relevant objectives,
- Data collection mechanisms for a monitoring system to collate data on indicators
- Data verification, validation and systems clean up
- Data analysis to observe the outputs and outcomes
- Report writing on the progress made on implementation
- Distribution of feedback mechanisms across the entire spectrum of relevant stakeholders.

The capturing of the aforesaid data and distribution of feedback mechanisms across all the stakeholders would not assist with outcomes of the municipal EPWP policy. An activity that is seen as critical to the evaluation exercise is the identification of relevant indicators to be used in the monitoring and evaluation part of the Municipal Turn Around Strategy (MTAS).

Item 3.1 of the evaluation framework lists the Integrated Municipal Management Information System (IMMIS) whose role is to enable the programme managers to check and analyse the gathered data, use it for assessment of the outcomes, decision making and interventions.

A criticism against the Project Plan (submission form in Annexure D 1) is that it made no provision for the essential element of social impact studies as required by the National EPWP policy (Annexure B). That is a further area where the study will contribute.

Though the EPWP policy in the municipality excludes social impact studies, a KPI required in terms of the National EPWP policy, the present study made efforts to investigate the policy impact in the community after implementation of the NBWSP.

Recommendations

- **Community Participation**

What is required is a continuous process of dialogue between municipalities and their communities, as well as community participation in all aspects of council activity — the encouragement of participatory democracy in the provision of local government services. Active community participation guards against the elected representatives becoming 'purely advocates of the bureaucracy' (Corrigan & Joyce, 1997: 417–32).

Community participation in particular, involves active steps of informing the communities through:

- Notices about community meetings that are placed in mediums like newspapers, municipal newsletter, websites, notice boards, sms system, knock and drop notices;
- Communication in languages that the community uses or prefers, accommodating people with special needs as well as those who cannot read or write;
- Regular meetings of the ward councilors and the ward committee
- Information to the community on progress made in the implementation of service delivery projects;
- Informing the community on policies adopted by the municipal council;
- Determining what the service delivery needs in a ward are and making recommendations to the municipal council;

- Providing feedback to the community, Langeburg District Municipality (no date).

Customers are a concept that was long excluded in logic models until introduction of the "Reach" concept within the performance framework. Resources, people reached and results are the 3Rs of performance. Placing customers at the centre of the chain of a logic model helps the programme staff to better think through, the causal relations of activities and the intended service beneficiaries (Wholey *et al.,* 2004: 9).

- **Building Networks**

The building of networks places emphasis on municipalities seeking local solutions to local problems. This leading and learning objective concentrates on the municipality's responsibility to build local partnerships or 'coalitions and networks of local interests that cooperate to realize a shared vision' (South Africa, 1996: 81; Ministry for Provincial Affairs and Constitutional Development, 1998). That would mean a movement away from traditional forms of local government based on subordinate 'tiers' towards a more participatory and interactive process of local governance based on independent, but inter-related 'spheres'. Municipalities are required to provide leadership and continual education to enhance local democracy, to empower the most marginalized groups in society and to empower ward councilors to achieve these objectives.

South Africa's approach to intergovernmental relations, including intergovernmental fiscal arrangements, has been to establish a strong intergovernmental framework, controlled from the centre, but providing for local decision-making and local innovative action. Intergovernmental relations encompass all complex and interdependent relations among various spheres of government including the coordination of public policies among national, provincial and local governments through programme reporting requirement, grants-in-aid, the planning and budgetary process and informal communication among the officials (Fox & Meyer, 1995: 66).

Fox & Van Der Waldt (2007) quote Matheson (2001: 11) on the main tools that government uses to ensure focus is given to policy outcomes, namely:

- external Value-for-money (VFM) audit;
- internal performance or comprehensive audit;
- external evaluation;
- internal evaluation;
- the development of outcome-focused management targets and indicators; and
- public costing of key outcome indicators.

Out of the above tools only three (internal performance or comprehensive audit; external evaluation; internal evaluation) will be used in combination with the process flow of the GWM&ES (Figure 2) as demonstrated in the recommended Logic Model Development and Evaluation Planning (Table 9).

- **Outcome-focused Approach**

The reasoning advanced by Fox & Van Der Waldt (2007) when quoting Matheson (2001:11) is that the development of outcome-focused management targets and indicators are approaches that are suitable for solving the problem of ensuring policy effectiveness.

The seventh stage of programme development (Planning and Evaluation) in the table below helps to determine where outcomes are positioned within a programme cycle. The specific positioning of the "outcomes" in the municipal policy needs identifies with the actual programme outcomes for evaluation purposes.

Below follows table 33 that demonstrates the proper positioning of outcomes for purposes of programme outcome evaluation.

Table 33: A Developmental Stage Approach to Programme Planning and Evaluation

Stage of Programme Development	Question to be asked	Evaluation Function
1. Assessment of social Problems and needs	To what extent are community needs and standards met?	needs assessment, problem description
2. Determination of goals	What must be done to meet those standards?	Needs assessment, service needs
3. Design of programme alternatives	What services could be used to produce the required changes?	Assessment of programme logic or theory
4. Selection of alternative	Which of the possible programme approaches is best?	Feasibility study, formative evaluation
5. Programme Implementation	How should the programme be put into operation?	Implementation assessment
6. Programme operation	Is the programme operating as planned?	Process evaluation, programme monitoring
7. Programme Outcomes	Is the programme having the desired effects?	Outcome evaluation
8. Programme efficiency	Are programme effects attained at a reasonable cost	Cost-benefit analysis, cost effectiveness analysis

Source: Pancer & Westhues (1989, 13 (1): 56–77).

- **Impact Assessment**

Evaluation sponsors mostly approve of impact evaluation since it is the preferred method used to arrive at questions as to the intended effects of a programme (Rossi *et al.,* 2004: 59). The research focus areas were planned to investigate impacts of the Naledi EPWP programme in the community. It is from such impacts that corrective actions might be recommended. Attention must not only be on impacts of

identified municipal programme, but also on the degree to which the changes brought about by impacts are a result of the programme intervention. In other words, focus must be on the actual characteristics or social conditions of the community not the fact that the programme was implemented per plan (Rossi *et al.*, 2004: 205).

Quality problems in service organisations are the result of a mismatch between prior expectations of service recipients and actual quality of service by the service providers (Feigenbaum, 1986: 37). A service organisation that is concerned with quality will, on a regular basis, attempt to determine the requirements of its customers and translate these requirements into product and delivery process specifications. The gap between expectations and experience is widely considered to be the primary source of service quality problems (Feigenbaum, 1986: 37).

Feigenbaum (1986: 37) argues that difficulties associated with identifying sources of quality problems and the time required to improve service quality are quite common. Accordingly, the key ingredients of service quality improvements are market and customer focus, motivated and well-trained frontline staff, well-designed processes, devolvement of responsibility and authority to the frontline staff, a clear definition of quality, effective internal and external communications and measurement.

For an organisation to satisfy its service quality requirements there will have to be an assessment of how well a delivered service conforms to the client's expectations. Service business operators often assess the service quality provided to their customers in order to improve their service, to quickly identify problems, and to better assess client satisfaction (Business Dictionary, 2013).

3.11. Summary

As demonstrated through literature the policy planning, implementation and evaluation within the local government environment (with specific reference to the DR RSMDM) has many gaps. The findings, discussions and recommendations made would assist to fill the identified gaps. With the use of policy processes and stages from the GWM&ES and multiple sources, chapter 3 demonstrates a policy chain relevant to the municipal environment, which is abridged as follows:

- Identification of an issue as a public concern
- Collection of relevant information environmental factors (economic, legal, political, cultural and demographic)
- Explaining the context and the problem that the programme (information collection) it is to solve (contextual definition of unemployment). The stage involves consideration of the cause of the problem or exploitation of an existing opportunity. The cause of the problem ought to be considered in determining corrective action to be taken.
- Consider alternative action for solving problem or utilising opportunity. Alternative interventions of addressing societal problems are relevant at this level. In case of existence of an opportunity, exploitation thereof should be considered instead of implementation of a preconceived EPWP policy. The appropriate policy actions for consideration may include policy maintenance, policy adaptation, policy succession, policy termination, whichever is applicable. Depending on contextual circumstances of societal problems, (i.e. unemployment, its causes and existing opportunities), any sphere of government has option to either draft appropriate policy or undertaking appropriate policy actions.
- Initiation of policy. This is a stage where all government spheres adopt relevant actions that addresses policy imperatives.
- Defining elements of a logic model.
- Authenticating the Model
- A programme to implement policy is designed. Any programme intrinsic to the policy belongs to the present stage.
- Implementation. Policy implementation includes coordination, communication, organising, planning, staffing and execution.
- Evaluation. The final stage has to do with monitoring, formative and summative evaluation. Repetitive or the revolving policy circle would be informed by the feedback obtained from monitoring and evaluation efforts whereby an issue, if any, becomes identified as a public concern (see figure 1).

Chapter 4 Perspectives on Affirmative Action and Equity

4.1. Introduction

In the present chapter, related literature is explored to validate the existence of factors that have direct and indirect influences in an organisation's administration. Concepts on politics, affirmative action (AA), organisational behavior, equity, etc are discussed.

4.2. Politics and Administration

Robbins (2003: 380) says there is, for instance, very strong evidence indicating that perceptions of organisational politics are related to job satisfaction. The perception of politics also tends to increase job anxiety or stress. An obvious situation is that when politicking becomes too much to handle, it can lead to employees quitting. Experience has shown that politics leads to self-reported declines in employee performance.

4.2.1 Eskom — A Classical Example

Barnes (2011) wrote that in some organisations all employees feel the effects of AA recruitments regardless of their race and gender. Eskom, a leading electricity distributor, reported that its staff members were demotivated and "eagerly searching" for other employment. ESKOM recorded that the de-motivation among staff with exceptional expertise and 72 % of general staff was caused by poor salaries and "preferential appointments" (Barnes: 2011).

One top specialist with 27 years of experience at Eskom said the extremely low morale and demotivation is the result of "mess created by the government and Eskom management". The Eskom staff prefers private clothing since their branded shirts and jackets attract abuse from the community when sent to repair power lines in certain areas. A substantial number confessed to lying at social gatherings when asked where they worked as they feared being questioned about services from the power utility, reports (Barnes, 2011).

One HR manager confirmed resignations of almost a hundred engineers per month, staff shortages and residual work pressure in spite of salaries that are not market-

related. Concerned about their future, Eskom's specialists and engineers are leaving the country, according the HR manager. Adding to a list of problems is lack of promotions, despite working long hours and spending days working on power plants thousands of kilometres away from their families (Barnes, 2011).

All AA programmes need proper, feasible, sensitive yet unapologetic planning. At the same time, AA measures need to be applied by granting opportunities in a manner necessary to empower people who have been discriminated against. The government should bear in mind that the redress is aimed at portraying a positive picture of AA and discouraging a negative perception of AA (Dubourdieu, 1999).

4.3. Unintended Outcomes of Affirmative Action

Prinsloo (2013) writes about BEE that has been South Africa's tool to rectify an exclusionary past and has given the face of business some colour. On the other hand, the policy model had damaging unintended consequences as it left 42% of black people jobless in 2013.

The implementation of AA does not only enable the achievement of political objectives, but also lead to unintended consequences that are experienced by average employers and employees (Herholdt & Marx, 1999).

Terreblanche (2002) argues about the EEA and related legislation that "although these laws have undoubtedly helped to redress the legacy of apartheid and racialism in the workplace, they have benefited only the aspirant African preferred bourgeois..." the above statement shows a need for structural economic and social change, i.e. transformation essential to get majority of designated groups to the point where they might become beneficiaries of AA.

Callanan & Greenhaus, (1999) state that it is unlawful to interpret and apply Section 6 (2) of the EEA as a discriminatory clause that provides for preferential treatment to individuals or groups because of their race, colour, religion, sex, or national origin. The on-going deprivation of opportunities for specific persons continues to dominate the employment policies in South Africa. Instead, career advancement should be the alternative mechanism for employees as well as individual management on own development and regular update and expansion of own skills to prepare for future job demands.

Olen and Barry (1992) perceive discrimination on the basis of race and sex as inherently unfair. They argue that all human beings deserve equal treatment and none should be denied a job because of sex or skin colour. To add, they criticize what the civil rights movement was originally propagating and refer to the feminist movement which originally maintained that discrimination against anyone on the basis of race or sex, white males included, is inherently unfair.

> "Due to affirmative action policies, South Africa has managed about 21% black ownership of the top 100 listed companies, building a black middle class with spending power of about R400bn, compared to the white middle class that has R80bn less to spend, and about 40% of university degrees are now held by black graduates. The problem is that the larger majority of black South Africans still live in abject poverty, while BEE has led to unintended consequences, like fronting and a brain drain of many specialised skills out of the country. BEE and some labour laws have made it virtually impossible to get rid of non-productive or surplus employees, and made South Africa less attractive to foreign investors " (Prinsloo, 2013).

It is common understanding that the primary contract of employment between an employer and employee has to do with availing services in exchange for remuneration. In that sense, the remuneration that one receives must be relative to the services rendered. Wingrove (1995: 53) says no group of persons can continue to be treated like children 'who can be overindulged and overprotected', but like people who have been given equal opportunities and equal respect and confidence to perform.

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Alexander (2013) reflects on the core legislation that was aimed towards redistribution of economic, social, cultural, political power and resources. Thus "my point here is not to criticise the intentions or the specifics of the policy, even though it has become obvious that as implemented on balance it is a policy that benefits mainly the rising black middle class and in effect deepens the inherited class inequalities in our society."

Alexander (2013) espouses the comments of the former Minister Mosiuoa Lekota in 2004 on the subjects of non-racialism and the paradoxical relationship between the

policy of AA and the perpetuation of racial identities in the democratic South Africa. The racialised identities as a known from situations such as those that pertained for periods of time in Nazi Germany, Rwanda, and many other countries, have genocidal potential. May people think that the post-apartheid dispensation will show the world that it is possible to open the way towards the realisation of the dream of a non-racial and classless society (Alexander, 2013).

In a country with high unemployment rate job creation depends on such dishonest structural changes. Alexander (2013) comments that government and other political spokes persons are insincere in claiming that the creation of a few thousand jobs in a particular sector and the building of a few thousand houses for people who previously inhabited shanty houses are examples of AA.

Discussion

The NBWSP cost an amount of R27 188 774.12. The work done and kept records on implementation of the project would be limited to the outcomes identified when consolidating the EPWP reports in terms of the key performance indicators namely:

- Job Opportunities
- Person days of Employment
- Demographic targets (Women, Youth, and People with Disabilities)
- Training days
- Project Budgets
- Project Wage Rates, (EPWP Policy for the DR RSMDM: 12)

The municipality failed to identify itself as an active platform for equity redress in favour of specific individuals considered as designated groups. These include women and people with disabilities as presented in Table 16. Only 9 females were employed while the rest (37) were males. A total of 30 job opportunities created for the youth category of project workers is not enough because employment of 16 adult workers defied the objectives of the EPWP policy.

The South African history of wealth distribution discriminated against blacks, women and the disabled, hence the current dispensation considers the population groups as beneficiaries of AA in addressing the past imbalances with particular reference to

employment opportunities. It is for this reason that the revised monitoring and evaluation system does not only monitor internal governmental performance processes, but it also aims at determining the nature of external governmental outcomes and its impact on South African society (The Presidency: 2013).

The proposed policy evaluation in the municipality would serve as a mechanical assessment of programmes that involved a systematic studying of resources, organisational processes to convert such resources into policy outputs, and the extent to which these programmes have the intended results in the form of outputs, outcomes or impacts, measured against envisaged goals and objectives (Cloete, 2009: 297).

The present evaluation exercise took cognisance of the political context that prevails in the organisation and community under study in order that the undertaking may be successful. Rossi *et al.*, (2004: 19) espoused three reasons for the above argument namely:

- It took political processes to propose, define debate, enact and fund policies and programmes that evaluation deals with. Implementation of the said policies is subject to both supportive and antagonistic political challenges.
- Since evaluation is done for the benefit of feeding into decision-making, its outcomes are politically motivated. Whatever the outcome of the evidence derived from the evaluation of programme outcomes, stiff competition will become the result of existing factors of equal importance in the political process.
- The political statements embedded within an evaluation are based on the shortfalls in some programmes, and the stagnation of others, the validity of programme goals and programme strategies and the exact relevance of the evaluator (social scientist) in policy and programme development.

Recommendations

- **Models for Relations between Administration and Politics**

The following models for relations between administration and politics are discussed in detail and recommended because of their relevance to the politics and

administration in the municipality. A combination of these models would form strong relationships in the municipality.

Mafunisa (2003), Tshwane University of Technology, identifies models which seek to describe and analyse the relationship between administration and politics.

The interdependence between politics and administration is premised on the fact that elected representatives and administrators join together in the pursuit of effective governance. Complementarity emphasizes interdependence together with distinct roles, compliance along with independence, respect for political supremacy, commitment to develop and implement policy in ways that promote the public interest, respect for elected incumbents along with compliance with the law and promotion of fair electoral competition, and regard for politics along with emphasis for professional standards (Svara, 2001: 179). When political mischief subsides, the government should adopt the complementarity model with more emphasis on the merit principle, which is observed in the British permanent and American hybrid models.

In order to successfully carry out their professional mandates, municipal managers are expected to appreciate, and respond to, the political context within which the municipal administration functions.

The Department of Cooperative Governance and Traditional Affairs (CoGTA) carried out assessments in all nine provinces and each of the 283 municipalities countrywide. The main aim of the provincial assessments was to identify the key problem in identified areas and to establish the root causes of poor performance, distress and dysfunctionality in municipalities. Mafunisa (2003) states the assessments indicated that reasons for distress in municipal governance were:

- challenges with the political and administrative interface;
- minimal separation of powers between political parties and municipal councils;
- absence of separation between the legislative and executive;
- party political factionalism and polarisation of interests;
- poor values, principles or ethics and a culture of patronage and nepotism in municipalities and

- that the deployed cadres are seen to have had a negative effect on service delivery of numerous municipalities.

Various municipalities indicated that most service delivery problems were the direct result of this questionable practice of such deployment. Additionally, the undesirable practice of 'deployment' disregards the fact that the ANC is the center of power and a ruling party is not supposed to interfere with government (Mafunisa, 2003).

CoGTA (2009: b 21–22) has developed a Turnaround Strategy to respond to high-level government-wide failures. It is through the strategy that local government and municipalities are braced for responsive and accountable service delivery. In a bid to resolve the problems in municipalities, the strategy spells out those political parties will "promote and enhance the institutional integrity by ensuring that elected representatives deployed in municipalities are well-trained, inducted and have the capacity and integrity to provide leadership in the best interest of communities".

Mafunisa (2003), Tshwane University of Technology, says the African National Congress (ANC) has deployed some of its members to key public sector positions with a view to promoting loyalty to the country and service delivery. The ANC believes that effective service delivery depends on people who understand and are loyal to its policies and programmes. The adoption of the politicised model would have been proper for the South African situation on condition that the government redressed the imbalances of the past discriminatory policies and practices.

Mafunisa (2003: 87–93) says that South Africa is a democratic country with an objective to render services to members of the public regardless of their political affiliation. To achieve this objective, competent officials should be appointed. The appointment of competent officials remains a great challenge.

4.4. Summary

The present chapter discussed the existence of such forces within government administration as politics, spinoffs of AA and classical cases. A close look at the AA exposes the programme's shortfalls in addressing the historical imbalances. In the process of implementing the AA, the intended beneficiaries become casualties of the unplanned programme accomplishments. Programme impacts featured prominently

within the present stage and covered a wide spectrum of the components of the logic model.

Chapter 5 Appropriate Tools for Monitoring and Evaluating the Policy for the Municipal EPWP

5.1. Introduction

The technical (operational) tools of programme monitoring and evaluation (Tables 34–44) shown in the current chapter took cognisance of all stakeholders involved in the local government arena as well as a quest for information that is essential for the entire policy development, implementation and evaluation initiatives in the municipal EPWP.

5.2. Recommended Monitoring and Evaluation Tools for the Municipality

5.2.1. Application of the Logic Model for Evaluation Planning

Questions that are linked to the logic model components help to provide a framework to evaluate a programme. The questions that the stakeholders are going to answer depend on the framework and effectiveness of the evaluation. The benefits of the choice of formative and summative evaluation questions are presented in Table 34 (Bond, Boyd & Montgomery 1997).

Table 34: Formative and Summative Evaluation

Formative Evaluation: Improve (Monitoring)	**Summative Evaluation: Prove**
Provides information that helps to improve a programme. Generates periodic reports. Information can be shared quickly.	Generates information that can be used to demonstrate the results of a programme to funders and the community.
Focuses mostly on programme activities, outputs, and short-term outcomes for the purpose of monitoring progress and making mid-course corrections when needed.	Focuses most on programme's intermediate-term outcomes and impact. Although data may be collected throughout the programme, the purpose is to determine the value and worth of a program based on results.
Helpful in bringing suggestions for improvement to the attention of staff.	Helpful in describing the quality and effectiveness of your programme by documenting its impact on participants and the community.

Source: Bond, Boyd & Montgomery (1997)

5.2.1 (a) Formative Evaluation

As derived from Table 34 the formative evaluation for the study would observe if the periodic records have been kept and the intervention taken during the EPWP programmes as contained in the policy.

- Formative evaluation looks at the information commonly obtained during the programme and can be used to make improvement before completion of the programme.
- The periodic reports are necessary so that audiences need not wait for a prolonged period to evaluate a programme.
- The sharing of information is an on-going process that provides a report of progress and areas needing attention.
- Suggestions for improvement would be available from information at the disposal of permanent staff for intervention purposes (Kellogg Foundation: 2004).

5.2.1 (b) Summative Evaluation

The specific logic model would have to illustrate the purpose and content of the programme and make it easy to develop meaningful evaluation questions from various vantage points: context implementation and results, inclusive of outputs, outcomes and impact (Kellogg Foundation: 2004).

An outline of the areas of the EPWP that would be evaluated to measure outcomes and the usage of a logic model to frame evaluation questions (Kellogg Foundation: 2004).

The questions in the evaluation tool are based on the objectives of the EPWP policy. Examples of the questions about context, implementation and outcome helps to demonstrate:

- How the programme functions within the economic, social and political environment of its community (context questions);
- An assessment of the extent to which the activities are carried out as planned (implementation questions); and

- Determination of an extent to which progress is being made toward the desired changes in individuals, organisations, communities and systems (Kellogg Foundation: 2004).

5.2.2. Implementing Strategic Efforts for Present and Future Monitoring and Evaluation

The municipal IDP for the DR RSMDM briefly mentions that a score card based on the key strategic efforts should be developed in order to monitor and evaluate the progress achieved by the municipality against the stated goals and objectives. The mentioned score card includes key goals and objectives, indicators as well as targets for the achievement of the stated goals and objectives. Furthermore, there is no evaluation tool designed in the municipality.

Item 6 of the IDP Review Document of the Sakhisizwe municipality refers to service delivery in the municipality's priorities for the next term and subsequent years (Sakhisizwe 2012: 27). The main focus of the municipality during the 2011/2012 financial year has been resolving infrastructural and service backlogs. In its evaluation of the previous cycle (2010/2011), the municipality has sought to look at household access to basic and non-basic services. The municipality's model for Performance Monitoring System (PMS) reflects the current organisational capacity, shortfalls and local government legal context. However, the model provides for monitoring only and clearly there is no evaluation programme available.

An interesting character in the model for improvement of organisational service quality is that it provides a framework for overall quality improvement of the programme and may be used to show the relationship between the EPWP municipal objectives and the actual programme outcomes.

The IDP Review Document imposes a duty on the municipalities to consider policies and programmes of the sector departments when developing policies and strategies. The document urges the provincial and national sector departments to participate in the IDP process to ensure that there is alignment between its programmes and the municipal programmes. The IDP spells out that the roles and responsibilities of

different spheres of government must be "to facilitate alignment of IDPs with sector department policies and programmes" (IDP General Review. 2012: 18).

It would be at this point where the present study finds alignment between the recruitment practices of the EPWP and the overall employment creation within the municipal IDP. In other words, the study sought to find out if there are records that quantify how the EPWP contributes in the employment creation programmes of the overall municipality.

In terms of one municipal objective, the EPWP is an established and approved programme with sustainable exit strategies that maximise SMME development, employment creation and skills development. (Municipal EPWP policy: 3). The above evaluation plan was a proposed foundation for a model that would, among others, study the actual percentage contribution that the Naledi bulk water project makes towards the employment creation and training efforts of the municipality.

Further, the Sakhisizwe IDP Review (2011/12) presents a suitable model that will take a cue from three of the six main reasons why it is necessary for a municipality to have an IDP, these are:

- The IDP ought to assist the local municipality pay attention to the most important needs of local communities while making effective use of the locally available resources.
- Overcoming the legacy of apartheid compels municipal resources to be used to integrate rural and urban areas and to extend services to the poor.
- Through promotion of co-ordination between local, provincial and national government, the different spheres of government spontaneously work in a coordinated manner to ameliorate the development needs in a local area.

In order to realise the objectives of the municipal policy for EPWP, it was necessary to recommend the process for producing an IDP. Thus, the first core component of an IDP is called analysis and involves collection of information on the existing conditions within a municipality. Furthermore, the phase focuses on the nature of problems experienced by people in the area and the causes of these problems.

It is through the EPWP of the IDPs that the government has determined to bridge the gap and level of services between rich and poor areas as well as address

underdevelopment and poor service. Poor planning of the past has been overcome through this new approach. A whole municipality and its citizens are duty bound in working together to find the best solutions to achieve good long-term development, (Sakhisizwe IDP Review: 2011/12).

According to Lishman (1991: 23) any programme evaluation effort should be built upon what others have tested before and found to work, rather than relying only on a person's ignorant wit and intuition. If one fails to tread in the tracks of the pioneers, one will continue to operate with assumptions and methods that have not been validated empirically. It is for this reason that the primary investigator has, for best practices, selected the model used in one of the country's municipalities, i.e. the IDP Review of 2011/2012 in the Sakhisizwe Local Municipality.

Deming (1986) argues that a behavioural model has a vital quality factor according to which there is balance between the customers' and staff's expectations.

User satisfaction is an evaluative criterion grounded in the perceptions of the recipients of the organisation's goods and services. The quality of user evaluations is likely to reflect quality of goods and services, the scope and responsiveness of the services provided, and user reaction to contacts and satisfaction about organisational members. Finally, Chelimsky (1989) concludes that user evaluations are likely to vary with the cost or quality of services, and the ability of the government unit to respond to public needs and demands.

5.2.3. Authenticating the Model

On account of the number of evaluation and monitoring tools for authenticating the model, the seventh stage in the proposed model is discussed in this chapter. Nevertheless, for purposes of its positioning within the framework of the present study, authentication of the model still remains the seventh stage (see Figure 1).

The process of authenticating the logic model involves an evaluation plan, certain stages of programme development, evaluation questions and related evaluation functions that must be followed (Rossi et al, 2004: 40 and the Kellogg Foundation, 2004). The model underpins the philosophy behind the context of the municipality and its society as derived from the technique used in the logic model for evaluation planning of the Kellogg Foundation (2004).

The context, implementation and outcomes questions follow hereunder.

Table 35: The Questions (Context, Implementation and Outcome)

Context questions	Implementation questions	Outcome questions
Did the municipality inform all its departments on how their functions should contribute towards the EPWP	What are the tangible tools used within the municipality to involve all municipal departments towards the EPWP	What specific outcomes were discovered and what interventions did the municipality take following the Naledi bulk water project?
Should the municipality roll out the EPWP for employment creation?	Was the EPWP implemented?	How many previously employed persons, individuals not from designated groups received employment opportunities from the entire duration of the EPWP?
Based on the EPWP policy objectives, what financial and human resources are needed?	How many workers were employed for the entire duration of the programme? What number of technical workers and contractors can be recruited? How many workers would be needed every day?	Was unemployment amongst the target groups reduced? How did the number of unemployed members of the community compare to the previous figures when the EPWP was not

Context questions	Implementation questions	Outcome questions
		operating?
From which sub-districts were most workers recruited?	How many technical staff & contractors served for the duration of the programme?	What was the cost to company per worker?
Where will the potential pool of candidates be sourced from?	What was the value of the services of technical staff & contractors?	What is the cost to company per technical employee within the EPWP of the municipality?
What technical skills, financial resources should be used and where can they be obtained from?		How do they compare? What were the cost savings to the municipality?
		How satisfied were the workers with the salaries they earned from the EPWP?
	How will the EE target groups learn about the programme?	How satisfied were contractors with their service to the municipality?
What is it in the EPWP that creates employment for candidates who would have benefitted from other	What features in previous unemployment records of workers symbolised unemployment? Or what	Whether the EPWP addresses effectively i.e. temporary or permanent solution to

Context questions	Implementation questions	Outcome questions
municipal employment programmes?	measures were used to determine the unemployment status of workers?	unemployment
	What benefits (benefits & conditions) will the workers need?	The relevance of training to the current projects (in the EPWP) and future individual plans.
	How did workers find out about the EPWP?	The benefits of training to the EPWP and individual future career development
	How many workers did the EPWP employ throughout the whole programme?	Did the training facilitates an exit strategy and SMME development
	What are the deliberate plans designed (and their long term effectiveness) to address unemployment?	
	Was the training implemented?	
	What type of training have the EPWP workers in each	

Context questions	Implementation questions	Outcome questions
	project received What is contained in the training plans i.e. identification of training needs, skills analysis accreditation of training providers etc.	

In order to create more focus there needs to be a systematic development of a series of evaluation questions in the flowchart for evaluation question development. The flow chart includes the sections for the focus area, audience, questions and information use as tabled underneath.

5.3. Flowchart for Evaluation Question Development

Table 36: Evaluation Focus Areas

Evaluation Focus Area	Audience	Question	Use
1	2	3	4

An evaluation focus area is concerned with:

- What is going to be evaluated;
- What key audiences will have questions about focus areas;
- What questions the key audience will have about the programme and
- If a question is answered, for what purpose the information will be used

Kellogg Foundation (2004).

All the combined details on the flowchart for evaluation question development is combined in Table 37. The crux of the evaluation programme is identified by listing the focus areas, the audience, types of questions and usage of the information.

Table 37: The Proposed Model for the Study and Scope of the Research Focus Areas and Questions Deriving from the Logic Model for Evaluation Planning

Community evaluation	Application of Results
1. Issues/problems	Achievement of the EPWP policy objectives; Evaluation of the five projects on page 11 of the EPWP policy; The existence of the policy under political environment; Public involvement; Effectiveness of advertising methods; Challenges regarding unemployment in the North West Province; Policy impact studies; Post service surveys; Community inputs in the employment generating policy; Compliance to the Employment Equity Plans; Achievement of equity targets through municipal EPWP progammes, Integration of GWM&ES in the municipality; Interrelations between the employment creation programmes of the municipality and the GWM&ES.
2. The Programme	Exploration of the municipal vision, mission, strategic objectives and their alignment to the EPWP policy; IDP (employment creation objective); GWM&ES; Available employment creation programmes to

Community evaluation	Application of Results
	support the EPWP. Evaluation of the inputs, activities and outputs to determine the policy outcomes; Employment/appointments to comply with AA and equity provisions. Exploration of monitoring and corrective procedures to ensure compliance.
3. Usage of Findings	Evaluation of the employment policy and the cost effectiveness in the usage of budget. Submission of findings to the municipality to influence policy decisions i.e. EPWP policy review, alignment of the municipal employment creation activities to the national plans (Ten Point Plan). Defining the concepts "unemployment" and employment creation programmes based on each environmental context. Inputs towards appropriate/realistic solutions to community problems. Improving the future municipal programmes of eradicating unemployment. Creating relationships between the municipal employment creation evaluation system programmes and GWM&ES.

Community evaluation	Application of Results
	Relationships between politics and administration and their role in municipal the EPWP policy. Usage of environmental factors to make appropriate policy.

Next is an illustration of most important areas (as embedded in the EPWP policy) of the programme theory on which the evaluation will be focused.

Table 38: Focus Areas

Context – (to evaluate relationships and capacity)

- What methods did the EPWP use to recruit its programme manager and other workers?
- What is the effective method to recruit workers?
- What is the best way to recruit unemployed EE candidates?
- Has employment creation through the EPWP impacted the municipal budgets for job creation?
- Are there any sustainable exit strategies that maximise SMME development, employment creation and skills development?
- Availability of visible plans to ensure that the EPWP is entrenched within the IDP
- Does the above ideal (EPWP) expand the current service delivery of goods and services to ensure shared economic growth?
- The presence of plans / strategies to establish the EPWP in the DR RSMDM as an approved socio-economic developmental and poverty alleviation programme with sustainable exit strategies that maximise SMME development, employment creation and skills development.
- Is there developmental integration across all sectors and re-engineering of how the plans, designs and implements projects / programmes within the existing municipal operational and capital budgets?

- Was there any greater employment opportunities maximised per unit of expenditure?
- How many employees did the municipal EPWP employ for the duration of the 2012 projects?
- What was the worker technical employee (contractor) ratio?

Implementation – (Evaluates quality and quantity)

- How many financial sponsors does the municipality have?
- How are workers and contractors scheduled?
- How many contractors or technical employees assist the programme workers to do their work?
- How many of the 12 key national outcomes does the municipality implement regularly?
- What is the value of the 12 key national outcomes in municipal employment creation?
- What is the most common employment status or previous employment profiles?
- Does the municipality identify potential EE candidates for employment opportunities into EPWP projects?
- Does the municipality recruit the actual and identified EE candidates within communities where the projects are implemented?
- How long did job applicants wait to be recruited into a running (2012) EPWP project/s?
- Was there an employee/contractor waiting list?
- What was the total budget spent salaries?

Outcomes – (Evaluating the effectiveness, magnitude and satisfaction)

- Has the municipality provided job opportunities to a significant number of community members as per the municipal unemployment statistics?
- How many residents within the municipality were unemployed at the commencement of the programme?
- What is the number of unemployed candidates that the municipality employed

over the duration of the programme?

- What is the ratio for the unemployed and those employed for the duration of the programme?
- What was the satisfaction level of employed beneficiaries and contractors (technical staff) about services of the programme?
- How many financial donors supported the programme?
- What were the satisfaction levels of donors, if any, about the programme services?
- How effectively is the municipality educating, engaging and involving its stakeholders?
- What other departments have officially endorsed the municipal recruitment practices?
- What is the local government Parliamentary standing committee, municipal council and general staff satisfaction with municipal recruitment practices?
- Does the municipality conduct post service surveys to study the impact of the EPWP policy in solving unemployment?

The audiences within the local government environment and the type of information that the programme audiences want to know are listed below. When audiences are presented with question on what they want to know, ways should be created to collect the evaluation data needed (Kellogg Foundation: no date).

Table 39: Audiences, Types of Questions and Evaluation Use

Audience	Typical Questions	Evaluation Use
Programme Management and Staff	Are we reaching our target EE population as existing within the official unemployment stats? Are recruited workers satisfied with the programme?	Recruitment programme decisions, daily operations

Audience	Typical Questions	Evaluation Use
	How can any improvements be made?	
Participants	Did the employment opportunity obtained through the EPWP assist respondents and other similar unemployed candidates? Would any improvements be necessary the next time the programme is rolled out?	Decisions about continuing participation
Community Members	Was the EPWP relevant to the community's employment needs? What has the programme actually accomplished?	Decisions about participation and support
Government Departments, i.e. Labour, Public Service Commission and Local Government & TA, Statistics South Africa.	Does the EPWP identify candidates & recruit EE target groups? Has the unemployment stats / level of unemployment changed? What has really changed with regards to work conditions, salaries, living conditions? What are reactions of beneficiaries about the programme recruitment practices? Is the programme cost effective?	Matters about commitment and support Knowledge about utility and feasibility of the programme approach

Audience	Typical Questions	Evaluation Use
	Are there periodic reports to the DoL on compliance by the DLG&TA to the EEP during employment creation programmes – Any actions against the DLG&TA for noncompliance? Any active implementation of the GWM&ES by the DLG&TA?	
Funders	What EPWP policy objectives were achieved? Did the programme work or succeed? Was the programme cost effective?	Accountability and corrective actions for future financial planning

The key audiences who would participate in and have interest about the evaluation focus areas are:

Table 40: Context – Relationship and Capacity

The audiences: coordinator of the EPWP (Director infrastructure services and planning, steering committee for the EPWP, the municipal manager, executive mayor, members of the mayoral committee, Department of Labour (Business unit dealing with Employment Equity compliance), workers in the EPWP, Contractor (NEP Consulting Engineers) and the Naledi local community

Table 41: Implementation – Quality and Quantity

The audiences: coordinator of the EPWP (Director infrastructure services and planning, the municipal manager, executive mayor, members of the mayoral committee, (business unit dealing with Employment Equity compliance), workers of the EPWP, Local Media and the Naledi local community

Table 42: Outcomes – Effectiveness, Magnitude and Satisfaction

The Audiences: Public Service Commission, programme workers employed within the EPWP, local media and the Naledi local community.

The column for the questions that key audiences will ask about the programme will be inserted at this stage, i.e. a summary in the question column of the Evaluation Questions Development Template for Evaluation Planning.

The Sample of Key Audience Questions is as follows:

- Who are other collaborative partners for this programme?
- What did the partners for the programme provide?
- What activities does the municipality use to inform its departments of the contributions of their functions towards the EPWP?
- How does the municipality plan and support programme evaluation?
- What was the total budget for the programme?
- How many workers did the programme plan to employ?
- How many workers did the programme employ?
- How many community members benefited from the programme?
- How many appointment contracts did the programme sign?
- Except for the numbers of workers employed in the projects, what outcomes (impact) does programme implementation have on the community?
- Were all the appointees previously unemployed?
- How long is the duration of the employment contracts?
- Can job opportunities in the programme be classified as employment?
- Did the EPWP help the municipality save money?
- How are contractors / technical staff protected from disciplinary actions?
- How satisfied are programme workers, contractors / technical staff, the administrative and political stakeholders and workers of the EPWP?
- What do technical specialists say about the programme?
- How may unemployed EE candidates still seek work in the municipal projects? Why?

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- What measures / criterion does the municipality use to select programme workers?
- What plans are available to facilitate training for exit strategy?
- Are the training needs analysis for internal and beyond the municipality?
- Does the municipality recruit workers who reside in areas where programmes are implemented?
- Do job adverts on the EPWP reach the intended target groups?
- Does the municipality submit regular EE reports to the Department of Labour?
- Does the municipality perform social impact studies?
- Does the community make inputs into the municipal EPWP policy?
- Is the municipal evaluation aligned to the GWM&ES?
- How will the evaluation information be used?

Table 43: Information Use

Information Use
Recruitment programme decisions, daily operations
Decisions about continuing participation
Decisions about participation and support
Matters about commitment and support
Knowledge about utility and feasibility of the programme (project) approach
Accountability and corrective actions for future financial planning
The contribution that the municipal make in job creation programmes
The relativeness (redefinition) of the concept of unemployment
Decisions about advertising and outreach
Information on social impact studies
Evaluation of compliance with the Employment Equity Act provisions
Relationships between administration and politics in the municipality
Alignment of municipal evaluation to GWM&ES

The information use in the scenarios of context, implementation, outcomes & impact is presented under:

Context – Examples of Relationship and Capacity

- Measuring the extent of community support.
- Evaluate effectiveness of community outreach.
- Evaluate the sustainability of municipal funding sources.
- Evaluate recruitment processes for programme workers.
- Evaluate advertising and outreach.
- Evaluation compliance with the EEA provisions.
- Alignment of municipal evaluation to GWM&ES.

Implementation – Examples of Quality and Quantity

- Evaluate the maximum number of workers and EE candidates employed per project duration to evaluate outputs while improving worker/contractor satisfaction and effectiveness of municipal recruitment processes.
- Evaluate worker, contractor, municipal, and Community satisfaction with the municipal employment creation and training programme.
- To determine the cost effectiveness per individual employment contract.
- To communicate the outputs with the local government stakeholders to encourage their support.

Outcomes & Impact – Examples of Effectiveness, Magnitude and Satisfaction

- Cost savings of the municipality—use for siphoning extra manpower and budgets from the funders.
- The survey results of workers to be used for improving worker recruitment practices and satisfaction.
- Analysis of the most common recruitment (referral) sources i.e. word of mouth, social clubs stokvels, newspapers etc, - ata will be used during presentation sessions to permanent municipal and departmental staff managing the EPWP, social partners, political stakeholders to increase worker deployment and recruitment.
- Analysis of the most common personal employee profiles during screening — used for developing appropriate unemployment / employment creation report

- personal information profiles, background checks, tracking previous unemployment status and verification programme will measure the impact of employment creation report.
- Advertising methods — to evaluate the effectiveness of outreach to the EE targets
- EE Reports to the DoL— used to evaluate compliance to the EE requirements of the Act.

5.4. Checklist Exercise

The following checklist will be used to assess the quality of the draft as derived from the Kellogg Foundation (2004).

Table 44: Check List

	Posing Questions Quality Criteria	Yes	Not Yet	Comments
1.	A variety of audiences are taken into consideration when specifying questions.			
2.	Questions selected are those with the highest priority.			
3.	Each question chosen gathers useful information.			
4.	Each question asks only one question			
5.	It is clear how the question relates to the programme logic model.			
6.	The questions are specific about what information is required.			
7.	Questions capture "lessons learned" about your work along the way.			
8.	Questions capture "lessons learned" about the programme theory along the way.			

5.5. Contributions into the Existing Science

Whereas a detailed account of the contributions made is fully elucidated throughout the ten stages of the proposed (designed) model and recommendations in the course of the study, an abridged presentation of the main inputs the study makes to the existing science follows hereunder.

5.5.1. The Proposed Model in the study

The proposed model (Figure 1) consists of a combination of multiple philosophies of the path along which all the elements of policy development, implementation and evaluation ought to flow. The proposed model primarily derives from the theories in the GWM&ES, the statutory phases of the generic policy process adopted from Cloete *et al.* (2006: 53), and five stages by Wholey *et al* (2004: 14) that construct a logic model for evaluation planning of the Kellogg Foundation (2004).

The logic model shows a schematic outline of the designed policy stages and intrinsic activities pertinent to each stage (see Figure 1).

Introduction of the logic model in planning, implementing and evaluating a policy tool has enabled a lucid sequential flow and relationships amongst the invested resources, activities and results or benefits that occur.

5.5.2. Policy Process and Analysis

A schematic representation of the relationship between the policy process and policy analysis (Table 2) demonstrates that before a policy can be initiated, the main processes that must take place is initiation of policy concern (problem identification). The policy processes and analysis must, therefore, be applied when drafting the EPWP policy of the municipality under study. Thus, initiation of a policy concern must be followed by consideration of the cause or exploitation of opportunity. Problem identification must deal with the underlying factors (cause) and not the precipitating event (result).

Further contributions are the use various training based literature and the Training and Development Systems Model (Figure 10) to guide the municipality on the needs assessments, implementation and evaluation stages involved in training.

5.5.3. Programme Monitoring and Evaluation

In the present study the primary investigator's own definition for programme evaluation is the use of scientific methods for studying the appropriateness of policy and programmes for purposes of improving social conditions as well as the performance of conscious and deliberate actions meant to produce the aspired impacts.

Since there are no tools for undertaking monitoring and evaluation for the municipality, the processes of the GWM&ES have been introduced into the designed monitoring and evaluation tools (Tables 34–44) for the municipality's policy development, implementation and evaluation endeavors. Fox & Van Der Waldt (2007) quote Matheson (2001: 11) on the tools for government policy outcomes evaluation. The usage of such tools as comprehensive audit, internal and external evaluation planning, etc, is demonstrated in tables 34–44.

Rossi *et al.* (2004: 206) designed a framework whose art the primary investigator has introduced into the municipal pre-service and post-service (EPWP) policy activities, which includes:

- Measurable time intervening between the delivery of a service to its target population and the time afterwards;
- The status (characteristics or social conditions) of the community before and after the service to measure outcome change, programme effect and outcome status with programme;
- outcome variable/s that would have been the results in case the participants had not received the programme;
- the outcome level before and after employment and training of the programme beneficiaries;
- the area of change in the outcome produced by the programme, and

- programme impact or effect to measure observed characteristics or social conditions (employment level) of the community after a programme.

Briefly put, another innovation introduced into the municipal employment policy is its measure for outcome level, outcome change and programme effect (impact). The said measurement is used for studying the added value and improvement of the policy outcomes that would not have taken place without the programme. Community feedback mechanisms in the form of social impact studies after policy implementation have also been introduced.

In summary, the methodology of Rossi et al (2004: 206) in figure 11 may be adopted when drawing the municipal policy for the EPWP in order that the objectives on employment creation and training for exit purposes can be achieved.

5.5.4. Communication, Public Participation and the Equity Plan

The methods used in the AIP table on specifications for social connectedness (Table 32) would assist in developing a post service questionnaire and alternative social mediums of communication like social clubs (as in social involvement – question 10 of Table 18) where residents receive public information on municipal programmes, job adverts, etc.

The present contribution involves policy instruments and introduction of the EEP in the DR RSMDM. Further, involvement of the community in policy formulation efforts of a municipality has dual advantages for both the organisation and its publics. Organisational advantages are that the policy programmes can "reach" the intended beneficiaries as a means of satisfying Legislative requirements such as:

- Compliance to the EEA provisions about employment of the youth, women and people with disabilities;
- Patriotism of the affected group when the know what the policy hopes to achieve and
- Regular submission of the EEP to the PSC for compliance and avoidance of statutory fines.

5.5.5. The Perspectives of Mafunisa

Another area where the study made a contribution is the extent of interference of the political appointments on the outcomes of the municipal recruitment policies. Mafunisa (2003: 87 - 93) says that South Africa is a democratic country with an objective to render services to members of the public regardless of their political affiliation. To achieve this objective, competent officials should be appointed. The appointment of competent officials remains a great challenge. Another contribution is the introduction of job relatedness of selection methods during recruitment (Figure 9) that connects individual capabilities to abilities required in an organisation.

In the municipal context, policy on employment creation would be successful if there are some forms of public-private-partnerships such as joint ventures, outsourcing, franchising and operational transfers. Environmental agreements are reliable for effective models of resource management and service provision (Du Plessis, 2008).

5.5.6. Technical Activities (Project Implementation)

With regards to programme implementation, the study has contributed a renowned universal diagram (Figure 8) of processes for compliance with the supply of bulk water and designed generic questions that might be relevant in a bulk water supply project depending on which aspects of the diagram the project will have implemented.

5.5.7. The Definition of Unemployment (StatsSA)

The determination of StatsSA of whether a person is employed and its definition of unemployment are not appropriate for policy purposes. The present study makes a contribution with the Public Policy Impact Chain (Figure 3), including programmes and projects, to demonstrate that the environmental factors shape or inform policies, underlying policy instruments and institutions and the society.

It was with the aid of various perspectives on unemployment that the present study demonstrated unreliability of the single criterion (and definition) StatsSA uses to define unemployment. The outputs of the EPWP policy proved its weakness in

achieving the objectives of employing designated groups and training for exit strategy. The main reason why the policy objectives are not met is that the municipality obtained unemployment trends from StatsSA, which are based on the misleading criterion of problem identification (definition of employment).

The data presented under sections on unemployment statistics from StatsSA (Section 7.1.1.) and the ambiguity of the term unemployment (Section 7.1.2.) demonstrates the futility of attempts to define the concept (unemployment). The research findings have shown similarities between the criterion government (StatsSA) uses when compiling unemployment statistics and the method the municipality (under study) used for recording the EPWP policy impacts. Only numbers were compiled for reporting purposes.

The criteria that StatsSA uses for defining unemployment determine problem identification and collection of relevant information. The said policy inputs have demonstrable effects on the outcomes of the (municipal) policy on employment. It is for that reason that the EPWP policy is not effective in eradicating poverty or creating employment.

Even though the municipality implemented and achieved its programme activities through the EPWP, the collected data (Annexure D1) demonstrated that the observed characteristics, social conditions and effects of the programme on its beneficiaries are evidence of failure to create employment and eradicate poverty. In effect, the present study uses the above reasoning to make the following inputs to the existing body of knowledge:

- That the use of the EPWP policy to resolve or reduce unemployment is an attempt to solve social problems about which municipalities do not have comprehensive information;
- The municipality must not rely on the definition and criterion used by StatsSA to determine the unemployment rate in its communities;
- The salaries (stipends) earned by the project beneficiaries and the project duration (maximum of 11 months) negate the objectives of employment creation in the policy;

- The said salaries and project duration do not meet the Constitutional provisions of basic needs, i.e. basic nutrition, shelter, basic health care services, etc;
- Municipalities ought to develop policies that study environmental factors and exploit the available community resources;
- That the municipality should rather create employment with the use of applicable policy tools like policy splitting, consolidation maintenance, adaptation, succession, termination, etc;
- Government's definition of unemployment is misleading and inaccurate for policy purposes and the concept needs to be redefined within the context of a community environmental factors and resources;
- That the municipality should adopt employment creation policies founded on the notion called meaningful employment.

The study prefers meaningful employment as it is an open and competitive paid employment, which is in line with an individual's aspirations, talents and abilities. The concept of meaningful employment involves responsibility and commitment and allows for further development of skills and strengths in a supportive and structured environment and leads to a paid opportunity (Nu Leaf Enterprises, 2011).

It became ideal to introduce the concept of meaningful employment to the second stage (Table 1) of the policy process (considering alternative action for solving a problem or utilising opportunity). The second stage includes policy maintenance or succession or termination. Depending on the nature of the opportunity, meaningful employment based policies could be initiated while exploring environmental factors and exploiting the available resources. Meaningful employment policies are apt to create employment opportunities for responsive, responsible and committed community members and entrepreneurs.

Finally, the study contributes into a policy on generating employment and alleviating poverty to suit the unique context of a community and in view of the available resources and environmental factors. A policy drawn in the context of the environment within which it exists has advantages such as long term or sustainable employment and the efficacy of meeting basic needs.

5.6. Conclusion

According to information on Annexure D 1 the original tendered amount is R12 238 362, but was exceeded by R14 950 411. The Project Impact Evaluation (Section 3.10.7.2), with specific reference to the expenditure on salaries (Table 14) reflect that the exceeded tender amount was spent on workers' salaries.

Both the appointed contractor and the municipality must have demonstrated accountability when dealing with public funds. The discussion about Table 14 (expenditure on salaries) noted an occurrence of gross dishonesty since substantial amounts of money were not accounted for.

At no stage in the present study did corruption and fraud become discussed, yet certain outcomes, Section 10.7.2 for example, of the evaluated programme unveiled some dubious data as mentioned previously. Corruption and the unlawful awarding of government tenders is a matter that often reaches public attention. To that effect, a few related cases are given as examples.

Case 1

Saul, B. 2015. Extremely disappointed. *The Mail.* 1, 25 Sept. reports that the DR SMDM ignored an opportunity to explain its irregular spending of R220m. A parliamentary committee Chaired by Member of Parliament Motlalepula Rosho had summoned the municipality including Naledi local municipality to explain their financial audit findings and annual reports.

The DR SMDM is reported to have had irregular spending of R220m as per the to the auditor general report for the 2012/13 financial year. One of the findings by the auditor is that the municipal supply chain was not competent and some of the procurement processes were not followed correctly.

The report states that the auditors could neither find the annual financial statement for auditing nor access the financial system of the municipality which was created and owned by the former Chief Financial Officer. Councilor Palagangwe is quoted as saying there are currently investigations on irregular expenditure where the municipality suspects that projects budgets were increased irregularly (The Mail 25 September: 2015).

Case 2

A spokesman for the Democratic Alliance (DA) reported that kickbacks were paid to the Human Settlements Director-General, Mr. Thabane Zulu, in an attempt to buy his influence in the awarding of the infamous R10 billion tender to distribute social grants. The Hawks investigated the matter at the behest of the DA (Waters, 2015).

Quoting the Sunday Independent, Waters (2015) reported that Mr. Zulu, who was a member of the South African Social Security Agency (SASSA) tender adjudication committee, received a R1.4 million deposit into his personal account a few weeks before deliberations on the bid commenced.

In the same matter, another committee member received a R600 000 payment towards his mortgage bond soon after the contract was awarded to Cash Paymaster Systems (CPS). The legitimacy of the bid process and the awarding of the bid to CPS were eventually adjudicated in court, which found the company guilty (Waters, 2015)

Case 3

The second case involved the Minister of Agriculture, Forestry and Fisheries, Tina Joemat-Pettersson, who was investigated for allegedly taking a kickback of R100 000 for arranging the purchase of an R18m game farm purchased for needy women.

In an affidavit by the lawyer, Monica du Toit, who facilitated the deal in 2006, the kickback was paid into the private bank account of Joemat-Pettersson as a "reward for the minister's *moeite* (efforts)" (News 24, 2013).

Case 4

The Public Protector of South Africa published a report named On the Point of Tenders (July 2011) about allegations of improper conduct and corruption involving the then President of the ANCYL, Mr Julius Malema. The Public Protector found that:

A company called On Point Engineers (Pty) Ltd and others were given preferential treatment relating to the awarding of contracts for goods and services by the Limpopo Department of Roads and Transport;

The awarding of the tender by the Department to On-Point was unlawful, improper and constitutes maladministration;

As a company, On-Point had no profile, track record and experience and therefore no functionality that could have made it an eligible and competent bidder;

Mr Julius Malema used his political position to influence the awarding of tenders, by government departments, to certain companies in which he had business interests;

The companies involved paid Mr. Malema corrupt kickbacks via the Ratanang Family Trust set up by him;

Ratanang Family Trust and Mr. Malema benefited improperly from the tender that was awarded to On-Point;

On-Point paid more than R2 million directly to the Ratanang Family Trust from November 2010 to May 2012 in the form of "dividends" and loans. Bank statements show an additional R1 million withdrawn 5 days after one of the kickbacks was paid towards the Ratanang Farm (On the point on Tenders, 2012).

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Annexure A

The Extended Public Works Programme Policy for the DR. RSMDM

EXPANDED PUBLIC WORKS PROGRAMME (EPWP) DRAFT POLICY



DR RUTH S MOMPATI DISTRICT MUNICIPALITY

EPWP DRAFT POLICY

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Resolution No:	
Authors / Created by :	Jonathan M Modiba Pr Techni Eng
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DR RUTH S MOMPATI DISTRICT MUNICIPALITY

EPWP DRAFT POLICY

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1. **Vision of the Municipality**

Developmental district, where sustainable service delivery is prioritised and realised.

2. **Mission of the Municipality**

To ensure optimal utilisation of available resources through effective, efficient, sustainable integrated planning and corporate governance

3. **Overview of the EPWP**

Dr Ruth S Mompati DM does not have any EPWP program but through the incentive grant received between the years 2010 - 2012 we are funding (5) local municipalities to implement their EPW Programs. In addition, all capital projects are implemented in a labour intensive method hence reporting on the EPWP MIS.

The set targets for Dr Ruth S Mompati District Municipality for the year 2012/13 are: 383 FTE's

NW	Community Works	Environmental & Culture	Infrastructure	Non-State	Social	Total
Dr Ruth Segomotsi Mompati		701	2362	336	3488	6887

The achieved targets so far are:

Public Body	**Estimated 11/12 EPWP job target (based on MIG allocation)**	**No of jobs reported for Q1 11/12 (Mun FY)**	**No of jobs reported for Q2 11/12 (Mun FY)**	**No of jobs reported for Q3 11/12 (Mun FY)**	**Variance**	**Percentage Achieved**
Dr Ruth Segomotsi Mompati District Municipality	1547	121	121	888	659	57%

4. **Problem Statement**

The failure to create an environment for the EPWP will make it difficult if not possible to reach the job opportunities targets set by the National Government.

1) The ideal is to provide the poor of the poorest the job opportunities to sustain their lives and skills training as an exit strategy.
2) The reality is that as a rural municipality, employment is a challenge.
3) The consequences for this reality are that with the EPWP Program a lot can be archived in terms of poverty eradication.

5. EPWP Municipal objectives

The aim of this policy is to institute a sustainable Expanded Public Works Programme (EPWP) within the Dr Ruth S Mompati District Municipality as provided in the EPWP national framework. The fundamental objectives of the policy are to:

2.1 Inform all Departments within the Dr Ruth S Mompati District Municipality on how their functions should contribute towards the EPWP.

2.2 Establish Dr Ruth S Mompati DM EPWP as an approved socio-economic developmental and poverty alleviation programme with sustainable exit strategies that maximise SMME development, employment creation and skills development.

2.3 Entrench the EPWP methodology within the IDP – a methodology that expands the current service delivery of goods and services to ensure shared economic growth.

2.4 Ensure developmental integration across all sectors and re-engineer how we plan, design and implement projects / programmes within the existing municipal operational and capital budgets, to maximise greater employment opportunities per unit of expenditure.

6. Legal Framework

The Constitution of South Africa sets out a broad framework for local government. In accordance with this framework the objectives of local government are to; Provide democratic and accountable government for local communities; Ensure the provision of services to the community in a sustainable manner for the benefit of present and future generations; Promote social and economic development; Promote a safe and healthy environment; and Encourage the involvement of communities and community based organisations in the matters of local government.

In addition to providing traditional services such as water and sanitation, municipalities have an expanded role to play. They must also initiate, plan, lead and manage development. The developmental role of municipalities is described in the Municipal Systems Act (Act 32 of 2000). The Systems Act has resulted in the development of the Integrated Development Plan (IDP) as a key strategic planning document. The IDP guides and informs all planning and infrastructure development activities. The IDP is expressed as a rolling 5-year programme, and is linked to a 3-year multi-term budget.

The Division of Revenue Act (DORA) makes provision for assisting municipal (and provincial) governments by transferring funds to them for specific purposes. This can include funding for construction, maintenance or rehabilitation of municipal infrastructure and for developing and improving municipal systems. Funding to build the capacity of municipalities to perform the functions assigned to them in terms of the Municipal Finance Management Act (Act 56 of 2003) is also available. The Municipal Finance Management Act (MFMA) became effective for all municipalities from 1 July 2004, however certain provisions are being phased in over the next 2 to 3 years for the different municipal categories.

In terms of Regulation 21 of the Division of Revenue Act, the Minister of Finance has to publish the conditions associated with the funding allocations made to municipalities. The Municipal Infrastructure Grant (MIG), which is a consolidated grant mechanism, was approved by Cabinet on 5th March 2003. The fundamental feature of the MIG is that each year the bulk of the funds will be allocated to municipalities on the basis of a formula. The MIG is a conditional grant subject to a number of conditions, of which poverty alleviation is a condition associated with the Expanded Public Works Programme (EPWP), that must be adhered to.

One of the elements of the formula used to calculate the total allocation to municipalities relates to past performance in implementing the EPWP. Successful implementation of the EPWP will impact positively on future MIG funding allocations for the District and its entities. The Minister of Labour has in terms of section 50 of the Basic Conditions of Employment Act and Government Gazette No.35310, made a Ministerial Determination which establishes conditions of employment for employees in Special Public Works Programmes. Task-based and time-based payments to participants in the EPWP will be set in terms of this Ministerial Determination.

After consulting with NEDLAC and in terms of section 87(1)(a) of the Basic Conditions of Employment Act, the Minister has also issued a Code of Good Practice for employment conditions of work for Special Public Works Programmes. This Code does not impose any legal obligations in addition to those in the Basic Conditions of Employment Act. Its purpose is to give guidance to employers on key legal provisions in the Act. The Code provides guidelines for the protection of workers engaged in Special Public Works Programmes, taking into account the need for workers to have basic rights, the objectives of the programme and the resource implications for government.

Dr Ruth S Mompati District Municipality and its entities should coordinate the determination of minimum wages to ensure that parity is achieved for the same or similar jobs within the District's area of jurisdiction.

6.1 The Socio-Economic Profile of the Dr Ruth Segomotsi District Municipal Area

6.1.2 Households

The Stats SA Survey Report of 2007 indicates that the total number of households in the district, which includes a combination of all the six local municipalities in the district (i.e. Molopo, Kagisano, Naledi, Mamusa, Lekwa-Teemane, Greater-Taung LMs) is 102 518 compared to Census 2001 which indicates a total number of 100 073 households.

6.1.3 Household Type

(Refer to **Table 1** below)

A total of 78258 households in Dr Ruth Segomotsi District Municipality area (78.20% households) are formal houses or brick structure on a separate stand or yard.

Informal households or traditional dwelling/hut/structure made of traditional material are estimated to be about 7406 (7.4% households).

501 households (0.5% households) in Dr Ruth Segomotsi District Municipality area flat in block of flats. About 401 households are of the type of Town/cluster/semi-detached house (simplex: duplex: triplex.

An estimated 2302 households (2, 3% households) is a house/flat/room in back yard. 3003 households (3.0% households) is an informal dwelling in backyard and 6705 households (6.7% households) are informal dwellings not in the backyard.

A total 601 households (0.2% households) in the district constitutes rooms/ flat lets not in back yard but on a shared property. 200 households are in the form of caravans or tents.

Household Type		**Census**	**CS**
		2001	**2007**
House or brick structure on a separate stand or yard		73,5	78,2
Traditional dwelling/hut/structure made of traditional materials		10,0	7,4
Flat in block of flats		0,4	0,5
Town/cluster/semi-detached house (simplex: duplex: triplex)		0,5	0,4
House/flat/room in back yard		3,9	2,3
Informal dwelling/shack	in backyard	3,0	3,0
	NOT in back yard e.g. in an informal/squatter settlement	7,4	6,7
Room/flatlet not in back yard but on a shared property		1,1	0,6
Caravan or tent		0,2	0,2
Private ship/boat		-	0,0
Workers' hostel(bed/room)		-	0,5
Other		-	0,1
Total		**100,0**	**100,0**

Table 1: Percentage distribution of households by type of main dwelling[1]

1.1. Tenure Status

(Refer to **Table 2** below)

Almost half of the households in the district, that is 50437 households (50.4% of households) are owned and fully paid off. Less number of households 5705 (5.7% households) are owned but not yet paid off. A total 12910 households (12.9% households) are rented households. A total of 30823 households (30.8% households) are occupied rent-free households. 201 households (0.2% households) are of different category.

Tenure Status	**Census**	**CS**
	2001	**2007**
Owned and fully paid off	53,1%	50.4%
Owned but not yet paid off	5,7%	5.7%
Rented	9,7%	12.9%
Occupied rent-free	31,5%	30.8%
Other	0	0,2
Total	**100,0**	**100,0**

Table 2: Percentage distribution of households by tenure status[2]

7 Background of the Municipality: Socio Economic Activities in the Municipality and Human Development Index

7.1 Dr Ruth S Mompati DM has been participating in the program for the past five years through reporting job opportunities created. The EPWP is coordinated through the Engineering Department since most work opportunities are created in the infrastructure projects. There are no plans to launch the fully flange unit but to support the local municipalities to implement the program.

7.2 The Expanded Public Works Programme is about the reorientation of line function budgets (capital and operations & maintenance) so that expenditure by government results in increased employment opportunities and training, particularly for unemployed and unskilled labour. The main objectives of the programme are to create an enabling environment to:

(a) Create employment opportunities for the unemployed within local communities through the implementation of an EPWP implementation plan which collectively cuts across the different sectors inter alia, the Infrastructure, Social, Environmental and Economic Sectors.

(b) Develop skills within communities through EPWP training programs, by accredited training providers aimed at developing sustainable skills and capacity within communities.

(c) Develop SMMEs to execute EPWP work by facilitating the transfer of technical, managerial and financial skills through relevant SETA & DoL courses, in properly structured learnership programmes.

(d) Of the total annual budget spent, maximise the percentage retained within local communities in the form of wages. Promote the procurement of goods and services from local manufacturers, suppliers and service providers.

(e) Adopt and align cluster and departmental annual business plans to the EPWP in-line with prioritised socio-economic objectives.

(f) Using clearly defined key performance indicators - monitor, evaluate and report all EPWP initiatives, including those being implemented using Provincial and National Government budgets.

8 EPWP Institutional Arrangements with the Municipality

8.1 In line with National Government EPWP institutional arrangements, the EPWP organisational structure for the Municipality must consist of a TASK group consisting of a DM nominated champion for each department. The TASK group must also include representatives from Treasury, Skills Development and Supply Chain Management. A nominated Councillor will provide political support to the programme.

8.2 The TASK group will facilitate integration of the programme and each champion is supported by a core working group team made up of programme implementors / drivers within their respective departments.

(The roles & responsibilities for each group are detailed in annexure A).

9 EPWP sectors overview

9.1 A consolidated EPWP report, monitoring progress of all sectors for the District is required by the national Department of Public Works on a quarterly basis, to ensure that overall the District is struggling to achieve the targeted outcomes of the programme.

9.2 The national EPWP Unit requires that we report on the following key performance indicators.

1. Job Opportunities
2. Person days of Employment
3. Demographic targets (Women, Youth, and People with Disabilities)
4. Training days
5. Project Budgets
6. Project Wage Rates

9.3 The responsible officials must collate the data obtained from the contractor/service providers and ensure it is captured on EPWP MIS.

9.4 The members of the work group collect data from SITES on a monthly basis and submit it to the task group. The Cluster Champions collate all EPWP reports for the compilation of the sector progress reports on a quarterly basis for onward submission to the Department of Public Works by the Project Management Unit (PMU).

9.5 In addition there will be an annual report that will reflect: achievements, challenges and best practices for the reporting period as well as an outline of goals and activities for the following year.

10 EPWP cross cutting programmes

10.1 Each Department will develop and be responsible for implementing their individual sector plans and ensure EPWP compliance in terms of the respective national sector EPWP guidelines. The National EPWP guidelines cover procurement procedures, suggested interventions, required stakeholder skills and roles & responsibilities. Some National Government suggested interventions for the four sectors:

Infrastructure	**Social**	**Environmental, Culture and Tourism**	**Enterprise and Economic Development**	**Community Works**
Low volume roads	Working for Water		Uniform manufacturing	
Development	Early Childhood		Materials supply Agribusiness	
Sidewalks Working for Wetlands	Catering		Municipal building refurbishment	
Storm-water management	Home/Community			
Trenching	Based Care			
	Security			
	Working for Fire			
	Food Security /			
	Nutrition			
	Domestic waste collection			
	Municipal building Cleaning			

11 EPWP sector initiatives to be implemented by the Municipality

EPWP Work group meetings to be held on a monthly basis.

2.1 EPWP WORK GROUP activities:

2.1.1 Assist the cluster champion in compiling EPWP sectors plans.

2.1.2 Assist the Cluster champions in setting Cluster EPWP targets.

2.1.3 EPWP Project identification and budget allocation.

2.1.4 Implement DrRSMDM EPWP sectors / cluster plans and related initiatives.

2.1.5 Review Unit plans for EPWP opportunities and align them accordingly.

2.1.6 Provide a baseline for progress measurement and programme control.

2.1.7 The overall monitoring, evaluation and reporting.

12 Project Identification, Design and selection of beneficiaries

The projects identified for the EPWP Program are:

Upgrading of Bulk Water Supply	RBIG Mamusa Local Municipality	Upgrading of bulk water supply	R48,015,000.00
Rural Water Supply Program	Naledi Local Municipality	Construction of Bulk Water Supply Program	R12,238,362.84
Rural Water Supply Program	Greater Taung Local Municipality	Construction and upgrading of water infrastructure	R17,548,800.00
Rural Water Supply Program	Kagisano Molopo Local Municipality	Construction and upgrading of water infrastructure	R11,699,200.00
Rural Sanitation Program	Greater Taung Local Municipality	Construction of VIP Toilets	R15,000,000.00
Rural Sanitation Program	Kagisano Molopo Local Municipality	Construction of VIP Toilets	R10,000,000.00

The design is not approved by DPW EPWP Technical Committee. Beneficiaries are appointed in line with the local municipalities policies / guidelines.

13 Condition of Employment

In line with Government Gazzette No.35310

14 EPWP Incentives

The incentive grants received have been tabled in the IDP as an EPWP grant to the local municipalities. The District Municipalities is in agreement with the Local Municipalities to assist them with funding so that EPWP can be implemented.

15 SCM Processes

The SCM Policy does not mention or support the EPWP Program at this stage.

16 Support from Provincial and National

The provincial Department of Public Works has been assisting with Data Capturing. Since there are no data captures in the municipalities.

17 Targets (national, provincial, municipal and own target)

Job creation and skills development are some of National Government's top priorities. The unemployment rate of 49 % for South Africa remains one of the highest in the world. The Expanded Public Works Programme (EPWP) is one of government's responses to address these challenges. President Thabo Mbeki formally announced the Expanded Public Works Programme in his State of the Nation Address in February 2003 and Cabinet adopted it in November 2003.

1.2 The National EPWP framework provides that local government develop an EPWP policy that is embedded within the Integrated Development Plan. The policy is expected to promote EPWP principles and the re-structuring of local government activities to facilitate and create greater employment opportunities per unit of expenditure.

1.3 It further provides that EPWP projects and programmes must be identified within each department, which can be implemented using labour-intensive or community based service delivery methods, with predetermined key deliverables over a given timeframe in the Infrastructure, Environmental, Social & Economic Sectors & in terms of the following legal framework:

(a) The Constitution of South Africa Act 108 of 1996

(b) The Intergovernmental Relations Framework Act 13 of 2005

(c) The Integrated Development Plan - IDP

(d) The Division of Revenue Act

(e) The Code of Good Practice for Special Public Works Programmes

1.5 Dr Ruth S Mompati DM does not have any EPWP program but through the incentive grant we are funding (5) local municipalities to implement the program. All capital projects are implemented in a labour intensive method hence reporting on the EPWP MIS.

The set targets for Dr Ruth S Mompati District Municipality for the year 2012/13 are:

NW	Community Works	Environmental & Culture	Infrastructure	Non-State	Social	Total
Dr Ruth Segomotsi Mompati		701	2362	336	3488	6887

18 Programme Performance indicators (PPI's)

The achieved targets so far are:

Public Body	Estimated 11/12 EPWP job target (based on MIG allocation)	No of jobs reported for Q1 11/12 (Mun FY)	No of jobs reported for Q2 11/12 (Mun FY)	No of jobs reported for Q3 11/12 (Mun FY)	Variance	Percentage Achieved
Dr Ruth Segomotsi Mompati District Municipality	1547	121	121	888	659	57%

19 Funding Mechanism

4.2.1 The Expanded Public Works Programme receive special grant funding from National Government. As a municipality, line departments in all sectors must allocate a portion of their normal budgets to service delivery models that are identified as labour intensive and in line with EPWP principles. In addition, the incentive grant must be used to fund some of the internal EPW Programmes. Not withstanding the above, there are a number of EPWP type programmes funded by National and Provincial sector departments that the District is not accessing as yet. (i.e. the Working for Water programme)

4.2.2 Municipal capital works budgets and operations & maintenance budgets must reflect the identified EPWP projects, targeting five (5) years of the multi-year municipal budgets in incremental percentages as suggested in the table below.

ıture of funding	2012/13	2013/14	2015/16	2016/17	2017/18
pital Budget					
rcentage EPWP					
WP target					
erations & maintenance dgets					

The capital budget targets suggested above can only be realised once technically feasible projects are designed to be constructed using Labour Intensive Construction (LIC) methods. In respect of the targets reflected against the Operations & Maintenance budgets; the intension is to take existing best practice community-based operations and maintenance partnerships / programmes and expand them to other sectors but include formal accredited training to maximise business / economic growth potential.

The capital budget alone has the potential to create a minimum of 4,000 temporary job opportunities through LIC for the period 2012/2013. The intention is to establish the current baseline employment opportunities that are being created annually within the EMA and develop an integrated plan to increase and convert them into sustainable jobs through the creation of an enabling environment and appropriate skills transfer.

20 IDP

The IDP of DrRSMDM has since 2010 catered for EPWP in terms of support to the local municipalities to implement the program. In the Financil Year 2012/13, the IDP has included the itself as it must reach the target of 383 FTE's based on the R2,385m incentive grant to be paid by the National Department of Public Works.

21 Reporting Process

Monitoring and evaluating compliance of contract documentation in terms of the "Guidelines for the Implementation of Labour-intensive Infrastructure Projects" will be carried out by the DPW. Apart from obtaining information on all project registration forms from the COGTA, the DPW has indicated that each Municipality will be visited at least once every quarter.

Once finalised the monitoring and evaluation requirements for the other sectors will be made available to the various Sector Coordinators. Monitoring of projects will be carried out by the Service Provider's Monitoring Unit and provide progress reports with information on how many job opportunities have been created on the ground.

While all the sectors share a need to communicate programme and project information, the means of dissemination may differ. The District's EPWP Steering Committee will determine the frequency and format of the EPWP progress reports. This will be done in accordance with the requirements of the Sector Lead Departments (provincially) and the various grant-funding mechanisms. The Sector Coordinators are responsible to compile sector specific progress reports. The contact names and details of the various DrRSMDM EPWP Champions and Sector Coordinators are given in **Annexure I.**

22 Endorsement of the Policy

The Council of DrRSMDM will endorse the policy the Policy during a Council Meeting.

23 Review of the Policy

The Policy will be reviewed as and when the need arise.

Annexure B

The Extended Public Works Programme Policy for National Government



EXPANDED PUBLIC WORKS PROGRAMME (EPWP) POLICY

DRAFT

AUGUST 2012

DR RUTH S MOMPATI DISTRICT MUNICIPALITY
EPWP DRAFT POLICY

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1. GLOSSARY OF TERMS / DEFINITIONS

EPWP - The Expanded Public Works Programme

The Expanded Public Works Programme (EPWP) is a nation-wide Government programme aiming at drawing significant numbers of unemployed into productive work, so that they increase their capacity to earn an income.

EPWP Project

Deliberate attempt by public sector bodies and Non-Governmental Organizations to use expenditure on goods and services to create work opportunities within the four sectors (Infrastructure, Social, Environment & Culture and Non State) of EPWP for the unemployed on a temporary basis under the Code of Good Practice for EPWP. Training will be applied where it is a pre-requisite to perform the task.

EPWP Worker/Beneficiary

An unskilled or semi-skilled person working temporarily or on a contract basis on an EPWP designed project.

Labour-intensive

Methods of construction involving a mix of machines and labour, where labour utilizing hand tools and light plant and the equipment, is preferred to the use of heavy machines, where technical and economically feasible. (Note: The normal emphasis on the cost effectiveness and quality of the asset must be retained)

Key Performance Indicator (KPI)

A qualitative or quantitative measure of a service or activity used to compare actual performance against set standard or other target. In the context of EPWP, the key performance indicators relate to worker demographics, project budget, training days, wages, social impact studies, etc.

Work Opportunity

Paid work created for an individual on any EPWP project for any period of time.

By hand

It refers to the use of tools, which are manually operated and powered.

Capital Expenditure (CAPEX)

Expenditure used to create new assets or to increase the capacity of existing assets beyond their original design capacity or service potential. CAPEX increases the value of an asset.

Cash flow

The stream of costs and / or benefits over time resulting from a project investment or ownership of an asset.

Community Liaison Officer (CLO)

The CLO is a member of the targeted community. The CLO is selected either by ward committee or the District in conjunction with the Local Municipality subsequently contracted by the contractor to provide social facilitation services.. The CLO will be the link between the community and the project.

Demographic Characteristics of Workers

The number of workers that fall within the following categories must be recorded:

- Youth (16 –35 years of age)
- Women
- People with disabilities

Person-days of Employment

The aggregate of the number of people who worked on a project multiplied by the number of days each person worked.

Project Budget

The project budget is the price tendered by the contractor plus the professional fees for the professional service provider appointed to design and supervise the project.

Project Wage

Minimum Daily Wage Rate (whether task-rated or time rated) paid per beneficiary and as determined by the Project Steering Committee. The minimum daily rate cannot be less than the minimum wage rate as specified in the Ministerial Determination for EPWP. The minimum wage rate is adjusted annually in November, in line with inflation.

Task-rated worker

Means worker in which a worker is paid a fix rate for performing a task.

Time-rated worker

Means worker in which a worker is paid on the basis of the length of the time worked.

Person-Days of Training

The number of Training Person-days is the number of people who attended training multiplied by the number of days of training. A distinction must be made between accredited and non-accredited training person-days.

2. LIST OF ABBREVIATION

DRRSMDM	Dr Ruth S Mompati District Municipality
DPW	Department of Public Works
DORA	Division of Revenue Act
IDP	Integrated Development Plan
KPI	Key Performance Indicators
CAPEX	Capital Expenditure
EPWP	Expanded Public Works Programme
CETA	Construction Education and Training Authority
SETA	Sector Education and Training Authority
SAQA	South African Qualifications Authority
SMME	Small Micro to Medium Enterprises
MMC	Member of the Mayoral Committee
PFMA	Public Finance Management Act
PSC	Project Steering Committee
COIDA	Compensation of Injuries and Diseases Act
UIF	Unemployment Insurance Fund
OHSA	Occupation Health and Safety Act.
MINMEC	Minister and Members of Executive Committee of Public Works
MEC	Member of the Executive Committee
MM	Municipal Manager
NCC	National Coordination Committee
MFMA	Municipal Finance Management Act
NSC	National Steering Committee
DSC	District Steering Committee

ED	Enterprise Development
DoL	Department of Labour
CI	Corporate Identity
SCM	Supply Chain Management

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3. INTRODUCTION

3.1 EPWP BACKGROUND

Job creation and skills development remain key priorities of the South African Government. The Expanded Public Works Programme (EPWP) is a Cabinet endorsed Programme aimed at creating 4.5 million work opportunities by 2014. The Programme is implemented by all spheres of government, across four (4) defined sectors, namely the Infrastructure, Social, Non-State and Environment and Culture sectors. The Programme's overall coordinator is the National Department of Public Works (DPW).

The Programme is implemented in the context of strategic Government initiatives which includes the New Growth Path (NGP). The NGP outlines key job drivers, such as *targeting more labour-absorbing activities across the main economic sectors; and substantial public investment in infrastructure both to create employment directly, in construction, operation and maintenance as well as the production of inputs, and indirectly by improving efficiency across the economy.*

3.2 Rationale for the EPWP Municipal Policy

The persistently high rate of unemployment in South Africa is one of the most pressing socio-economic challenges facing the Government and similarly Dr Ruth S Mompati District Municipality. High youth unemployment in particular means young people are not acquiring the skills or experience needed to drive the economy forward. Job creation and skills development as stated in the Integrated Development Plan (IDP) will remain key priorities for the District.

Cabinet has adopted EPWP as a primary vehicle for creation of work opportunities and has endorsed a conceptual framework which designates a specific role and targets for each municipality in terms of the Programme. To date the Municipality has given effect to the call by signing an Implementation Protocol with the Minister of Public Works to partner and co-operate in terms of EPWP. In order to mainstream the Programme

through the Municipality, an EPWP policy is required to guide on the implementation of EPWP within the Municipality.

For the EPWP to be effective the Programme needs to be incorporated in all activities of the Municipality. This will require that every project as per the IDP will promote EPWP principles and re-structure project activities to facilitate and create greater employment opportunities per unit of expenditure, where possible.

This policy is therefore prepared for the entire Municipality, with the intention to close the identified gaps and challenges on the implementation of EPWP, strengthen the existing interventions and introduce new ones.

3.3 Challenges facing the Municipality to implement and delivery on EPWP objectives and targets

The EPWP has been implemented at a small scale within the Municipality yet with commendable outcomes in terms of the involvement of local communities in delivering local assets, transfer of wages, the creation of sustainable of livelihoods and a reduction of crime.

Although the Programme has been introduced at a small scale within the Municipality, it has the potential to follow suit in terms of the achievements of several comparable municipalities by addressing the following:

- Capacity in terms of designing projects labour-intensively.
- Institutionalization of EPWP within the District
- Capacity in terms of reporting.
- Dedicated coordination capacity within the Municipality.
- Achievement of longer duration of work opportunities targets.

4. Policy Vision

The vision of the Dr RSM DM EPWP Policy is in line with the overall Vision of the

"Developmental district, where sustainable service delivery is prioritised and realised".

5. Policy Goal

The goal of the Dr RSM DM EPWP Policy is to:
"Enhance the delivery capacity of the District with regard to EPWP by addressing challenges, providing an integrated and coordinated approach to support the implementation of EPWP for the holistic development our society".

6. EPWP Municipal Policy Objectives

The objective of this Policy document is to provide a framework within which the District and its departments implement the EPWP. This policy document is aimed at providing an enabling environment for the District to increase the implementation of EPWP, through the re-orientation of its line budgets and channelling a substantial amount of the overall annual budget allocation and human resources towards the implementation of EPWP. Through this policy the District aims to achieve the following:

- Mainstreaming the implementation of the EPWP by:
  - adopting the EPWP as an approved delivery strategy for project implementation by including EPWP guidelines and principles;
  - implement the Programme in all EPWP sectors;
  - addressing under reporting on the EPWP;
  - developing skills within communities through the provision of training, with the emphasis on accredited programmes;
  - entrenching the EPWP methodology to all IDP projects, where applicable; and
  - Re-engineering the planning, designing and implementing of projects in line with EPWP.

- Institutionalising the Programme by:
  - Guiding on the EPWP Governance Structures within the Municipality;
  - clarifying the role of each Department in terms of EPWP;

- informing all Departments within District on how their functions should contribute towards achieving the EPWP objectives; and
- securing ownership from all Departments to lead on the implementation of the EPWP, with the support from Project Management Unit within the Municipality.

- Guiding the implementation of the Programme by:
  - providing guidance on employment conditions, skills development and enterprise development;
  - promoting the adaptation of supply chain and procurement policies in line with EPWP;
  - maximising the percentage of the annual total budget spent and retained within local communities through employing and capacitating local labour and small businesses; and
  - defining key performance indicators to monitor, evaluate and report all EPWP initiatives.

7. Legislative and Policy Frameworks

The development of this policy is informed and guided by the following legislative and policy prescripts:

- The Constitution of South Africa (Act 108 of 1996);
- The Integrated Development Plan (2012 – 2017);
- Municipal Finance Management Act (Act 56 of 2003);
- Division of Revenue Act (depending on the applicable year);
- The Municipal Systems Act (Act 32 of 2000);
- The Basic Conditions of Employment Act (Act 75 of 1997);
- Skills Development Act (Act 37 of 2008);
- 2003 Cabinet Memo which approves the implementation of EPWP;
- EPWP Phase 2: Consolidated Programme Overview, 2009;
- Ministerial Determination 4: Expanded Public Works Programme, No. 35310 Gazetted 4 May 2012;

- Code of Good Practice for employment and conditions of work for Expanded Public Works Programme, no 34032, gazetted 18 February 2011;
- Expanded Public Works Programme (EPWP) Institutional Arrangement Framework, (2012);
- National Development Plan 2011; and
- New Growth Path 2010 (draft).

8. Scope of Application

The provisions of this Policy apply to all Departments, Municipal–Owned Entities, Agents or Contractors working or contracted to the Municipality.

9. EPWP Institutional Arrangement

This refers to the overall coordination of EPWP and contextualises the governance structures and accountability within the Programme across all spheres of Government, as far as it impacts on the Municipality.

9.1 Political Leadership of the EPWP at National and Provincial Sphere

The Minister of Public Works has been mandated by Cabinet to champion the EPWP, and thereby is responsible to provide overall coordination and leadership on the policy, design and implementation of the EPWP. The Minister reports to Cabinet on progress in implementing the EPWP and achieving the EPWP targets and also mobilises resources and political support at National, Provincial and Local spheres.

At provincial level, the Premier provides leadership and direction on the implementation of the EPWP in the province. The Premier appoints a Member of the Executive Committee (MEC) to coordinate and lead the EPWP in the Province. MECs of Public Works, are mandated to promote EPWP, ensure effective coordination and participating of public bodies and monitor performance. MECs must also ensure that EPWP aligns with key economic policies and programmes of the provinces.

9.2 Technical Management of the EPWP

At a technical level, the following capacity has been created to coordinate and implement the Programme:

- The Minister of Public Works has mandated the Director-General of DPW to create an EPWP Branch that is responsible for the overall coordination of the Programme. The EPWP is headed by a Deputy Director-General. This branch has technical capacity across the sectors, training, monitoring and evaluation and small business development. The Branch develops policy, funding mechanisms, guidelines and provides monitoring and evaluation expertise. Capacity has been created at a regional level to ensure cooperation between the National and Provincial spheres in terms of EPWP and the transfer of knowledge with regard to the above mentioned areas of specialisation.

- The North West MEC for Roads and Public Works has mandated the Head of Department to create a Provincial EPWP Unit, which is responsible for the overall coordination and achievement of EPWP at a provincial level. This Unit is headed by a Chief Director. The Unit ensures that all public bodies in the Province participate in the EPWP, manages EPWP sectoral coordination and facilitates monitoring and evaluation at a provincial level. Capacity has been created at a regional level within the province to ensure a sound inter-face between the national and local sphere.

9.3 Governance Structures under EPWP

Different structures and committees have been established nationally, provincially and locally to coordinate and monitor EPWP implementation at different spheres of Government. These include amongst others:

- National Coordinating Committee (NCC) brings together all key National sphere policymakers, all nine (9) EPWP Provincial Coordinating Departments, such as the North West Provincial Department of Roads and Public Works, and sector champions from the National Departments: of Social Development, Environmental Affairs, Transport and Cooperative Governance. This is the highest decision making body in the Pro[illegible]

basis. The resolutions from this Committee are presented to the Minister of Public Works, and in turn the Portfolio Committee of Public Works and the various Clusters of Government.

- National Sector Committee (NSC): Each sector has a NSC which is chaired by DPW, DSD and DEA for the infrastructure, social and environment and culture sectors respectively. The decisions of the NCC are shared with all Departments that form part of the NSC. The NSCs brings together all sector specific contributing Departments from National and Provincial sphere to discuss sector specific issues such as funding, reporting, the enabling environment where sector progress and challenges are discussed. These are the highest sector decision making structures. These Committees sit on a quarterly basis.

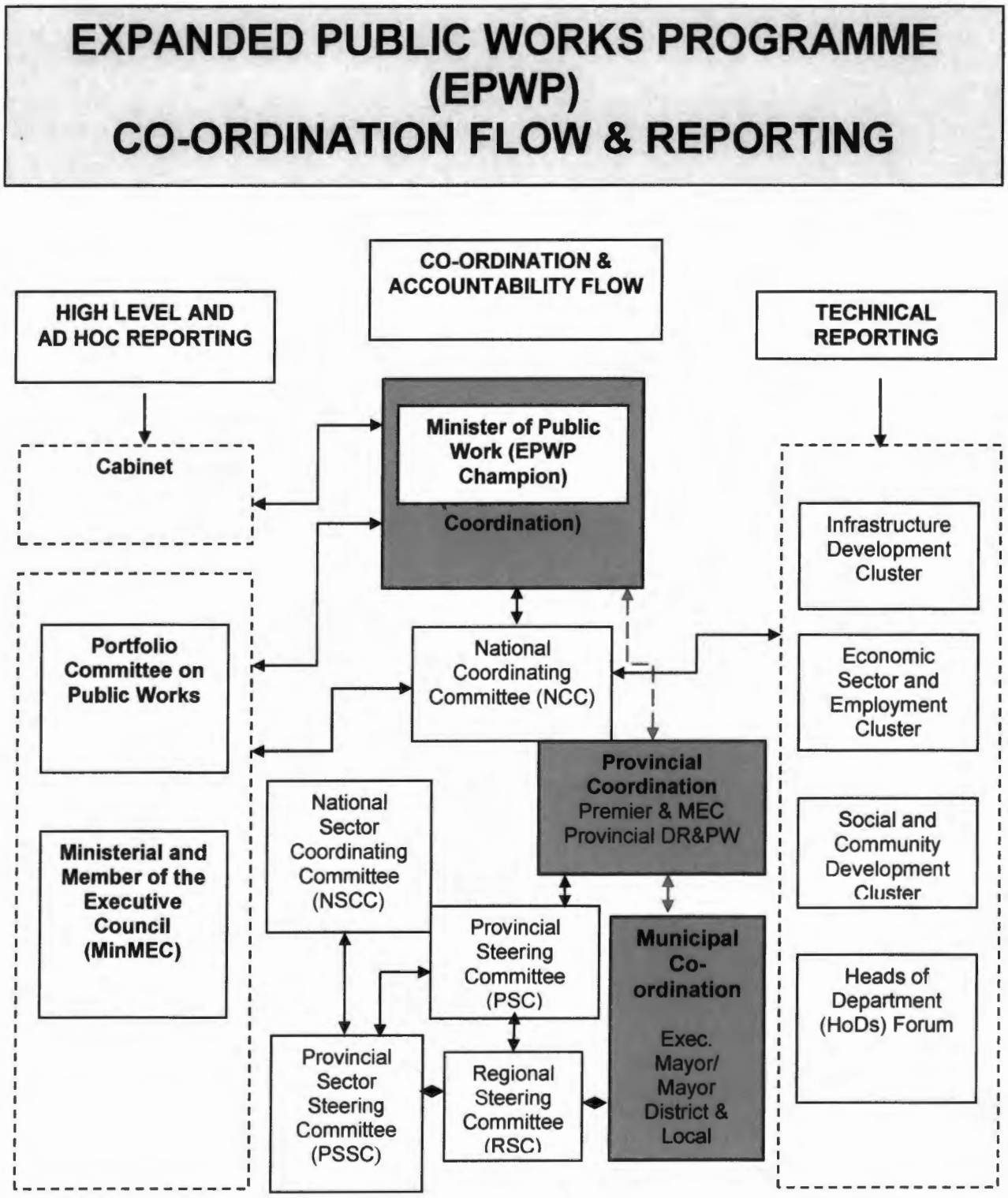
- Provincial Steering Committees (PSCs): is the coming together of the municipalities and departments in the province to account on the progress made in terms of job creation targets and challenges. Monitor and evaluate the implementation of EPWP in the province. The decisions of the NCC are shared with all Departments and municipalities that form part of the PSC within the North West. Best practises are shared with Public Bodies for replication. The PSC sit bi-monthly.

- Provincial Sector Coordinating Committees (PSCCs): These Committees lead and champion EPWP different Sector Programmes in the province and monitor the implementation of those programmes. The committees sit on a monthly basis.

- Regional Steering Committees (RSCs): Coordinate all sectors at a district level. Consider expansion programmes to upscale job opportunities. Quarterly reports for each municipality are presented and discussed, best practise are also shared by public bodies.

The EPWP Coordinating structure is depicted in figure 1 below:

Figure 1: Overall Coordination of EPWP



9.4 EPWP Coordination within the Dr Ruth S Mompati District Municipality

EPWP cuts across all the Departments and Units of the District. Each Department must make a systematic effort to target the unskilled and unemployed and develop a plan to utilise their budgets to draw significant numbers of the unemployed into productive work, in such a way that workers are given an opportunity to gain life and job specific skills while they work to increase their chances of getting out of the marginalised pool of unemployed people. Figure 2 below outlines the overall coordination of EPWP within Dr RSM DM.

9.5 Roles and Responsibilities

9.5.1 Political Champion: The Executive Mayor

In line with the EPWP Institutional Arrangement Framework and Protocol Agreement signed by the Minister of Public Works and the Executive Mayor. The Executive Mayor will provide political leadership and direction in the implementation of the EPWP within the District. The Executive Mayor will appoint four (4) Members of the Mayoral Committee (MMC) to champion and lead the EPWP in the following Sectors for in the District:

- Infrastructure Sector;
- Social and Non State Sectors;
- Environment & Culture Sector (1 member for Creative Industries and 1 for overall Sector coordination)

The appointed Members must ensure that EPWP is entrenched within the District IDP and key policies and programmes of the Municipality.

9.5.2 Administrative Champion: The Municipal Manager

The Municipal Manager (MM) as the Administrative champion is responsible for the overall coordination of EPWP in the Municipality. This Municipal Policy provides for the following institutional arrangements within the Municipality. The MM must:

- Appoint the Director Infrastructure Services and Planning to coordinate the Programme across all Departments;

- Appoint a coordinator for each EPWP sectors at least at the Director level;
- Ensure that all Directors of the Municipality have EPWP target and or compliance matters in their annual performance contracts/agreements;
- Ensure that EPWP is incorporated in the IDP of the Municipality;
- Ensure that the annual EPWP Lekgotla is held to discuss the annual targets and performance against the previous year targets; and
- Review and monitor on a monthly basis, the EPWP reporting at the Management Meeting.

9.5.3 Overall Coordinator of EPWP in Dr RSM DM: Director Infrastructure Services and Planning

The appointed overall coordinator of EPWP within the Municipality will be responsible for:

- Establishing appropriate EPWP capacity within his/her Department. This capacity will:
    - provide an understanding of EPWP in the Municipality;
    - provide a monthly reporting template which will capture EPWP work opportunities, FTEs and training;
    - consolidate the monthly reports submitted by the respective sector coordinators for the Management meeting;
    - crowd-in technical support from National and Provincial Departments for example, on the designing of contracts and monitoring implementation;
    - provide regular feedback on the performance of the municipality in terms of the Programme;
    - attend, represent the Municipality at the PSC and RSC and provide feedback to the Municipality;
    - attend EPWP Municipal Summit on an annual basis;
    - sample contract documents to ensure that labour-intensive principles are included contracts;
    - provide standard EPWP clauses to be incorporated into tender documentation, which also include training requirements;
    - monitor that EPWP coordinators brand and profile EPWP projects; and
    - monitor the municipality's performance with regard to its performance on the incentive.
- Report on the EPWP performance at the Management meeting, on a monthly basis;
- Prepare EPWP relevant inputs into Mayoral and MM statements and speeches;
- Attend EPWP Municipal Summit on an annual basis;

- Attend the PSC and RSC;
- Address implementation challenges across the sectors.
- Identify corrective measures, especially in terms of the Municipality not reaching its targets and compliance concerns

9.5.4 Sector Coordination and Departmental Responsibilities

As per 9.5.2, the MM appointed coordinators, at a Director level, per sector, namely

- Infrastructure Sector, lead by the Director: Infrastructure Services and Planning. Note: This Director is also the overall EPWP coordinator.
- Environment and Culture Sector, lead by the Director Economic Development
- Social and Non State Sectors, lead by the Manager: Disaster and Fire Services Unit

The appointed Sector Coordinators are responsible for;

- Designing EPWP relevant projects and incorporated EPWP principles into the contracts;
- Reporting monthly, as per the template provided by the Office of the Director: Infrastructure Services and Planning;
- Ensuring that appointed contractor adheres to required EPWP specified conditions in the contracts;
- Liaising with the Sector Lead Departments Provincially and Nationally;
- Keeping abreast with sector specific developments;
- Liaising and representing the Dr RSM DM on the relevant provincial EPWP Committees;
- Disseminating sector specific information to the dedicated EPWP Coordinators identified by each of the Departments.
- Sector Coordinators are also responsible for programmes design, implementation and reporting on EPWP System; and
- Monitor, evaluate and report on sector specific Key Performance Indicators (KPIs) to the Head of Department.

The Sector Coordinators will engage all Departments within the Municipality, as per figure 3 detailed below. The Departments are expected to contribute to sector specific objectives and targets by:

- Appointing dedicated EPWP "Co-ordinators";
- Selecting suitable projects for inclusion in the Dr RSM DM's EPWP Implementation Plan;
- Participating in setting uniform task or daily rates for beneficiaries to be employed on labour intensive projects;
- Identifying projects which are suitable for inclusion in the Dr RSM DM's

- Ensuring that the planning, design and contract administration of labour intensive works are carried out by consultants who have completed the necessary skills training;
- Monitoring and reporting on the implementation of EPWP projects.
- Ensuring that there is labour intensive component in all the projects and inclusion of EPWP conditions in all the projects that go on tender.
- Facilitating and arranging appropriate awareness campaigns among local communities to illustrate the benefits of labour-intensive methods in projects implementation;
- Ensuring that all the projects of their Departments are compliant to the Department of Labour's legislations and the Ministerial Determination on Expanded Public Works Programme.

All Departments will have the responsibility of implementing EPWP and hence all Departmental Heads will have EPWP Targets in their Implementation Plans and Performance Contracts, which will be cascaded down to officials of the departments.

9.5.5 EPWP Steering Committee

The Municipality has formed the EPWP Steering Committee to be responsible for the strategic direction and coordination of EPWP. The Steering Committee is formed by: Head of Departments (Directors), Sector Coordinators and chaired by the Director: Infrastructure Services and Planning. This Committee is constituted as follows:

- Infrastructure Sector Coordinator
- Environment and Culture Sector Coordinator
- Social Sector Coordinator
- Non State Sector Coordinator
- Finance and Corporate Department
- Communication
- Infrastructure Services and Planning Department
- Economic Development Department

9.5.5.1 Responsibilities of the EPWP Steering Committee

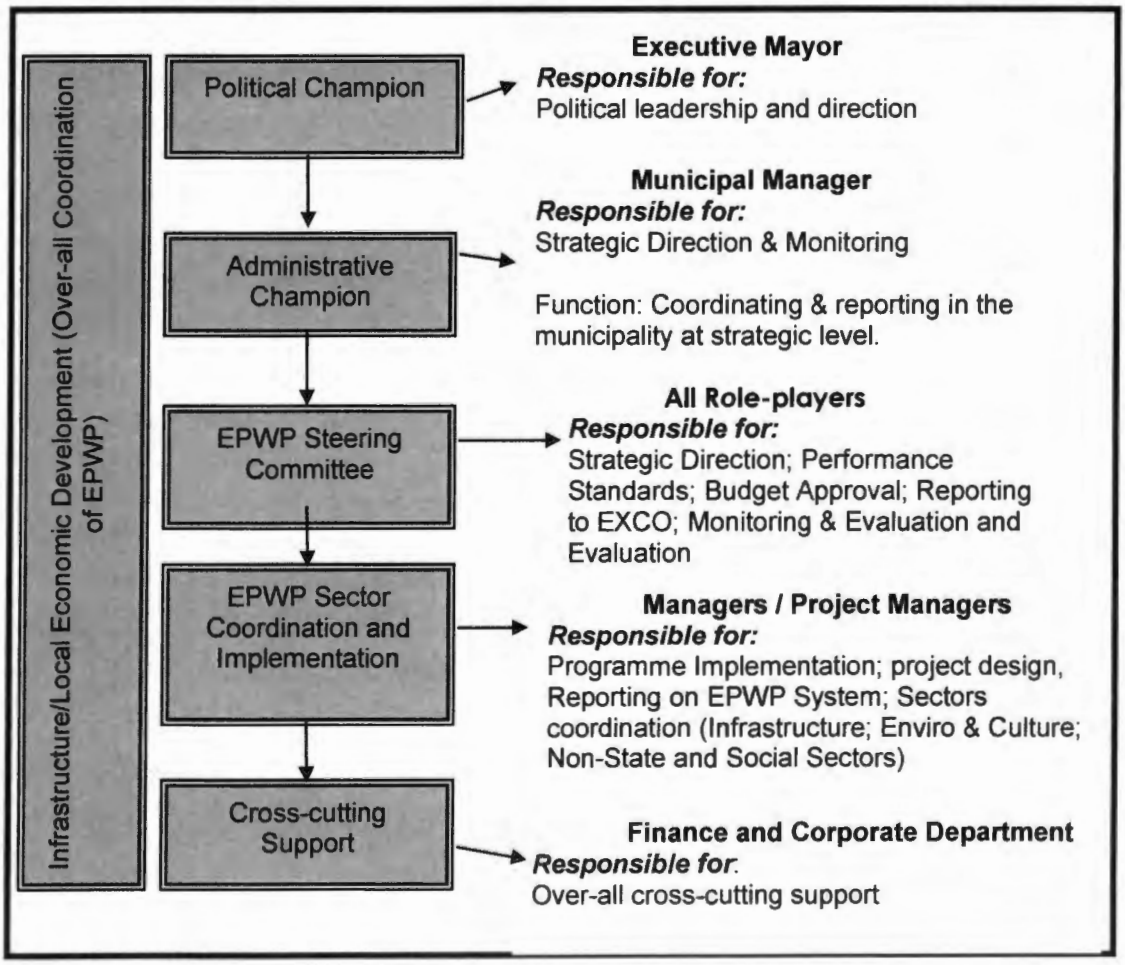
The responsibility of the Steering Committee is to:

- Coordinate the overall district-wide coordination of EPWP and related issues;
- Review of the District's EPWP Policy;
- Set EPWP targets for each department and Sectors;
- Create an enabling climate for the successful implementation of EPWP in Dr RSM DM;
- Report to the Management Meeting;
- Monitor and Evaluate the Programme;
- Set Performance Standards; and
- Compile an EPWP Management Plan.

The Management Plan includes the outputs for each sector and will be used to:

- Guide the execution of the EPWP, including project selection;
- Document EPWP related decisions and assumptions;
- Define Sector reviews;
- Facilitate communication among stakeholders; and
- Provide a baseline for progress measurement and programme control.

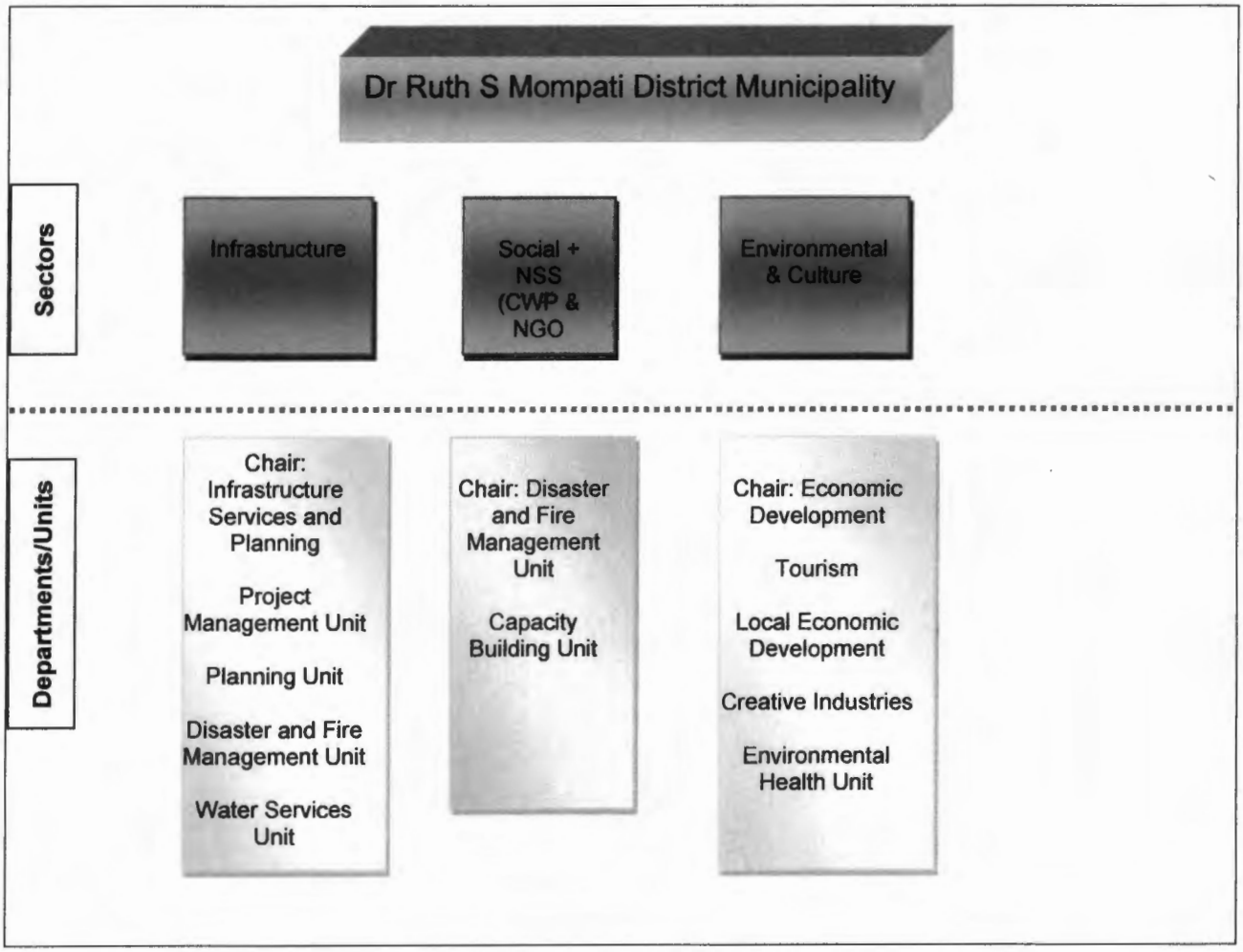
Firgure2: Overall coordination of EPWP within Dr RSM DM



9.5.6 Sectors Classifications and Coordination

Various Dr RSM DM Departments must be grouped according to EPWP Sectors in line with their core businesses as depicted in figure 3 below.

Figure 3: Departments - Sector Classification



10. EPWP Sectors Overview

The objectives of the programme and its day-to-day activities guide on which sector does the programme belongs to.

10.1 The Environment and Culture Sector Programmes:

The aim of the Sector is to: 'Build South Africa's natural, social and cultural heritage, and in doing so, dynamically uses this heritage to create both medium and long term work and social benefits.' Examples of projects in the Environment and Culture Sector include:

- Sustainable land based livelihoods (Greening, Working for Water & Wetlands etc.)
- Tourism and creative industries (Working for Tourism, etc.)
- Parks and beautification (People and Parks, Cemetery Maintenance, Community Parks, etc.)
- Regional management (Working for Fire)
- Sustainable energy (Working for Energy)

10.2 Social Sector programmes:

The objectives of the Sector is to contribute to the overall Government objectives of improving the delivery of health services, early childhood development, community crime prevention, school nutrition and other social development oriented services through programmes such as:

- Community safety programmes (crime reporting, crowd control, school patrol, disaster emergency response, fire fighting, floods Impact support and community safety officials)
- Home community based care (home community based care Services (TB, HIV/Aids) and pharmaceutical assistants,
- Early Childhood Development (early childhood development, homework services, literacy programs, peer education, social issues awareness and career guidance)
- Sports and recreation (life guards, sports academy, seasonal employment: holiday resorts and nature reserves)
- Social Services (domestic violence, rape counselling and support, child labour, suicide counselling, abuse counselling and support, substance abuse). Graduate development programmes (updating indigent register and debt collection).

10.3 Infrastructure Sector programmes:

The Infrastructure sector is aimed to promote the use of labour-intensive methods in the construction and maintenance of public infrastructure. Infrastructure Sector Programmes includes:

- Road construction;
- General construction and maintenance (construction of buildings, dams, reservoirs etc. and their maintenance);
- Storm water programmes (storm water drainage systems);
- Water and sanitation projects;
- National youth services (aimed at developing and training youth between the age of 18 and 35 years on artisan trades in the built environment);
- Vukuphile programmes (Learnership aimed at training and developing contractors and supervisors in labour-intensive methods of construction); and
- Large Projects (aimed at providing support to public bodies in the implementation of projects with a value of greater than R 30 million labour-intensively).

10.4 Non-State Sector:

The objectives of the Sector are to create an avenue where NPO's; NGOs; and CBOs can assist government in in the overall Government objectives of Job creation through socially constructive activities in their local communities. The Municipality will support the delivery of the Non-State Sector through measures such as facilitating and mobilising NPOs.

10.5 Cross-Cutting Support Programmes

EPWP programmes in the different Sectors will include the following:

10.5.1 Training:

This refers to capacity building and skills development of both officials and EPWP beneficiaries. Accredited training aligned to the National Qualifications Framework will be prioritised to enhance the placement of beneficiaries beyond the EPWP projects.

The training provided will depend on the type of projects implemented and may vary from learnerships, skills programmes to artisan development programmes

The municipality will optimise on various funding pockets for training including the National Skills Fund (NSF) and the training of municipal officials on Labour Intensive methods will be prioritised to ensure that the municipal projects are designed and implemented labour intensively. Municipal Funding will also be utilised to support training.

10.5.2 Enterprise Development:

This refers to any form of intervention aimed develop small business including cooperatives, through business development support services and access to market in the form of Learnership and targeted procurement.

The municipality will capacitate SMME's and emerging contractors within local communities by facilitating the transfer of sustainable technical, managerial and financial skills through appropriate Learnership Programmes and SMMEs development initiatives. It will also maximise the percentage of the annual total budget spent and retained within local communities by promoting the procurement of goods and services from local manufacturers, suppliers and service providers.

10.5.3 Communication and Branding

The Municipality will ensure that all the projects are branded; profiled and comply to the EPWP Corporate Identity (CI) Manual as provided by NDPW. On annual bases, the Municipality will submit entries for the Kamoso Awards hosted by both National and Provincial Departments of Public Works.

11. Key Performance Indicators (KPIs)

The following KPIs are applicable to the implementation of all projects which form part of the EPWP:

11.1 Employment Opportunities

The number of employment opportunities created, irrespective of the duration of each of the jobs, during the period under review.

11.2 Person-days of Employment

The number of person-days of employment created during the period under review. This is calculated by aggregating the duration of each of the job opportunities created and dividing the total by the appropriate unit (days, weeks or months). The result is the number of person-days for any given review period.

11.3 Project Budgets

The total expenditure aggregated for all EPWP projects inclusive of all the sectors, Infrastructure, Environment and Culture, Social and Non State Sectors.

11.4 Person-Training Days

The total number of training opportunities aggregated and expressed in the equivalent number of person-training days.

11.5 Demographics

The number of work opportunities created for women, the youth and people with disabilities expressed as a ratio of the total number of work opportunities created for any given period, for each of the four sectors.

11.6 Expenditure Retained within Local Communities

The amount of the budget spent and retained within local communities through the procurement of goods and services from local manufacturers, suppliers and service providers is recorded for a given period.

11.7 Project Task Rates

Where applicable, rates for the same or similar tasks will have to be uniform for the Dr RSM DM. Task and time rates must comply with the terms of the Ministerial Determination on EPWP.

11.8 EPWP Targets for the Dr RSM DM

In line with the Protocol Agreement between the Executive Mayor and the Minister of Public Works, the minimum EPWP work opportunity targets are depicted in table 1 below. Departments and Sectors may set targets above these minimum on the availability of projects and budgets. These targets will be reviewed annually depending on the availability of budget and will be appendix to the policy.

Table1: DR RSM DM EPWP Phase 2 targets.

Financial Year	Work opportunities (WO)	Full Time Equivalents (FTEs)
2009/10		
2010/11		
2011/12		
2012/13		
2013/14		
Total		

12. Training Requirements

12.1 Training of Beneficiaries

Training of beneficiaries will be provided through the project budget or through the National Skill Fund (NSF) from the Department of Higher Education and Training in partnership with the National Department of Public Works. Workers will be paid a daily allowance/stipend by the contractor (included in the project cost) whilst attending training.

12.2 Consultants and Contractors

All consultants and Contractors implementing and managing Labour-Intensive projects for the Municipality, training on Labour-Intensive Methods (LIC) is mandatory. Staff

members and Management are required to have completed skills programmes as depicted in Tables 2 and 3.

Table 2: Training Requirements for Private Sector Consultants

	Position	NQF	Unit Standard Title
1	Person responsible for the design and documentation	7	Develop and promote labour intensive construction strategies
2	Person responsible for contract administation	5	Manage labour-intensive construction projects

Table 4: Training Requirements for Private Sector Contractors

	Position	NQF	Unit Standard Title
1	Site Agent / Site Manager	5	Manage labour-intensive construction projects

13. Target Groups and Beneficiaries Recruitment

The Municipality will prioritise the EPWP target groups during the recruitment of beneficiaries. Women (55%); youth (40%) and persons will disabilities (2%). By using sound Social Facilitation process, the Municipality will drive the beneficiaries' recruitment supported by the Provincial Coordinating Department and/or Sector Lead Department in the Province.

EPWP beneficiaries must be:

- South African citizens with a valid bar-coded Identity Document;
- Residents of designated area where project is being implemented;
- Persons from indigent households; and
- Households with no income and priority given to one individual per household.

14. Conditions of Employment

EPWP beneficiaries will be employed under the conditions of employment stipulated in the Ministerial Determination and Code of Good Practice for EPWP. The Municipality will ensure that its projects full comply with Labour Legislations such as Unemployment Insurance Fund (UIF), Compensation of Injuries and Diseases Act (COIDA), and Occupation Health and Safety Act (OHSA). Specific clauses addressing Labour Legislations compliance will be put in all EPWP Municipal contracts with service providers.

15. EPWP Incentives

The Municipal Manager on an annual basis will sign the Incentives Agreement with the National Department of Public Works in which the Municipality agrees to receive and utilise the EPWP Incentive Grant on the basis of the stipulations, requirements, conditions and obligations assigned to the agreement. By signing the Incentive Grant Agreement, the Municipality confirms its willingness to receive the grant as well as its undertaking to put in place measures to abide by the requirements of the progress reporting, audit and disbursement procedures.

16. Supply Chain Management (SCM) Processes

The legislations and policies governing public sector procurement will be adhered to in the implementation of EPWP within the Municipality. The Municipal Finance Management Act (MFMA, 2003) and the Municipal procurement policies will apply, unless where The National Treasury has granted the permission to deviate from the stipulated SCM processes.

16.1 Reporting Process

The Municipality will adhere to the EPWP Monitoring and Evaluation reporting processes by ensuring the following:

- Register the project on the EPWP Reporting System
- Recording of the data at the project level using templates provided by DRPW.
- Verify if the information/data is correct.
- Capture the project data on the EPWP Reporting System on a monthly basis.
- Correct all the non-compliant projects within a week after the Data Dump and analysis report has been received.
- Project files should be kept for auditing purposes

17. Endorsement of the Policy

The policy must be endorsed by the Council to ensure that it is binding and everybody complies.

18. Review of the Policy

The policy will be reviewed annually or as and when required.

DR RUTH S MOMPATI DISTRICT MUNICIPALITY

EPWP POLICY IMPLEMENTATION FRAMEWORK

1. Introduction

The Integrated Development Plan (IDP) remains the principal strategic planning instrument for DR RUTH S MOMPATI DM and the IDP-process remains the vehicle for:

- Facilitating community participation in the planning process;
- Identifying community needs; and
- The prioritisation and integration of these needs.

The essence of the policy objectives stated in this document are summarised by the following key words:

- **Creation of short term jobs** for the **unemployed by labour-intensive** methods;
- **Development** of **skills**;
- **Development of SMMEs** and **emerging contractors** through **appropriate learnerships**; and
- **Procurement** of **goods** and **services** form **local manufacturers, suppliers** and **service providers**.

As a general rule, all programmes and projects (CAPEX, OPEX and the procurement of goods and services) should be structured in line with the EPWP guidelines to increase labour intensity of any project and be included in Municipal EPWP Plan.

2. Project Life Cycle

Projects are usually divided into a number of project phases. Collectively the project phases are known as the project life cycle. Each project phase consists of one or more stages. The completion of a project phase is usually marked by a review of the deliverables due and the project performance to date.

Using the built environment as an example, the project phases comprising the project life cycle of a typical infrastructure project can be described as follows:

- **Initial Phase** – Project Initiation Stage – Feasibility Stage
- **Development Phase** – Planning Stage – Design Stage
- **Procurement Phase** – Tender Stage – Adjudication Stage
- **Execution Phase** – Construction Stage – Close-out Stage

It is during the Initial and Development Phases of the project life cycle that appropriate interventions will result in the optimisation of the EPWP outcomes of a project. This concept is aptly illustrated by the structured approach followed whilst implementing labour-intensive projects.

The approach consists of the following steps:

- Compile a pre-feasibility report;
- Prepare a preliminary design report; and
- Complete the design.

Only projects that prove beyond doubt that they cannot have EPWP/labour intensive elements/content can be considered to be implemented out of EPWP conditions and a written approval must be obtained from the DR RSM DM EPWP Coordinator to implement that project outside of EPWP conditions. .

2.1 Project Initiation and Feasibility Stages

For all projects key elements that are addressed during the initiation and Feasibility stages include but not limited to the following:

- Suitability of the project for the application of labour-intensive methods;
- Commitment from the Dr RSM DM to the greater use of labour per unit of expenditure;
- Ability of the Consultant to produce suitable designs and documentation

- Acceptability of the project and availability of both skilled and unskilled Unemployed labour within the community; and
- Availability of contractors (both local and otherwise) to carry out the work.

2.2 Planning and Design Stages

Job creating opportunities are optimised through the application of labour-intensive design guidelines during these stages of the project life cycle. Consultants appointed to carry out the design of labour-intensive works, must have completed the necessary Labour-Intensive Construction (LIC) NQF skills training as endorsed by the CETA.

3. EPWP Management Plan

All the departments should develop an EPWP Management Plan that adheres to the sector management plan. The EPWP Management Plan describes the processes required to implement, monitor, evaluate and report on the agreed EPWP KPI's.

The EPWP Management Plan consists of the following elements.

- Integration Management
- Scope Management
- Time Management
- Cost Management
- Communication Management

3.1 Integration Management

EPWP projects will follow the existing project approval process as defined by the Municipality and will also be monitored by EPWP Co-ordination Office.

3.2 Scope Management

Scope Management is the process required to ensure that all endeavours executed by the Dr RSM DM and its entities which satisfy the EPWP objectives are included in the Dr RSM DM's EPWP Plan.

3.3 Time Management

A time plan indicating the sequence and estimated duration of each EPWP project will be prepared for each financial year.

3.4 Cost Management

Cost management is the process required to ensure that:

- The EPWP component of each programme/project budget is accurately determined and allocated;
- The EPWP cost baseline is established for the period under review (usually the current financial year);
- Factors that create changes in the cost baseline are identified timeously; and
- If and when changes to the baseline do occur, these are managed and controlled.

3.5 Communication Management

Communication management is the process to ensure the timely and appropriate generation, collection and distribution of project information. Included in the Communication Management Plan are the following:

- The format, content and frequency of progress reports;.
- An outline showing all the reporting relationships;
- A complete stakeholder contact list;
- Meeting schedules;

- Outlines of typical agendas for the various meetings.

4. Guidelines for the Implementation of EPWP Projects

DPW will continuously provide Sector Guidelines on the implementation of EPWP projects.

4.1 EMM Projects

All the Departments are expected to contribute to the EPWP objectives and targets. International and local experience has shown that with well-trained supervisory staff and an appropriate employment framework, labour-intensive methods can be used to successfully implement projects and create additional work opportunities than using the conventional methods.

On the basis of this experience the Departments are required to carry out projects utilising labour-intensive methods. It is important to understand what is meant by *labour-intensive*, so by definition:

Labour-intensive projects is the economically efficient employment of as great a proportion of labour as is technically feasible throughout the implementation process to achieve the standard demanded by the specification; the result being a significant increase in employment being generated per unit of expenditure by comparison with conventional equipment-intensive methods.

Therefore, labour-intensive projects are those projects in which the labour content has been optimised and will in most projects comprise between 30% and 80% of the project costs.

The approach to be adopted by the DR RSM DM in the implementation of labour intensive projects is that existing and planned projects are reviewed to incorporate the philosophy of labour-intensive construction.

The "Guidelines for the Implementation of Labour-intensive Infrastructure Projects" provides a framework for the implementation of labour-intensive projects under the EPWP and gives guidance on;

- The identification of suitable projects;
- The appropriate design for labour-intensive projects;
- The specification of labour-intensive works; and
- The compilation of contract documentation for labour-intensive projects.

Annexure C

The Priority Needs and Key Issues for the DR RSMDM

3.1. The Priority Needs and Key Issues for the Respective Local Municipalities as identified in November-December 2011 (2012/2013)

LOCAL MUNICIPAL AREA	PRIORITY	PRIORITY NEEDS AND KEY ISSUES	DEVELOPMENTAL COMMENTS
Kagisano-Molopo Local Municipality (NW397)	**1** **2** **3** **4** **5** **6** **7**	λ Infrastructure Development (Completion of Public Amenities, Internal Roads) λ Sanitation λ Organizational; development and Transformation λ Bulk Water Supply λ Electricity λ Housing λ LED & Tourism λ Strengthening of Community Participation	λ All roads are in bad condition λ Potholes need to be done and tarred road edges to be done.. λ The tarred road is in bad state, there are lots of potholes which need to be redone some portions of the road need to be resealed. λ Low cost housing built and need to be electrified λ The unemployment rate of Kagisano/Molopo stands at 50%. There is a need to develop the strategy to create jobs. λ There is a need to develop community participation strategy.

Naledi Local Municipality (NW392)	1 2 3 4 5 6 7	λ Financial viability λ Water & Sanitation λ Human Settlement(Middle and Low income groups) λ Roads & Stormwater λ Waste Management (Refure removal) λ LED (Job Creation) λ Sports & Facility Management	λ Financial management is critical in the municipality. λ Naledi have been experiencing serious water shortage since 2009 especially during summer. The situation is worse as from September 2010 to date. λ The 1000 housing project was approved in Naledi during 1999, since then no housing project was completed. The illegal squatters are increasing everyday. The housing project in Devondale has been blocked. λ The waste water treatment plant exceeds 40% of design capacity Oxidation pond in Stella full.The VIP toilets in Devondale and Dithakwaneng are a health hazard λ The unemployment rate of Naledi stands at 47%. Naledi is the Hub of the District and our district is most under performing in the Province λ Waste management is a critical issue to be addressed by the municipality
Mamusa Local Municipality (NW393)	1 2 3 4 5 6	λ Water & Sanitation λ LED [job creation projects] λ Electricity λ Land & Housing λ Roads and stormwater λ Recreational/Social Amenities	λ for consumption λ Need for Middle income and Low cost housing λ The unemployment rate of Mamusa stands at 50%. λ All roads are in bad condition λ A need for recreational facilities for Youth and children.

Greater Taung **(NW394)**	1 2 3 4 5 6 7 8	λ Roads, Bridges λ Water λ Human Settlement λ Storm-Water λ Electricity λ Community Halls λ Sanitation λ Area Planning	λ To devise a pavement management strategy that will address the following: μ The upgrading of roads, where necessary; μ The tarring of selected, strategic roads; and μ Ensuring continued maintenance of the roads & bridges in surrounding areas. λ Provide, at least, basic water supply to the needy consumers in Greater Taung Local Municipality area at an affordable price λ Ensure that the households with no sanitation services and the households with pit latrines have access to affordable and appropriate sanitation services by 2017 λ Ensure that by 2017, 25 000 households [that is 100 000 people] are connected to household energy λ Ensure that the community Halls of the most disadvantaged residents are adequately addressed by 2017 λ Ensure that the housing need of the most disadvantaged residents are adequately addressed by 2017
Lekwa-Teemane **Local Municipality** **(NW396)**	1 2 3 4 5 6 7 8	λ Water & Sanitation λ Human Settlement λ Roads and Stormwater λ Upgrading of Water and Electricity infrastructure. λ LED [job creation projects] λ Ageing Machinery λ Recreational/Social Amenities λ Debt collection	λ Need for Middle income and Low cost housing λ All roads are in bad condition λ Water and Electricity for household consumption λ A need for recreational facilities for Youth and children. λ The unemployment rate of Lekwa-Teemane stands at 45%.

Table on Priority Areas (IDP General Review, Dr. Ruth S Mompati 2012: 94 - 95)

Annexure C1

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Questionnaire on employment creation (section 3.10.6.1)

Employment Creation	
Questions	**Answers**
How many employment opportunities were created in the Greater TaungNaledi Bulk Water Supply project (number of jobs created)?	
How many permanent staff worked in the project?	
How many contractors were appointed to work on the project and what were their roles?	
What was the duration of the employment?	
What was the Person-days of Employment during the project?	
What other employment creation programs existed in the area (Naledi) by other sectors	
Were there available intergovernmental cooperation i.e. support from other sector departments (Public Works)?	
What criterion was used to determine that the project beneficiaries are: Residents of designated area where project is being implemented? What criterion was used to determine that the project employed persons from indigent households?	
What criterion was used to determine that individuals employed in the project are from households with no income?	
What criterion was used to determine that project beneficiaries were unemployed before project commencement? (the reason here is to establish how the municipality determines an "unemployed person")	
Are there any records that show the contribution of functions of other departments towards the employment creation of the EPWP?	
What is the overall percentage contribution of the Naledi Bulk Water project towards the total employment creation in the local municipality during 2012?	

Questionnaire on influential factors (section 3.10.6.2.)

Question : Any factors like socio-economic, ecological, natural etc, in the Taung area that can affect / help the municipality in creating employment?

Questionnaire on training (section 3.10.6.3.)

Q : What was the type of training given to beneficiaries?

A :

Q : Was a training needs analysis done?

A :

Q : Was there any pre-existing skills among programme beneficiaries?

A :

Q : Person-Training Days for project beneficiaries and anyone trained for the purposes of the project?

A :

Q : What training was given to prepare beneficiaries for an exit strategy?

A :

Q : The municipality's records of the training needs of workers on "exit".

A :

Q : Does the training address the current needs and the future needs after workers "exit" the municipal project?

A :

Questionnaire on labour practices (section 3.10.6.4.)

Q : Which processes were used to recruit project staff into the EPWP?

A :

Q : What methods were used to appoint the contractor for the EPWP in the Naledi Local Municipality?

A :

Questionnaire on citizens' access to information (section 3.10.6.5.)

Q : What method (job adverts) was used to inform the public about the availability of employment opportunities?

A : PSC and Tribal Authority

Q : Was the information made accessible to all the targeted community members? (i.e. communication strategy).

A : No Answer.

Questionnaire on public participation (section 3.10.6.6.)

Q : Was there public involvement during programme identification?

A :

Q : Any Citizen satisfaction (post-service) surveys after the project?

A :

Q : Any social impact studies done after the project implementation?

A :

Q : Are the lessons learnt after implementation used to take corrective action and plan for future programs/projects?

A :

Q : The available community networks (constituencies).

A :

Question on programme budget (section 3.10.6.7.)

Question: How was the Project Budget allocated? A breakdown of how the R17M was spent on recruitment, salaries, training and project operations.

Answer:

Question: Were the project funds used as planned?

Answer:

Question: Is there any Employment Equity Plan, compliance thereto and reporting to the Department of Labour?

Answer:

Question: Were the beneficiaries appointed in terms of the municipal target: women (55%), youth (40%) and racial groups only? (This question was refers to target groups and recruitment of beneficiaries).

Answer:

Question: If there is no compliance, what corrective measures are in place?

Answer:

Questionnaire in implementation (section 3.10.6.9.)

Q: What specific equipment (machinery) were used in the project and who owns the equipment, the contractors / municipality?

A:

Q: Describe the detailed technical work that was carried out in the Bulk Water Supply Project.

A:

Q: Was the technical project work implemented according to the plan?

A:

Questionnaire on project outputs (section 3.10.6.10.)

The municipal outputs include:

- Project Wage Rates.
- Job Opportunities.
- Person Days of Employment.
- Demographic Targets (Women, Youth, and People with Disabilities).
- Training Days.
- Project Budgets.

Additional Training-related Questions (section 3.10.7.2.(h))

Q: What type of training was given to beneficiaries?

A:

Q: Were all the beneficiaries trained?

A:

Q: Was a training needs analysis?

A:

Q: Did the programme beneficiaries have any pre-existing skills before they worked in the project?

A:

Q: With regards to Person-Training Days for project beneficiaries was anyone trained for the purposes of the project?

A:

Q: What training was given to prepare beneficiaries for an exit strategy?

A:

Q: Does the municipality have records of the training needs of workers for "exit" strategy?

A:

Q: Are there records to prove that the training addressed the current needs and the future needs after workers "exit" the municipal project?

A:

Q: What records can be availed to prove that the training addressed the current needs and the future needs after workers "exit" the municipal project?

A:

Annexure D

Alignment of the Municipal Objectives with the National Strategic Objectives, the 12 National Priority Outcomes

3.1. Alignment of the DRRSM Objectives with the National Strategic Objectives, The 12 National Priority Outcomes for 2011/16,

5.2.1. The 10 Point Plan and the District Objectives

The following Thematic Areas/KPS are applicable to the column of the "Thematic Area" or " Key Performance Area":

- **1 = Service Delivery**
- **2 = Financial and Administrative Capacity**
- **3 = Governance and Public Participation**
- **4 = Labour Matters**
- **5 = Local Economic Development**

2009-2014 NATIONAL GOVENMENT STRATEGIC OBJECTIVES	2011/16 12 NATIONAL PRIORITY OUTCOMES	2011/16 12 NATIONAL PRIORITY OUTCOMES ROLE OF LOCAL GOVERNMENT	Thematic Area /KPA	2011/16 12 NATIONAL PRIORITY OUTCOMES DR RSM DM – STRATEGIC APPROACH DETAIL WILL BE CAPTURED IN SDBIPS	10 POINT PLAN
Strengthen the skills and human resource base	**Outcome 1:** Improved quality of basic education	Facilitate the building of new schools by: • Participating in needs assessments • Identifying appropriate land • Facilitating zoning and planning processes	1	Facilitate the provision of basic services to the institutions relevant to this sector **Planning for this sector is included in programmes of Output 2 under Outcome 9**	Improve the quantity and quality of basic services for all people in terms of water, sanitation, electricity, waste management, roads and disaster management.
		Facilitate the eradication of municipal service backlogs in schools by extending appropriate bulk infrastructure and installing connections	1		
Improve the health profile of all South Africans	**Outcome 2:** A long and healthy life for all South Africans	Many municipalities perform health functions on behalf of provinces	1	The District provide only environmental function	Improve the quantity and quality of basic services for all people in terms of water, sanitation, electricity, waste management, roads and disaster management.
		Strengthen effectiveness of health services by specifically enhancing TB treatments and expanding HIV and AIDS prevention and treatments	1	Develop & implement an Integrated HIV/AIDS Programme in collaboration with AIDS Councils and Health department in the district	
		Municipalities must continue to improve Community Health Service infrastructure by providing clean water, sanitation and waste removal services	1	Facilitate the provision of basic services to the institutions relevant to this sector **Planning for this sector is included in programmes of Output 2 under Outcome 9**	

2009-2014 NATIONAL GOVENMENT STRATEGIC OBJECTIVES	2011/16 12 NATIONAL PRIORITY OUTCOMES	2011/16 12 NATIONAL PRIORITY OUTCOMES ROLE OF LOCAL GOVERNMENT	Thematic Area /KPA	2011/16 12 NATIONAL PRIORITY OUTCOMES DR RSM DM – STRATEGIC APPROACH DETAIL WILL BE CAPTURED IN SDBIPS	10 POINT PLAN
Intensify the fight against crime and corruption	**Outcome 3:** All people in South Africa are and feel safe	Facilitate the development of safer communities through better planning and enforcement of municipal by-laws	3	Review & approve relevant by-laws where applicable. Identify the need for additional by-laws Develop relevant new by-laws Put measures & systems in place to enforce by-laws Ensure that all by-laws are approved & promulgated	
		Direct the traffic control function towards policing high risk violations – rather than revenue collection	Na	Not applicable to DR RSM DM	
		Metro police services should contribute by: • Increasing police personnel • Improving collaboration with SAPS • Ensuring rapid response to reported crimes	Na	Not applicable to DR RSM DM	
Speeding up growth and transforming the economy to create decent work and sustainable livelihoods.	**Outcome 4:** Decent employment through inclusive economic growth	Create an enabling environment for investment by streamlining planning application processes	2	Benchmark planning application procedures with best practices.	Enhance the municipal contribution to job creation and sustainable livelihoods through Local Economic Developments (LED's) utilizing cooperatives in every ward.
		Ensure proper maintenance and rehabilitation of essential services infrastructure	1	**Planning for maintenance is included in programmes of Output 2 under Outcome 9 as well as Outcome 6 which is relevant to infrastructure maintenance**	
		Ensure proper implementation of the EPWP at municipal level	4	This is a cross-cutting dimensions but is mainly covered under Outcome 9 were the EPWP will most likely be relevant	
		Design service delivery processes to be labour intensive	4		
		Improve procurement systems to eliminate corruption and ensure value for money	3	Embark on an Internal Audit of the Procurement Policy, Processes, Calculators and Systems Invite Service Providers to register on the roster	
		Utilize community structures to provide services	3	Explore opportunity to utilize local people for e.g. in refuse removal	

2009-2014 NATIONAL GOVENMENT STRATEGIC OBJECTIVES	2011/16 12 NATIONAL PRIORITY OUTCOMES	2011/16 12 NATIONAL PRIORITY OUTCOMES ROLE OF LOCAL GOVERNMENT	Thematic Area /KPA	2011/16 12 NATIONAL PRIORITY OUTCOMES DR RSM DM – STRATEGIC APPROACH DETAIL WILL BE CAPTURED IN SDBIPS	10 POINT PLAN
	Outcome 5: A skilled and capable workforce to support an inclusive growth path	Develop and extend intern and work experience programmes in municipalities	4	Review Workplace Skills Plan Utilize provincial internship programmes	
		Link municipal procurement to skills development initiatives	4		
Massive programme to build social and economic infrastructure	**Outcome 6:** An efficient, competitive and responsive economic infrastructure network	Ring-fence water, electricity and sanitation functions so as to facilitate cost-reflecting pricing of these services	1	Service Level Agreements with Local Municipalities	Improve the quantity and quality of basic services for all people in terms of water, sanitation, electricity, waste management, roads and disaster management.
		Ensure urban spatial plans provide for commuter rail corridors, as well as other modes of public transport	1	Facilitate the Development of SDF in the District	
		Maintain and expand water purification works and waste water treatment works in line with growing demand	1	Maintenance of Water Purification and Treatment works	
		Cities to prepare to receive the devolved public transport function		Facilitate Integrated Transport Plans	
		Improve maintenance of municipal road networks	1	SDBIP of the Department Infrastructure Development	
Comprehensive and rural development linked to land agrarian reform and food security	**Outcome 7:** Vibrant, Equitable and Sustainable rural communities with food security for all	Facilitate the development of local markets for agricultural produce	5	Revival of IGR Structures - LED/Business Consultative Forum, Tourism Associations, District Land & Agrarian Reform Forum	
		Improve transport links with urban centres so as to ensure better economic integration	5	To included in the current SDF	
		Promote home production to enhance food security	5	District Special Projects Unit to link with Social Development	
		Ensure effective spending of grants for funding extension of access to basic services	5	SDBIP of All relevant departments and utilization of Rural Development Fund	
Build a cohesive and sustainable communities	**Outcome 8:** Sustainable human settlements and improved quality of household life	Cities must prepare to be accredited for the housing function	Na	Not applicable to DR RSM DM	Deepening democracy through a refined ward committee system that will be based on the will of the people.
		Develop spatial plans to ensure new housing developments are in line with national policy on integrated human settlements	1	Review District Human Settlement Plan	

2009-2014 NATIONAL GOVENMENT STRATEGIC OBJECTIVES	2011/16 12 NATIONAL PRIORITY OUTCOMES	2011/16 12 NATIONAL PRIORITY OUTCOMES ROLE OF LOCAL GOVERNMENT	Thematic Area /KPA	2011/16 12 NATIONAL PRIORITY OUTCOMES DR RSM DM – STRATEGIC APPROACH DETAIL WILL BE CAPTURED IN SDBIPS	10 POINT PLAN
		Participate in the identification of suitable land for social housing	1	The Human Settlement Plan should include potential land	
		Ensure capital budgets are appropriately prioritized to maintain existing services and extend services	2	**Covered under Outcome 6**	
Building a developmental state including improvement of public services and strengthening democratic institutions	**Outcome 9:** Responsive, accountable, effective and efficient local government system	Adopt IDP planning processes appropriate to the capacity and sophistication of the municipality	3	DR RSM does approve a District Framework & Process Plan 9 months before the start of the financial year on an annual basis	Municipalities that have reliable and credible Integrated Development Plans (IDP's) that are used as a guide for every development, programs and projects within that municipality.
		Implement the community work programme	3	The District municipality participates in CBP processes at a Local Level. The CBP processes are functional which make provision to identify community work programmes. Budget for Ward Programmes	
		Ensure ward committees are representative and fully involved in community consultation processes around the IDP, budget and other strategic service delivery issues	3	CBP is functional in all municipalities	Develop a coherent and cohesive system of governance and a more equitable intergovernmental fiscal system.
		Improve municipal financial and administrative capacity by implementing competency norms and standards and acting against incompetence and corruption	2	Implementation of Workplace Skills Plan	Build and strengthen the administrative, institutional and financial capabilities of municipality, and all municipalities should have clean audits by 2014.
Sustainable Resource Management and use	**Outcome 10:** Environmental assets and natural resources that are well protected and continually enhanced	Develop and implement water management plans to reduce water losses	1	Maintain and Upgrade water reticulation networks Water Services Development Plan in place on district level	
		Ensure effective maintenance and rehabilitation of infrastructure	1	SDBIP of the Department Infrastructure Development, Social Services and the District Municipality	

2009-2014 NATIONAL GOVENMENT STRATEGIC OBJECTIVES	2011/16 12 NATIONAL PRIORITY OUTCOMES	2011/16 12 NATIONAL PRIORITY OUTCOMES ROLE OF LOCAL GOVERNMENT	Thematic Area /KPA	2011/16 12 NATIONAL PRIORITY OUTCOMES DR RSM DM – STRATEGIC APPROACH DETAIL WILL BE CAPTURED IN SDBIPS	10 POINT PLAN
		Run water and electricity saving awareness campaigns	2	SDBIP of the Communications & Marketing Unit	
		Ensure proper management of municipal commonage and urban open spaces	1	SDBIP of the Department of Social Services/District Community Services Department	
		Ensure development does not take place on wetlands	3	SDBIP of the Department Rural Development and Human Settlement	
Pursuing African advancement and enhanced international cooperation	**Outcome 11:** Create a better South Africa and contribute to a better and safer Africa and World	Role of local government is fairly limited in this area. Must concentrate on:		Covered under Outcome 6	
		Ensuring basic infrastructure is in place and properly maintained	1		
		Creating an enabling environment for investment	1		
Building a developmental state including improvement of public services and strengthening democratic institutions	**Outcome 12:** An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship	Continue to develop performance monitoring and management systems	3	SDBIP of the Department of Municipal Manager	The creation of a single window of co-ordination, support, monitoring and intervention as to deal with uncoordinated interaction by other spheres of government with municipalities including unfunded mandate.
		Comply with legal financial reporting requirements	3	SDBIP of the MM and CFO	
		Review municipal expenditures to eliminate wastage	2	SDBIP of the MM and CFO	
		Ensure councils behave in ways to restore community trust in local government	3	SDBIP of the Corporate Services wrt to administration SDBIP of the Chief Whip wrt councillors	Restore the institutional integrity of municipality Develop and strengthen a politically and administratively stable system of municipalities. Uprooting of corruption, nepotism, maladministration in our system of local government.

Table 1: Alignment of National Priorities (IDP General Review, Dr. Ruth S Mompati 2012: 103 - 108)

Annexure D1

EPWP Report. Volume 2 (MIS Pipelines) Section E. (Presented in soft copy)

Annexure E

Municipal Summit 2011 - Post Summit Report (Portfolio Committee of Public Works)

Expanded Public Work Programme:

Municipal Summit 2011 - Post Summit Report

Portfolio Committee of Public Works

28 February 2012

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EXPANDED PUBLIC WORKS PROGRAMME






Content of the Presentation

- Theme of the Summit
- Purpose of the Summit
- Key discussions at the Summit
- Resolutions of the Summit 2011
- Post Summit Engagements
  - Progress per Province
- Conclusion



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Theme & Purpose of the Summit



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EXPANDED PUBLIC WORKS PROGRAMME

Municipal Summit Theme & Purpose

- Theme: ***"Accelerating towards the delivery of 4,5 million work opportunities for the poor"***

- The Summit was held on 2 - 4 November 2011, Gallagher Estate in Midrand

- The purpose of the Summit 2011 was to: ***"Ensure increased job creation by municipalities in order to reach the 4,5 million work opportunities target and 2 million FTE target."***

Content of the Municipal Summit 2011

- Imparted technical knowledge and an understanding of the EPWP Phase 2, especially in the context of the new political principals elected into office in 2011.
- Considered the progress against the 2010 Summit Resolutions.
- Debated key policy principles of the EPWP within the context of job creation imperatives and the performance of the EPWP since 2009/10.
- Considered best practice.
- Garnered the support of political principals and technical staff in terms of the EPWP Phase 2 targets.

Key discussions at the Summit

Key issues discussed at the Summit… (2)

- **Increased number of reporting municipalities** were noted by Chairperson of SALGA and the Free State MEC of Public Works, Ms Mabe.

- However, the Northern Cape MEC of Roads and Public Works, Mr Dawid Rooi noted that **under-reporting** exists on the Programme in that 43 municipalities did not report in any sector in 2011/12 (i.e. in either quarter 1 or 2).

- The Chairperson of the Portfolio Committee of Public Works noted that the Parliamentary Oversight visits have highlighted that municipalities have **not identified suitably trained officials to implement the EPWP within the municipality.**

Key issues discussed at the Summit... (3)

- Municipalities requested DPW to **expand and continue the provision of Technical Assistance to municipalities**. This technical support should be to ensure that labour-intensity on projects are increased especially because the application of labour-intensive techniques can generate 3-5 times more employment than conventional infrastructure projects, as noted by the ILO Guest speaker, Dr Addo Abedi.

- The Chairperson of the Portfolio Committee of Public Works noted there needs to be an **increased focus on attaining the full time equivalent targets** by ensuring that work opportunities are at least 100 days in duration.

- **Poor reporting in the Social Sector at municipal sphere** was noted in the commissions i.e. only 12 municipalities reported in 2010/11. This has been attributed to a lack of understanding of the social sector programmes.

Resolutions of the Summit 2011



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Municipal Summit Resolutions 2011...(1)

1. The summit noted progress made in signing the **protocols**. All outstanding protocols should be signed by 31 March 2012.

2. The Summit noted progress made in the development of **municipal EPWP policy endorsed by Councils** at local, district and metro level – and resolved that all municipalities will develop and endorse policy on EPWP by **June 2012**.

3. The Summit resolved that municipalities will ensure that their **Integrated Development Plans (IDPs)** prioritise the EPWP approach and methodology in their projects in order to optimise the creation of work opportunities

4. The Summit resolved that municipalities will **optimise their budgets** to deliver on the EPWP across all sectors, and will use labour-intensive methods in the delivery of projects in order to promote the creation of work opportunities.

Municipal Summit Resolutions 2011…(2)

5. The Summit noted the progress made by three provinces in establishing **District Forums**, and encouraged all other provinces to establish such forums.

6. **Best practices** of developing policy will be shared with all municipalities.

7. The DPW will provide intensified, focused **Technical Support** across all EPWP sectors to optimize the implementation of EPWP.

8. The Summit supported the **review of the integrated incentive models**.

Municipal Summit Resolutions 2011…(3)

9. The Summit resolved that there is a need for s**trengthened relationships between, NPOs and municipalities** to enhance implementation of the Non-State Sector.

10. The Summit resolves that there will be emphasis on the **implementation of EPWP in municipalities**.

11. Municipalities will **use labour intensive methods** in the delivery of projects in order to promote the creation of work opportunities.

12. Municipalities undertook to **intensify reporting** on work opportunities created on projects implemented.

13. The DPW will continue to develop and make available **implementation manuals** on EPWP.

Post Summit Engagements

Post Summit Engagements – Protocols Signed…(1)

- 26 more municipalities signed Protocols between 1 Nov 2011 – 24 February 2012. **See table 1 (for pre-) and Table 2 (post-) and Summit signing status.**

- **14 Protocols must still be signed out of 278**. The following provinces have outstanding agreements:
  - Gauteng: 1 Protocol (expect this agreement to be signed shortly)
  - KwaZulu Natal: 12 Protocols (road shows to municipalities underway, with an inter-departmental partnership between the Department of Transport, the Office of the Premier, Department of Cooperative Governance and Traditional Affairs and National Department of Public Works)
  - Western Cape: 1 Protocol (The West Coast Municipality has been extensively consulted and will not be signing. The municipality has indicated that it will not sign because it has no MIG funds)

Municipal Protocols Signed – Progress at the time of the Pre-Summit – 1 Nov 2011

Province	No of Muni's	Muni's that have signed	Muni's still to sign	% Muni's that signed
Eastern Cape	45	44	1	98%
Free State	24	23	1	96%
Gauteng	12	9	3	75%
Kwa-Zulu Natal	61	34	27	56%
Limpopo	30	30	0	100%
Mpumalanga	21	21	0	100%
Northern Cape	32	30	2	94%
North West	23	20	3	87%
Western Cape	30	27	3	90%
Total	**278**	**238**	**40**	**86%**

Municipal Protocols Signed – Post – Summit all agreements signed by 24 Feb 2012

Province	No of Muni's	Muni's that have signed	Muni's still to sign	% Muni's that signed	Muni's still to Sign
Eastern Cape	45	45	0	100%	
Free State	24	24	0	100%	
Gauteng	12	11	1	92%	CoJ Metro
Kwa-Zulu Natal	61	49	12	80%	Ugu DM, Vulamehlo, Umzumbe, uMuziwabantu , eMadlanugeni, Dannhauser, Ulundi, Hlabisa Mtubatuba, Mbonambi, Nkandla , Maphumulo
Limpopo	30	30	0	100%	
Mpumalanga	21	21	0	100%	
Northern Cape	32	32	0	100%	
North West	23	23	0	100%	
Western Cape	30	29	1	97%	West Coast LM
Total	278	264	14	95%	

Municipal Performance in 2009-10

	2009-10							
	Infrastructure		E & C		Social		Total - Reported	
Prov	WO	FTE	WO	FTE	WO	FTE	WO	FTE
EC	16,415	4,078	34	10.7			16,449	4,089
FS	2,493	827	279	26.7	943	69	3,715	923
GP	56,426	20,483	1,964	509.7	498	140	58,888	21,133
KN	28,455	8,705			3,671	422	32,126	9,127
LP	7,303	2,603	134	27.8			7,437	2,631
MP	3,373	604	186	48.5			3,559	652
NC	2,047	967					2,047	967
NW	5,656	1,526					5,656	1,526
WC	5,054	1,000	1,457	146.1	275	31	6,786	1,177
Total	**127,222**	**40,793**	**4,054**	**769.6**	**5,387**	**662**	136,663	42,225

Municipal Performance in 2010-11

	2010-11							
	Infrastructure		E & C		Social		Total	
Prov	WO	FTE	WO	FTE	WO	FTE	WO	FTE
EC	24,676	4,839	5,901	1,292	49	45	30,626	6,176
FS	5,397	1,969	553	184	52	45	6,002	2,199
GP	50,674	15,414	4,963	3,018	902	689	56,539	19,121
KN	21,555	5,981	236	26	56	39	21,847	6,046
LP	7,565	2,200	1,675	706			9,240	2,907
MP	5,404	1,392	644	162			6,048	1,554
NC	3,556	560	265	26			3,821	586
NW	6,097	1,595	402	66	34	7	6,533	1,669
WC	12,451	2,670	4,733	774	2,119	351	19,303	3,795
Total	**137,375**	**36,621**	**19,372**	**6,255**	**3,212**	**1,177**	**159,959**	**44,053**

Municipal Performance in 2011-12 – Up to Quarter 3

	2010-11							
	Infrastructure		E & C		Social		Total	
Prov	WO	FTE	WO	FTE	WO	FTE	WO	FTE
EC	28,192	5,375	8,219	1,515	92	35	36,503	6,924
FS	6,076	1,768	2,797	672	105	12	8,978	2,452
GP	27,313	10,071	7,049	2,619	3,270	1,011	37,632	13,702
KN	16,116	3,863	2,298	783	179	88	18,593	4,734
LP	11,435	2,084	2,342	750	5	2	13,782	2,835
MP	6,421	1,979	2,373	602	43	12	8,837	2,594
NC	1,723	291	1,552	274	0	0	3,275	565
NW	5,564	1,819	1,199	404	0	0	6,763	2,223
WC	16,542	3,546	9,478	1,830	1,295	209	27,315	5,585
Total	119,382	30,797	37,307	9,448	4,989	1,369	161,678	41,614

Eastern Cape Province – 45 municipalities

- Reporting by municipalities have progressively increased:
  - 2009/10: Only 23 municipalities reported
  - 2010/11: 42 municipalities reported. The following 3 municipalities did not report in 2009/10 and 2010/11: Great Kei, Nxuba and Sunday's River Valley
  - 2011/12 (3rd quarter): All 45 municipalities reported
- Collectively the municipalities within EC are reaching their work opportunity target, however, performance on the FTEs are a concern.

	Total Reported		Total - Target		% Reported Progress against Target	
Eastern Cape	WO	FTE	WO	FTE	WO	FTE
2009/10	16,449	4,089	28,559	9,779	58%	42%
2010/11	30,626	6,176	32,557	11,735	94%	53%
2011/12 (3rd quarter)	36,503	6,924	41,886	15,334	87%	45%
Total	**83,578**	**17,189**	**103,003**	**36,849**	**81%**	**47%**

Free State Province – 24 municipalities

- Reporting by municipalities have progressively increased:
  - 2009/10: Only 10 municipalities reported
  - 2010/11: 22 municipalities reported.
  - 2011/12 (3rd quarter): 23 municipalities reported

- In order to meet the overall targets, there will be improved focus on the no. of work opportunities being reported per municipality. There is now constant feedback to Municipal Managers.

	Total Reported		Total - Target		% Reported Progress against Target	
Free State	WO	FTE	WO	FTE	WO	FTE
2009/10	3,715	923	11,661	3,993	32%	23%
2010/11	6,002	2,199	13,294	4,792	45%	46%
2011/12 (3rd quarter)	8,978	2,452	17,103	6,261	52%	39%
Total	**18,695**	**5,574**	**42,058**	**15,046**	**44%**	**37%**

Gauteng Province – 12 municipalities

- Reporting by municipalities have progressively increased:
  - 2009/10: Only 9 municipalities reported
  - 2010/11: 11 municipalities reported.
  - 2011/12 (3rd quarter): 10 municipalities reported
- WO and FTE Targets are being met.

	Total Reported		Total - Target		% Reported Progress against Target	
Gauteng	WO	FTE	WO	FTE	WO	FTE
2009/10	58,888	21,133	32,204	11,028	183%	192%
2010/11	56,539	19,121	36,712	13,233	154%	144%
2011/12 (3rd quarter)	37,632	13,702	47,232	17,291	80%	79%
Total	**153,059**	**53,956**	**116,149**	**41,552**	**132%**	**130%**

KwaZulu Natal Province – 61 municipalities

- Reporting by municipalities have progressively increased:
  - 2009/10: Only 16 municipalities reported
  - 2010/11: 23 municipalities reported.
  - 2011/12 (3rd quarter): 41 municipalities reported

- Partnership between Office of the Premier, COGTA, Dept of Transport and NDPW to improve the reporting by municipalities.

	Total Reported		Total - Target		% Reported Progress against Target	
KwaZulu Natal	WO	FTE	WO	FTE	WO	FTE
2009/10	32,126	9,127	38,201	13,081	84%	70%
2010/11	21,847	6,046	43,549	15,697	50%	39%
2011/12 (3rd quarter)	18,593	4,734	56,027	20,511	33%	23%
Total	**72,566**	**19,907**	**137,777**	**49,289**	**53%**	**40%**

Limpopo Province – 30 municipalities

- Reporting by municipalities have progressively increased:
  - 2009/10: Only 22 municipalities reported
  - 2010/11: 28 municipalities reported.
  - 2011/12 (3rd quarter): 29 municipalities reported

- No of work opportunities being reported per municipality is low. To be addressed through constant feedback to the municipality and technical support.

	Total Reported		Total - Target		% Reported Progress against Target	
Limpopo	WO	FTE	WO	FTE	WO	FTE
2009/10	7,437	2,631	22,066	7,556	34%	35%
2010/11	9,240	2,907	25,155	9,067	37%	32%
2011/12 (3rd quarter)	13,782	2,835	32,363	11,848	43%	24%
Total	**30,459**	**8,373**	**79,584**	**28,471**	**38%**	**29%**

Mpumalanga Province – 21 municipalities

- Reporting by municipalities have progressively increased:
  - 2009/10: 20 municipalities reported
  - 2010/11: 21 municipalities reported.
  - 2011/12 (3rd quarter): 21 municipalities reported

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- Reporting staring to improve due to increased participation in the E&C sector. District Steering Committee's are being formed.

	Total Reported		Total - Target		% Reported Progress against Target	
Mpumalanga	WO	FTE	WO	FTE	WO	FTE
2009/10	3,559	652	12,212	4,182	29%	16%
2010/11	6,048	1,554	13,922	5,018	43%	31%
2011/12 (3rd quarter)	8,837	2,594	17,911	6,557	49%	40%
Total	**18,444**	**4,800**	**44,045**	**15,757**	**42%**	**30%**

Northern Cape Province – 32 municipalities

- Reporting by municipalities have progressively increased:
  - 2009/10: 8 municipalities reported
  - 2010/11: 23 municipalities reported.
  - 2011/12 (3rd quarter): 23 municipalities reported

- Increased no of municipalities reporting. No of work opportunities reported per sector is low. District Steering Committee's have been formed.

	Total Reported		Total - Target		% Reported Progress against Target	
Northern Cape	WO	FTE	WO	FTE	WO	FTE
2009/10	2,047	967	4,698	1,609	44%	60%
2010/11	3,821	586	5,356	1,930	71%	30%
2011/12 (3rd quarter)	3,275	565	6,890	2,522	48%	22%
Total	**9,143**	**2,118**	**16,944**	**6,061**	**54%**	**35%**

North West Province – 23 municipalities

- Reporting by municipalities have progressively increased:
  - 2009/10: 15 municipalities reported
  - 2010/11: 22municipalities reported.
  - 2011/12 (3rd quarter): 19 municipalities reported
- No of work opportunities reported per sector is low. District Steering Committee's has been formed in Bojanala DM.

North West	Total Reported		Total - Target		% Reported Progress against Target	
	WO	FTE	WO	FTE	WO	FTE
2009/10	5,656	1,526	14,283	4,891	40%	31%
2010/11	6,533	1,669	16,282	5,869	40%	28%
2011/12 (3rd quarter)	6,763	2,223	20,948	7,669	32%	29%
Total	**18,952**	**5,418**	**51,513**	**18,428**	**37%**	**29%**

Western Cape Province – 30 municipalities

- Reporting by municipalities have progressively increased:
  - 2009/10: 11 municipalities reported
  - 2010/11: 30 municipalities reported.
  - 2011/12 (3rd quarter): 30 municipalities reported
- District Steering Committee's are critical in the performance of the municipalities.

Western Cape	Total Reported		Total - Target		% Reported Progress against Target	
	WO	FTE	WO	FTE	WO	FTE
2009/10	6,786	1,177	11,523	3,946	59%	30%
2010/11	19,303	3,795	13,137	4,735	147%	80%
2011/12 (3rd quarter)	27,315	5,585	16,901	6,187	162%	90%
Total	**53,404**	**10,557**	**41,561**	**14,868**	**128%**	**71%**

Overall Summary – Municipalities against targets

- Reporting by municipalities have progressively increased:
  - 2009/10: 142 municipalities reported
  - 2010/11: 217 municipalities reported.
  - 2011/12 (3rd quarter): 244 municipalities reported
- District Steering Committee's are critical in the performance of the municipalities.

All Provinces	Total Reported		Total - Target		% Reported Progress against Target	
	WO	FTE	WO	FTE	WO	FTE
2009/10	136,663	42,225	175,406	60,064	78%	70%
2010/11	159,959	44,053	199,963	72,077	80%	61%
2011/12 (3rd quarter)	161,678	41,614	257,262	94,180	63%	44%
Total	**458,300**	**127,892**	**632,632**	**226,321**	**72%**	**57%**

Conclusion..(1)

- Generic EPWP Municipal Policy Guidelines (Resolution 2) has been developed by DPW. Consultations underway with Provinces. Saldanha Bay LM, Nelson Mandela Metro, Stellenbosch LM, eThekwini Metro, City of Johannesburg have approved Municipal Policy.
- Data capturing (30 data capturers) assistance provided to provinces to address under-reporting by DPW: EC – 5, FS – 3, GP – 4, KZ – 5, LP – 3, MP – 2, NC – 2, NW – 2, WC – 3)
- Since the Municipal Summit District Steering Committee's (Resolution 5) have been formed in:
  - Ehlanzeni District (Mpumalanga Province)
  - Sisonke District (KwaZulu Natal Province)
  - Bojanala District (North West Province)
  - Eastern Cape, Western Cape and Northern Cape have District Steering Committees in all Districts.
  - All other provinces in a planning phase

Conclusion... (2)

- The following studies have been developed to assist municipalities (Resolution 6: Development of Best Practice)
  - Vuk'uphile Contractor study (completed Feb 2012)
  - Non-State Sector study (December 2012)
  - Cross-sectional study (Finalising consultation)
  - Environment & Culture Sector Profiling (Feb 2012)
  - Food for Waste Model Document (Oct 2011)
  - Case Study for Food for Waste Studies (October 2011)
- EPWP integrated Incentive Grant Model (infrastructure and environment & culture) has been reviewed and finalised. (Resolution 8: Revision of the Incentive Model)
- 967 (NQF 5) and 161 (NQF 7) out of the targeted 1000 municipal officials trained on labour intensive methods. (Resolution 11: Increased application of labour-intensive techniques).
- DPW is finalising technical support plans to municipalities. Finalising in March 2012.

Thank-you.

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Annexure F

The Municipal Performance Monitoring, Evaluation and Reporting Framework

Department of
Local Government And Traditional Affairs

MUNICIPAL PERFORMANCE

MONITORING, EVALUATION AND REPORTING FRAMEWORK.

Draft - Version 1 - May 2010

the dlgta

Department:
Local Government and Traditional Affairs
North West Provincial Government
REPUBLIC OF SOUTH AFRICA

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1. INTRODUCTION

The introduction of the **Local Government Turn Around Strategy** has once again place a great challenge to the department, to test our coordination capabilities, but most of all to test our ability to change the way we have been doing things and adapt to the new concept of **"a single window of coordination"** in supporting municipalities.

A key role of the provinces and the department in particular in the implementation of the LGTAS will be support, monitoring, and reporting on provincial sector performance regarding provincial interventions by provincial sector departments as well as municipal turnaround strategies.

All spheres of government will monitor and report on the implementation of LGTAS through the established Monitoring, Reporting and Evaluation Team as part of the Provincial Support Team. Good practices will be recorded and a knowledge management repository established.

Monitoring of progressive achievement of these targets/interventions and indicators will be required, followed by regular progress reports to EXCO, MINMEC and COGTA. Department of Local Government and Traditional Affairs in consultation with Office of the Premier as a team (Monitoring and Evaluation units) will be responsible for support coordination, monitoring, reporting and evaluation of both the provincial interventions by sector departments and municipal turnaround strategies.

To ensure that we have an effective monitoring and reporting system that will allow for systematic gathering of credible data (which will be categorized as primary and secondary) and enhance monitoring and reporting as a department, Thematic Working Teams Coordinators as project leaders, Sector Departments LGTAS/MTAS coordinators and the Municipal Managers (Section 57 Managers) as MTAS coordinators will be responsible for submission of monthly reports. These coordinators will be expected to reports on their specific priority interventions as projects towards the realization of the LGTAS objectives and Pre-2011 Priorities.

Currently after the completion of the first and second phase of the Local Government Turnaround Strategy; already the department is inundated with a lot of manual reports

that need to be analyzed and coordinated in support of the strategy.

Data packaging or **Information Management** principles needs to be implemented to help in tracking the monitoring of the strategy, more than ever before as an individual municipality's analysis has to be done for a specific municipal project/s for monitoring processes.

The Municipal Turn Around strategy (**MTAS**) templates requires us to develop indicator/s for each and every focal area that is identified as a remedial measure to turn the municipality around. Therefore a detailed set of indicators measuring the identified outputs, processes and inputs will then be developed in order to measure performance of the LGTAS and overall performance of municipalities. The cooperation and contribution of each unit in the department and sector departments will be critical in support of this initiative, especially in supplying data for reporting purposes.

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Whilst implementation continues, the department (DLG&TA) will prepare for monitoring and the annual municipal assessment process, geared towards performance of the TAS.

An effective system of monitoring and reporting will be put in place to allow for systematic gathering of credible data (which will be categorized as primary and secondary) that will support implementation.

2. BRIEF DESCRIPTION OF MONITORING PROCESSES

Monitoring tracks changes in services provided (outputs) and the desired results (outcomes), providing the basis for accountability in the utilization of resources.

Monitoring can be put into place as a management tool that may be sustained over time. It can be used to improve initiatives by identifying aspects that are working according to plan and yielding positive results, while on the other hand it can identify those initiatives that need mid-course corrections.

Monitoring to be able to successfully track changes in outputs and outcomes and to be able to be used as a useful management tool, the following processes are critical to be adhered to:

- Development and definition of indicators to measure the progress made towards meeting relevant objectives
- Data collection mechanisms for and monitoring systems to collate data on indicators
- Data verification, validation and systems clean up
- Data analysis to determine outputs, outcomes and trends
- Report writing on the progress made on implementation
- Distribution and feedback mechanisms across the entire spectrum of relevant stakeholders.

3. INFORMATION MANAGEMENT AND REPORTING DATABASE

The use of information systems in monitoring provides a reliable flow of information to allow management to keep abreast with the progress in the implementation of policy thrusts, programmes and activities based on decisions made in different gatherings.

Information systems facilitate assessment of the quality, quantity and timeliness of policy and programme inputs while operational constraints towards programme and policy effectiveness are identified, thus gaps may be addressed.

They may further provide contextual information for evaluation processes.

The Department has invested lot of time and resources in the purchasing of an electronic solution in the endeavor of managing our Data/Information in the Department (Local Government and Development Planning Chief Directorate) through the **Integrated Municipal Management Information System (IMMIS).** This investment has not as yet benefitted the department because of some of the issues identified in the **LGTAS;** i.e. **Support to municipalities not being coordinated properly etc.** The concept of a **"single window of coordination"** to municipalities will provide a single point of conversion; where data will be arrested and populated in some sort of a database for easier management, reporting and information sharing.

The creation of a **Monitoring, Evaluation and Support** Directorate is another advantage to have dedicated archives of data for monitoring and evaluating performance of projects directed to municipalities as per the **MTAS**. This directorate being tasked with the M&E of the MTAS and overall municipal performance will require the support of all Thematic Area's managers in providing credible data relating to the monitoring of the MTAS. Critical to the exercise will be the identification of relevant indicators to use in the monitoring and evaluation part of the MTAS.

3.1 IMMIS as a Project

Some of the problems identified in the unsuccessful implementation of the IMMIS project as a project is blamed on the un-coordinated way in municipal data gathering and undefined processes to populate the IMMIS database. To ensure the system benefit the department, the following is key:

- Development and adoption of a set of relevant indicators
- Adoption of reporting template aligned to indicators and automation
- Identification of end-users for electronic reporting/data capturing

Through the system, as a department we have successfully extracted municipal financial and non financial reports through LGNet. The system is more relevant now than before to effectively monitor and report on LGTAS/MTAS interventions as projects. What should happen is that Extracts that are received should be loaded as soon as they are placed onto LGNet and the end-users/manager responsible for M&E should be informed when new data is loaded. That person should then be responsible for checking and analysing the data and using it for assessment outcomes to assist management to make decisions and arrange interventions.

3.2 Early Warning System

The Early Warning System was identified as a strategic imperative for the Province, both to monitor internal activities, as well as to monitor key performance areas for each municipality, providing a warning when certain conditions are not being met. However, in order for this to work, it is critical to have these KPAs or KPIs defined, to decide what conditions constitute risk and to collect data in support of the measures.

To date, the data format has not been agreed and the data is not being reliably collected from all municipalities. Only once this has been defined and processes exist to collect the data, can the loads for the data be created, and the KPIs developed.

The demonstration/ pilot for the Early Warning system was created originally with a single set of data, which has never been updated. The templates for the format of collection were supplied, but for various reasons, this data has been unavailable. Since the upgrade to version 4 of the WebFOCUS Performance Management Framework necessitated a considerable amount of work to re-apply the changes for the Early Warning System, it was agreed that the Early Warning System would not be applied to the new system, until data could be collected and updated and the upgrade handled as a project. The time that would have been used in customising this system was used for interaction with Service Providers the and collection of data from various municipalities....."

This proposal tries to close the identified gaps; for the benefit of all users to be able to monitor the MTAS implementation.

4. DEVELOPMENT AND DEFINITION OF RELEVANT INDICATORS

Indicators development is based on goals and objectives for government and these indicators may be calculated on the basis of description and formulae allocated to measure progress made (monitoring) or determining causality (impact assessment). The process involves the following:

- Method for acquiring information on indicators,
- Responsibility for collection
- Info./data source
- Frequency for updating

Role of Municipal Performance Monitoring, Reporting, Evaluation and Support Team

- Spearheading the indicator development based on LGTAS/MTAS Implementation Plan
- Setting in place collection, collation and report-back/feedback mechanisms

4.1 Defining an Indicator:

- Is a unit of measurement eg. Kilometers of road, previously untarred, that has been tarred in a given year.
- Tells us something about change over time, e.g. financial indicators tells us about stock market process going up or down;
- Helps to simplify phenomena, e.g. pass rates in Grade 10 in a given year at a school is a simplified measure of learning taking place among learners.
- Helps us understand complex realities e.g. when solving maths problems, a tick indicates a correct answer, and a cross, an incorrect one, even though there may be many thought processes to arrive at the answer.

4.2 Indicators and Precise definitions of term

In order to measure something, you need to know what precisely you are measuring. You also need to know that other people examining the phenomenon, or looking at M&E findings about it, understand the issue in the same way as you do.

The greatest challenge lays in the development of simple yet smart indicators that will indicate to us how the LGTAS is doing over all in its implementation at local level. Our slogan of **"together doing more, better"** has not been more relevant than now. Developing these indicators will require everybody's input and dedication in determining the correct measures that will be periodically populated or updated to give the right signals.

It is important that we develop a system that will be tested first (paper system of course) and then option to automate can be considered.

4.3 Draft indicators to consider for the Draft Provincial LGTAS Implementation Plan

Having identified the complexities and time needed to develop these indicators; the following draft indicators developed per thematic theme to properly monitor the implementation of the LGTAS/MTAS Plan. Each Thematic manager will be required to expand these indicators and add from his/her theme indicators to be compounded on this list utilizing the provided Data Collection template. This will help to coordinate all measures

and properly store and register key areas that need to be considered when developing the model for performance measure on the TAS.

The following are some of the draft indicators under consideration per Thematic Area:

Municipal Governance and Administration

Political intervention programme by the district mayor, MEC and/or Minister to stabilize the councils
• Number of municipalities where political intervention programme has been rolled out
• Number of municipalities where IGR is revived and empowered
• Number of municipalities where political office has been strengthened
• Number of municipalities where MTAS – Specific Izimzo/Road Show were held
• Conduct relationship and team building exercises for councilors and officials
• Number of municipalities where Relations Building Workshops for councilors, officials and traditional leaders were conducted
Municipal Planning and Development
• Number of municipalities assisted to develop their local economic development strategies
• Number of municipalities with upgraded infrastructure to support implementation of LED strategies
• All municipal SDFs reviewed
• Shared Services Model developed
• Approved PMS Frameworks and policies
• Effective shared audit services to serve the whole district

5. DEVELOPMENT OF DATA COLLECTION MECHANISMS FOR INDICATORS

Data Collection and Capturing

The important aspect when we want to automate the indicators and report out of them is that data collection processes should be defined and agreed upon by all stake holders. Currently our data collection is done haphazardly; not structured hence the loss of

critical data that could have lead to major and critical decisions being made by management; this data might be hidden in big reports sitting in someone's PC etc. Communication amongst departmental directorates is very poor. Sharing of information is totally none existent hence the problems we are sitting with currently in terms of **data management.**

Proposal is hereby presented to propose that all data collection methods be **centralized** at the chief directors office; i.e. The chief director will have to approve all **templates** to gather/request data from municipalities in conjunction with the M&E Directorate; an example will be; as thematic managers develop templates to collect performance data from municipalities to monitor them; that template should be approved by the Chief Director and forwarded to the M&E directorate for adoption. This will help to close the gap already identified as challenges in terms of information sharing etc.

Database development or system development is to endorse agreed principles as set standards to report our achievements or non achievements, as a collective have to decide what and at what standard do we intend to build our Monitoring and Reporting database.

Our proposal to tighten the flow of information is to make sure that we develop a database that will give us a true picture of the situation as closely as possible to the status of performance of our municipalities. The advantages are enormous if we can succeed, for example we will have our own:

- **Reports that will tell of the performance of our project at a given time; (Early Warning Systems)**
- **Have a scorecard to indicate where the weak link is and find ways to remedy by observing the trends.**
- **Share information easily as required and debate the performance indicators instituted and improve them if need arise. etc**

Directorate Municipal Performance Monitoring, Reporting, Evaluation and Support amongst other things will be responsible for:

- Development of Data Collection Template in line with the agreed indicators
- Data Collection
- Verification and Validation of data collected
- Report writing

Data Collection template is attached as Annexure E for consideration and adoption.

Responsibility for collection, Information/data source and frequency for updating/ reporting

- The MRES Team will be responsible for collection of data
- Information/data sources will be the Thematic Coordinators, MTAS/LGTAS Coordinators
- The data will be updated monthly, the coordinators as end-users will be expected to submit monthly reports every Tuesday of the first week of the month.

6. BRIEF DESCRIPTION OF IMPACT ASSESSMENT PROCESS

The purpose of impact assessment is primarily to measure the degree of change attributable to a particular initiative or intervention. Basically, impact assessment addresses the question of causality. What differentiates the two processes is the evaluation techniques which might just include trend analysis in the case of monitoring and the analytic techniques used in impact assessment.

It determines how much of the observed change in the outcome (quality of life, access to services e.t.c) at the population can be attributable directly to the implementation of government policies and programmes and not to other factors.

The level of analysis for assessing the impact of government policies and programmes is the population (beneficiaries). In this case, the level of analysis for the assessing of the impact of Local Government Turnaround Strategy Implementation Plan as a municipal support programme is the beneficiaries and Municipality as an institution.

Lessons from the 5 year strategic agenda and previous interventions/support plans are crucial and must be documented for purposes of future planning and reviews (based on indicators).
This process amongst other things will include the following:

- Development of assessment frameworks (modeling)
- Collection and collation of data from different sources in relation to developed models
- Interpretation of results/findings to determine relationships
- Report writing on the impact of government interventions to the population
- Distribution of reports to relevant stakeholders

7. INTRODUCING METHODOLOGICAL SHEETS

Like in any system development that deals with data; Metadata is critical to describe the strengths; weaknesses; standard etc of the data for someone who would like to use the data in the future.

The need to do a similar exercise is required; hence the introduction of the Scorecard dictionary of measures that will feed to the Citizen's Report Card (CRC).

This approach will compel thematic managers to think of indicators that are **specific; measurable; achievable; relevant; and time bound (SMART).**

The ideal development of indicators would be very much understandable if documenting the development methods, where the descriptions under which the indicators were developed; the environment; and standards to which they should adhere to is identified and documented. This will be helpful for future use and confirm definitions of the indicators.

8. TEMPLATE TO COLLECT INDICATORS

This developed template tries to collect indicators that will be used as a start to monitor the MTAS as is being implemented. These indicators will be the ones that will be automated when we reach the stage to develop the database for monitoring and reporting.

INDICATORS REQUIRED DEPARTMENTAL PROGRAMMES

LEGEND ON PRIORITY

CSofLGI = Core set of Local Government Indicators
QPR = Quartely Performance Reports
MTAS = Municipal Turn Around Strategy
NT= National Treasury
Outcome 9 = Delivery Agreement of the Minister
PMTAS = Provincial Monitoring of Turn Around Strategy

INDICATORS EXPECTED TO BE REPORTED ON (MR MOIPOLAI)

No.	GOVERNANCE AND ADMINISTRATION	Priority
1	**Number of identified smaller municipalities with filled critical positions**	Outcome9
2	**Number of identified smaller municipalities implementing the performance contracts for municipal managers**	Outcome9
3	**Number of municipal support plans developed**	NT
4	**Number of municipalities where shared services is implemented**	NT
5	Updated and credible indigent registers in all municipalities	PMTAS
6	**Number of ward committees supported in terms of the funding model**	Outcome9
7	**Number of Functional Councils**	Outcome9
8	**Number of municipalities with functional ward committees**	NT
9	**Number of municipalities with skills plan adopted**	NT
10	**Number of competency assessment of section 57 managers conducted**	NT

11	**Number of councillor leadership training programmes implemented**	NT
12	**% of functional ward committees in terms of the new model**	MTAS
13	**Number of ward committee management meetings held and percentage attendance by members**	MTAS
14	**Number of community meetings held**	MTAS
15	Policy framework developed and gazetted for effective CDWs	CSofLGI
16	% of Ward Committees that have undergone training	CSofLGI
17	Number of municipalities that have developed the LG Youth Policy Framework	CSofLGI
18	Number of municipalities with a functional complaint management system	CSofLGI
19	Number of municipalities with a policy for traditional leadership	CSofLGI
20	% of critical posts filled	MTAS
21	**Number of Municipal Managers appointed as a % of the total (not acting)**	CSofLGI
22	**Number of female Municipal Managers appointed as a % of the total**	CSofLGI
23	Number of Municipal Managers undergone Leadership Development Training	CSofLGI
24	**Number of Section 57 Managers appointed as a % of the total (not acting)**	CSofLGI
25	**Number of female Section 57 Managers appointed as a % of the total**	CSofLGI
26	Number of Section 57 Managers undergone Leadership Development Training as a % of the total (per designated group)	CSofLGI
27	Number of elected Councillors	CSofLGI
28	Number of women Councillors elected	CSofLGI
29	**Number of women Executive Mayors appointed**	CSofLGI
30	Number of Councillors that have undergone Leadership Development Training	CSofLGI
31	**Number of women Councillors as a % of the total**	CSofLGI
32	**Number of women Mayors as a % of the total**	CSofLGI
33	Number of municipalities with CFOs appointed	CSofLGI
34	Number of municipalities with LED managers	CSofLGI
35	Number of municipalities with engineers	CSofLGI
36	Number of municipalities with LED specialists deployed to assist nodal areas	CSofLGI
37	Number of municipalities with engineers deployed to support nodal areas	CSofLGI

38	Number of municipalities implementing competency profiles/ frameworks for:(a) councillors, (b) senior managers, (c) scarce skills, (d) other employees and (e) none of the above	CSofLGI
39	Number of municipalities that have completed a skills audit and have available database information	CSofLGI
40	Number of municipalities who contribute to a levy to the LGSETA	CSofLGI
41	Number of municipalities that have appointed a Skills Development Facilitator	CSofLGI
42	Number of municipalities with an active Training Committee	CSofLGI
43	Number of municipalities that submit their workplace skills plan (WPSP), including scarce skills needs to LGSETA	CSofLGI
44	Number of municipalities that report on their training which is in line with the WPSP contents	CSofLGI
45	Number of employees per municipality, per occupational group (a) belonging to a professional body and (b) in possession of a professional body qualification versus the actual number of empoyees per municipality in that occupational grouping	CSofLGI
46	Number of municipalities with a Skills Development Strategy and Plan	CSofLGI
47	**% of municipal budget actually spent on implementing the Work place Skills Plan**	CSofLGI
48	**Number of municipalities with section 57 managers with the same contract period as Municipal Managers**	CSofLGI
49	Number of municipalities implementing a contract management system	CSofLGI
50	**Number of Policies, Guidelines and Legislation formulated (Municipal Administration)**	QPR
51	**Number of Policies, Guidelines formulated (Municipal Finance)**	QPR

Public Participation

INDICATORS EXPECTED TO BE REPORTED ON (MOIPOLAI)

No.	Priority
1	Number of municipalities where full CDW programmes are implemented	NT
2	**Number of Izimbizo held by MECs, Mayors & Councillors**	NT
3	**No of Imbizo supported**	NT
4	**Number of citizen satisfaction surveys conducted**	NT
5	**Number of community meetings held**	MTAS
6	Policy framework developed and gazetted for effective CDWs	CSofLGI

7	Number of CDW deployed within the Municipality and services rendered	CSofLGI
8	Number of municipalities with a system for monitoring and evaluating the implementation of CDWs and ward committees established	CSofLGI
9	**Number of municipalities that conducted a citizen satisfaction survey**	CSofLGI
10	Number of municipalities that have developed the LG Youth Policy Framework	CSofLGI
11	Number of municipalities implementing the LG Youth Policy Framework	CSofLGI

Financial Management

INDICATORS EXPECTED TO BE REPORTED ON (Ms Mofokeng)

No.	FINANCIAL MANAGEMENT	Priority
1	**Number of smaller municipalities fully implementing a Simple Revenue plan**	Outcome9
2	**Timeous submission of municipal compliance reports (section 71, & section 46)**	PMTAS
3	**Percentage of Municipalities with unqualified audit opinions**	Outcome9
4	**Percentage of municipalities with current debtors more than 50% of own revenue**	Outcome9
5	**Percentage of municipalities that are overspending on OPEX budget**	Outcome9
6	**Percentage of municipalities under spending on CAPEX**	Outcome9
7	Monthly collection rate on billings	Outcome9
8	Percentage of municipalities spending less than 5% of OPEX on repairs and maintenance	Outcome9
9	Implementation of the SCM Policy by municipalities	Outcome9
10	**Number of municipalities that are implementing MFMA**	NT
11	**Number of municipalities supported with MFMA implementation**	NT
12	**Number of municipalities that have achieved unqualified audits**	NT
13	**Number of municipalities supported in AFS preparation**	NT
14	**Number of municipalities submitted AFS by 31 August.**	NT
15	**Number of municipalities that are implementing MPRA**	NT
16	**Number of municipalities that are supported in MPRA implementation**	NT

17	Number of municipalities monitored on the implementation of grant funding	NT
18	Monthly collection rate on billings	MTAS
19	Percentage growth in revenue collected by the municipality as a % of projected revenue target.	MTAS
20	% of budgeted revenue for property rates collected (Implementation of the Municipal Property Rates Act, 2004 (Act no. 6 of 2004))	MTAS
21	Grants as a % of revenue received	MTAS
22	**R debtors outstanding as a % of own revenue**	MTAS
23	**% of debt over 90 days**	MTAS
24	Percentage of debt collected as a percentage of money owed to the municipality	MTAS
25	Monthly operational expenditure as a percentage of planned expenditure	MTAS
26	Monthly capital expenditure as a % of planned capital expenditure	MTAS
27	**% of operational budget spent on repairs and maintenance**	MTAS
28	**Audit opinion**	MTAS
29	Timeous adoption of budget	MTAS
30	Timeous submission of annual financial statements	MTAS
31	Timeous submission of annual reports	MTAS
32	Updated and credible asset register	MTAS
33	Functional supply chain management system	MTAS
34	**Number of municipalities that received an Un-Qualified Audit Report**	CSofLGI
35	Number of municipalities that submitted quarterly financial reports on time	CSofLGI
36	Number of municipalities receiving the MSIG	CSofLGI
37	% of MSIG spent per municipality	CSofLGI
38	Number of approved MSIG Business Plan implemented by the Municipality (current fiscal period)	CSofLGI
39	Number of municipalities with a Debt Reduction Strategy	CSofLGI
40	Total Value of the Municipal debt (R value)	CSofLGI
41	% of municipal debt reduced (R value)	CSofLGI
42	% of municipalities with an efficient billing system	CSofLGI

43	Number of municipalities with a with a Property Rates policy	CSofLGI
44	% increase in own revenue generation by the Municipality?	CSofLGI
45	Financial Audit committees established and functional	CSofLGI
46	Number of municipalities with Valuation Rolls	CSofLGI
47	% of capital budget allocated as a proportion of the total budget	CSofLGI
48	Number of municipalities with an adopted and implemented Supply Chain Management policy	CSofLGI
49	Number of municipalities with an Internal Audit unit	CSofLGI
50	Number of municialities with an Asset and Liability Management system	CSofLGI
51	Number of municipalities with a Cash Management and investment policy	CSofLGI
52	Number of capacity building programmes implemented (Municipal Finance)	QPR
53	Number of Policies, Guidelines formulated (Municipal Finance)	QPR

Basic Service Delivery

INDICATORS EXPECTED TO BE REPORTED ON (MISH)

No.	Basic Service Delivery	Priority
1	Number of housing projects implemented through the aligned MIG/PIG and housing grants	Outcome9
2	Number of technical experts deployed to municipalities	NT
3	Number of municipalities where shared services is implemented	NT
4	**Updated and credible indigent registers in all municipalities**	PMTAS
5	**Number of Municipalities that have registered projects on MIIS**	NT
6	**Number of Municipalities submit monthly reports on MIG performance**	NT
7	**Number of Municipalities that have been supported on MIG spending**	NT
8	**Number of Households with Access to Basic (or higher) Water**	MTAS
9	**Number of Households with Access to Basic (or higher) Sanitation**	MTAS
10	**Number of Households with Acess to Basic (or higher) Electricity**	MTAS

11	**Number of Households with Access to Basic (or higher) Refuse Removal.**	MTAS
12	**Kilometer of New Municipal Roads Constructed.**	MTAS
13	**Number of Households with Access to Free Basic Water.**	MTAS
14	**Number of Households with Access to Free Basic Electricity.**	MTAS
15	**Number of Households in Informal Settlements provided with Water**	MTAS
16	**Number of Households in Informal Settlements provided with Sanitation.**	MTAS
17	**Number of Households in Informal Settlements provided with Electricity.**	MTAS
18	**Number of households in informal settlements per municipality**	CSofLGI
19	**% indigent households with access to Free Basic Sanitation**	CSofLGI
20	Number of municipalities with Indigent Policies	CSofLGI
21	% of indigent households registered per municipality	CSofLGI
22	**Number of schools with piped water supply**	CSofLGI
23	**Number of schools without piped water supply**	CSofLGI
24	**Number of schools with flush toilets**	CSofLGI
25	**Number of schools using VIPs**	CSofLGI
26	**Number of clinics with water supply**	CSofLGI
27	**Number of clinics with flush toilets**	CSofLGI
28	number of buckets eradicated per municipality	CSofLGI
29	number of buckets oustanding per municipality	CSofLGI
30	% of volume of general waste recycled against the total volume of general waste	CSofLGI
31	% of municipal landfill volume licensed according to the Environmental Conservation Act	CSofLGI
32	km of new road infrastructure approved for construction	CSofLGI
33	km of roads maintained per municipality	CSofLGI
34	Number of indigent households with access to refuse removal	CSofLGI
35	**Number of Policies, Guidelines formulated (Municipal Infrastructure)**	QPR
36	**MIG expenditure a % of annual allocation**	

Local Economic Development

INDICATORS EXPECTED TO BE REPORTED ON (MAKHATHE)

No.	Local Economic Development & Spatial Planning	Priority
1	Number of Municipalities with SDPs aligned to the PSDF and PGDS	NT
2	Number of Municipalities implementing LUMS	NT
3	Number of Municipalities supported to develop their LUMS	NT
4	Nr of municipal IDP's indicating provincial sector commitments	PMTAS
5	**Nr of municipalities that have simplified IDP's**	PMTAS
6	Number of Capacity Building Programmes Implemented (Spatial Planning)	QPR
7	**Number of Municipal Land Use Management System Facilitated. (Spatial Planning)**	QPR
8	Number of Capacity Building Programmes Implemented (Development Administration/ Land Use Management)	QPR
9	Number of Capacity Building Programmes Implemented (IDP)	QPR
10	Number of municipal performance management system facilitated (IDP)	QPR
11	Number of Capacity Building Programmes Implemented (LED/Development & Planning)	QPR
12	Number of Land Use Management Plans Developed (Traditional Land Administration)	QPR
13	Number of municipalities in which the CWP is implemented	Outcome9
14	Number of jobs created through supported cooperatives	Outcome9
15	Number of Municipalities with LED strategies/plans reviewed annually	NT
16	Number of Municipalities with LED structures	NT
17	**Nr of job opportunities created through the CWP**	MTAS
18	**Number of wards per municipality implementing the CWP**	MTAS
19	**Nr of cooperatives established and still functional in wards where the CWP is implemented**	MTAS
20	**LED strategy adopted**	MTAS
21	**LED strategy and plans are aligned with PGDS**	MTAS
22	Number of district municipalities with an LED Strategy approved and adopted by Council	CSofLGI

23	No of new formal enterprises and cooperatives established in the LM area of jurisdiction (current fiscal period)	CSofLGI
24	% work contracted out by municipalities to SMMEs	CSofLGI
25	Number of permanent employment opportunities created (current fiscal period) designated groups	CSofLGI
26	Number of public-private partnerships established to promote LED	CSofLGI
27	% employment rate (current fiscal period) within PPP projects	CSofLGI
28	Number of municipalities with support programmes for SMMEs	CSofLGI
29	Average time it takes for municipalities to provide trading licences	CSofLGI
30	Number of tourism initiatives undertaken by municipalities	CSofLGI
31	Types of tourism initiatives per municipality	CSofLGI
32	Number of municipalities with action plans from the Growth and Development Summits	CSofLGI
33	Number of economic experts deployed to the municipalities	CSofLGI
34	Number of municipalities with completed Nodal Investment Atlas	CSofLGI
35	Number of municipalities with Economic Development Agencies	CSofLGI
36	Number of Policies and Guidelines (LED)	QPR
37	Number of municipalities with LED specialists deployed to assist nodal areas	CSofLGI
38	Number of municipalities with engineers deployed to support nodal areas	CSofLGI
39	Number of credible IDPs adopted within statutory timeframe	CSofLGI
40	Number of municipalities that did not complete the IDP review process per province	CSofLGI
41	Number of municipalities that have draft IDPs	CSofLGI
42	Number of credible IDPs approved/ adopted by Council	CSofLGI
43	Number of municipalities that submit their IDPs to the MEC for LG	CSofLGI
44	Number of municipalities with an approved Spatial Development Framework	CSofLGI
45	Number of municipalities receiving the LEDF	CSofLGI

Disaster

INDICATORS EXPECTED TO BE REPORTED ON (Makhathe)

No.	Output 1: Implement a Differentiated Approach to Municipal Financing, Planning and Support	Priority
1	% of municipalities with an environmental management plan	CSofLGI
2	% of Metros and Districts that have developed municipal disaster management frameworks	CSofLGI
3	**% of Metros and Districts that have developed municipal disaster management centres (s43 of the Disaster management Act)**	CSofLGI
4	**Number of municipalities with functional Disaster Management Forums**	CSofLGI
5	**Number of municipalities with Head of Disaster Management Centres appointed**	CSofLGI
6	**Number of municipalities implementing the Disaster Management Information system with early warning capability and vulnerability mapping**	CSofLGI
7	**Number of municipalities with a Disaster Management Plan finalised**	CSofLGI
8	Number of disaster management capacity building programmes implemented	CSofLGI

Annexure G

Service Delivery Audit

MRS. M - [redacted]
House no [redacted]
Unit [redacted]
[redacted]

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Aim To make a Service Delivery Audit that will determine wherether Funds are Focused to Community Identified Service Delivery Project:
Complete and Comment on Un-shaded Areas only; If space is small you can provide additional pages

1	**Name of Province:**	N. W				4	**Name of Settlement/Village/Township**	[redacted]
2	**Name of Municipality**	[redacted] LM				5	**Settlement/Village/Township Located in Ward NO?**	[redacted]
3	**Type of Settlement being Audited. (Indicate by "X" in the appropriate Box)**	Informal Settlement	Formal Settlement	Village	Established Township: X	Other	6	**Date of Audit?**	11/11/10
							7	**Name of Chief / Headman/ etc. if it's a settlement / Village?**	MR. [redacted] CLR
8	**Number of Schools in the Area:**	Number of Primary Schools: 3	Number of Middle Schools	Number of High Schools	Other		10	**Is there any Scholar Transport? If Not Why?**	Yes / No X
9	**Are the Schools easily Accesible.If Not Why?**	Accessible X	Not Accessible				11	**Highest Education level/ Standard passed (of interviedperson)**	GRADE 12
12	**Is there a Clinic in the Area?**	Yes 1	No				14	**If you have answered "YES" on 12; does the Clinic offer a 24 hours Service?**	Yes X / No
13	**If you have answered "NO" in 12 above; where is the nearest Clinic? (Village\Town\Distance etc)**						15	**If you have answered "No" on 14 above; provide details on how this situation affect the community**	

16	**Gender & Age of Person being interviewed**	**MALE**					**FEMALE**				
		15-25	37-47	48-58	59 Over		15-25	26-36	37-47 X	48-58	59 Over
17	**Are you Employed?**	Yes X	No	Self employed			20	**If you have answered "No" in 17. How do you generate Income?**			
18	**Are you registered on the Indegent Register?**	Yes	No X				21	**If you have given numbers of depandants in "19". Are they Registered to receive Social Grants?**	Yes	No X	
19	**Do you have Dependants of School going age? Indicate Numbers. (In the appropriate Box)**		2				22	**If you have answered "No" in 21 above. What are the challenges in registering them?**	I don't qualify above Poverty leve		

Aim To make a Service Delivery Audit that will determine whether Funds are Focused to Community Identified Service Delivery Project:
Complete and Comment on Un-shaded Areas only; if space is small you can provide additional pages

23	**Type of Road Leading to the Village\Suburb\Informal Settlement** (Mark with an X) in appropriate Box)	Gravel	Tarred X	Other		
24	**Type of Interconnecting Roads?**	Gravel	Tarred X	Other		
27	**Type of Structure of the House you live in?**	Corrugated Iron	Mud & Brick	Cement & Brick X	RDP House	Other
28	**Any RDP Projects that you are aware of in your area?**	Yes	No X			
29	If you answer "Yes" on 28 above. **Is the project progressing well?** If Not please provide information relating to the Challenges/ complaints?	Yes	No			
33	**Do you have Access to Electricity?**	Yes X	No			
34	If you answered "Yes" above. **Is the connection to your main house?**	Yes X	No			
35	**Do you Know that Government is Subsidicing Electricity up to 50kw for Free;** to indegent Households?	Yes X	No			
36	If you have answered "No" above **give reason why you are not getting free electricity?**	I am above RDP level				

25	**Roads in General! What are the problems experienced by the community?**		
26	**Comments that you would want to tell Government relating to Roads? If space is limited provide additional pages.**		
30	If you answer "Yes" on 28 above. **Tell us the progress of the project according to you?**		
31	If you answer "Yes" on 28 above. Do you know how Beneficiaries are identified to get a house?	Yes	No
32	If you answer "No" to 28 above. Is there any need for Housing development in the Area?	Yes	No X
38	If you have answered "Yes" on 37! **Are you having problems in buying Electricity Coupons?**	Yes	No X
39	**Are there and High mast / Street lights in your area?**	Yes X	No
40	If you have answered "Yes" on 39! **Are these High mast/ street lights working properly?** If not what is the problem?	Yes	No X
41	**How many if you can give an example of the Street or High mast lights functioning in a specific period?**	Many and Many more are not working functioning.	

Aim: To make a Service Delivery Audit that will determine wherether Funds are Focused to Community Identified Service Delivery Project:
Complete and Comment on Un-shaded Areas only; if space is small you can provide additional pages.

37	**Is you Electricity a Prepaid one?**	Yes X	No				42	**What are the Challenges Experienced in terms of Electricity in your Area?**	
43	**Is there Access to Sanitation in the Area?**	Yes X	No				45	**If the answer is "No" to 43. What type of Sanitation will you prefer?**	
44	**Both Answers above can provide what type of Sanitation is being used? But please tick for confirmation**	Bucket System	Waterborn	Pit Latrine	VIP Latrine	Other X	46	**Is there any project / plans currently implemented for Sanitation in the Area?**	Yes / No
47	**Is there Access to Water in the Area?**	Yes X	No				50	**Are there community meetings taking place in your Area?**	Yes / No
48	**If answered "Yes" above; to what standard is the service provided?**	Community Stand Pipe level	Yard Connection Level X	Borehole level	Tankering Level	Other	51	**Are you being updated by your councillor on plans pertaining to your Area in terms of Service Delivery?**	Yes / No
49	**Comment on the Quality of the water supplied?**		—				52	**Any other Challenges experienced on water supply?**	

53 In your Opinion looking at your area, and the needs of your area, **what do you think Government should prioritise on in terms of addressing your needs;** as you indicated on this Audit?

Recreation facilities of elderly people.
Facilities for Youth

54 **In your Opinion what other areas of Service Delivery you want Government to intervene on? Not covered here?**

55 **Surveyor's Observation or Comments?**

Correct and Consistant Water billing System.

Aim: To make a Service Delivery Audit that will determine whether Funds are Focused to Community Identified Service Delivery Project.
Complete and Comment on Un-shaded Areas only; if space is small you can provide additional pages.

Annexure H

The Project Plan

The Project Plan for Naledi Bulk Water Project

Source of funds	*Which organisations will be contributing to the funding of the project and how much will each organisation contribute? Please choose from the following:*	**Budget amounts**
	Donors	
	DWA	
	IGP	
	Loans	
	EPWP	
	Provincial Capital Budget	
	Provincial Department	
	Provincial Maintenance Budget	**X**
	Upscaling Grant	
What will the annual budgets of the project be?	*Per national financial year. Take into account all financial years in which this project will be active.*	**Annual budget amount**
	09 / 10	
	10 / 11	
	11 / 12	R 11,626,444.70
	12 /13	R 611,918.14
Milestone	*Will this milestone be measured (Yes / No)*	*Target Date*
Project approved		Monday, December 12, 2011
Consultant appointed		NEP CONSULTING ENGINEERS
Detailed Design specifications approved		YES

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Tender report approved		Monday, November 21, 2011
Construction started		Monday, January 09, 2012
	EPWP Indicators	Tuesday, October 30, 2012
Indicator	*Indicate Yes or No*	
Consultant contract compliant with EPW guidelines	**YES**	
Contractor compliant with EPW requirements	**YES**	
Exit Strategy	**YES**	
Branding Compliant		
	Planned Job Creation Infrastructure Outputs	
Output	*Tick if applicable*	*Measure in km / sqm / no etc - Indicate value i.e km of roads to be constructed*
Km of roads constructed to standard		
Km of pipelines installed to standard		
	Planned Training	
	Accredited Courses	
Cost estimate	*Provide information if available*	
Number or person training days	*The total number of days for all persons to attend training*	
Number of people to attend	*The total number of people that will attend training*	0
Number of People living with disability	*This includes adult women and youth women*	0
Number of women to attend	*All persons living with disability*	0

Number of youth to attend	*All persons aged 35 and under*	0
	Non-accredited	0
Cost estimate	*Provide information if available*	0
Number or person training days	*The total number of days for all persons to attend training*	0
Number of people to attend	*The total number of people that will attend training*	0
Number of People living with disability	*All persons living with disability*	0
Number of women to attend	*This includes adult women and youth women*	0
Number of youth to attend	*All persons aged 35 and under*	0
	Planned Labour	
Employment generation details	Planned Persons to be Employed	Planned Number of Person days of employment
Adult men		-
Adult women		-
Youth men		-
Youth women		-
Disabled		
Minimum daily wage	*As per the contract document*	R18.95 / hour
Planned number of employees from the indigent list	*Has this public body specified that a number of persons from the indigent list has to be employed? If so, what number of persons?*	-

Annexure I

Confirmation Letter for Language Editing and Proof Reading

BRENDA LOMBARD

PROOF READING AND EDITING

Associate member of Professional Editor's Group

May 2015

To whom it may concern,

This is to confirm that the thesis, submitted by Tshepo Boniface Tladi (16083008), has been checked and changes are suggested in accordance with the submission requirements for the degree of *Doctor of Philosophy* in the Faculty of Commerce and Administration in the North West University of the Mafikeng Campus.

Yours sincerely,



Brenda Lombard

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Annexure J

Solemn Declaration

NORTH-WEST UNIVERSITY
YUNIBESITI YA BOKONE-BOPHIRIMA
NOORDWES-UNIVERSITEIT
MAFIKENG CAMPUS

Academic Administration (Mafikeng Campus)

SOLEMN DECLARATION (for Masters and Doctoral Candidates)

1 Solemn declaration by student

I Tshepo Boniface Tladi declare herewith that the mini-dissertation/dissertation/thesis entitled, Policy Monitoring and Evaluation For the EPWP within the Local Government Environment which I herewith submit to the North-West University as completion/partial completion of the requirements set for the _____degree, is my own work and has not already been submitted to any other university.

I understand and accept that the copies that are submitted for examination are the property of the University.

Signature of candidate _____ University-number 16083008

Signed at Mmabatho this 21 day of May 2015

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CRIME PREVENTION
2015 -05- 31
MMABATHO
SUID-AFRIKAANSE POLISIEDIENS
SOUTH AFRICAN POLICE SERVICE

Declared before me on this 21 day of MAY 2015

Commissioner of Oaths: _____

2 Declaration by supervisor/promotor

The undersigned declares:

2.1 that the candidate attended an approved module of study for the relevant qualification and that the work for the course has been completed or that work approved by the Senate has been done

2.2 the candidate is hereby granted permission to submit his/her mini-dissertation/dissertation or thesis

2.3 that registration/change of the title has been approved;

2.4 that the appointment/change of examiners has been finalised and

2.5 that all the procedures have been followed according to the Manual for post graduate studies.

Signature of Supervisor: _____ Date: 22/5/2015.

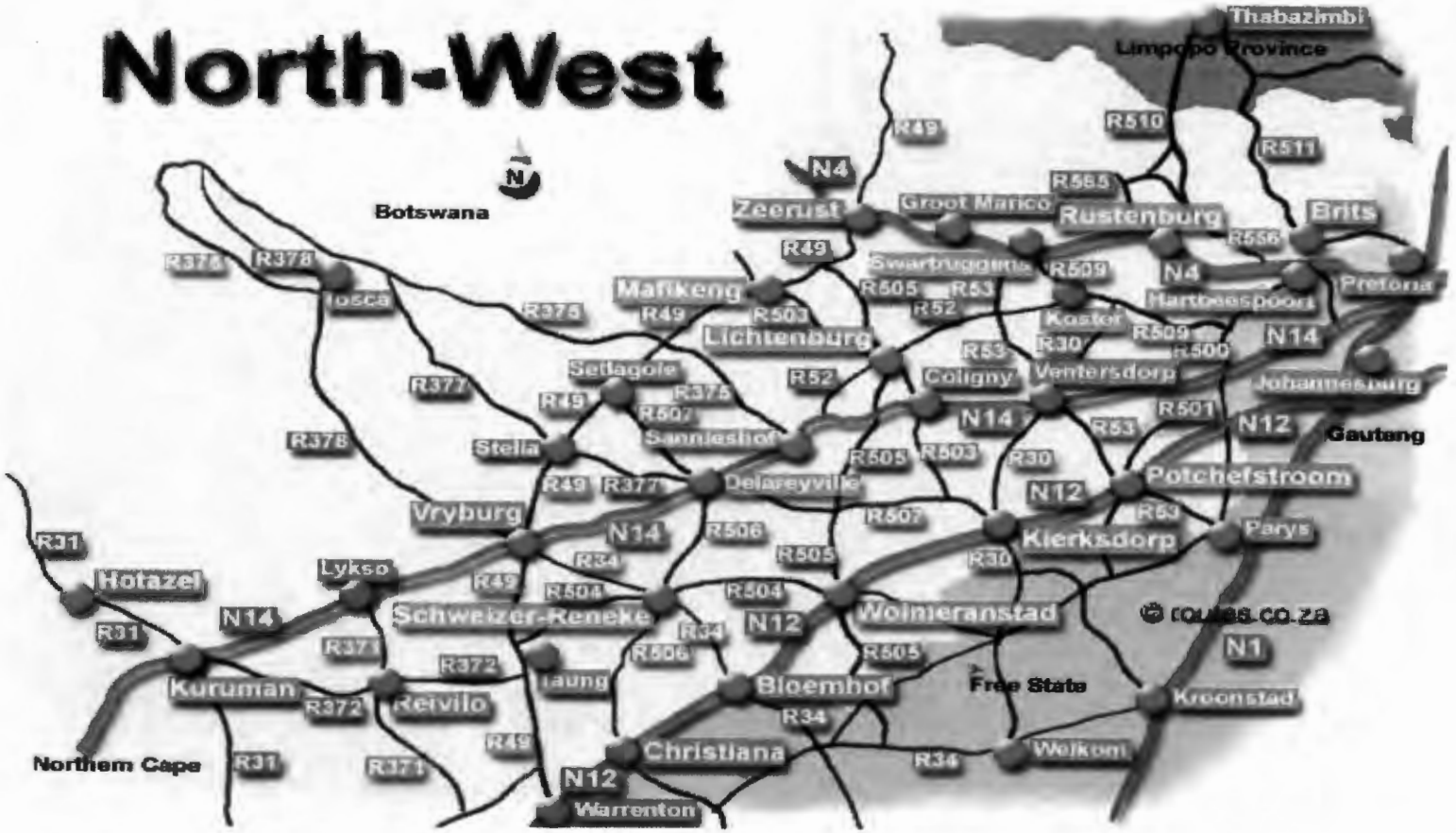
Signature of School Director: _____ Date: 22/5/2015.

Signature of Dean: Sonia Swart Date: 22/5/2015

Annexure K

Map of the North West Province

Map of the North West Province



Annexure L

Questionnaire on Outcomes Evaluation of the Naledi Bulk Water Supply Project – Programme Beneficiaries

Annexure L

Questionnaire on Outcomes Evaluation of the Naledi Bulk Water Supply Project in DR RSMDM for Programme Beneficiaries

Kindly tick with an X in the appropriate box

Section A: Biographic Information

1. Age of the respondent

Age of Respondent	18 - 35	
	36 - 56	
	57 – 65	

2. Gender of Respondent

Gender of Respondent	M
	F

3. Physical Disability

Do you have any physical disability?

Y	N

If yes, what type of disability do you have?

Section B: Outcome Evaluation

Have you worked in the Naledi Bulk Water Supply Project (NBWSP)?

Yes	
No	

For how long did you work in theNBWSP?

1 – 3 months	
4 – 6 months	
7 – 9 months	
10 – 12 months	

Have you worked anywhere except for the NBWSP?

Yes	
No	

Is the work experience and skills acquired from the NBWSP relevant to the Naledi local environment?

Yes	
No	

Have you utilised knowledge and skills from the NBWSP to create employment or income?

Yes	
No	

If the above response is yes, please provide a description of the work activities you are involved in.

.....
.....
.....

Are you currently employed?

Yes	
No	

Which skills and training types did you have beyond the NBWSP? (programme beneficiaries)

.....
.....
.....

Which skills or training did you receive during the NBWSP?

.....

.....

.....

Are the skills acquired from the project relevant to the Naledienvironment?

Yes	
No	

Were you trained to apply the skills from the NBWSP to your local environment?

Yes	
No	

Have you applied the acquired skills to generate work or income for yourself?

Yes	
No	

Are you currently employed / self-employed?

Yes	
No	

What is your monthly income per month?

R1 000 – R3 000	
R4 000 – R6 000	

R7 000 – R 9 000	
R10 000 and above	

Is the work you are involved in relevant to the experience and skills acquired from the NBWSP?

Yes	
No	

What changes have occurred in your individual knowledge, attitude and living conditions as a result of having worked in the NBWSP?

.....
.....
.....

What changes have occurred in your individual knowledge, attitude and living conditions as a result of your inherent skills?

.....
.....
.....

Have you used your technical knowledge and skills to help for the community?

Yes	
No	

If the above response is yes, what specific expert service have you render to the community?

.....

.....

.....

Section C: Community awareness and mediums of communication on municipal programmes of employment creation (Reach)

Which medium of communication did municipality use to announce the employment creation programme of NBWSP?

.....

.....

.....

Are the mediums of communication accessible?

Yes	
No	

Does the municipal involve the community in its employment creation programmes?

Yes	
No	

Do you reside in Naledi where the NBWSP was implemented?

Yes	
No	

Annexure M

Questionnaire on Outcomes Evaluation of the Naledi Bulk Water Supply Project – Comparison Group

Annexure M

Questionnaire on Outcomes Evaluation of the Naledi Bulk Water Supply Project in NLM– Comparison Group

Kindly tick with an X in the appropriate box

NWU LIBRARY

Section A: Biographic Information

1. Age of the respondent

Age of Respondent	18 - 35	
	36 - 56	
	57 – 65	

2. Gender of Respondent

Gender of Respondent	M
	F

3. Physical Disability

Do you have any physical disability?

Y	N

If yes, what type of disability do you have?

.....

.....

Section B: Outcome Evaluation

Do you have any work experience?

Yes	
No	

If your above response is yes, kindly give a brief description of you work experience

.....

.....

Is the work experience and skills relevant to the Naledilocal environment?

Yes	
No	

Have you utilised knowledge and skills to create employment or income?

Yes	
No	

If the above response is yes, please provide a description of the work activities you developed.

.....

.....

.....

If the above response is yes, please provide a description of the work activities you are involved in.

.....
.....
.....

Are you currently employed? (comparison group)

Yes	
No	

Which skills and training types do you have?

.....
.....
.....

Are the skills acquired from the project relevant to theNaledienvironment?

Yes	
No	

Have you applied the acquired skills to generate work or income for yourself?

Yes	
No	

Are you currently employed / self-employed?

Yes	
No	

What is your monthly income per month?

R1 000 – R3 000	
R4 000 – R6 000	
R7 000 – R 9 000	
R10 000 and above	

What changes have occurred in your individual knowledge, attitude and living conditions as a result of your inherent skills?

.....

.....

.....

Have you used your technical knowledge and skills to help for the community?

Yes	
No	

If the above response is yes, what specific expert service have you render to the community?

.....

.....

Section C: Community awareness and mediums of communication on municipal programmes of employment creation (Reach)

Which medium of communication didthe municipality use to announce the employment creation programme of NBWSP?

.....

.....

Are the mediums of communication accessible?

Yes	
No	

Does the municipal involve the community in its employment creation programmes?

Yes	
No	

Do you reside in Naledi where the NBWSP was implemented?

Yes	

Respondents' Contact List – Comparison Group

Respondent's Name	Gender	Contact Details
1. Rebaone Gaselaolwe	F	0739974829
2. Realeboga Letshabo	F	0721807472
3. Latlhogonolo Pedinyane	M	718 Kagisho Street Podimoe
4. Reginald Leutlwetse	M	0789873532
5. Oratile Van Wyk	M	076646793
6. Elvis Tshwene	M	0725669240
7. Goitseone Thakadu	M	0712638024
8. Modisaotsile Thue	M	0833427738
9. Mosimanegape Thue	M	0785281770
10. Boineelo Motsewabone	M	0782680007
11. Sandile Thwane	M	0768541598
12. Thapelo Mooketsi	M	0767011449
13. Tumelo Monyaki	F	0836963227
14. Antonette Selebogo	F	0836391383
15. Obakeng Segolodi	M	0734652100
16. McDonald Kgwasi	M	0791673192
17. Nnana Khumoeng	F	0839405812
18. Julia Sedimo	F	0833647729
19. Doreen Gaonamong	F	0714151046
20. Joyce Mabu	F	No contact number
21. Boitshoko Bantsheng	M	0782413406
22. Thapelo Motaung	M	0834046492
23. Olehile Letebele	M	0836175913
24. Motlamedi Togelo	M	0732561160

ıal Department of Water Affairs

DWA Reporting Template | Job Creation

PROVINCIAL REGISTRATION FORM

Field requested	Description if needed	Please complete this section
Project name		
Public Body (Province) Reference number	*The number used by the public body to identify the project. This number has to be unique for every project*	RDM 2011-038Cg
Project name	*The project name needs to be unique for projects*	**Upgrading of Naledi Bulk Water Supply line from Vryburg to Pudimoe Volume 2: Pipeline (Section E - Construction of Main Supply Line from 10ml Reservoir to Huhudi Reservoir)**
Project type:		
	Municipal	
	Provincial	x
	National	
Project location		
Province	*Indicate in which Province the project will be implemented*	**NORTH WEST**
District Municipality/ Metro	*Indicate in which district/Metro Municipaltiy the project will be implemented*	**Dr Ruth S Mompati District Municipality**
Local Municipality / Metro region	*Indicate in which local municipality the project will be implemented*	**N / A**
Primary Ward	*Indicate in which ward the project will be implemented. If the project is implemented in more than one ward, then name the wards in "describe project location"*	**N / A**
Enter the name of the Municipa Area	*Indicate in which muncipal area the project will be implemented*	**Dr Ruth S Mompati District Municipality**
Describe the project location	*Short description, including the area or ward within the municipality*	**Construction of Main Supply Line from 10ml Reservoir to Huhudi Reservoir**
Project Ownership and Location		
Project Owner		Dr Ruth S Mompati District Municipality
Public Body Type		Select one and mark with a X in this section
	National Government Department	
	Provincial Department	**x**
Project owner (Who is funding the project)	*This must be a provincial/national department*	Dr Ruth S Mompati District Municipality
Department in the public body that is responsible for the project	*This refers to the DDG/chief directorate/directorate responsible for the project*	Molefi Chwene
Implementing public body type (Implementer)		Dr Ruth S Mompati District Municipality
Project implementer	*The regional office responsible for implementing the project.*	Dr Ruth S Mompati District Municipality
Implementing division/directorate	*This refers to the regional unit responsible for implementing the project*	Dr Ruth S Mompati District Municipality
Choose Job Creation Programme		Select one Job Creation Programme and mark with a X in this section
	Water Augmentation Projects NWRI	
	Rehabilitation of Water Resource Infrastructure NWRI	
	Water Services Projects NWRI	
	Regional Bulk Infrastructure Regions	x
	CAPEX from Water Boards P&R	
	Rainwater Harvesting Regions	
	National Transfers of Schemes to municipalitiies Regions	
	Resource Poor Farmers Regions	
	River Health (Adopt a River) Regions	
	Accelerated Community Infrastructure Regions	
	Youth Development COO	
	Assest Management CFO	
Source of Reference number	*Indicate the source of the reference number.*	RDM 2011-038Cg

Project details		
Project Priority		Select one priority and mark with a X in this section
	1: Labour intensive and training	X
	2: Vuk'uphile learnership	
	3: Labour intensive, no training	
	4: Other	
	5: Large Projects	
	6: Provincial Access Roads	
	7: EPWP Provincial Maintenance	
	8: EPWP High Volume	
Estimated project start date	*Provide start date of the project. This is the construction start date*	09 January 2012
Estimated project end date	*Provide estimated project end date.*	30 August 2012
Please give a short project description	*Short description, no longer than one line.*	Construction of Main Supply Line from 10ml Reservoir to Huhudi Reservoir
IGP Registered?	*Inidcate yes/no*	NO
If the project is IGP registered, what is the IGP number?	*Provide the IGP number*	N / A
Sector	*Infrastructure*	Upgrading of Naledi Bulk Water Supply from Pudimoe to Vryburg

Project sub-sector	*Please choose from the following:*	Select one sub-sector and mark with an X. If sub-sector is other, then mark with an X and provide name of "other"
	Infrastructure Roads	
	Ground Rehabilitation	
	Roads and Stormwater	
	Settlements and Services	
	Housing	
	Park Development	
	Water Infrastructure Upgrade	
	Sewer upgrade	
	Pipelines	x
	Stormwater drains	
	Sidewalks	
	Multipurpose	
	Other	
	Lights Reticulation	
	Paving of parks	
	Parking lots	
Project Environment		Select one project environment and mark with a X in this section
	Urban	
	Rural	x
	Both	
Intended funding		
Source of funds	*Which organisations will be contributing to the funding of the project? Please choose from the following:*	Select one or more sources of funds and mark with a X in this section
	Donors	
	DWA	
	IGP	
	Loans	
	EPWP	
	Provincial Capital Budget	
	Provincial Department	X
	Provincial Maintenance Budget	
	Upscaling Grant	
Total Amount of budget	*Provide budget amount*	
Details of Project Owner		
Name and Contact		
Organization	Provide the name of the organisation	DR RUTH S MOMPATI DISTRICT MUNICIPALITY
DDG/Chief Director/Accounting Officer		DAVID THORNHILL (SENIOR MANAGER : FINANCE)
Title:	Provide title	MR
Surname:	Provide surname	CHWENE
Initials:	Provide initials	MOLEFE
Organization address:		
Physical Address:	Provide information	60 MARKET STREET VRYBURG
Postal Address: (if different from Physical)	Provide information	P.O. BOX 21, VRYBURG, 8600
Email address:	Provide information	modibaj@bophirima.co.za
Fax:	Provide information	539272401
Cellular:	Provide information	723437133
Tel (Office):	Provide information	053 927 1024
Author Details		
Name and Contact		
Author: Organization	Provide information	Dr Ruth S Mompati DM
Author: Person	Provide information	Jonathan M Modiba
Title:	Provide information	Mr
Surname:	Provide information	Modiba
Initials:	Provide information	S
E-mail address	Provide information	modibaj@bophirima.co.za
Cellular:	Provide information	723437133
Telephone (Office):	Provide information	539271024
Fax:	Provide information	011 473 1273

539272401

THIS FORM REFERS TO THE PROJECT PLAN AS BEFORE THE START OF THE PROJECT, AND NOT TO ACTUAL INFORMATION.		
Field requested	**Description if needed**	**Comment**

Budget		
Source of funds	*Which organisations will be contributing to the funding of the project and how much will each organisation contribute? Please choose from the following:*	Budget amounts
	Donors	
	DWA	
	IGP	
	Loans	
	EPWP	
	Provincial Capital Budget	
	Provincial Department	x
	Provincial Maintenance Budget	
	Upscaling Grant	
What will be the annual budgets of the project?	*Per national financial year. Take into account all financial years in which this project will be active.*	Annual budget amount
	09 / 10	
	10 / 11	
	11 / 12	R 11 626 444,70
	12 / 13	R 611 918,14

Milestones		
Milestone	*Will this milestone be measured (Yes / No)*	*Target Date*
Project approved		12 December 2011
Consultant appointed		NEP CONSULTING ENGINEERS
Detailed Design specifications approved		YES
Tender report approved		21 November 2011
Construction started		09 January 2012
Implementation complete		30 October 2012

EPWP Indicators		
Indicator	*Indicate Yes or No*	
Consultant contract compliant with EPW guidelines	**YES**	
Contractor compliant with EPW requirements	**YES**	
Exit Strategy	**YES**	
Branding Compliant	**NO**	

Planned Job Creation Infrastructure outputs		
Output	*Tick if applicable*	*Measure in km / sqm / no etc - Indicate value i.e km of roads to be constructed*
Km of roads constructed to standard		
Km of pipelines installed to standard		20KM
Km of storm water drains constructed to standard		
Km of sidewalks constructed to standard		
No of bridges		
No of erf connections		
No of pipe / box culverts		
No of pump stations		
No of Reservoirs		
No of retention dams		
No of standpipes		
No of transfer facilities		
No of VIP's		
Sqm of bus ranks		
Sqm of community hall		
Sqm of landfill site		
Sqm of taxi ranks		
Sqm of treatment works		
Sqm of buildings		
Sqm of Grass cutting		
Km of fencing		
Sqm of Clinic Construction and Rehabilitation		

Number of classroom construction and rehabilitation		
Planned training		
Accredited courses		
Cost estimate	*Provide information if available*	0
Number or person training days	*The total number of days for all persons to attend training*	0
Number of people to attend	*The total number of people that will attend training*	0
Number of women to attend	*This includes adult women and youth women*	0
Number of People living with disability	*All persons living with disability*	0
Number of youth to attend	*All persons aged 35 and under*	0
Non-accredited		
Cost estimate	*Provide information if available*	0
Number or person training days	*The total number of days for all persons to attend training*	0
Number of people to attend	*The total number of people that will attend training*	0
Number of People living with disability	*All persons living with disability*	0
Number of women to attend	*This includes adult women and youth women*	0
Number of youth to attend	*All persons aged 35 and under*	0
Planned labour		
Employment generation details	Planned Persons to be Employed	Planned Number of Person days of employment
Adult men		-
Adult women		-
Youth men		-
Youth women		-
Disabled		-
Minimum daily wage	*As per the contract document*	R18.95 / hour
Planned number of employees from the indigent list	*Has this public body specified that a number of persons from the indigent list has to be employed? If so, what number of persons?*	-

BENEFICIARY INFORMATION

PLEASE PROVIDE BENEFICIARY INFORMATION ON THIS SHEET FOR JANUARY, FEBRUARY, MARCH, APRIL, MAY, JUNE, JULY, AUGUST, SEPTEMBER, OCTOBER, NOVEMBER & DECEMBER 2012, JANUARY, FEBRUARY & MARCH 2013

#	First name	Initials	Last name	I.D. Number	DOB	Gender	Has disability	Education level	Start date
					dd/mm/yyyy	M or F	Y or N	See codes at bottom of list	dd/mm/yyyy
1	Anthony Motshabi		Motshabi			M	N	7	
2	Liter Matong		Matong			M	N	9	
3	Filimon Diraditsile		Diraditsile	8401046144087	1984-04-01	M	N	6	30-01
4	Molaodi Plaaitjies		Plaaitjies	8903226115084	22/03/1989	M	N	6	30-01
5	Monnapula Seleke		Seleke	7901095224087	1979-09-01	M	N	6	30-01
6	Poiho Semone		Semone	8710095434086	1987-09-10	M	N	5	30-01
7	Tlotlangkgosi Semone		Semone	8009295640083	29/09/1980	M	N	4	30-01
8	Thebeyagae Moncho		Moncho	9011295734089	29/11/1990	M	N	5	30-01
9	Obakeng Moinwe		Moinwe	7809266081089	26/09/1978	M	N	5	26-01
10	Otsile Solomon		Solomon	8402035966084	1984-03-02	M	N	5	30-01
11	Lesebo Setholoeng		Setholoeng	8509265654089	26/09/1985	M	N	5	26-01
12	Orapeleng Mampe		Mampe	7808055637085	1978-05-08	M	N	6	30-01
13	BK Setlhabetse		Setlhabetse	6903115728080	1969-11-03	M	N	6	30-01
14	Michael Mokeng		Mokeng	7512065415082	1975-06-12	M	N	6	26-01
15	Simon Thae		Thae	7206025979085	1972-02-06	M	N	5	26-01
16	Philbert Ntlhaeng		Ntlhaeng	6512315722080	31/12/1965	M	N	5	26-01
17	Thabang Moinwe		Moinwe	8704185511085	18/04/1987	M	N	6	26-01
18	Gasset Odiseng		Odiseng			M	N	6	26-01
19	Rebaone Mosweu		Mosweu	9311155831086	15/11/1993	M	N	4	02-02-12
20	Gabanathuso Mogwasi		Mogwasi	8907176443081	17/07/1989	M	N	4	02-02-12
21	N Danster		Danster				N		
22	I Mogorosi		Mogorosi				N		
23	Hendric Gaenone		Gaenone	7508265534086		m	N		30-1
24	Angeleen Isaacs		Isaacs	8601270148080		f	N		21-02
25	Juliet Monnachwene		Monnachwene	8811120783081		f	N		08-Feb
26	Daniel Molawa		Molawa	7605145554084		m	N		20-02
27	Daniel Maboitshege		Maboitshege	8407156153081		m	N		21-02
28	Macbetch Setlhoeng		Setlhoeng	8509265654089		m	N		26-01
29	Arnold Mampe		Mampe	7808055637085		m	N		30-01
30	Joel Sojania		Sojania	8306255470083		m	N		23-01
31	Michael Mokeng		Mokeng	7512065415082		m	N		26-01
32	Lorato Mathiba		Mathiba	7311130834082		f	N		21-02
33	Yvonne Mohulatsi		Mohulatsi	8204010424083		f	N		21-02
34	Esther Danster		Danster	7403090559088		f	N		21-02
35	Elizabeth Lekgwathi		Lekgwathi	7305080577089		f	N		21-02
36	Doris Tshimane		Tshimane	8510181088089		f	N		21-02
37	Joseph Jama		Jama	8808085587085		m	N		21-02
38	Shadreck Siman		Siman	8001265661082		m	N		21-02
39	Shimi Mokgothu		Mokgothu	8303135368082		m	N		21-02
40	Desmond Seitshokokelo		Seitshokokelo	8606045610082		m	N		21-02
41	Benjamin Seekoei		Seekoei	7901095559086		m	N		21-02
42	Lazarus Leutlwetse		Leutlwetse	8010285716081		m	N		21-02
43	Carene Boikanyo		Boikanyo	6010020920081		f	N		21-02
44	Gladys Lekgwathi		Lekgwathi	8111080787085		f	N		21-02
45	Andrew Mothibi		Mothibi	7806285930080		m	N		21-02
46	Johannes Maruping		Maruping	7310055723080		m	N		23-01

#	January				February				March			
	Number of labour days for January	Daily wage rate for January	Total wages paid January	Total number of training days January	Number of labour days for February	Daily wage rate for February	Total wages paid February	Total number of training days February	Number of labour days for March	Daily wage rate for March	Daily wage rate for March	Total wages paid March
			DO NOT ENTER DATA IN THIS COLUMN				DO NOT ENTER DATA IN THIS COLUMN					DO NOT ENTER DATA IN THIS COLUMN
1			0		11		0					0
2	10	170.55	1705.5		11	170.55	1876.05					0
3	2	170.55	341.1		11	170.55	1876.05					0
4	2	170.55	341.1		11	170.55	1876.05					0
5	2	170.55	341.1		11	170.55	1876.05					0
6	2	170.55	341.1		11	170.55	1876.05					0
7	2	170.55	341.1		11	170.55	1876.05					0
8	2	170.55	341.1		11	170.55	1876.05					0
9	4	170.55	682.2		11	170.55	1876.05					0
10	2	170.55	341.1		11	170.55	1876.05					0
11	4	170.55	682.2		11	170.55	1876.05					0
12	2	170.55	0		11	170.55	1876.05					0
13	2	170.55	341.1		11	170.55	1876.05					0
14	4	170.55	170.55		11	170.55	1876.05					0
15	4	170.55	682.2		11	170.55	1876.05					0
16	4	170.55	682.2		11	170.55	1876.05					0
17	4	170.55	682.2		11	170.55	1876.05					0
18	4	225	900		11	225	2475					0
19	0	170.55	0		11	170.55	1876.05					0
20	0	170,55	0		11	170,55	1876,05					0
21			8915.85				0					0
22							0					0
23					15	170.55	2558.25		21		170.55	3851.55
24					7	170.55	1193.85		21		170.55	3851.55
25					15	170.55	2558.25		21		170.55	3851.55
26					7	170.55	1193.85		21		170.55	3851.55
27					7	170.55	1193.85		21		170.55	3851.55
28					19	170.55	3240.45		21		170.55	3851.55
29					15	170.55	2558.25		21		170.55	3851.55
30					7	170.55	1193.85		21		170.55	3851.55
31					7	170.55	1193.85		21		170.55	3851.55
32					7	170.55	1193.85		21		170.55	3851.55
33					7	170.55	1193.85		21		170.55	3851.55
34					7	170.55	1193.85		21		170.55	3851.55
35					7	170.55	1193.85		21		170.55	3851.55
36					7	170.55	1193.85		21		170.55	3851.55
37					7	170.55	1193.85		21		170.55	3851.55
38					7	170.55	1193.85		21		170.55	3851.55
39					7	170.55	1193.85		21		170.55	3851.55
40					7	170.55	1193.85		21		170.55	3851.55
41					7	170.55	1193.85		21		170.55	3851.55
42					7	170.55	1193.85		21		170.55	3851.55
43					7	170.55	1193.85		21		170.55	3851.55
44					7	170.55	1193.85		21		170.55	3851.55
45					7	170.55	1193.85		21		170.55	3851.55
46					7	170,55	1193,85		21		170,55	3851,55
	56	3294,9	17831,7	0	424	7388,1	71036,1	0	504	0	4093,2	92437,2

#	April				May				June			
	Number of labour days for April	Daily wage rate for April	Daily wage rate for April	Total wages paid April	Number of labour days for May	Daily wage rate for May	Daily wage rate for May	Total wages paid May	Number of labour days for June	Daily wage rate for June	Daily wage rate for June	Total wages paid June
				DO NOT ENTER DATA IN THIS COLUMN				DO NOT ENTER DATA IN THIS COLUMN				DO NOT ENTER DATA IN THIS COLUMN
1				0		22		0	21	252		0
2	17		170.55	2899.35		22		0	21	171		0
3			170.55	0				0				0
4			170.55	0				0				0
5			170.55	0				0				0
6			170.55	0				0				0
7			170.55	0				0				0
8			170.55	0				0				0
9			170.55	0				0				0
10			170.55	0				0				0
11			170.55	0				0				0
12			170.55	0				0				0
13			170.55	0				0				0
14			170.55	170.55				0				0
15			170.55	0				0				0
16			170.55	0				0				0
17			170.55	0				0				0
18			225	0				0				0
19			170.55	0				0				0
20			170,55	0				0				0
21	17		252	4284		22	252	5544	21	252		0
22	17		225	3825		22	225	4950	21	225		0
23	17		175.55	2899.35		22	170.55	3752.1	16	170.55		0
24	17		170.55	2899.35		22	170.55	3752.1	21	170.55		3581.55
25	17		170.55	2899.35		22	170.55	3752.1	21	170.55		3581.55
26	17		170.55	2899.4		22	170.55	3752.1	21	170.55		3581.55
27	17		170.55	2899.4		22	170.55	3752.1	16	170.55		2728.8
28	17		170.55	2899.4		22	170.55	3752.1	18	170.55		3069.9
29	17		170.55	2899.4		22	170.55	3752.1	16	170.55		2728.8
30	17		170.55	2899.4		22	170.55	3752.1	16	170.55		2728.8
31	17		170.55	2899.4		22	170.55	3752.1	21	170.55		3581.55
32	17		170.55	2899.4		22	170.55	3752.1	16	170.55		2728.8
33	17		170.55	2899.4		22	170.55	3752.1	16	170.55		2728.8
34	17		170.55	2899.4		22	170.55	3752.1	16	170.55		2728.8
35	17		170.55	2899.4		22	170.55	3752.1	21	170.55		3581.55
36	17		170.55	2899.4		22	170.55	3752.1	21	170.55		3581.55
37	17		170.55	2899.4		22	170.55	3752.1	0	170.55		3581.55
38	17		170.55	2899.4		22	170.55	3752.1	16	170.55		2728.8
39	17		170.55	2899.4		22	170.55	3752.1	21	170.55		3581.55
40	17		170.55	2899.4		22	170.55	3752.1	21	170.55		3581.55
41	17		170.55	2899.4		22	170.55	3752.1	0	170.55		3581.55
42	17		170.55	2899.4		22	170.55	3752.1	21	170.55		3581.55
43	17		170.55	2899.4		22	170.55	3752.1	21	170.55		3581.55
44	17		170.55	2899.4		22	170.55	3752.1	21	170.55		3581.55
45	17		170.55	2899.4		22	170.55	3752.1	21	170.55		3581.55
46	17		170,55	2899,4		22	170,55	3752,1	0	170,55		3581,55
	459	0	7870,1	80764,35	0	616	4570,2	100544,4	482	4993,2	0	75894,75

#	July				August				September			
	Number of labour days for July	Daily wage rate for July	Daily wage rate for July	Total wages paid July	Number of labour days for August	Daily wage rate for August	Daily wage rate for August	Total wages paid August	Number of labour days for September	Daily wage rate for September	Daily wage rate for September	Total wages paid September
				DO NOT ENTER DATA IN THIS COLUMN				DO NOT ENTER DATA IN THIS COLUMN				DO NOT ENTER DATA IN THIS COLUMN
1	22	252		5544	20	252		5040	16	252		R 4 032.00
2	22	170.55		3752.1	20	170.55		3411	16	184.5		R 2 952.00
3				0								R -
4				0								R -
5				0	20	170.55			16	184.5		R 2 952.00
6				0								R -
7				0								R -
8				0								R -
9				0								R -
10				0								R -
11				0								R -
12				0								R -
13				0	20	170.55		3411	16	184.5		R 2 952.00
14				170.55	17	170.55		2899.35	15	184.5		R 2 767.50
15				0	20	170.55		3411	16	184.5		R 2 952.00
16				0				0				R -
17				0				0				R -
18				0				0				R -
19				0				0				R -
20				0				0				R -
21	22	252						0				R -
22	22	225			20	225		4500	16	225		R 3 600.00
23		175.55						0				R -
24	22	170.55		2899.35	19	170.55		3240.45	16	184.5		R 2 952.00
25	22	170.55		2899.35	20	170.55		3411	16	184.5		R 2 952.00
26	22	170.55		2899.4	18	170.55		3069.9	16	184.5		R 2 952.00
27		170.55		2899.4	20	170.55		3411	15	184.5		R 2 767.50
28		170.55		2899.4				0				R -
29		170.55		2899.4				0				R -
30		170.55		2899.4				0				R -
31	22	170.55		2899.4	17	170.55		2899.35				R -
32		170.55		2899.4				0				R -
33		170.55		2899.4				0				R -
34	22	170.55		2899.4				0				R -
35	22	170.55		2899.4	20	170.55		3411	16	184.5		R 2 952.00
36	22	170.55		2899.4				0				R -
37		170.55		2899.4				0				R -
38	22	170.55		2899.4	20	170.55		3411	16	184.5		R 2 952.00
39	22	170.55		2899.4	20	170.55		3411	15	184.5		R 2 767.50
40		170.55		2899.4				0				R -
41	22	170.55		2899.4				0				R -
42	22	170.55		2899.4	20	170.55		3411	15	184.5		R 2 767.50
43	22	170.55		2899.4	19	170.55		3240.45	15	184.5		R 2 767.50
44	22	170.55		2899.4				0				R -
45		170.55		2899.4				0				R -
46	22	170,55		2899,4				0				R -
	396	4997,75	0	76152,75	330	3035,25	0	55588,5	251	3060	0	48037,5

#	October				November				December				January			
	Number of labour days for October	Daily wage rate for October	Daily wage rate for October	Total wages paid October	Number of labour days for November	Daily wage rate for November	Daily wage rate for November	Total wages paid November	Number of labour days for December	Daily wage rate for December	Daily wage rate for December	Total wages paid December	Number of labour days for January	Daily wage rate for January	Daily wage rate for January	Total wages paid January
				DO NOT ENTER DATA IN THIS COLUMN				DO NOT ENTER DATA IN THIS COLUMN				DO NOT ENTER DATA IN THIS COLUMN				DO NOT ENTER DATA IN THIS COLUMN
1	28	252		7056	22	252		5544					PRACTICAL COMPLETION - 30/10/2012			
2	28	184.5		5166	22	184.5		4059								
3				0				0								
4				0				0								
5	15	184.5		2767.5				0								
6				0				0								
7				0				0								
8				0				0								
9				0				0								
10				0				0								
11				0				0								
12				0				0								
13	28	184.5		5166	22	184.5		4059								
14	25	184.5		4612.5				0								
15	28	184.5		5166	22	184.5		4059								
16				0				0								
17				0				0								
18				0				0								
19				0				0								
20				0				0								
21				0				0								
22	28	225		6300	22	225		4950								
23				0				0								
24	27	184.5		4981.5	15	184.5		2767.5								
25	26	184.5		4797	22	184.5		4059								
26	28	184.5		5166	22	184.5		4059								
27	3	184.5		553.5				0								
28				0				0								
29				0				0								
30				0				0								
31				0				0								
32				0				0								
33				0				0								
34				0				0								
35	3	184.5		553.5				0								
36				0				0								
37				0				0								
38	28	184.5		5166	22	184.5		4059								
39	28	184.5		5166	22	184.5		4059								
40				0				0								
41				0				0								
42	28	184.5		5166	22	184.5		4059								
43	5	184.5		922.5				0								
44				0				0								
45				0				0								
46				0				0								
	356	3060	0	68706	235	2137,5	0	45733,5								

CONTRACTORS ON SECTION D

- Education Levels – use the codes (1,2,3) on the excel spreadsheet
  - (1) Unknown
  - (2) No Schooling
  - (3) Grade 1-3 (Sub A – Std 1)
  - (4) Grad 4 (Std 2) ABET 1
  - (5) Grade 5-6 (Std 3-4) ABET 2
  - (6) Grade 7-8 (Std 5-6) ABET 3
  - (7) Grade 9 (Std 7) ABET 4
  - (8) Grade 10-11 (Std 8-9)
  - (9) Grade 12 (Std 10)
  - (10) Post Matric

PROGRESS REPORT DATA FOR JANUARY, FEBRUARY, MARCH, APRIL, MAY, .

	JANUARY 2012
Financial Report	**R 8 581 059,30**
Expenditure	R 2 720 767,07
EPWP Certified Contractors	MIS PIPELINES (PTY) LTD
Number of contractors	1
Amount Spent	R 2 720 767,07
SMME Contractors	N/A
Number of contractors	N/A
Amount Spent	N/A
Milestones	If milestone has been achieved provide the achievement date, otherwise indicate "NO" for each milestone not achieved.
Project approved	12 December 2011
Consultant appointed	NEP CONSULTING ENGINEERS
Detailed Design specifications approved	YES
Tender report approved	21 November 2011
Construction started	14 December 2011
Implementation complete	14 October 2012
Actual Outputs	
Type of output	
Quantity achieved	
Date achieved	

JUNE, JULY, AUGUST, SEPTEMBER, OCTOBER, NOVEMBER & DECE

FEBRUARY 2012	MARCH 2012
R 8 581 059,30	**R 8 581 059,30**
R 1 175 700,49	R 648 491,28
MIS PIPELINES (PTY) LTD	MIS PIPELINES (PTY) LTD
1	1
R 1 175 700,49	R 648 491,28
N/A	N/A
N/A	N/A
N/A	N/A
If milestone has been achieved provide the achievement date, otherwise indicate "NO" for each milestone not achieved.	If milestone has been achieved provide the achievement date, otherwise indicate "NO" for each milestone not achieved.
12 December 2011	12 December 2011
NEP CONSULTING ENGINEERS	NEP CONSULTING ENGINEERS
YES	YES
21 November 2011	21 November 2011
14 December 2011	14 December 2011
14 October 2012	14 October 2012

EMBER 2012, JANUARY, FEBRUARY & MARCH 2013

APRIL 2012	MAY 2012
R 8 581 059,30	**R 8 581 059,30**
R 1 099 758,70	R 940 756,46
MIS PIPELINES (PTY) LTD	MIS PIPELINES (PTY) LTD
1	1
R 1 099 758,70	R 940 756,46
N/A	N/A
N/A	N/A
N/A	N/A
If milestone has been achieved provide the achievement date, otherwise indicate "NO" for each milestone not achieved.	If milestone has been achieved provide the achievement date, otherwise indicate "NO" for each milestone not achieved.
12 December 2011	12 December 2011
NEP CONSULTING ENGINEERS	NEP CONSULTING ENGINEERS
YES	YES
21 November 2011	21 November 2011
14 December 2011	14 December 2011
14 October 2012	14 October 2012

JUNE 2012	JULY 2012
R 8 581 059,30	**R 8 581 059,30**
R 593 316,95	R 592 365,13
MIS PIPELINES (PTY) LTD	MIS PIPELINES (PTY) LTD
1	1
R 593 316,95	R 592 365,13
N/A	N/A
N/A	N/A
N/A	N/A
If milestone has been achieved provide the achievement date, otherwise indicate "NO" for each milestone not achieved.	If milestone has been achieved provide the achievement date, otherwise indicate "NO" for each milestone not achieved.
12 December 2011	13 December 2011
NEP CONSULTING ENGINEERS	NEP CONSULTING ENGINEERS
YES	YES
21 November 2011	21 November 2011
14 December 2011	14 December 2011
14 October 2012	14 October 2012

AUGUST 2012	SEPTEMBER 2012	OCTOBER 2012
R 8 581 059,30	**R 8 847 659,30**	**R 8 847 659,30**
R 16 735,88	R 12 701,45	R 66 133,30
MIS PIPELINES (PTY) LTD	MIS PIPELINES (PTY) LTD	MIS PIPELINES (PTY) LTD
1	1	1
R 16 735,88	R 12 701,45	R 66 133,30
N/A	N/A	N/A
N/A	N/A	N/A
N/A	N/A	N/A
If milestone has been achieved provide the achievement date, otherwise indicate "NO" for each milestone not achieved.	If milestone has been achieved provide the achievement date, otherwise indicate "NO" for each milestone not achieved.	If milestone has been achieved provide the achievement date, otherwise indicate "NO" for each milestone not achieved.
14 December 2011	15 December 2011	15 December 2011
NEP CONSULTING ENGINEERS	NEP CONSULTING ENGINEERS	NEP CONSULTING ENGINEERS
YES	YES	YES
21 November 2011	21 November 2011	21 November 2011
14 December 2011	14 December 2011	14 December 2011
30 August 2012	30 August 2012	30 August 2012

NOVEMBER 2012 PRACTICAL COMPLETION
R 8 847 659,30
R 450 868,97
MIS PIPELINES (PTY) LTD
1
R 450 868,97
N/A
N/A
N/A
If milestone has been achieved provide the achievement date, otherwise indicate "NO" for each milestone not achieved.
15 December 2011
NEP CONSULTING ENGINEERS
YES
21 November 2011
14 December 2011
30 August 2012